Form 1221-2
(June 1969)

UNITED STATES
DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT

MANUAL TRANSMITTAL SHEET

Release	
3-398	
Date	
09/25/2012	

Subject

9211-1 - Fire Planning Handbook

1. Explanation of Materials Transmitted: This release transmits the revised 9211-1 Fire Planning Handbook ("Handbook"). This revision updates the Handbook to reflect those changes made to the Fire Planning Manual. Changes have been made to the organization and content provided in that manual. These changes are reflected in the revised Handbook.

2. Reports Required: None

3. Materials Superseded: This release supersedes the BLM 9211-1 Fire Management Activity Planning Handbook released in February 1991.

4. Filing Instructions: File as directed below.

REMOVE	INSERT
All of 9211-1 (Rel. 9-310) (Total: 37 pages)	All of Revised 9211-1 (Total: 92 pages)

/s/ Howard Hedrick

Acting Assistant Director
Fire and Aviation Management

U.S. GOVERNMENT PRINTING OFFICE: 1987-181-423/54150

Fire Planning Handbook

BLM

Bureau of Land Management
Handbook H-9211-1
September 2012

THIS PAGE INTENTIONALLY LEFT BLANK

Table of Contents

Introduction 1-2
Chapter I. Fire Planning Policies 1-3
A. Federal Fire Policy 1-3
B. Department of the Interior (DOI) Policy 1-5
C. Interagency Guidance 1-6
D. BLM Fire Policy 1-6
Chapter II. Fire Planning Requirements 2-1
A. Relationships between Planning Documents 2-1
B. Land Use Plan Provisions Related to Fire Management Planning 2-6
C. National Environmental Policy Act Compliance for FMPs 2-8
D. Other Regulatory Compliance and Statute Requirements 2-12
E. BLM Program Compliance 2-18
Chapter III. Fire Management Plan (FMP) Processes 3-1
A Objectives of a Fire Management Plan 3-1
B. Collaboration - Interagency/Interdisciplinary 3-1
C. Developing a Fire Management Plan 3-2
D. Annual Fire Management Plan Review and Update Process 3-10
E. Interagency Fire Management Plan Template Guidance 3-11
Chapter IV. Implementing the Fire Management Plan (FMP) 4-1
A. Operational Plans 4-1
B. Wildfire Fire Incident Response 4-3
C. Community Assistance Planning 4-4
D. Implementing Fuels Treatments 4-5
E. Reporting Planning Accomplishments 4-8
Chapter V. Adaptive Management and Monitoring 5-1
A. Adaptive Management 5-1
B. Monitoring 5-1
C. Maintaining Fire Planning Records 5-6
Chapter VI. Budget and Organization 6-1
A. Budget Planning Tools 6-1
B. Annual Budget/Organization Submissions 6-1
Glossary G-1
Appendix A - References A-1
Appendix B - Acronyms B-1
Appendix C - Fire Management Plan (FMP) Annual Review Checklist C-1
Appendix D - Interagency Fire Management Plan Template D-1
Appendix E - BLM FMP Supplemental Information E-1

THIS PAGE INTENTIONALLY LEFT BLANK

Introduction

This handbook provides instructions and procedures to carry out the policy and direction described in the Bureau of Land Management (BLM) Fire Planning Manual (Manual 9211). This handbook is tiered to Manual 9211 and has the same force of authority as the Manual.

This handbook contains guidance on how to meet the requirements of Federal Wildland Fire Management Policy ("Federal Fire Policy"), as well as BLM regulations and policy. It contains guidance on how to meet planning requirements and how to prepare fire management plans (FMP). This handbook recommends a course of action for accomplishing landscape-level fire planning and provides guidance supplemental to the BLM National Environmental Policy Act (NEPA) Handbook (H-1790-1) for fire management actions.

This handbook may be used to inform fire management practitioners and line officers (those with the responsibility for making fire management decisions). It may be useful, as well, to other BLM field, district, state, and national office staff for reference purposes.

This handbook is organized as follows:

Chapter 1 – Provides an overview and explanation of policies specific to BLM fire planning.

Chapter 2 – Describes how the fire management program fits into the BLM planning process. It includes a discussion on NEPA compliance for fire planning, and summarizes regulations that must be met at all levels of fire planning.

Chapter 3 – Provides guidance on the processes for preparing, reviewing and revising FMPs, including guidance on developing an FMP according to the Interagency Fire Management Plan template.

Chapter 4 – Provides guidance specific to implementing actions, treatments, and other plans associated with the FMP and includes accomplishment reporting.

Chapter 5 – Provides guidance on adaptive management and includes specifics regarding the types and levels of associated monitoring.

Chapter 6 – Describes how budget, budget tools, and organizations are linked with the FMP.

This handbook provides definitions of commonly used terms from the glossary of Wildland Fire Terminology developed by the National Wildfire Coordinating Group (NWCG). These definitions are listed in the Glossary section of this handbook and must be used consistently in BLM fire management planning documents. Due to potential lag-time in publishing NWCG glossary updates, please use terminology in the most recent NWCG guidance regarding terminology. Please note the most recent publication may be in the form of a NWCG Memorandum, BLM Instruction Memorandum or BLM Information Bulletin.

Chapter I. Fire Planning Policies

This chapter provides an overview and explanation of policies specific to BLM fire management planning. Brief descriptions of the statutes, laws, and regulations that influence wildland fire management can be found in Manual 9211.

A. Federal Fire Policy

The following Federal Wildland Fire Management Policy elements have been adopted as BLM policy. These elements support the nine Federal Wildland Fire Management Policy guiding principles, which can be found in Manual 9211.

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 (WUI)** – 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 use 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.

B. Department of the Interior (DOI) Policy

The DOI's policy on wildland fire management can be found in the Departmental Manual Part 620 for Wildland Fire Management. Chapter 1 provides General DOI Policies and Procedures; Chapter 2 is specific to Alaska; and Chapter 3 discusses Burned Area Emergency Stabilization and Rehabilitation.

In Chapter 1 (620 DM 1), policy pertinent to fire management planning includes:

i. Make full use of wildland fire both as a natural process and as a tool, and incorporate the role of wildland fire as an essential ecological process and natural change agent into the planning process. Fire may also be used as a tool to maintain and restore cultural landscapes or to dispose of vegetation and debris.
ii. Develop FMPs, programs, and activities that are based on the best available science; that incorporate public health and environmental quality considerations; and support Bureau land, natural and cultural resource management goals and objectives.
iii. Prepare appropriate cooperative documents in cases where wildland fires could cross boundaries between lands administered by more than one agency or landowner.

Chapter 2 (620 DM 2) provides Departmental policy and guidance regarding wildland fire suppression and organization in Alaska. It states that "BLM will maintain and operate the DOI wildland fire suppression organization in Alaska with the primary intention of providing cost-effective suppression services and minimizing unnecessary duplication of suppression systems for DOI agencies." It also states that "BLM is authorized to provide safe, cost-effective emergency wildland fire suppression services in support of land, natural and cultural resource management plans on DOI administered lands and on those lands that require protection under the Alaska Native Claims Settlement Act…" These services will be "executed within the framework of approved fire management plans or

within mutually agreed upon standards established by the respective land managers/owners" (620 DM 2.4).

Chapter 3 (620 DM 3) provides Departmental policy on Wildland Fire Management Burned Area Emergency Stabilization and Rehabilitation. It provides definitions and objectives for emergency stabilization and rehabilitation. It establishes responsibilities for the National Burned Area Emergency Response (NBAER) coordinators designated by the BLM, the Bureau of Indian Affairs (BIA), the Fish and Wildlife Service (FWS), the National Park Service (NPS), and the Office of Wildland Fire (OWF) to function as an interagency group to coordinate program issues; establish funding priorities; plan development, implementation, and evaluation guidance; and provide training, oversight, and information.

C. Interagency Guidance

The *Interagency Standards for Fire and Fire Aviation Operations* (commonly referred to as the "Redbook") states, references, and supplements agency policy and is annually updated. It must be used in conjunction with current BLM fire manuals and handbooks.

To promote BIA, BLM, NPS, FWS and US Department of Agriculture (USDA) Forest Service (FS) coordination of emergency stabilization (ES) and burned area rehabilitation (BAR) efforts, two interagency guidebooks *(Interagency Burned Area Emergency Response and Interagency Burned Area Rehabilitation)* have been developed.

The *Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide*, combined with the BLM supplemental guidance to the Interagency Guide, are the primary guidance documents for prescribed fire projects.

D. BLM Fire Policy

All BLM wildland fire management planning and vegetation management policies are consistent with the federal fire policy and include:

1. *BLM Handbook H-1740-2 (Integrated Vegetation Management)* describes and clarifies agency expectations for a more consistent and unified approach to managing vegetation on public land. It further clarifies multi-program goals, objectives, and priorities relative to maintaining and restoring ecologically diverse, resilient, and productive native plant communities.

2. *BLM Manual 9211 (Fire Planning)* is the main source of policy for fire planning and must be used in conjunction with this handbook. The Fire Planning Manual 9211 provides information on the National Fire Plan authorities affecting fire policy, provides an overview of related laws, regulations, federal policies, and BLM policies, and lists BLM policies that this handbook provides expanded guidance on. Federal wildland fire management policy and guidance documents are summarized in Manual 9211.

3. *BLM Manual 9212 (Fire Prevention)* states (consistent with DOI policy 620 DM 1), it is BLM's policy that the Wildland Fire Prevention program: (1) is a high priority, and that commitment to an effective wildland fire prevention program is expected at all levels within BLM; (2) shall be designed to minimize losses from wildland fire consistent with resource objectives identified in resource management plans; (3) will stress the analysis of risks, hazards, and values, and the development of specific educational, mitigation**,** enforcement, and administrative actions; (4) will be coordinated with federal, state, county, and municipal agencies as appropriate; (5) at each state, district, and field office, coordination, guidance, and assistance will be provided to achieve an effective program, and that the prevention plan is integrated with the fire management and resource management process; and, (6) funding shall be consistent with the identified need as determined through a risk/hazard analysis that is approved as part of the FMP.

4. *BLM Handbook H-9214 (Prescribed Fire)* provides direction on how to implement prescribed fire in a safe, cost-effective manner to achieve resource management objectives as they are defined in land use plans and fire management plans. It provides specific direction in the areas of prescribed fire plan content, complexity rating, qualifications, use of funds, escaped prescribed fires, and prescribed fire reporting.

5. *BLM Handbook H-9238-1 (Fire Trespass)* states that fire trespass refers to the occurrence of unauthorized fire on BLM lands where the source of ignition is a result of human activity and there is evidence of negligence or intent. For human-caused fires where negligence or intent can be established, actions must be taken to recover the cost of suppression activities, emergency stabilization and rehabilitation treatments, and damages to the resources and improvements. Trespass action is both cost recovery and an effective deterrent to prevent future damage to public lands.

Chapter II. Fire Planning Requirements

This chapter describes the fire program planning portion of the Bureau of Land Management (BLM) planning process. It includes a discussion on National Environmental Policy Act (NEPA) compliance for fire planning, and summarizes regulations that must be met at all levels of fire planning.

It is important to use and understand the correct fire management terminology with regard to fire management and BLM land use planning; therefore, please refer to the Glossary of this document, in association with the NWCG Glossary, which contains the most current fire management terminology. With regard to BLM land use planning, terminology varies depending on the BLM program.

A. Relationships between Planning Documents

The BLM's land use planning process provides the foundation for all BLM programs, including fire management, and ensures the public lands are managed in accordance with the Federal Land Policy and Management Act of 1976 (FLPMA) and regulations in 43 Code of Federal Regulations (CFR) 1600.

1. *Land Use Plans (LUP)*

   Fire management planning begins at the LUP level (see the Land Use Planning Handbook – H-1601-1 Appendix C for Wildland Fire Management requirements). {Please note that the terms LUP, Resource/Land Management (R/LMP), and Management Framework Plan (MFP) are considered interchangeable in this document}. Desired conditions (goals and objectives), along with allowable uses and management actions, are identified in the LUP. Goals are broad statements of desired outcomes. Objectives are usually quantifiable and measurable, and may have established timeframes for achievement. The LUP decisions are implemented using activity-level or project-specific plans. An Activity-level / project-specific plan typically describes multiple projects in detail that will lead to on-the-ground action; it is recommended they be developed through an interdisciplinary process (see H-1601-1).

   The LUP must identify strategies to meet land use goals and objectives related to wildland fire management, including strategies for unplanned ignitions and hazardous fuel treatments. The LUP may provide strategies for achieving multiple objectives in response to a wildfire. The LUP identifies how wildfires will be managed given certain conditions (e.g., the management direction for suppression such as full or critical suppression areas; limited or conditional suppression areas; areas where use of fire for resource benefit would be allowed or not allowed). The NEPA analysis of these decisions must be completed during the LUP process. Subsequent NEPA analysis may be required at the activity plan level, depending on the nature of the decisions and the level of NEPA analysis conducted in conjunction with the LUP. *Fire Management Plans (FMP)*

The FMPs are the over-arching activity plans for the fire program, and are the fire manager's tool for implementing on-the-ground fire-related direction from the LUP. The FMP will carry forward the direction for landscape scale planning by more specifically outlining the management response and defining implementation actions required to meet the objectives outlined in the LUP. The geographic scope of the FMP is the fire planning unit (FPU), which consists of one or more fire management units (FMU). An interagency FMP may tier to multiple LUPs, when the FPU boundary includes multiple agencies. Additional sections provide more detailed information regarding FPUs and FMUs.

To fully implement the FMP, more specific operational and implementation plans are normally developed. These plans must tier to the goals, objectives, mitigations, requirements, etc., in the LUP and FMP (including FMU specific direction). These plans are generally referred to as operational and implementation plans.

2. *Operational Plans*
Operational plans are developed to guide fire operations and applicable resource programs (e.g., brush disposal plan, reseeding plan, prescribed fire plan, etc.). They are generally site-specific and designed to complete the actual treatments to help achieve LUP or FMP objectives. They will vary, depending on the needs of the particular FPU, which will drive operational plan development. These plans take the broad management direction found in the LUP, and the more specific direction in the FMP, to the level of detail necessary to implement actions on the ground.

Operational plans can be developed at various scales and are encouraged at the landscape scale, whenever possible, to better meet the intent of LUPs and FMPs. For example, a landscape scale operational plan could consider the need for treatment throughout a specific geographic area such as a watershed. The plan could contain multiple site-specific projects treatments that focus on one objective such as hazardous fuels reduction or aspen enhancement. The plan could cover one or multiple kinds of methods (such as mechanical, prescribed fire, chemical, or manual) for treatment. Another example of an implementation plan could be one that covers a specific fire management action (described in Table 1), such as a plan for implementing the use of wildland fire to achieve resource benefits.

Chapter 4 provides additional information and examples of operational plans.

Figure 1. Relationship between planning documents.

3. *Fire Management Actions*

There are five primary fire management action points that fire planning efforts fall within: unplanned ignition; planned ignition (prescribed fire); non-fire fuel treatments; emergency stabilization (ES) and burned area rehabilitation (BAR); and prevention, education and mitigation. Examples of objectives and related actions/decisions covered by various plans for each of the five fire management actions points are referenced in the following table.

Table 1. Examples of objectives and related actions/decisions covered by various plans for each of the five fire management action points.

Action Point	Land Use Plan Decision	Fire Management Plan Decision	Operational Plan Decision
Unplanned ignition	Suppress all fires that threaten the wildland urban interface (WUI). Wildfire outside of the WUI may be managed using the full range of management response. This would include the use of wildland fire in plant communities where fire played a historic role. (The identification of plant communities or situations in which fire could be managed to achieve resource objectives could be included as an appendix.)	In the Mountain Meadow FMU, suppress all fires in areas identified as WUI. Outside of the WUI, use limited suppression techniques to protect values at risk while allowing use of wildland fire for resource benefit. Allow use of wildland fire to treat up to 35 percent of the Fire Regime Condition Class (FRCC) 2 acreage in the Lower Snake Fire Management Unit over the next five years.	In the Mountain Meadow FMU, suppression options will include aerial and ground tactics in the WUI. No bulldozer line will be allowed in the Price Areas of Critical Environmental Concern (ACEC). Outside WUI, use full suppression tactics along flanks that could move towards WUI; use point protection on values as risk and allow use of wildland fire for resource benefit under specific prescriptive measures. Mechanically treat a 50-foot buffer surrounding the Golden Wilderness Study Area (WSA) to allow use of fire within the WSA.
	Manage the response to wildfires in sage-grouse habitat to ensure healthy sagebrush ecosystems. Work closely with wildlife managers to design treatments to maintain or improve sage-grouse habitat.	Key sage-grouse habitat areas in the Long FMU require full suppression. Coordinate annually with resource specialists prior to the onset of fire season to identify and revise key habitat areas.	Pre-position initial attack forces to protect key habitat areas (identified leks and wintering habitat in the Clear Creek core management unit) during Fire Intensity Level (FIL) 3-5.

Table 1 (cont.). Examples of objectives and related actions/decisions covered by various plans for each of the five fire management action points.

Action Point	Land Use Plan Decision	Fire Management Plan Decision	Operational Plan Decision
Prescribed Fire	Use prescribed fire to reduce hazardous fuels in FRCC 2.	Use prescribed fire to treat 5000 acres in the ponderosa pine/grass fuel type in the Upper Moon Fire Management Unit over the next ten years.	Underburn 300 acres of ponderosa/grass in the Coal Wash project area of the Upper Moon FMU. Burn under the following parameters…
Non-Fire Fuel Treatments	Use mechanical treatment to reduce hazardous fuels in areas where prescribed fire is not feasible (e.g., FRCC 3).	Implement up to 1000 acres of mechanical treatments in the Larkin Valley FMU to reduce sagebrush density annually over the next ten years.	Chain 50 acres of dense sagebrush in the Magic Playa project area located in the Larkin Valley FMU.
ES and BAR	Develop a programmatic ES and BAR plan for the Largo Field Office to most efficiently respond after wildfire.	Native seed will be preferred in ES and BAR projects in mountain sagebrush communities in the Williams FMU.	Re-stock selective cuts in the Josten project area to levels prior to fire occurrence with Douglas fir as the dominant species.
Prevention/Education/ Mitigation	In partnership with local, state, and federal partners, build capacity within the communities bordering federal lands to reduce the risks and threats from wildland fire.	Build partnerships in San Miguel County to complete Community Wildfire Protection Plans (CWPP) for all communities identified as high risk through the region-wide risk assessment.	Implement the highest priority prevention and mitigation actions identified in the Lake Lenore, Whispering Pines, and Granite Rock CWPPs.

