

**PREPARATION PLAN
FOR THE
CARLSBAD RESOURCE MANAGEMENT PLAN
AND ENVIRONMENTAL IMPACT STATEMENT**

**Bureau of Land Management New Mexico
Pecos District: Carlsbad Field Office
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**PREPARATION PLAN FOR THE CARLSBAD RESOURCE MANAGEMENT PLAN
AND ENVIRONMENTAL IMPACT STATEMENT**

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INTRODUCTION, PURPOSE, AND NEED

Located in southeastern New Mexico, the Carlsbad Field Office (CFO) manages approximately 2.2 million surface acres and 4.1 million acres of mineral estate (1.9 million acres is split estate). It is part of the Pecos District, and includes Eddy, Lea, and a portion of Chaves County. The majority of the federal public land in CFO is located within larger tracts, with scattered private and State inholdings.

The 1988 Carlsbad Resource Management Plan (RMP) and the 1997 Carlsbad Resource Management Plan Amendment (RMPA) are the two primary documents that affect this planning area. A new RMP revision is needed to address changing land use conditions and complex resource issues, new policies, and evolving legal requirements. In addition, the Special Status Species Resource Management Plan Amendment, completed in 2008, also amended parts of the Roswell and Carlsbad RMPs in order to provide protection for the habitat of two special status species, the lesser prairie-chicken and the sand dune lizard, while allowing for certain resource uses to continue.

The 1988 Carlsbad RMP is a multiple issue plan, addressing a host of resource and resource use decisions. The decisions deal with land tenure adjustments, realty actions, minerals and energy development, rangeland resources, special designations, recreation and travel management, and visual and cultural resources. The 1997 RMPA amended the 1988 Carlsbad RMP, and the decisions focused primarily on the management of oil and gas resources, including leasing, exploration, development, and production.

Since the completion of both the 1988 RMP and 1997 RMPA, a number of changes have taken place over the past 20 years both on the landscape and in the resource use and protection arena that warrant the need for a new plan revision. This is particularly due to continuing fluid and solid mineral extraction and energy development in the area - approximately 78% (2,175,000 acres) of the CFO area is leased for oil and gas development. In addition, potash is also mined in the planning area, and there are challenges in managing both fluid and solid minerals. In a more immediate response to these challenges, the reasonably foreseeable development scenario (RFD) for fluid mineral development has been initiated and the RFD will be incorporated into the RMP revision. The CFO has also recently issued two contracts for air quality and ground water studies using other funding sources. Both studies will be incorporated into the RMP revision to address air resource and water quality issues. There is also a new administrative priority to address climate change and the RMP will need to address this topic

In addition, there is a need for the RMP revision to address several interrelated issues and/or management concerns, including wildlife habitat and special status species, special designations, recreation, renewable energy, and visual resources. Updated or new wildlife and special status species stipulations, Conditions of Approval (COA), and Best Management Practices (BMPs) are needed oil and gas development, as well as special designations. Special designations such as Areas of Critical Environmental Concern (ACECs) need to be reexamined, especially for several cultural areas. Although the field office decision area has the majority of its lands leased for mineral development, there are opportunities to update recreation decisions in the plan revision to capitalize both on community interest and needs, as well as surrounding tourism destinations. Special recreation designations need to be updated, and a travel management plan, which was not completed for the former RMP, will need to be developed. Most of the planning area currently has "open" travel management designations and they will be reexamined to balance resource protection with travel management needs. Last, the President's priority on meeting the nation's future energy demand through renewable energy development will be another priority for the RMP revision. The Field Office has received several wind energy applications, and expects to receive renewable energy

applications in the future. Moreover, future renewable energy sites and interconnecting rights-of-way need to be considered in the RMP using BLM’s renewable energy programmatic RMP amendments (e.g. wind, pending solar). Visual resource management (VRM) designations, including a VRM inventory, need to be updated to address renewable energy demand, as well as other potential uses in the planning area.

Below is table summarizing some of the decisions affecting the surface and mineral estate in the CFO.

CURRENT MANAGEMENT DECISIONS AFFECTING THE CARLSBAD FIELD OFFICE		
Plan Name	Purpose	Year
Carlsbad Resource Management Plan	Establishes a variety of resource/resource use management direction for public lands and federal mineral development throughout the field office.	1988
Carlsbad Resource Management Plan Amendment	Establishes decisions for primarily minerals-oil and gas development within the planning area and amended the 1988 RMP.	1997
NM Standards for Public Land Health and Guidelines for Livestock Grazing	Develops standards for public land health and guidelines for livestock grazing management for New Mexico in compliance with the Rangeland Reform Policy – EIS	2001
NM Fire and Fuels Resource Management Plan Amendment	Amends all BLM NM RMPs and makes all NM RMPs current with National Fire Plan.	2004
Final Programmatic for Wind, Geothermal, West Wide Energy Corridor, and National Vegetation Treatment	Provides decisions specific for resource issues.	varied
Special Status Species RMPA	Provides management prescriptions/protective measures for two species of concerns, while managing for continued fluid mineral development.	2008

This Preparation Plan identifies the preliminary issues and management concerns, planning criteria, data needs, planning and analysis process, preparers, roles of the public and other agencies, and budgetary needs for developing the new RMP. Management issues and concerns in the planning area apply to all resource programs and aspects of public land management. Based on analysis, the RMP will incorporate appropriate management decisions from the existing planning documents as well as new and updated decisions.

Pursuant to the guidance in the Land Use Planning Handbook, the CFO staff will prepare a supporting EIS analyzing the effects of proposed management decisions. The RMP/EIS will be developed in accordance with the Federal Land Policy and Management Act (FLPMA) and associated planning regulations [at Title 43 of the Code of Federal Regulations (CFR), Parts 1601-1610], and the requirements of the National Environmental Policy Act (NEPA) and associated Council of Environmental Quality Regulations (at 40 CFR 1500). This process will be consistent with the National Fire Plan, Standards for Public Land Health, and the National Energy Policy. In developing the RMP, the CFO will use a collaborative approach, giving all interested parties opportunities for input. The plan will be prepared in close consultation and collaboration with appropriate federal, state, tribal, county, and local governments and agencies.

The purpose of the Carlsbad RMP revision is to identify and/or update the planning and management goals, objectives, and decisions, and identify an appropriate mix of uses and levels of resource allocations

to respond to changing conditions that have occurred over the past twenty years. The EIS for this process will identify the potential impacts from the proposed alternatives, and will reflect current DOI/BLM guidance concerning the National Environmental Policy Act (NEPA) and associated regulations and the BLM NEPA Handbook.

PRELIMINARY PLANNING ISSUES AND MANAGEMENT CONCERNS

The process for developing an RMP begins with identification of planning issues (40 CFR 1502.7 and 43 CFR 1610.4-1). *Planning issues* express opportunities, conflicts and problems associated with the management of public lands. Issues also reflect new data, new or revised policies, and changes in resource uses that affect an RMP - issues are considered generally external to the BLM. *Management concerns* are topics or points of dispute that involve a resource management activity or land use and often they are internal to the agency. While some of these concerns may overlap issues, a management concern is generally more important to BLM staff, an individual or group, whereas a planning issue has the potential to be a more widespread source of external conflict or opportunity.

The issues and management concerns presented below are preliminary, based on the best available information. For each issue, planning questions are identified. The questions and information for each issue or concern will be refined during public scoping and throughout the planning process. The CFO will prepare a Scoping Report summarizing issues and concerns identified by the public. Addressing management concerns in the RMP helps to ensure a comprehensive examination of BLM's land use management. After public scoping, known issues, along with any additional issues raised by the public, will be placed into one of three categories.

- Issues to be resolved in the plan;
- Issues to be resolved through policy or administrative action; or
- Issues beyond the scope of the plan.

Preliminary Planning Issues

Issue 1: Air Resources (Air Quality and Climate Change)

Approximately 78% of the CFO planning area is leased for oil and gas development, which generates air resource impacts, including air quality associated criteria pollutants, as well as greenhouse gases (GHGs) which may impact climate. New air resource data need to be incorporated into the plan revision.

Question to address:

- What management actions are necessary to maintain and/or enhance air resources, including maintaining and/or improving air quality within State and Federal air quality standards?
- How may related actions affect Class I airsheds, including adjoining Federal public lands such as Carlsbad Caverns and Guadalupe Mountains National Parks.

For this plan, it is likely that greenhouse gas emissions and potential effects on climate from the RMP's proposed actions will become an issue.

Question to address:

- What management actions and mitigation may be necessary to help address greenhouse gas emissions from proposed alternatives?

Issue 2: Groundwater and Karst Aquifers

Groundwater and interrelated karst aquifers must be considered in light of continued oil and gas

development, potash mining, and other activities. Additional information is needed on groundwater and air resources.

