



U. S. Department of the Interior
Bureau of Land Management

PREPARATION PLAN

Organ Mountains-Desert Peaks National Monument Resource Management Plan



April 2017

LIST OF ACRONYMS

ACEC	Areas of Critical Environmental Concern
AIM	Assessment, Inventory, and Monitoring
AMS	Analysis of the Management Situation report
BLM	Bureau of Land Management
CFR	Code of Federal Regulations
CTTM	Comprehensive Travel and Transportation Management
EIS	Environmental Impact Statement
FLPMA	Federal Land Policy and Management Act
FR	Federal Register
GIS	Geographic Information System
IDT	Interdisciplinary Team
LCDO	Las Cruces District Office
MFP	Management Framework Plan
MOU	Memorandum of Understanding
NEPA	National Environmental Policy Act
NHT	National Historic Trail
NM	New Mexico
NOA	Notice of Availability
NOI	Notice of Intent
OMDPNM	Organ Mountains-Desert Peaks National Monument
RMP	Resource Management Plan
RNA	Research Natural Area
ROD	Record of Decision
SHPO	State Historic Preservation Officer
SO	State Office for BLM New Mexico
SRG	Southern Rio Grande
WO	Washington D.C. Office for BLM

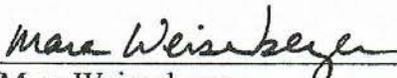
April 2017

Preparation Plan

**Organ Mountains-Desert Peaks National Monument
Resource Management Plan
and
Environmental Impact Statement**

Prepared by
Las Cruces District
Bureau of Land Management
Department of the Interior

Recommended by:



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April 6, 2017
Date



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April 6, 2017
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4/10/17
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Purpose of the Preparation Plan

The purpose of this preparation plan is to outline the essential elements related to the interactive and comprehensive completion of a Resource Management Plan (RMP) for the Organ Mountains-Desert Peaks National Monument (OMDPNM or Monument). The preparation plan will:

- Specify the areas that compose the OMDPNM and the need for a planning effort that both significantly protects, restores, and allows different uses within these lands.
- Identify the preliminary planning criteria, and planning issues and management concerns to be resolved by the RMP.
- The OMDPNM planning approach will follow regulations from the Bureau of Land Management (BLM) 2005 Land Use Planning Handbook, H-1601.
- Identify possible cooperating agencies and stakeholders and develop methods for public and partner participation.
- Document the roles and responsibilities for the BLM, including potential staffing and workload evaluations.
- Identify data gaps, information needs, and decision needs, and suggest methods to address these issues.
- Identify a schedule and budget for plan development.

Introduction and Background

On May 21, 2014, President Barack Obama signed Proclamation 9131 declaring the Organ Mountains-Desert Peaks National Monument (Appendix A). The OMDPNM area consists of 496,529 acres of rugged mountain land surrounding the city of Las Cruces, New Mexico and is managed by the BLM. The President established the OMDPNM to “preserve its cultural, prehistoric, and historic legacy and maintain its diverse array of natural and scientific resources, ensuring that the prehistoric, historic, and scientific values of this area remain for the benefit of all Americans.” The proclamation establishes that the Secretary of the Interior will manage the Monument through the BLM as a National Conservation Lands unit consistent with the Federal Land Policy and Management Act (FLPMA) of 1976.

The BLM Las Cruces District Office (LCDO) proposes to develop an RMP addressing land use and resource protection in the OMDPNM. An Environmental Impact Statement (EIS) will analyze alternatives to management of the Monument, and a Record of Decision (ROD) will be issued and will be consistent with legal and regulatory mandates from the National Environmental Policy Act (NEPA), Council on Environmental Quality, and the 2012 BLM Monuments Manual (Manual 6220), as well as any other applicable regulations.

The OMDPNM area lies primarily within Doña Ana County, but a small portion extends into Luna County, and has been managed in the past by a variety of policies. The 1989 Organ Mountains Coordinated RMP oversaw more than 50,000 acres of land and addressed: threatened and endangered or State-listed species, wildlife habitat, rangeland resources, cultural resources, and recreation. The Southern Rio Grande (SRG) Management Framework Plan (MFP), prepared in 1982, served as the overall land use plan for the area. Also in 1982, a grazing EIS was prepared for the SRG area. In 1984, a Las Cruces/Lordsburg MFP Amendment/EIS emerged to address energy minerals exploration and development, including oil, gas, and geothermal, as well as chemical vegetation treatments in the area.

The 1986 SRG MFP Amendment addressed specific land tenure adjustments within Doña Ana County and aided the acquisition of State trust land and private inholdings within the Organ Mountains Recreation Lands and Franklin Mountains.

The Mimbres RMP was prepared in 1993 and encompassed BLM-administered land in Doña Ana, Luna, Hidalgo, and Grant counties in southwestern New Mexico. The RMP provided a comprehensive framework for management of public land and allocation of resources, including decision-making regarding land ownership adjustments, vehicle designations, access, rights-of-way, minerals, recreation, cultural resources, wildlife, watershed management, and vegetation management. The plan established Areas of Critical Environmental Concern (ACECs) and Research Natural Areas (RNAs). The OMDPNM currently includes the Doña Ana Mountains ACEC, Robledo Mountains ACEC, Organ-Franklin Mountains ACEC, the Paleozoic Trackways RNA, and the Aden Lava Flow RNA.

An ongoing planning effort originally included the OMDPNM area: the Tri-County RMP/EIS. The Tri-County Draft RMP/EIS was released to the public for review and comment in April 2013. However, the OMDPNM has been removed from further consideration in the Tri-County Draft RMP/EIS and will be evaluated independently in this standalone OMDPNM RMP.

Doña Ana County is the most populated county in the Planning Area. The 2010 population of Doña Ana County was 209,233 people, an 18 percent population increase since 2000. Las Cruces is the largest metropolitan area in the Planning Area, with a 2009 population of 93,680 people, or roughly 42 percent of the population of Doña Ana County. Approximately 65 percent of people in Doña Ana County identify their ethnicity as Hispanic or Latino. About 30 percent identify themselves as White and not Hispanic. As compared to the State as a whole, Doña Ana County has a substantially larger share of the population that is Hispanic or Latino.

According to the U.S. Census Bureau, Luna County, New Mexico (NM) is designated as a Central Micropolitan Statistical Area. From 1970 to 2011, population in Luna County NM grew by 114 percent compared to 55 percent for the New Mexico Non-Metro. From 1970 to 2011, employment in Luna County NM grew by 130 percent compared to 93 percent for the New Mexico Non-Metro. In 2012, the unemployment rate in Luna County NM was 17.2 percent, compared to 6.8 percent for the New Mexico Non-Metro.

Federally recognized tribes in or near the Planning Area include the Mescalero Apache, who reside on the Mescalero Indian Reservation in northeastern Otero County, and Ysleta del Sur Pueblo (Tigua Reservation), located southeast of El Paso, Texas. The Tortugas, a composite community of Tigua, Piro, and Manso Indians and Hispanics, is a daughter colony of Ysleta del Sur that formed in Las Cruces sometime between 1850 and 1900. Although the Tortugas formally incorporated in 1914, the Federal government has not recognized the community as an Indian tribe. The Analysis of the Management Situation (AMS) and RMP will include further analysis for the following tribes in Doña Ana and Luna counties: Fort Sill Apache Tribe of Oklahoma, Comanche Indian Tribe, White Mountain Apache Tribe, Pueblo of Isleta, Navajo Nation, Acoma Pueblo, Laguna Pueblo, Tesuque Pueblo, and Hopi Tribe.

The LCDO completed a Wild and Scenic River Eligibility Determination for the TriCounty RMP in 2012, which encompasses lands since designated as the OMDPNM. Eight river segments were identified for the Wild and Scenic River inventory, none of which fall within the OMDPNM.

Description of the Monument

The Organ Mountains-Desert Peaks area is made up of 496,529 acres of BLM-administered land in southern New Mexico (Table 1) within Doña Ana and Luna Counties. The OMDPNM consists of five mountain ranges: Organ Mountains, Doña Ana, Sierra de las Uvas, Robledo, and the Potrillo Mountains.

These mountain ranges make up four Monument units (Table 2) which are administered as a unit of the BLM’s National Conservation Lands system. Currently, 67,083 acres within the OMDPNM boundary are owned and administered by the New Mexico State Land Office and are leased for livestock grazing.

The **Organ Mountains Unit** is located about 10 miles east of the city of Las Cruces, in Doña Ana County, and bordering the west side of the White Sands Missile Range. The geologic features of the range, spires, crevices, and canyons are visually stunning and can be visible more than 100 miles away. The highest point is Organ Needle at 8,990 feet.

Northwest of the Organ Mountains and about 5 miles north of Las Cruces is the **Doña Ana Mountains Unit**, which shares the southern border of the Jornada Experimental Range. The Doña Ana Mountains reach an elevation of 5,800 feet and were designated as an ACEC to protect scenic, botanical, and wildlife values.

