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BUREAU OF LAND MANAGEMENT  
MANUAL TRANSMITTAL SHEET

Release

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Subject

9211 - Fire Planning Manual (P)

1. Explanation of Materials Transmitted: This release transmits the revised 9211 (Fire Planning Manual section) and replaces/incorporates 9217 (Fire Effects Manual). This revision changes the organization and content based upon updated interagency fire management planning policy and procedures. These changes are necessary to ensure BLM fire and fuels management programs continue to be consistent, safe, effective, and efficient regarding fire management planning.
2. Reports Required: None
3. Materials Superseded: This release supersedes the BLM 9211 Fire Planning released in April 1982 and BLM 9217 Fire Effects released in November 1993.
4. Filing Instructions: File as directed below.

REMOVE

All of 9211 (Rel. 9-188)  
(Total: 48 pages)

All of 9217 (Rel. 9-337)  
(Total: 6 pages)

INSERT

All of Revised 9211  
(Total: 19 pages)

*/s/ Howard Hedrick*

Acting Assistant Director  
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## CHAPTER 1. OVERVIEW

### 1.1 Purpose

This manual provides overall objectives, authorities, responsibilities and policies for fire management planning in the Bureau of Land Management (BLM).

### 1.2 Objectives

The BLM fire planning process must comply with Federal Wildland Fire Management Policy, the National Fire Plan, and associated direction by:

- reinforcing firefighter and public safety as the first priority;
- considering benefits and values to be protected, while minimizing fire suppression costs;
- guiding implementation of fire management-related decisions documented in land use plans and fire management plans;
- providing information to determine appropriate responses to wildland fire and the fire management resources necessary to implement these responses;
- determining strategies to reduce hazardous fuels and restore fire-adapted ecosystems to achieve land use plan objectives; and,
- promoting coordination, cooperation, and partnerships with other federal, state, tribal, local government, and private entities in fire management.

### 1.3 Authority

#### A. *Laws and Acts*

- Protection Act of September 20, 1922 (42 Stat. 857; 16 U.S.C. 594). The Secretary of the Department of the Interior (DOI) is authorized to protect and preserve timber on any lands under the jurisdiction of the DOI from fire. Efforts to protect and preserve timber can be undertaken directly by the BLM or can be undertaken in cooperation with other departments of the federal government, the states, or timber owners.
- McSweeney-McNary Act of 1928 (45 Stat. 221; 16 U.S.C. 487) – repealed. The act originally authorized the Secretary of Agriculture to conduct investigations, experiments, and tests affecting reforestation and forest products through cooperation with states and other agencies. Although the act has been repealed, any contracts and cooperative agreements with the Department of Agriculture enacted under this statute remain in effect until revoked or amended by their own terms or under other provisions.

- Economy Act of June 30, 1932 (47 Stat. 417; 31 U.S.C. 686). The head of an agency or major organizational unit within an agency may place an order with a major organizational unit within the same agency or another agency for goods or services if: 1) amounts are available; 2) the head of the ordering agency or unit decides the order is in the best interest of the U.S. Government; 3) the agency or unit to fill the order is able to provide or get the ordered goods or services; and 4) the head of the agency decides ordered goods or services cannot be provided by contract as conveniently or cheaply by a commercial enterprise.
- Taylor Grazing Act of June 28, 1934 (48 Stat. 1269; 43 U.S.C. 315). The Secretary of the Interior shall make provisions to protect, administer, regulate and improve grazing districts. To further these goals, the Secretary may enter into cooperative agreements, and do any and all things necessary to preserve the land and its resources from destruction or unnecessary injury.
- Clean Water Act of 1948 (CWA) as amended 1966, 1972 (33 U.S.C. 1251-1387). The Clean Water Act established the basic structure for regulating discharges of pollutants into the waters of the U.S. and established water quality standards for all contaminants in surface waters. Section 313 of the Clean Water Act requires all federal agencies to comply with state water quality standards "...to the same extent as any nongovernmental entity."
- Reciprocal Fire Protection Act of May 27, 1955 (69 Stat. 66; 2 U.S.C. 1856, 1856a). The Secretary of the Interior is responsible for providing fire protection for any property under the jurisdiction of the DOI. In addition, the act authorizes reciprocal agreements with federal, state, and other wildland fire protection organizations maintaining fire protection facilities in the vicinity of DOI lands.
- Wilderness Act of 1964 (16 U.S.C. 1131-1136). The Wilderness Act was passed to establish a National Wilderness Preservation System on federal lands "where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain." The act generally prohibits commercial activities, motorized access, motorized vehicles, boats and equipment, the landing of aircraft, roads (including temporary roads), structures, and facilities. However, the management guidelines of the Wilderness Act permit exceptions to these prohibitions: 1) in emergencies involving the health and safety of persons within the wilderness area; and 2) for agencies endeavoring to meet the minimum necessary requirements for the administration of the wilderness area.
- National Historic Preservation Act of 1966 (P.L. 89-665; 80 Stat. 915; 16 U.S.C. 470) as amended (1992). Section 106 directs all federal agencies to take into account effects of their undertakings (actions and authorizations) on properties included in or eligible for the National Register of Historic Places. Section 110 sets inventory, nomination, protection, and preservation responsibilities for federally owned cultural properties. Section 106 is implemented by regulations of the Advisory Council on Historic Preservation (ACHP), 36 CFR Part 800. Eleven BLM states comply with section 106 according to a 1997 national programmatic agreement with the ACHP Office and National Conference of State Historic Preservation Officers.