Questions to address:

- What are the potential impacts of proposed activities such as oil and gas development on groundwater and related karst aquifers?
- How can groundwater resources and karst aquifers be identified and protected and meet State and Federal standards, while allowing other resource uses?
- What groundwater baseline data are needed to help make management decisions and monitor changes to groundwater quality?
- What BMPs/mitigation measures should be implemented to protect groundwater/karst resources? What existing BMPs should be carried forward?
- How should water sales for oil field development, road construction, etc., from wells on public land be managed? Should temporary use be handled differently than commercial water sale sites?

Issue 3: Fluid and Solid Minerals Development

Special attention is needed to address decisions for fluid and solid mineral (leasable, locatable, and saleable) development. Considerations for these uses include their potential impacts on for example: 1) wildlife and special species habitat; 2) existing and future recreation opportunities; 3) cultural resources; 4) special designations; 5) ground and surface water; 6) cave/karst; 7) visual resources; and 8) travel management.

New stipulations, BMPs, and open, limited, and closed designations for fluid minerals development need to be considered in the planning area. Existing stipulations need to be reexamined to determine if they need to be revised and/or carried forward into the new RMP.

Questions to address (Fluid Minerals):

- What areas are suitable, not suitable, or should be restricted from fluid minerals development in the unleased portions of the planning area?
- Are current decisions regarding fluid minerals development valid? What types of new decisions can be made for these areas, where appropriate?
- How will conflicts between fluid minerals development and other resource issues such as wildlife habitat be addressed?
- What updated/new BMPs/mitigation measures are needed for fluid mineral decisions?
- How should the plan allocate where geophysical exploration should be restricted or excluded?
- How should salt water disposal from fluid minerals development be addressed? What is the relationship between the salt water disposal system and rock mechanics?

Questions to address (Solid Minerals):

- What areas are suitable, not suitable, or should be restricted from solid leasable minerals development activity in the planning area?
- How should new technologies in the RMP be addressed such as solution mining?
- How will conflicts between solid minerals development and other resource issues such as wildlife habitat be addressed?
- What updated/new BMPs/mitigation measures are needed for solid mineral decisions?
- What inventory, BMPs, and mitigation measures are needed for abandoned mines?
- How will existing mineral materials sites be managed and how will they be reclaimed?

Issue 4: Renewable Energy (e.g. solar, wind)

With renewable energy development now considered a priority by the President and the BLM, special attention is needed through planning to adequately address this type of development and its associated impacts on resources and compatibility with existing and potential land uses.

Current policy requires that new or updated plans consider NREL maps showing areas having commercial solar or wind energy development potential. New stipulations, mitigation measures, and BMPs need to be considered in addition to those that have already been developed through the BLM's National programmatic efforts. Management prescriptions need to address areas in the planning area that will be excluded, avoided, or open to renewable development, and infrastructure associated with these actions. (Refer to the Lands and Realty section below for a discussion on related issues.)

Questions to address:

- How will other on-going local/regional/national renewable energy planning efforts be addressed in the RMP through effects analysis?
- What areas should be restricted or excluded from renewable energy development in the planning area to mitigate resource conflicts and/or impacts?
- Will buffers be established (e.g. resource protection or site safety)?
- What updated/new BMPs/mitigation measures are needed for renewable energy decisions?
- What utility corridors need to be identified in the area to deliver power to the grid? (i.e. transmission corridors)
- Will competitive renewable leasing be addressed in the plan?

Issue 5: Lands and Realty

There are scattered BLM parcels in the planning area that are difficult to manage. An updated list for lands identified for disposal will help assist with the effective management of the BLM's surface estate by consolidating holdings. An updated acquisition parcel list will also help to consolidate BLM's surface estate, as well as address proposed areas for special designations.

New realty decisions for designating avoidance/exclusion areas are directly related to the need for addressing renewable and nonrenewable energy development in the RMP revision. Updated exclusion and avoidance areas in the planning area will facilitate renewable/nonrenewable energy development and other right-of-way (ROW) proposals (e.g. utility corridors, communication sites), while balancing the need to protect sensitive resources.

Questions to address:

- What public lands should be identified for retention, disposal (e.g. parcels, historic landfill sites) or acquisition?
- What types of new withdrawals will be initiated through the plan?
- What existing ROW avoidance and exclusion areas need to be updated? What areas are suitable for wind and solar development and what areas should be avoided or excluded?
- How will right-of-way/energy corridors be established and addressed in the new RMP?
- What areas are designated for communication sites? Will those locations be maximized to the fullest extent before a new communication site is authorized?
- What land adjustments are necessary to improve access and management of BLM public lands?
- What updated/new BMPs/mitigation measures (e.g. surface pipeline thresholds, adequate ROW widths for construction) are needed for realty decisions?
- What updated/new BMPs/mitigation measures (e.g. road maintenance agreements) are needed for other management decisions?

Issue 6: Recreation

Most of the recreational activities in the planning area are dispersed. Activities include hunting, fishing, off-highway vehicle (OHV) use, camping, caving, hiking, mountain biking, climbing, horseback riding, recreational shooting, and geocaching. There are numerous opportunities for new recreation planning decisions in the RMP, principally to capitalize on community interests and surrounding tourism destinations including Carlsbad Caverns and adjacent forest lands managed by the Forest Service.

Questions to address:

- What are the new opportunities and areas suitable for recreation (planned acquisition)?
- What types of recreation should the planning area emphasize, discourage, or limit?
- What new recreation designations should be proposed, such as Special Recreation Management Areas? How should some existing recreation areas that are not formally designated (e.g. Black River, La Cueva, developed OHV areas) be addressed?
- To what extent, if any, should the CFO develop facilities and improve recreation access opportunities to meet public demand?
- What are the current recreation interests of the community and adjoining residents, as well as tourists?
- Do opportunities exist to expand recreational activities in partnership with adjoining local, State and Federal agencies?

Issue 7: Transportation Management

A travel management plan was not completed for the former RMP. The majority of the planning area is designated as “open,” leaving parts of the planning area open to cultural and natural resource impacts. (A current road inventory is also not available and will be developed during the RMP process.)

Questions to address:

- What major roads and ways should be identified for closure? Are there alternative routes, and opportunities for reclamation?
- What areas should be identified as open, limited, or closed, while still meeting the resource and recreational demands of the area?
- What public access areas should be identified and acquired?

Issue 8: Special Designations

There are currently five ACECs in the CFO area totaling approximately 13,000 acres. The 1988 RMP contains 23 Special Management Area (SMA) designations that are no longer valid under BLM policy. Some of the SMAs were designated to protect springs, caves, and other resource values. Current and potential areas for ACEC designations need to be reinventoried and incorporated into the plan revision. In addition, federal land management agencies are directed by Congress to consider additions to the national Wild and Scenic Rivers system during land use planning. Rivers that are found suitable for inclusion in the National Wild and Scenic River System may be recommended to Congress for designation.

Questions to address:

- What existing ACECs should be carried forward (expanded/maintained) or revised in the new RMP? What are the potential new ACECs?
- Should any of the existing SMAs be incorporated into ACECs, Research Natural Areas, Outstanding Natural Areas, or other designations and/or dropped?
- Are there any other designations (e.g. National Natural Landmarks through NPS) that should be considered? How should the other existing special designations (e.g. Guadalupe Backcountry Byway) be managed?

- What cultural resources should be considered for nomination for listing on the National Register of Historic Places (non-BLM designation-Advisory Council on Historic Preservation)?
- What BMPs or mitigation measures are needed for special designations such as ACEC?
- What river segments are eligible for inclusion in the National Wild and Scenic River System (Black River, Delaware River, or parts of the Pecos River)?
- What river segments are suitable for inclusion in the National Wild and Scenic River System?
- What are their respective outstandingly remarkable values?
- What are their respective classifications?
- What protective management practices are necessary to protect and enhance the outstandingly remarkable values on eligible and suitable river segments?

Issue 9: Land Health

Land Health Standards are applicable to all ecosystems and management actions such as OHV use, wildlife, grazing, and vegetation treatments. The standards are derived from BLM policy and guidance, as well as the Strategic Plan, and are expressions of the fundamentals of rangeland health found in regulation (Title 43 CFR 4180).

Questions to address:

- What types of restoration methods should be used to improve/maintain rangeland health?
- What criteria should be used to develop Desired Plant Community Descriptions?
- What criteria should be considered to determine the type and amount of rangeland vegetation that will be deemed forage for use by livestock, wildlife, and/or watershed protection?
- What criteria should be used to apportion the forage allocated among wildlife and livestock? What criteria should be used to decide when, if, and to what degree the forage allocations should be modified in the future?
- How should some of the reclaimed/restored public lands be managed?
- What BMPs or mitigation measures are needed for reclaimed/restored public lands?

Issue 10: Riparian Areas/Watersheds

Riparian/watershed habitat management is a priority for the CFO because of the scarcity and importance of habitat. Riparian areas, including wetlands, often have unique plant communities, help reduce erosion and maintain perennial stream flow, filter pollutants, recharge ground water, and provide critical habitat for birds, wildlife, fish and other aquatic organisms.

A properly functioning riparian area is contingent on effective management prescriptions that reduce impacts associated with existing and future development such as oil, gas, and mineral extraction. Erosion, sediment loading, and accidental spills of contaminants can contribute to the decline of a properly functioning riparian area.

