

UNITED STATES DEPARTMENT OF THE INTERIOR
Bureau of Land Management
Oregon State Office
P.O. Box 2965
Portland, OR 97208

In Reply Refer to:
1601 (OR-933) P

March 6, 2003

EMS TRANSMISSION 03/07/2003
Instruction Memorandum No. OR-2003-048
Expires: 9/30/2004

To: Deputy State Directors, District Managers, Branch and Staff Chiefs

From: State Director

Subject: 1601 Land Use Planning Manual Supplement

Program Area: Land Use Planning

Purpose: Provide updated planning procedures, role definitions, review responsibilities and other guidance for land use planning in Oregon and Washington.

Policy/Action: The attached 1601 Manual Supplement supersedes the Oregon State Manual Supplement 1631, Program Management, release 1-253, dated 01/25/85.

Timeframe: This guidance is in effect immediately.

Background: This manual supplement release prescribes standards for preparing and reviewing resource management plans, amendments and revisions, documenting plan monitoring and maintenance and conducting periodic evaluations in Oregon and Washington. It establishes procedures and roles for quality assurance in the planning and related environmental analyses processes. It establishes planning areas when current or proposed resource management planning areas are not expected to coincide with single resource areas. It clarifies field office authority for initiation of plan revisions or amendments, including amendments which are integrated with implementation or activity level actions. It prescribes minimum records submission, retention and posting for plans and supporting records.

Manual/Handbook Sections Affected: The attached 1601 Manual Supplement supercedes the Oregon State Manual Supplement 1631, Program Management, release 1-253, dated 01/25/85.

Coordination: Field office planning staff and State Office program leaders reviewed the draft manual and provided procedural clarification.

Many of the updated or enhanced sections of the new manual incorporate guidance issued through various Instruction Memoranda or Information Bulletins over the last 15 years of practical experience.

Contact: For further information, contact Eric Stone at 505-808-6087.

Districts with Unions are reminded to notify their unions of this Instruction Memorandum and satisfy any bargaining obligations before implementation. Your servicing Human Resources Office or Labor Relations Specialist can provide you assistance in this matter.

Signed by
Charles E. Wassinger
Associate State Director

Authenticated by
Mary O'Leary
Management Assistant

1 Attachment(s)

1 - [1601 Land Use Planning Manual Supplement](#) (25pp)

Distribution

WO-210 (LS-400) - 1

UNITED STATES DEPARTMENT OF THE INTERIOR
Bureau of Land Management
Oregon State Office
P.O. Box 2965
Portland, OR 97208

In Reply Refer to:
1601 (OR-933) P

March 20, 2003

EMS TRANSMISSION
Instruction Memorandum No. OR-2003-048, Change 1
Expires: 9/30/2004

To: DMs, DSDs, Staff and Branch Chiefs
From: State Director
Subject: 1601 Land Use Planning Manual Supplement

Program Area: Land Use Planning

Purpose: Provide updated planning procedures, role definitions, review responsibilities and other guidance for land use planning in Oregon and Washington. *This guidance provides an updated version of the guidance, correcting two minor format errors. There are no substantive changes in the procedural guidance or other sections from the manual supplement approved and issued on March 6, 2003.*

Policy/Action: The attached 1601 Manual Supplement supersedes the Oregon State Manual Supplement 1631, Program Management, release 1-253, dated 01/25/85.

Timeframe: This guidance is in effect immediately.

Background: This manual supplement release prescribes standards for preparing and reviewing resource management plans (RMPs), amendments and revisions, documenting plan monitoring and maintenance and conducting periodic evaluations in Oregon and Washington. It establishes procedures and roles for quality assurance in the planning and related environmental analyses processes. It establishes planning areas when current or proposed resource management planning areas are not expected to coincide with single resource areas. It clarifies field office authority for initiation of plan revisions or amendments, including amendments which are integrated with implementation or activity level actions. It prescribes minimum records submission, retention and posting for plans and supporting records. *During a training session on Strategic Planning, two minor typographic errors in the .04 C and D sections on Responsibility were noted. This revised version provides the appropriate and equal subsection emphasis for certain State Office Branch Chiefs and District and Field Managers.*

Manual/Handbook Sections Affected: The attached 1601 Manual Supplement supercedes the Oregon State Manual Supplement 1631, Program Management, release 1-253, dated 01/25/85.

Coordination: Field office planning staff and State Office program leaders reviewed the draft manual and provided

procedural clarification. Many of the updated or enhanced sections of the new manual incorporate guidance issued through various Instruction Memoranda or Information Bulletins over the last 15 years of practical experience.

Contact: For further information, contact Eric Stone at 503-808-6087.

Districts with Unions are reminded to notify their unions of this Instruction Memorandum and satisfy any bargaining obligations before implementation. Your servicing Human Resources Office or Labor Relations Specialist can provide you assistance in this matter.