- National Environmental Policy Act (NEPA) of 1969 (42 U.S.C. 4321-4370). The NEPA established a national policy for the protection and maintenance of the environment. The NEPA guides the broad planning process that requires all federal agencies to ensure that: 1) the federal agency has considered the effects of its actions (including any action involving federal funding or assistance) on the environment before deciding to fund and implement a proposed action; and 2) make available environmental information is made available to other public officials and citizens before agency decisions are made and before actions are undertaken. The NEPA directs the federal agencies to thoroughly assess the environmental consequences of “major federal actions significantly affecting the environment.”
- Clean Air Act of 1970 (CAA) as amended 1977, 1990, 2004 (42 U.S.C. 7401 – 7671q). The CAA currently applies to the management of fire to meet resource objectives and prescribed fire. Sections 108-110 of the CAA identify six air pollutants that are pervasive enough to require National Ambient Air Quality Standards (NAAQS). In order to comply with NAAQS, each state must adopt a State Implementation Plan (SIP) to limit emissions for these six pollutants. In addition, certain public and tribal lands are classified as “Class 1” airsheds associating subjectivity to stricter standards. Federal Class 1 areas are defined in the CAA as national parks over 6,000 acres and wilderness areas and memorial parks over 5,000 acres, established as of 1977. These areas of the country are managed according to a “prevention of significant deterioration” (PSD) program designed to protect airsheds with relatively low levels of pollution. Class 1 airsheds within large national parks and wilderness areas are also subject to visibility protection regulations.
- Alaska Native Claims Settlement Act of 1971 (43 USC 1601). Alaska Native Claims Settlement Act (ANCSA) section 21(e) as amended, commits the federal government to provide wildland fire protection services at no cost on “real property interests conveyed pursuant to a Native individual, Native group, corporation organized under section 14(h)(3) or Village or Regional Corporation...so long as there are no substantial revenues from such lands.” As a result of this clause, the Bureau of Land Management-Alaska Fire Service has been tasked under Department of the Interior Manual 620 to furnish these services on approximately 45 million acres of land conveyed under this act. These services are provided to Native land managers on an equal basis with federal land managers.
- Endangered Species Act of 1973 (ESA) (16 U.S.C. 1531-1544). The purpose of the ESA is to ensure that federal agencies and departments use their authorities to protect and conserve endangered and threatened species. Section 7 of the ESA requires that federal agencies prevent or modify any projects authorized, funded, or carried out by the agencies that are “likely to jeopardize the continued existence of any endangered species or threatened species, or result in the destruction or adverse modification of critical habitat of such species.” Sections 9 and 10 of the ESA also require non-federal entities, governments, and private citizens, to avoid adversely affecting threatened and endangered species.

