



UNITED STATES  
DEPARTMENT OF THE INTERIOR BUREAU OF LAND  
MANAGEMENT

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## Table of Contents

<b>CHAPTER 1. OVERVIEW .....</b>	<b>1</b>
1.1 Purpose .....	1
1.2 Objectives .....	1
1.3 Relevant Authorities .....	1
1.4 Responsibility .....	7
1.5 References .....	8
1.6 Policy .....	10
1.7 File and Records Maintenance .....	13
<b>GLOSSARY OF TERMS .....</b>	<b>14</b>

## 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 and relevant authorities in 1.3 and associated direction by:

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

### 1.3 Relevant Authorities

#### A. Statutes

1. Migratory Bird Treaty Act of 1918 (16 U.S.C. 703-712). Implements four international conservation treaties that the United States entered into with Canada in 1916, Mexico in 1936, Japan in 1972, and Russia in 1976. It is intended to ensure the sustainability of populations of all protected migratory bird species.
2. Protection Act of September 20, 1922 (; 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.
3. Economy Act of June 30, 1932 (31 U.S.C. 1535). 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.

4. Taylor Grazing Act of June 28, 1934 (; 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.
5. 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."
6. 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.
7. 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.
8. National Historic Preservation Act of 1966 (54 U.S.C. 306108) 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 historic properties. Compliance with section 106 of the NHPA is conducted under a national programmatic agreement between the BLM, the ACHP, and National Conference of State Historic Preservation Officers, and, for some states, state-specific protocols.
9. 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. NEPA directs Federal agencies to assess the environmental consequences of “major federal actions significantly affecting the environment.” It requires an agency to: 1) evaluate the effects of its actions (including any action involving federal funding or assistance) on the environment before deciding to fund or implement a proposed action; and 2) make environmental information available to public officials and allow for appropriate public participation before making a decision.

10. 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 which are subject 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.
11. 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.
12. 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.
13. 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 Commerce, later incorporated into the Department of Homeland Security's Federal Emergency Management Agency. The act is designed 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.

14. 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.
15. 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."
16. 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.
17. 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.

18. The Stafford Act, November 23, 1988 (42 U.S.C. 5121). Authorizes the BLM to enter into reciprocal agreements, with any fire organization maintaining fire protection facilities in the vicinity, for mutual aid in furnishing fire protection. Provides a template to aid in negotiating, developing, and administering Cooperative Wildland Fire Management and Stafford Act Response Agreements for the USDA FS, BLM and other DOI Bureaus.
19. Healthy Forests Restoration Act of 2003 (HFRA) (P.L. 108-1487) and as amended through 2018 Farm Bill (16 USC 84). 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 National Cohesive Wildland Fire Management Strategy, 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 provides other authorities and direction to help reduce hazardous fuel and restore healthy forest and rangeland conditions on lands of all ownership.
20. 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.
21. 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 required Secretaries of both aforementioned departments to develop a national cohesive wildland fire management strategy. The third and final phase of the effort to develop a cohesive strategy culminated with the 2014 release of The National Strategy: The Final Phase of the Development of the National Cohesive Wildland Fire Management Strategy (National Strategy) and the National Cohesive Wildland Fire Management Strategy: National Action Plan (National Action Plan). The National Action Plan is a companion to the National Strategy and supports its implementation.
22. Infrastructure Investment and Jobs Act, also called the Bipartisan

Infrastructure Law (BIL), Public Law 117-58, Section 40803, Wildfire Risk Reduction. 2021. The BIL provides funding for federal wildland fire management efforts over the next five years, including: reducing risk, wildfire recovery, workforce improvements, technology, and equipment, as well as supporting science and providing authority for the Fuel Break Categorical Exclusion.