B. Land Use Plan Provisions Related to Fire Management Planning

The BLM Land Use Planning Handbook (H-1601-1, Appendix C) provides guidance on describing the planning requirements for the wildland fire management program. Meeting fire management requirements is important because all actions approved or authorized by BLM must conform to the existing LUP (43 CFR 1610.5-3). The following must be included in wildland fire management sections of LUPs:

i. Goals and Objectives
   1. Emphasis on human life, firefighter, and public safety as overriding priorities;
   2. Recognition of the role of wildland fire as an essential ecological process and ensure coordination and consistency with vegetation management goals and objectives;
   3. Inclusion of landscape-level fire management goals and objectives;
   4. Identification of fire management priorities or criteria for setting priorities;
   5. Use of the FRCC or similar concept to describe current and desired conditions. Land-use planning must incorporate the FRCC concept by presenting the historic fire regime, current condition class, and desired future conditions.

ii. Management Actions/Restrictions
   1. Consideration of fire management costs (i.e., suppression cost, rehabilitation cost, treatment cost, etc.);
   2. Identification of allowable uses and management actions to achieve objectives (single or multiple objectives may be achieved);
   3. Identification of geographic areas suitable and unsuitable for the use of wildland fire from unplanned ignitions to meet resource objectives;
   4. Types of fuels management treatments to be implemented;
   5. Identification of restrictions on fire management practices.

Developing fire-related goals, objectives, and desired conditions must be done in collaboration with other resource programs, especially those that have vegetation management responsibilities. Fire and resource managers are responsible for integrating their planned actions with other management actions (both agency and interagency, where appropriate, in scope) in order to ensure that fire management actions do not contradict the desired conditions of other programs.

If LUPs do not include the information required in H-1601-1, incorporation may take place in the next plan revision if revision is on-going or imminent; otherwise, an amendment for fire and fuels management is recommended. Simply referring to the FMP as the primary source of fire management guidance within the LUP is incorrect and does not meet BLM requirements. All decisions in an FMP must be in conformance with the LUP. This process is described in detail and illustrated in both the LUP Handbook, page 42, and the NEPA Handbook, Figure 1.2, page 7. If an action being considered in an FMP does not conform to the LUP, a LUP amendment must be completed prior to including the action in the FMP, or the FMP could be developed with a RMP amendment as part of a single NEPA process.

1. *Considerations of Large Fire Suppression Costs in Planning Documents*
   Appendix C of the Land Use Planning Handbook (H-1601-1) states, "Fire management strategies must result in minimum suppression costs, considering firefighter and public safety, benefits, and values to be protected; consistent with resource objectives" (H-1601-1, Appendix C).

   In planning documents, the anticipated relative wildland fire suppression costs for all alternatives proposed as part of the NEPA process must be evaluated. Therefore, all alternatives developed in the supporting NEPA document for a LUP must consider how actions affect suppression costs in the short- and long-term. This analysis does not require calculation of actual monetary figures. Instead, the analysis may describe, in a relative manner, how one alternative compares with another.

   This consideration is required not only at the LUP level, but at subsequent planning levels when planning efforts identify actions that may affect suppression costs. Actions that may affect fire suppression costs include:

   a. establishment of vegetation management objectives that leave land and/or resources at greater risk of damage from wildfire, and therefore, increase suppression costs;
   b. goals and objectives that do not reflect historical burned acre averages;
   c. unnecessary restrictions on the application of the use of wildland fire;
   d. restrictions on suppression activities to meet other resource objectives;
   e. actions that promote the expansion of invasive plants that alter fire regimes; or,
   f. actions that may limit suppression access, such as road decommissioning, to meet other resource objectives.

2. *Considerations for Special Status Species in Planning Documents*
   There are numerous special status species, including plants and animals that are threatened, endangered, and BLM-sensitive on BLM lands, and any restrictions or special requirement related to those species must be addressed, as appropriate, in any planning document.

   Sage-grouse Conservation
   The Sage-grouse is of particular importance due to habitat dependencies specific to BLM managed lands. The BLM has developed policy-specific conservation measures related to wildland fire management and protecting sage-grouse habitat, including fire management Best Management Practices (BMP) and mapping geographic data for sage-grouse habitat (see also "A Report on National Greater Sage-Grouse Conservation Measures"). In areas where sage-grouse are present, specific populations and their habitat needs must be considered in fire management planning and included at the land-use planning level as well as in LUPs, FMPs, and activity plans. These plans should ensure vegetation management objectives address sage-grouse habitat, and that these objectives are integrated with fire

management objectives, including fuel treatment objectives. This includes objectives related to fire management, as well as fuels treatments. These objectives must be consistent to the maximum extent practical, with any state or regional sage-grouse conservation plans or strategies in effect.

C. National Environmental Policy Act Compliance for FMPs

This section provides assistance in determining what method may be used to comply with NEPA during fire planning. The level and detail of analysis necessary to satisfy NEPA depends upon the detail and the scope of fire management decisions being made, as well as the level or type of NEPA analysis completed at the previous level of planning. Given the range of situations regarding the status of LUPs and FMPs from state to state, decisions on how to comply with NEPA will vary. For further information, refer to DOI policy in the Departmental Manual Part 516, Chapter 11, and the BLM NEPA Handbook (H-1790-1).

1. *Tiering, incorporation by reference and Determinations of NEPA Adequacy (DNA)* are tools to use existing analyses to gain efficiencies in the NEPA process. They provide a means to focus the subsequent levels of NEPA analysis, avoid redundancy, and reduce paperwork.

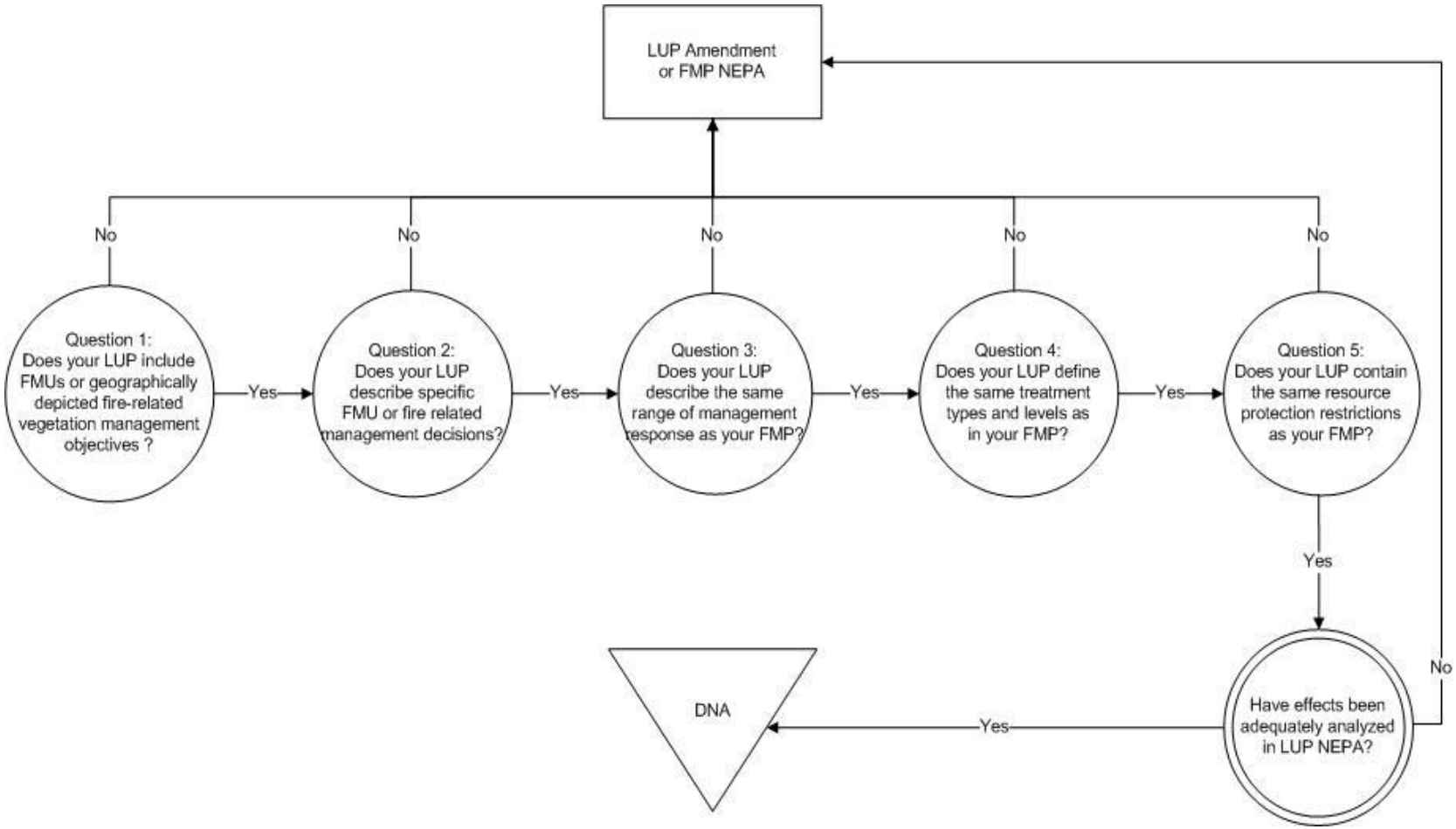
   Tiering is using the coverage of general matters in broader NEPA documents in subsequent, narrower NEPA documents. A site-specific NEPA document can be tiered to a broader FMP NEPA analysis, for example, if the narrower action in the site-specific project is clearly consistent with the decision associated with the broader action and the analysis addresses the type of impacts associated with the narrower action. In the tiered document, it would not be necessary to reexamine alternatives analyzed in the broader document. The focus of the tiered document would be on those issues and mitigation measures specifically relevant to the narrower action, but not analyzed in sufficient detail in the broader document (BLM NEPA Handbook H-1790-1).

   When incorporating by reference, a NEPA document can refer to other available documents that cover similar issues, effects, and/or resources considered in the NEPA analysis currently being prepared. Incorporation by reference allows for a brief summary of the relevant portions of these other documents rather than completely repeating them. It can include effects analyses done in a broader NEPA document. It requires an explanation of how the previous analysis relates to the action in question and how conclusions were derived from the previous analysis.

   No further NEPA compliance would be necessary if the previous analysis is determined to be adequate for decisions at the next level. In some instances, a DNA could be prepared (*section 5.1 BLM NEPA Handbook H-1790-1*). A DNA confirms if the decision or action under consideration is adequately analyzed in existing NEPA document(s) and is in conformance with the LUP.

The following flowchart illustrates a recommended decision tree that can be used to reach a decision on whether NEPA compliance is required for the FMP. This decision tree is recommended guidance. If the FMP document includes LUP-level decisions that were not covered in the existing LUP, then a LUP amendment requiring NEPA analysis must be completed. If the FMP includes specific actions, decisions, or projects (i.e., fuel treatment work) that were not analyzed in the LUP, then you will need to complete NEPA at the FMP level

Figure 2. Decision tree recommended for determining whether or not NEPA compliance is required for the FMP.



The previous flow chart asks questions regarding the specificity of fire management direction. If answers remain "Yes" throughout the flowchart, a DNA could be prepared. If the answer to any question is "No," then either an LUP amendment or, if the action is consistent with the LUP but requires further analysis, NEPA at the FMP level must be completed. The NEPA screening process (BLM NEPA Handbook H-1790-1) will help identify the type of NEPA compliance necessary. Whatever path is followed, the decision and the reasoning behind the decision must be documented.

Determining whether a decision is considered "new" or adequately covered in a previous NEPA document is not always straight-forward. Essentially, a decision is considered "new" if it refines, narrows, or provides sideboards to a decision from a higher level planning document and the analysis of such is not adequate in the higher-level document.

The following examples represent decisions that, if included in an FMP but not included in an LUP, may trigger a plan amendment or additional NEPA analysis. These decisions are examples only; they are not a complete list.

i. Specific treatment locations that are only covered by broad objectives in the LUP.
ii. Percentages of an area that can be treated to meet resource objectives and improve habitat (prescribed fire, mechanical, chemical, biological); limits could include size, intensity, equipment, and timeframes/seasonality.
iii. Substantially different management objectives and/or strategies from the LUP.

This logic also applies at subsequent tiers of fire planning. While management response decisions are usually covered by NEPA analysis at the LUP or FMP level, implementation plans, such as prescribed fire plans, non-fire fuels treatments, or ES and BAR plans usually require separate, more project-specific NEPA analysis. Tiering and incorporation by reference can streamline the NEPA process for these implementation plans. Basically, if a new decision and the effects (individual and/or cumulative) of that decision are not analyzed adequately in a broader planning NEPA document, NEPA analysis would be triggered. On the other hand, if NEPA analysis was completed at the FMP level to cover decisions and effects for site-specific projects (such as for a five-year plan of fuels treatments), then subsequent NEPA analysis may not be needed for these site-specific projects (documentation through the DNA process showing NEPA compliance would still be needed). Significant new circumstances or information relevant to environmental concerns and bearing on the proposed action or its effects may trigger the need to conduct additional NEPA analysis.

The Department of the Interior's policy on the NEPA can be found in the Departmental Manual Part 516, Chapter 11 and 43 CFR Part 46. The BLM guidance on managing the NEPA process is covered in the BLM NEPA Handbook (H-1790-1).

2. *Landscape Scale NEPA*
   Landscape-scale projects (planning, analysis, implementation, etc.) are recommended to be developed whenever possible to gain potential efficiencies. Programmatic documents developed to comply with NEPA could then be completed to assess the effects of the proposed projects across the landscape instead of preparing NEPA documents for individual projects. The advantage of a landscape-scale NEPA analysis over an individual site-specific analysis is that it allows more adequate assessment of both spatial and temporal cumulative effects. This level of programmatic planning follows the intent of federal fire policy to conduct landscape-level projects.

   Additional tools for use of NEPA analysis regarding National Fire Plan projects have been provided through the Healthy Forests Initiative and the Healthy Forests Restoration Act. Information on these tools is discussed in Chapter 5 – Implementing the FMP, and can also be found in the BLM NEPA Handbook (H-1790-1).

3. *NEPA for Wildland Fire Management Response*
   Immediate action must be taken to prevent or reduce risk to public health or safety, property, or important resources consistent with LUPs and FMPs when managing wildfires. The BLM Washington Office will consult with the DOI Office of Environmental Policy and Compliance (OEPC) on an annual basis to discuss anticipated fire management activities for the upcoming fire season and any changes in fire management standards and operating procedures. The OEPC will also consult with the Council on Environmental Quality (CEQ) as appropriately noted in the BLM NEPA Handbook (H-1790-1).

D. Other Regulatory Compliance and Statute Requirements

All BLM planning decisions and actions shall comply with all applicable federal, tribal, state and local laws, statutes, regulations, and standards. National statutes applicable to fire management are described in the Fire Planning Manual (M-9211). The following sub-sections detail how some of these statutes influence BLM fire management planning efforts.

1. Clean Air Act
   The BLM actions (either directly or through use authorizations) must follow state air quality and Environmental Protection Agency (EPA) regulations for air quality. Mandatory Class 1 areas, which include national parks and wilderness areas (over 6,000 acres and over 5,000 acres, respectively, (at enactment of Clean Air Act amendments of 1977) are subject to visibility protection regulations. While usually only stationary sources of pollution are restricted, there are some states with specific regulations that address intrusions of smoke from prescribed fires that may adversely affect visibility.

Exceptional Events Rule

The EPA published a final rule on exceptional events in the Federal Register/Vol. 72, No. 55/ March 22, 2007. The rule states that both wildland fire and fire used to meet management objectives fall within the meaning of "natural" events. Therefore, ambient particulate matter and ozone concentrations due to smoke from wildland fire will be considered for treatment as an exceptional event if the fire is determined to be a wildfire. Also, according to the final rule, wildland fires being managed for resource benefit must occur on lands that have been designated as such in LUP/FMPs as areas where fires are necessary and desirable to accomplish specific resource management objectives.

The final rule further states that while prescribed fire cannot be classified as a "natural" event, it may meet other statutory criteria (defined in Section 319 of the Clean Air Act) of "affecting air quality" and being "unlikely to occur at a particular location" and "is not reasonably controllable or preventable." The determination of whether a prescribed fire can be considered an exceptional event is determined by each state's air quality regulations.

If qualified as an exceptional event, air quality data collected during the event can be flagged by a state as exceptional. If the EPA concurs, the data will be excluded from regulatory determinations such as non-attainment. State BLM staff should position themselves to assist the states in determining exceptional events by: providing the state with fire source information and behavior/growth predictions, ensuring proper project implementation and proof of compliance with a state smoke management program or basic smoke management practices are followed for prescribed fires.

Every state will have differing regulations; state implementation plans (SIP), and associated requirements regarding smoke management. Therefore, BLM must work closely with its state air quality agencies to ensure that prescribed fires and use of wildland fire can be implemented, when conditions warrant, in a timely manner.

Fine Particulate Matter PM2.5

In 2006, EPA revised its National Ambient Air Quality Standard (NAAQS) for fine particles (PM 2.5) by lowering the 24-hour threshold from 65 micrograms per cubic meter ($\mu g/m^3$) to 35 $\mu g/m^3$. This standard is based on a three-year average of the 98th percentile of 24-hour concentrations. Smoke from wildland fire can be a significant source of PM 2.5, potentially impacting an area's (non)-attainment status. On October 8, 2009, EPA made final decisions on what locations are considered to be in non-attainment for PM2.5; this action designated 31 areas, composed of 120 full and partial counties, as nonattainment areas (NAA).

Developing strategies to reduce PM 2.5 contributions involves air quality modeling which simulates hundreds of the primary gas reactions in the atmosphere, to

determine the contributors to nonattainment and the effectiveness of control and mitigation strategies in meeting the standard.

Federal land managers contemplating projects within NAAs must also comply with the general conformity provisions of the Clean Air Act. General conformity requires, that prior to undertaking a project, conformity with the NAAQS State Implementation Plans must be demonstrated. The conformity determination process can be conducted concurrent with NEPA analysis and other plan development. The conformity determination is required to have public, as well as state, regulatory review. This review requirement must be built into all project planning for actions occurring in nonattainment areas.

Ozone

On January 6, 2010, the EPA proposed to strengthen the national ambient air quality standards for ground-level ozone. Ground-level ozone is a primary component of smog. The EPA is proposing to strengthen the 8-hour "primary" ozone standard, designed to protect public health, to a level within the range of 0.060-0.070 parts per million (ppm). The EPA is also proposing to establish a distinct cumulative, seasonal "secondary" standard, designed to protect sensitive vegetation and ecosystems, including forests, parks, wildlife refuges, and wilderness areas.

2. *Clean Water Act and Safe Drinking Water Act*

   The BLM has a responsibility to fulfill its obligations under the Clean Water Act and Safe Drinking Water Act to maintain waters that meet or surpass designated beneficial uses, to restore impaired water resources in support of their designated beneficial uses, and to provide water for public consumption and use.

   Non-point source pollution, the largest source of water quality problems on public lands, comes from diffuse or scattered sources rather than from outlet specific points, such as a pipe, that constitutes a point source. Sediment is a non-point source of pollution that results from activities such as grazing, timber harvest, and erosion, associated with wildland fires. Erosion and delivery of eroded soil to streams is the primary non-point source pollution predicament facing the BLM and needs to be of primary concern when planning for fuels treatments, suppression rehabilitation, emergency stabilization, and burned area rehabilitation, among others.