Questions to address:

- What management considerations are necessary to ensure watershed health, properly functioning aquatic ecosystems, or to provide for other public uses?
- What BMPs/mitigation measures are needed to improve water quality by reducing soil erosion?
- How will proposed actions on CFO public lands maintain, improve, or restore stream morphology and provide beneficial uses of riparian vegetative areas for aquatic and wildlife communities?

Issue 11: Visual Resources

The RMP will address visual resource values in accordance with visual resource management objectives (management classes). A new VRM inventory and management class designation(s) are needed for the Decision Area. The intent is to balance development and uses with protecting scenic values. In assigning management classes, fragmented ownership will be an important consideration to avoid managing scenic values on small land parcels where BLM ownership is too limited to affect the overall landscape. The potential effects of renewable energy projects (e.g. wind) on the area's visual resources may become an issue, especially due to adjoining Federal lands managed by other agencies.

Questions to address:

- What are the critical viewshed areas (based on the pending inventory) and how should they be managed?
- How will current visual intrusions that do not meet existing VRM guidelines be mitigated and/or restored?
- How should the CFO and other adjoining Federal agency (e.g. NPS, USFS) visual resource management decisions be coordinated?

Management Concerns

Management concerns will involve most of the other resources in the planning area, including but not limited to wildlife and special status species, fire and fuels management, cultural and paleontological resources, and socio-economic considerations. It should be noted that several of the management concerns discussed below such as wildlife and special status species, may become elevated as issues during RMP development, especially due to the area's potential for renewable/nonrenewable energy development. Below is a summary of some management concerns by program area and how they will be addressed following current BLM policies and guidance.

Air Resources

Air resources will be addressed by using the Land Use Planning Handbook and other BLM guidance. The RMP will identify desired outcomes and area wide criteria or restrictions as required by the Environmental Protection Agency (EPA)/State of New Mexico, which directs and authorizes emission-generating activities, including the Clean Air Act's requirements for compliance with: 1. Applicable National Ambient Air Quality Standards (Section 109); 2. State Implementation Plans (Section 110); 3. Control of Pollution from Federal Facilities (Section 118); 4. Prevention of Significant Deterioration, including visibility impacts to mandatory Federal Class I Areas (Section 160 et seq.); and 5. Conformity Analyses and Determinations (Section 176(c)). (Refer to Air Resource/Climate under the issue section.)

Fluid and Solid Minerals

The RMP revision will follow the guidance for fluid and solid (locatable, leasable, and saleable) minerals in Appendix C, as well as related BLM policy and other Instruction Memoranda. For fluid minerals decisions, for example, the RMP will identify areas that have not been leased as either open to leasing, open to leasing subject to restrictions, and areas that are administratively closed, along with applicable seasonal and controlled stipulations to mitigate impacts to other land uses or resource values.

Wilderness

There are four existing Wilderness Study Areas (WSAs) that will continue to be managed according to the Interim Management Policy. The CFO's existing wilderness inventory will be reviewed and updated, if warranted according to BLM guidance, including the identification of any possible areas that may have wilderness characteristics (WCs) that should be considered during the planning process.

Cultural Resources and Traditional Cultural Values

Management concerns for cultural resources will be addressed by describing the cultural resource values located within the Planning Area and establishing goals for management and addressing the allocation of recorded sites to use categories as identified in BLM Manual 8110.

In addition to assigning use categories to known cultural resources, the CFO will also develop a strategy for how those cultural resources assigned to use categories may realize their use potential; categorize geographic areas as high/medium/low priority for future proactive inventory of cultural properties; and specify that all authorizations for land and resource use will comply with Section 106 of the National Historic Preservation Act.

During the RMP process, use of these cultural resources will be considered for scientific, educational, recreational, traditional, or experimental purposes. Management prescriptions will be identified in the RMP for protecting, stabilizing, and/or interpreting cultural resources. The RMP will also be used as an additional tool in the future to consult with tribal groups regarding traditional cultural values in the Planning Area and appropriate management strategies to protect, preserve, and enhance those values. The existing SMAs containing cultural values will be evaluated for potential incorporation into the RMP's proposed ACECs.

Socio-Economics and Environmental Justice

Concerns among residents from the RMP's proposed decisions will vary in the Planning Area, and they will be considered during the planning process. Land allocation decisions for minerals and realty actions for example, could potentially impact communities, and therefore will be analyzed. An Economic Strategy Workshop (e.g. Sonoran Institute) will be held to help rural communities develop a better understanding of regional economic changes and give participants an opportunity to discuss future challenges and opportunities.

The RMP will follow Appendix D of the BLM's Land Use Planning Handbook (2005) to guide the social and economic analysis for the Planning Area, as well as related IMs. This analysis will identify, describe and analyze social and economic conditions and trends including (but not limited to) demographics, social organization, attitudes, employment, income and environmental justice. The Economic Profile System (county-level data and Economic Profile System Community (EPSC)-level data) will be updated and available from the Sonoran Institute. The IMPLAN input-output database and model will be used to describe the affected economic environment and predict economic impacts.

The CFO will determine if actions proposed in the RMP would adversely and disproportionately impact minority populations, low-income communities, and local American Indian tribes (Executive Order No. 12898, Environmental Justice). The planning process will also consider aggregate, cumulative, and synergistic effects, including the results of actions taken by other parties. While the analysis of environmental justice is specifically concerned with disproportionate effects on these three populations, the social and economic analysis produced under NEPA will consider all potential social and economic effects, positive and negative, on any distinct group. The agency will also avoid disproportionate distribution of adverse impacts, especially those related to the environmental and health issues of these groups and communities.

Lands and Realty

The RMP will identify land use authorizations under 43 CFR 2800, 2880, and 2920, including but not limited to: transportation, renewable energy development (see related issue Renewable Energy Development). It will also consider establishing bond amounts for salt water disposal sites under right-of-way, fair market value rates for commercial disposal SWD, and pipeline safety (e.g. widths necessary for construction).

Paleontological Resources

Paleontological resources will be addressed in accordance with the management classes established in the 8270 Handbook and current policy guidance issued in various Washington Office Instruction Memoranda. The BLM's objectives for these resources are to manage them for scientific, educational and recreational values, and to mitigate adverse impact. Because fossils are associated with geological units, a classification based on geologic formations (e.g. Dark Canyon) will allow land use decisions to be made that balance various uses with significant fossil resources.

Cave and Karst Resources Management

The RMP's cave and karst resources management will be consistent with the existing BLM 8380 Manual and Handbook (being developed). In developing the RMP, staff will determine where updates in the management program need to be made to be in compliance with both the 8380 Cave and Karst Resources Management Manual and the 1610 Planning Manual. The CFO will address the four basic but broad types of cave and karst resource management actions for all Significant Caves:

1. Management (resources, visitors and facilities);
2. Marketing (outreach, information and education, promotion, interpretation, and environmental education);
3. Monitoring (social, environmental and administrative indicators and standards); and
4. Administration (regulatory, permit/fee/fiscal, data management, and customer liaison).

All BLM implementing actions are subject to the specific management objectives and accompanying setting prescriptions incorporated within the land use plan decisions. The CFO's existing cave/karst potential map will be further defined and delineated.

Recreation and Visitor Services

The RMP's Recreation and Visitor Services sections will be consistent with IM 2006-060, "Incorporating Benefits-Based Management within Recreation and Visitor Services Program Policy Changes" and guidance in Appendix C of the Land Use Planning Handbook. In developing the RMP, staff will identify proposed SRMAs in the Planning Area. For each SRMA, the following aspects of recreation management will be addressed: management of resources, visitors, and facilities; marketing (outreach, interpretation, environmental education and other visitor services; monitoring (social and environmental); and administration (regulatory; permits and fees, concessions). Public lands not identified as a SRMA will be designated as an Extensive Recreation Management Area (ERMA) and managed in a custodial manner.

Soil Resources

CFO will use available soil data to make required decisions for the resources and resource uses analyzed in the RMP. State Soil Geographical Data (STATSGO) and Soil Survey Geographical Data (SSURGO) are available for all counties in the Planning Area.

Soils will be managed to maintain or improve soil health and productivity and minimize impacts to soil resources through the actions of management activities. BMPs and mitigation measures will be implemented at the site-specific activity/project level to prevent or reduce soil erosion and compaction, especially, for soils with severe erosion susceptibility. If soil impacts cannot be mitigated or effectively controlled then the activity/project could be relocated or denied.

Vegetative Communities

The RMP will use ecoregional assessment and local vegetative community data to develop proposed decisions at landscape and more localized scales. BMPs and mitigation measures will be implemented at the site-specific activity/project level to address invasive species and noxious weeds. Brush management

will be employed in communities where species such as mesquite, catclaw, creosote, tarbush, white thorn, salt cedar and juniper are invasive.

