



UNITED STATES  
DEPARTMENT OF THE INTERIOR  
BUREAU OF LAND MANAGEMENT

Release  
1-1666

Date  
11/22/00

MANUAL TRANSMITTAL SHEET

Subject

1601 - LAND USE PLANNING

1. Explanation of Material Transmitted: This release is the foundation Manual Section for program-specific Manuals and Handbooks in the 1600 planning series which collectively constitute the guidance for land use planning. Planning objectives, authorities, responsibilities, and policy considerations are set forth and the general features of the Bureau planning system and resource management planning process are described.
2. Reports Required: None.
3. Material Superseded: Rel. Nos. 1-357; 1-1358; 1-1359; 1-1466; 1-1360; 1-1361; 1-1362; 1-1363; 1-1364; 1-1365; 1-1467; 1-1468; 1-1469; 1-1470; 1-1471; 1-1472; 1-1528; 1-1366; 1-1367.
4. Filing Instructions: File as directed below.

REMOVE

1601; 1602  
1611; 1612  
1614; 1615  
1616; 1617  
1618; 1619  
1620; 1621  
1622; 1623  
1624; 1625  
H-1625-1  
1631; 1632

INSERT

1601  
(Total: 12 Sheets)

*Henri R. Bisson*

Assistant Director  
Renewable Resources and Planning

**1601 - LAND USE PLANNING**

Table of Contents

- .01 Purpose
- .02 Objectives
- .03 Authority
- .04 Responsibility
- .05 References
- .06 Policy
  - A. Planning Approach
  - B. Planning Base
  - C. Collaborative and Multijurisdictional Approaches to Planning
  - D. Planning Scale
  - E. Decision-making Levels and Procedures
  - F. Implementation Actions Subsequent to Land Use Plan Decisions
  - G. Valid Existing Rights
- .07 File and Records Maintenance
- .08 Glossary

**1601 - LAND USE PLANNING**

This page left blank

## 1601 - LAND USE PLANNING

### .01 Purpose.

A. The purpose of this Manual is to provide further guidance to Bureau of Land Management (BLM) personnel on the requirements of Sec. 201 and 202 of the Federal Land Policy and Management Act (FLPMA), the BLM's Planning Regulations (43 CFR 1600), and the National Environmental Policy Act (NEPA). Nothing in this Manual section and supporting Handbooks may supersede the legal and regulatory mandates cited in the authorities section of this Manual.

B. The land use planning process is the key tool used by the BLM, in coordination with interested publics, to protect resources and designate uses on Federal lands managed by the BLM. Planning is critical to ensuring a coordinated, consistent approach to managing these lands. This Manual and Handbook provide guidance for preparing new Resource Management Plans (RMPs), plan revisions, plan amendments, other equivalent plans (e.g., plans adopted from other agencies), and subsequent implementation-level plans. Procedures and requirements are set forth to ensure that the BLM's plans meet regulatory and statutory requirements.

C. To the extent possible, this guidance integrates land use planning requirements with requirements under NEPA. This guidance is a further interpretation BLM's Planning Regulations (43 CFR 1600) based on field practice and experiences gained since the planning regulations were completed in 1983. This Manual and Handbook must be used in conjunction with the planning regulations.

.02 **Objectives.** These plans help ensure that the public lands are managed in accordance with FLPMA (43 USC 1701 *et seq.*) and other applicable laws and regulations, under the principles of multiple use and sustained yield; in a manner that recognizes the Nation's need for domestic sources of minerals, food, timber, and fiber; and in a manner that will protect the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water, and archaeological values. Where appropriate, lands will be managed to preserve and protect certain public lands in their natural condition to provide food and habitat for fish and wildlife and domestic animals, and to provide for outdoor recreation and human occupancy and use. The BLM will encourage collaboration and public participation throughout the planning process. To accomplish the above, the BLM will:

- A. Provide on a continuing basis an inventory of all public lands and their resource and other values. This inventory shall be kept current so as to reflect changes in conditions and to identify new and emerging resource and other values (FLPMA, Sec. 201 (a)).
- B. Use an interdisciplinary process for evaluating resource information that considers physical, cultural, and biological resources in conjunction with social and economic factors to decide appropriate public land uses.

## 1601 - LAND USE PLANNING

- C. Ensure opportunities for participation by Indian tribes, State and local governments, other Federal agencies, and the public in a way that coordinates land use inventory, planning, and management activities with these other jurisdictional entities. Such participation will help ensure that land use plans for public lands are consistent with the plans and policies of these entities to the maximum extent consistent with Federal law (FLPMA, Sec. 202 (c) (9)), and that policies of approved Indian tribal land resource management programs are considered (FLPMA, Sec. 202 (b)).
- D. Use collaborative and multijurisdictional approaches, to the extent possible, to encourage consistency in planning across different land ownerships and jurisdictions.
- E. Provide to the public a documented record of land allocations and permissible resource uses and constraints.
- F. Provide a framework to guide subsequent implementation decisions.

.03 **Authority.** The following is a list of major legal authorities relevant to the BLM land use planning process; it is not an inclusive list of all BLM authorities.