3. *Endangered Species Act*

   The FMPs must specify how compliance with the Endangered Species Act (ESA) will be met. Generally, compliance will take place at the LUP, project planning and implementation levels unless new decisions, with subsequent NEPA analysis, are outlined in the FMP. The Endangered Species Consultation Handbook for Procedures for Conducting Consultation and Conference Activities under Section 7 of the Endangered Species Act (1998) provides guidance on the requirements of Section 7 consultation.

Offices need to consider whether fire management actions may affect listed species. If so, consultation must be initiated. It is important to work with field office biologists to determine if any programmatic consultations cover fire management actions. Conservation measures developed from programmatic consultations must be included in all planning documents, including FMPs and activity plans.

Programmatic consultations are encouraged and could be developed for: fuels programs, use of wildland fire, ES and BAR or suppression actions that clearly describe conservation measures that could be used at the project level to ensure "no effect," and avoiding having to reach agreement on such measures during emergency consultations.

Emergency Consultations (50 CFR 402.05)

Emergency consultations during wildfire may be required if listed species could be affected by suppression actions. The ESA consultation regulations recognize that an emergency may require expedited consultation. The following is taken directly from the *Endangered Species Consultation Handbook for Procedures for Conducting Consultation and Conference Activities under Section 7 of the Endangered Species Act* (1998).

The initial stages of emergency consultations are usually conducted by telephone, mail or facsimile followed, as soon as possible (within 48 hours if possible), by written correspondence from the agency rendering consultation service. This provides the agencies with an accurate record of telephone contact. This written record also provides the BLM with a formal document reinforcing commitments made during the initial stages of emergency consultation. During this initial contact, or soon thereafter, the consulting agency's role is to offer recommendations to minimize the effects of the emergency response action on listed species or their critical habitat; it is not to stand in the way of response efforts.

As soon as practicable after the emergency is under control, BLM must initiate formal consultation with the respective agency/agencies if listed species or critical habitat has been adversely affected. Although formal consultation occurs after the response to the emergency, procedurally it is treated like any other formal consultation. However, the BLM has to provide additional information to initiate a formal consultation following an emergency, including:

i. a description of the emergency,
ii. a justification for expedited consultation (if applicable), and
iii. an evaluation of the response to and the impacts of the emergency on affected species and their habitats, including documentation of how the recommendations were implemented, and the results of implementation in minimizing take.

4. *National Historic Preservation Act (NHPA)*

Planning documents must provide cultural resource information relevant to all potential fire management actions. Where developed, this information may include the types of sites within specific management areas, their particular cultural resource vulnerabilities to proposed actions, and measures suitable for their cultural resource protection. For fire suppression activities, FMPs must identify where and/or when it is necessary to involve a cultural resource specialist.

The FMPs must specify how actions taken will comply with Section 106 of the NHPA. Section 106 of NHPA requires federal agencies to take into account the effects of their undertakings on historic properties, and afford the Advisory Council on Historic Preservation (ACHP) a reasonable opportunity to comment. The historic preservation review process mandated by Section 106 is outlined in regulations issued by ACHP. Generally, NHPA compliance will take place at the project planning and implementation level unless NEPA analyses are conducted for the FMP.

For areas where wildland fire may be used to benefit resources, the FMP must specify those actions needed to comply with Section 106 prior to implementing decisions. When existing cultural resource data is insufficient to define the types, locations, and vulnerability of cultural resources to wildland fire actions, then it may be necessary to develop and test cultural planning models to identify cultural resource constraints and/or restrictions prior to implementing use of wildland fire decisions. Consideration must be given to the sensitivity of cultural resources information.

5. *Wilderness Act*

The Wilderness Act generally prohibits commercial activities, motorized access, motorized vehicles, boats and equipment, the landing of aircraft, roads (including temporary roads), structures and facilities in wilderness areas. The management guidelines of the Wilderness Act permit exceptions to these prohibitions in emergencies involving the health and safety of persons within the wilderness area. The regulations for wilderness management on BLM lands are found at 43 CFR 6300 (also see the wilderness and wilderness study area section of this handbook).

Emergency Functions in Wilderness (43 CFR 6303.1)

In order to meet the minimum requirements for the administration of wilderness areas, BLM may: (a) use, build, or install temporary roads, motor vehicles, motorized equipment, mechanical transport, structures or installations and land aircraft, in designated wilderness; (b) prescribe conditions under which other federal, state, or local agencies or their agents may use, build or install such items; (c) authorize officers, employees, agencies, or agents… to occupy and use wilderness areas to carry out the purposes of the Wilderness Act or other federal statutes; and (d) prescribe measures that may be used in emergencies involving the health and safety of persons in the area, including, but not limited to, the conditions

of use of motorized equipment, mechanical transport, aircraft, installations, structures, rock drills, and fixed anchors.

Provisions for Control of Fire, Insects and Disease in Wilderness Areas (43 CFR. 6304.22)
The BLM may prescribe measures to control fire, noxious weeds, non-native invasive plants, insects, and diseases. The BLM may require restoration concurrent with, or as soon as practicable, completion of such measures.

E. BLM Program Compliance

Because fire management actions can affect other programs (e.g., a fuels treatment may affect a planned recreation trail), it is the responsibility of fire managers and staff to work closely with other programs managing uses and resources and be familiar with other program policies. This may be done through participation on interdisciplinary planning teams, and is highly recommended.

In addition to the Land Use Planning Handbook (H-1601-1), this handbook must be used in conjunction with other BLM manuals and handbooks that provide details on compliance with the statutes mentioned above and with other BLM programs. Although not all manuals and handbooks are listed here, some include: the NEPA Handbook (H-1790-1), Special Status Species Management (M-6840), Tribal Consultation under Cultural Resources (M-8120), General Procedural Guidance for Native American Consultation (H-8120-1), Planning for Uses of Cultural Resources (M-8130), Protecting Cultural Resources (M-8140), Air Resources Management (M-7300), Wilderness Management and Interim Management for Areas under Review (M-8560, H-8550-1), Visual Resource Management, (M-8400), Area of Critical Environmental Concern (M-1613), Integrated Weed Management (M-9015), Wild and Scenic Rivers (M-8351), Integrated Vegetation Management (H-1740-2) and Burned Area Emergency Stabilization and Rehabilitation (H-1742-1). This is not a complete list of manuals and handbooks.

1. *Areas of Critical Environmental Concern (Manual 1613)*
   The FLPMA provides overall direction for ACECs. The ACEC designation is the principal BLM designation for public land where special management attention is required to protect important natural, cultural, and scenic resources and to identify and prevent irreparable damage caused by natural hazards. In ACECs, special management attention is required to protect resources and prevent irreparable damage caused by natural hazards. For example, special management may include restrictions on how, when, and where firelines can be constructed.

   Management prescriptions are set forth for ACECs through the LUP planning process. The ACEC activity plans may be developed when more site-specific or more detailed planning is warranted (e.g., a more detailed ACEC management plan incorporating habitat restoration using fuels treatments within the ACEC); therefore, ACEC activity plans may consider fire management concerns.

2. *Air Resources Management (Manual 7300)*
   In this manual, BLM recognizes air as a resource (both climate and air quality) that must be sustained through prudent management and impact mitigation similar to other indispensable public land resources. Air resource values shall be considered on an area-by-area basis by applying the concepts of multiple-use management, as described in FLPMA, taking full account of the value and importance of the various resources present, and balancing the development and use of those resources within the applicable limits of air quality standards and regulations. Fire staff and managers must consider addressing air resources, as applicable, when developing FMPs and subsequent activity- and project-level plans.

3. *Special Status Species (Manual 6840)*
   Fire planning efforts must consider special status species. According to the BLM Special Status Species Manual M-6840, BLM will ensure that all actions authorized, funded, or carried out are in compliance with the Endangered Species Act. Therefore, activities need to focus on conserving and/or recovering ESA-listed species (and the ecosystems on which they depend) so that ESA protections are no longer needed for these species. The BLM policy also requires ESA compliance for species proposed for listing (except formal consultations are not required). The BLM will also ensure that actions authorized, funded, or carried out for federal candidate species and BLM sensitive species will not contribute to the need for the species to become listed.

4. *Cultural Resources (Manual Sections 8100-8170)*
   In carrying out its responsibilities, BLM has developed policies and procedures through its directives system to help guide BLM's planning and decision making affecting historic and other cultural properties, and has assembled a cadre of cultural heritage specialists to advise BLM managers and to implement cultural heritage policies consistent with these statutory authorities. Two cultural manual sections are summarized here, but BLM fire managers must coordinate with cultural resource specialist to ensure fire management planning and actions comply with other related manuals.

   Planning for Uses of Cultural Resources (Manual 8130)
   This manual clarifies the level of cultural resources information and the kinds of long-term management decisions needed in LUPs as outlined in the Land Use Planning Handbook (H-1601-1) and Identifying Cultural Resources (Manual 8110). It also provides instruction on preparation of other property-, resource-, and project-specific plans that pertain to management of cultural resources.

   Protecting Cultural Resources (Manual 8140)
   This manual explains BLM's role in the Section 106 review process and reiterates that compliance is a federal agency responsibility that cannot be delegated or transferred to a non-federal party. The manual provides guidance on physical and administrative conservation measures, considering effects of proposed land use, preventing loss and destruction from illegal activities, treasure hunting, and coordinating with outside parties.

5. *Wilderness (Manual 8560)*
   The BLM allows fire, insects, and diseases to play a natural role in the wilderness ecosystem, except where these activities threaten human life, property, or high value resources on adjacent non-wilderness lands, or where these would result in unacceptable change to the wilderness resource. In order to return some wilderness ecosystems to a more natural state, it may be appropriate to allow natural fire to burn, but only in conformity with an approved FMP and the overriding fire guidance. Where beneficial use of wildland fire does not meet

wilderness fire management objectives, prescribed fire may be allowed on a case-by-case basis to: reintroduce fire or maintain the natural condition of a fire-dependent ecosystem; to restore fire where past strict fire control measures have interfered with natural, ecological processes, where a primary value of a given wilderness will be perpetuated as a result of the burning; or where it will benefit a threatened or endangered species.

The following considerations must be covered in an FMP for areas of designated wilderness (does not include "lands with wilderness characteristics): wilderness management objectives, historic fire occurrence, natural role of fire, proposed degree of suppression, expected fire behavior and characteristics, acceptable suppression techniques, smoke management, and effects on adjacent landowners. The FMP must establish criteria to define the limits of acceptable fire weather, fire behavior, fire effects, and FMP decisions must conform to the Wilderness Management Plan for the area it addresses. When planning fire management strategies, consideration must emphasize actions that are the minimum necessary for wilderness administration. The minimum tool concept or minimum impact suppression techniques (MIST) will apply to emergency situations as well as non-emergency projects such as fuels treatments. Tools, equipment, or structures may be used in wilderness areas when they are the minimum necessary for protection of the wilderness resource, or when necessary in emergency situations for the health and safety of the visitor. Management must use the minimum tool, equipment, or structure necessary to successfully, safely, and economically accomplish fire objectives. The chosen tool, equipment, or structure must be the one that least degrades wilderness values temporarily or permanently.

Acceptable fire-related tools, equipment, and structures in wilderness areas may include but are not limited to: fire towers, patrol cabins, pit toilets, temporary roads, spraying equipment, hand tools, fire-fighting equipment caches, fencing, and prescribed fire. In special or emergency cases involving the health and safety of wilderness visitors, or protection of wilderness values, aircraft, motorboats, and motorized vehicles may be used.

Wilderness Study Areas (Manual 8550-1)
The FLPMA directs BLM to manage and protect wilderness characteristics of Wilderness Study Areas (WSA) until Congress acts. The general standard for management of WSAs is to not allow actions or impacts that will preclude Congress' prerogatives in either designating the areas as wilderness or releasing them for other non-wilderness uses. The BLM manages WSAs under the Interim Management Policy for Lands under Wilderness Review (H-8550-1). This management is generally referred to as Interim Management or the Interim Management Policy (IMP) and must be considered in fire management planning.

6. *Integrated Vegetation Management (Handbook 1740-2)*
Renewable resource programs and processes within BLM must be structured to promote work toward common goals and objectives to maximize the effectiveness

of management actions, as well as improve overall program efficiency. A well-integrated vegetation management program requires that staff at all levels of the organization who are involved in activities that modify vegetation on public land, whether directly through vegetation treatments or indirectly through land use, work closely together to achieve a common outcome for the vegetative resource. Therefore, fire managers must ensure that fire planning efforts are developed on an interdisciplinary basis with other programs affecting vegetation.

7. *Burned Area Emergency Stabilization and Rehabilitation (Handbook 1742-1)*
The BLM will require any necessary suppression activity stabilization concurrently, or as soon as possible, after the incident. Handbook 1742-1 provides BLM-specific guidance on plan development and direction on allowable actions for both ES and BAR. The ES and BAR section of the FMP shall summarize the fire planning unit's ES and BAR program and identify long-term restoration goals which provide guidance beyond the three-year period applicable to ES and BAR activities. The FMP should describe the historic annual workload necessary to plan and implement the ES and BAR program. The FMP should include a discussion on collaborative processes in planning, priority setting, and implementation for the ES and BAR program. Any unit-wide plan, such as a Programmatic Fire ES and BAR Plan, developed to guide ES and BAR activities, should be identified or referenced in and conform to the FMP. Regardless of the program lead, fire, and ES and BAR personnel must closely coordinate and participate in the preparation and review of FMPs, as well as programmatic ES and BAR plans, to insure identification, documentation, and integration of common goals and objectives.

Policies on timeframes for ES and BAR planning, funding, and implementation are very specific. The FMP should reference ES and BAR program timeframes and milestones to ensure objectives and targets are met. Important milestones to include would be: scheduling of pre-season meetings to address potential issues and review plan preparation timing; when to assign a resource advisor to handle ES and BAR during wildfire events; and deadlines which may affect timeframes.

Actions for emergency stabilization fall into several categories (with numerous specific actions found under each category): human life and safety; soil/water stabilization; designated critical habitat for federal/state listed, proposed, or candidate species; critical heritage resources; invasive plants; and monitoring. These are discernible to actions affecting burned area rehabilitation, which also fall into several categories: lands unlikely to recover naturally; weed treatments; tree planting; repair/replace fire damage to minor facilities; and monitoring. More information on the program can be found at the BLM Emergency Stabilization and Burned Area Rehabilitation homepage.

Chapter III. Fire Management Plan (FMP) Processes

This chapter provides guidance on the processes for preparing, reviewing, and updating FMPs. The FMPs must be developed, reviewed, and approved in conformance with requirements set out in the Interagency Fire Management Plan Template (IFMPT), associated agency specific guidance, the Fire Planning Manual (M-9211) and this handbook.

A. Objectives of a Fire Management Plan

The objectives of an FMP are to:

i. clearly identify that the highest priority in all fire management activities is public and firefighter safety;
ii. interpret land use plan (LUP) direction into a specific fire management strategy for the planning area and each fire management unit (FMU) delineated;
iii. formally document the unit's fire program components, objectives, priorities, strategies, and resource considerations based on interdisciplinary input by resource specialists to ensure firefighter and public safety, costs, and common vegetation and resource management goals are considered; and
iv. be consistent with policies, laws, and regulations (federal, state, Department of the Interior (DOI), interagency and Bureau of Land Management (BLM)).

To address these objectives, the FMP must identify:

i. public and firefighter safety as the first priority;
ii. values to be protected and their priority;
iii. desired future condition of the vegetation;
iv. the management response to fires and how fires are prioritized for the allocation of fire management resources;
v. a strategy to achieve land-use planning objectives, ecosystem sustainability, and to meet the desired conditions established through LUP decisions;
vi. fuels management activities to reduce risk, protect communities and restore fire's natural ecological role;
vii. support for interagency collaboration either through agreements, or ideally, through the development of interagency FMPs and FMUs;
viii. a community assistance strategy to identify and mitigate high risk areas;
ix. best management practices (such as resource protection measures) to minimize disturbances from fire operations; and
x. thresholds to assist in determining whether an FMP needs revision.

B. Collaboration - Interagency/Interdisciplinary

Collaboration is a cooperative process in which interested parties, often with widely varied interests, work together to seek solutions with broad support for managing public and other lands (BLM H-1601-1). Collaboration among external as well as internal parties is critical in fire planning efforts.

The 10-Year Comprehensive Strategy Implementation Plan (which is part of the National Fire Plan) provides initial guidance on collaboration. It recognizes the importance of collaboration as the foundation of all fire management. Regular collaboration must occur with tribal, federal, state, county, and local government entities. Successful collaboration must include at least some or all of the following features:

i. Include diverse and balanced stakeholder representation;
ii. Establish clear expectations and goals;
iii. Collaborate early and often;
iv. Strive for maximum transparency in the decision-making process;
v. Encourage stakeholders to function as representatives;
vi. Foster long-term participation/relationships;
vii. Recognize time frames and resources; and
viii. Conduct collaboration in a way that complements and informs formal decision-making.

The collaborative process must be used to develop fire management strategies. Collaborators may be agencies, organizations, or individuals with land inside the FPU, and those interested in fire management activities within the FPU. Collaboration may have occurred during LUP development, in addition to FMP development. Collaboration occurs when interested parties work together to develop common fire management goals, strategies, and actions.

Examples of collaborators include: other federal agencies, tribes, states, counties, municipalities, regulatory agencies, non-governmental organizations, or resource advisory councils.

Examples of the collaborative process include: meetings with local communities and partners, workshops, forums, scoping, and efforts resulting from interagency fuels committees, regional landscape planning, steering committees, or weed management groups.

Examples of actions that result from collaboration include: coordinating placement of fire management tactical boundaries, landscape-level fuel treatments, coordinated fire management responses, cost sharing for fuel treatments/restoration projects, training, efforts to reduce risk to communities, including development of CWPPs, coordinated biomass opportunities to benefit communities, stewardship opportunities, or fuel breaks.

C. Developing a Fire Management Plan

The FMPs must be developed using a collaborative, interdisciplinary approach. All BLM programs that affect or are affected by fire management should participate in the FMP development process. These programs may include range, forestry, wildlife, recreation, soils and hydrology, vegetation, cultural, botany, visual resources, paleontology, and the National Landscape Conservation System program. Managers should ensure that these program staffs participate on fire planning teams to ensure their resources are appropriately

addressed throughout the planning process. Managers should ensure that program-related goals and objectives are included when developing fire management strategies.

The FMP must be prepared using the most current IFMPT and associated BLM guidance on the template (see Appendix D for the template and Appendix E for BLM specifics). The BLM template guidance is consistent with the interagency template approved on April 9, 2009, by National Fire Directors for all federal agencies and the National Wildfire Coordinating Group (NWCG). When developing an FMP, use the template guidance in combination with this handbook section, which provides additional explanations on some key FMP processes.

The FMPs must identify and integrate all wildland fire management and related activities within the context of the approved LUP. Wildland fire management goals must be coordinated across administrative boundaries on a landscape basis. Fire management decisions must be consistent or compatible across administrative lines.

1. *Defining Fire Planning Units (FPU) and FMUs*
   As stated in section 2.1, the FPU consists of one or more FMUs. The FPU does not have to be predefined by the agency administrative office boundaries, and may relate to one or more agencies. It could cross jurisdictional boundaries.