Northwest of Las Cruces lies the **Robledo and Sierra de las Uvas Mountains Unit**, which is made up of the Sierra de las Uvas Mountains on the northwestern end and the Robledo Mountains on the southeastern end. The unit is delineated by Highway 26 on the north and west side, I-10 on the south, and the Rio Grande on the east. Cultural and historic artifacts include evidence of World War II bombing targets, petroglyphs, and pit houses. This range is also home to the BLM-managed Prehistoric Trackways National Monument.

The **Potrillo Mountains Unit** is located approximately 30 miles southwest of Las Cruces. The mountains exhibit prime examples of Chihuahuan Desert vegetation as well as a remarkable volcanic field made up of cinder cones, maar craters, lava flows, and the inactive shield volcano of Aden Crater. Its oldest maar crater is thought to be the mile-wide Kilbourne Hole, at more than 80,000 years old.

In Presidential Proclamation 9131, the acreage of the Monument is stated as 496,330. However, the acreage calculated using the BLM’s Geographic Information System (GIS) layer for the Monument, shows a larger area of 496,529 acres. Since the acreage provided for the Proclamation was not derived from a GIS exercise, the BLM has elected to use the GIS figures for the RMP development.

The Decision Area is the area for which decisions made in this RMP will apply (i.e., BLM-managed land). The decision area consists of 496,529 acres of Federal surface estate, designated as the OMDPNM (see Figure 1).

The term Planning Area refers to the geographic area within which the BLM will make decisions during this planning effort and is used for some resources and resource use discussions outside the Decision Area. The full extent of the Planning Area has not yet been determined, but will encompass lands within the OMDPNM boundary regardless of surface ownership (see Tables 1 and 2).

Table 1: Surface Ownership in the Monument by Percentages

TABLE 1: SURFACE OWNERSHIP IN THE MONUMENT BY PERCENTAGE		
General Land Status	Acres	Percent Total
Bureau of Land Management	496,529	86.6%
State of New Mexico	67,083	11.7%
Private	9,925	1.7%
TOTAL AREA	573,537	100%

Table 2: Surface Ownership in the Monument

TABLE 2: SURFACE OWNERSHIP IN THE MONUMENT		
Monument Unit	General Land Status	Acres
Organ Mountains	Bureau of Land Management	71,232
Organ Mountains	State of New Mexico	1,713
Organ Mountains	Private	1,644
Doña Ana Mountains	Bureau of Land Management	7,297
Doña Ana Mountains	State of New Mexico	1,282
Robledo and Sierra de las Uvas	Bureau of Land Management	201,915
Robledo and Sierra de las Uvas	State of New Mexico	43,296
Robledo and Sierra de las Uvas	Private	7,719
Potrillo Mountains	Bureau of Land Management	216,084
Potrillo Mountains	State of New Mexico	20793
Potrillo Mountains	Private	562
	TOTAL AREA	573,537

Resource Management Plan Relationship to Other Agency’s Programs, Plans, or Policies

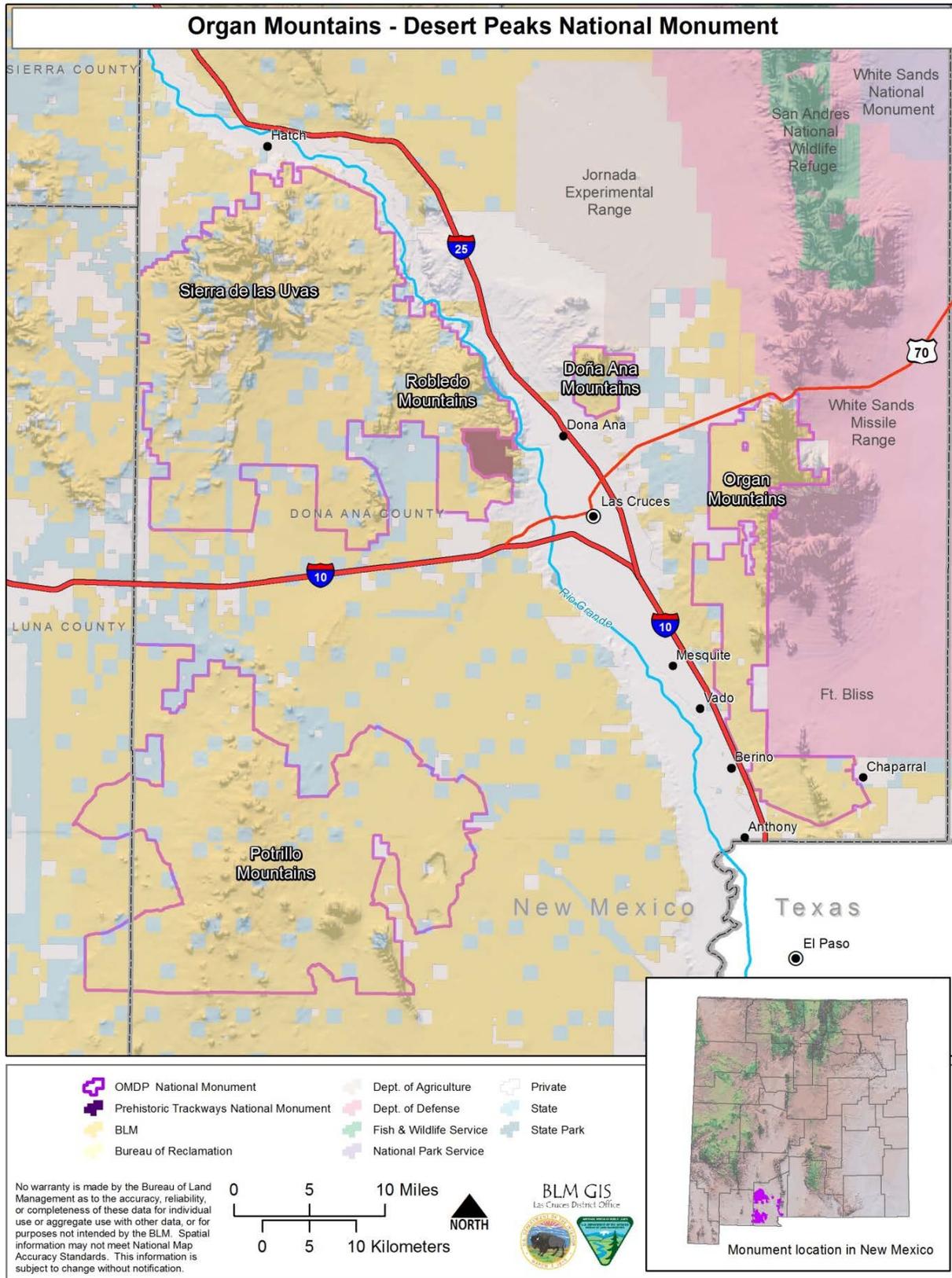
The new RMP/EIS is intended to complement or support BLM’s *Standards for Public Land Health and Guidelines for Livestock Grazing Management* (2001). These guidelines were developed by the BLM with the consultation of the New Mexico Resource Advisory Committee, and approved by the Secretary of the Interior in January 2001. Section 43 Code of Federal Regulations (CFR) 4180 states the fundamentals of rangeland health including watershed, ecological processes, water quality, and plant animal habitats. The objectives for the public land health standards are to promote healthy, sustainable ecosystems and to accelerate restoration and improvements of communities that depend upon productive, healthy public land.

Effective fire management will require the coordination among local and regional jurisdictions. The OMDPNM RMP will incorporate guidance from the 2001 *Review and Update of the 1995 Federal Wildland Fire Management Policy and Guidance for the Implementation of Federal Wildland Fire Management Policy* (2009), which provides the guiding principles for the framework of fire management strategies. The 2010 BLM *Las Cruces District Office Fire Management Plan* will tier to the OMDPNM RMP for the coordination of wildfire management on the Monument. BLM land within the OMDPNM was previously managed by the BLM LCDO and as the *Las Cruces District Office Fire Management Plan* is updated annually, changes or updates will be consistent with the Monument’s designation.

The RMP will consider the following resource-related plans of State and local governments:

- Doña Ana County, New Mexico Natural Events Action Plan Reevaluation 2005
- Statewide Comprehensive Outdoor Recreation Plan
- New Mexico Historic Preservation Plan
- 2006 Comprehensive Wildlife Conservation Strategy
- 2000 City of Las Cruces Extraterritorial Zoning Comprehensive Plan 2000-2020

Figure 1: Organ Mountains-Desert Peaks National Monument Area



- 2005 Las Cruces Metropolitan Planning Organization Transportation Plan
- Vision 2040 Regional Planning Project (City of Las Cruces and Doña Ana County)
- 2005 Restore New Mexico
- 2010 Luna County & 2012 Dona Ana County Community Wildfire Protection Plans
- 2015 White Sands Missile Range Integrated Natural and Cultural Resource Management Plan

Preliminary Planning Criteria

Planning criteria are the constraints or ground rules that are developed to guide and direct the development of the plan, as well as determine how the planning team will approach developing alternatives and the selection of a preferred alternative. The BLM planning regulations (43 CFR 1610) state that the BLM “shall prepare criteria to guide development of the resource management plan or revision, to ensure that it is tailored to the issues previously identified and to ensure that unnecessary data collection and analysis are avoided.” Thus, the planning criteria will be geared towards identified issues.