Noxious weeds are a mandatory item in the BLM's NEPA Handbook (H-1790-1) and addressed in applicable all EA/EIS's developed in the Field Office. Specifically, all activities authorized or conducted on CFO's public lands are reviewed for their potential to spread weeds, and are modified if needed. The CFO will carry out the Invasive and Noxious Weed Program through the RMP under the following laws: the Federal Noxious Weed Act of 1974, as amended by the Food, Agriculture, Conservation and Trade Act of 1990, Section 1453 ("Management of Undesirable Plants on Federal Lands"); the Carlson-Foley Act; the Omnibus Consolidated Appropriations Act of 1997 (Section 124); and the Plant Protection Act of 2000. In addition, Executive Order 13112 (1999) directs all federal agencies to control the spread of noxious weeds.

Locally, IM NM-010-99-01 ("Noxious Weed Prevention Schedule") directs CFO weed control efforts, which include determination of the best management options for preventing the introduction or spread of noxious weeds by using a combination of the four general categories of weed management—cultural control, physical control, biological control, and herbicides. The goals and strategies identified in Partners Against Weeds (PAWS, 1996) also will be implemented for noxious weed management in the CFO. These preventive measures will be applied to proposed actions in the RMP dealing with range improvements, fire rehabilitation, and road maintenance, as well as BLM authorized actions for rights-of-way, oil and gas activities, grazing permits, and recreation permits.

The CFO will continue and expand its cooperation with other federal agencies, state and county governments, organizations, and private landowners in the fight against weeds. The CFO is working with nine Soil and Water Conservation Districts to manage noxious weeds where populations have been identified, and to prevent their spread across administrative boundaries.

Planned/Unplanned Fire

The RMP will be updated to be consistent with current wildland fire policies including the Federal Wildland Fire Management Policy (1995) and the National Fire Plan; and the BLM's *Resource Management Plan Amendment for Fire and Fuels Management on Public Land in New Mexico and Texas* (2004).

In addition to incorporating these plans, the CFO has the opportunity to identify broad treatment levels within the CFO's Fire Management Units (FMUs). Treatment types and levels will be developed using an interdisciplinary approach and will be based on resource and fire objectives. The RMP revision will utilize the Fire Regime Condition Class (FRCC) in determining resource and fire management objectives, identifying priority treatment areas, and establishing the Appropriate Management Response (AMR). The RMP revision will also consider the number of acres treated by decade; general restrictions on fire management practices; fire exclusion areas (e.g. no burning 100 meters from bat nurseries, LPC leks); buffer areas for fire retardant around water source; sand dune lizard corridors; and special status species habitat.

The Carlsbad Fire Management Plan (FMP) will provide the specific implementation strategies, evaluation criteria and accomplishment reporting details as referenced in the fire management portion of the RMP." Additionally, the BLM will work with communities affected by wildland fire through the use of Community Wildfire Protection Plans. The RMP revision will be consistent and in compliance with applicable Federal and State smoke management requirements.

Fire management planning concepts and the relationship between the various planning levels can be found in the Interim Fire Planning Manual (M-9211) and the Interim Fire Planning Handbook (H-9211-

1). These documents were transmitted via FA IM-2008-026. In addition, Appendix C of the Land Use Planning Handbook (H-1601-1) discusses fire management.

Special Status Species

The lesser prairie-chicken and the sand dune lizard are listed as species of concern and both are addressed in the Special Status Species RMPA. The related special status species decisions in the RMPA will need to be reevaluated, and where appropriate, carried forward in the Carlsbad RMP revision.

PRELIMINARY PLANNING CRITERIA

The BLM planning regulations (at 43 CFR 1610.4-2) require development of planning criteria to guide preparation of an RMP. *Planning criteria* are the standards, rules, and other guidelines developed by managers and interdisciplinary teams, with public input, for use in forming judgments about plan-level decision making, analysis and data collection. These criteria are used to establish the parameters or “ground rules” for making planning decisions and simplifying RMP actions. The criteria may be adjusted during RMP development based on management concerns and the results of the public scoping process. Preliminary planning criteria for the RMP are as follows:

The BLM planning regulations (at 43 CFR 1610.4-2) require development of planning criteria to guide preparation of an RMP. *Planning criteria* are the standards, rules, and other guidelines developed by managers and interdisciplinary teams, with public input, for use in forming judgments about plan-level decision making, analysis, and data collection. These criteria are used to establish the parameters or “ground rules” for making planning decisions and simplifying RMP actions. The criteria may be adjusted during RMP development based on management concerns and the results of the public scoping process. Preliminary planning criteria for the Carlsbad RMP are as follows:

- The RMP will be in compliance with FLPMA, NEPA, and all other applicable laws, regulations, and policies.
- Land use decisions in the RMP will apply to the surface and subsurface estate managed by the BLM.
- For program-specific guidance for decisions at the land use planning level, the process will follow the BLM’s policies in the Land Use Planning Handbook, H-1601-1.
- Public participation and collaboration will be an integral part of the planning process.
- The BLM will strive to make decisions in the plan compatible with the existing plans and policies of adjacent local, state, and federal agencies and local American Indian tribes, as long as the decisions are consistent with the purposes, policies, and programs of federal law and regulations applicable to public lands.
- The RMP will recognize valid existing rights.
- The RMP will incorporate, where applicable, management decisions brought forward from existing planning documents.
- The BLM will work cooperatively and collaboratively with cooperating agencies and all other interested groups, agencies, and individuals.
- The BLM and cooperating agencies will jointly develop alternatives for resolution of resource management issues and management concerns.
- Fire management strategies will be consistent with the Carlsbad Field Office Fire Management Plan (2004).
- The BLM will consider public welfare and safety when addressing hazardous materials and fire management.

- GIS and metadata information will meet Federal Geographic Data Committee (FGDC) standards, as required by Executive Order 12906. All other applicable BLM data standards will also be followed.
- The planning process will provide for ongoing consultation with American Indian tribes and strategies for protecting recognized traditional uses.
- Planning and management direction will focus on the relative values of resources and not the combination of uses that will give the greatest economic return or economic output.
- The BLM will consider the quantity and quality of non-commodity resource values.
- Where practicable and timely for the planning effort, the best available scientific information, research, and new technologies will be used.
- Actions must comply with all applicable regulations and must be reasonable, achievable, and allow for flexibility while supporting adaptive management principles.
- The Economic Profile System (EPS) will be used as one source of demographic and economic data for the planning process. EPS data will provide baseline data and contribute to estimates of existing and projected social and economic conditions.
- The RMP revision will be developed through the BLM's ePlanning system to the extent consistent with the current functionality of the system and project schedule considerations.

DATA AND GEOGRAPHIC INFORMATION SYSTEM (GIS) NEEDS

GIS data needs for the preparation of the Carlsbad RMP are shown in the table in Appendix C. Any new data generated during the RMP process will be used to address planning issues, and will meet applicable *established* standards.

The CFO has developed a geospatial database for on-going NEPA related projects, which will be used for this planning effort. The CFO will use database standards and adhere to all policies such as Executive Order 12906 of 1994, the BLM Land Use Planning Handbook, and BLM/DOI guidance on data management and quality standards.

Guidelines for Geospatial Database Development

The following guidelines will be followed as the BLM develops data for this planning effort:

- Existing data will be used where possible; new data will be collected only where absolutely necessary.
- All new data will be collected to known established data standards.
- The development of redundant data will be avoided by extensive coordination with BLM data partners.

The following strategy for data standards will be used:

- Established data standards will be used where available.
- Data standards will be developed where needed in coordination with BLM resource specialists to meet the objective of the RMP.
- Data standards from other agencies will be adopted where applicable.
- All geospatial data used in this planning effort will be documented with metadata that is compliant with Federal Geographic Data Committee (FGDC) standards.

Data Standards

The term *data standards* refers to how data should look, what the attributes should look like, in what geographic projection the data should be, and the level of data accuracy. All GIS data used for the RMP will comply with *established* State and National BLM data standards.

Metadata

Metadata, or “data about data,” is information about data and/or geospatial services, such as content, source, vintage, spatial scale, accuracy, projection, responsible party, contact phone number, method of collection, and other descriptions. Reliable metadata development, structured in a standardized manner, is essential to ensuring that data are used appropriately, and any resulting analysis is credible. For GIS data to be used for planning and environmental analysis, metadata must be created and appropriately maintained. [Note: Information about metadata can be found at the following website - <http://fgdc.er.usgs.gov/metadata/metadata.html>].

PARTICIPANTS IN THE PROCESS

The New Mexico State Director will sign the Record of Decision for the Carlsbad RMP and is ultimately responsible for its completion and quality standards. The CFO will use a combination of in-house staff and contracted services for working on the RMP. In addition to contracting scarce skills (e.g. socio-economic and visual resources), the CFO will contract a Co-Project Manager to work with the BLM Project Lead and Assistant Project Lead. The contracted co-project manager’s responsibilities will include document management and editing, maintaining the administrative record, helping to coordinate input and written materials from the CFO Interdisciplinary (ID) Team, as well as helping manage contractual services. The latter contracted service is needed due to the CFO’s high fluid/solid minerals workload.