- Federal Fire Prevention and Control Act, October 29, 1974 (88 Stat. 1535, 15 U.S.C. 2201). This act establishes a U.S. Fire Administration and a National Fire Academy, in the Department of Housing and Urban Development, later incorporated into the Department of Homeland Security; to assist state and local governments in reducing the incidence of death, personal injury, and property damage from fire, and to increase the effectiveness and coordination of fire prevention and fire management agencies at all levels of government.
- Disaster Relief Act of 1974, as amended in 1980 and 1988, Sec. 5121 (42 U.S.C. 5121). The Disaster Relief Act states that 1) because disasters often cause loss of life, human suffering, loss of income, and property loss and damage; and, 2) because disasters often disrupt the normal functioning of governments and communities, and adversely affect individuals and families with great severity; special measures, designed to assist the efforts of the affected states in expediting the rendering of aid, assistance, and emergency services, and the reconstruction and rehabilitation of devastated areas, are necessary.” In addition, the act requires states to develop and maintain disaster preparedness plans and to provide for the annual testing of such plans. The act also increases the amount of federal assistance in developing and approving these plans providing assistance before, during and after a disaster.
- Federal Land Policy and Management Act (FLPMA) of 1976 (43 U.S.C. 1701, et seq). The FLPMA states that “the public lands will be managed in a manner that protect the quality scientific, scenic, historic, ecological, environmental, air and atmospheric, water resource, and archeological values; that, where appropriate, will preserve and protect certain public lands in their natural conditions that will provide food and habitat for fish and wildlife and domestic animals; and that will provide for outdoor recreation and human occupancy and use.”
- Federal Grant and Cooperative Agreement Act, 1977 (P.L. 950224, as amended by P.L. 97-258, September 13, 1982), (96 Stat. 1003; 31 U.S.C. 6301 thru 6308). This act eliminates unnecessary administrative requirements upon recipients of government awards by characterizing the relationship between executive agencies and contractors, states and local governments, and other recipients in acquiring property and services and in providing federal assistance.
- Alaska National Interest Lands Conservation Act of 1980 (16 USC 3101 et seq.) (ANILCA). The Alaska National Interest Lands Conservation Act (ANILCA) set aside 106 million acres as conservation system units with the intent of preserving lands in a natural state while providing for rural residents to continue to engage in a subsistence lifestyle. Under this act, approximately 100 million acres of public lands were transferred from BLM management to the National Park Service and Fish and Wildlife Service. (Under Department of the Interior Manual 620, the BLM - Alaska Fire Service continues to provide fire suppression services on all transferred lands.) This act also directs the preparation of unit conservation and management plans to be a collaborative effort of federal, state, native, local and national organizations, and individuals.

- Healthy Forests Restoration Act of 2003 (HFRA). The Healthy Forests Restoration Act of 2003 (P.L. 108-148) serves to aid in the implementation of the goals of the National Fire Plan, the 10-year Comprehensive Strategy Implementation Plan, and the Healthy Forests Initiative. The Healthy Forests Restoration Act provides improved statutory processes for hazardous fuels reduction projects on certain types of at-risk National Forest and BLM lands and also provides other authorities and direction to help reduce hazardous fuel and restore healthy forest and rangeland conditions on lands of all ownership.
- Tribal Forest Protection Act, 2004 (P.L. 108). This act authorizes the Secretary of Interior (regarding Bureau of Land Management jurisdiction) or the Secretary of Agriculture (regarding Forest Service jurisdiction) to carry out a project which protects Indian forest land or rangeland (including a project to restore federal land that borders on or is adjacent to such land) under the Secretary's jurisdiction and bordering or adjacent to the Indian forest land or rangeland under the Indian tribe's jurisdiction.
- Federal Land Assistance, Management and Enhancement (FLAME) Act, 2009. The FLAME Act of 2009 establishes two FLAME accounts in 1) Department of the Interior, and 2) Department of Agriculture, Forest Service, through the Appropriations Act of 2010. The funds concentrate on the impacts of increasing wildfire suppression costs and their effects on other agency programs. These accounts are subject to normal appropriations for funding from year-to-year and are aimed at reducing the “disruptions as agencies borrow from non-fire programs accounts when funds are exhausted.” In addition, this act requires Secretaries of both aforementioned departments to prepare and submit a cohesive wildland fire management strategy document that addresses:
  - 1) a system to identify the most cost effective means for allocating fire management budget resources,
  - 2) an illustration of plans to reinvest in non-fire programs,
  - 3) a description of how departments will employ appropriate management response,
  - 4) a system for assessing the level of risk to communities, and
  - 5) a system to ensure that the highest priority fuels reduction projects are being funded first. This act also requires the Department of Agriculture, US Forest Service, to provide written notification to adjacent private land owners of date and scope of planned prescribed fire(s) and an independent review of each wildfire incident in which expenses exceed \$10,000,000.

#### *B. Selected Annual Appropriations Acts*

- Omnibus Consolidated Appropriations Act 1997, amended 1998, Public Law 104-208, then Public Law 105-277, Wyden Amendment. The Secretary of the Interior may enter into a watershed restoration and enhancement agreement directly with the heads of other federal agencies, tribal, state, and local governments, private and nonprofit entities, and landowners for the protection, restoration, and enhancement of

fish and wildlife habitat and other resources on public or private land and the reduction of risk from natural disaster where public safety is threatened.

- (Appropriations Act of 2001: Public Law 107-63 (HR 2217) Wildland Fire Management). Besides funding general fuel reduction activities and removal of hazardous fuel, this act also includes funding for fire preparedness, fire science and research, and emergency rehabilitation, as well as funding the costs of carrying out consultation activities. The original Appropriations Act also mandated that the Secretary of the Interior and Secretary of Agriculture jointly publish in the Federal Register, a list of all urban wildland interface communities within the vicinity of federal lands that are at high risk from wildfire.
- (Appropriations Act of 2003: Public Law 108-7, Section 323 Stewardship Contracting). This appropriations act included a provision extending the authorization for stewardship through 2013 to the BLM and to an unlimited number of Forest Service contracts. This authority allows the agencies to require fuel reduction or other stewardship activities as part of timber sale contracts - essentially trading goods (timber) for services (e.g., fuel reduction).