Signed by
Charles E. Wassinger
Associate State Director

Authenticated by
Mary O'Leary
Management Assistant

1 Attachment

1 - [1601 Land Use Planning Manual Supplement](#) (21pp)

Distribution

WO-210 (400-LS)



Form 1221-2
June 1969)
Subject

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT
OREGON STATE OFFICE
MANUAL TRANSMITTAL SHEET

Release 1-315

Date

03/06/2003

1601 – LAND USE PLANNING

1. Explanation of Material Transmitted: This release prescribes standards for preparing and reviewing resource management plans (RMPs), amendments and revisions, documenting plan monitoring and maintenance and conducting periodic evaluations in Oregon and Washington. It establishes procedures and roles for quality assurance in the planning and related environmental analyses processes. It establishes planning areas when current or proposed resource management planning areas are not expected to coincide with single resource areas. It clarifies field office authority for initiation of plan revisions or amendments, including amendments, which are integrated with implementation or activity level actions. It prescribes minimum records submission, retention and posting for plans and supporting records.

2. Reports required: None

3. Material Superseded: Oregon State Office Manual Supplement 1631 Program Management, release 1-253, and Dated 01/25/85

4. Filing Instructions: File as directed below

Remove

Insert

1631

1601 (Total: 25 sheets)

/s/ Charles E. Wassinger
Associate State Director

1601 – LAND USE PLANNING

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1601 – LAND USE PLANNING

.01 Purpose.

This manual supplement sets forth quality standards for preparing and reviewing resource management plans, amendments and revisions, documenting plan monitoring and maintenance, and conducting periodic evaluations in Oregon and Washington. It establishes procedures and roles for quality assurance in the planning and related environmental analyses processes. It establishes planning areas when current or proposed resource management planning areas are not expected to coincide with single resource areas. It clarifies field office authority for initiation of plan revisions or amendments, including amendments, which are integrated with implementation or activity level actions.

It supplements national guidance to address and resolve unique Oregon and Washington planning issues, utilize alternate analysis areas and codify staff experience and informal guidelines for coordinating and completing numerous planning projects concurrently, meeting established time and budget constraints and making the most effective and efficient use of scarce skills.

.02 **Objectives.** (See BLM Manual Section 1601.02)

.03 **Authority.** (See BLM Manual Section 1601.03)

.04 **Responsibility.** BLM Manual Section 1601.04 describes roles and responsibilities of the Director, State Directors and Field Managers and District Managers.

- A. The Deputy State Director, Resource Planning, Use and Protection, working with guidance provided by the State Director, is responsible for developing and maintaining supplemental resource management planning procedures, providing or arranging training necessary to accomplish resource management planning, ensuring coordination between planning procedures and other Bureau procedures and ensuring intergovernmental and interagency coordination throughout the planning process. This is especially critical where other federal or state regulatory agencies have authority or co-management responsibilities and where formal agreements provide for coordination, consultation and communication and interagency or governmental plan consistency. The Deputy State Director, Resource Planning, Use and Protection or his/her designated representatives will lead State Office reviews of planning documents and supporting records and consolidate comments, including those of other Divisions or staffs, unless State Director approval is mandated by the BLM or Council on Environmental Quality regulations.

See Appendix A, *Recommended State Office Staff Review Response Format* for a system of developing and tracking procedural quality and improvements. The Deputy will also appoint project sponsors, generally Branch Chiefs, to coordinate specific project reviews and assure that time sensitive plans are completed according to approved preparation plans, that inter-project procedural or staffing conflicts are resolved, and that an appropriate interdisciplinary team approach is used to reflect planning issues, concerns, evolving policies and trends from litigation and legislation.

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B. The Branch of Social Sciences and Resource Data Management Chief and applicable State Office Program Analysts, Environmental Coordinators or their equivalent. The planning and environmental coordination staff functions within the Branch which is in the Division of Resource Planning, Use and Protection. It coordinates training for planning and environmental analyses, develops and provides procedural and policy guidance for resource planning and all environmental analyses, performs certain interagency and intergovernmental roles in project coordination and reviews, coordinates all State Office-level quality assurance procedures, conducts periodic land use plan and environmental analysis procedure evaluations, and develops and monitors long-term planning schedules and associated funding requests and allocations.

1. Develop and maintain long-range planning schedules and strategies, providing review and input of project rankings or priorities through the Budget Planning System. Provide guidance to field staff for preplanning projects and advance interagency scoping for project cooperators or collaborators in advance of formal Notices of Intent. Identify, and where appropriate organize, lead, define structure, and fund regional resource assessments to further identify plan revision issues, data needs and baseline analyses for the analysis of the Management Situation. Most studies will be interdisciplinary in nature, benefit multiple activities, and are likely to cross administrative or planning area lines.
2. Assess adequacy of the overall planning and related environmental analysis activities in relation to compliance with existing and evolving legislation, litigation, directives and policies, through scheduled reviews and formal land use plan evaluations. Plan evaluations may be scheduled within the approved plan records of decision or initiated at any time by the State Office staff to address local or regional issues or concerns. The planning Program Analysts will normally serve as the interdisciplinary plan evaluation team leaders and use the Bureau Planning Manual and H-1601-1 Land Use Planning Handbook, sections V and VI to structure and guide the evaluations. Evaluations may be combined with adjacent planning areas or with evaluations of major program or activity evaluations where there is a strong interconnection between land use and program or activity plans. Evaluations will be prepared by the Program Analysts, approved by participating interdisciplinary staff, and reviewed and concurred by the Deputy State Director. Evaluations will be considered an official supporting record to the planning process and filed and retained in the same manner as the approved plan.
3. Develop guidance documents as necessary to define or clarify statewide policies, interpret national policies, and coordinate long range planning and related environmental analyses and decision making processes within Oregon and Washington. Develop guidance for statewide reporting and publication of plan implementation progress through Annual Program Summaries, Planning Update Reports or their equivalent.
4. Provide or arrange training in policies, analysis procedures and document preparation for land use planning and related environmental analysis, decision making and overall land use plan monitoring activities. Training may be project-specific, as needed and requested, generic and statewide or in workshops or electronic conference formats.