Day-to-day responsibility is delegated to the Carlsbad Field Manager with oversight by the Pecos District Manager. The Field Manager has the authority and is responsible for the on-the-ground management of the project, including assigning ID team members and ensuring that schedules are met. The ID Team Lead, or Project Lead, will be responsible for the day-to-day direction and management of the team and the planning process, including developing and tracking progress, as well as working with the contracted Co-Project Manager. The Project Lead reports directly to the Associate Field Manager and Field Manager. The BLM Assistant Project Lead is a temporary assignment and will assist and serve as back-up to the Project Lead. The ID Team will be composed of resource and resource use specialists that are representatives of the CFO. (Refer to Appendix A for the list of project participants, roles, and responsibilities.) The ID Team will be responsible for the following tasks:

- Provide resource-specific expertise and knowledge in the writing and overall development of the plan.
- Preliminary writing/editing and reviewing specific resource sections of the RMP documents, including those produced through contracted services such as the socio-economic analysis and air or groundwater studies.
- Design and conduct public participation meetings and related collaboration and government agency and tribal consultation with the support of the contracted co-project manager.

Labor costs for staff and contracted assistance are shown in the budget table in this document. The ID Team, along with contracted support, will prepare the preliminary Draft RMP/EIS and it will be reviewed by the State and Washington Offices (WO) and Regional and WO solicitors. Based on that review, the

CFO will revise and publish the Draft RMP/EIS for public comment. A preliminary Proposed RMP/final EIS will also be prepared and reviewed in the same manner and released to the public.

FORMAT, PROCESS, AND SCHEDULE

Format

The format and contents of the RMP/EIS will comply with the following:

- NEPA (at 42 USC 4321-4347)
- The Council on Environmental Quality (CEQ) regulations implementing NEPA (at 40 CFR Part 1500)
- Section 203 of FLPMA (at 43 USC 1711 and 1712)
- Resource Management Planning regulations (at 43 CFR Subpart 1610)
- The DOI Manual Part 516, Chapter 4 *Environmental Impact Statements*
- The BLM NEPA Handbook (H-1790-1)
- The BLM Land Use Planning Handbook (H-1601-1)
- Current BLM guidance in WO and New Mexico State Office Instruction Memoranda (IMs) and Information Bulletins (IBs)

Applicable management decisions in the existing RMPs/RMPAs will be brought forward. Any NEPA analysis prepared for such decisions will also be brought forward if it meets current standards. The Carlsbad RMP will describe the current management situation and identify desired future conditions to be maintained or achieved, management actions necessary to achieve objectives, and a schedule and a cost estimate for implementing the identified management actions. Preparation of the document itself will be developed using ePlanning per recent guidance from the BLM Washington Office.

RMP/EIS Process

RMP development will occur in the following phases:

- Making pre-scoping preparations and organizing the staff
- Identifying issues and data gaps, conducting scoping, and completing a Scoping Report
- Formulating alternatives, doing impact analysis, and identifying mitigation measures, monitoring and evaluation requirements
- Preparing and releasing the Draft RMP/EIS
- Conducting public review and comment on the Draft RMP/EIS
- Analyzing public comment and preparing the Proposed RMP/Final EIS
- Releasing the Carlsbad RMP/Final EIS and initiating the protest period and Governor's consistency review
- Responding to any protests
- Completing and releasing the Record of Decision and approved RMP

Document Outline

The RMP will be prepared using the outline in BLM's Land Use Planning Handbook along with subsequent guidance.

ePlanning

Use of ePlanning throughout the life of the project is contingent on the availability of adequate funding for ePlanning, functionality, technical support, and training for the CFO.

Alternative Formulation

A full range of alternatives will be developed to address the issues, based on and in response to public and cooperating agency input, governmental and tribal consultation, and the RMP's planning criteria, purpose and need, goals and objectives, and assessment of resources and uses. As required by regulation, the No Action Alternative will be based on the existing management situation as prescribed in the current land use plan.

Internal Review/Oversight of the RMP

During preparation of the RMP, internal document review will be conducted by Field and State Office staff. Due to existing legal issues concerning potash and fluid mineral development, the Regional Solicitor's Office will be involved from the outset of this project, including the development of the RMP's purpose and need sections. The Preliminary Draft and Proposed RMP and subsequent final documents will be presented to the State Director and senior management staff for initial review and approval. Any other potential legal issues that may surface during the planning process will be brought to the immediate attention of the State Office and Solicitor by the Field Manager and Project Team Leader for guidance.

Accountability

Team members are accountable for completing their specific tasks on time. Managers and supervisors will be made aware of the project's progress by the Team Lead and State Planning and Environmental Coordinator(s). Situations in which a delay seems imminent will be resolved immediately between the Team Lead and team members through collaboration. If the delay cannot be resolved, the Field Manager will resolve the issue, and if necessary, notify the State Office for follow-up. If a delay in the project's schedule is unavoidable, the State Office will also notify AD200.

Coordination of the ID Process and Reviewers

Coordination and input from the team will be accomplished primarily through team meetings and posting material either in the hard-copy Administrative File or in electronic form that resides on the computer server in the Field Office. Reviewers can access reports, meeting minutes, and other pertinent documents in either of these locations.

RMP Implementation

A plan implementation strategy workshop will be held within 4 months of the signing of the ROD. The strategy will provide a means to track the effectiveness of plan implementation and tie planning decisions to management priorities and budgetary requirements. The RMP will be evaluated and maintained during the implementation process using the planning cycle (i.e., plan development - plan implementation - plan monitoring - plan evaluation). Based on analysis of the data gathered during the planning cycle, the plan will be amended or revised as needed. (Note: this schedule will be revised pending receiving FY 2010 funding.)

RMP Schedule

CARLSBAD PREPARATION PLAN SCHEDULE – March 2010 – March 2014			
CALENDAR YEAR	TASK	STARTS	ENDS
2010	NOI Phase	03/15/10	06/18/10
	Prepare NOI/SO review	03/15/10	04/01/10
	Prepare News Release and Mailing List	04/01/10	04/15/10
	Brief SO/SD	Wk. 4/12/10	Wk. of 4/12/10
	WO NOI Review	04/15/10	06/15/10
	NOI to FR for Publishing	06/18/10	06/18/10
2010	Scoping Phase	06/18/10	08/18/10
	Public Scoping and Public Mtgs.	06/18/10	07/18/10
	Analyze Comments/Dev. Scoping Report	07/18/10	08/18/10
2010-2012	Complete Scoping Report	08/18/10	08/18/10
	Develop Draft RMP/EIS	08/18/10	02/18/12
	Prepare/Complete AMS	08/18/10	01/15/11
	Prepare Purpose and Need, Issues	01/15/11	02/15/11
	Chap. 3-Existing Environment	02/15/11	03/15/11
	Chap. 2- Identify Alternatives	03/15/11	06/15/11
	Public Outreach w/Alternatives	06/15/11	07/01/11
	Chap. 4 - Impact Analyses/Mitigating Measures	07/15/11	10/15/11
	DO Internal DRMP/EIS review	10/15/11	11/15/11
	SO Review, Reg. SOL Review, SD Review and Approval of Pref. Alt/PDRMP (includes changes to PDRMP/EIS based on comment.)	11/15/11	02/18/12
	WO/FO FR Notice prep./review	01/15/12	02/18/12
	WO Approval Process (includes WO SOL)	02/18/12	04/18/12
PDRMP/EIS to WO for review (includes 30 days for SO/FO changes to doc. based on WO comment and SD/Dir's briefings.)	02/18/12	04/18/12	
NOA/materials to WO for review and approval	02/18/12	04/18/12	
2012-2013	Print hard copies. Burn CDs	03/18/12	04/01/12
	Draft RMP/EIS/Publish FR Notice (on nearest Friday)	04/18/12	04/18/12
	90-day Public Comment Period	04/18/12	07/18/12
	Public Meetings	04/20/12	05/20/12
	Analyze and Respond to Comments	05/20/12	07/18/12

CARLSBAD PREPARATION PLAN SCHEDULE – March 2010 – March 2014			
CALENDAR YEAR	TASK	STARTS	ENDS
	Prepare Proposed Plan/FEIS	07/18/12	03/01/13
	Prepare Preliminary PRMP/FEIS	07/18/12	12/20/12
	Internal FO Review of Prelim. PRMP/FEIS	12/20/12	01/20/13
	SO/Reg. SOL Review and SD Review and Approval-includes DO revision/coop agency review	01/20/13	03/01/13
	FO/SO Prep/Review of FR Notice Materials	02/15/13	03/01/13
	WO Review and Approval	03/01/13	05/18/13
	WO Review of Preliminary Proposed RMP/EIS (includes 30 days for SO/FO changes based on WO comment and SD/Dir's briefings.)		04/15/13
	NOA to WO for Review and Approval	03/01/13	05/18/13
	Print Hard copies, Burn CDs	04/15/13	05/18/13
	PRMP/FEIS Available/Publish FR Notice (on nearest Friday)	05/18/13	05/18/13
	Protest Period	05/18/13	06/18/13
	Governor's Consistency Review	05/18/13	07/18/13
	Resolve Protests	06/18/13	09/18/13
2013-2014	Write/complete Draft ROD and final RMP	09/18/13	12/18/13
	FO/SO write/review FR Notice materials; brief SD	11/18/13	12/01/13
	WO FR Notice Approval Process	12/01/13	03/15/14
	FR Notice to WO for Review/Approval *review of ROD if needed	12/01/13	03/15/14
	Print ROD/approved RMP Publish ROD/Approved RMP ROD/approved RMP/FR Notice Available	02/15/14 03/15/14	03/07/14 03/15/14
*Schedule contingent on funding, delivery of ePlanning, and other factors. Staff training on the RMP/NEPA development process will occur during the initial stages of the project and NOC will need to provide training/support to employ ePlanning at the same time.			

