

Calendar No. 719

115TH CONGRESS 2D SESSION

S. 441

To designate the Organ Mountains and other public land as components of the National Wilderness Preservation System in the State of New Mexico, and for other purposes.

IN THE SENATE OF THE UNITED STATES

February 17 (legislative day, February 16), 2017

Mr. Udall (for himself and Mr. Heinrich) introduced the following bill; which was read twice and referred to the Committee on Energy and Natural Resources

DECEMBER 5, 2018

Reported by Ms. Murkowski, with an amendment

[Strike out all after the enacting clause and insert the part printed in italic]

A BILL

- To designate the Organ Mountains and other public land as components of the National Wilderness Preservation System in the State of New Mexico, and for other purposes.
 - 1 Be it enacted by the Senate and House of Representa-
 - 2 tives of the United States of America in Congress assembled,

1 SECTION 1. SHORT TITLE.

- 2 This Act may be cited as the "Organ Mountains-
- 3 Desert Peaks Conservation Act".
- 4 SEC. 2. DEFINITIONS.
- 5 In this Act:
- 6 (1) MONUMENT.—The term "Monument"
- 7 means the Organ Mountains-Desert Peaks National
- 8 Monument established by Presidential Proclamation
- 9 9131 (79 Fed. Reg. 30431).
- 10 (2) Secretary.—The term "Secretary" means
- 11 the Secretary of the Interior.
- 12 (3) STATE.—The term "State" means the State
- 13 of New Mexico.
- 14 (4) WILDERNESS AREA.—The term "wilderness
- 15 area" means a wilderness area designated by section
- 16 $\frac{3(a)}{a}$
- 17 SEC. 3. DESIGNATION OF WILDERNESS AREAS.
- 18 (a) In General.—In accordance with the Wilderness
- 19 Act (16 U.S.C. 1131 et seq.), the following areas in the
- 20 State are designated as wilderness and as components of
- 21 the National Wilderness Preservation System:
- 22 (1) Aden Lava Flow Wilderness.—Certain
- 23 land administered by the Bureau of Land Manage-
- 24 ment in Doña Ana County comprising approximately
- 25 27,673 acres, as generally depicted on the map enti-
- 26 tled "Potrillo Mountains Complex" and dated April

- 1 18, 2016, which shall be known as the "Aden Lava
 2 Flow Wilderness".
- 3 (2) Broad Canyon Wilderness.—Certain
 4 land administered by the Bureau of Land Manage5 ment in Doña Ana County comprising approximately
 6 13,902 acres, as generally depicted on the map enti7 tled "Desert Peaks Complex" and dated April 13,
 8 2016, which shall be known as the "Broad Canyon
 9 Wilderness".
 - (3) CINDER CONE WILDERNESS.—Certain land administered by the Bureau of Land Management in Doña Ana County comprising approximately 16,935 acres, as generally depicted on the map entitled "Potrillo Mountains Complex" and dated April 18, 2016, which shall be known as the "Cinder Cone Wilderness".
 - (4) Organ Mountains wilderness.—Certain land administered by the Bureau of Land Management in Doña Ana County comprising approximately 19,916 acres, as generally depicted on the map entitled "Organ Mountains Area" and dated September 21, 2016, which shall be known as the "Organ Mountains Wilderness", the boundary of which shall be offset 400 feet from the centerline of Dripping

- Springs Road in T. 23 S., R. 04 E., sec. 7, New
 Mexico Principal Meridian.
- (5) POTRILLO MOUNTAINS WILDERNESS.—Certain land administered by the Bureau of Land Management in Doña Ana and Luna counties comprising
 approximately 125,854 acres, as generally depicted
 on the map entitled "Potrillo Mountains Complex"
 and dated April 18, 2016, which shall be known as
 the "Potrillo Mountains Wilderness".
 - (6) ROBLEDO MOUNTAINS WILDERNESS.—Certain land administered by the Bureau of Land Management in Doña Ana County comprising approximately 16,776 acres, as generally depicted on the map entitled "Desert Peaks Complex" and dated April 13, 2016, which shall be known as the "Robledo Mountains Wilderness".
 - (7) SIERRA DE LAS UVAS WILDERNESS.—Certain land administered by the Bureau of Land Management in Doña Ana County comprising approximately 11,114 acres, as generally depicted on the map entitled "Desert Peaks Complex" and dated April 13, 2016, which shall be known as the "Sierra de las Uvas Wilderness".
 - (8) WHITETHORN WILDERNESS.—Certain land administered by the Bureau of Land Management in