23. Native American Graves Protection and Repatriation Act (43CFR 10) of November 16, 1990, recognizes the rights of lineal descendants, Indian Tribes, and Native Hawaiian organizations in Native American human remains, funerary objects, sacred objects, and objects of cultural patrimony. Subpart B of the Act requires Federal agencies to develop a Plan of Action before any planned activity that is likely to result in a discovery of excavation of human remains or cultural items.
24. Omnibus Public Land Management Act of 2009 (16 U.S.C. 7201-7203). Established the National Landscape Conservation System, also known as National Conservation Lands, in order to conserve, protect, and restore nationally significant landscapes for the benefit of current and future generations. This act also requires the BLM to manage these lands in a manner that protects the values for which components of the system were designated.
25. Wild and Scenic Rivers Act of 1968 (Public Law 90-542), as amended. The Wild and Scenic Rivers Act was passed to establish a National Wild and Scenic Rivers System to preserve certain selected rivers with outstandingly remarkable natural, cultural, and recreational values, and their immediate environments, in a free-flowing condition for the enjoyment of present and future generations. The Act designated initial components of the system and prescribes the methods by and standards which additional components may be added to the System. For all classifications, wildland fire use and prescribed fire may be used to restore or maintain habitat for threatened, endangered, or sensitive species; restore or maintain ecological conditions; and/or meet desired conditions of the comprehensive river management plan (CRMP). Management and suppression activities will be carried out in a manner consistent with direction in the CRMP and compatible with the management of contiguous Federal lands.

*B. Selected Appropriations Acts*

1. 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.
2. 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.

3. Consolidated Appropriations Act of 2019 Public Law 116-6. This act authorizes the Interior to enter into grants and cooperative agreements with volunteer fire departments, rural fire departments, rangeland fire protection associations, and similar organizations to provide for wildland fire training and equipment, including supplies and communication devices.

#### *C. Regulations*

1. 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).
2. Code of Federal Regulations (CFR), Title 40 - Protection of Environment. Regulations within Title 40 that may affect fire planning include, for example, Council on Environmental Quality NEPA regulations(40 CFR 1500).

## **1.4 Responsibility**

### *A. National Level*

1. **Assistant Director and Deputy Assistant Director(s), Fire and Aviation (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 final fire planning and fuels management evaluation reports and responds to states regarding state fuels and fire planning program evaluations.
2. **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 directives, 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*

1. **State Director.** Responsible for approving land use plans (LUPs), which include fire management direction. Provides the state's response to state fuels and fire planning program evaluations.
2. **State Fire Management Officer (FMO).** Responsible for the oversight, management, and guidance of the state fire and fuels management program.

*C. Local Level*

1. **District Managers.** As per BLM H-1203-1 (Delegation of Authority), the BLM Director has delegated approval of the FMP to the District Manager, who is also responsible for signing the annual review form. In addition, ensures fire management decisions are included during LUP development, and is essential in facilitating input from an interdisciplinary team of specialists during FMP construction.
2. **Agency Administrator.** A BLM line manager (e.g., State Director, District Manager, or Field Manager) or their designated acting that has met specific training requirements to obtain the Agency Administrator (AADM) qualification **and** has wildland fire decision authority for a defined area, as specified by delegation. All re-delegations must be consistent with *BLM Manual Section 1203 (Rel. 1-1817)*, *BLM Handbook 1203-1 (Rel. 1-1818)*, and state supplements. For additional information, refer to the *Interagency Standards for Fire and Fire Aviation Operations*, Chapter 2
3. **District Fire Management Officer.** Responsible for annual review of the FMP and preparation of the annual review form. Also coordinates the preparation of fire management direction in LUPs, FMPs, associated operational plans, and implementation plans.
4. **District Fire Staff.** Responsible for compiling data and contributing to the development of an interdisciplinary FMP. Other staff may be assigned to this task at the discretion of the FMO or district 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.

**1.5 References**

The following references provide direction significant to fire planning or that may affect fire planning and management as described (also refer to Section 1.3 Relevant Authorities). Policies related to fire planning are listed in Section 1.6 Policy, while statutes are listed in Section 1.3 Relevant Authority.

*A. Departmental Manuals*

1. Department of the Interior Departmental Manual - Wildland Fire Management (620 DM). 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.