PUBLIC PARTICIPATION AND COLLABORATION PLAN

Goals and Objectives

- To ensure comprehensive engagement of citizens and agencies in a continuing dialogue about the management and planning uses of the public land and resources managed by the CFO.
- To be adaptable and make adjustments during the planning process based on public scoping and consultation.
- To serve as a source of information and facilitate discussions concerning community and government agency interests.
- To ensure that there is a representation of concerned parties in developing the RMP.

Public and Agency Participation and Consultation

The CFO anticipates that discussions with tribal governments, interest groups, and Federal, State, and local government agencies will focus predominantly on the issues and management concerns listed in this Preparation Plan. Additional issues and concerns may be raised during public participation and agency consultations. Supplemental information needed to conduct the consultations and participation will be generated during the planning process.

Public participation, which will encompass community based planning, will occur as outlined in the Land Use Planning Handbook H-1601-1 and FLPMA and CEQ regulations. The CFO will host a workshop on economic conditions and strategies as provided for in WO IM No. 2003-169 due to the existing and potential future uses in the area. Resource Planning Regulations at 43 CFR 1610.2(d) require the CFO to maintain a list of known interested and affected publics. Stakeholders will be identified throughout the process. A mailing list of organizations, agencies, interest groups, and interested members of the public will be compiled and maintained by the Field Office.

Upon approval of the Preparation Plan, a project website will be developed. Public input will be solicited through public scoping meetings, direct mailings, and professional and personal communications.

Public Participation Opportunities

Public participation opportunities for the major stages of the planning process are listed below. Every effort will be made to ensure meaningful public involvement throughout the process. The BLM New Mexico State Office and CFO websites will provide information and solicit comments from interested members of the public. The following is a summary of public participation opportunities for this planning effort.

Identify Issues, Planning Criteria and Management Concerns

- Information regarding the preparation of this RMP/EIS will be disseminated by a Notice of Intent in the *Federal Register*, press releases, mailings and BLM's website. These sources will notify the public of upcoming scoping meetings, public comment meetings, and deadlines.
- Public scoping meetings will be organized and facilitated by BLM staff to gather input on issues and disseminate information on management concerns and planning criteria.

Formulate Alternatives

- Public meetings will provide the mechanism to discuss alternatives and ensure that issues are adequately addressed. Cooperating agencies will be involved with alternatives development. Whenever possible, public and/or cooperating agency meetings will be designed using appropriate methods that facilitate and enhance interaction and input on plan development (e.g., roundtable discussions, workshops, and informational meetings).

Issue the Draft RMP/EIS

- A Notice of Availability will be published in the *Federal Register* for the Draft RMP/EIS. The notice and news releases to local and regional media will begin a 90-day comment period.
- Public meetings to gather verbal and written comments will be likely held in Eddy and Lea Counties.

Issue the Proposed RMP/Final

- A Notice of Availability will be published in the *Federal Register*, beginning a 30-day protest period and 60 days for the Governor's consistency review.

- The Proposed RMP/Final EIS will be made available for inspection by the public both online and at designated locations in the counties, with copies provided to those who request them.

Resolving Protests

- The BLM New Mexico State and Washington Offices will review and respond to the protests with support from the Carlsbad Field Office using the established BLM process.

Publish the ROD/Approved Carlsbad RMP

- The CFO will publish the ROD and approved RMP, subject to protest resolution.
- The BLM New Mexico will notify the public via news articles, e-mail, websites, and mail of the availability of the ROD/RMP.

Cooperating Agency Participation

The CFO will invite applicable Federal and State agencies, local governments, and Tribes to be cooperating agencies. If the invitees elect to not participate as cooperating agencies, then on-going consultation will occur. Cooperating agencies may include, but are not limited to the:

- City of Carlsbad
- City of Hobbs
- City of Lovington
- City of Artesia
- Eddy, Lea, and Chaves Counties (Commissioners)
- Lincoln National Forest (USDA)
- Carlsbad Caverns National Park (DOI)

Coordination with Adjoining BLM District Offices and Consultation with Other Federal Agencies

The CFO will coordinate the planning process with neighboring BLM offices to ensure that planning decisions compliment and do not conflict, to the extent possible with those of adjoining planning areas. In preparation for the RMP, the CFO will conduct Section 7 consultation under the Endangered Species Act with the U.S. Fish and Wildlife Service. Consultation will also occur as appropriate with the following local, state and Federal government agencies: State of New Mexico, including agencies such as the: Departments of Energy, Minerals, and Natural Resources and Environment, New Mexico State Land Office, Governor of New Mexico, NM State Historic Preservation Officer, NM Department of Game and Fish, and the U.S. Environmental Protection Agency.

Coordination and Consultation with American Indian Tribes

Government-to-government coordination and consultation will take place with the following American Indian Tribes: Mescalero Apache Tribe, Apache Tribe of Oklahoma, Comanche Indian Tribe, Pueblo of Isleta, Kiowa Tribe of Oklahoma, Ysleta del Sur Pueblo, and Hopi Tribal Council.

Collaboration with the Resource Advisory Council (RAC)

The New Mexico State Director has been engaging the RAC since 2007 regarding resource management and planning issues on BLM public lands. Under direction from the New Mexico State Office, the CFO will work collaboratively with the RAC throughout the process under guidance by the State Director.

Public Participation Activities and Availability of Information

FLPMA and NEPA require participation throughout the planning and EIS development process. Some public participation activities will include the following:

- Public meetings and workshops
- Newsletters
- Public bulletin boards
- Direct contact with civic groups and community leaders
- Internet and computer technology to be used for public information and input
- Newsletter on BLM website
- Email updates on the RMP process
- Direct mailings to those on the district mailing list

BUDGET SUMMARY

The projected budget for plan development, which includes labor and operations, is shown in the following table. The CFO is projecting a total of \$3.6 million need in 1610 one-time funding from FY 2010 – 2014, which includes costs for in-house labor and contractual services.

TABLE C CARLSBAD BUDGET SUMMARY						
LABOR (@ 7,800 WM)	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014	PROJECT TOTAL
District Manager	.25	.25	.25	.25	.25	1.25
Field Manager	1	1	1	1	.25	4.25
Project Team Lead	5	12	12	12	2	43
Assistant Project Team Lead (Term)	1	5	4	4	.25	14.25
Wildlife Biologist (includes surveys)	2	9	8	4	.25	23.25
Paleontologist		1		1	.25	2.25
Solid Minerals	2	10	8	4	.25	24.25
Fluid Minerals	2	9	8	4	.25	23.25
GIS Spec.	1	11	8	8	.25	28.25
Range Mgmt. Spec.	2	9	6	2	.25	19.25
Realty	2	9	8	4	.25	23.25

Cave-Karst	1	9	6	4	.25	20.25
Hydrologist	2	9	8	4	.25	23.25
Cultural/Arch.	2	9	6	4	.25	21.25
Fire/Fuels	1	5	4	4	.25	14.25
Recreation	1	8	6	4	.25	24.25
SUBTOTAL WMS/	26.25	116.25	97.25	64.25	5.75	309.75

APPENDIX A - PLANNING TEAM

The following tables show the interdisciplinary Core Team, Management Team, Support Staff, and Review Staff.

ID TEAM		
STAFF SPECIALIST	TITLE	RESPONSIBILITY
James B. Smith	Project Team Lead	<ul style="list-style-type: none"> • Directs the effort through the planning/NEPA process, including document preparation, and ensures that plan quality and schedules are met. • Primary spokesperson for the planning/NEPA effort. • Directs all public involvement connected with the project in cooperation with other programs and External Affairs. • Coordinates among various agencies, cooperating agencies, industry and interest groups, the planning team, and the general public. • Coordinates critical internal and external support needs. Arranges contracting to assist the BLM in the land use planning process. • Works with the IDT to provide information for protest responses. • Ensures the planning process is conducted and the RMP/EIS is prepared within the technical and procedural quality standards that meet the requirements of NEPA, CEQ, BLM, and departmental guidelines. • Prepares NOIs and NOAs for publication in FR.
	Asst. Project Team Leader	<ul style="list-style-type: none"> • Assists the Team Leader with the above responsibilities. • Serves as acting/alternate during the Team Lead's absence.
Contract	Co-Project Manager (Document Manager, Editor/Writer, subcontract manager)	<ul style="list-style-type: none"> • Assumes overall responsibility under the supervision of the Project Team Leader and Field Manager for document quality control and interim and final production of the Scoping Report, Draft and Proposed RMPs and supporting NEPA documents, Record of Decision, and approved RMP. • Performs technical editing and formatting of public documents for resource and team personnel. • Develops/maintains the Administrative Record (AR)/respond to FOIAs with FO oversight. Works with ID Team to ensure that data is controlled, including the AR. Ensures that minutes are kept for meetings in a standard format and archived accordingly. • Performs desktop publishing functions, formatting for web publishing, and preparation for printing. • Works with the Project Team Lead to schedule public meetings and internal ID Team meetings • Edits all Federal Register Notices and supporting briefing materials for review and publication in FR.