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5. Assist field offices in preparation of, and coordinate State Office staff reviews of preparation plans or contracts, including internal agency and public scoping; identification of planning issues, management concerns and related alternatives; development of planning criteria and scoping reports; development of draft and final environmental analyses; development and approval of proposed decisions; resolution of protests or intergovernmental plan inconsistencies; and approval of decision documents and associated reports.
6. Provide overall coordination of planning and related environmental documents to assure finished documents meet prescribed process and quality standards. This includes, when appropriate, coordination of the formation of interdisciplinary teams when the proposed project crosses BLM or BLM/other federal agency administrative boundaries. Examples would include interstate utility corridors or projects, interstate or interagency resource assessments and administrative recommendations for special areas, interagency prescribed fire plans, habitat recovery plans, etc.
7. Coordinate with field and State Office public affairs staff, Oregon State Office printing specialists and internet managers to provide guidance and assistance for public involvement in planning and related environmental documents for which State Director concurrence or approval is required. This includes establishing, with other applicable staff, document posting standards and mechanisms designed to increase public access to Bureau documents while minimizing costs and difficulty of access. This also includes developing and coordinating, with applicable staff, composite or regional perspectives on major land use allocations for programs of national or regional interest.
8. Coordinate Oregon State Office reviews and compliance checks on planning and related environmental documents for which State Director concurrence or approval is required. When substantial numbers of projects are concurrently underway, the lead Program Analyst will develop, maintain and distribute an environmental analysis review assignment matrix to forecast anticipated reviews and significant procedural steps for all land use planning efforts as well as all projects at the environmental impact statement level of analysis, including those where the Bureau is a cooperating, but not the lead agency.
 - a. Branches of Biological Sciences, Physical Sciences, Fire and Aviation and Realty and Record Services.
 1. Provide procedural guidance, policy guidance and assist in training in technical standards related to preparation of preplanning, planning and related environmental and decision-making documents and associated monitoring activities for assigned resource programs. This includes any special procedural requirements for regulatory agency consistency determinations. Assist in identifying applicable inventories and resource assessments needed to support land use plans and integrated activity plans. Assist in identifying applicable inventories and resource assessments needed to support land use plans and integrated activity plans.

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2. Review for technical adequacy and policy conformance; preparation plans or contracts, include plans for internal and public scoping; identification of planning issues, management concerns and related alternatives; development of planning criteria and scoping reports; development of draft and final environmental analyses; development and approval of proposed decisions; resolution of protests or appeals or intergovernmental plan inconsistencies; approval of decision documents and associated reports; and formal notices and document filing.
 3. Participate in periodic or special land use plan and program evaluations to assure compliance with current procedures and policies, determine opportunities for plan maintenance, amendments or revisions and identify preliminary data and analysis needs associated with plan amendments or revisions, including multi-plan amendments to address common issues on a regional or sub-regional basis.
- c. District and Field Managers. District and Field Managers, as appropriate or delegated, are responsible for the timely completion of land use planning processes and documentation from preplanning through planning, environmental analyses, decision-making, monitoring and reporting. Through assigned staff, the Managers will:
1. Develop proposals for plan amendments or revisions based on RMP evaluations and other appropriate information or factors. Since RMP amendment and revision authority cannot be delegated below the State Director level, proposals for initiation of plan amendments or revisions will be forwarded to the applicable Deputy State Director for staff review and consideration. Proposals should contain an outline of issues to be addressed, potential cooperating agencies, time-lines, staffing and scarce skill needs and budget requirements, including major benefiting sub-activities.
 2. Take full responsibility for the adequacy of plan amendment/ environmental assessments, resource management plan/ environmental impact statements, assigned multi-planning area plan amendments and vertically integrated activity planning, plan decision records and related supporting documents. Approve documents for which the District Manager has signing authority and recommend approval of other proposed decisions to the State Director. Utilize and include a *Document Content Checklist, Draft/Final Environmental Impact Statement Format and Record of Decision, Land Use Plan Format* (see appendix B for example) when submitting draft and final environmental impact statements for State Office staff review.