### *C. Regulations*

- Code of Federal Regulations, Title 43 - Public Lands: Interior. Regulations within Title 43 that may affect fire planning include, for example, implementation of the National Environmental Policy Act of 1969 (43 CFR 46), land use planning regulations (43 CFR 1600), wilderness use regulations (43 CFR 6302), and grazing regulations (43 CFR 4190).
- Code of Federal Regulations (CFR), Title 40 - Protection of Environment. Regulations within Title 40 that may affect fire planning include, for example, national primary and secondary ambient air quality standards (40 CFR 50), requirements for preparation, adoption, and submittal of implementation plans (40 CFR 51), and designation of areas for air quality planning purposes (40 CFR 81).

## **1.4 Responsibility**

### *A. National Level*

- Assistant Director and Deputy Assistant Director(s), Fire and Aviation (FA-110 and FA-100). Provides overall direction for BLM's fire planning activities. Ensures that Fire Management Plans (FMP) reflect the agency commitment to firefighter and public safety, while utilizing the full range of fire management activities available for ecosystem sustainability. Issues the final report and responds to states regarding state fuels and fire planning program evaluations.
- Division Chief, Fire Planning and Fuels Management (FA-600). Provides policy, guidance, and oversight related to fire planning and associated FMP development through policy issuance of manuals, handbooks, and instruction memoranda, and review of fire planning documents prepared at the national, state and unit levels. The Division Chief will also provide oversight for documentation regarding state fuels and fire planning program evaluations.

### *B. State Level*

- State Director. Responsible for approving RMPs, which include fire management direction. Provides the state's response to state fuels and fire planning program evaluations.
- State Fire Management Officer (FMO). Responsible for the oversight, management, and guidance of the state fire and fuels management program.

### *C. Local Level*

- District/Field Office Managers. As per BLM Manual 1203 (Delegation of Authority), the BLM Director has delegated review and approval of the FMP to the District Manager. Also, ensures that land-use plans (LUP) include appropriate fire management decisions. Also essential in facilitating input from an interdisciplinary team of specialists during FMP construction.
- Agency Administrator. Managing officer of an agency, division thereof, or jurisdiction having statutory responsibility for incident mitigation and management (i.e., the person that supervises the fire program and the FMO). District/Field Office managers who do not supervise the FMOs or the fire program are not agency administrators unless they are delegated that authority for a specific incident from an agency administrator.
- District/Field Office Fire Management Officer. Responsible for annual review of the FMP and completion of the annual review form. Also coordinates the preparation of fire management direction in LUPs, FMPs, associated operational plans, and implementation plans.
- District/Field Office Fire Staff. Responsible for compiling data and contributing to the development of an interdisciplinary FMP. Other fire staff may be assigned to this task at the discretion of the FMO or district (or field office) manager. This staff is also responsible for contributing to wildland fire management sections in LUPs, for developing any necessary operational plans, and for developing landscape level and/or site-specific project plans, including corresponding NEPA documentation and consultation requirements.

## **1.6 Policy**

In all fire planning processes, the BLM will incorporate the guiding principles and elements contained in the Federal Wildland Fire Management Policy. This was originally produced in the form of the 1995 Federal Wildland Fire Management Policy, which has been revised and updated in the 2001 Review and Update of the 1995 Federal Fire Management Policy. The Guidance for Implementation of Federal Wildland Fire Management Policy (February, 2009) is the most recent guiding principle for these documents.

### *A. Guiding Principles*

1. Firefighter and public safety is the first priority in every fire management activity.

2. The role of wildland fire as an essential ecological process and natural change agent will be incorporated into the planning process. Federal agency land and resource management plans set the objectives for the use and desired future condition of the various public lands.
3. Fire management plans, programs, and activities support land and resource management plans and their implementation.
4. Sound risk management is a foundation for all fire management activities. Risks and uncertainties relating to fire management activities must be understood, analyzed, communicated, and managed as they relate to the cost of either doing or not doing an activity. Net gains to the public benefit will be an important component of decisions.
5. Fire management programs and activities are economically viable, based upon values to be protected, costs, and land and resource management objectives. Federal agency administrators are adjusting and reorganizing programs to reduce costs and increase efficiencies. As part of this process, investments in fire management activities must be evaluated against other agency programs in order to effectively accomplish the overall mission, set short- and long-term priorities, and clarify management accountability.
6. Fire management plans and activities are based upon the best available science. Knowledge and experience are developed among all wildland fire management agencies. An active fire research program combined with interagency collaboration provides the means to make these tools available to all fire managers.
7. Fire management plans and activities incorporate public health and environmental quality considerations.
8. Federal, State, Tribal, and local interagency coordination and cooperation are essential. Increasing costs and smaller work forces require that public agencies pool their human resources to successfully deal with the ever-increasing and more complex fire management tasks. Full collaboration among Federal agencies and between the Federal agencies and State, local, and private entities results in a mobile fire management workforce available for the full range of public needs.
9. Standardization of policies and procedures among Federal agencies is an ongoing objective. Consistency of plans and operations provides the fundamental platform upon which Federal agencies can cooperate, integrate fire activities across agency boundaries, and provide leadership for cooperation with State and local fire management organizations.