ID TEAM		
STAFF SPECIALIST	TITLE	RESPONSIBILITY
Deanna Younger	Outdoor Recreation Planner	<ul style="list-style-type: none"> Serves as program lead for his/her resource section and issues including Wilderness. Prepares and writes recreation and trails sections of the RMP/EIS. Ensures program technical and policy adequacy. Reviews and comments on the entire plan at its various stages. Keeps the Project Team Leader informed on all assignments. When requested, provides written responses to public comments received throughout the plan development process.
Patricia Hester	Regional Paleontologist	Same as above for paleontology.
George MacDonell	Archaeologist	Same as above for cultural resources.
Steve Daly/Calvin Deal	Rangeland Resources (Grazing/Vegetation,)	Same as above for range management and vegetation.
Steve Bird/Ty Allen, Johnny Chopp	Wildlife Biologist	Same as above for wildlife, special status species and riparian habitat.
Steve Daly	Soil, Air	Same as above for soil/ air
Carolyn Moores	Hydrology	Same as above for hydrology.
Owen Lofton	Lands and Realty	Same as above for realty, rights-of-way, land tenure adjustments.
Don Peterson, Craig Cranston	Solid Minerals	Same as above for minerals and geology.
Jim Amos, Wesley Ingram	Fluid Minerals	Same as above for fluid minerals.
Ty Bryson, Jennifer Ward	Fire/Fuels	Same as above for fire and fuels management.
Aaron Stockton Jim Goodbar	Cave/Karst	Same as above for cave/karst.
Marcos Molinare	GIS/data	Same as above for GIS.

DISTRICT MANAGEMENT STAFF		
MANAGER	TITLE	RESPONSIBILITY
Doug Burger	District Manager	Informs the State Director regarding issues that need to be resolved at the State Office level, as well as the status of the project schedule.
Jim Stovall	Field Manager	Reports to the Dist. Manger on project status and issues to be resolved. Responsible for overall operations and providing support to the Project Team Lead and Asst. Field Manger throughout the planning process and ensuring that there is adequate staff support for the project.
Dave Evans	Assoc. Field Manager	Participates/supervises all document reviews-responsible for the day-to-day operations of the ID Team when necessary. Supervises Project Team Lead. Participates and supervises all document reviews. Initiates/manages contracts.

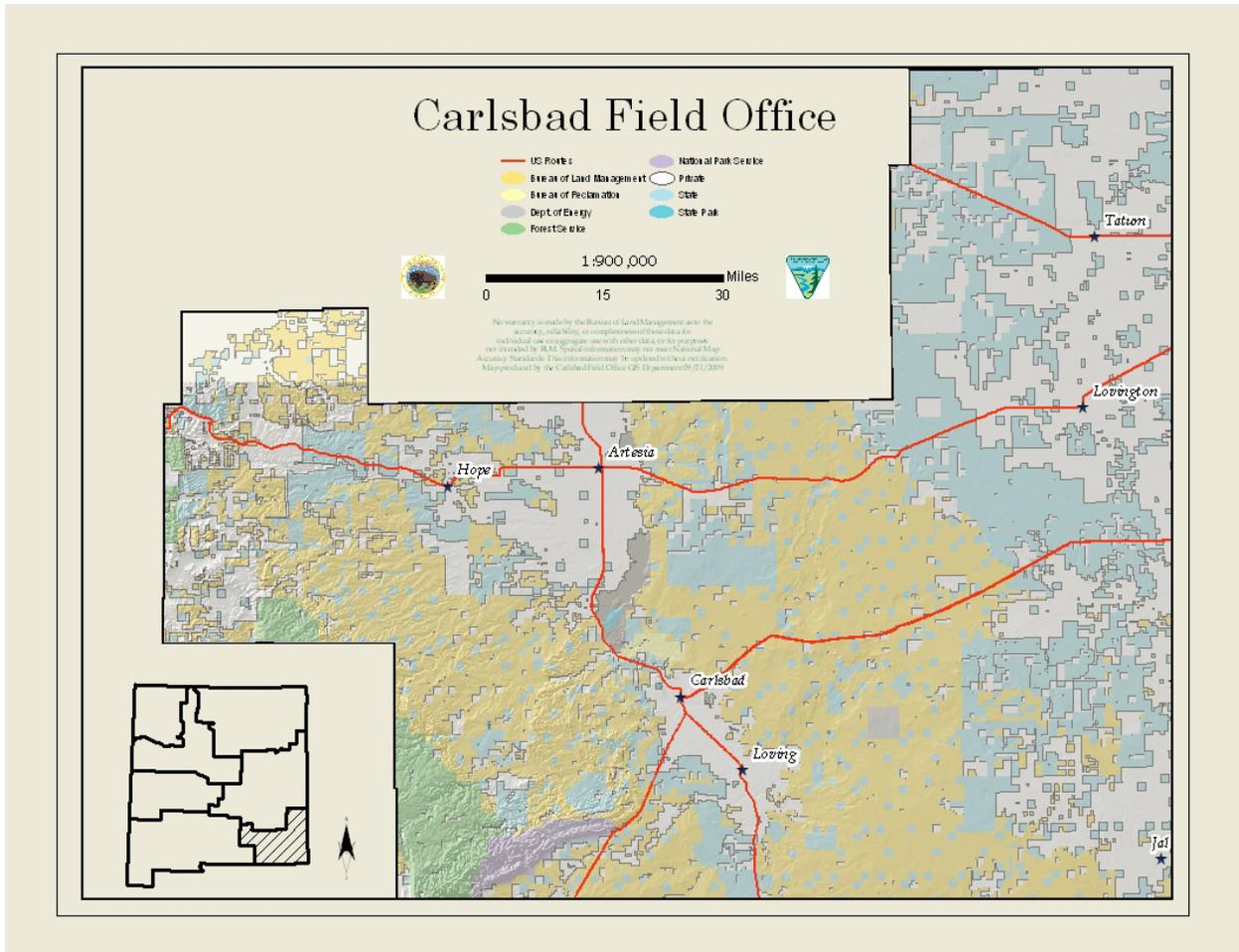
IRM SUPPORT STAFF		
STAFF SPECIALIST	TITLE	RESPONSIBILITY
Allen Bollschweiller	GIS	Serves as data administrator. Coordinates with NMSO GIS on data standards, metadata, and requirements. Provides GIS expertise to the ID Team. Provides data when needed to move forward w/documents.
James Salas	Webmaster	Coordinates with Team Leader and Writer/Editor as well as NMSO, to get documents posted on the web in a timely manner using BLM standards.
Hans Stuart	State Office External Affairs	Advises and assists Team Leader and ID Team with all aspects of public relations activities, including the preparation of press releases, helping to respond to press inquiries, writing the Communications Plan, website information.

STATE OFFICE REVIEW AND APPROVAL STAFF		
MANAGER/SPECIALIST	TITLE	RESPONSIBILITY
Linda S.C. Rundell	State Director	The NM State Director approves the Preparation Plan, the Draft RMP/EIS, the Proposed RMP/Final EIS, and the Approved RMP/Record of Decision (ROD). The SD is the approving official, including ensuring quality control sign-off and consistency with laws, regulations, and policies.
Bill Merhege	Acting Deputy State Director. Resources	The Acting DSD coordinates and resolves land use planning and management issues when needed with the District and Field Manager, and provides recommendations for resolving those issues to the SD throughout the planning process.
Mark Spencer/Megan Stouffer	State Planning and Environmental Coordinators	Coordinates assignments and scheduling of staff from NMSO/SOL or additional support from other Field Offices through the DSD. Coordinates timely program reviews by NMSO in cooperation with the Project Team Leader in accordance with the plan schedule. Provides consistent and accurate interpretation of planning/NEPA policies and SD guidance and ensures that process review is focused on plan content, quality, and substance. Provides technical assistance to the Field Office when needed, including ongoing review of documents under development. Provides orientation, planning/NEPA procedural guidance and training for the planning team. Serves as main contact with the WO for briefings with BLM Director and Secretariat.
State Office Review Team and SW Regional SOL's Office	Various Resource Specialists (e.g. NLCS, Recreation, Wildlife, Special Status Species, Air Resources, and Cultural Resources and Office of the SOL	Provides technical assistance upon request either by the Field Office or State P&ECs when needed; reviews planning/NEPA documents to ensure consistency with relative program legal requirements and policies, including but not limited to NLCS policies, special status species, recreation, travel management, vegetation, wildlife, soil, water and air, and cultural resources. SOL-provides legal guidance for plan development.