A. The Federal Land Policy and Management Act of 1976 (FLPMA), as amended, 43 U.S.C. 1701 *et seq.*, provides the authority for the BLM land use planning.

1. Sec. 102 (a) (7) and (8) sets forth the policy of the United States concerning the management of the public lands.
2. Sec. 201 requires the Secretary of the Interior to prepare and maintain an inventory of the public lands and their resource and other values, giving priority to areas of critical environmental concern (ACECs), and, as funding and workforce are available, to determine the boundaries of the public lands, provide signs and maps to the public, and provide inventory data to State and local governments.
3. Sec. 202 (a) requires the Secretary, with public involvement, to develop, maintain, and when appropriate, revise land use plans that provide by tracts or areas for the use of the public lands.

## 1601 - LAND USE PLANNING

4. Sec. 202(c)(1-9) requires that, in developing land use plans, the BLM shall use and observe the principles of multiple use and sustained yield; use a systematic interdisciplinary approach; give priority to the designation and protection of areas of critical environmental concern; rely, to the extent it is available, on the inventory of the public lands; consider present and potential uses of the public lands; consider the relative scarcity of the values involved and the availability of alternative means and sites for realizing those values; weigh long-term benefits to the public against short-term benefits; provide for compliance with applicable pollution control laws, including State and Federal air, water, noise, or other pollution standards or implementation plans; and consider the policies of approved State and tribal land resource management programs, developing land use plans that are consistent with State and local plans to the maximum extent possible consistent with Federal law and the purposes of this Act.
5. Sec. 202 (d) provides that all public lands, regardless of classification, are subject to inclusion in land use plans, and that the Secretary may modify or terminate classifications consistent with land use plans.
6. Sec. 202 (f) and Sec. 309 (e) provide that Federal, State, and local governments and the public be given adequate notice and an opportunity to comment on the formulation of standards and criteria for, and to participate in, the preparation and execution of plans and programs for the management of the public lands.
7. Sec. 302 (a) requires the Secretary to manage BLM lands under the principles of multiple use and sustained yield, in accordance with available land use plans developed under Sec. 202 of FLPMA. There is one exception: where a tract of the BLM lands has been dedicated to specific uses according to other provisions of law, it shall be managed in accordance with such laws.
8. Sec. 302 (b) recognizes the entry and development rights of mining claimants, while directing the Secretary to prevent unnecessary or undue degradation of the public lands.

B. The National Environmental Policy Act of 1969 (NEPA), as amended, 42 U.S.C. 4321 *et seq.*, requires the consideration and public availability of information regarding the environmental impacts of major Federal actions significantly affecting the quality of the human environment. This includes the consideration of alternatives and mitigation of impacts.

C. The Clean Air Act of 1990, as amended, 42 U.S.C. 7418, requires Federal agencies to comply with all Federal, State and local requirements regarding the control and abatement of air pollution. This includes abiding by the requirements of State Implementation Plans.

D. The Clean Water Act of 1987, as amended, 33 U.S.C. 1251, establishes objectives to restore and maintain the chemical, physical, and biological integrity of the Nation's water.

## 1601 - LAND USE PLANNING

E. The Federal Water Pollution Control Act, 33 U.S.C. 1323, requires Federal land managers to comply with all Federal, State, and local requirements, administrative authorities, process, and sanctions regarding the control and abatement of water pollution in the same manner and to the same extent as any nongovernmental entity.

F. The Colorado River Basin Salinity Control Act, 43 U.S.C. 1593, requires a comprehensive program for minimizing salt contributions to the Colorado River from BLM lands.

G. The Safe Drinking Water Act, 42 U.S.C. 201, is designed to make the Nation's waters "drinkable" as well as "swimmable." Amendments in 1996 establish a direct connection between safe drinking water and watershed protection and management.

H. The Endangered Species Act (ESA) of 1973, as amended, 16 U.S.C. 1531 *et seq.*:

1. Provides a means whereby the ecosystems upon which endangered and threatened species depend may be conserved and provides a program for the conservation of such endangered and threatened species (Sec. 1531 (b), Purposes).
2. Requires all Federal agencies to seek to conserve endangered and threatened species and utilize applicable authorities in furtherance of the purposes of the Endangered Species Act (Sec. 1531 (c) (1), Policy).
3. Requires all Federal agencies to avoid jeopardizing the continued existence of any species that is listed or proposed for listing as threatened or endangered or destroying or adversely modifying its designated or proposed critical habitat (Sec. 1536 (a), Interagency Cooperation).
4. Requires all Federal agencies to consult (or confer) in accordance with Sec. 7 of the ESA with the Secretary of the Interior, through the Fish and Wildlife Service and/or the National Marine Fisheries Service, to ensure that any Federal action (including land use plans) or activity is not likely to jeopardize the continued existence of any species listed or proposed to be listed under the provisions of the ESA, or result in the destruction or adverse modification of designated or proposed critical habitat (Sec. 1536 (a), Interagency Cooperation, and 50 CFR 402).