   The primary purpose of developing FMUs in fire management planning is to assist in organizing information about complex landscapes. The FMUs divide the landscape into geographic areas to more easily describe historical fire occurrence, climatological/physical/biological/social characteristics and frame associated planning guidance based on these characteristics. The FMUs could be further divided to contain data related to more specific management objectives if warranted.

   Interagency FMU development is recommended. In developing FMUs, collaboration with adjacent land owners (federal, state, private, etc.) should consider the landscape as a whole. Ideally, one interagency FMP should be developed across a landscape where collaborative efforts make sense for effective fire management.

2. *Measurable Objectives for FMUs*
   The NWCG glossary defines fire management objectives as “planned, measurable results desired from fire protection and use based on land use goals and objectives.” The FMP must develop fire management objectives specific to each FMUs. These objectives must be strategic, measurable, and realistic and must reinforce a standard, desired state, or trend based on LUP goals.

   While the LUP identifies the desired future condition, the FMU objectives must specify the where, when, and how this LUP standard/desired condition/trend will be achieved for each FMU (a decade is often used as a standard time frame).

Identification and mapping of locations associated with these objectives should be included, when possible. The following are examples of measurable objectives:

i. 25 percent of high priority condition class 3 acres are moved to a better condition within ten years.
ii. 40 percent reduction in juniper overstory will be accomplished in the Blue Ridge watershed within ten years.
iii. Limit the acres burned (planned and unplanned ignitions) in the next five years to 50,000 acres.

Measurable objectives included in FMPs are often based on "values". Potential values could include market values (i.e., timber…), non-market values (i.e., recreation…) and what economists refer to as public goods (i.e., scenic views and endangered species habitat). Identifying values enables the FMP to include the full range of management options into the planning process. The FMP should include a discussion of the beneficial and detrimental impacts of fire. The FMPs should identify values at the FMU level and compare them geographically across the landscape, regarding where fire is desired or not desired. Discussion should include how fires will be managed according to the impacts on these values related to the various fire management decisions. These values will be used to provide a broad understanding of fire management actions and where they occur based on values, as well as for prioritizing management actions and fuels treatments. Values can focus on local (district/zone), state (geographical) and/or national office considerations.

3. *FRCC Determination by FMU*

Fire Regime Condition Class (FRCC) remains one of the ecological indicators used by BLM to describe resource conditions. It evaluates the fire regime departure for distinct biophysical settings, as well as the corresponding landscape expression of seral stages. As a landscape metric, FRCC will be summarized for areas large enough to exhibit the natural variation in fire regimes and seral stages among biophysical settings.

The FRCC involves two pieces of information: (1) the historic fire regime; and (2) the condition class. The FMPs must display, at a minimum, the acreage of FRCC for each FMU using the method that best depicts local conditions (see the following examples below). As with LUPs, FMPs must use FRCC to describe current and desired future conditions. Offices will utilize the most accurate data available in describing fire history, fire occurrence, and vegetation conditions for the FMU being assessed. These variables are used in describing current landscape and fire regime conditions. Landscape Fire and Resource Management Planning Tools (LANDFIRE) Biophysical Setting models will serve as reference values for FRCC evaluation, unless locally derived reference values are available. All supporting resources related to FRCC, such as user guides, on-line courses, and tutorials, are available at www.frcc.gov.

The FRCC can be determined using one of the methodologies outlined below:

a. The FRCC GIS Mapping Tool -To use this tool, users utilize the LANDFIRE Biophysical Settings (BpS) and Succession Class (S Class) spatial layers to map FRCC for analysis areas. This method produces a number of output grids depicting fire regime and vegetation departure. Using explanation in the FRCC guidebook, offices will utilize the appropriate Geographical Information Systems (GIS) layer to describe landscape FRCC conditions. All associated documentation is available at the FRCC website. Users may also use locally developed biophysical settings and S Class GIS layers for FRCC mapping, if available and more accurate.

b. The FRCC Standard Landscape Software Method - This is a non-spatial tool that produces a concise report, describing condition class for the overall FMU, and for individual biophysical settings within the FMU. This tool summarizes FRCC information into the required format and, as such, is the preferred method if spatial data quality is not adequate. This tool does not require the use of GIS and is described in Chapter 3 of the FRCC Guidebook.

c. The FRCC Standard Landscape Worksheet Method - This involves manually calculating FRCC using the worksheets provided in the FRCC Guidebook. This method requires manual calculation, and is best applied to project level field assessments rather than FMU summarization. It is fully described in Chapter 3 of the FRCC Guidebook.

d. Locally Derived FRCC using Original FRCC Definitions, Local Vegetation Data, and Fire History Information - This method involves the use of local data, such as fire occurrence and vegetation conditions, to assign FRCC to biophysical settings within the analysis area. This method involves qualitatively comparing current conditions to historic conditions, using the original FRCC definitions to define departure and historic fire regimes. Detailed definitions of FRCC are provided in Chapter 2 of the FRCC Guidebook. All analyses using the FRCC definitions must be documented.

e. LANDFIRE National FRCC Maps - This method is only acceptable for describing FRCC for state or larger areas. To provide statewide FRCC conditions, the LANDFIRE National FRCC maps can be queried to portray FRCC for the BLM portions of an entire state. This method requires the use of GIS.

The appropriate method for FRCC determination relates to data availability, quality, and technical skills. If offices have confidence that accurate GIS layers depict historic and current conditions, and are skilled in using the FRCC mapping tool, Method 1 should be used to spatially map FRCC. If offices do not have GIS layers which accurately depict historic and current conditions, Method 2 should be used to assess and summarize FRCC. Method 3 should primarily be used for field data collection,

before data is entered into the FRCC software. Where offices lack skills in the use of the FRCC forms, software, or GIS tool, Method 4 may be applied. Method 5 allows users to produce a state-level FRCC map, which is only intended to show broad trends in FRCC. This method cannot be used to map smaller areas such as district, field offices, or FMU field offices.

Field units are encouraged to analyze FRCC in interdisciplinary team settings in order to complete multiple analyses more efficiently (e.g., in conjunction with Properly Functioning Condition or Land Health Assessments). The following examples show how FRCC acreages can be displayed in FMPs and/or LUPs.

Example 1: Historic Fire Regime and Condition Class displayed for an individual Fire Management Unit.

Juniper Butte FMU **					
Biophysical Setting	Historic Fire Regime (I-V)	Condition Class 1 (acres)	Condition Class 2 (acres)	Condition Class 3 (acres)	Total Acres
Wyoming Big Sagebrush	IV	48,000	53,000	126,000	227,000
Salt-Desert Shrub	V	18,000	6,500	84,000	108,500
Pinyon-Juniper	IV	115,000	36,000	9,600	160,600
Mountain Shrub	II	53,000	101,000	35,000	189,000
Total Acres by Condition Class		234,000	196,500	254,600	685,100

Example 2: FRCC displayed for an entire Fire Planning Unit.

Flat Top Fire Planning Unit **										
Biophysical Setting (Historic Fire Regime)	Juniper Butte FMU			Sheep Rock FMU			West Hills FMU			Total Acres
	CC1	CC2	CC3	CC1	CC2	CC3	CC1	CC2	CC3	
Wyoming Big Sagebrush (IV)	48,000	53,000	126,000	0	0	0	84,000	116,000	243,000	670,000
Salt-Desert Shrub (V)	18,000	6,500	84,000	0	0	0	19,000	52,000	189,000	368,500
Pinyon-Juniper (IV)	115,000	36,000	9,600	94,000	187,000	133,000	91,000	53,000	31,000	749,600
Ponderosa Pine (I)	0	0	0	104,000	219,000	82,000	0	0	0	405,000
Mountain Shrub (II)	53,000	101,000	35,000	163,000	105,000	68,000	80,500	38,000	7,400	650,900
Total Acres by condition class	234,000	196,500	254,600	361,000	511,000	283,000	274,500	259,000	470,400	2,844,000

** These tables can show current conditions or desired future conditions or could be adapted to show both.

4. *Using Fire Effects Information*

Understanding and utilizing fire effects information is a necessary part of fire planning. As part of science-based planning, field units must utilize fire effects information in project design and developing management objectives. There are many credible sources for fire effects information which can be applied in fire planning. The following sources may be especially relevant to fire planning efforts.

a. Fire Effects Information System (FEIS) – The FEIS provides summaries of research findings for plant and animal species. The FEIS reports describe fire regimes, adaptations, and responses for given species, as well as important management considerations.

b. The Rainbow Series: Wildland Fire in Ecosystems (Effects of Fire) – This series (RMRS-GTR-42, Vol. 1-6), produced as six separate General Technical Reports, describes fire effects on flora, fauna, soil/water, air, invasive plants, and cultural resources. These can be found on the USDA Forest Service Rocky Mountain Research Station website.

c. LANDFIRE Biophysical Settings Descriptions – Narrative descriptions of the fire regimes for all BpS in the conterminous United States and Alaska are available as a deliverable of the LANDFIRE project. These documents describe the distribution, fire ecology, and disturbance regimes for each BpS. These were developed by local experts and are specific to individual LANDFIRE mapping zones. As such, the information may have greater local relevance than generalized research findings. The models are accessible at the LANDFIRE home page.

d. The Fire Research and Management Exchange System (FRAMES) – The FRAMES website provides a clearinghouse for a wide range of fire ecology, behavior, and fuels management research.

e. Joint Fire Sciences Program (JFSP) – The JFSP is an interagency initiative to fund fire research and transfer the findings to management audiences. Users may search on specific topics or scroll research categories to acquire needed information.

f. National Wildfire Coordinating Group (NWCG) Fire Effects Guide – This guide summarizes information on fire effects related to a variety of natural resources. The goal of the guide is to improve fire management by enhancing the ability of users to manage fire effects. It is identified National Fire Equipment System (NFES) 2394, available from the Great Basin Fire Cache at the National Interagency Fire Center (NIFC) in Boise, Idaho.

g. Fire Effects Monitoring and Inventory System (FIREMON) – Used to monitor effectiveness of treatments and is designed to characterize changes in ecosystem attributes over time.

5. *Endangered Species Act (ESA) and National Historic Preservation Act (NHPA) Consultations for Fire Management Actions*
Consultations at the FMP level are required if the FMP contains decisions, design features, or restrictions not already agreed upon in consultations at the LUP level. The following describes consultation responsibilities when developing or implementing an FMP.

Endangered Species Act Section 7 Consultation
The BLM fire staff must work closely with BLM biologists during the fire management planning process. The BLM biologists must be included early on in the process to ensure that technical assistance and consultation is completed efficiently.

If National Environmental Policy Act (NEPA) is being conducted on the FMP and listed species may be affected, consultation with the Fish and Wildlife Service (FWS) and National Oceanic and Atmospheric Administration's National Marine Fisheries Service (NOAA Fisheries) is required. The streamlined consultation agreement, originally signed in August 2000, between the DOI agencies and the two regulatory FWS and NOAA, is no longer in place. Therefore, local (state level) consultation agreements should be established to formally enable this cooperation. Early consultation is a key component that ensures that regulatory agency staff is involved early on in the planning process to promote understanding of program objectives and to provide technical assistance so that the biological assessment/biological opinion process moves along efficiently.

Joint Counterpart Regulations
Joint Counterpart Regulations (JCR) (50 CFR Part 402) introduced an alternative consultation process that could have been used for National Fire Plan projects determined to "Not Likely to Adversely Affect (NLAA)" any ESA-listed species or designated critical habitat; however, this process is no longer available to BLM.

National Historic Preservation Act Section 106 Consultations
As with the biologists, cultural staff must be involved early on in LUP and FMP planning to ensure efficiency in the consultation process. The BLM's cultural resources program cooperates with BLM's fire program to provide cultural resource support to all fire-related activities, including fire management planning, fuels reduction projects, fire suppression, emergency stabilization, and rehabilitation after a fire, and wildland/urban interface (WUI) and community assistance projects.

Under NHPA Section 106, BLM must consult with the State Historic Preservation Officer/Tribal Historic Preservation Officer (SHPO/THPO) to identify historic

properties that may be affected by their actions and the potential for adverse effects. The BLM must consult with the SHPO/THPO and others on ways to avoid or treat any adverse effects and to develop a project-specific memorandum of agreement that outlines the agreed-upon treatments.

A programmatic agreement (and addendum) exists among BLM, the Advisory Council on Historic Preservation and the National Conference of State Historic Preservation Officers that establishes the manner in which BLM will meet its responsibilities under NHPA. Several states have used this agreement and state-specific implementation protocols to approach compliance issues on fuels management projects programmatically.

6. *Ensuring Protection for Species with Conservation Plans or Strategies*
The FMPs must consider how management actions may affect Bureau sensitive species, especially those with conservation plans or conservation strategies; furthermore, BLM must ensure that proposed actions do not initiate the need to list these species. Resource protection measures, mitigating measures or constraints must be developed in alignment with measures established in conservation plans or strategies. These must be stated as direction across all FMUs or as FMU-specific direction, as appropriate.

Greater Sage-grouse Conservation Considerations
The FMP needs to ensure that appropriate consideration and priority is given to protecting sage-grouse habitats in areas where these habitats occur. The FMPs that cover areas designated in sage-grouse conservation plans or strategies as sage-grouse habitat must include direction on how greater sage-grouse protection will be considered during management response to wildland fire, as well as fuels treatments and other management actions. This direction should begin by emphasizing guidelines from the appropriate state or regional conservation plan or guidance document for the area covered. Using broad direction on sage-grouse management from the LUP or an LUP amendment, the FMP should provide more details on fire management strategies and ensure that resource protection objectives outlined by FMU, or common to all FMUs, are up-to-date. While both Washington Office and Fire and Aviation Instruction Memorandums reinforce agency commitments in this regard, the BLM Fire Planning and Fuels Management web page provides national level direction regarding conservation measures related to wildland fire management and key sage-grouse habitat, including Best Management Practices (BMPs) for consideration.

BLM offices may go one step further and develop separate direction specifically related to fire management in conjunction with their state agency partners. Different examples can be found at the BLM's Great Sage-Grouse Documents and Resources page.

D. Annual Fire Management Plan Review and Update Process

Field offices must annually review and update (when necessary) each FMP. An annual FMP review and FMP update are two separate processes. The FMP annual review is completed to determine if the FMP needs updating. The FMP update is dependent upon the results of the annual review. Any substantial changes found would constitute the need to update the FMP and obtain signatures on such an update.

Changes not considered substantial could include such items as editing dialogue for clarification or inserting updated maps and/or informational maps (i.e., GIS layer maps) that improve the document and provide for better decision making. These changes should be documented and kept with the FMP using whatever plan maintenance errata sheets are used in the specific state. Changes not considered substantial normally do not require NEPA analysis.

1. *FMP Annual Review*

   The FMPs are required to be reviewed annually. The annual review will meet FMP monitoring requirements (see section 6.2). To complete an annual FMP review, a number of questions in checklist form (Appendix A) must be answered. If the answer is "yes" to any question, then the process to update the FMP must be initiated. If all questions can be answered with a "no," then documentation that the FMP has been reviewed and determined to be adequate must be completed and filed locally.

   The checklist must be used and retained by the Fire Management Officer (FMO), or designated authority, as the annual documentation tracking sheet. The checklist must be signed by the unit (district/field office) FMO and district/field office manager. Any other plan maintenance procedures used by the local office to track minor changes should also be followed.

2. *FMP Update Process*

   If the response to any of the questions on the FMP Annual Review Checklist is "yes", then an update of the FMP is necessary. An update of the FMP may also trigger a LUP amendment if significant or new circumstances warrant. The following steps should be followed:

   a. Revise information that has substantially changed and incorporate this information into the body of the FMP. Text, maps and data tables may require updating. If tables or maps are updated, this should be explained in the text.

   b. Incorporate any new federal, BLM, regional, state, or local policy and any new LUP guidance into the FMP. These changes should be summarized and a reference to the new policies should be provided.

   c. If there are modified or new decisions being made in the revised FMP that are not adequately covered by the NEPA analysis of the FMP or LUP,

appropriate NEPA must be completed (see Chapter 2, Part 3 for more information). A determination of NEPA Adequacy (DNA) can be prepared to determine if the prior NEPA analysis is adequate (see H-1790-1).

Minor changes to a single FMU would generally not trigger a full revision. The FMP revisions are necessary when changes in circumstances indicate that the entire plan or a major portion of the plan no longer serve as a useful guide for fire management actions. Offices must move current FMP organization into the new template organization when multiple FMU changes occur; when a substantial change of fire management program occurs; when FPU boundaries change; or when interagency FMUs are developed.
Field offices should work with the state office and the National Fire Planning and Fuels Management Division staff if determination for the need of a full revision is uncertain; the National Fire Planning and Fuels Management Division staff is also available for assistance.

3. *Approving FMPs*
District/field office managers are accountable for the review and approval of the final FMP, provided they have been delegated that authority. The entire list of responsibilities for coordinating the development, review and approval of FMPs are listed in the Fire Planning Manual (M-9211).

4. *Posting of FMPs*
Approved FMPs must be posted on state intranet sites as soon as possible upon approval. Any revised FMPs must also be posted to replace out-of-date FMPs. It is also recommended that FMPs and revisions are uploaded to the appropriate "State Folder" on the national fire planning SharePoint site. In addition, BLM recommends that completed and approved FMPs be posted on the internet.

E. Interagency Fire Management Plan Template Guidance

This section provides guidance on developing an FMP that conforms to the IFMPT (Appendix D). The FMPs are required to include certain sections and elements of the IFMPT. This section provides a description for fulfilling IFMPT requirements, in addition to BLM-specific requirements.

The template has been modified from the original version approved in 2002. The BLM offices are directed to use the most current version of the IFMPT. The BLM offices are not required to revise current FMPs to meet revised formats until full FMP revisions are determined necessary by the originating office. The need for a full FMP revision and potential LUP amendment may be established during the annual review/update process.

Appendix E summarizes both the IFMPT's required elements and provides BLM guidance to meet the required elements for each chapter and section. The "Required Elements" include both those required by the interagency fire management plan template and

additional BLM requirements. Below the "Required Elements," the "BLM Guidance" describes, in more detail, how to meet the template requirements (See also Chapter 3)

The intention of the IFMPT is to provide a foundation of required elements. It does not only apply to "interagency" planning units (i.e., "blended" units, Service First offices); however, those cases do require special attention. In the case of a "Service First" FMP (interagency FMP including the US Forest Service): Chapters 1, 2, and 3 must incorporate the most current Forest Service (FS) guidance, in addition to the agency specific guidance for BLM located in Appendix E. Chapters 4 and 5 should be BLM-specific only, and not include FS direction.

Chapter IV. Implementing the Fire Management Plan (FMP)

This chapter provides a summary of policy and guidance specific to implementing actions and treatments identified in the FMP. It provides a quick reference to the procedures required and tools available in planning and implementing actions and treatments to meet FMP objectives.