#### *B. Elements*

1. Safety. Firefighter and public safety is the first priority. All fire management plans and activities must reflect this commitment.
2. Fire Management and Ecosystem Sustainability. The full range of fire management activities will be used to help achieve ecosystem sustainability, including its interrelated ecological, economic, and social components.

3. **Response to Wildland Fire.** Fire, as a critical natural process, will be integrated into land and resource management plans and activities on a landscape scale, and across agency boundaries. Response to wildland fire is based on ecological, social, and legal consequences of the fire. The circumstances under which a fire occurs and the likely consequences on firefighter and public safety and welfare, natural and cultural resources, and values to be protected, dictate the proper response to the fire.
4. **Use of Wildland Fire.** Wildland fire will be used to protect, maintain, and enhance resources and, as nearly as possible, be allowed to function in its natural ecological role. Use of fire will be based on approved fire management plans and will follow specific prescriptions contained in operational plans.
5. **Rehabilitation and Restoration.** Rehabilitation and restoration efforts will be undertaken to protect and sustain ecosystems, public health, and safety, and to help communities protect infrastructure.
6. **Protection Priorities.** The protection of human life is the single, overriding priority. Setting priorities among protecting human communities and community infrastructure, other property and improvements, and natural and cultural resources will be based on the values to be protected, human health and safety, and the costs of protection. Once people have been committed to an incident, these human resources become the highest value to be protected.
7. **Wildland Urban Interface.** The operational roles of federal agencies as partners in the wildland urban interface are wildland firefighting, hazardous fuels reduction, cooperative prevention and education, and technical assistance. Structural fire suppression is the responsibility of tribal, state, or local governments. Federal agencies may assist with exterior structural protection activities under formal Fire Protection Agreements that specify the mutual responsibilities of the partners, including funding.
8. **Planning.** Every area with burnable vegetation must have an approved fire management plan. Fire management plans are strategic plans that define a program to manage wildland and prescribed fires based on the area's approved land-management plan. Fire management plans must provide for firefighter and public safety; include fire management strategies, tactics, and alternatives; address values to be protected and public health issues; and be consistent with resource management objectives, activities of the area, and environmental laws and regulations.
9. **Science.** Fire management plans and programs will be based on a foundation of sound science. Research will support ongoing efforts to increase our scientific knowledge of biological, physical, and sociological factors. Information needed to support fire management will be developed through an integrated interagency fire science program. Scientific results must be made available to managers in a timely manner and must be used in the development of land management plans, fire management plans, and implementation/operational plans.
10. **Preparedness.** Agencies will ensure their capability to provide safe, cost-effective fire management programs in support of land and resource management plans through appropriate planning, staffing, training, equipment, and management oversight.

11. **Suppression.** Fires will be suppressed at minimum cost, considering firefighter and public safety, benefits, and values to be protected, consistent with resource objectives.
12. **Prevention.** Agencies will work together and with their partners and other affected groups and individuals to prevent unauthorized ignition of wildland fires.
13. **Standardization.** Agencies will use compatible planning processes, funding mechanisms, training and qualification requirements, operational procedures, values-to-be-protected methodologies, and public education programs for all fire management activities.
14. **Interagency Cooperation and Coordination.** Fire management planning, preparedness, prevention, incident management, restoration and rehabilitation, monitoring, research, and education will be conducted on an interagency basis with the involvement of cooperators and partners.
15. **Communication and Education.** Agencies will enhance knowledge and understanding of wildland fire management policies and practices through internal and external communication and education programs. These programs will be continuously improved through the timely and effective exchange of information among all affected agencies and organizations.
16. **Agency Administrator and Employee Roles.** Agency administrators will be held accountable for ensuring that their employees are trained, certified, and made available to participate in the wildland fire program locally, regionally, and nationally as the situation demands. Employees with operational, administrative, or other skills will support the wildland fire program as necessary.
17. **Evaluation.** Agencies will develop and implement a systematic method of evaluation to determine effectiveness of projects through implementation of the 2001 Federal Fire Policy. The evaluation will assure accountability, facilitate resolution of areas of conflict, and identify resource shortages and agency priorities.