- Lands covered in the RMP will be public land administered by the BLM within the boundary of the OMDPNM. Decisions made in the RMP will apply exclusively to BLM-administered public land.
- The RMP will identify Lands and Realty actions such as rights-of-way, land use permits, and leases as well as surface management patterns within the Planning Area.
- The RMP will provide management of the OMDPNM to protect and restore objects and values in accordance with the Presidential Proclamation, the Omnibus Public Land Management Act of 2009, and the FLPMA of 1976.
- The RMP will be consistent with any other applicable laws, regulations, and BLM policies.
- The RMP will recognize valid and existing rights within the Decision Area. There are two fluid mineral leases and no active wells in the OMDPNM per the Reasonable Foreseeable Development Scenario for Oil and Gas Activities in the TriCounty Planning Area, south-central New Mexico (2015).
- The BLM will use a collaborative and multi-jurisdictional approach, when practical and possible, to determine the desired future condition of the OMDPNM.
- The BLM will strive to make land use plan decisions compatible with existing plans and policies of local, State, Federal, and tribal entities.
- The BLM will solicit and consider public input throughout the planning process.
- The RMP will address transportation and access, and will identify where better access is warranted, where it should remain the same, and where reduced access is appropriate to protect lands or resources.
- The BLM will utilize the Designation Criteria found at 43 CFR 8342.1 as the minimum set of criteria for evaluating off-highway vehicles/off-road vehicle linear features for consideration as designated roads, primitive roads, and trails.
- The BLM will establish supplementary rules for those areas identified in the RMP and a Comprehensive Travel and Transportation Management (CTTM) Plan where non-motorized access is limited to designated routes or other limitations on use.
- The BLM will consider the effects of management decisions on greenhouse gas emissions consistent with current policy, air quality, air quality related values, and noise, as well as

opportunities for mitigating emissions contributions. The BLM will also consider the uncertainty relating to climate change and its related possible effects and the extent by which management actions can help or hinder the ability of the Monument to adapt to climate changes.

- Existing ACECs will be reevaluated to determine if they continue to contain relevant and important values and if special management is still needed to maintain these values.
- The BLM will consider the effect of its proposed actions on ecological and cultural values, as well as on the existing uses of the land and ensure that its legal obligations under the designating proclamation and any other applicable laws, are met by the RMP.
- The BLM will determine if the OMDPNM is part of the National Historic Trail (NHT) viewshed and the values and opportunities related to the NHT. There are no NHTs in OMDPNM, but the El Camino Real de Tierra Adentro NHT follows the Rio Grande Valley, and whether visuals in the OMDPNM may have an effect on the trail will be evaluated.
- The BLM will coordinate with the National Park Service as the lead for the feasibility study for the study trail, for which the Butterfield Trail is being considered. Study trails will be addressed in land use planning following the guidelines in BLM 6280 Chapter 2.

Preliminary Planning Issues and Management Concerns

Planning issues are disputes or controversies about existing and potential land and resource allocations, levels of resource use, production, and related management practices. The issues discussed below are preliminary and subject to change based on results of pre-scoping, scoping, and new information or conditions. The following are issues identified by management and BLM LCDO staff as the underlying themes for management concerns.

Issue 1: Protecting Natural and Cultural Resources

To protect the important resources, objects and values as described in the Proclamation, BLM LCDO will initiate inventories that will provide the basis for management strategies developed in the RMP. The location and condition of important resources, objects, and values (prehistoric and historic cultural sites, paleontological resources, geologic resources, visual resources, and ecological resources) will be identified to better manage activities that could harm them. Increased visitation must be managed to protect ecological values. Strategies to prevent vandalism, and the illegal excavation or collection of cultural resources must be developed. Resources, objects, and values will be identified in the AMS.

Issue 2: Watershed Management and Environmentally Sustainable Economic Growth

The resources, objects and values of the OMDPNM are integral components of three major watersheds: The Lower Rio Grande (El Paso-Las Cruces segment), Jornada Draw (a closed basin) and the Mimbres (another closed basin). Each unit of the OMDPNM is characterized by a mountainous range and each contributes to water capture and run-off for these watersheds as well as the regional groundwater basins on which the local economies of Las Cruces, El Paso, other Texas areas, and Ciudad Juarez, Mexico depend. Watershed condition in the OMDPNM is impacted by roads, diversions, altered fire regime and other human uses such as livestock grazing. Enhancing vegetative cover, species diversity, and water infiltration will not only protect OMDPNM objects in the short-term, but will benefit the long-term functioning of the watersheds on which they depend.

Issue 3: Comprehensive Travel and Transportation Management

With more than 670 miles of roads, primitive routes, and trails within the OMDPNM, impacts to Monument objects must be considered while providing some level of access for recreation, research, ranching, and other permitted uses. All public land will be designated as either closed or limited to motorized vehicle use. The CTTM Plan will be developed concurrently with the RMP. Public input will be sought to verify the current inventory. In addition, route evaluation and the formulation of alternatives will be considered by the RMP process, however, the CTTM Plan will not be included in the RMP; the CTTM Plan will be a stand-alone plan with a separate Decision Record. The CTTM Plan is an implementation decision, and no implementation decisions will be incorporated into the RMP. The OMDPNM has a route inventory that is mostly completed, so BLM LCDO would like to take advantage of public engagement for the RMP to support the CTTM process.

Issue 4: Providing Recreation, Education and Interpretation Opportunities

In addition to protecting the cultural, historical, and ecological legacy of the OMDPNM, the BLM will also provide opportunities for recreation, scientific research, and public education. Related sciences include geology, paleontology, ecology, and archaeology. The Monument is highly sought after for numerous recreational opportunities. Following the Monument's designation in May 2014, a 40 percent increase in visitors was observed in fiscal year 2013 compared to 2012. The RMP will evaluate whether those activities are consistent with the purposes for which the area was designated. The BLM LCDO will also provide multiple outreach and education opportunities for the public throughout the planning process.

Planning Process Overview

The OMDPNM planning approach will follow guidance provided in the 2005 BLM Land Use Planning Handbook, H-1601. The planning effort begins with an extensive pre-scoping phase aimed at gathering scientific information and engaging members of the public early in the RMP process. The BLM has begun and will continue conducting inventories and assessments of resources to be included in AMS report. Ongoing and planned inventories and assessments are intended to incorporate Assessment, Inventory, and Monitoring (AIM) principles in the development of this RMP and provide high quality scientific information to support science-based decision-making. This phase also includes an outreach period focused on sharing information about the planning effort to raise awareness, build interest and prepare the public for the envisioning process. The audience created through outreach would participate in the envisioning process where their values and perspectives would be brought to the BLM's attention. Information gathered through pre-scoping and scoping would be incorporated into the AMS, which assesses available inventories within resource, environmental, ecological, social, and economic terms.

The BLM LCDO, along with New Mexico State University and the University of Alaska-Fairbanks, engaged the public in focus groups, in-person and take home surveys in late 2016 and early 2017. The goal of the information gathering was to receive input from various parties about recreation in the OMDPNM in order to develop a focused recreation management plan for the different areas of the Monument. Six focus group sessions were held in November 2016, inviting elected and non-elected community leaders, conservation/outfitter groups, local businesses owners, recreation groups, and regular visitors to give input on what they valued about the Monument. In the second phase of the information gather, three BLM LCDO interns and several New Mexico State University students were stationed at seven sites to conduct in-person surveys for a set number of hours during weekends and weekdays for 8 weeks. The BLM LCDO plans to complete the in-person surveys by the second week of April 2017.

Additional workshops will be conducted in fall 2017 to gather socioeconomic and social values data, including the opportunity for the public to contribute scientific information about Monument resources.

Going into the scoping period, the BLM will engage the public with workshops to gain socioeconomic and social values of why and how the OMDPNM is important to them. The remaining planning framework generally follows the guidelines found in the 2005 Land Use Planning Handbook: publish Draft RMP, public comment period, publish Proposed RMP, protest period and Governor's consistency review, and publish the Approved plan and final decision. While developing the RMP, the BLM will apply the landscape approach and adaptive management principles to management alternatives. The environmental analyses would span across jurisdictional boundaries to best understand the implications of management decisions on all lands and ecosystems. The AIM strategy would be used to evaluate resource conditions and ensure RMP effectiveness and that management objectives are being met. OMDPNM will adopt new guidance as practical during the course of the RMP process.

Public and Partner Participation

Public and partner participation are integral parts of the planning process. All interested parties, whether local, statewide, or national, will have opportunities for comment on all aspects of the RMP/EIS effort. The RMP/EIS will be prepared in close consultation with all appropriate Federal, state, tribal, county and local entities, as well as any permit holders, environmental groups, and other private organizations and individuals. The Public Involvement Strategy in Appendix B outlines the opportunities available to potential cooperating agencies, stakeholders and the general public that will allow the BLM to gather and consider public comments in the development of the plan.

Cooperating Agencies

The BLM LCDO will mail invitation letters to qualifying local, state, Federal, and tribal entities to join the planning process as a Cooperating Agency. A Memorandum of Understanding (MOU) will be signed by the BLM and each Cooperating Agency, and this relationship will be maintained throughout the development of the RMP.