A. Operational Plans

The FMPs are supplemented by operational plans (see Chapter 2) which are usually designed to provide tactics for fire management on the ground, such as a preparedness plan, pre-attack plan or fuels treatment plan. These plans may be included as appendices to the FMP, or they may be separate documents. These plans are developed to meet fire management related objectives and desired conditions established in the FMP. Operational plans of any kind must be consistent with and be derived from the fire management objectives and direction established at the land use plan (LUP) and FMP level.

These plans are developed through an interdisciplinary team process to ensure other resource program objectives are considered. Compliance with National Environmental Policy Act (NEPA), Endangered Species Act (ESA), and National Historic Preservation Act (NHPA) is necessary and may be accomplished on a site-specific basis or by grouping projects in a broader programmatic compliance document that analyzes the impacts with enough specificity for site-specific actions. These types of plans can be site-specific covering one or more treatments, or could cover multiple projects within a broader landscape such as programmatic ES and BAR plans, prescribed fire plans and other non-fire fuel treatment plans. The following are examples of operational plans that could supplement the FMP as an appendix; however, they are not required. Note that this is not an exhaustive list.

1. *Fire Danger Rating Operating Plan*
   A Fire Danger Rating Operating Plan is a fire danger applications guide for agency users at the local level. A Fire Danger Rating Operating Plan documents the establishment and management of the local unit fire weather station network and describes how fire danger ratings are applied to local unit fire management decisions. Fire danger rating operating plans may be packaged as either stand-alone documents or as part of a larger planning effort, such as an FMP. Outputs from the fire danger rating operating plan process, such as staffing levels, are used to support the decisions found in staffing plans, step-up staffing plans, preparedness levels, dispatch response plans, dispatch response levels, etc. *(Interagency Standards for Fire and Fire Aviation Operations).*

2. *Preparedness Plans*
   Preparedness plans provide management direction given identified levels of burning conditions, fire activity, and resource commitment, and are required at national, state/regional, and local levels. Preparedness Levels (1-5) are determined by incremental measures of burning conditions, fire activity, and resource

commitment. Fire danger rating is a critical measure of burning conditions. Refer to the *National Interagency Mobilization Guide* for more information on preparedness plans.

3. *Preparedness Level/Step-up Plan*
Preparedness Level/Step-up Plans are designed to direct incremental preparedness actions in response to increasing fire danger. Those actions are delineated by "staffing levels." Each Step-up Plan should address the five preparedness levels (1, 2, 3, 4, and 5) and the corresponding planned actions that are intended to mitigate those fire danger conditions *(Interagency Standards for Fire and Fire Aviation Operations)*.

4. *Staffing Plan*
The Staffing Plan describes escalating responses that are usually noted in the FMP. Mitigating actions are designed to enhance the unit's fire management capability during short periods (one burning period, Fourth of July or other pre-identified events) where normal staffing cannot meet initial attack, prevention, or detection needs *(Interagency Standards for Fire and Fire Aviation Operations)*.

5. *Pre-Attack Plans*
These plans are developed to prioritize actions when multiple ignitions occur. They are developed to maximize effective pre-positioning to areas of greatest risk. Prioritization of actions must first be established at the FMP level.

6. *Dispatch Plans*
Working with other cooperators involved at the dispatch center, dispatch plans (e.g., Computer Aided Dispatch (CAD or WildCAD)), could be developed to reflect direction found in the FMP. For example, if a FMU objective/goal is to keep all fire within 1½ miles of the Wildland Urban Interface (WUI) at less than 10 acres, then more suppression resources may be automatically dispatched to fires in this area than to fires in other non-WUI areas.

Another example would be if pre-season meetings determine that all fires will be suppressed in specific sage-grouse key habitat areas, then more suppression resources may be automatically dispatched to these areas when human health and safety on other fires are not a factor.

7. *Prevention Plans*
Prevention plans document the wildland fire problems identified by a prevention analysis. This analysis will not only examine human-caused fires, but also the risks, hazards, and values for the planning unit. Components of the plan include mitigation (actions initiated to reduce impacts of wildland fire to communities), prevention (of unwanted human-caused fires), education (facilitating and promoting awareness and understanding of wildland fire), enforcement (actions necessary to establish and carry out regulations, restrictions, and closures), and administration of the prevention program.

8. *Emergency Stabilization (ES) and Burned Area Rehabilitation (BAR) Plans*
   These plans can be done on a fire-by-fire basis, but to ease the process in complex systems, a programmatic ES and BAR plan should be considered. A programmatic ES and BAR plan (also known as Normal Fire Year Rehabilitation Plan) contains a description of ES and BAR treatments that would be implemented under normal conditions in the event of a wildfire and documentation of potential treatment impacts. They are completed at the landscape level with associated NEPA documents, prior to wildfire occurrences.

9. *Prescribed Fire Plans*
   For all prescribed fire projects, an approved burn plan is required following the Interagency Prescribed Fire Planning and Implementation Procedures Guide and BLM Supplement. An interagency prescribed fire plan template is available and recommended for use. The appropriate level of NEPA must be completed for site-specific prescribed fire projects, unless adequate analysis has been completed in another document.

B. Wildfire Fire Incident Response

Wildfire will be assessed using a decision support process that examines the full range of responses. Fire organizations responding to wildfires must utilize the direction in the FMP to guide management response to unplanned ignitions. The Wildland Fire Decision Support System (WFDSS) is the sole documentation process for wildland fires. Previous documentation tools, such as Wildland Fire Situation Analysis, are no longer acceptable. For more details, refer to BLM direction in this regard and the *Interagency Standards for Fire and Fire Aviation Operations*.

The WFDSS provides a linear, scalable system for agency administrators incorporating: fire behavior modeling, economic principles, and information technology to support effective wildland fire decisions consistent with resource management plans (RMP) and FMPs. The system is spatially oriented and graphically displayed to depict values-at-risk and other resource conditions. Pre-work must be completed by administrative units prior to fire ignition. Objectives, desired future conditions, and requirements (resource protection measures) from FMPs and LUPs must be input into the system in order to complete required WFDSS documentation.

The WFDSS follows a step-wise process to document the fire situation, management objectives, course of action, key dependencies, and decision rationale in a report format. Collectively, these components constitute the WFDSS report, which describes the rationale of the agency administrator, and supports economic, strategic, and other incident decisions that are guided by LUP and FMP decisions. Over time, the WFDSS application will incorporate spatial data layers which depict values, location of infrastructure, jurisdictions, and other information relevant in fire management decisions. Further explanation on WFDSS can be found in *Interagency Standards for Fire and Fire Aviation Operations* or on the WFDSS homepage.

C. Community Assistance Planning

When planning and funding community assistance projects, priority should be given to proposals generated through community collaboration. While community wildfire protection plans (CWPP) are primarily developed by non-federal entities, the Bureau of Land Management (BLM) will collaborate closely in their development and can provide community assistance grants to implement projects in the CWPP. Community assistance grant programs vary widely by state, and fire managers must stay up-to-date on these programs and the requirements needed to submit proposals.

IV.C.1. Community Wildfire Protection Plans

The Healthy Forests Restoration Act (HFRA) provides communities the opportunity to influence where and how federal agencies implement fuel reduction projects. The HFRA places priority on treatment areas identified by communities through CWPPs. The minimum requirements for a CWPP (as described in HFRA) are:

1. A CWPP must be collaboratively developed by local and state governments in consultation with federal agencies and other interested parties.
2. A CWPP must identify and prioritize areas for hazardous fuel reduction treatments and recommend the types and methods of treatment that will protect one or more at-risk communities and essential infrastructure.
3. A CWPP must recommend measures that homeowners and communities can take to reduce the ignitability of structures throughout the area addressed by the plan.

Step by step instructions on how to develop a CWPP can be found in Preparing a Community Wildfire Protection Plan – A Handbook for Wildland-Urban Interface Communities (2004).

Definition of Wildland Urban Interface (WUI)

The WUI is defined in the National Wildfire Coordinating Group (NWCG) Glossary as "the line, area, or zone where structures and other human development meet or intermingle with undeveloped wildland or vegetative fuels." One benefit of developing a CWPP is that a description and boundary for the WUI can be established.

The HFRA provides the technical definition of WUI. In the absence of a CWPP, HFRA limits the WUI to:

(i) an area extending ½ mile from the boundary of an at-risk community;

(ii) an area within 1 ½ miles of the boundary of an at-risk community, including any land that

(a) has a sustained steep slope that creates the potential for wildfire behavior endangering the at-risk community, or

(b) is in condition class 3, as documented by the Secretary in the project-specific environmental analysis; and

(iii) 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.

D. Implementing Fuels Treatments

The Program of Work (POW) developed for fuels treatments must be based on direction outlined in the FMP (fire management unit (FMU)/fire planning unit (FPU) objectives and anticipated fuels treatments) and prioritized consistent with national guidance. Projects must be developed in an integrated fashion, with input from other programs such as recreation, cultural resources, weeds, wildlife, forestry, and range.

Offices must use one of the methods on page 3-4 (*FRCC Determination by FMU)* to determine historic fire regimes and condition classes for all fuels management and forestry projects and input this data into the National Fire Plan Operations and Reporting System (NFPORS). While fire regime condition class (FRCC) is required for all treatments entered into NFPORS, other factors, such as hazardous fuels reduction objectives, may be used to prioritize treatment. Examples include identification of projects in community wildfire protection plans, or other projects in WUI areas. In such cases, FRCC may be a minor consideration in the formulation of project design and objectives, which may focus primarily on modifying fire behavior rather than ecological condition.

1. *Wildland Urban Interface Treatments*

   The overall intent of WUI treatments is to reduce risks to communities and associated infrastructure, and cultural, historical, and natural resources facing significant threats while maintaining firefighter safety, as stated in the recent policy documents.

   To be considered a WUI treatment, the location of the land being treated must meet either one of the definitions of WUI as found in the HFRA. In general, projects in a CWPP or risk assessment, and within high risk areas where communities and landowners actively manage lands to reduce fire risk, must be given priority. It is important to ensure that any hazardous fuels reduction program priorities are consistent with priorities identified in the CWPP or risk assessment. Offices must consider areas that may need maintenance treatments, as well.

2. *Non-Wildland Urban Interface (non-WUI) Treatments*

   Treating the non-WUI acres will allow achievement of the wide range of human and natural resource benefits expected of the program as stated in the National Fire Plan documentation. The non-WUI projects should be focused in FRCC 2 and 3 within Fire Regime Groups I, II or III, and where fuel build-up is the greatest, not only providing ecological benefits, but also reducing risk to the associated values. Offices should also consider areas in FRCC 1 that may need treatments to maintain this condition class.

   Approved FRCC methodology must be used outside the WUI. As previously discussed, FRCC must be established at the LUP as well as the FMP level. The LUP or FMP FRCC data must be used in concert with vegetation management and resource protection objectives, to develop an out-year program of work. For project-specific NEPA analysis, FMP data may be used to determine pre-treatment FRCC conditions.

3. *Regulatory Compliance*
Compliance with NEPA, ESA, and NHPA is required for programmatic, landscape level, and site-specific implementation projects. For community assistance projects on non-federal lands that use federal funds for their implementation, compliance with ESA and NHPA is mandatory. The NEPA analysis for projects on non-federal land may be required, depending on the level of federal involvement (see H-1790-1, Section 3.3.1). On non-federal lands, we must ensure that grantees are completing appropriate compliance.

4. *Healthy Forests Initiative (HFI) and Healthy Forests Restoration Act (HFRA) Tools*
Streamlining tools are available under the HFI and HFRA, and BLM policy (*M-9211*) directs managers to make full use of them. This section summarizes these tools. Refer to *The Healthy Forests Initiative and Healthy Forests Restoration Act – Interim Field Guide* for more details.

Healthy Forests Initiative
The BLM Manual 9211 provides an overview of HFI. Primarily, HFI provides processes to expedite administrative procedures for hazardous fuels reduction and ecosystem restoration projects on federal land. Available tools include:

For emergency stabilization and rehabilitation activities following wildfires, a Department of the Interior (DOI) Categorical Exclusion (CX) (43CFR 46.210(l)) and BLM CX (516 DM 11.9I) are available for use. The post-fire rehabilitation and emergency stabilization CXs have specific requirements and limitations governing their use. Further documentation and requirements regarding CXs can be found in Chapter 4 of the BLM NEPA Handbook (H-1790-1). Acreage determination for use of the post-fire rehabilitation and emergency stabilization CXs is based on the total acres planned to be treated minus any treatment overlap by project. This is also defined as the "footprint" in NFPORS. Likewise, certain forestry CXs (516 DM 11.9C) are applicable for wildland fire activities, consistent with the intended application.

The Council for Environmental Quality (CEQ) established guidance for environmental assessments for forest health projects in 2002. This guidance described core elements of the environmental assessment (EA) process and provides an outline for an EA document. This guidance has been incorporated into the NEPA Handbook (H-1790-1). Fuels treatment EAs prepared in accordance with the NEPA Handbook, and that are no longer than approximately 15 pages, meet the intent of the CEQ guidance and, therefore, must be reported in NFPORS as HFI EAs (guidance on HFRA authority EAs is below).

Full Force and Effect – The Office of Hearings and Appeals (OHA) amended its regulations governing hearings and appeals to codify who has a right of appeal, to expedite review of wildfire management decisions. The BLM added regulations allowing wildfire management decisions to become effective immediately, or on a

date established in the decisions (or Full Force and Effect – FFE) when vegetation, soil, or other resources on the public lands are at substantial risk of wildfire due to drought, fuels buildup, or other reasons, or when public lands are at immediate risk of erosion or other damage due to wildfire and to expedite review of those decisions. These regulations are found in 43 CFR 4190.1 (Grazing Administration) and 43 CFR 5003.1 (Forest Management).

The BLM decision-makers may exercise FFE decision authority on appropriate wildfire management decisions. Managers must make reasonable efforts to discuss their decisions with interested parties, partners, stake holders, and state, local, and tribal governments during project planning and NEPA analysis. Although placing decisions in FFE eliminates the protest period, efforts must be taken to provide the opportunity for public comment during the planning phase. Use of FFE authority is discretionary.

Stewardship Contracting – The Omnibus Appropriations Bill of 2003 (PL 108-7, Section 323) authorized BLM to enter into stewardship contracts. This authority allows BLM to enter into long-term, end-result contracts or agreements (up to 10 years in length) that allow the value of timber or other vegetation products removed as an offset against the services received.

All stewardship projects must comply with applicable environmental laws and regulations, including the appropriate level of NEPA review, and must be consistent with the applicable LUPs. Field units may use stewardship contracting as a tool to achieve resource work identified through the normal planning processes, and as described in the 10-Year Implementation Plan for the National Fire Plan. Any vegetative material removal must be a by-product of the stewardship contracting project goals. Removal of these products must be consistent with the objectives developed through the collaborative process and the applicable land-use plan objectives. When designing stewardship contracting projects, projects involving treatments and techniques available to make forests, woodlands, and rangelands more resilient to natural disturbances such as fire, insects, disease, wind, and flood must be considered. By-products that may be removed under stewardship contracting authority include vegetative material, such as, but not limited to, saw logs, firewood, post and poles, biomass, seed, shrubs, forage, and Christmas trees.

Healthy Forests Restoration Act
The HFRA streamlines NEPA analysis for authorized HFRA projects by allowing for reduction in the number of alternatives required for NEPA documents.

To be eligible, fuels projects must meet HFRA authority requirements. Authorized hazardous fuels treatment projects under the HFRA cannot take place in wilderness areas, wilderness study areas, or areas where removal of vegetation is prohibited by an act of Congress or Presidential proclamation (including prohibitions in the area's implementation plan) or planning decision. Also, all

proposed HFRA actions must be located on lands managed by BLM or Forest Service. Hazardous fuels reduction projects in one of the following areas qualify under HFRA if located: in the WUI; in a municipal watershed that is at risk from wildland fire (i.e., Condition Class 2 or 3 in Fire Regimes I, II, III); in areas of wind throw, blow down, ice storm damage or the existence of imminent risk of an insect or disease epidemic significantly threatens ecosystem components or resource values; or areas where wildland fire poses a threat to, and where the natural fire regimes are important for, threatened and endangered species and their habitats.

Covered projects must either maintain or contribute toward the restoration of the structure and composition of old-growth conditions (in areas where old-growth management direction is established in the LUP), or must maximize retention of large trees, as appropriate for the forest type, to the extent that the trees promote fire-resilient stands (i.e., projects focused largely on small diameter trees such as thinning, strategic fuel breaks, and prescribed fire to modify fire behavior, as measured by the projected reduction of uncharacteristically severe wildfire effects for the forest type).

Covered projects may use the following streamlined procedures to comply with NEPA:

> For areas inside the WUI and within 1 ½ miles of the boundary of an at-risk community, BLM is not required to analyze any alternative to the proposed action, except if the at-risk community has adopted a CWPP and the proposed action does not implement the recommendations in the plan.
>
> For areas within the WUI, but farther than 1 ½ miles of the boundary of an at-risk community, BLM is not required to analyze more than the proposed action plus one additional action alternative.

Section 104(e) of the HFRA requires agencies to provide notice of the project and conduct a public meeting during the preparation stage of authorized hazardous fuels reduction projects.

Refer to *The Healthy Forests Initiative and Healthy Forests Restoration Act – Interim Field Guide* for more details. Please note that, while HFRA allows for reduction in the number of alternatives required for NEPA documents, the BLM has the discretion to analyze additional alternatives.

E. Reporting Planning Accomplishments

The primary means of reporting planning accomplishments is through NFPORS. This section only focuses on the planning portions of reporting; it does not cover accomplishments reporting. Direction for the use of NFPORS, including accomplishments reporting, is found in the NFPORS user's guide at the internal BLM Fire Planning & Fuels website.

In regard to fire planning, it is important to track planning activities through the activity tracking portion of NFPORS. Without this information, it is impossible to discern workload for these activities. This will take close coordination with the biologists involved with consultation, cultural specialists, NEPA staff, and contracting.

Both **planned and actual dates** must be entered for activity types such as those regarding NEPA compliance, consultation, monitoring, contracting, appeals, and litigation, risk assessment, and mitigation plans.

For tracking NEPA compliance, it is important to report NEPA documents correctly (i.e., HFI categorical exclusions, HFI EA, HFRA EA or HFRA EIS, versus regular categorical exclusions, EAs or EISs). Offices need to regularly review projects during early planning stages to determine if the correct method is being used to comply with NEPA and to regularly review NFPORS entries to ensure that accurate NEPA documentation has been entered.

For tracking endangered species act consultations for fuels management projects, NFPORS has two activity type choices: "Consultation – ESA" and "Joint Counterpart Regulations" (JCR). "Consultation-ESA" must be used for all formal consultations and any "Not Likely to Adversely Affect" (NLAA) determinations made through regular informal consultations, instead of JCRs. Although recently discontinued, the JCR activity type must be reported if these regulations were used for NLAA determinations.