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3. Assure applicable quality standards are met for planning data, including any using Geographic Information Systems; public involvement records, including any where sensitive information is subject to limitations under the Freedom of Information Act or the Privacy Act and any other supporting records which provide the basis for the analysis of the management situation, decision rationale or post-decision monitoring. Incorporate a strategy for supporting record filing and retention to allow long-term use and retrieval. For proper filing and disposition of these records at all levels, please refer to Section .07 of this Manual Supplement.
4. Develop and approve District policies, direction, review and support throughout the preplanning, land use planning, related environmental analyses and decision making processes. Ensure that an interdisciplinary team approach is used throughout the process, including an inter-district quality review as appropriate, to ensure that a high quality is maintained in all work. Develop, approve and forward for State Director concurrence, any quality assurance and data management reports or affidavits for the Headquarters office.
5. Ensure compliance with appropriate national and state directives including inter-district and interagency coordination and assistance. This includes preparation of any reports, assessments, findings or statements of adverse energy impacts, environmental justice or other required or evolving standards.
6. Ensure Internet and public room posting of planning documents and supporting records, including annual program summaries, planning update reports and NEPA registers or their equivalent, which document and track plan implementation.
7. Maintain planning project related mailing lists including paper and electronic records of mailing lists used at each major step in the planning process (e.g. scoping report, planning criteria, DEIS, FEIS and ROD).

.05 **References.** (See BLM Manual Section 1601.05)

.06 **Policy.** (See BLM Manual Section 1601.06, with supplemental guidance as follows)

1601 – LAND USE PLANNING**A. Planning Approach - Quality Review Points, Guidelines and Standards**

Work quality standards for operation of the RMP process and for development of planning system documents are dynamic and based primarily on objective professional judgment through interpretation of current policy statements and procedural requirements from numerous sources. Quality control begins with the interdisciplinary team, includes line managers, Deputy State Directors and their staffs, and concludes with the State Director as the approving official for all RMPs and amendments. Standard State Office staff review points for RMPs and amendments include:

1. Prior to submission of required preplans to the headquarters office, with review based on sample documents, applicable data standards, budget guidelines and evaluation reports.
2. Prior to publication of the notice of intent and associated public or interagency mailers, with emphasis on preliminary issues and management concerns and potential cooperators, collaborators and agencies or governmental units with critical data or regulatory roles.
3. Prior to publication of planning criteria, including preliminary alternatives, analytical assumptions or models, issues outside the scope of the plan, and needs for reasonably foreseeable development scenarios or desired future conditions.
4. Prior to the State Director briefing on the preliminary draft EIS and for any major required or requested revisions to earlier preliminary drafts.
5. Prior to the State Director briefing on the preliminary final EIS and for any major required or requested revisions to earlier preliminary drafts.
6. Prior to the State Director briefing on the preliminary record of decision and for any major required or requested revisions to earlier preliminary drafts.
7. Any other critical points in the planning and analysis process as identified in the preplan or subsequent reviews by either the field or State Office or Regional Office of the Solicitor staffs. Additional reviews, briefings or meetings may be required or requested to resolve policy issues or review revisions and corrections requested by State office staff.

State Office review guidelines include:

- a. Timeframes for reviews will be scheduled to take up to two weeks from State Office receipt of the complete text and any related maps and supporting records. Reviews may be expedited by informal coordination between key staff specialists. The Branch of Social Sciences and Data Management staff will maintain, update and circulate a schedule of anticipated planning NEPA document workloads to assist in forecasting reviews and any need for alternate reviewers.
- b. State Office quality assurance review participants will document in writing to the project sponsor and lead Program Analyst that the review is complete by indicating which sections, by preliminary draft document page number, were reviewed and found acceptable and appropriate.

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Where specific comments are offered, the recommended response format will be a three-column worksheet which identifies; (1) the specific page and section, (2) identifies the text, table or map point(s) of concern and (3) then recommends specific remedial actions, formats, models or commitment to assist in rectifying the concern.

- c. Project leaders in field offices are expected to track requested changes and provide feedback to the line manager, project sponsor and Program Analyst of changes made or how the State Office staff review comments were resolved.
- d. When review comments cannot be resolved between resource specialists, or with the Program Analyst or applicable field staff, the Project Sponsor and Deputy State Director will be promptly informed to allow assistance in completing the review and required revisions to text, tables and maps.

State Office review standards include:

- 1.a Procedural standards consist of the 43 CFR 1601 planning and 40 CFR 1500 Council of Environmental Quality regulations for NEPA, and all related manuals, handbooks, memoranda and cooperative agreements in force, as applicable to the part(s) of the process under review.
 - 2.b Applicable specific program guidance, which may be in manuals, handbooks or other official policy documents, will also be used as quality standards for planning criteria, inventories and data standards, analytical techniques and models, to promote and assure objectivity of analysis, and conclusions.
 - 3.c Documentation and publication standards, including use of Geographic Information Systems for cartographic products will be guided by applicable national State and field office guidelines as well as available standards or guidelines for writing, editing, and document production, within staffing and funding limits.
 - 4.d Text and tables submitted to the State Office for review will be the current Bureau standard word processing format which will allow State Office staff to readily search, edit and store files. Specialized formats used only for document publication will not be accepted for standard State Office review points and reviews will not be initiated
- B. Planning Base and Geographic Scale for Resource Management Plans. A RMP normally addresses land use allocations, management prescriptions and goals and objectives for an entire resource area. However, administrative areas are not always the best basis for analysis and decision-making and the following exceptions are approved for current or projected RMPs as of this date:

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1. The Salem, Eugene, Roseburg, Medford and Coos Bay (western Oregon) Districts will utilize their entire District as single planning areas, with the option to adjust analytical boundaries to match hydrologic or other appropriate lines, if approved by the State Director in RMP preplanning documents. Planning documents and supporting records should disaggregate acreage or units of commodity production or demand for goods and services based on resource areas, sustained yield units, or counties, as appropriate. The Medford District, and others as appropriate, will prepare RMP-level plans for new or supplemental planning areas defined by legislation or Presidential Proclamation, such as the Cascade Siskiyou National Monument.
2. The Klamath Falls Resource Area of the Lakeview District will retain the current planning area boundaries for the Klamath Falls and Upper Klamath Basin RMPs. However, the latter planning area may be expanded to incorporate additional lands, which may be acquired by the Bureau
3. The Burns District will utilize planning boundaries that reflect the intent of the Steens Mountain Cooperative Management and Protection Act of 2000. This is expected to amend portions of the Three Rivers and Southeastern Oregon RMPs, and result in concurrent, but distinct management prescriptions for the Steens management and planning unit, as defined by the Act, versus the residual portion of the Andrews Resource Area.
4. The Vale District will utilize planning boundaries that combine the Malheur and Jordan Resource Areas as the Southeastern Oregon planning area, except that portions may be amended by the Steens planning unit prescriptions, as noted in section 3, above.
5. The Vale District will utilize the historical planning boundary for the Baker Resource Area, including any Bureau-managed lands or interests in lands in the lower Grande Ronde sub-basin, which may be in southern Asotin or Garfield Counties, Washington. All or portions of the Baker Resource Area in the North Fork John Day River sub-basin may be adjusted with analytical boundaries to match hydrologic or other appropriate lines, and included in the John Day Basin RMP planning area, if approved by the State Director in RMP preplanning documents.
6. The Prineville District will utilize the existing Brothers-LaPine, Two Rivers and (residual) John Day RMPs until superceded by four planning areas. The Deschutes Resource Area will segregate and develop independent RMPs for the Upper and Lower Deschutes planning areas, based on planning underway as of this date.

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The Central Oregon Resource Area will segregate and develop independent RMPs for the John Day River Basin and Upper Crooked River Basin, with the option to adjust boundaries within the Prineville District and with the Baker RMP, Vale District, as noted in section 5, above.

7. The Spokane District may continue to utilize the planning areas for eastern and western Washington, or combine them into a consolidated planning area, based on preplanning and funding efficiencies. Although the crest of the Cascade Mountains is the apparent intrastate planning area boundary, the actual planning area boundary, if retained in some form, may be adjusted to reflect the participation of various National Forest units for leasable mineral and energy resources analysis and the Forest boundaries or other appropriate lines, may be used, if approved by the State Director in RMP preplanning documents.

1601 – LAND USE PLANNING**.07 File and Records Maintenance.**

Planning documents/records will be dispositioned according to the Combined General/Bureau Records Schedule under Schedule 4, Item 19. Appendix C provides an example of a planning record schema or guideline for supporting filing and retention of all documents created relating to a planning process to allow for long-term use and retrieval and potential litigation preparation. These are in compliance with NEPA and National Archives and Records Administration regulations. These documents could also be tracked in the same filing scheme electronically and a schedule to archive them be made available for ease of preparation of an Administrative Record to adhere to court mandates for electronic copies and not paper copies. (See Appendix C for an example of a planning record schema). All published planning documents, including *Federal Register* and news media announcements will be retained in an electronic format. Copies of the materials will be provided to OR-933 and 958.2 on compact disks or the records standard equivalent.

Copies of all published planning documents, including *Federal Register* and news media notices of intent or document availability and announcements of meetings, tours, open houses, etc. will also be retained in electronic format. Copies of these documents will be forwarded to the Branch of Social Sciences and Resource Data Management and the Branch of Realty and Records Services, Records Management Team on compact discs or other Bureau-standard electronic media. Such records will be provided upon completion of the scoping report, draft and final environmental impact statements, and approved plan/ record of decision. The records will include all applicable text, tables, maps and other figures or illustrations as presented in the published documents.

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.08 Glossary

Following are definitions for terms and descriptions for acronyms used in this Manual and Handbook H-1601-1. Also see definitions for terms used in Section 103 of FLPMA and the Planning regulations at 43-CFR 1601.0-5. This glossary does not supersede these definitions or those in other laws or regulations.

Terms

-M-

Major Plan Amendment. An RMP amendment where proposals to change or create land use allocations or management prescriptions are known or assumed to have significant environmental impact and an environmental impact statement is required. In other instances the RMP amendments themselves may be relative modest, but subsequent related activities in a vertically integrated plan, if implemented, would have a significant environmental impacts. Typically, these involve multiple land use allocations over a substantial portion of the planning area or changes in one or more significant programs or resources across the planning area.

Minor Plan Amendment. An RMP amendment where proposals do not, under preliminary analysis, appear to involve significant impacts to the environment. Typically these are limited to one resource or program area, limited to a small geographic area or the need to incorporate information or modify anticipated actions where plan maintenance (per 43 CFR 1610.5.5) is not appropriate or authorized or where plan conformance or consistency is questionable.