WASHINGTON OFFICE REVIEW AND APPROVAL STAFF

MANAGER/SPECIALIST	TITLE	RESPONSIBILITY
Ed Roberson	AD 200	Delegated to resolve/sign-off on protests.
Elizabeth Meyer	Planning/Env. Analyst, WO-210	Coordinates all aspects of document review/questions/briefings on the RMP with BLM WO; liaises directly with the NM SO planners.
Jane Peterson, NOC	ePlanning Coordinator	Coordinates all aspects of integrating ePlanning into the Carlsbad planning process from NOC, including training and technical support.

APPENDIX B – PLANNING AREA MAP



APPENDIX C – ePLANNING STRATEGY

In order to streamline the preparation and organization of land use planning documents, and make documents more easily accessible to the public, THE BLM has developed the web-based ePlanning system (<http://www.blm.gov/wo/st/en/prog/planning/eplanning2.html>). ePlanning will be used to facilitate working on shared planning documents by both the Contractor and BLM staff. The ePlanning system incorporates Arbortext Editor®, Documentum®, Comment Works®, ESRI ArcGIS® software, and TerraGo Map2PDF®, all accessible via a web based CITRIX® client. The Contractor will use ePlanning to develop and complete all work on planning and NEPA documents including writing/editing, reviews, comments, notifications, and archiving the administrative record, to the extent consistent within the functionality of the system.

In the event that ePlanning cannot be used, due to system problems, or other issues, the BLM will notify the contractor and provide copies of all documents from ePlanning in MS Word or Adobe PDF format, as applicable, to allow the project to continue on schedule.

All planning documents and maps created by ePlanning will be reviewed by the BLM project manager prior to submittal for Internet publication within the system. All documents submitted for Internet publication must be reviewed and approved by the BLM State Office Public Affairs Office and through the ePlanning system approval process, prior to publication on the Internet.

All contractors will use ePlanning on the internal BLM network though VPN, which requires the use of BLM-owned computers to be coordinated by State Office IT staff. Each contractor using the system must complete specific security and training requirements prior to gaining access to ePlanning, BLM-owned computers, and the BLM network. This information is based on Washington Office IM 2006-154, Requesting Background Investigations for Bureau of Land Management Employees and Contractors.

Security and training requirements are as follows:

Contractor background checks

Contractors are required to obtain a low risk, non-sensitive background check, or National Agency Check with Inquiries (NACI), depending on the sensitivity of the data with which they will be working. This includes a check of employment, education, residence, law enforcement history, and references for each individual participating in the project. This will be performed by the New Mexico State Office. Candidates can commence work with a favorable fingerprint check, providing that the NACI is being processed. To conduct a NACI background check, the following forms will need to be completed: **SF-85** Questionnaire Non-sensitive Position and **SF-86A** Continuation Sheet (Optional), **OF-612** Optional Application for Federal Employment or Resume (Optional), **OF-306** Declaration of Federal Employment (Optional), and **FD-258** Fingerprint Chart (to be obtained from the local HR department) Release to Obtain Credit Report.

DOI Learn – <http://doilearn.doi.gov/coursecatalog/index.cfm>

All of the Contractor's staff using BLM equipment to work in ePlanning must complete and pass the following three courses on an annual basis: Federal Information Systems Security Awareness, Records Management Awareness, and Orientation to the Privacy Act.

Active Directory Account

The **1264-3** Statement of Responsibility and **1260-12** Login Access Request forms, along with the three certificates of training completion documents for the courses listed above, must be sent to the local IT

Security Manager (ITSM) who will request the local System Administrator (SA) to create an active directory account.

Computer Hardware and Software

Hardware and software will be supplied by the BLM for Contractors who will be using ePlanning. The computers are to only be used for this project and will have the following software installed: Standard RIS Image, Windows XP Pro®, MS Office 2003®, CITRIX®, Internet Explorer®, and VPN software and/or dial-up software.

NOTE: The first time a new user logs into their new machine, it must be directly connected to the BLM network. This means in the event that a machine is given to a contractor to use, each machine must be logged on to **by that person** assigned the machine at a BLM office where the machine can be connected to the BLM network. This cannot be done through VPN.

Contractor Caveat – The Contractor shall be responsible for properly protecting all information used, gathered, or developed as a result of work under this contract. The Contractor shall protect all Sensitive but Unclassified (SBU) government data. The Contractor shall not make copies, screen shots or save SBU government data to be removed from the physical premises without explicit written permission from the BLM COR responsible for the contract. All information, work papers, drafts and final documents developed or accessed, or any product/system developed (e.g., any system, database, or other contract related work/equipment required/acquired in accomplishment of assigned task(s)) are the property of the United States government. ePlanning training of the contractors is required.

APPENDIX D - GIS DATA NEEDS

TABLE E: DATA NEEDS FOR CARLSBAD RMP PREPARATION

Program Planning Issues and/or Questions	Needed Data Sets	Availability and Format of Data Sets	Work needed to Prepare or Obtain Data	Estimated Costs of Obtaining or Preparing Data	FGDC Data Available	Name or Source of Data Standard	Does Available Data Meet a National or Regional Standard
<u>PALEONTOLOGY</u>	- Known fossil locations	Available-CFO/SDE geodatabase & staff knowledge	Verify and consolidate known sites	N/A	No		
<u>SOLID MINERALS</u>	-Potash enclave map (being updated through existing contract)	Available-CFO/SDE geodatabase	Existing contract (potash)	NA	No		
<u>FLUID MINERALS</u>	-Inventory of legacy wells. -Formation pressure and Frac. Gradient maps	Currently not available.	Legacy wells will be identified and spatial data collected (GPS). Site specific information will be collected (by operator) and converted to spatial format.	N/A (In-house)	No		
<u>CULTURAL RESOURCES</u>	-Cultural Resource inventory (Maroon Cliffs SMA). -Archaeological Site eligibility not complete in GIS	CFO/SDE Geodatabase	-1050 BPS submission to fund contract. -Review individual Site records and update in existing GIS format	N/A (In-house)	No		
<u>GEOLOGY/CAVE/KARST</u>	-Karst Potential map	Currently unavailable	Work with NM bureau of Geology/NM Tech in	N/A	Yes	NM Bureau of Geology/NM	Yes

			the refinement of Karst potential map			Tech	
<u>RECREATION</u>	-Recreational trails (e.g. hiking, biking, and bridal) -Pecos river access points	Currently not available	Perform inventory and gather spatial information	N/A (In-house)	No		
<u>TRANSPORTATION MGMT.</u>	Transportation Inventory	Consolidated dataset not available	Contracted	Unknown	No		
<u>RANGLELAND RESOURCES (LIVESTOCK GRAZING/VEGETATION)</u>	N/A	Available CFO/SDE Geodatabase	N/A	N/A	No		
<u>WILDERNESS</u>	Wilderness inventory	Available /Analog	Need to verify accuracy and convert to digital/spatial format	N/A (In-house)	No		
<u>WILDLIFE/SPECIAL STATUS</u>	-Antelope kidding Areas -Big game areas -Wildlife habitat and corridor map.	Currently not available	Aerial surveys. Habitat and corridor evaluation.	N/A (In-house)	Unknown		
<u>RIPARIAN AREAS/WATERSHEDS/ WETLANDS (SURFACE HYDROLOGY)</u>	Water quality data (springs) Watershed/wetland assessment data	Available CFO/SDE Geodatabase	Sampling for baseline Assessments	N/A (In-house)	NA		
<u>VISUAL RESOURCES</u>	Visual Resources map (will be derived from contract for inventory/est. of mgmt. classes)	Updated version not available	contract	60,000 (includes inventory/geo spatial info.)	No		
<u>LANDS AND REALTY</u>	Land use authorizations.	Available/ Analog & GIS	Verification and consolidation of multiple datasets	N/A (In-house)	No		
	N/A	Available/ SDE	NA	NA	NA		

<u>RENEWABLE ENERGY</u>		Geodatabase					
<u>SPECIAL DESIGNATIONS</u> (ACECS, SMAs)	Areas of Critical Environmental Concern Special Management Areas	Available/SDE Geodatabase	Verification of acreage in 1988 RMP	N/A (In-house)			
<u>FIRE/FUELS</u>		Available/SDE Geodatabase	NA	NA	NA		
<u>HYDROLOGY-GROUNDWATER</u>	Groundwater spatial geodatabase (groundwater/geological structure).	Currently not available	Establish, Inventory & Populate	Unknown	Unknown		
<u>AIR RESOURCES</u>	Air Quality map (being established through existing contract)	Currently not available	Existing contract	NA	NA		