THIS PAGE INTENTIONALLY LEFT BLANK

Chapter V. Adaptive Management and Monitoring

It is important to incorporate adaptive management principles into the fire planning process. The Department of the Interior (DOI) Adaptive Management Technical Guide defines adaptive management as, "a decision process that promotes flexible decision making that can be adjusted in the face of uncertainties as outcomes from management actions and other events become better understood. Careful monitoring of these outcomes both advances scientific understanding and helps adjust policies or operations as part of an iterative learning process." Please refer to the DOI Adaptive Management Technical Guide and DOI Environmental Statement Memorandum 10-20 for more information.

A. Adaptive Management

Adaptive management principles lend themselves to wildland fire management since many program actions occur in the face of uncertainty. In adaptive management, the outcomes of decisions are assessed through follow-up monitoring and compared against the desired or predicted outcomes. In the case of fire management, these outcomes could be fire management unit (FMU) objectives and/or desired vegetation conditions. As scientific understanding of outcomes from management actions improves, management actions are adjusted to achieve the desired outcomes. Adaptive management requires specific, measurable objectives, and an appropriate level of monitoring must be established in order to track these outcomes.

If the National Environmental Policy Act (NEPA) process is completed at the fire management plan (FMP) level, adaptive management principles may be incorporated into fire management planning where there is uncertainty and an opportunity for learning. This means that management adaptations that could occur based on new information from monitoring results need to be fully documented and analyzed during the initial NEPA process. Fully analyzing these follow-up actions during the initial NEPA process may reduce the need for additional NEPA analysis when adjusting management actions. For example, analysis of various fuels treatments or combinations of treatments could be done through various alternatives, thereby reducing or eliminating the need for further NEPA analysis if monitoring indicated a need to implement a different course of action (and that action was addressed as an alternative). In some cases, it may be advisable to complete a Determination of NEPA Adequacy (DNA) to ensure that no new circumstances or information has come to light, and no substantial changes have occurred since the original NEPA document was completed.

B. Monitoring

Monitoring is a key part of what has been termed "adaptive management," in which monitoring measures progress toward or success in achieving an objective, and provides the evidence for management change or continuation (*DOI Adaptive Management Technical Guide and Elzinger et.al., 1998*). Inherent in the adaptive management cycle is the concept that monitoring is driven by objectives. What is measured, how well it is measured, and how often it is measured are design features that are defined by how an objective is articulated. Monitoring is the critical feedback loop that allows fire management specialists to constantly improve management actions and fire plans.

Monitoring data provides the scientific basis for planning and implementing future actions.
Monitoring data provides the scientific basis for planning and implementing future actions.
Monitoring is needed to determine if we are doing what we said we were going to do (implementation monitoring) and whether we achieved what we were trying to achieve (effectiveness monitoring). Implementation and effectiveness monitoring is needed at all three planning levels: land use plan (LUP), fire management plan (FMP) and project level (project plan), and must address both short- and long-term (beyond three years) effects. Monitoring costs should be shared with other resource programs where treatments are jointly funded, or are planned and implemented to meet multiple program objectives.

1. *Types of Monitoring*

   Implementation Monitoring:
   Implementation monitoring determines whether planned activities have been implemented in the manner prescribed by the plan (i.e., did you do what you said you were going to do?). It is the tracking and documenting of fire-related LUP, FMP and/or project-level decisions. It must be done as part of the annual FMP review and update process. It is one of the elements that will be assessed during state fuels and planning program evaluations, and may be incorporated into preparedness reviews. The NFPORS "project activities" may be used as a mechanism for tracking implementation monitoring.

   Effectiveness Monitoring:
   Effectiveness monitoring determines if implementation of activities has achieved desired goals and objectives. Effectiveness monitoring answers the question: " Were the specified activities successful in achieving the objectives?" This requires knowledge of the objectives established in the planning document as well as indicators that can be measured. Indicators are established by technical specialists in order to address specific questions and, thus, avoid collection of unnecessary data. Success is measured against the benchmark of achieving the objectives (desired conditions) established by the plan.

2. *Levels of Monitoring*
   Monitoring is accomplished at three planning levels: LUP, FMP and, finally, project-level planning. The same information obtained from monitoring may be used to address monitoring needs at one or more planning levels (e.g., information gathered to determine whether a prescribed fire achieved a specific project/treatment objective may be used with other monitoring data to determine if FMP objectives or LUP objectives were achieved, as well).

   Following are examples and additional supporting information for all three planning levels: LUP, FMP, and project-level.

LUP Monitoring and Evaluation

Implementation monitoring

- What is it?
  - Determines whether fire management actions are being implemented as planned (e.g., are we implementing the type of fuels projects we said we would; are we managing fires like we said we would?).
  - Recommended to be done annually (H-1601-1, Sec. V.A., page 33).
- How is it accomplished?
  - Completed when reviewing the LUP by correlating the type of treatments we are conducting and/or if we are responding to wildfires as outlined in the LUP.
- How is it reported?
  - Documented in the project implementation file and then summarized in the Five-Year LUP Evaluation document.

Effectiveness monitoring

- What is it?
  - A strategy must be developed as part of the LUP that identifies indicators of change, acceptable thresholds, methodologies, protocols, and timeframes that will be used to evaluate and determine whether or not desired outcomes are being achieved (H-1601- V.A. page 33). The wildland fire program must participate in this strategy.
  - For example, whether fuels treatments are changing fire characteristics or fuel models, as planned; or whether fires being managed for resource benefits are meeting vegetation or other identified objectives.
- How is it accomplished?
  - Determining effectiveness of fire management objectives at the LUP level is normally facilitated by assessing monitoring data collected at the FMP- or project-level (e.g., FireMon, Fire Effects Assessment Tool, Brown's transect(s), Daubenmier plots, Nuud's boards, Fire Effects Monitor (FEMO) on fires, or other established vegetative monitoring protocols).
- How is it reported?
  - Usually reported through local unit, state, or national established standards (e.g., FRCC in NFPORS), and documented accordingly.

LUP Evaluations

  - The LUP evaluation(s), conducted every five years at a minimum, would consider the fire program monitoring data to determine progress in implementing the LUP, and whether new or modified decisions are needed.

FMP Monitoring

Implementation Monitoring

- What is it?
  - Very similar to the implementation monitoring at the LUP monitoring level, in that we are trying to determine if we implemented the treatments we said we were going to do, and/or if we managed fires to achieve resource benefits in the specific areas we said we would.
  - Determines if location, type, and scale of fuels treatments are applied in FMUs as described in the FMP.
- How is it accomplished?
  - Accomplished through the required annual FMP review, and documented in fire management planning project files by using Appendix A of this handbook.
- How is it reported?
  - Usually reported through local unit, state, or national established standards; documented accordingly with records being retained, as appropriate.

Effectiveness Monitoring

- What is it?
  - Is used to determine if we are achieving the objectives outlined in the FMP.
  - Timeframe: Generally longer-term (five years or longer), and may be determined, in part, by assessing the achievement of project-level monitoring.
- How is it accomplished?
  - Accomplished by assessing monitoring data specific to FMP objectives or correlating project-level monitoring data to FMP objectives. It is imperative that the relationships between objectives set forth in the FMP are highly reflective of those established in the LUP.
- How is it reported?
  - Usually reported through local unit, state, or national established standards; documented accordingly, with records being retained, as appropriate.

Project-Level Monitoring

Implementation Monitoring

- What is it?
  - Answers the specific question of "was the project/treatment implemented as planned?" If not, further steps should be taken to determine why it wasn't implemented as planned, and what needs to be changed to remedy the situation.
- How is it accomplished?

    - Addressed by reviewing the project file or NEPA document to determine if the project was implemented according to the project description and planned activities.
- How is it reported?
    - Compiled and summarized in project plan/folder through local unit established methods.

Effectiveness Monitoring

- What is it?
    - Specifically answers the question of "did the project/treatment achieve the project/treatment objectives" as stated in the project file or NEPA document (e.g., did we achieve the change in fuel loading we were attempting to achieve?").
    - Generally short-term (one to five years), yet is often used to determine achievement of longer-term FMP or LUP objectives.
- How is it accomplished?
    - Usually accomplished through an established "on-the-ground, hands-on" type of protocol (e.g., simple post burn monitoring report in the burn plan regarding percent of unit burned or more in-depth methods, such as FireMon to determine whether the fire intensity and fire extent (coverage) expected was achieved).
- How is it reported?
    - Compiled and summarized in project plan/folder through local unit established methods.

3. *Monitoring Plan*

A monitoring plan provides a framework that lays out how implementation and effectiveness monitoring will be completed. Short- and long-term monitoring programs to assess accomplishments and to determine effects of management activities on cultural and natural resources are essential. A fire monitoring plan outlining these programs should be developed as a supplemental plan to the FMP, and may be inserted as an appendix. It should reflect objectives identified at all three levels of monitoring; however, since project- or treatment-level objectives are not identified until project or treatment plans have been completed, a monitoring plan developed in conjunction with the FMP generally concentrates on LUP and FMP objectives and actions.

The monitoring plan needs to provide guidance on monitoring specific to the planning area; it must establish time frames for implementation and post-treatment or post-fire monitoring; and should describe the methodology necessary to complete monitoring in the vegetation communities present, given circumstances unique to the planning area.

The Fire Management Planning Manual (H-9211) requires monitoring for treatment effectiveness. While this handbook recommends an "established"

monitoring system; it does not define a specific system. The following outline is recommended for either a program-wide or site-specific monitoring plan:

I. *Introduction*
Include purpose, intention and map showing location.

II. *Management Objectives*
Document the management objectives (derived from the resource management plan (RMP), FMP, or project plan). Objectives may be suppression-related (such as those relating to reducing risk to communities), fuels related (e.g., changing fuels characteristics) or relate to modifying ecological processes.

III. *Sampling*
A. Monitoring Objectives
Monitoring objectives specify how to assess success or failure in meeting management objectives. Unlike management objectives, which set specific goals for some target or trend value, a monitoring objective sets a specific goal for the measurement of status or trend. Monitoring objectives do not have to be elaborate. Examples would be parameters to document changes in cheat-grass cover or juniper density.

B. Sampling Design
It is important to specify what is being monitored, how it is being measured, and how frequently measurements will be taken. Describe the sampling design to be used to meet the monitoring objectives.

C. Interdisciplinary Involvement and Funding
Describe program areas that will be participating in monitoring and funding they will provide.

IV. *Analysis*
In the event that objectives were not met, analysis of monitoring information can help determine why. In order for this to occur, a brief narrative will be written. This narrative will describe factors which contributed to not meeting objectives. This information can then be used to modify prescriptions, treatment intensity, or other variables in future project design.

C. Maintaining Fire Planning Records

Fire planning analysis documents and fire effects information collected during monitoring must be maintained in permanent files. This information provides the basis for changes in management actions to increase effectiveness (i.e., adaptive management). These records can include pre-fire documentation of site/area conditions; burned area maps; wildfire or prescribed fire reports; weather and fuel moisture conditions under which the fire occurred; fire behavior, fire characteristics, burn severity, and burn pattern; pre-fire and post-fire resource inventory and monitoring data, including photographs; assessments of the effectiveness of fire treatment; the type and degree of success of post-fire rehabilitation

measures; pre-fire and post-fire site-management activities; or extreme weather events or anomalous climatic trends. Please visit the BLM Records Administration Manual (MS-1270) and the BLM Fire Planning Manual (9211) for further direction.

Chapter VI. Budget and Organization

The information in the fire management plan (FMP) drives development of a unit's budget and organization.

A. Budget Planning Tools

In order to develop a program of work (POW) and efficient fire organization, consistent planning tools must be used. Fire managers must be well versed in the fire planning process which will affect available staffing levels. The use of decision support tools, such as those described below, will be essential in developing a POW. Technical guidance will be provided, as necessary.

1. *Fire Program Decision Support System (FPDSS)*
   The FPDSS is a BLM-only system used in the Fire and Aviation Directorate's (FAD) annual planning and budget development process to calculate a fair and appropriate division of funds to send to state offices. The FPDSS is a dynamic process that establishes base funding for states, while providing the national office flexibility to meet the current mission, as well as to project and plan for the future.

2. *Hazardous Fuels Prioritization and Allocation System (HFPAS)*
   The HFPAS is used to establish priorities and funding for fuels programs between the Department of the Interior (DOI) fire agencies. The HFPAS incorporates data entered into the National Fire Plan Operations and Reporting System (NFPORS), and uses both the Ecosystem Management Decision Support (EMDS) System and Treatment Prioritization System (TPS) models to generate priorities for fuels treatment funding allocations.

3. *Fire Program Analysis (FPA)*
   The FPA system provides managers with a common interagency process for fire management planning and budgeting to evaluate the effectiveness of alternative fire management strategies through time, to meet land use goals and objectives. The FPA reflects performance measures for the full scope of fire management activities and, ultimately, provides a mechanism to aid in budget formulation.

B. Annual Budget/Organization Submissions

A unit's implemented fire organization must be submitted to Fire and Aviation, Division of Fire Planning and Budget (FA-600), via state offices, each fall. The BLM Implemented Fire Resources form will be provided and will be used by the BLM National Interagency Fire Center (NIFC) Budget Division to inform future budget requests and respond to requests for organizational information. The national office will provide additional information on due dates through the Annual Work Plan (AWP) process.

Hazardous fuels budget submissions must reflect an integrated vegetation management approach incorporating both the renewable resources and the hazardous fuels programs.

Hazardous fuels projects developed collaboratively as part of the integrated vegetation management POW must be entered into the NFPORS hazardous fuels and non-national fire plan (NFP) modules annually. These entries will be used to populate the HFPAS process noted above

THIS PAGE INTENTIONALLY LEFT BLANK

Glossary

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 Bureau of Land Management (BLM) planning documents. Any terms that may be used interchangeably in this handbook are identified in this glossary.

Burned Area Rehabilitation (BAR) – See Rehabilitation.

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.

Fire Management Objective – Planned, measurable result desired from fire protection and use based on land use 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 and prescribed fire). 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 use 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.

Fire Planning Unit (FPU) – The geographic scope of the landscape defined for the fire management analysis. A fire planning unit consists of one or more fire management units. The FPUs may relate to a single administrative unit, a sub-unit, or any combination of units or sub-units. The FPUs are scalable and may be contiguous or non-contiguous. The FPUs are not predefined by agency administrative unit boundaries, and may relate to one or more agencies; they may be described spatially.

Fire Regime – Description of the patterns of fire occurrence, frequency, size, and severity - and sometimes, vegetation and fire effects as well - in a vegetation type or ecosystem. Fire regimes are most commonly characterized by variables such as frequency, severity, effects, meteorology, patch and pattern, seasonality, and fire behavior characteristics. A

fire regime is a generalization based on fire histories at individual sites. Fire regimes can often be described as cycles because some parts of the histories usually get repeated, and the repetitions can be counted and measured, such as fire return interval.

Fire Regime Condition C**lass (FRCC)** – The depiction of the degree of departure from historical fire regimes, possibly resulting in alterations of key ecosystem components. These classes categorize and describe vegetation composition, structure, and fire regime conditions for biophysical setting The risk of loss of key ecosystem components from wildfires increases from Condition Class 1 (lowest risk) to Condition Class 3 (highest risk). The FRCC involves two pieces of information: (1) the historic fire regime (I-V), and (2) the condition class.

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 (LUP). Implementation plans include both activity plans and project plans *(BLM Land Use Planning Handbook H-1601-1*).

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 Federal Land Policy and Management Act (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 LUP, Resource/Land Management (R/LMP), and MFP are considered interchangeable in this document.***

Management Framework Plan (MFP) – See Land Use Plan.

Prescribed Fire – see **Wildland Fire.**

Prescribed Fire Burn Plan – A plan required for each fire application ignited by management. Plans are documents prepared by qualified personnel, approved by the agency administrator, and include criteria for the conditions under which the fire will be conducted (a prescription). Plan content varies among the agencies.

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

Response to Wildland Fire – Decisions and actions implemented to manage a wildland fire based on ecological, social, and legal consequences, 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. Response to ignition is guided by the objectives and strategies outlined in the land/resource management plan and/or fire management plan.

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).*

State Implementation Plan (SIP) – A United States state plan for complying with the Federal Clean Air Act, administered by the Environmental Protection Agency. The SIP consists of narrative, rules, technical documentation, and agreements that an individual state will follow to ensure compliance.

Strength of Force – Total firefighting resources available, during a specified period, to conduct and support firefighting operations.

Use of Wildand Fire – Management of either wildfire or prescribed fire to meet resource objectives specified in L/RMPs. A wildland fire may be concurrently managed for one or more objectives and objectives can change as the fire spreads across the landscape (synonymous with fire use but NOT "wildland fire use", which is an obsolete term).

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 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.

- **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 National Environmental Policy Act (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 Wildland Fire Situation Analysis (WFSA), 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 Healthy Forests Restoration Act (HFRA):

(i) an area extending ½ mile from the boundary of an at-risk community;

(ii) 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;

(iii) 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.

Appendix A - References

Additional Guidance for Communicating about Managing Wildland Fire in Light of Changes in Policy Guidance and Terminology (July 2010)

BLM Air Resources Management Manual (7300)

BLM Areas of Critical Environmental Concern - ACECs Manual (1613)

BLM Burned Area Emergency Stabilization and Rehabilitation Handbook (H-1742-1)

BLM Cultural Resources Manual (Sections 8100-8170)

BLM Emergency Stabilization and Burned Area Rehabilitation Homepage

BLM Fire Operations, Fire and Aviation Intranet Website

BLM Fire Trespass Handbook (H-9238-1)

BLM Integrated Vegetation Management Handbook (H-1740-2)

BLM Land Use Planning Handbook (H-1601-1)

BLM Planning for Uses of Cultural Resources Manual (8130)

BLM Protecting Cultural Resources Manual (8140)

BLM Records Administration Manual (1270)

BLM Special Status Species Manual (6840)

BLM Supplemental Guidance to the Interagency Guide

BLM Wilderness Manual (8560)

Clean Air Act

Clean Water Act

Code of Federal Regulations, Title 43, Volume 2, Chapter 2, Parts 1000-End; Public Lands: Interior, DOI, BLM. 2007. US Government Printing Office.

Cohesive Wildfire Management Strategy

Department of the Interior Adaptive Management Technical Guide (2007)

Department of the Interior Environmental Statement Memorandum (ESM) 10-20

Departmental Manual Part 620 for Wildland Fire Management

Elzinger et.al., 1998. Measuring and Monitoring Plant Populations. BLM Tech. Ref. 1730-1. 477 pp.