Tribal Consultation

The BLM LCDO will mail invitation letters to tribal entities to join the planning process as both Government-to-Government and Cooperating Agency levels of participation.

In accordance with Executive Orders 12866, 13084, 13007, 13175 and all other applicable laws, rules, regulations, policies, and guidelines, the BLM will conduct government-to-government consultation with Native American Tribes identified as having interests or traditional cultural properties within the Planning Area. The BLM will initiate consultation with Native American Tribes at the earliest opportunity and will continue consultation throughout the planning process. The BLM will also ensure consultation at the following five required points during the planning process: (1) identification of issues; (2) review of proposed planning criteria; (3) review of the Draft RMP/EIS; (4) review of the Proposed RMP and Final EIS; and (5) when notice of any changes occur (BLM Handbook 8120-1. III-2).

Engaging in Formal Consultation and/or Coordination

The BLM will conduct the following formal consultations and/or coordination, in addition to working with cooperating agencies.

Section 106 Consultation with the State Historic Preservation Officer (SHPO)

The SHPO will be invited to participate in the planning process as a Cooperating Agency. If an MOU is signed, then the SHPO would be invited to attend individual planning team meetings as appropriate. Additionally, the Draft RMP/EIS would be submitted to the SHPO for consultation and comments regarding assessment of effect under Section 106 of the National Historic Preservation Act.

United States Fish and Wildlife Service and/or National Marine Fisheries Service

In accordance with Section 7 of the Endangered Species Act (1973 as amended), consultation will be conducted with the agency of jurisdictional authority for each respective species.

Governor's Consistency Review

Before the Deciding Official approves the proposed RMP, the Governor of New Mexico will have 60 days to identify inconsistencies between the Proposed Plan and State plans and programs, and to provide written comments. If the Governor does not respond within this period, it is assumed that the proposed RMP decisions are consistent. If the Governor recommends changes in the Proposed Plan that were not already raised in the public participation process, the Deciding Official will provide the public an opportunity to comment on the recommendations (43 CFR 1610.3-2). The public comment period will be offered for 30 days. If the Deciding Official does not accept the Governor's recommendations, the Governor will have 30 days to appeal in writing to the BLM Director.

BLM Participants in the Planning Process

BLM employees at all levels of the organization will be engaged in various ways in the planning process. The BLM LCDO will primarily draw on the expertise of its staff to populate the interdisciplinary team, though some additional support will be drawn from the BLM NM State Office. The BLM is still working to identify individuals or fill vacancies for some Interdisciplinary Team (IDT) and support functions as described in Table 3.

Table 3: BLM Participants and their Roles and Responsibilities

TABLE 3: BLM PARTICIPANTS AND THEIR ROLES AND RESPONSIBILITIES			
Level of Organization	Position	Name	Roles/Responsibilities
NM State Office	State Director	Amy Lueders	<ul style="list-style-type: none">• Provides management direction for planning effort.• Issues Prep Plan, Draft RMP/EIS, Proposed RMP/Final EIS, and ROD/Approved RMP.• Deciding Official
LCDO	District Manager	Bill Childress	<ul style="list-style-type: none">• Provides management direction for the development of the RMP.• Keeps the State Director informed of progress.• Overall responsibility for the planning process, schedule, and budget.

TABLE 3: BLM PARTICIPANTS AND THEIR ROLES AND RESPONSIBILITIES

Level of Organization	Position	Name	Roles/Responsibilities
			<ul style="list-style-type: none"> • Recommends documents for the approval of the State Director. • Responsible Official
LCDO	Monument Manager	Diane Prather	<ul style="list-style-type: none"> • Provides management direction for the development of the RMP. • Keeps District Manager and State Director informed of progress. • Responsible for the planning process, schedule, and budget. • Recommends documents for the approval of the State Director. • Designated Federal Official overseeing Monument operations and activities. • Ensures the availability of IDT members at agreed upon workload levels.
LCDO	Assistant District Manager-Multi Resources	Dave Wallace	<ul style="list-style-type: none"> • Ensures the availability of IDT members at agreed upon workload levels.
LCDO	Assistant District Manager-Renewable Resources	Don McClure	<ul style="list-style-type: none"> • Ensures the availability of IDT members at agreed upon workload levels.
LCDO	IDT Lead-Planning & Environmental Specialist	Mara Weisenberger	<ul style="list-style-type: none"> • Manages the planning process, budget, schedule, and IDT work. • Coordinates with management to secure staff time and resources necessary to complete work. • Keeps Monument Manager, District Manager, and State Director apprised of planning progress. • Responsible for quality control of all planning/NEPA products. • Works with Monument Manger and Public Affairs Officer to coordinate public involvement and collaboration. • Ensures the process is in compliance with BLM land use planning regulations and policy. • Ensures a complete administrative record. • Organizes and stores electronic records.
LCDO	Writer/Editor	Rena Gutierrez	<ul style="list-style-type: none"> • Assists IDT lead with ID Team meetings, including note taking, agenda development, and project assignments.

TABLE 3: BLM PARTICIPANTS AND THEIR ROLES AND RESPONSIBILITIES

Level of Organization	Position	Name	Roles/Responsibilities
			<ul style="list-style-type: none"> • Maintains administrative record. • Assists IDT lead with preparing planning/NEPA documents. • Creates records coding structure. • Organizes and stores electronic records.
LCDO	Public Affairs Officer	Deborah Stevens	<ul style="list-style-type: none"> • Assists IDT lead with coordinating public involvement and collaboration. • Keeps BLM NM State Office (SO) Public Affairs informed of progress.
LCDO	GIS Specialist	Ray Hewitt/Marilyn Cunningham	<ul style="list-style-type: none"> • Lead data administrator for RMP. • Coordinates with BLM NM SO GIS Lead on data standards. • Provide GIS expertise to ID Team. • Conduct GIS analyses as needed for support/inclusion in RMP documents. • Serves as primary map-makers for RMP.
LCDO	ID TEAM:		
	Geology/Minerals/Paleontology	Colin Dunn	<ul style="list-style-type: none"> • Prepares and writes necessary sections of the Planning/NEPA documents. • Manages quality control for respective section to ensure technical and policy accuracy, use of appropriate assumptions, methodologies, and citations. • Coordinates with state leads and BLM counterparts as needed to ensure technical adequacy. • Keeps team leader informed of progress. • Reviews sections of the planning/NEPA document. • Updates and maintains data and works with GIS as needed. • Assists with public outreach events and documents.
	Soil/Air	Gordon Michaud	
	Hydrology	Corey Durr	
	Range/Wildlife	Jeseray Barela	
	Vegetation/Weeds Rare Plants	Patrick Alexander	
	Fire/Fuels	Mark Bernal/Ricky Cox	
	Cultural/Historic/ Tribal	David Legare	
	LWC/WSA	Evelyn Treiman	
	Recreation/Travel/VRM	Edna Flores	
	AML	Chris Teske	
	Realty	Nancy Robledo	
	Socio-Economics	Jennifer Montoya	
Social Values	Mara Weisenberger/Ikumi Doucette/Jennifer Montoya		
Special Designations	Mara Weisenberger		
NM State Office	Planning	Molly Cobbs	<ul style="list-style-type: none"> • Coordinates reviews of planning/NEPA documents by BLM NM SO staff. • Coordinates budget requests. • Provides advice and technical assistance.

TABLE 3: BLM PARTICIPANTS AND THEIR ROLES AND RESPONSIBILITIES

Level of Organization	Position	Name	Roles/Responsibilities
NM State Office	Program Leads	Various	<ul style="list-style-type: none"> Review all planning/NEPA documents to ensure quality control and consistency with laws, regulations, and policy.
BLM Washington Office (WO)	WO-210, State Liaison	Shiva Achet	<ul style="list-style-type: none"> Coordinates WO review of planning/NEPA documents. Coordinates WO briefings. Facilitates processing and approval of Federal Register notices associated with RMP.
BLM Washington Office	BLM WO	Various	<ul style="list-style-type: none"> Review content of the Draft RMP/EIS, Proposed RMP/Final EIS, and ROD.
Regional	SO Lead	Various	<ul style="list-style-type: none"> Review content of Draft RMP/EIS, Proposed RMP/Final EIS, and ROD.
Regional	Socio-Economics	Michael Johnson	<ul style="list-style-type: none"> Provides advice and technical assistance. Reviews document drafts as needed.
Regional	Paleontology	Phil Gensler	<ul style="list-style-type: none"> Provides advice and technical assistance. Reviews document drafts as needed.

Data and GIS Needs

Existing and new data will be compiled, verified, and/or put into digital format for use in the environmental analysis and the production of maps for the RMP and EIS. A table of data and GIS needs is available in Appendix C. Existing data will be converted into current established data standards if necessary. However, the use of some existing data would not provide an adequate representation of current baseline conditions that inform the AMS. For example, the OMDPNM RMP needs an inventory and map of existing recreation setting characteristics. This has been done for the Doña Ana and Organ Mountains, but still needs to be completed for the Sierra de las Uvas, Robledo, and Potrillo Mountains. OMDPNM believes acquiring new data (inventories, assessments, models, etc.) will allow for science-based decision-making, and will lend to the proper application of the AIM strategy. New data will only be collected when it is necessary, possible, and not redundant to do so, and will be gathered according to established data standards.