### *C. BLM Fire Management Planning Policy*

In addition to incorporating the guiding principles and elements of the Federal Wildland Fire Management Policy, BLM fire management planning will incorporate the following requirements. All BLM fire personnel and managers must:

1. Ensure that fire management objectives are integrated with other BLM resource program objectives by participating in the interdisciplinary team process at all levels of fire and resource planning (LUP, FMP, and site-specific projects). Fire staff will contribute to the land-use planning process and comply with the BLM Land Use Planning Handbook (H-1601-1, Appendix C).
2. Base the effects of fire and the consequences of its use or exclusion, on desired conditions at all levels of fire planning.
3. Participate, to the extent possible, in the development of Community Wildfire Protection Plans (CWPP).

4. Review the actions they undertake and conduct the appropriate level of NEPA analysis and documentation. The BLM staff must also determine whether such actions may affect cultural resources, or endangered or threatened species or their habitats. If the BLM's review reveals the potential for impacts, the agency must follow proper consultation procedures.
5. Ensure compliance with the Healthy Forests Initiative and Healthy Forests Restoration Act requirements (see the BLM Fire Planning Handbook H-9211-1 and supporting documentation for additional details).
6. Consider the use of categorical exclusions for appropriate post-fire rehabilitation projects.
7. Consider the use of expedited NEPA analysis (requiring fewer alternatives) for HFRA projects.
8. Consider the use of DOI full force and effect regulations where applicable.
9. Consider the use of stewardship contracting, where applicable.
10. Collaborate with other federal agencies and local communities, particularly when CWPPs are prepared.
11. Maintain, or contribute toward the restoration of, the structure and composition of old-growth stands according to the pre-fire suppression old-growth conditions characteristic of the forest type and retaining the large trees contributing to old-growth structure for HFRA projects.
12. Monitor implementation and short- and long-term effectiveness of fire management actions, including hazardous fuel reduction projects; and encourage multi-party monitoring that includes communities and other diverse stakeholders (including interested citizens and tribes).
13. Monitor hazardous fuel treatment first and second order fire effects, at a minimum. Any established monitoring system may be used. For example, the Fire Effects Monitoring and Inventory System (FIREMON) and the Fire Ecology Assessment Tool (FEAT) have been merged into the FEAT-FIREMON Integrated (FFI) tool, which may be used to monitor effectiveness of treatments.
14. Comply with the Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide (August 2008). This 2008 guide updates the original September 2006 version and provides unified direction and guidance for prescribed fire planning and implementation for the Department of the Interior agencies (Bureau of Indian Affairs, BLM, US Fish and Wildlife Service, National Park Service) and the Forest Service.
15. Adhere to the policies set forth in the Bureau of Land Management Supplement to the Interagency Prescribed Fire Planning and Implementation Guide (February 2009). This agency-specific policy identifies additional standards that all BLM personnel will follow when involved with BLM prescribed fire planning and implementation.
16. Ensure that hazardous fuels treatments and implementation projects conform to and support FMP and LUP objectives.

17. Follow policies outlined in the Interagency Standards for Fire and Fire Aviation Operations (Redbook). This annual publication states, references, or supplements policy related to fire management and aviation operations for the Department of the Interior agencies (except BIA) and the Forest Service.
18. Consider the effects of fire, and the consequences of its use or exclusion when formulating resource management plans, activity (implementation) plans, and operational plans.
19. Ensure that all wildfire management decisions are based on existing LUP and FMP objectives, given changes in interagency implementation guidelines which allow for managing individual wildfires for more than one fire management objective.
20. Utilize the Wildland Fire Decision Support System (WFDSS) in all phases of fire documentation, per guidance provided in manuals, specific Instruction Memoranda, and in the Redbook. The WFDSS reports, which depict the fire situation, objectives, course of action, and agency administrator's rationale will be completed for all fires which escape initial attack.
21. Input planning activities and accomplishments in a timely manner to ensure data in the National Fire Plan Operations and Reporting System (NFPORS) are up-to-date and current.

All BLM FMPs must:

- Incorporate the most current interagency guidance related to FMP templates during the revision process.
- Tier to and be in conformance with the applicable LUP(s).
- Provide detailed actions associated with the various management responses based on objectives for the area covered by the FMP.
- Be reviewed annually by the District/Field Office Fire Management Officer and amended or revised as necessary.
- Be developed in collaboration with adjacent land owners and be as interagency-based as possible. Where possible, interagency fire management units (FMU) will be developed as part of the planning process to focus activities at the landscape scale and across agency boundaries.
- Provide the basis for budget and organization development. BLM will follow current budget processes to determinate annual funding and staffing needs.
- The following references provide direction significant to fire planning or that may affect fire planning and management as described (also see Section 3 Authorities). Policies related to fire planning are listed in Section 6 Policy, while statutes are listed in Section 3.