*B. BLM Manuals*

1. MS-1112 (Rel. 1-1665) Safety and Health Management- This manual sets forth policies, minimum requirements, and roles and responsibilities for establishing and implementing a Safety and Occupational Health Management Program in the BLM.
2. MS-1211 (Rel. 1-1757) Headquarters Office- This manual describes the BLM organizational structure and responsibilities of each Directorate, Division, Branch, and detached office.
3. MS-1203 (Rel. 1-1817) Delegation of Authority-This manual provides standards and procedures for delegating, re-delegating, and rescinding authorities. The manual also facilitates management control over delegations of authority and that authority is delegated to the lowest practical level.
4. MS-1240 (Rel. 1-1677) Evaluation Program- This manual contains standards, responsibilities, and general guidelines for implementing the BLM's Evaluation Program. The BLM Fire and Aviation Directorate (FAD), Fire Planning and Fuels Management (FA-600) Division conducts evaluations of the Fire Planning, Fuels Management and Community Assistance, and Trespass Programs. The policy in this manual should be used in conjunction with the BLM Fire Planning, Fuels Management, and Community Assistance, and Trespass Programs State Evaluation Guide.
5. MS-1601 (Rel. 1-1666) Land Use Planning- This manual integrates land use planning requirements with requirements under NEPA and provides guidance for preparing new Resource Management Plans (RMPs), plan revisions, plan amendments, other equivalent plans, and subsequent implementation-level plans.
6. MS-8100 (Rel. 8-72) The Foundations for Managing Cultural Resources- This Manual Section is a reference source to provide BLM managers with basic information and general summary guidance for managing cultural resources. More detailed information, policy direction, and operating procedures are found in the subsidiary Manual Sections and Handbooks in this series. The purpose of the Manual series is to establish a uniform BLM process for meeting the requirements of the cultural resource authorities in a multiple use environment.
7. MS-9200 (Rel. 9-410) Fire Program Management- This manual provides consistent fire program management direction and guidance to BLM users and managers.
8. MS-9214 (Rel. 9-428) Fuels Management and Community Assistance- This manual provides overall directions, objectives, authorities, responsibilities, and policies for the Fuels Management Program, which includes Community Assistance within the BLM.
9. MS-9218 (Rel. 9-414) Reports and Statistics- This manual provides overall objectives, authorities, responsibilities and policies for fire management

information reporting and statistical analysis in the BLM.

### C. Handbooks

1. Bureau of Land Management Land Use Planning Handbook – H-1601-1 (Rel. 1-1693). Provides specific guidance for preparing, amending, revising, maintaining, implementing, monitoring, and evaluating land use plans. 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, activity plans, NEPA requirements and the respective processes, 4) provides procedural requirements for completing land use 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.
2. Bureau of Land Management National Environmental Policy Act (NEPA) Handbook – H-1790-1 (Rel. 1-1710). 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.
3. 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.
4. Bureau of Land Management Fuels Management and Community Assistance Handbook H-9214-1 (Rel. 9-429). This handbook contains guidance on how to meet the requirements of Federal Wildland Fire Management Policy (“Federal Fire Policy”), the National Cohesive Wildland Fire Management Strategy, the DOI’s Fuels Management Program priorities, BLM regulations, and vegetation management policy. It contains guidance on how to plan for, implement and monitor fuels management treatments and provide community assistance.

### 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. The 17 elements that support the nine Federal Wildland Fire Management Policy guiding principles can be found in the H-9211-1. These guiding principles and elements were included in the *1995 Federal Wildland Fire Management Policy*, which was revised and updated in the *Review and Update of the 1995 Federal Fire Management Policy (January 2001)*. The *Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy (June 20, 2003)* was developed and approved under the authority of the Wildland Fire Leadership Council (WFLC) to set forth direction for consistent implementation of

the federal fire policy. *The Guidance for Implementation of Federal Wildland Fire Management Policy (February 2009)* is the most recent Federal Wildland Fire Management Policy document. Additionally, the Fire Management Board (FMB) Memorandum 19-004 updated Federal Wildland Fire Policy Terms and Definitions for the NWCG Glossary.

*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 result 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. 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. Fire staff will contribute to the land-use planning process and comply with the BLM Land Use Planning Handbook (H-1601-1).
2. Consider the role of fire and its inclusion or exclusion to move towards and maintain desired conditions.
3. Ensure that the appropriate level of NEPA analysis and documentation is completed for all proposed actions and projects. Compliance with other laws, such as NHPA and ESA, including consultation requirements, must also be completed for proposed projects.
4. Collaborate with other federal agencies and local communities, particularly when Community Wildfire Protection Plans (CWPPs) are prepared.
5. Follow policies outlined in the Interagency Standards for Fire and Fire Aviation Operations (Red Book). This annual publication states, references, or supplements policy related to fire management and aviation operations for the Department of the Interior agencies and the U.S. Forest Service.
6. Ensure that all wildfires are managed in conformance with existing LUPs and subsequent implementation level plans and decisions.
7. Utilize the Wildland Fire Decision Support System (WFDSS). Wildfire decision documentation captured in WFDSS is approved by the appropriate BLM Agency Administrator. Refer to Interagency Standards for Fire and Fire Aviation Operations for additional policy direction.