Recreation Management Areas

Resource Management Plan decisions for recreation and visitor services include the designation of recreation management areas, establishing management objectives for those areas and describing allowable uses for these areas. Recreation Management Area characteristics have already been identified for several OMDPNM sites in Doña Ana County as part of the TriCounty RMP. Characteristics for the Luna County portion of OMDPNM still need to be identified.

Protecting Air Quality & Air Quality Related Values

For most of the Planning Area and locations in the surrounding region, relatively complete information resources are available to support these indicators in the form of air quality monitoring data, air permit data, and visibility data. Using these indicators, one can understand the current air quality situation and evaluate trends for the Planning Area. However, there are numerous monitors located within Doña Ana County that are representative of conditions in the Planning Area for different criteria pollutants. The BLM LCDO completed an Air Resources Technical Report for Oil and Gas Development in 2016, which includes the Doña Ana County portion of the OMDPNM. Luna County will need to be evaluated for air quality monitors and related air quality values.

Through the RMP process, BLM will analyze whether proposed activities under the OMDPNM RMP would have impacts from resultant emissions.

Geospatial Data Development

The development of the geospatial database for this planning effort will be accomplished within the context of existing BLM data management strategies. Database development tasks will incorporate goals, objectives, mandatory policies, and procedures identified in New Mexico State and Federal governmental guidance regarding the use, development, sharing, and management of geospatial data. All work will be done in coordination with the BLM New Mexico data administrator and program leads, and new data standards will be created when necessary and in coordination with all relevant regulations and standards.

Preliminary Resource Management Plan Preparation Schedule, Workload and Budget

The BLM LCDO has received initial funding for the planning effort. Table 4 shows the preliminary RMP preparation schedule which includes tasks and major milestones. Table 5 shows work months spent on the plan based on estimates developed through consultation with staff and managers on the length of time likely to complete the various phases of the planning effort. Table 6 shows a summary of estimated expenses for operations and services over the life of the planning process and Table 7 is a summary of the total budget for each fiscal year, which includes labor and service expenses. Included in the service expenses are several scientific inventories, assessments, and models. Some of these studies are an effort to initiate inventories of the objects and values for which this Monument was designated, as prescribed by the 2012 BLM Manual 6220, such as the cultural and paleontological inventories, vegetation and soil mapping and wilderness inventory. Estimates for concurrently developing the CTTM Plan include experienced consulting firms to lead workshops and route evaluations. The watershed inventory estimates are based on previous inventories and reports produced by the U.S. Geological Survey through an Intergovernmental Order. Understanding watershed health in the OMDPNM is essential for developing livestock grazing strategies and recreation and visitor use plans that protect and restore Monument values. The actual cost may vary as the planning process evolves. Estimates were developed through consultation with the LCDO Budget Analyst and other planning efforts. Please note that some of the work will be contracted in future years.

Table 4: Preliminary Resource Management Plan Preparation Schedule

TABLE 4: PRELIMINARY RESOURCE MANAGEMENT PLAN PREPARATION SCHEDULE		
Phase	Tasks and Milestones	Completion Date
Pre-Scoping	Preparation Plan	September 2016
	RMP Public Outreach	Ongoing
	Kick-Start Your RMP – NTC course for ID Team	May 2017
NOI and Scoping	Federal Register (FR) Publish Notice of Intent (NOI)	July 2017
	Scoping Period with Public Meetings/Workshops	Aug - Sep 2017
	Analysis of the Management Situation (AMS)	Oct-Nov 2017
	Scoping Report	December 2017
	Public Review of Alternatives	March 2018
Draft RMP/EIS	Internal Draft RMP Development	December 2018
	State Office (SO) Review of Draft RMP	February 2019
	Washington Office (WO) Review of Draft RMP	April 2019
	FR Notice of Availability (NOA)-Draft RMP/EIS	June 2019
	Public Comment Period - 90 days	August 2019
	Comment Analysis	September 2019
Proposed RMP/Final EIS	Prepare Proposed RMP/Final EIS	September 2019
	SO review of Proposed RMP/Final EIS	November 2019
	WO review of Proposed RMP/Final EIS	January 2020
	FR NOA-Proposed RMP/Final EIS	March 2020
	Protest-Resolution Period and Governor's Consistency Review	June 2020
	Develop Approved RMP/ ROD	July 2020
Record of Decision (ROD)	State Director & WO Approval of ROD	August 2020
	ROD Signed by State Director	September 2020
	FR Notice for ROD	September 2020

Table 5: BLM Las Cruces District Staff Workload for OMDPNM RMP

TABLE 5: BLM LAS CRUCES DISTRICT STAFF WORKLOAD FOR OMDPNM RMP						
Staff Member	Work Months					
	FY16	FY17	FY18	FY19	FY20	Total
District Manager	0	1	1	1	1	4
Monument Manager	1.5	2	1	1.5	2	8
RMP Team Lead	3	10	10	10	7	40
Planning & Environmental Coordinator	2	2	2.5	3	2.5	12
Archaeologist	1	4	4	3	1	13
Paleontologist	0.5	2	3	2	1	8.5
Recreation Planner	0.5	3	3	2.5	1	10
Range Management Specialist	0	2	4	2	1	9.5
Wildlife Biologist	0.5	2	3	2.5	1	9
Botanist	0.5	2	3	2.5	1	9
Wilderness/Visual Specialist	0	2.5	3	3	1	9.5
Geologist	0	0.5	2	1.5	0.5	4.5
Hydrologist	0.5	2.5	3	2.5	1	9.5
Soils & Air Specialist	0	2	3	2.5	1	8.5
Realty Specialist	0	0.5	2	1	0.5	4
Fire/Fuels Specialist	0	0.5	2	0.5	1	4
GIS Specialist	0.5	3	3.5	1	0.5	8.5
Writer/Editor	0	1.5	2.5	4	3.5	11.5
Public Affairs Specialist	0	1.5	1.5	1	2	6
Other (i.e. SO, Admin., DOI Facilitators)	0	3	2	3	6	14
Total Work Month	10.5	47.5	59	50.5	35.5	203
Total Labor	\$91,350	\$413,250	\$513,300	\$439,350	\$308,850	\$1,766,100

Note: Labor was calculated with the following assumption; 1 Work Month = 160 hours = \$8,700/Work Month

Table 6: BLM Operations and Services Budget for OMDPNM RMP

TABLE 6: BLM OPERATIONS AND SERVICES BUDGET FOR OMDPNM RMP						
SERVICES (OPS)	FY16	FY17	FY18	FY19	FY20	
Printing	\$0	\$5,000	\$1,000	\$25,000	\$45,000	\$76,000
Burning CDs	\$0	\$500	\$500	\$500	\$1,000	\$2,500
Notices/News Releases	\$0	\$2,500	\$2,500	\$2,500	\$2,500	\$10,000
Meeting Rooms	\$0	\$2,000	\$2,000	\$2,000	\$0	\$6,000
Cultural Inventory	\$49,000	\$0	\$0	\$0	\$0	\$49,000
Vegetation Mapping	\$53,000	\$0	\$0	\$0	\$0	\$53,000
Visitor Assessments and Community Focus Groups	\$50,000	\$0	\$0	\$0	\$0	\$50,000
Range/Wildlife Inventory	\$200,000	\$0	\$0	\$0	\$0	\$200,000
Socio-Econ/Human Ecological Mapping	\$0	\$75,000	\$0	\$0	\$0	\$75,000
Travel Mgmt. Inventory & Evaluation	\$0	\$100,000	\$0	\$0	\$0	\$100,000
Watershed Inventory	\$0	\$250,000	\$0	\$0	\$0	\$250,000
Paleo Inventory	\$0	\$50,000	\$0	\$0	\$0	\$50,000
Soils Inventory	\$0	\$20,000	\$0	\$0	\$0	\$20,000
Wilderness Characteristics Inventory	\$0	\$50,000	\$0	\$0	\$0	\$50,000
Public Meeting Facilitation - Contracted	\$0	\$40,000	\$45,000	\$40,000	\$0	\$125,000
VRI Inventory for ONMDPNM	\$0	\$80,000	\$0	\$0	\$0	\$80,000
Scoping Report- Contracted	\$0	\$0	\$20,000	\$0	\$0	\$20,000
Comment Analysis- Contracted	\$0	\$0	\$0	\$45,000	\$0	\$45,000
TOTAL SERVICES (OPS)	\$352,000	\$675,000	\$71,000	\$115,000	\$48,500	\$1,261,500

Table 7: Budget Needs Summary

TABLE 7: BUDGET NEEDS SUMMARY		
Fiscal Year (FY)	Budget Need (Preliminary)	Tasks and Milestones
1 (FY16)	\$443,350	Resource Inventory
2 (FY17)	\$1,088,250	Resource Inventory, Pre-Scoping, AMS
3 (FY18)	\$584,300	Scoping, Scoping Report, Develop Alternatives, Public Review of Alternatives,
4 (FY19)	\$554,350	Draft RMP/EIS, Public Comment of Draft RMP/EIS, Comment Analysis, Proposed RMP/Final EIS
5 (FY20)	\$357,350	Proposed RMP/Final EIS, Protest Period, Draft Record of Decision (ROD)/Approved Plan, Signed ROD/Approved RMP
TOTAL	\$3,027,600	

APPENDIX A: PRESIDENTIAL PROCLAMATION 9131

Establishment of the Organ Mountains-Desert Peaks National Monument

May 21, 2014

By the President of the United States of America

A Proclamation

In southern New Mexico, surrounding the city of Las Cruces in the Río Grande's fertile Mesilla Valley, five iconic mountain ranges rise above Chihuahuan Desert grasslands: the Robledo, Sierra de las Uvas, Doña Ana, Organ, and Potrillo Mountains. These mountain ranges and lowlands form the Organ Mountains-Desert Peaks area.