*D. Manuals*

- Department of the Interior Departmental Manual - Wildland Fire Management (620 DM 1). Documents DOI guidance for wildland fire management. It establishes responsibilities for wildland fire management at the DOI level and the various agency levels, as well as national coordination responsibilities. The manual provides objectives and policies for the wildland fire management program and wildland fire management strategies.
- Department of the Interior Departmental Manual - General Policy and Procedures – Alaska (620 DM 2). Documents DOI policy and guidance regarding wildland fire suppression and organization in Alaska. It assigns BLM as the primary suppression service provider on all DOI-administered land in Alaska and Native lands conveyed under the Alaska Native Claims Settlement Act.

*E. Handbooks*

- Bureau of Land Management Fire Management Planning Handbook - H-9211-1. This handbook outlines procedures necessary to carry out policy and direction described in this manual. It contains guidance on how to meet Bureau planning and associated fire planning requirements and how to prepare fire management plans.
- Bureau of Land Management Land Use Planning Handbook – H-1601-1. Provides specific guidance for preparing, amending, revising, maintaining, implementing, monitoring, and evaluating land use plans. Furthermore, it provides direction for developing subsequent implementation (activity-level and project-specific) plans and decisions. This guidance: 1) encourages planning on a variety of scales, 2) encourages active public participation through the process, 3) clarifies the relationship between land use plans, implementation plans, NEPA requirements and the respective processes, 4) provides procedural requirements for completing associated plans, and 5) addresses new requirements and considerations for managing public lands and resources, and how to incorporate that information. It also provides guidance related to the objectives, authorities, responsibilities, and policy relevant to land use planning.
- Bureau of Land Management National Environmental Policy Act (NEPA) Handbook – H-1790-1 (January 2008). Ensures compliance with NEPA and the Council on Environmental Quality's (CEQ) NEPA regulations (40 CFR Parts 1500-1508) and the Department of the Interior NEPA regulations (43 CFR Part 46). It addresses legal requirements, explains the BLM's analytical approach to compliance, and provides BLM requirements for specific types of NEPA compliance documents.

#### *F. Guidance*

- Guidance for Implementation of Federal Wildland Fire Management Policy (February 2009). Approved by the Fire Executive Council and replaces Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy (June 20, 2003). This updated guidance consolidates and clarifies changes that have occurred since the 2003 implementation strategy document was issued, and provides revised direction for consistent implementation of the Review and Update of the 1995 Federal Wildland Fire Management Policy (January 2001).
- The Healthy Forests Initiative and Healthy Forests Restoration Act Interim Field Guide (February 2004). Provides guidance to BLM and Forest Service on the changes in procedures and processes under the Healthy Forests Initiative and Healthy Forest Restoration Act.
- Healthy Forests Restoration Initiative (HFI) (August 2002). Developed to expedite administrative procedures for reduction of hazardous fuels on public land to better improve protection of people and natural resources from the effects of wildfire. Administrative actions included establishment of two departmental categorical exclusions to facilitate hazardous fuels reduction and post-fire rehabilitation activities on federal lands. However, due to resulting litigation, the BLM discontinued use of the hazardous fuels reduction and a similar agency specific vegetation management categorical exclusion.

### **1.7 File and Records Maintenance**

All fire planning records will be managed according to established records retention and disposal policies. Fire planning analysis documents and fire effects information that support decisions at all levels of fire planning and associated management activities must be stored in the permanent files associated with the appropriate LUP, FMP or activity plan. All fire planning records may be subject to public disclosure under the Freedom of Information Act (FOIA). For more information please reference the:

#### *A. Manuals*

- BLM Manual 1220, Records and Information Management, for policies and procedures.
- BLM Manual 1278, External Access to BLM Information, for more clarification regarding FOIA.

#### *B. Combined Records*

- Schedule 4 for disposition of planning documents related to National Environmental Policy Act files and/or planning documents.
- Schedule 18 for disposition related to fire management files.
- Schedule 23 for general correspondence.

## GLOSSARY OF TERMS

The following definitions are taken from the most recent NWCG Glossary of Wildland Fire Terminology, unless otherwise noted. This glossary provides a single source for commonly used terminology and is currently being revised to accommodate recent changes to policy implementation guidance. It also includes terminology used in general BLM planning documents. Any terms that may be used interchangeably in this manual and associated handbook are identified in this glossary.

-E-

**Emergency Rehabilitation** – Efforts undertaken within three years of a wildland fire to repair or improve fire damaged lands unlikely to recover to management approved conditions, or to repair or replace minor facilities damaged by fire.