1	Doña Ana and Luna counties comprising approxi-
2	mately 9,616 acres, as generally depicted on the
3	map entitled "Potrillo Mountains Complex" and
4	dated April 18, 2016, which shall be known as the
5	"Whitethorn Wilderness".
6	(b) Maps and Legal Descriptions.—
7	(1) In General.—As soon as practicable after
8	the date of enactment of this Act, the Secretary
9	shall file maps and legal descriptions of the wilder-
10	ness areas with—
11	(A) the Committee on Energy and Natural
12	Resources of the Senate; and
13	(B) the Committee on Natural Resources
14	of the House of Representatives.
15	(2) FORCE OF LAW.—The maps and legal de-
16	scriptions filed under paragraph (1) shall have the
17	same force and effect as if included in this Act, ex-
18	cept that the Secretary may correct errors in the
19	maps and legal descriptions.
20	(3) Public availability.—The maps and
21	legal descriptions filed under paragraph (1) shall be
22	on file and available for public inspection in the ap-
23	propriate offices of the Bureau of Land Manage-
24	ment.

1	(c) Management.—Subject to valid existing rights,
2	the wilderness areas shall be administered by the Sec-
3	retary
4	(1) as components of the National Landscape
5	Conservation System; and
6	(2) in accordance with—
7	(A) this Act; and
8	(B) the Wilderness Act (16 U.S.C. 1131 et
9	seq.), except that—
10	(i) any reference in the Wilderness
11	Act to the effective date of that Act shall
12	be considered to be a reference to the date
13	of enactment of this Act; and
14	(ii) any reference in the Wilderness
15	Act to the Secretary of Agriculture shall be
16	considered to be a reference to the Sec-
17	retary of the Interior.
18	(d) Incorporation of Acquired Land and In-
19	TERESTS IN LAND.—Any land or interest in land that is
20	within the boundary of a wilderness area that is acquired
21	by the United States shall—
22	(1) become part of the wilderness area within
23	the boundaries of which the land is located; and
24	(2) be managed in accordance with—

1	(A) the Wilderness Act (16 U.S.C. 1131 et
2	seq.);
3	(B) this Act; and
4	(C) any other applicable laws.
5	(e) Grazing of livestock in the wilderness
6	areas, where established before the date of enactment of
7	this Act, shall be administered in accordance with—
8	(1) section $4(d)(4)$ of the Wilderness Act (16)
9	U.S.C. 1133(d)(4)); and
10	(2) the guidelines set forth in Appendix A of
11	the Report of the Committee on Interior and Insular
12	Affairs to accompany H.R. 2570 of the 101st Con-
13	gress (H. Rept. 101–405).
14	(f) MILITARY OVERFLIGHTS.—Nothing in this sec-
15	tion restricts or precludes—
16	(1) low-level overflights of military aircraft over
17	the wilderness areas, including military overflights
18	that can be seen or heard within the wilderness
19	areas;
20	(2) the designation of new units of special air-
21	space over the wilderness areas; or
22	(3) the use or establishment of military flight
23	training routes over the wilderness areas.
24	(a) RHEFER ZONES

- 1 (1) IN GENERAL.—Nothing in this section ere-2 ates a protective perimeter or buffer zone around 3 any wilderness area.
- 4 (2) ACTIVITIES OUTSIDE WILDERNESS
 5 AREAS.—The fact that an activity or use on land
 6 outside any wilderness area can be seen or heard
 7 within the wilderness area shall not preclude the ac8 tivity or use outside the boundary of the wilderness
 9 area.
- (h) Paragliound.—The use of paragliding within areas of the Potrillo Mountains Wilderness designated by subsection (a)(5) in which the use has been established before the date of enactment of this Act, shall be allowed to continue in accordance with section 4(d)(1) of the Wilderness Act (16 U.S.C. 1133(d)(1)), subject to any terms and conditions that the Secretary determines to be necessary.
- (i) CLIMATOLOGIC DATA COLLECTION.—Subject to
 such terms and conditions as the Secretary may prescribe,
 nothing in this Act precludes the installation and maintenance of hydrologic, meteorologic, or climatologic collection devices in wilderness areas if the facilities and access
 to the facilities are essential to flood warning, flood control, or water reservoir operation activities.