Endangered Species Consultation on Procedures for Conducting Consultation and Conference Activities under Section 7 of the Endangered Species Act

References (continued)

Environmental Protection Agency (EPA) Consultation Website

Federal Land Policy and Management Act of 1976 (FLPMA)

Federal Wildland Fire Management Policy and Program Review (December 1995)

Fire Effects Information System (FEIS)

Fire Effects Monitoring and Inventory System (FIREMON)

Fire Modeling Institute

Fire Regime and Fire Regime Condition Class

Fire Research and Management Exchange System (FRAMES)

Healthy Forests Initiative and Healthy Forests Restoration Act – Interim Field Guide (February 2004)

Integrated Sampling Strategy (ISS) Guide

Interagency Burned Area Emergency Response and Interagency Burned Area Rehabilitation

Interagency Prescribed Fire Plan Template

Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide (July 2008)

Interagency Standards for Fire and Fire Aviation Operations (Redbook)

Interagency Strategy for the Implementation of the Federal Wildland Fire Policy (June 2003)

LANDFIRE

Minimum Impact Suppression Techniques (MIST) Implementation

Modification to the Interagency Strategy for the Implementation of Federal Wildland Fire Management Policy (2008)

National Fire Plan

- A Collaborative Approach for Reducing Wildland Fire Risks to Communities: 10-Year Strategy Implementation Plan (December 2006)
- Protecting People and Natural Resources, A Cohesive Fuels Treatment Strategy (February 2006)

National Fire Plan Operations and Reporting System (NFPORS)

A Report on National Greater Sage-Grouse Conservation Measures (December 2011)

National Historic Preservation Act (NHPA)

National Interagency Mobilization Guide

NFPORS User's Guide

References (continued)

NWCG Fire Effects Guide

NWCG Glossary

Preparing a Community Wildfire Protection Plan – A Handbook for Wildland Urban Interface Communities (2004)

Programmatic Agreement Among the BLM, the Advisory Council on Historic Preservation and the National Conference of State Historic Preservation Officers

Programmatic Agreement Among the BLM, the Advisory Council on Historic Preservation and the National Conference of State Historic Preservation Officers - Addendum

Review and Update of the 1995 Federal Fire Policy or Federal Wildland Fire Management Policy, (January 2001)

Safe Drinking Water Act

Terminology Updates Resulting from Release of the Guidance for the Implementation of Federal Wildland Fire Management Policy (2009) (April 2010)

USDA Forest Service Rocky Mountain Research Station (General Technical Reports)

Wilderness Act

Wildland Fire Decision Support System (WFDSS)

THIS PAGE INTENTIONALLY LEFT BLANK

Appendix B - Acronyms

ACHP	Advisory Council on Historic Preservation
ACEC	Area of Critical Environmental Concern
AWP	Annual Work Plan
BAR	Burned Area Rehabilitation
BIA	Bureau of Indian Affairs
BLM	Bureau of Land Management
BMP	Best Management Practice
BpS	Biophysical Settings
CAR	Community at Risk
CC	Condition Class
CFR	Code of Federal Regulations
COI	Community of Interest
CWPP	Community Wildfire Protection Plan
CX	Categorical Exclusion
CEQ	Council on Environmental Quality
DM	Departmental Manual
DNA	Determination of NEPA Adequacy
DOI	Department of the Interior
EA	Environmental Assessment
EIS	Environmental Impact Statement
EMDS	Ecosystem Management Decision Support
EPA	Environmental Protection Agency
ERC	Energy Release Component
ES	Emergency Stabilization
ES&R	Emergency Stabilization and Rehabilitation
ESA	Endangered Species Act
ESM	Environmental Statement Memorandum
FA	Fire and Aviation
FAD	Fire and Aviation Directorate
FEAT	Fire Ecology Assessment Tool
FEMO	Fire Effects Monitor
FEIS	Fire Effects Information System
FFE	Full Force and Effect
FIL	Fire Intensity Level
FIREMON	Fire Effects Monitoring and Inventory System
FLPMA	Federal Land Policy and Management Act
FMIS	Fire Management Information System
FMO	Fire Management Officer
FMP	Fire Management Plan
FMU	Fire Management Unit
FONSI	Finding of No Significant Impact
FPA	Fire Program Analysis
FPDSS	Fire Program Decision Support System
FPU	Fire Planning Unit

Acronyms (continued)

FRCC	Fire Regime Condition Class
FS	Forest Service
FWS	Fish and Wildlife Service
GTR	General Technical Report
HFI	Healthy Forests Initiative
HFPAS	Hazardous Fuels Prioritization and Allocation System
HFRA	Healthy Forests Restoration Act
IFMPT	Interagency Fire Management Plan Template
ISS	Integrated Sampling Strategy
JCR	Joint Counterpart Regulation
JFSP	Joint Fire Sciences Program
L/RMP	Land/Resource Management Plan
LTIP	Long Term Implementation Plan
LUP	Land Use Plan
MAC	Multi-Agency Coordinating
MFP	Management Framework Plan
MIST	Minimum Impact Suppression Technique
MOU	Memorandum of Understanding
NAA	Non-attainment Area
NAAQS	National Ambient Air Quality Standards
NBAER	National Burned Area Emergency Response
NEPA	National Environmental Policy Act
NFES	National Fire Equipment System
NFP	National Fire Plan
NFPORS	National Fire Plan Operations and Reporting System
NHPA	National Historic Preservation Act
NIFC	National Interagency Fire Center
NLAA	Not Likely to Adversely Affect
NMFS	National Marine Fisheries Service
NPS	National Park Service
NWCG	National Wildfire Coordinating Group
OEPC	Office of Environmental Policy and Compliance
OHA	Office of Hearings and Appeals
OWF	Office of Wildland Fire
PL	Public Law
POW	Program of Work
RAVAR	Rapid Assessment of Values at Risk
RAWS	Remote Automatic Weather Station
RMRS	Rocky Mountain Research Station
ROW	Right of Way
SHPO	State Historic Preservation Officer
SIP	State Implementation Plan
T&E	Threatened and Endangered

Acronyms (continued)

THPO	Tribal Historic Preservation Officer
TPS	Treatment Prioritization System
WFDSS	Wildland Fire Decision Support System
WFIP	Wildland Fire Implementation Plan
WFMI	Wildland Fire Management Information
WFSA	Wildland Fire Situation Analysis
WSA	Wilderness Study Area
WUI	Wildland Urban Interface

THIS PAGE INTENTIONALLY LEFT BLANK

Appendix C - Fire Management Plan (FMP) Annual Review Checklist

Annual Review Questions	Yes	No
1. Has wildland fire or non-fire fuels treatment substantially changed a large enough acreage that fire management unit (FMU) objectives will require revising?		
2. Do any of the acres treated cross a threshold established by an FMU objective which, in turn, would lead to a change in management actions?		
3. Did the fuel model, fire regime condition class, or predicted fire behavior characteristics change substantially in any FMU (e.g., did a fire change a large portion of condition class 3 acres)?		
4. Did any of the FMU fire management objectives, values at risk, FMU priorities, or mitigation measures change substantially due to changes in any other program policies?		
5. Did federal, bureau, regional, state or local policy or land use plan (LUP) guidance (such as through LUP revisions) change in a way that substantially would alter FMP strategies or priorities?		
6. Did monitoring results show that management actions need to be changed to result in movement toward or achievement of objectives or desired outcomes?		
7. Has wildland fire or non-fire fuels treatments affected bureau-sensitive species with a conservation plan or strategy (e.g., sage-grouse) to a point that future wildland fire or fuels management strategies may need revising?		

Annual FMP review completed and minor plan maintenance documentation completed, or actions are planned to update the FMP.

FMO or Designated Authority
Signature: _____ Date:_____

District/Field Office Manager Concurrence
Signature:_____ Date:_____

This form represents the minimum requirements for annual review; an office may choose to add further detail to this form.

THIS PAGE INTENTIONALLY LEFT BLANK

Appendix D - Interagency Fire Management Plan Template

April 9, 2009

Federal wildland fire policy requires that every area with burnable vegetation must have a fire management plan (FMP). Fires in areas without approved FMPs must be suppressed. Each plan will be based on the area's approved land management plan; in the absence of such a plan, the FMP may stand alone. Wildland fire management planning activities and program components (e.g., fuels management, initial response, etc.) for each agency will be coordinated across administrative boundaries.

Purpose of an FMP – The fire management planning process and requirements may differ among agencies. However, for the following federal agencies, Forest Service (FS), Bureau of Indian Affairs (BIA), Bureau of Land Management (BLM), U.S. Fish and Wildlife Service (FWS), and the National Park Service (NPS), a common purpose of an FMP is to provide decision support to aid managers in making informed decisions on the management of wildland fires. The FMP includes a concise summary of information organized by individual fire management unit (FMU) or grouping of FMUs.

In addition, for the Department of the Interior (DOI) agencies (BIA, NPS, FWS and BLM), the FMP contains strategic and operational elements that describe how to manage applicable fire program components such as: response to unplanned ignitions, hazardous fuels and vegetation management, burned area emergency stabilization and rehabilitation, prevention, community interactions and collaborative partnerships roles, and monitoring and evaluation programs. The FS will have related information in separate fire management reference documents.

Each FMP will evolve over time as new information becomes available, conditions change on the ground, and/or changes are made to land/resource management plans.

Purpose of the Interagency Fire Management Template – The purpose of the interagency fire management plan template is to provide a framework to facilitate cooperation across administrative boundaries. This template provides the minimum standard for FMP structure and content. The FMP has differing audiences and detail depending upon program complexities, agency need, and direction. This template is designed to incorporate agency flexibility. Each agency may expand on this common template to meet agency specific needs, and that agency's approved template will dictate the final requirements for a unit's FMP.

All agencies are required to use Chapters 1, 2, and 3 with the major headings below (in bold). The DOI agencies are required to also use Chapters 4 and 5, and may opt to add additional chapters or sections if deemed necessary.

1. Introduction

The intent of this Chapter is to introduce the reader to the area covered by the FMP.

- State the reasons for developing the FMP.
- Provide a general description of location of the area covered by the FMP with vicinity map and agencies involved.
- Briefly describe land ownership, significant resources, mission or direction for the area, and different management designations (e.g., wilderness, timber harvest areas, research natural areas, cultural/religious areas, habitat management areas) for agencies participating in the planning effort.

2. Policy, Land Management Planning, and Partnerships

The intent of this Chapter is to establish the linkage between higher level planning documents, legislation and policies, and the actions described in the document

2.1 Fire Policy

Identify sources of guidance and direction that relate to actions described in the FMP.

These may include:

- National, interagency, and departmental policy (e.g., National Fire Plan, Departmental Manuals);
- agency-specific policies (e.g., handbooks, manuals, direction, strategic plans);
- unit-specific policies (e.g., tribal direction, unit specific CFRs); and
- compliance and authorities (e.g., National Environmental Policy Act (NEPA), National Historic Preservation Act (NHPA), Endangered Species Act (ESA) and any programmatic agreements involved).

2.2 Land/Resource Management Planning (L/RMP)

Identify documents that relate to the area covered by the FMP, including interagency efforts.

Examples include:

- land use plans,
- habitat management plans,
- resource management plans,
- forest management plans,
- comprehensive conservation plans, and
- regional management plans such as the Northwest Forest Plan.

2.3 Partnerships

Identify any internal and external fire management partnerships or planning teams that helped you develop this FMP. This information documents the level of cooperation occurring.

Examples include:

- interagency planning teams (e.g., local groups that share boundaries),
- non-federal agencies/departments,
- tribal government, and
- internal interdisciplinary planning teams.

3. Fire Management Unit Characteristics

This chapter is split into two sections. The first section, (Section 3.1), deals with information common to the entire planning area. The second section, (Section 3.2), contains information unique to individual FMUs. Sections 3.1 and 3.2 must be used together for a complete representation of FMU characteristics and management (see National Wildfire Coordinating Group (NWCG) glossary for the definition of FMU).

The primary purpose of developing FMUs in fire management planning is to assist in organizing information in complex landscapes. The process of creating FMUs divides the landscape into smaller geographic areas to more easily describe physical, biological, and social characteristics, and depict associated planning guidance based on these characteristics. The information contained in these sections may be used for incident decision support (e.g., Wildland Fire Decision Support System (WFDSS)), and incident management.

If possible, FMUs should be developed through interagency efforts and interactions consistent with each unit's land management objectives to facilitate cooperative fire management across boundaries.

As an FMP is being written, local planners will determine the amount of detail to be included in the area-wide considerations section (3.1), versus the detailed FMU section (3.2). For example, an area of low complexity may have most or all of the information outlined in the area-wide section (3.1), and little additional information outlined in the individual FMU section (3.2). Conversely, large complex landscapes may have few common characteristics and considerations between FMUs, and may have most information contained in the FMU specific sections.

3.1. Area-wide Management Considerations

The intent of this section is to document overall wildland fire management program guidance and characteristics common to all FMUs. Section 3.2 provides opportunity to discuss FMU specific characteristics.

- Describe fire management related goals, objectives, standards, guidelines, and/or desired future conditions as found in the appropriate L/RMP(s) that apply across all FMUs. Include fire management related goals that may come from non-fire program areas within the L/RMP or other planning documents.

Examples of these goals, objectives, standards, guidelines, and desired conditions are:

- firefighter and public safety,
- using fire to restore ecosystem health,
- response to unplanned ignitions,
- management actions that will be implemented to ensure cost effectiveness of the fire management program,
- desired plant community composition and structure, and
- constraints common to all FMUs (e.g., restrictions on retardant use, preventing spread of invasive species through washing of vehicles).

- Identify area-wide guidance, such as regional initiatives that contain additional fire management goals or objectives (e.g., sage grouse strategies).

- Describe common characteristics (e.g., topography, fuels, prevailing winds) that may occur across all FMUs.

3.2 Fire Management Unit - Specific Descriptions

The intent of this section is to describe the unique characteristics of each FMU. The organization within this section is at the discretion of the agency. It should be made clear and noted in this section that information contained in 3.1 is applicable and additive to information contained in 3.2. The purpose of the notice would be to alert the reader/user that the following FMU information may not stand-alone.

FMU characteristics must be described. Examples are:

- physical and biological description of FMU (e.g., topographic features, fuel types, special conditions that may result in extreme fire behavior, access, Fire Regime Condition Class (FRCC), high value concerns, special areas),
- jurisdictional boundaries (e.g., adjacent or intermingled federal, private, tribal, state, county ownership),
- communities and other values at risk within and adjacent to FMU, and
- fire behavior and weather descriptions (e.g., Energy Release Component (ERC) tables, past fire behavior and perimeter histories, control problems).

The FMU management guidance must be described. Examples are:

- FMU-specific objectives (e.g., response objectives, fire intensity levels**,** fire frequency concerns),
- FMU-specific desired conditions (e.g., desired vegetation conditions),
- description of approved wildland fire management strategies, (use of wildland fire to achieve resource benefits and fuels treatments such as prescribed fire, mechanical or other treatments)**,**
- potential size and scope of vegetation treatments to meet both fire and land use goals,

- FMU-specific guidelines, constraints, or mitigation considerations (e.g., Minimum Impact Suppression Techniques (MIST), minimum suppression in special areas, retardant or chemical limitations, etc.), and
- burned area emergency stabilization and rehabilitation considerations if applicable. For example:
    - emergency post-fire hydrological and geological concerns (e.g., potential for flash floods and debris flows),
    - values to be protected such as Threatened and Endangered (T&E) species, cultural concerns, wilderness, areas of special concern, water quality, invasive species, infrastructure,
    - potential treatments which may include preapproved treatments from programmatic plans (e.g., site stabilization treatments, public warning systems, point protection, seeding, herbicide application), and
    - allowable actions or local restrictions.

The FMU safety considerations must be described. Examples are:

- gas lines,
- power lines,
- mine shafts,
- aviation hazards,
- restricted access due to hazards, and
- poisonous plants and venomous animals.

Detailed operational information may be contained in this section, or it may be placed in an appendix and referenced here. Examples include:

- permanent repeater locations, recommendations of successful temporary sites,
- radio frequencies,
- radio “dead spots”,
- communication plan,
- evacuation plan,
- water dip sites,
- helispots,
- remote automated weather stations (RAWS), and
- potential fire camp locations.

4. Wildland Fire Operational Guidance

This chapter applies to DOI agencies only. Forest Service guidance is available separately.

The intent of this chapter is to document the procedures used in the area covered by the FMP to implement the wildland fire management program. The following sections and subsections should be addressed in this chapter, or a reference should be cited where this information can be found (e.g., in an appendix).

4.1. Management of Unplanned Ignitions

Describe or reference program procedures that will be in place for planning for and responding to unplanned fires. Procedures to be included are dependent on local and interagency needs.

4.1.1 Preparedness

Examples include:

- preparedness (including training, qualifications, readiness, detection and aviation),
- cooperative or mutual aid fire management agreements,
- cost apportionment agreements,
- protection agreements,
- cross-boundary fire agreements,
- size-up, initial response and extended response procedures,
- records management,
- pre-planning and data acquisition for incident decision support processes and tools (e.g., WFDSS), and
- public interaction (e.g., information plans, Community Wildfire Protection Plans (CWPP) or equivalent).

4.1.2 Incident Management

Examples include:

- dispatching/obtaining resources (e.g.,. interagency dispatch centers, interagency teams, Multi-Agency Coordinating (MAC) groups),
- prioritizing allocation of resources,
- use of decision support tools (e.g., WFDSS, Farsite, Rapid Assessment of Values At Risk (RAVAR), etc.),
- processes for complying with regulatory requirements (e.g., smoke management, State Historic Preservation Office (SHPO), ESA),
- fire reporting requirements (forms such as 209s, 1202s, and updating systems of record such as Wildland Fire Management Information (WFMI) and Fire Management Information System (FMIS), and
- process for addressing suppression activity damage such as repairing firelines, camp clean up and stabilization, and other related damage needing immediate repair that are a direct result of fire management operations.

4.1.3 Emergency Stabilization

Immediate post wildfire actions needed to minimize the threat to life and health and prevent unacceptable degradation to natural and cultural resources (see Interagency Burned Area Emergency Response Guidebook).

Examples include:

- planning and burned area assessments (anticipated data and technical specialists needed),
- anticipated post-wildfire issues and values to be protected,
- treatment maintenance and monitoring, and
- reporting requirements (accomplishment reports and National Fire Plan Operations and Reporting System (NFPORS)).

4.2 Burned Area Rehabilitation

Describe or reference applicable post-wildfire burned area rehabilitation (BAR) actions to repair or improve wildfire damaged lands unlikely to recover naturally or minor facilities damaged by the fire. Use the Departmental Manual (620 DM 3) and agency-specific direction for guidance. Also see Interagency Burned Area Rehabilitation Guidebook. Note that specific approved BAR treatments (i.e., three-year plan) and constraints and recommendations are contained within either the area-wide (Section 3.1) or specific (Section 3.2) FMU descriptions.

Examples include:

- BAR planning requirements (e.g., technical specialists needed, timelines, data needs, etc.),
- process and thresholds for determining ES and BAR teams,
- regional coordinator contact information,
- local resource specialist positions that may assist the teams,
- anticipated post-wildfire rehabilitation issues,
- standardized monitoring protocols,
- requirements for planning,
- funding processes,
- reporting requirements (accomplishment reports and NFPORS),
- Native American consultation,
- Endangered Species Act consultation,
- National Environmental Policy Act (NEPA), and
- public information and public concerns.

4.3. Management of Planned Fuels Treatments

Describe or reference planning and implementation processes for fuels treatments by mechanical, chemical, biological or prescribed fire methods. Procedures to be included are dependent on local needs.