I. The Wild and Scenic Rivers Act, as amended, 16 U.S.C. 1271 *et seq.*, requires Federal land management agencies to identify potential river systems and then study them for potential designation as wild, scenic, or recreational rivers.

## 1601 - LAND USE PLANNING

J. The Wilderness Act, as amended, 16 U.S.C. 1131 *et seq.*, authorizes the President to make recommendations to the Congress for Federal lands to be set aside for preservation as wilderness.

K. The Alaska National Interest Lands Conservation Act, (ANICLA), 16 U.S.C. 3101, *et seq.*, provides for the special designation of certain public lands in Alaska and conservation of their fish and wildlife values.

L. The Antiquities Act of 1906, 16 U.S.C. 431-433, protects cultural resources on Federal lands and authorizes the President to designate National Monuments on Federal lands.

M. The National Historic Preservation Act (NHPA), as amended, 16 U.S.C. 470, expands protection of historic and archaeological properties to include those of national, State, and local significance and directs Federal agencies to consider the effects of proposed actions on properties eligible for or included in the National Register of Historic Places. It also directs the pro-active management of historic resources.

N. The American Indian Religious Freedom Act of 1978, 42 U.S.C. 1996, establishes a national policy to protect and preserve the right of American Indians to exercise traditional Indian religious beliefs or practices.

O. The Recreation and Public Purposes Act of 1926, as amended, 43 U.S.C. 869 *et seq.*, authorizes the Secretary of the Interior to lease or convey BLM lands for recreational and public purposes under specified conditions.

P. The Federal Coal Leasing Amendments Act of 1976, 30 U.S.C. 201 (a) (3) (A) (i), requires that coal leases be issued in conformance with a comprehensive land use plan.

Q. The Surface Mining Control and Reclamation Act of 1977, 30 U.S.C. 1201 *et seq.*, requires application of unsuitability criteria prior to coal leasing and also to proposed mining operations for minerals or mineral materials other than coal.

R. The Mineral Leasing Act of 1920, as amended, 30 U.S.C. 181 *et seq.*, authorizes the development and conservation of oil and gas resources.

S. The Onshore Oil and Gas Leasing Reform Act of 1987, 30 U.S.C. 181 *et seq.*, provides that a study be conducted by the National Academy of Sciences and the Comptroller General that results in recommendations for improvements which may be necessary to ensure the following are adequately addressed in Federal land use plans:

1. Potential oil and gas resources are identified;



## 1601 - LAND USE PLANNING

2. The social, economic, and environmental consequences of exploration for and development of oil and gas resources are determined; and
3. Any stipulations to be applied to oil and gas leases are clearly identified.

T. The General Mining Law of 1872, as amended, 30 U.S.C. 21 *et seq.*, allows the location, use, and patenting of mining claims on sites on public domain lands of the United States.

U. The Mining and Mineral Policy Act of 1970, 30 U.S.C. 21a, establishes a policy of fostering the orderly development of economically stable mining and minerals industries and studying methods for reclamation and the disposal of waste.

V. The Taylor Grazing Act of 1934, 43 U.S.C. 315, authorizes the Secretary of the Interior “to establish grazing districts, or additions thereto and/or to modify the boundaries thereof of vacant, unappropriated and unreserved lands from any part of the public domain . . . which in his opinion are chiefly valuable for grazing and raising forage crops[.] . . .” The Act also provides for the classification of lands for particular uses.

W. The Public Rangelands Improvement Act of 1978, 43 U.S.C. 1901, provides that the public rangelands be managed so that they become as productive as feasible in accordance with management objectives and the land use planning process established pursuant to 43 U.S.C. 1712.

X. The Wild and Free-Roaming Horse and Burro Act, as amended, 16 USC 1331-1340, provides that wild horses and burros shall be considered comparably with other resource values in formulating land use plans, and that management activities shall be undertaken with the goal of maintaining free-roaming behavior.

Y. Executive Orders 11644 (1972) and 11989 (1997) establish policies and procedures to ensure that off-road vehicle use shall be controlled so as to protect public lands.

Z. Executive Order 12898 (Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations), 49 *Fed. Reg.* 7629 (1994), requires that each Federal agency consider the impacts of its programs on minority and low-income populations.

AA. Executive Order 13007 (Indian Sacred Sites), 61 *Fed. Reg.* 26771 (1996), requires Federal agencies to the extent practicable, permitted by law, and not clearly inconsistent with essential agency functions to:

1. Accommodate access to and ceremonial use of Indian sacred sites by Indian religious practitioners; and
2. Avoid adversely affecting the physical integrity of such sacred sites.

## 1601 - LAND USE PLANNING

BB. Executive Order 13084 (Consultation and Coordination with Indian Tribal Governments) provides, in part, that each Federal agency shall establish regular and meaningful consultation and collaboration with Indian tribal governments in developing regulatory practices on Federal matters that significantly or uniquely affect their communities.

CC. Executive Order 13112 (Invasive Species) provides that no Federal agency shall authorize, fund, or carry out actions that it believes are likely to cause or promote the introduction or spread of invasive species unless, pursuant to guidelines that it has prescribed, the agency has determined and made public its determination that the benefits of such actions clearly outweigh the potential harm caused by invasive species; and that all feasible and prudent measures to minimize risk or harm will be taken in conjunction with the actions.