1	(j) FISH AND WILDLIFE.—Nothing in this Act af-
2	feets the jurisdiction of the State with respect to fish and
3	wildlife located on public land in the State, except that
4	the Secretary, after consultation with the New Mexico De-
5	partment of Game and Fish, may designate zones where,
6	and establish periods during which, no hunting or fishing
7	shall be permitted for reasons of public safety, administra-
8	tion, or compliance with applicable law.
9	(k) WITHDRAWALS.—
10	(1) In General.—Subject to valid existing
11	rights, the Federal land within the wilderness areas
12	and any land or interest in land that is acquired by
13	the United States in the wilderness areas after the
14	date of enactment of this Act is withdrawn from—
15	(A) entry, appropriation, or disposal under
16	the public land laws;
17	(B) location, entry, and patent under the
18	mining laws; and
19	(C) operation of the mineral leasing, min-
20	eral materials, and geothermal leasing laws.
21	(2) PARCEL B.—The approximately 6,498 acres
22	of land generally depicted as "Parcel B" on the map
23	entitled "Organ Mountains Area" and dated Sep-
24	tember 21, 2016, is withdrawn in accordance with
25	paragraph (1), except that the land is not withdrawn

for purposes of the issuance of oil and gas pipeline rights-of-way.

(3) PARCEL C.—The approximately 1,297 acres of land generally depicted as "Parcel C" on the map entitled "Organ Mountains Area" and dated September 21, 2016, is withdrawn in accordance with paragraph (1), except that the land is not withdrawn from disposal under the Act of June 14, 1926 (commonly known as the "Recreation and Public Purposes Act") (43 U.S.C. 869 et seq.).

(4) Parcel D.—

(A) In GENERAL. The Secretary of the Army shall allow for the conduct of certain recreational activities on the approximately 2,035 acres of land generally depicted as "Parcel D" on the map entitled "Organ Mountains Area" and dated September 21, 2016 (referred to in this paragraph as the "parcel"), which is a portion of the public land withdrawn and reserved for military purposes by Public Land Order 833 dated May 21, 1952 (17 Fed. Reg. 4822).

(B) OUTDOOR RECREATION PLAN.—

(i) IN GENERAL.—The Secretary of the Army shall develop a plan for public outdoor recreation on the parcel that is

1	consistent with the primary military mis-
2	sion of the parcel.
3	(ii) Requirement. In developing
4	the plan under clause (i), the Secretary of
5	the Army shall ensure, to the maximum
6	extent practicable, that outdoor recreation
7	activities may be conducted on the parcel,
8	including: hunting, hiking, wildlife viewing,
9	and camping.
10	(C) CLOSURES.—The Secretary of the
11	Army may close the parcel or any portion of the
12	parcel to the public as the Secretary of the
13	Army determines to be necessary to protect—
14	(i) public safety; or
15	(ii) the safety of the military members
16	training on the parcel.
17	(D) Transfer of administrative juris-
18	DICTION; WITHDRAWAL.—
19	(i) In General.—On a determination
20	by the Secretary of the Army that military
21	training capabilities, personnel safety, and
22	installation security would not be hindered
23	as a result of the transfer to the Secretary
24	of administrative jurisdiction over the par-
25	cel, the Secretary of the Army shall trans-

1	fer to the Secretary administrative jurisdic-
2	tion over the parcel.
3	(ii) WITHDRAWAL.—On transfer of
4	the parcel under clause (i), the parcel shall
5	be
6	(I) under the jurisdiction of the
7	Director of the Bureau of Land Man-
8	agement; and
9	(II) withdrawn from—
10	(aa) entry, appropriation, or
11	disposal under the public land
12	laws;
13	(bb) location, entry, and
14	patent under the mining laws
15	and
16	(ee) operation of the mineral
17	leasing, mineral materials, and
18	geothermal leasing laws.
19	(iii) Reservation.—On transfer
20	under clause (i), the parcel shall be re-
21	served for management of the resources of
22	and military training conducted on, the
23	parcel in accordance with a memorandum
24	of understanding entered into under sub-
25	paragraph (E).

1	(E) Memorandum of understanding
2	RELATING TO MILITARY TRAINING.
3	(i) In General.—If, after the trans-
4	fer of the parcel under subparagraph
5	(D)(i), the Secretary of the Army requests
6	that the Secretary enter into a memo-
7	randum of understanding, the Secretary
8	shall enter into a memorandum of under-
9	standing with the Secretary of the Army
10	providing for the conduct of military train-
11	ing on the parcel.
12	(ii) Requirements.—The memo-
13	randum of understanding entered into
14	under clause (i) shall—
15	(I) address the location, fre-
16	quency, and type of training activities
17	to be conducted on the parcel;
18	(II) provide to the Secretary of
19	the Army access to the parcel for the
20	conduct of military training;
21	(III) authorize the Secretary or
22	the Secretary of the Army to close the
23	parcel or a portion of the parcel to the
24	public as the Secretary or the Sec-