The Organ Mountains-Desert Peaks area is important for its ruggedly beautiful landscape and the significant scientific, historic, and prehistoric resources found there. The abundant resources testify to over 10,000 years of vibrant and diverse human history of many peoples. Objects left behind by this multi-layered history and spread throughout this geologically and ecologically diverse landscape enhance the experience of visitors to the area and represent a vital resource for paleontologists, archaeologists, geologists, biologists, and historians.

Archaeologically rich, the Organ Mountains-Desert Peaks area features hundreds of artifacts, rock art, dwellings, and other evidence of the Native peoples of the area. Three of the many rock art areas are in the Las Valles Canyon in the Sierra de las Uvas, the Providence Cone area in the Potrillo Mountains, and the Doña Ana Mountains. Scattered Paleo Indian artifacts, including those from the Folsom and Clovis cultures, represent the first people who lived in southern New Mexico and have been found in the Robledo and Potrillo Mountains as well as the Las Uvas Valley. The majority of the cultural items known to be in the Organ Mountains Desert Peaks area are from the Chihuahuan Archaic period between 8,000 and 2,000 years ago. Diverse rock art images, along with ceramic fragments, demonstrate that the area was the scene of many cross-cultural interactions as the region's early occupants transitioned over time from roaming hunters to semi-permanent villagers.

The deeply creviced peaks of the Organ Mountains, named in 1682 by early European explorers for their resemblance to organ pipes, conceal numerous ancient dwellings, including La Cueva, and other caves where smoke-blackened ceilings evidence long-extinguished campfires. The Native people of these mountains used natural overhangs for shelter and food storage, and their obsidian points, basket fragments, and food remains are still present. Small caves and pit-house villages can be found across the landscape, including ruins of a ten-room pueblo in the Robledo Mountains.

El Camino Real de Tierra Adentro National Historic Trail memorializes an early trading route linking numerous pre-existing Native American footpaths to connect Spanish colonial capitals. The Trail, used through the 19th century by travelers, traders, settlers, soldiers, clergy, and merchants, skirts the Organ Mountains-Desert Peaks area as it follows the Río Grande Valley. Explorers and travelers along the Trail documented the marvels of this area in their journals and explored the mountains in search of mineral riches and game. Historians continue to study the southernmost portion of the area, which was acquired in 1854 as part of the Gadsden Purchase, the final territorial acquisition within the contiguous United States.

In the 1800s, the Organ Mountains-Desert Peaks area was central to several battles among the Apaches, Spanish, Mexicans, and Americans, and between Union and Confederate troops. The first Civil War engagements in New Mexico were fought in the Organ Mountains when Confederate soldiers used Baylor Pass Trail to outflank Union soldiers. In a Robledo Mountains legend, the famed Apache leader Geronimo is said to

have entered a cave to avoid U.S. soldiers; while the soldiers stood guard at the only entrance of what is now known as "Geronimo's Cave," the Apache leader mysteriously disappeared without a trace. An 1880s U.S. military heliograph station, the remains of which still stand at Lookout Peak in the Robledo Mountains, transmitted Morse code messages during the Army's western campaigns.

In the late 1850s, John Butterfield developed the Butterfield Overland Trail, a mail and passenger stagecoach service from Memphis and St. Louis to San Francisco. Butterfield set upon improving the segments of the Trail in southern New Mexico that had been previously used by Spanish explorers, the Mormon Battalion, and western settlers. Crossing the Organ Mountain-Desert Peaks area are about 20 miles of the Trail, along which sit the remains of at least one stage stop.

Visitors to the Organ Mountains can still see remnants of Dripping Springs, a once-popular resort and concert hall, built in the 1870s and converted into a sanatorium before its abandonment and decay. In the late 19th century, the infamous outlaw Billy the Kid (William H. Bonney) repeatedly traversed this area. While hiding in the Robledo Mountains, "the Kid" inscribed his signature, which is still visible today, on what is now known as "Outlaw Rock." During World War II, the Army Corps of Engineers constructed 18-acre bombing targets, the remains of which still dot the landscape.

The long, diverse, and storied history of this landscape is not surprising given its striking geologic features and the ecological diversity that they harbor. The dramatic and disparate mountain ranges of the Organ Mountains Desert Peaks area tower above the surrounding grasslands and deserts of the Río Grande watershed, while the Río Grande winds through the valley between the ranges. From the sedimentary deposits of the Robledo Mountains in the west, where the story of ancient life and activity is recorded in fossilized footprints, to the needle-like spires of the Organ Mountains in the east and the ancient volcanic fields and lava flows in the south, these peaks trace the region's varied geologic history.

The Sierra de las Uvas, the westernmost of the peaks, are low volcanic mountains that bear the red tint of the lava from which they formed over 10 million years ago. The tallest, Magdalena Peak, is a lava dome rising 6,509 feet above sea level. For millennia, the ridges, cliffs, and canyons of the rugged Sierra de las Uvas have defined the movement and migration patterns of humans and wildlife alike. The Robledo Mountains, which are composed of alluvial limestone bedrock and contain numerous caves, have long been an important site for research on the formation of desert soils and sedimentary rock, including geological studies of sedimentation and stratigraphy.

The Potrillo Mountains and volcanic field are testament to the area's violent geologic history of seismicity and volcanism. Millions of years after the Cenozoic tectonics that opened the Río Grande Rift, volcanic activity left its mark on the surface, which is punctuated by cinder cone and shield volcanoes, thick layers of basalt, craters, and lava flows. The Potrillo volcanic field contains over 100 cinder cones, ranging in age from 20,000 to one million years old. The Aden Lava Flow area is characterized by lava tubes, steep-walled depressions, and pressure ridges that memorialize the flow of lava that created this unique landscape.

The volcanic field also contains five maars, or low-relief volcanic craters. Kilbourne Hole, a maar with unique volcanic features that the Secretary of the Interior designated as a National Natural Landmark in 1975, is over a mile wide and over 300 feet deep. The sparkling yellow and green olivine glass granules found inside rocks blown from the crater attract amateur and professional geologists to this site, and its resemblance to the lunar landscape provides scientists and visitors with other-worldly experiences, as it did for the Apollo astronauts who trained there. A slightly smaller maar, Hunt's Hole, brings visitors and geologists to the southeastern corner of the Potrillo Mountains complex. The wide range of unique and exemplary volcanic features in the Potrillos makes this area a center for research in geology and volcanology.

The iconic Doña Ana Mountains include limestone ridges, hogbacks, and cuerdas topped by monzonite peaks, including Summerford Mountain and Doña Ana Peak, the highest of these at nearly 6,000 feet. To the

east, the steep, needle-like spires of the Organ Mountains rise to over 9,000 feet and have been a landmark for travelers for centuries. These block-faulted, uplifted mountains expose geologically significant Precambrian granite and metamorphic basement rocks.

Much of the area is ripe for paleontological discovery. For example, Shelter Cave in the Organ Mountains is a well-documented fossil site, including fossil remnants of ancient ground sloths, birds, and voles. The Robledo Mountains are also an important site for paleontological research; the fossilized tracks and remains of prehistoric creatures preserved there play a vital role in our understanding of the Permian period. This area, along with the Organ Mountains, also contains abundant invertebrate fossils. The congressionally designated Prehistoric Trackways National Monument is adjacent to, and shares its paleontologically rich geologic formations with, the Organ Mountains-Desert Peaks area, suggesting that this landscape could yield many more significant fossil discoveries. Among the volcanic cones in the Potrillo Mountains is Aden Crater, a small shield cone where a lava tube housed the 11,000-year old skeleton of a ground sloth, one of few ever recovered with skin and hair preserved and a key to understanding the extinction of this and other species.

The diverse geology underlies an equally wide array of vegetative communities and ecosystems, which range from low-elevation Chihuahuan grasslands and scrublands to higher elevation stands of ponderosa pine. Seasonal springs and streams in the mountains and canyon bottoms create rare desert riparian ecosystems. These communities provide habitat for many endemic and special status plant and animal species.