DD. Secretarial Order 3175 (incorporated into the Departmental Manual at 512 DM 2) requires that if Department of the Interior (DOI) agency actions might impact Indian trust resources, the agency must explicitly address those potential impacts in planning and decision documents, as well as consult with the tribal government whose trust resources are potentially affected by the Federal action.

EE. Secretarial Order 3206 (American Indian Tribal Rights, Federal-Tribal Trust Responsibilities, and the Endangered Species Act) requires DOI agencies to consult with Indian tribes when agency actions to protect a listed species, as a result of compliance with ESA, affect or may affect Indian lands, tribal trust resources, or the exercise of American Indian tribal rights.

FF. Secretarial Order 3215 (Principles for the Discharge of the Secretary's Trust Responsibility) guides DOI officials by defining the relatively limited nature and extent of Indian trust assets, and by setting out the principles that govern the Trustee's fulfillment of the trust responsibility with respect to Indian trust assets.

### .04 Responsibility.

A. Director, Bureau of Land Management, is responsible for:

1. Establishing national strategies, goals and objectives for land use plans consistent with the Federal Land Policy and Management Act (FLPMA) and the BLM Strategic Plan, as required under the Government Performance and Results Act of 1993.
2. Providing national-level policy guidance and direction for land use planning at several scales, as well as providing for land use plan evaluations.
3. Resolving protests to proposed land use plans and amendments.

## 1601 - LAND USE PLANNING

B. State Directors are responsible for:

1. Providing policy guidance and direction reflecting national strategic goals for regional, sub-basin, and local land use planning, where appropriate, and for RMPs, subsequent implementation plans, and project-level plans within their States.
2. Approving boundaries for assessments and for land use plans, revisions and amendments.
3. Approving land use plans, revisions, and amendments.
4. Assisting with plan evaluations at the intervals specified in each land use plan, and either approving evaluations or concurring with Field and District Manager approvals of plan evaluations.

C. Field Managers and District Managers are responsible for:

1. Preparing and implementing plans, including RMPs, implementation plans, and project-level plans.
2. Ensuring that all activities on public lands conform to approved land use plan decisions.
3. Approving implementation decisions.
4. Monitoring and evaluating land use plans in accordance with the intervals and standards established in their land use plans, as well as at other times as appropriate; approving plan evaluations for those evaluations initiated at the field level.

### .05 References.

- A. 2 U.S.C. 1534 - State, Local and Tribal Government Input
- B. 5 U.S.C. 552 - Public Information; Agency Rules, Opinions, Orders, Records, and Proceedings
- C. 16 U.S.C. 1001 *et seq.* - Watershed Protection and Flood Prevention
- D. 16 U.S.C. 1601 *et seq.* - Forest and Rangeland Renewable Resources Planning
- E. 42 U.S.C. 4332 - Cooperation of Agencies
- F. Executive Order 12088 - Federal Compliance with Pollution Control Standards

BLM MANUAL  
Supersedes Rel. 1-1357; 1-1358; 1-1359; 1-1466; 1-1360; 1-1361; 1-1362;  
1-1363; 1-1364; 1-1365; 1-1467; 1-1468; 1-1469; 1-1470; 1-1471; 1-1472;  
1-1528; 1-1366; 1-1367

Rel. 1-1666  
11/22/00

**1601 - LAND USE PLANNING**

- G. 36 CFR 800 - Protection of Historic and Cultural Properties
- H. 40 CFR 1500 - Council on Environmental Quality
- I. 43 CFR 4 - Department Hearings and Appeals Procedures
- J. 43 CFR 1600 - Planning, Programming, Budgeting
- K. 43 CFR 2200 - Exchanges: General Procedures
- L. 43 CFR 2300 - Land Withdrawals
- M. 43 CFR 2400 - Land Classification
- N. 43 CFR 2520 - Desert Land Entries
- O. 43 CFR 2530 - Indian Allotments
- P. 43 CFR 2610 - Carey Act Grants
- Q. 43 CFR 2620 - State Grants
- R. 43 CFR 2710 - Sales: Federal Land Policy and Management Act
- S. 43 CFR 2740 - Recreation and Public Purposes Act
- T. 43 CFR 2800 - Rights-of-way, Principles and Procedures
- U. 43 CFR 2910 - Leases
- V. 43 CFR 2920 - Leases, Permits, and Easements
- W. 43 CFR 3100 - Oil and Gas Leasing
- X. 43 CFR 3160 - Onshore Oil and Gas Operations
- Y. 43 CFR 3420 - Competitive Leasing
- Z. 43 CFR 3461 - Federal Lands Review: Unsuitability For Mining
- AA. 43 CFR 3809 - Surface Management