**Emergency Stabilization** – Planned actions to stabilize and prevent unacceptable degradation to natural and cultural resources, to minimize threats to life or property resulting from the effects of a fire, or to repair/replace/construct physical improvements necessary to prevent degradation of land or resources.

-F-

**Fire Management Objective** - Planned, measurable result desired from fire protection and use based on land management goals and objectives.

**Fire Management Plan (FMP)** – A plan which identifies and integrates all wildland fire management and related activities within the context of approved land/resource management plans. It defines a program to manage wildland fires (wildfire, prescribed fire, and wildland fire use). The plan is supplemented by operational plans, including but not limited to preparedness plans, preplanned dispatch plans, and prevention plans. Fire management plans assure that wildland fire management goals and components are coordinated.

**Fire Management Unit (FMU)** – A land management area definable by objectives, management constraints, topographic features, access, marginal values to be protected, political boundaries, historic fire ignitions, fuel types, major fire regime groups, etc., that set it apart from the characteristics of an adjacent FMU. The FMUs may have dominant management objectives and pre-selected strategies assigned to accomplish these objectives.

-I-

**Implementation Plan** - The design and definition of all the activities, resources, limitations, and contingencies required for successful wildland fire management.

or

An area or site-specific plan written to implement decisions made in a land use plan. Implementation plans include both activity plans and project plans (BLM Land Use Planning Handbook H-1601-1).

-L-

Land/Resource Management Plan (L/RMP) - A document prepared with public participation and approved by the agency administrator that provides general guidance and direction for land and resource management activities for an administrative area. The L/RMP identifies the need for fire's role in a particular area and for a specific benefit. The objectives in the L/RMP provide the basis for the development of fire management objectives and the fire management program in the designated area.

Land Use Plan (LUP) - A set of decisions that establishes management direction for land within an administrative area, as prescribed under the planning provisions of FLPMA; an assimilation of land-use plan-level decisions developed through the planning process outlined in 43 CFR 1600, regardless of the scale at which the decisions were developed. The term includes both resource management plans (RMP) and management framework plans (MFP) (BLM Land Use Planning Handbook H-1601-1). *The terms L/RMP and LUP are considered interchangeable in this document.*

-P-

Prescribed Fire – see Wildland Fire.

-R-

Restoration – The continuation of rehabilitation beyond the initial three years or the repair or replacement of major facilities damaged by the fire.

**or**

Implementation of a set of actions that promotes plant community diversity and structure that allows plant communities to be more resilient to disturbance and invasive species over the long term (*Great Basin Restoration Initiative*).

-W-

Watershed – Any area of land that drains to a common point. A watershed is smaller than a river basin or sub-basin, but it is larger than a drainage or site. The term generally describes areas that result from the first subdivision of a sub-basin, often referred to as a “fifth-field watershed” (*Federal Guide for Watershed Analysis, Version 2.2*).

Wildfire – See Wildland Fire.

Wildfire Suppression – The response to wildfire (or an escaped wildland fire use or prescribed fire) that results in curtailment of fire spread and eliminates all identified threats from the particular fire.

Wildland Fire - A general term describing any non-structure fire that occurs in the vegetation and/or natural fuels. Wildland fire includes both wildfire and prescribed fire.

- Wildfire - An unplanned ignition caused by lightning, volcanoes, unauthorized and accidental human-caused fires and escaped prescribed fires.
- Prescribed Fire - Any fire intentionally ignited by management under an approved plan to meet specific objectives identified in a written and approved prescribed fire plan for which NEPA requirements (where applicable) have been met prior to ignition.

Wildland Fire Decision Support System (WFDSS) – A linear, stepwise, and standardized documentation process for wildland fires. The WFDSS is a web-based application which provides real time depiction of fire weather, values at risk, and summarization of LUP and FMP objectives in documenting wildland fire management decisions. For fires escaping initial attack, the WFDSS results in a WFDSS report which documents the objectives, fire situation, course of action, and rationale of the fire and line managers. The WFDSS replaces the WFSA (Wildland Fire Situation Analysis), Wildland Fire Implementation Plan (WFIP), and Long-Term Implementation Plan (LTIP) processes with a single process.

Wildland Urban Interface (WUI) – The line, area, or zone where structures and other human development meet or intermingle with undeveloped wildland or vegetative fuels.

**or**

As defined by HFRA:

- a) an area extending ½ mile from the boundary of an at-risk community,
- b) an area within 1 ½ miles of the boundary of an at-risk community, including any land that
  - i. has a sustained steep slope that creates the potential for wildfire behavior endangering the at-risk community; or,
  - ii. is in condition class 3, as documented by the Secretary in the project-specific environmental analysis;
- c) an area that is adjacent to an evacuation route for an at-risk community that the Secretary determines, in cooperation with the at-risk community, requires hazardous fuels reduction to provide safer evacuation from the at-risk community.