Throughout the area, the characteristic plants of the Chihuahuan desert are evident. Tobosa grasslands can be found in the desert flats, punctuated by creosote bush and mesquite, as well as sacahuista, lechuguilla, and ferns. In the Sierra de las Uvas Mountains, black grama grasslands appear on the mesas while juniper woodlands and Chihuahuan vegetation give way to higher elevation montane communities. Formed by a series of alluvial fans, bajadas extend out from the base of the area's mountains and provide purchase for oak species, Mexican buckeye, prickly pears, white fir, willow, catsclaw mimosa, sotol, agave, ocotillo, flowering cactus, barrel cactus, brickellbush, and tarbush. The Potrillo Mountains are home to desert shrub communities that also include soaptree yucca and four winged saltbush.

These species are emblematic of the Chihuahuan Desert, and the diversity of plant and animal communities found here is stunning. The transitions among vegetation zones found in the Sierra de las Uvas and Potrillos make this area an important resource for ecological research. Similarly, the Doña Ana Mountains abut one of the Nation's long-term ecological research areas, making them an important feature of many studies in wildlife biology, botany, and ecology.

The Organ Mountains are home to alligator juniper, gray oak, and mountain mahogany, as well as the endemic Organ Mountain evening primrose, Organ Mountains giant hyssop, Organ Mountains paintbrush, Organ Mountains pincushion cactus, Organ Mountain figwort, Organ Mountains scaleseed, night-blooming cereus, Plank's Catchfly, and nodding cliff daisy, and likely the endangered Sneed's pincushion cactus.

The area also supports diverse wildlife. Across the Organ Mountains-Desert Peaks landscape, many large mammal species can be found, such as mountain lions, coyotes, and mule deer. The Organ Mountains were also historically home to desert bighorn sheep. Raptors such as the golden eagle, red-tailed hawk, and endangered Aplomado falcon soar above the area's grasslands and foothills, where they prey on a variety of mice, rock squirrels, and other rodents, including the Organ Mountains chipmunk.

The area's exceptional animal diversity also includes many migratory and grassland song birds and a stunning variety of reptiles, such as black-tailed, western diamondback, and banded rock rattlesnakes; whipsnakes and bullsnakes; and tree, earless, Madrean alligator, and checkered whiptail lizards. Birds such as Gambel's quail, black-throated sparrow, ladder-backed woodpecker, verdin, black-tailed gnatcatcher, lesser nighthawk, Scott's oriole, and cactus wren also make their homes here, along with many species of bats. Other

mammals, including black-tailed jackrabbits, cactus mice, and kangaroo rats, inhabit the area. One of several species of rare terrestrial snails in the area, the Organ Mountain talussnail, is also endemic.

The protection of the Organ Mountains-Desert Peaks area will preserve its cultural, prehistoric, and historic legacy and maintain its diverse array of natural and scientific resources, ensuring that the prehistoric, historic, and scientific values of this area remain for the benefit of all Americans.

Whereas section 2 of the Act of June 8, 1906 (34 Stat. 225, 16 U.S.C. 431) (the "Antiquities Act") authorizes the President, in his discretion, to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated upon the lands owned or controlled by the Government of the United States to be national monuments, and to reserve as a part thereof parcels of land, the limits of which in all cases shall be confined to the smallest area compatible with the proper care and management of the objects to be protected;

Whereas it is in the public interest to preserve the objects of scientific and historic interest on the Organ Mountains-Desert Peaks lands;

Now, Therefore, I, Barack Obama, President of the United States of America, by the authority vested in me by section 2 of the Antiquities Act, hereby proclaim the objects identified above that are situated upon lands and interests in lands owned or controlled by the Government of the United States to be the Organ Mountains-Desert Peaks National Monument (monument) and, for the purpose of protecting those objects, reserve as part thereof all lands and interests in lands owned or controlled by the Government of the United States within the boundaries described on the accompanying map, which is attached to and forms a part of this proclamation. These reserved Federal lands and interests in lands encompass approximately 496,330 acres, which is the smallest area compatible with the proper care and management of the objects to be protected.

All Federal lands and interests in lands within the boundaries of the monument are hereby appropriated and withdrawn from all forms of entry, location, selection, sale, leasing, or other disposition under the public land laws, including withdrawal from location, entry, and patent under the mining laws, and from disposition under all laws relating to mineral and geothermal leasing, other than by exchange that furthers the protective purposes of the monument.

The establishment of the monument is subject to valid existing rights. Lands and interests in lands within the monument's boundaries not owned or controlled by the United States shall be reserved as part of the monument upon acquisition of ownership or control by the United States.

The Secretary of the Interior (Secretary) shall manage the monument through the Bureau of Land Management (BLM) as a unit of the National Landscape Conservation System, pursuant to applicable legal authorities, including, as applicable, the provisions of section 603 of the Federal Land Policy and Management Act (43 U.S.C. 1782) governing the management of wilderness study areas, to protect the objects identified above.

For purposes of protecting and restoring the objects identified above, the Secretary, through the BLM, shall prepare and maintain a management plan for the monument and shall provide for maximum public involvement in the development of that plan including, but not limited to, consultation with tribal, State, and local governments.

Except for emergency or authorized administrative purposes, motorized vehicle use in the monument shall be permitted only on designated roads, and non-motorized mechanized vehicle use shall be permitted only on roads and trails designated for their use; provided, however, that nothing in this provision shall be construed to restrict the use of motorized vehicles in wilderness study areas beyond the requirements of section 603 of the Federal Land Policy and Management Act. No additional roads or trails shall be established for motorized

vehicle or non-motorized mechanized vehicle use unless necessary for public safety or protection of the objects identified above.

Nothing in this proclamation shall be construed to preclude the Secretary from renewing or authorizing the upgrading of existing utility line rights-of-way within the physical scope of each such right-of-way that exists on the date of this proclamation. Other rights-of-way shall be authorized only if they are necessary for the care and management of the objects identified above. However, watershed restoration projects and small-scale flood prevention projects may be authorized if they are consistent with the care and management of such objects.

Nothing in this proclamation shall be deemed to enlarge or diminish the rights of any Indian tribe or pueblo. The Secretary shall, in consultation with Indian tribes, ensure the protection of religious and cultural sites in the monument and provide access to the sites by members of Indian tribes for traditional cultural and customary uses, consistent with the American Indian Religious Freedom Act (92 Stat. 469, 42 U.S.C. 1996) and Executive Order 13007 of May 24, 1996 (Indian Sacred Sites).

Laws, regulations, and policies followed by the BLM in issuing and administering grazing permits or leases on lands under its jurisdiction shall continue to apply with regard to the lands in the monument, consistent with the protection of the objects identified above.

Nothing in this proclamation shall be deemed to enlarge or diminish the jurisdiction of the State of New Mexico, including its jurisdiction and authority with respect to fish and wildlife management.

Nothing in this proclamation shall be deemed to affect the provisions of the 2006 Memorandum of Understanding between the U.S. Department of Homeland Security, the U.S. Department of the Interior, and the U.S. Department of Agriculture regarding "Cooperative National Security and Counterterrorism Efforts on Federal Lands along the United States' Borders."

Nothing in this proclamation shall be deemed to revoke any existing withdrawal, reservation, or appropriation; however, the monument shall be the dominant reservation.

Nothing in this proclamation shall preclude low level overflights of military aircraft, the designation of new units of special use airspace, or the use or establishment of military flight training routes over the lands reserved by this proclamation.

Warning is hereby given to all unauthorized persons not to appropriate, injure, destroy, or remove any feature of the monument and not to locate or settle upon any of the lands thereof.

In Witness Whereof, I have hereunto set my hand this twenty-first day of May, in the year of our Lord two thousand fourteen, and of the Independence of the United States of America the two hundred and thirty-eighth.

BARACK OBAMA

APPENDIX B: PUBLIC INVOLVEMENT STRATEGY

Organ Mountains – Desert Peaks National Monument

Resource Management Plan/ Environmental Impact Statement

Public Involvement Strategy

March 2017

Las Cruces District Office
1800 Marquess Street
Las Cruces, New Mexico 88005
575-525-4300

New Mexico • Las Cruces District Office



Purpose of the Public Involvement Strategy

This public involvement strategy is a framework that aims to inform interested parties and encourage feedback and participation in the development of the OMDPNM RMP. This document is anticipated to evolve based on input and feedback from all parties throughout the planning process.

Introduction

The Bureau of Land Management (BLM) Las Cruces District Office (LCDO) is preparing a Resource Management Plan (RMP) for the Organ Mountains – Desert Peak National Monument (OMDPNM or Monument), designated by Presidential Proclamation on May 21, 2014. The OMDPNM is predominantly within Doña Ana County, New Mexico and administered by the BLM under the National Conservation Lands. The OMDPNM encompasses 496,529 acres on five mountain ranges: Organ Mountains, Doña Ana, Sierra de las Uvas, Robledo, and the Potrillo Mountains. The Presidential Proclamation specifies that the BLM will prepare a management plan for the OMDPNM and provide maximum public involvement in the development of the plan.

BLM Planning Process

The RMP is a comprehensive document required by the Federal Land Policy and Management Act of 1976 (FLPMA) that contains decisions that guide resource management, uses, and protection of public lands associated with the OMDPNM. It establishes goals and objectives that reflect the desired outcomes of the area and the measures, such as management actions and guidelines, needed to achieve those goals and objectives.