**1601 - LAND USE PLANNING**

- BB. 43 CFR 4100 - Grazing Administration
- CC. 43 CFR 4180 - Rangeland Health
- DD. 43 CFR 4740 - Wild Horses and Burros: Motor Vehicles and Aircraft
- EE. 43 CFR 5003 - Effect of Decisions
- FF. 43 CFR 8340 - Off-Road Vehicles
- GG. 43 CFR 8342 - Off-Road Vehicles: Designation Procedures
- HH. 43 CFR 8364 - Visitor Services: Closure and Restriction Orders
- II. 50 CFR 402 - Interagency Coordination--Endangered Species Act of 1973, as amended
- JJ. Departmental Manual 512 DM 2 - Departmental Responsibilities for Indian Trust Resources
- KK. Departmental Manual 516 DM - NEPA Manual
- LL. BLM Handbook H-1790-1 - NEPA Handbook
- MM. BLM Manual 6840 - Special Status Species Management
- NN. BLM Manual 8120 - Native American Consultation
- OO. BLM Manual 8160 - Native American Coordination and Consultation
- PP. BLM Handbook H-8160-1 - General Procedural Guidance for Native American Consultation
- QQ. BLM Manual 8300 - Recreation Management
- RR. BLM Handbook H-8160-1 - General Procedural Guidance for Native American Consultation
- SS. BLM Handbook H-8410-1 - Visual Resources Inventory
- TT. BLM Handbook H-9211-1 - Fire Management Activity Planning
- UU. BLM Handbook H-9214-1 - Prescribed Fire Management Handbook

BLM MANUAL  
Supersedes Rel. 1-1357; 1-1358; 1-1359; 1-1466; 1-1360; 1-1361; 1-1362;  
1-1363; 1-1364; 1-1365; 1-1467; 1-1468; 1-1469; 1-1470; 1-1471; 1-1472;  
1-1528; 1-1366; 1-1367

Rel. 1-1666  
11/22/00

## 1601 - LAND USE PLANNING

### .06 Policy.

#### A. Planning Approach.

1. The BLM will use a collaborative approach, where possible and as appropriate, when preparing or amending land use plans. Land use planning will be completed in accordance with applicable laws, regulations, and guidance, and will support BLM's mission and goals as outlined in BLM's Strategic Plan. Planning decisions will also be developed in concert with sustainable development concepts. These concepts include a vision of economic prosperity, a healthy environment, and a just and equitable society. These sustainable development concepts are consistent with the mission and goals outlined in BLM's Strategic Plan.

2. The BLM's mission is to sustain the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations. Land use plan decisions will further this mission by identifying desired outcomes and actions that restore and maintain the health of the land; preserve natural and cultural heritage; reduce threats to public health, safety, and property; and provide opportunities for environmentally responsible recreational and commercial activities.

3. When making land use plan decisions, the BLM will consider information from all available sources, including scientific data gained from resource assessments, information regarding ecosystem protection and restoration needs, the reasonably foreseeable development of consumptive and nonconsumptive uses, and social and economic information.

#### B. Planning Base.

1. The BLM has developed a comprehensive set of land use planning decisions that are described in MFPs, RMPs, and other equivalent plans. Equivalent plans include:

- a. Plans prepared by other agencies and adopted by the BLM (43 CFR 1610.5-7).
- b. Planning analyses prepared by the BLM for BLM-managed areas that are outside current RMP or MFP planning boundaries.

## 1601 - LAND USE PLANNING

2. This planning base covers nearly all of the public land managed by the BLM. The planning base will evolve as BLM prepares new RMPs, amendments, and revisions:

- a. In response to evaluations of consistency with current laws, regulations, and policies.
- b. Upon determining that implementing a plan's decisions is not achieving the desired resource conditions.
- c. When new science, data, or information indicates a need to change previous decisions.
- d. Upon determining that current plans do not provide adequate management direction.
- e. When new proposals or actions not evaluated in previous land use plans are put forth.

3. As funding permits, the BLM will prepare new RMPs for BLM-managed areas where none currently exist. Such areas include those currently covered by MFPs, areas covered by a planning analysis, newly acquired areas placed under BLM management, and areas for which the BLM has not yet completed any planning (e.g., portions of Alaska). The BLM will use the procedures outlined in this Manual and Handbook to prepare separate RMPs for National Monuments, National Conservation Areas, or other areas that warrant an RMP.

### C. Collaborative and Multijurisdictional Approaches to Planning.

1. The BLM will use collaborative and multijurisdictional approaches, where possible and as appropriate, to provide additional opportunities for identifying and resolving issues relating to the use of BLM-managed Federal lands. Collaboration is a cooperative process in which interested parties, often with widely varied interests, work together to seek solutions with broad support for managing federal and other lands. Collaboration can be used to encourage the development of shared landscape goals and objectives and to garner the support needed for implementation.

## 1601 - LAND USE PLANNING

2. While the ultimate responsibility regarding land use plan decisions on BLM-administered lands rests with the BLM official, managers have discovered that when people, communities, and government work together toward a common objective, there is significant improvement in the stewardship of BLM's lands. A collaborative approach to planning means that the BLM must strive to work together with Federal, tribal, State, and local governments and other interested parties from the earliest stages and throughout the planning process to address common needs and goals within the planning area. This approach is effective whether the BLM is planning solely for BLM lands, or as a partner in multijurisdictional planning efforts in which there are multiple public and nonpublic land ownerships and jurisdictions.