Examples include:

- processes to identify and prioritize fuels treatments (e.g., consultations with communities, use CWPPs, interdisciplinary teams, risk assessments and mitigation plans),

- procedures for implementing prescribed fire (e.g., requirements for development of burn plan, responsibilities for preparing and approving prescribed fires, requirements for safety, qualifications, interagency prescribed fire guidance),
- procedures for planning, preparing and implementing non-fire treatments,
- process for complying with regulatory requirements (e.g., NEPA, smoke, SHPO, ESA),
- treatment effects monitoring description,
- reporting requirements (NFPORS) and agency specific systems,
- fuels committees or local coordinating or special interest groups,
- funding processes.

4.4. Prevention, Mitigation and Education

Describe or reference wildland fire prevention, education, and mitigation strategies. Procedures to be included are dependent on local agency needs.

Examples include:

- human-caused ignition patterns and problems,
- fire investigation policies and procedures,
- closures/restricted access process,
- burn permit systems,
- law enforcement operating procedures and agreements,
- community involvement,
- Firewise,
- annual meetings with public, other agencies, and local fire districts,
- education programs,
- community grant programs and assistance,
- CWPPs,
- memorandum of understanding (MOU),
- funding processes, and
- reporting requirements.

5. Monitoring and Evaluation

This chapter applies to DOI agencies only. Forest Service guidance is available separately.

The intent of this chapter is to document processes for determining whether the FMP is being implemented, as planned, and fire-related goals and objectives are being achieved. Information obtained from monitoring and evaluations is used to update the FMP and land use plans (LUP).

Describe monitoring processes that will be used to measure achievement of FMP objectives. Procedures to be included are dependent on local agency needs.

Processes may include:

- fire and non-fire treatment effects monitoring, including broader scale long-term monitoring based on fire and land use objectives,
- collaboration with other disciplines for monitoring broader resource management objectives,
- information on annual performance (e.g., annual targets), and
- annual process to review and/or update the FMP, including triggers for major revisions.

Glossary

Use NWCG on-line glossary for common terms. Include full definition and references for agency or unit specific terminology.

References Cited (as appropriate)

Appendices – Optional

THIS PAGE INTENTIONALLY LEFT BLANK

Appendix E - BLM FMP Supplemental Information

This appendix provides guidance on developing an FMP that conforms to the Interagency Fire Management Plan Template (IFMPT) and reflects guidance in the BLM Fire Planning Handbook (H-9211-1). This appendix provides guidance for fulfilling IFMPT and BLM specific requirements.

The purpose of the interagency fire management plan template is to provide a framework to facilitate cooperation across administrative boundaries. This template provides the minimum standard for FMP structure and content while allowing the option to incorporate agency flexibility. Each agency may expand on this common template to meet agency specific needs. All agencies are required to use Chapters 1, 2, and 3 with the major headings noted in the following table. Department of the Interior (DOI) agencies are required to also use Chapters 4 and 5, and may opt to add additional chapters or sections, if deemed necessary.

The current interagency template (April 2009) has been modified from the original version approved in 2002, to better meet agency needs. However, the BLM-specific requirements have not changed from those set forth in the Interim Fire Planning Handbook released in 2008. The BLM offices are not required to revise current FMPs to meet this modified format until full FMP revisions are determined necessary by the responsible office. The need for a full FMP revision may be established during the annual review/update process as stipulated in the fire planning handbook.

The following table summarizes the IFMPT's required elements and provides BLM guidance to meet the required elements for each chapter and section. Required elements include both those required by the interagency fire management plan template and additional BLM requirements. Below the "Required Elements," the "BLM Guidance" describes, in more detail, how to meet the template requirements. Use this template guidance in conjunction with the guidance provided in Chapter 3 of the BLM Fire Planning Handbook, which includes additional details on components.

For additional comments or questions please contact your BLM State Office Fire Planning representative or Fire Planning and Fuels Management Division staff at the National Interagency Fire Center.

BLM GUIDANCE – INTERAGENCY FIRE MANAGEMENT PLANNING TEMPLATE	
1. INTRODUCTION	
Required Elements	1.a. State the reasons for developing the FMP. 1.b. Provide a general description of the location of the area covered by the FMP with vicinity map and agencies involved. 1.c. Briefly describe land ownership, significant resources, mission or direction for the area and different management designations (e.g., wilderness, timber harvest areas, research natural areas, cultural/religious areas, habitat management areas) for agencies participating in the planning effort.
BLM Guidance	1.a. Summarize the reasons for developing the FMP. Examples of statements include: *This FMP was developed to meet Federal Wildland Fire Management Policy requirements.* *This FMP documents the [BLM unit's] fire management objectives, strategies, and resource considerations based on interdisciplinary input and interagency collaboration.* *The FMP describes strategies to meet land-use plan goals and objectives for desired conditions.* 1.b. Describe your FPU by including the following: • location (provide a vicinity map and a map of the FPU), • total acres, • counties included, • agencies involved, and • number of FMUs. 1.c. Summarize the mission or direction for the land in your FPU. Describe your FPU by including: • land ownership by percentage/acres, and • management designations/significant resources (e.g., wilderness, wilderness study areas, national monuments, research natural areas, areas of critical environmental concern, cultural/religious areas, habitat management areas, endangered species populations, Class I Airsheds, non-attainment areas). • Consider using maps to portray FPU characteristics described above.

2. POLICY, LAND MANAGEMENT PLANNING AND PARTNERSHIPS	
2.1. Fire Policy	
Required Elements	2.1.a. Identify sources of guidance and direction that relate to actions described in the FMP, which may include: national interagency, departmental, and agency specific policies; compliance and authorities documentation. 2.1.b. Include unit-specific policies, if they exist.
BLM Guidance	2.1.a. List and summarize how your FMP meets the following national interagency, departmental, and BLM-specific policies: • Federal Wildland Fire Policy Example: *This FMP meets the Federal Wildland Fire Management Policy by following these guiding principles:* o *Firefighter and public safety is the first priority in every fire management activity.* o *The role of wildland fire as an essential ecological process and natural change agent has been incorporated into this planning process.* o *The fire management actions described in this FMP are economically viable and are based upon costs, values to be protected, and land-use plan objectives.* o *This FMP is based upon the best available science.* o *This FMP incorporates measures to protect public health and environmental quality.* o *Preparation of this FMP involved federal, state, tribal, and local interagency coordination and cooperation.* • National Fire Plan (e.g., 10-Year Comprehensive Strategy Implementation Plan, Cohesive Strategy for Protecting People and Sustaining Natural Resources) Example: *This FMP meets the policy and direction in the National Fire Plan because it emphasizes the following primary goals of the 10-Year Comprehensive Strategy and Cohesive Strategy for Protecting People and Sustaining Natural Resources by:* o *improving fire prevention and suppression,* o *reducing hazardous fuels,* o *restoring fire-adapted ecosystems, and* o *promoting community assistance.* • 620 DM 1 (620 DM 2 for Alaska) Example: *This FMP meets Department of the Interior policy found in 620 DM 1 by making full use of wildland fire and prescribed fire, both as a natural process and as a tool into the planning process.* 2.1.b. List any unit-specific policies related to fire management and describe how your FMP meets this local direction.

2.2. Land/Resource Management Planning	
Required Elements	2.2.a. Identify documents that relate to the area covered by the FMP, including interagency efforts. 2.2.b. List compliance documents that cover this FMP.
BLM Guidance	2.2.a. List BLM and other agency land management documents (e.g., land-use plans, habitat management plans, forest management plans, comprehensive conservation plans, regional management plans) that establish the goals, objectives, standards, guidelines, desired future conditions, and constraints detailed in Chapter 3. 2.2.b. List the National Environmental Policy Act (NEPA) and compliance documents (Endangered Species Act (ESA) and National Historic Preservation Act (NHPA)) that cover this FMP; compliance could be done at the FMP or land use plan (LUP) level. Provide short statements of how compliance was achieved. Example statements of compliance: • ***NEPA*** *– This FMP complies with NEPA because an Environmental Assessment (EA) for fire management decisions was completed in May, 2002 and a Finding of No Significant Impact (FONSI) was signed June 1, 2002.* - OR - *This FMP complies with the NEPA completed at the LUP level in June 2000; a Determination of NEPA Adequacy (DNA) was completed in January 2003.* • ***ESA*** *– As part of the FMP EA completed in 2002, a Biological Assessment was completed and submitted it to Fish and Wildlife Service (FWS) in March 2002. A Biological Opinion was submitted to BLM in May 2002 that showed concurrence with the BLM's findings that the FMP actions would not adversely affect any endangered species.* • ***NHPA*** *– All FMP actions/decisions are in compliance with Section 106 of NHPA, per the terms of the programmatic agreement between the BLM State Director and the State Historic Preservation Officer.*
2.3. Partnerships	
Required Elements	2.3.a. Identify any internal and external fire management partnerships or planning teams that helped you develop this FMP.
BLM Guidance	2.3.a. List and briefly describe fire management partnerships or planning teams that were utilized to develop the FMP. This includes internal interdisciplinary teams, interagency planning teams, tribal governments, collaborative community efforts, etc.

3. FIRE MANAGEMENT UNIT CHARACTERISTICS	
3.1. Area-wide Management Considerations	
Required Elements	3.1.a. Describe fire management related goals, objectives, standards, guidelines, and/or desired future conditions as found in the appropriate land use plans that apply across all FMUs. Include fire management related goals that may come from non-fire program areas within the land-use plan or other planning documents. 3.1.b. Identify area-wide guidance, such as regional initiatives that contain additional fire management goals or objectives (e.g., sage grouse strategies). 3.1.c. Describe any common characteristics (e.g., topography, fuels, prevailing winds) that may occur across all FMUs.
BLM Guidance	3.1.a. List the fire management related goals, objectives, standards, guidelines, desired future conditions, and constraints common to all FMUs from the land use plans. Fire management related goals are typically included in the wildland fire management section of the LUP, but may also be found in other program areas (such as vegetation, air quality, etc.) within the LUP. Examples include: • *Vegetation communities would provide sufficient plant cover and litter accumulation to protect soils from wind and water erosion, and enhance nutrient cycling and productivity.* • *Consider annual sage-grouse habitat protection or enhancement strategies to respond to changes that may have occurred.* • *No more than 100 acres of Riparian Ecological Zone would be treated over the next ten years in the Lakeside Management Area.* • *Manage fire management activities to minimize risks to public and firefighter safety.* • *Allow fire to play its natural role in the aspen-conifer communities in the North Valley Wilderness Study Area (WSA).* • *Fuels in the Wildland Urban Interface (WUI) are maintained at non-hazardous levels to provide for public and firefighter health and safety.* • *Avoid fire management actions which cause ground disturbance along the Nez Perce Trail, unless required for public or firefighter safety.* Identify the source document of each goal, objective, standard, guideline, desired future condition, and constraint. 3.1.b. List other fire management related goals, objectives, standards, guidelines, desired future conditions, and constraints found in documents *other than your LUP* (e.g., species/habitat conservation plans or regional initiatives, any new direction developed as part of the FMP process). Identify the source document of each goal, objective, standard, guideline, desired future condition, and constraint. 3.1.c. Describe any common characteristics that occur across the FPU (e.g., predicable weather patterns, fuels conditions, fire behavior, fire effects, general safety concerns, habitat concerns).

3.2 Fire Management Unit (FMU) – Specific Descriptions	
Required Elements	3.2.a. The FMU characteristics must be described. 3.2.b. The FMU management guidance must be described. 3.2.c. The FMU safety considerations must be described.

BLM Guidance	3.2.a. A description of the following characteristics for each FMU is recommended:
	• The FMU name.
	• The FMU location and vicinity map.
	• Acres by ownership.
	• Acres of vegetation types/fuel models and FRCC within the FMU (see section 3.3.3 of the BLM Fire Planning Handbook).
	• Unique physical characteristic(s) affecting fire management (topography, soils, access, fire effects information, etc.).
	• Ten-year averages for
	  o number of fires and acres burned (identify wildfires managed to achieve resource benefits),
	  o number and acres of fuels treatments (include prescribed fire and non-fire fuels treatments), and
	  o number and acres of ES and burned area rehabilitation (BAR) projects.
	• Values at risk that affect your fire management decisions or are affected by your fire management decisions. Values at risk include: threatened and endangered (T&E) and special status species; air quality; public health issues; cultural resources; communities at risk (CAR), communities of interest (COI) and WUI; rangeland; timber production; special designations; mining and mineral leases, oil and gas leases; and right of ways (ROW).
	
	Use maps to portray FMU elements described above. More than one element could be shown on a single map.
	
	3.2.b. Describe FMU-specific goals, fire management objectives (see appropriate section of the BLM Fire Planning Handbook), standards, guidelines, and desired future conditions. Include potential size and scope of vegetation treatments to meet both fire and land management goals. Include any acreage limits by vegetation communities, desired condition class changes, decadal limits, etc. Use relative value layer mapping to show geographically across the landscape where fire is desired, and not desired, and how fires will be managed relative to values.
	
	Discuss actions that will be taken to achieve those objectives and related constraints (e.g., management responses that would be considered; beneficial and detrimental fire intensity levels, desired fire effects, and retardant or chemical limitations). Describe the range of management response to be used.
	
	3.2.c. Describe safety considerations specific to the FMU (e.g., powerlines, aviation hazards, restricted access, and communications issues) that would affect fire management in the FMU.

4. WILDLAND FIRE OPERATIONAL GUIDANCE	
4.1. Management of Unplanned Ignitions	
Required Elements	4.1.a. Describe or reference program procedures that should be in place for planning and responding to fires. Procedures to be included are dependent on local, agency and interagency needs. 4.1.1.a. Preparedness. 4.1.2.a. Incident Management. 4.1.3.a. Emergency Stabilization.
BLM Guidance	4.1.a. Summarize the general fire program direction for responding to unplanned ignitions in the FPU. Include how to determine what responses will be considered, and how to make decisions on initial actions, extended attack, and large fire operations. Describe fire management priority areas under multiple ignition scenarios. Explain how fire management objectives and constraints will be carried forward into automated dispatch systems. 4.1.1.a. Preparedness – Summarize and reference your preparedness program by providing items such as: training, qualifications, readiness, detection, aviation, agreements (e.g., cooperative, mutual aid, cost apportionment, protection), size up, initial and extended response procedures, records management, pre-planning and data acquisition for incident decision support processes and tools (e.g. Wildland Fire Decision Support System (WFDSS)), public interaction (e.g., information plans, Community Wildfire Protection Plans (CWPP), etc.). 4.1.2.a. Incident Management – Include examples such as: prioritizing allocation of resources, dispatching/obtaining resources (e.g., interagency dispatch centers, interagency teams, multi-agency coordinating (MAC) groups), use of decision support tools (e.g., WFDSS, Farsite, etc.), processes for complying with regulatory requirements (e.g., smoke, State Historic Preservation Officer (SHPO), ESA), fire reporting requirements (forms such as 209s, 1202s, and updating systems such as Wildland Fire Management Information (WFMI), process for addressing suppression activity damage particularly damage needing immediate repair that is a direct result of fire management operations. 4.1.3.a. Emergency Stabilization – include immediate post wildfire actions needed to minimize the threat to life and health and prevent unacceptable degradation to natural and cultural resources. Examples include: planning and burned area assessments (anticipated data and technical specialists needed), anticipated post-wildfire issues and values to be protected, treatment maintenance and monitoring, and reporting requirements (accomplishment and National Fire Plan Operations and Reporting System (NFPORS)).

4.2. Burned Area Rehabilitation		
Required Elements	4.2.a.	Describe or reference applicable post-wildfire (BAR) actions to repair or improve wildfire damaged lands unlikely to recover naturally or minor facilities damaged by the fire. Use the Departmental Manual (620 DM 3) and agency-specific direction for guidance. Also see Interagency Burned Area Rehabilitation Guidebook. Note that specific approved BAR treatments (i.e., three year plan), constraints, and recommendations are contained within either the area-wide (Section 3.1) or specific (Section 3.2) FMU descriptions.
BLM Guidance	4.2.a.	Describe your BAR program compliance with agency policy (see relevant section of this handbook). Summarize and reference your Programmatic BAR Plan (Normal Fire Year Rehabilitation Plan) or other programmatic plans, if applicable. Summarize historic BAR treatments. Potential examples to include: BAR planning requirements (e.g., technical specialists needed, timelines, data needs, etc.), process and thresholds for determining BAR teams, local resource specialist positions that may assist the teams, anticipated post-wildfire rehabilitation issues, standardized monitoring protocols, requirements for planning, funding processes, reporting requirements (accomplishment reports and NFPORS), Native American consultation, ESA Consultation, NEPA, and public information concerns.
4.3 Management of Planned Fuels Treatments		
Required Elements	4.3.a.	Describe or reference planning and implementation processes for fuels treatments by mechanical, chemical, biological, or prescribed fire methods. Procedures to be included are dependent on local needs.
BLM Guidance	4.3.a.	Describe your prescribed fire program, including compliance with agency policy (Interagency Prescribed Fire Planning and Implementation Procedures Reference Guide, July 2008 and BLM Supplement to the Guide) when planning and implementing prescribed fire (e.g., requirements for development of burn plan, responsibilities for preparing and approving prescribed fires, requirements for safety and qualifications, etc.). Include: process for complying with regulatory requirements (e.g., NEPA, smoke, SHPO, ESA), funding process and treatment effects monitoring description. Consider all reporting requirements, such as NFPORS. Summarize historic and future prescribed fire activity. Include established annual or decadal targets/limits at the FPU level.
	4.3.b.	Describe your non-fire fuels program, including planning and implementation, as described above.
	4.3.c.	Describe the processes used to identify and prioritize fuel treatments. Processes could include: risk assessment, use of CWPPs, consultations with communities, interdisciplinary teams, mitigation plans, etc.

4.4. Prevention, Mitigation and Education		
Required Elements	4.4.a.	Describe or reference wildland fire prevention, education, and mitigation strategies. Procedures to be included depend on local agency needs.
BLM Guidance	4.4.a.	Summarize and reference your local prevention, mitigation and education plan(s), if applicable. Include your prevention, mitigation, education and community assistance program activities (e.g., school programs, fairs, mailers, wildfire coordinating councils, grant programs). Other potential items for inclusion: human-caused ignition patterns and problems, fire investigation policies and procedures, closures/restricted access process, burn permit systems, law enforcement operating procedures and agreements, community involvement, Firewise communities and involvement, CWPPs, funding process, and reporting requirements.
5. MONITORING AND EVALUATION		
Required Elements	5.1.	The intent is to document the process for determining whether the FMP is being implemented, as planned, and if fire-related goals and objectives are being achieved. Information obtained from monitoring and evaluations is used to update the FMP and land management plans. Describe monitoring processes that will be used to measure achievement of FMP objectives. Procedures to be included depend on local agency standards and needs.
BLM Guidance	5.1.	For BLM, the annual review process and checklist will meet FMP monitoring requirement. Describe how/when the annual review process will take place. In all monitoring processes, be sure to collaborate with other disciplines and incorporate appropriate processes for monitoring interdisciplinary resource management objectives. Describe processes that will be used to monitor fire and non-fire management actions (e.g., methods such as Fire Effects Monitoring and Inventory System (FIREMON)) in achieving FMP objectives.

THIS PAGE INTENTIONALLY LEFT BLANK