-P-

Plan Revision. A full revision of an existing RMP involving reopening or reconsideration of land use allocations and resource management direction. Substantial portions of the existing plan may be considered to be operating effectively and in conformance with applicable policies and guidance, suggesting these allocations or decisions may be common to all new plan alternatives. However, the revision issues for consideration would be based on new legislation, litigation, executive orders, new information, supplemental analyses or regional assessments, shifts in program priorities or funding, public preferences, national or state policies which affect all resources or broad portions of the planning area, etc.

Project Sponsor. A State Office Branch or Staff Chief whose staff guides the dominant programs and related issues addressed in a plan and related NEPA analysis. The project sponsor provides a common point of contact for State Office staff reviewers below the Deputy State Director level and can assist in determine the need for supplemental guidance, supplemental staff reviews or special State Director briefings. The Chief, Branch of Social Sciences and Data Management is generally the project sponsor for Resource Management plan revisions and amendments. The project sponsor may recommend the need and format for formal State Director briefings and document approvals.

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-V-

Vertically Integrated Plan. A consolidated analysis and plan where the actions are interconnected and the most effective process is to integrate the RMP amendment and activity or project plan within a single National Environmental Protections Act (NEPA) document. Decisions must be disaggregated under applicable authorities to provide for public review and potential protests or appeals, (e.g. planning protests under 43 CFR 1610.5-2 and realty actions under 43 CFR Part 4). Examples of vertically integrated plans include; changes in RMP allocations for visual resources which allows forest and rangeland health actions, greater use of prescribed fire and road relocation; changes in diverse land use allocations to better protect outstandingly remarkable values associated with designated Wild and Scenic river corridors; creation of land use allocations and consideration of development potential or restoration activities on acquired lands where the original RMP did not envision or adequately anticipate the acquisitions; designation of an Area of Critical Environmental Concern for a salt lake system while accommodating future mineral extraction from the lake waters and salt deposits.

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**APPENDIX A
Recommended State Office Staff Review Response Format**

**Kelsey Whisky Landscape Plan/ Medford Resource Management Plan Amendment/ Final
Environmental Impact Statement
State Office Review Comments
Comments Due July 10, 2002**

Lynda Boody, Glendale Resource Area Field Manager; Sherwood Tubman, Team Leader,
Judy Nelson, Project Sponsor; Eric Stone, Planning/NEPA Lead

Reviewer Name and Resource or Program Responsibilities: _____

General Comments:

Specific Comments:

Chapter, Section, Paragraph, Page	Comment and Recommended Solution, Reference or Action Needed	Resolution **

**This column is for field staff use in tracking comments, but may be useful for State Office follow-up.

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Appendix B**Document Content Checklist for Draft/Final Environmental Impact Statement and Record of Decision/Land Use Plan Formats****Draft/Final Environmental Impact Statement Format:****Abstract** (Inside Front Cover)

- Privacy Statement (Included in Draft EIS)

Cover Sheet or Title Page**Dear Reader Letter****Protest Procedures** (Final EIS)**Table of Contents****Summary** (and optional Reader's Guide to help explain chapter format and contents)**Chapter 1. Introduction**

A. Purpose and Need for the Plan

B. Planning Area and Map

C. Scoping/Issues

1. Issues Addressed

Issues used to develop alternatives

Issues addressed in other parts of the EIS

2. Issues Considered but Not Further Analyzed

Issues beyond the scope of the plan

Issues addressed through administrative or policy action

D. Planning Criteria/Legislative Constraints

E. Planning Process

Relationship to BLM Policies, Plans, and Programs

Collaboration

Intergovernmental, inter-agency, and tribal relationships

Other stakeholder relationships

F. Related Plans - Discuss consideration of state, local, and tribal land use plans that "are germane in the development of land use plans for public lands."

G. Policy - Discuss policies and decisions that existed prior to the plan being written that are outside the scope of the plan but may influence the decisions, constrain the alternatives, or are needed to understand management of the area. Examples include: proclamations, legislative designations, and court settlements.

H. Overall Vision Identify the overall vision for management of the planning area. This vision should reflect the goals that are common to all alternatives. This can serve to help integrate programs.

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Chapter 2. Alternatives

A. General Description of each Alternative

Highlight the characteristics that distinguish each alternative

B. Decisions Common to Action Alternatives (primarily goals for resource conditions and resource uses).

C. No-Action Alternative - Description of existing management direction including current decisions from relevant plans and reasonable, foreseeable, management scenarios.

D. Action Alternatives - Detailed description of each of the Alternatives needed to display a reasonable range of options to meet the stated Purpose and Need and address issues. The alternatives should follow the format for land use plan "Management Decisions" provided in this document.

E. Alternatives considered but not analyzed in detail

F. Comparison of Alternatives (table)

G. Comparison of Impacts (table)

Chapter 3. Affected Environment

Limit discussion to what is needed to understand issues and environmental consequences and provide context for the Goals and Objectives.

A. Resources - Physical and biological resources (current conditions and trends) addressed in alphabetical order. This is not necessarily a comprehensive list.