D. Planning Scale. Planning and regional assessments may be done at multiple scales to ensure that decisions properly address issues, trends, and concerns. For instance, assessment and planning regional issues, while not required, could set the context for RMPs or multi-jurisdictional plans and subsequent implementation plans. Multiple scales of planning decisions, from regional to site-specific, provide a comprehensive land use planning base for resource management within the context of FLPMA. Assessment and planning at different geographic scales allow the public to better focus on the level where its interests lie and allow the agency to make decisions at a scale most appropriate for the issues at hand and the level of information available.

E. Decision-making Levels and Procedures.

1. Procedures for making decisions vary, depending on whether the decisions are land use plan decisions or implementation decisions, as well as the level of impacts of the decisions. The BLM shall make land use plan decisions using the NEPA process in conjunction with the planning requirements at 43 CFR 1600. Proposed land use plan decisions can be protested under 43 CFR 1610.5-2.

2. The BLM will normally make implementation decisions in implementation plans, or as stand-alone decisions, using program-specific requirements and applicable NEPA procedures. These decisions are generally appealable to the Interior Board of Land Appeals (IBLA) through the Office of Hearings and Appeals (OHA) under 43 CFR 4, or to other authorities specific to resource programs. Handbook H-1601-1, Sections III and IV, provide additional details on procedural requirements for both land use plan decisions and implementation decisions. Handbook H-1601-1, Appendix F, provides additional details on protest and appeal provisions.

F. Implementation Actions Subsequent to Land Use Plan Decisions. The BLM will implement land use plans contingent upon available funding for authorizing and managing uses. If appropriated funds are not sufficient to complete actions required prior to authorizing specific uses (e.g., the completion of required clearances, consultation, and environmental analysis), it is acceptable for applicants to pay for these costs to help facilitate the authorization process.

G. Valid Existing Rights. All decisions made in land use plans, and subsequent



## 1601 - LAND USE PLANNING

implementation decisions, will be subject to valid existing rights. This includes, but is not limited to, valid existing rights associated with oil and gas leases, mineral leases, mining claims, and lands and realty actions (e.g., rights-of-way, easements, leases, etc.).

The BLM has the discretion, subject to the agreement of holders of valid existing rights, to modify proposed actions to reduce the effect of actions on resource values and uses. These modifications may be necessary to maintain the choice of alternatives being considered during land use plan development and implementation, and may include appropriate stipulations, relocations, redesigns, or delay of proposed actions.

**.07 File and Records Maintenance.** [Reserved]

## 1601 - LAND USE PLANNING

### .08 Glossary.

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

#### Terms

-A-

Activity Plan: see “Implementation Plan.”

Alternative Dispute Resolution: any process used to prevent, manage, or resolve conflicts using procedures other than traditional courtroom litigation or formal agency adjudication.

Amendment: the process for considering or making changes in the terms, conditions, and decisions of approved RMPs or MFPs using the prescribed provisions for resource management planning appropriate to the proposed action or circumstances. Usually only one or two issues are considered that involve only a portion of the planning area.

Assessment: the act of evaluating and interpreting data and information for a defined purpose.

-B-

Best Management Practices (BMP): a suite of techniques that guide, or may be applied to, management actions to aid in achieving desired outcomes. Best management practices are often developed in conjunction with land use plans, but they are not considered a land use plan decision unless the land use plan specifies that they are mandatory. They may be updated or modified without a plan amendment if they are not mandatory.

-C-

Categorical Exclusion (CX): a category of actions (identified in agency guidance) that do not individually or cumulatively have a significant effect on the human environment, and for which neither an environmental assessment nor an EIS is required (40 CFR 1508.4).

Closed: generally denotes that an area is not available for a particular use or uses; refer to specific definitions found in law, regulations, or policy guidance for application to individual programs. For example, 43 CFR 8340.0-5 sets forth the specific meaning of “closed” as it relates to OHV use, and 43 CFR 8364 defines “closed” as it relates to closure and restriction orders.

Collaboration : a cooperative process in which interested parties, often with widely varied

**1601 - LAND USE PLANNING**

interests, work together to seek solutions with broad support for managing public and other lands. This may or may not involve an agency as a cooperating agency.

Collaborative Partnerships and Collaborative Stewardship: refers to people working together, sharing knowledge and resources, to achieve desired outcomes for public lands and communities within statutory and regulatory frameworks.

Conformance: means that a proposed action shall be specifically provided for in the land use plan or, if not specifically mentioned, shall be clearly consistent with the goals, objectives, or standards of the approved land use plan.

Conservation Agreement: a formal signed agreement between the U.S. Fish and Wildlife Service or National Marine Fisheries Service and other parties that implements specific actions, activities, or programs designed to eliminate or reduce threats or otherwise improve the status of a species. CA's can be developed at a State, regional, or national level and generally include multiple agencies at both the State and Federal level, as well as tribes. Depending on the types of commitments the BLM makes in a CA and the level of signatory authority, plan revisions or amendments may be required prior to signing the CA, or subsequently in order to implement the CA.