FMPs must:

1. Utilize the most current BLM FMP template during the revision process.
2. Be in conformance with the applicable LUP(s) and any additional applicable NEPA analyses and associated decisions.
3. Provide fire management goals and objectives, operational guidance, and

management of wildfires based on objectives for the area covered by the FMP.

4. Be reviewed annually by the District Manager and Fire Management Officer and amended or revised as necessary.

### **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 that support decisions at all levels of fire planning and associated management activities must be stored in the permanent files associated with the appropriate plan or project. 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*

1. BLM Manual 1270 Records and Information Management, for policies and procedures.
2. BLM Manual 1278, External Access to BLM Information, for more clarification regarding FOIA.

#### *B. Combined Records*

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

## GLOSSARY OF TERMS

Terminology must consistently be used throughout all BLM fire management planning documents. The Fire Management Board (FMB) Memorandum 19-004 provided terminology updates to the Guidance for Implementation of Federal Wildland Fire Management Policy (2009). FMB 19-004 updates terminology and directed the hierarchy of terminology as being:

- 1 - Those defined in law,
- 2 - Those defined in policy, and
- 3 - All other agency and interagency documentation.

The NWCG Glossary of Wildland Fire Terminology will be maintained as the source of record. When consensus cannot be achieved between Federal and non-federal NWCG members, Federal policy definitions will be so noted. Not every term used in this directive is included in this glossary. This glossary does provide notation, where applicable, for the source of each glossary term. Terms provided in this glossary shall be used as defined for this directive at the time of publication.

-A-

**Activity Plan** – a program or area specific detailed implementation-level plan that usually describes multiple projects and the specific management direction that will be applied to meet specific land use plan objectives. Examples of activity plans include habitat management plans, recreation area management plans, wild and scenic river management plans, monument management plans, area of critical environmental concern management plans, herd management plans, and allotment management plans.

-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 compilation of goals, objectives, and requirements from the land/resource management planning process necessary to implement wildland fire management decisions (*FMB Memorandum 19-004, NWCG Glossary of Wildland Fire, PMS 205*) and formally documents a unit's fire program components.

-L-

**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; a document containing 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).*

-P-

**Prescribed Fire** – A wildland fire originating from a planned ignition in accordance with applicable laws, policies, and regulations to meet specific objectives. Refer to also Wildland Fire (*FMB Memorandum 19-004, NWCG Glossary of Wildland Fire, PMS 205*).

-S-

**Suppression** – All the work to extinguish or limit wildland fire spread (*FMB Memorandum 19-004, NWCG Glossary of Wildland Fire, PMS 205*).

-W-

**Wildfire** – A wildland fire originating from an unplanned ignition, such as lightning, volcanoes, unauthorized and accidental human caused fires, and prescribed fire that are declared wildfires (*FMB Memorandum 19-004, NWCG Glossary of Wildland Fire, PMS 205*).

**Wildland Fire** – Any non-structure fire that occurs in the vegetation or natural fuels. Includes Wildfires and Prescribed Fires (*FMB Memorandum 19-004, NWCG Glossary of Wildland Fire, PMS 205*).

**Wildland Fire Decision Support System (WFDSS)** – The *Wildland Fire Decision Support System (WFDSS)* is a web-based decision support system that provides a single dynamic documentation system for use beginning at the time of discovery and concluding when the fire is declared out. WFDSS is the decision support documentation platform for all Federal wildfires. WFDSS allows the agency administrator to describe and assess the fire situation, review completed fire behavior analysis products, develop incident objectives and requirements, develop a course of action, evaluate relative risk, complete an organization assessment, document the rationale, and publish a decision.

**Wildland Urban Interface (WUI)** – The line, area, or zone where structures and other human development meet or intermingle with undeveloped wildland or vegetative fuels (*FMB Memorandum 19-004, NWCG Glossary of Wildland Fire, PMS 205*).