Air Quality

Cultural Resources

Fish and Wildlife

Geology

Paleontology

Special Status Species

Soil

Vegetation

Forests and Woodlands

Rangelands

Riparian and Wetlands

Visual Resources

Water

Wild Horses and Burros

B. Resource Uses - Resource uses (current conditions and trends) addressed in alphabetical order. This is not necessarily a comprehensive list.

Forest Products

Lands and Realty

Livestock Grazing

Minerals

Leasable Minerals

Locatable Minerals

Mineral Materials

Recreation

Renewable Energy

Transportation

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- Utility and Communication Corridors
- C. Fire Ecology
 - Occurrence and history
 - Risk
- D. Special Designations - in alphabetical order
 - Areas of Critical Environmental Concern
 - Back Country Byways
 - National Recreation Areas
 - National Trails
 - Wild and Scenic Rivers
 - Wilderness
 - Wilderness Study Areas
- E. Social and Economic Conditions
 - Economic
 - Environmental Justice
 - Health and Safety
 - Abandoned Mines
 - Debris Flows
 - Hazardous Materials
 - Indian Trust Resources
 - Social

Chapter 4. Environmental Consequences. Document sufficient analysis to support all conclusions.

- A. Introduction
 - Analytical assumptions
 - Types of effects to be addressed (direct, indirect and cumulative)
 - Summarize critical elements that are addressed, not affected, or not present.
 - Incomplete or unavailable information
- B. Resources - Physical and biological resources addressed in alphabetical order. This is not necessarily a comprehensive list. Describe direct, indirect and cumulative effects.
 - Air Quality
 - Cultural Resources
 - Fish and Wildlife
 - Geology
 - Paleontology
 - Special Status Species
 - Soil
 - Vegetation
 - Forests and Woodlands
 - Rangelands
 - Riparian and Wetlands
 - Visual Resources
 - Water
 - Wild Horses and Burros

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C. Uses - Resource uses addressed in alphabetical order. This is not necessarily a comprehensive list. Describe direct, indirect and cumulative effects.

- Forest Products
- Hazardous Materials
- Lands and Realty
- Livestock Grazing
- Minerals
 - Leasable Minerals
 - Locatable Minerals
 - Mineral Materials
- Recreation
- Renewable Energy
- Transportation
- Utility and Communication Corridors

D. Fire Ecology - Describe direct, indirect and cumulative effects.

- Occurrence
- Risk

E. Special Designations - in alphabetical order. Describe direct, indirect and cumulative effects.

- Areas of Critical Environmental Concern
- Back Country Byways
- National Recreation Areas
- National Trails
- Wild and Scenic Rivers
- Wilderness
- Wilderness Study Areas

F. Social and Economic Conditions

- Economic
- Environmental Justice
- Health and Safety
 - Abandoned Mines
 - Debris Flows
 - Hazardous Materials
- Indian Trust Resources
- Social

Chapter 5. Consultation and Coordination

A. Description of specific actions taken to consult and coordinate with:

- Tribes
- Intergovernmental - State, Local, County, and City
- Federal Agency
- Interest Groups
- National Mailing List

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- B. Describe additional collaboration
- C. Responses to comments by issue area (FEIS only)
- D. List of Preparers

Appendices**Glossary****References****Index**

Abbreviations/Acronyms (Inside Back Cover) - placement can also occur with the Reader's Guide, Summary, or in the Glossary.

RECORD OF DECISION/LAND USE PLAN FORMAT:

At the end of the protest period on the final EIS (FEIS) and proposed plan and after protests are resolved, the Record of Decision (ROD) is issued. The ROD must be published in the same booklet with and reference the land use plan (proposed plan from the FEIS as modified in response to protests or other considerations between the FEIS and issuance of the ROD). The ROD / LUP serves as a more concise and useful tool to land managers and stakeholders than a cumbersome EIS. Separation of the final LUP from the Final EIS and attaching it to the ROD clarifies the different roles served by a plan and the supporting NEPA analysis. Additionally a stand alone ROD / LUP will improve internal agency and partner understanding of the plan and improve our long term ability to implement the plan.

Record of Decision (ROD)

- A. Introductory Material (on a cover sheet or at the top of the first page)
 - Title
 - Preparing office and office location
 - Cooperating agencies (if any)
 - Signature and title of responsible official and concurring officials (if any)
 - Date of signature(s)
- B. Summary (if ROD exceeds 10 pages)
- C. Decision - The primary decision is to approve the attached land use plan
- D. Alternatives - Briefly discuss the alternative or alternatives that were considered to be "environmentally preferable."
- E. Management Considerations - Provide the rationale for the decision
- F. Mitigation Measures - In addition to identifying approved mitigation measures, state whether all practicable means to avoid or minimize environmental harm from the alternative selected have been adopted, and if not, why they were not. Summarize any monitoring and enforcement program being adopted for mitigation measures.
- G. Plan Monitoring
- H. Public Involvement - Briefly describe public participation in planning process

Land Use Plan**1. Introduction**

- A. Purpose and Need for the Plan
- B. Planning Area and Map
- C. Scoping / Issues