To develop the OMDPNM RMP, the BLM will utilize BLM Land Use Planning Handbook (H-1601-01) guidance. We will emphasize public involvement, transparency, science-based decision-making, and a multi-scale approach where this does not conflict with current guidance.

Phase 1: Scoping and Analysis of the Management Situation

The Scoping and Analysis of the Management Situation (AMS) phase will focus on gathering information, learning the public's vision for the Monument, and assessing the current conditions. Information gathering will include conducting resource inventories and studies, compiling current data, and calling for high quality data provided by the public. During a formal scoping period to identify the planning issues in the OMDPNM, the public would be given opportunities to share beliefs, attitudes and values regarding the Monument, knowledge of the Monument, uses of the Monument, and identify trends and perceptions of social, economic and ecological systems. Public involvement during this phase will be particularly important in identifying places and opportunities of high value, communicating preliminary resource issues and concerns, and informing potential management actions. The information and perspectives gathered will be reported in the AMS which will inform managers of conditions and opportunities and will be considered in the environmental analysis. This phase will take about a year to complete.

Phase 2: PLAN DEVELOPMENT AND ENVIRONMENTAL ANALYSIS

The plan development and environmental analysis phase will focus on developing and analyzing a reasonable range of management alternatives that meets the purpose and need of the RMP, and addresses planning issues identified by the designating language and both internal and external scoping. The plan would include the following major components: goals; objectives; designations, if any; resource use determinations; and monitoring and evaluation. Public involvement during this phase will focus on developing areas of agreement relevant to plan components, designing these components, and ensuring

the use of best available scientific information in the plan development. Opportunities for involvement would be offered at various stages of this phase and include: a review period for the preliminary management alternatives and related information; public comment period of the draft RMP/EIS; and protest period following the release of the Proposed RMP/Final EIS. This phase will take multiple years to complete and the duration would depend on various factors and influences.

Phase 3: IMPLEMENTATION AND MONITORING

After the RMP is approved, the BLM LCDO would adopt the management practices outlined in the plan and begin implementing approved strategies such as monitoring, resource management practices, best management practices, standard operating procedures, and the preparation of more detailed and specific plans, or others as appropriate. Monitoring would track changes over time to determine if desired outcomes are being met. The public would be encouraged to provide feedback of monitoring efforts and to inform the BLM of trends or occurrences in the OMDPNM that may impact the values. In the event that an implementation strategy needs to be updated, it would be available for public review prior to implementation.

Public Involvement

The overall intent of the public involvement process is to give the public opportunities for meaningful involvement often throughout the planning process. This strategy outlines the diverse opportunities available to the public and interested parties throughout the planning process to encourage communication, contribution and collaboration. Public input helps the BLM make important land use and resource management decisions and will be essential to the success of the RMP.

Goals & Objectives

- Engage the public throughout the planning process to gather perspectives and other useful information to guide the development of the OMDPNM plan.
- Offer multiple opportunities for involvement in each phase to gather public input and feedback on the OMDPNM.
- Organize and facilitate collaborative events that increase awareness and allow shared learning of all perspectives and issues among all interested parties.
- Build and maintain effective working relationships to help improve the problem solving process.
- Communicate the importance of the planning process and RMP in regard to conservation, protection and restoration the OMDPNM's resources, objects, and values.
- Promote constructive dialogue, debate and deliberation among different perspectives.
- Establish and maintain open channels of communication with internal and external audiences.
- Provide opportunities and avenues for the public to share relevant data.
- Maintain a variety of platforms to keep a diverse audience informed throughout the planning process.
- Provide periodic updates of the plan progress, schedule of events, meeting materials and summaries, newsletters, and other useful information on the various information sharing platforms.

Outreach and Involvement Methods

The BLM will use the following techniques and approaches to engage and inform stakeholders.

- 1) OMDPNM Planning Website will be the main repository for updates, notices, background materials for events and links to other references. ([*Website to be created in the near future*](#))
- 2) Notices will be published in:

- a. Environmental Protection Agency Federal Register (<https://www.federalregister.gov/agencies/environmental-protection-agency>)
 - b. BLM ePlanning National Register (https://eplanning.blm.gov/epl-front-office/eplanning/nepa/nepa_register.do#)
 - c. Local newspapers or record
 - i. Las Cruces Sun News
 - ii. Las Cruces Bulletin
- 3) News releases and information sheets such as Frequently Asked Questions, newsletters, and handouts will be distributed at local events, posted to the planning website, and made available at various BLM locations and recreation sites.
 - 4) The BLM will maintain a mailing list and email listserv to send out information on updates, notices, invitations to provide comments, and other opportunities for public involvement. To be added to the mailing list or email listserv, either:
 - a. Send an email to: ([Email address to be created in the near future](#)); *or*
 - b. [Mail a letter with a preferred mailing address to:](#) OMDPNM Planning, 1800 Marquess St. Las Cruces, NM 88005,
 - 5) Subscribe to the BLM Las Cruces District Facebook page for OMDPNM planning updates, notice of upcoming and other opportunities. (<https://www.facebook.com/BLMLasCruces/>)
 - 6) The Planning team and OMDPNM staff will attend local community events or meetings to provide information about the planning effort in the form of information displays or presentations.
 - 7) BLM will be available for interest groups or one-on-one meetings with stakeholders.
 - 8) Public workshops, open houses, meetings or hearings with the option of breakout groups will be hosted in surrounding communities during the planning process.
 - 9) Phone calls will be made by district personnel to stakeholders when appropriate.

Stakeholders

All members of the public who share an interest in the future of land and resource management on the OMDPNM are encouraged to participate in the RMP process. The OMDPNM counts among its stakeholders:

- Agency partners – federal, state, county, local
- Native American Tribes
- Regional boards and districts
- Community members
- Colleges and Universities
- Private landowners
- Permittees (grazing, Right-Of-Way, etc.)
- Environmental and wilderness groups
- Businesses and chambers
- Spanish-speaking community members
- Community groups and clubs
- Elected officials - national, regional, local
- Volunteer and stewardship groups
- Resource Advisory Council

BLM Planning Team

Below are the key players in the RMP development and a brief description of their roles and responsibilities in the planning effort.

- **LCDO District Manager:** Provides management direction for the development of the RMP.
- **Monument Manager:** Provides management direction for the development of the RMP and is responsible for reviewing planning documents and making recommendations to the District Manager and State Director.
- **Monument Planner/ Interdisciplinary Team (IDT) Lead:** Responsible for managing and organizing the planning effort and serves as the primary point of contact for the RMP.
- **Monument Core IDT:** A seven member team (including the Monument Planner) assigned to manage the Monument resources and uses. Members are expected to provide planning and technical support for Geographic Information System (GIS), social, economic, geospatial, recreation, wildlife, vegetation, cultural, paleontological, and grazing management.
- **Extended IDT:** 10-20 additional personnel consisting of LCDO staff and contractors tasked to support the planning effort. Members are expected to provide support and expertise during the planning effort in areas of management including, but not limited to, watershed, vegetation, special status species, visual, wilderness study area, lands with wilderness characteristics, wildfire, and abandoned mine lands.
- **Writer/Editor:** Prepares internal and external documents to meet BLM Standard Look for Publications, develops public outreach displays for LCDO staff to participate in local public events, and collaborates with the Monument Planner to complete Notice packages.
- **Public Affairs Officer:** Prepares communication materials in cooperation with the Core Team and serve as the main point of contact for the media.
- **Other Staff:** Provide planning and technical support when needed.

APPENDIX C: RMP DATA NEEDS

Cultural	Cultural resource inventory of blocks (Class III)	Contractor TBD
	Cultural resource inventory for travel and transportation (Class II or III)	Contractor TBD
Vegetation	Vegetation survey/ Plant community mapping	Agreement with New Mexico State University and New Mexico Association of Conservation Districts (NMACD)
Recreation	Visitor Assessments and Community Focus Groups	Contract with University of Alaska
Wildlife	Habitat models for species of emphasis	Agreement with NMACD
	Population inventory plan	
	Long-term monitoring plan	
Rangeland/Grazing Management	Range improvements validation	Agreement with NMACD and Agreement with American Conservation Experience
	Land status and allotment boundaries	
Socioeconomic	Meta-analysis of socioeconomic data	Contractor TBD
	Human ecological mapping	
Hydrology	Watershed inventory	United States Geological Survey and LiDAR data
Travel and Transportation	Route (partial) and trail inventory and evaluation	WO Blanket Purchase Agreement for Travel Management and LiDAR data
Paleontological	Digitized geologic maps for updated Potential Fossil Yield Classification map	Agreement with New Mexico Bureau of Geology and Mineral Resources
Soils	Soil Survey – 40 year old survey needs to be updated with current soil taxonomy and soil concepts	Completing in-house and with AIM program
Air Quality	Air Quality Survey for Dona Ana and Luna Counties	Will be conducted in-house
Lands with Wilderness Characteristics	Wilderness characteristics inventory results	Contractor TBD
Fire/Fuels	Human Communities and Municipal Watersheds (Wildland Urban Interface)	Will be conducted in-house