Conservation Strategy: a strategy outlining current activities or threats that are contributing to the decline of a species, along with the actions or strategies needed to reverse or eliminate such a decline or threats. Conservation strategies are generally developed for species of plants and animals that are designated as BLM Sensitive species or that have been determined by the Fish and Wildlife Service or National Marine Fisheries Service to be Federal candidates under the Endangered Species Act.

Consistency: means that the proposed land use plan does not conflict with officially approved plans, programs, and policies of tribes, other Federal agencies, and State, and local governments to the extent practical within Federal law, regulation, and policy.

Cooperating Agency: assists the lead Federal agency in developing an EA or EIS. The Council on Environmental Quality regulations implementing NEPA define a cooperating agency as any agency that has jurisdiction by law or special expertise for proposals covered by NEPA (40 CFR 1501.6). Any tribe or Federal, State, or local government jurisdiction with such qualifications may become a cooperating agency by agreement with the lead agency.

-D-

Director (BLM Director): the national Director of the BLM.

Documentation of Land Use Plan Conformance and National Environmental Policy Act (NEPA) Adequacy (DNA): a worksheet for determining and documenting that a new, site-specific

BLM MANUAL  
Supersedes Rel. 1-1357; 1-1358; 1-1359; 1-1466; 1-1360; 1-1361; 1-1362;  
1-1363; 1-1364; 1-1365; 1-1467; 1-1468; 1-1469; 1-1470; 1-1471; 1-1472;  
1-1528; 1-1366; 1-1367

Rel. 1-1666  
11/22/00

## 1601 - LAND USE PLANNING

proposed action both conforms to the existing land use plan(s) and is adequately analyzed in existing NEPA documents. The signed conclusion in the worksheet is an interim step in BLM's internal analysis process and is not an appealable decision.

-E-

Evaluation (Plan Evaluation): the process of reviewing the land use plan and the periodic plan monitoring reports to determine whether the land use plan decisions and NEPA analysis are still valid and whether the plan is being implemented.

-G-

Geographic Information System: a computer system capable of storing, analyzing, and displaying data and describing places on the earth's surface.

Goal: a broad statement of a desired outcome. Goals are usually not quantifiable and may not have established time frames for achievement.

Guidelines: actions or management practices that may be used to achieve desired outcomes, sometimes expressed as best management practices. Guidelines may be identified during the land use planning process, but they are not considered a land use plan decision unless the plan specifies that they are mandatory. Guidelines for grazing administration must conform to 43 CFR 4180.2.

-I-

Implementation Decisions: decisions that take action to implement land use plan decisions. They are generally appealable to IBLA under 43 CFR 4.40.

Implementation Plan: a site-specific plan written to implement decisions made in a land use plan. An implementation plans usually selects and applies best management practices to meet land use plan objectives. Implementation plans are synonymous with "activity" plans. Examples of implementation plans include interdisciplinary management plans, habitat management plans, and allotment management plans.

Indian tribe (or tribe): any Indian group in the conterminous United States that the Secretary of the Interior recognizes as possessing tribal status (listed periodically in the *Federal Register*).

-L-

Land Use Allocation: the identification in a land use plan of the activities and foreseeable development that are allowed, restricted, or excluded for all or part of the planning area, based on desired future conditions.

Land Use Plan: a set of decisions that establish management direction for land within an administrative area, as prescribed under the planning provisions of FLPMA; an assimilation

**1601 - LAND USE PLANNING**

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.

Land Use Plan Decision: establishes desired outcomes and actions needed to achieve them. Decisions are reached using the planning process in 43 CFR 1600. When they are presented to the public as proposed decisions, they can be protested to the BLM Director. They are not appealable to IBLA.

Land Use Planning Base: the entire body of land use plan decisions resulting from RMPs, MFPs, planning analyses, the adoption of other agency plans, or any other type of plan where land-use-plan-level decisions are reached.

-M-

Management Decision: a decision made by the BLM to manage public lands. Management decisions include both land use plan decisions and implementation decisions.

Monitoring (Plan Monitoring): the process of tracking the implementation of land use plan decisions.

Multijurisdictional Planning: collaborative planning in which the purpose is to address land use planning issues for an area, such as an entire watershed or other landscape unit, in which there is a mix of public and/or private land ownerships and adjoining or overlapping tribal, State, local government, or other Federal agency authorities.

-O-

Objective: a description of a desired condition for a resource. Objectives can be quantified and measured and, where possible, have established time frames for achievement.

Open: generally denotes that an area is available for a particular use or uses. Refer to specific program definitions found in law, regulations, or policy guidance for application to individual programs. For example, 43 CFR 8340.0-5 defines the specific meaning of “open” as it relates to OHV use.

-P-

Permitted Use: the forage allocated by, or under the guidance of, an applicable land use plan for livestock grazing in an allotment under a permit or lease; expressed in Animal Unit Months (AUMs) (43 CFR 4100.0-5).

Planning Analysis: a process using appropriate resource data and NEPA analysis to provide a basis for decisions in areas not yet covered by an RMP.