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1. Issues Addressed
 - Issues used to develop alternatives*
 - Issues addressed in other parts of the EIS*
2. Issues Considered but Not Further Analyzed
 - Issues beyond the scope of the plan*
 - Issues addressed through administrative or policy action*
- D. Planning Criteria / Legislative Constraints
- E. Planning Process
 - Relationship to BLM Policies, Plans, and Programs
 - Collaboration
 - Intergovernmental, inter-agency, and tribal relationships
 - Other stakeholder relationships
- F. Related Plans - Discuss consideration of state, local, and tribal land use plans that “are germane in the development of land use plans for public lands.”
- G. Policy - Discuss policies and decisions that existed prior to the plan being written that are outside the scope of the plan but may influence the decisions, constrain the alternatives, or are needed to understand management of the area. Examples include: proclamations, legislative designations, and court settlements.
- H. Overall Vision - Identify the overall vision for management of the planning area. This vision should reflect the goals that are common to all alternatives. This can serve to help integrate programs.

2. Management Decisions

- A. Goals - Identify goals for resource conditions, resource uses and other goals as appropriate.
- B. Objectives - Identify objectives with their rationale (include associated goal(s)). Reference which goals are advanced by the objective.
- C. Management Actions - Make these adaptive as appropriate and practical. Relate each decision to all goals and objectives impacted. This section should address special designations and land tenure decisions.
 - Allowable uses - This should include allowable uses, restricted uses, and prohibited uses.
 - Incorporate maps where appropriate.
 - Actions - Management measures that will guide future and day-to-day activities. Project design features, stipulations, best management practices, standard operating procedures, and guidelines should be included in this section as well
- D. Monitoring - Describe plans for monitoring to assess progress toward meeting goals and objectives. If appropriate, discuss plans of action if monitoring indicates actions are not meeting goals and objectives or if actions are no longer needed.

- 3. Public Involvement.** Describe how the public and partners can be involved in implementation.

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4. Management Plan Implementation. To the extent practical and appropriate, identify priorities and costs of the management program. Costs should be estimated at a scale that is useful for budgeting (thousands of dollars and whole work months). It may be useful to identify priorities into two groups: one time projects and ongoing tasks.

5. Plan Evaluation/Adaptive Management. Identify a tentative schedule for land use plan evaluations and the management actions that could be taken after an evaluation.

Appendices

1601 – LAND USE PLANNING**Appendix C - Example of a Planning Record Schema - Subject Format**

1. General Information
 - a. Federal Register Notices
 - b. Issues, Concerns, Opportunities
 - c. Planning Criteria
 - d. ID Team Membership
 - e. Project Schedules – Preparation plan, cooperating agencies
 - f. Preparation Plan

2. Public Information and Involvement
 - a. Public Involvement Plans
 - b. Public Information Documents, Letters, Notices
 - c. Mailing Lists
 - d. News Reports and Clippings
 - e. General Correspondence
 - f. Meetings/Workshops
 - g. Public Comments - Scoping
 - h. Public Comments - Prior to DEIS
 - i. Public Comments – DEIS –(Congressional inquiries or other controlled correspondence)
 - j. Protest Received
 - k. Protest Responses

3. External Communications
 - a. Other Federal Agencies
 - b. Tribes
 - c. State Agencies
 - d. Local Agencies
 - e. Elected Officials
 - f. Organizations
 - g. Individuals
 - h. Freedom of Information Act (FOIA) - requests

4. Internal Communications
 - a. Project Management Correspondence
 - b. IDT - Correspondence
 - c. IDT - Meeting Agendas and Notes
 - d. FOIA Exempt Documents

5. Affected Environment
 - a. General
 - b. Soils and Geology – and energy minerals
 - c. Vegetation, including noxious weeds and invasive species
 - d. Hydrology

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- e. Air Quality
 - f. Water Quality
 - g. Wildlife
 - h. Marine/Fisheries
 - i. Land Use, including realty, rights- of- way, access and wind energy
 - j. Recreation, visual resources, off-highway vehicles
 - k. Cultural Resources and Tribal use areas
 - l. Economic and Social
 - m. Wilderness, wild and scenic rivers and other special areas.
6. Analysis of the Management Situation
- a. Potential to Resolve Issues
 - b. Project Specific Standards and Guidelines
 - c. Watershed analysis or sub-basin review (if applicable)
7. Alternatives
- a. Formulation Process
 - b. Considered but Eliminated
 - c. Considered in Detail
 - d. Comparisons
8. Environmental Consequences
- a. General
 - b. Soils and Geology and energy minerals
 - c. Vegetation, including noxious weeds and invasive species
 - d. Hydrology
 - e. Air Quality
 - f. Water Quality
 - g. Wildlife
 - h. Marine/Fisheries
 - i. Land Use, including realty, rights-of-way, access and wind energy
 - j. Recreation
 - k. Cultural Resources and Tribal use areas.
 - l. Economic and Social
 - m. Wilderness, wild and scenic rivers and other special areas.
9. Integrated Computer Systems
- a. Geographic Information Systems (GIS)
 - b. Network Analysis

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10. Data Standards
 - a. AMS summary/scoping report
 - b. DEIS and appendices
 - c. DEIS and appendices
 - d. ROD and approval plan
11. References
12. Planning Documents