## 1601 - LAND USE PLANNING

Planning Criteria: the standards, rules, and other factors developed by managers and interdisciplinary teams for their use in forming judgments about decision making, analysis, and data collection during planning. Planning criteria streamline and simplify the resource management planning actions.

Provincial Advisory Council (PAC): see Resource Advisory Council.

Public Land: land or interest in land owned by the United States and administered by the Secretary of the Interior through the BLM, except lands located on the Outer Continental Shelf, and land held for the benefit of Indians, Aleuts, and Eskimos.

-R-

Resource Advisory Council (RAC): a council established by the Secretary of the Interior to provide advice or recommendations to BLM management. In some states, Provincial Advisory Councils (PACs) are functional equivalents of RACs.

Resource Use Level: the level of use allowed within an area. It is based on the desired outcomes and land use allocations in the land use plan. Targets or goals for resource use levels are established on an area-wide or broad watershed level in the land use plan. Site-specific resource use levels are normally determined at the implementation level, based on site-specific resource conditions and needs as determined through resource monitoring and assessments.

Revision: the process of completely rewriting the land use plan due to changes in the planning area affecting major portions of the plan or the entire plan.

-S-

Scale: refers to the geographic area and data resolution under examination in an assessment or planning effort.

Social science: the study of society and of individual relationships in and to society, generally including one or more of the academic disciplines of sociology, economics, political science, geography, history, anthropology, and psychology.

Standard: a description of the physical and biological conditions or degree of function required for healthy, sustainable lands (e.g., land health standards).

State Implementation Plan (SIP): a strategic document, prepared by a State (or other authorized air quality regulatory agency) and approved by the U.S. Environmental Protection Agency, that thoroughly describes how requirements of the Clean Air Act will be implemented (including standards to be achieved, control measures to be applied, enforcement actions in

**1601 - LAND USE PLANNING**

case of violation, etc.).

Special status species: includes proposed species, listed species, and candidate species under the ESA; State-listed species; and BLM State Director-designated sensitive species (see BLM Manual 6840 - Special Status Species Policy).

Strategic Plan (BLM Strategic Plan): a plan that establishes the overall direction for the BLM. This plan is guided by the requirements of the Government Performance and Results Act of 1993, covers a 5-year period, and is updated every 3 years. It is consistent with FLPMA and other laws affecting the public lands.

-T-

Total Maximum Daily Load (TMDL): an estimate of the total quantity of pollutants (from all sources: point, nonpoint, and natural) that may be allowed into waters without exceeding applicable water quality criteria.

Tribe: see Indian tribe.

## 1601 - LAND USE PLANNING

### Acronyms

ACEC	Area of Critical Environmental Concern
ADR	Alternative Dispute Resolution
AUM	Animal Unit Month
BLM	Bureau of Land Management
CA	Conservation Agreement
CEQ	Council on Environmental Quality
CFR	Code of Federal Regulations
CS	Conservation Strategy
CX	Categorical Exclusion
DM	Departmental Manual
DNA	Documentation of Land Use Plan Conformance and National Environmental Policy Act (NEPA) Adequacy
DOI	Department of the Interior
DR	Decision Record (for an EA)
EA	Environmental Assessment
EIS	Environmental Impact Statement
EPA	Environmental Protection Agency
ESA	Endangered Species Act
FACA	Federal Advisory Committee Act
FWS	Fish and Wildlife Service
FLPMA	Federal Land Policy and Management Act
FONSI	Finding of No Significant Impact
GIS	Geographic Information System
IBLA	Interior Board of Land Appeals
LAC	Limits of Acceptable Change
LUP	Land use plan
MFP	Management Framework Plan
MOU	Memorandum of Understanding

BLM MANUAL

Supersedes Rel. 1-1357; 1-1358; 1-1359; 1-1466; 1-1360; 1-1361; 1-1362; 1-1363; 1-1364; 1-1365; 1-1467; 1-1468; 1-1469; 1-1470; 1-1471; 1-1472; 1-1528; 1-1366; 1-1367

Rel. 1-1666  
11/22/00



**1601 - LAND USE PLANNING**

NOA	Notice of Availability
NOI	Notice of Intent
NEPA	National Environmental Policy Act
NMFS	National Marine Fisheries Service
OHV	Off-Highway Vehicle (also refers to Off-Road Vehicles)
PAC	Provincial Advisory Council
RAC	Resource Advisory Council
RMP	Resource Management Plan
ROD	Record of Decision (for an EIS)
ROS	Recreation Opportunity Spectrum
T&E	Threatened and Endangered
TMDL	Total Maximum Daily Load
U.S.C.	United States Code
VRM	Visual Resource Management

BLM MANUAL

Supersedes Rel. 1-1357; 1-1358; 1-1359; 1-1466; 1-1360; 1-1361; 1-1362;  
1-1363; 1-1364; 1-1365; 1-1467; 1-1468; 1-1469; 1-1470; 1-1471; 1-1472;  
1-1528; 1-1366; 1-1367

Rel. 1-1666  
11/22/00