1	retary of the Army determines to be
2	necessary to protect—
3	(aa) public safety; or
4	(bb) the safety of the mili-
5	tary members training; and
6	(IV) to the maximum extent
7	practicable, provide for the protection
8	of natural, historic, and cultural re-
9	sources in the area of the parcel.
10	(F) MILITARY OVERFLIGHTS.—Nothing in
11	this paragraph restricts or precludes—
12	(i) low-level overflights of military air-
13	craft over the parcel, including military
14	overflights that can be seen or heard with
15	in the parcel;
16	(ii) the designation of new units of
17	special airspace over the parcel; or
18	(iii) the use or establishment of mili-
19	tary flight training routes over the parcel
20	(1) POTENTIAL WILDERNESS AREA.—
21	(1) Robledo mountains potential wilder-
22	NESS AREA.—
23	(A) In General.—Certain land adminis-
24	tered by the Bureau of Land Management,
25	comprising approximately 100 acres as gen-

1	erally depicted as "Potential Wilderness" on the
2	map entitled "Desert Peaks Complex" and
3	dated April 13, 2016, is designated as a poten-
4	tial wilderness area.
5	(B) USES.—The Secretary shall permit
6	only such uses on the land described in sub-
7	paragraph (A) that were permitted on the date
8	of enactment of this Act.
9	(C) Designation as wilderness.—
10	(i) In General.—On the date on
11	which the Secretary publishes in the Fed-
12	eral Register the notice described in clause
13	(ii), the potential wilderness area des-
14	ignated under subparagraph (A) shall be—
15	(I) designated as wilderness and
16	as a component of the National Wil-
17	derness Preservation System; and
18	(II) incorporated into the
19	Robledo Mountains Wilderness des-
20	ignated by subsection $(a)(6)$.
21	(ii) NOTICE.—The notice referred to
22	in clause (i) is notice that—
23	(I) the communications site with-
24	in the potential wilderness area des-

1	ignated under subparagraph (A) is no
2	longer used;
3	(II) the associated right-of-way is
4	relinquished or not renewed; and
5	(III) the conditions in the poten-
6	tial wilderness area designated by sub-
7	paragraph (A) are compatible with the
8	Wilderness Act (16 U.S.C. 1131 et
9	seq.).
10	(m) Release of Wilderness Study Areas.—
11	Congress finds that, for purposes of section 603(e) of the
12	Federal Land Policy and Management Act of 1976 (43
13	U.S.C. 1782(e)), the public land in Doña Ana County ad-
14	ministered by the Bureau of Land Management not des-
15	ignated as wilderness by subsection (a)—
16	(1) has been adequately studied for wilderness
17	designation;
18	(2) is no longer subject to section 603(e) of the
19	Federal Land Policy and Management Act of 1976
20	(43 U.S.C. 1782(e)); and
21	(3) shall be managed in accordance with—
22	(A) the Federal Land Policy and Manage-
23	ment Act of 1976 (43 U.S.C. 1701 et seq.);
24	(B) this Act; and
25	(C) any other applicable laws.

1 SEC. 4. BORDER SECURITY.

2	(a) In General.—Nothing in this Act—
3	(1) prevents the Secretary of Homeland Secu-
4	rity from undertaking law enforcement and border
5	security activities, in accordance with section 4(e) of
6	the Wilderness Act (16 U.S.C. 1133(e)), within the
7	wilderness areas, including the ability to use motor-
8	ized access within a wilderness area while in pursuit
9	of a suspect;
10	(2) affects the 2006 Memorandum of Under-
11	standing among the Department of Homeland Secu-
12	rity, the Department of the Interior, and the De-
13	partment of Agriculture regarding cooperative na-
14	tional security and counterterrorism efforts on Fed-
15	eral land along the borders of the United States; or
16	(3) prevents the Secretary of Homeland Secu-
17	rity from conducting any low-level overflights over
18	the wilderness areas that may be necessary for law
19	enforcement and border security purposes.
20	(b) WITHDRAWAL AND ADMINISTRATION OF CER-
21	TAIN AREA.—
22	(1) Withdrawal.—The area identified as
23	"Parcel A" on the map entitled "Potrillo Mountains
24	Complex" and dated April 18, 2016, is withdrawn in
25	accordance with section $3(k)(1)$.

1	(2) Administration.—Except as provided in
2	paragraphs (3) and (4), the Secretary shall admin-
3	ister the area described in paragraph (1) in a man-
4	ner that, to the maximum extent practicable, pro-
5	teets the wilderness character of the area.
6	(3) USE OF MOTOR VEHICLES.—The use of
7	motor vehicles, motorized equipment, and mechan-
8	ical transport shall be prohibited in the area de-
9	scribed in paragraph (1) except as necessary for—
10	(A) the administration of the area (includ-
11	ing the conduct of law enforcement and border
12	security activities in the area); or
13	(B) grazing uses by authorized permittees.
14	(4) Effect of subsection.—Nothing in this
15	subsection precludes the Secretary from allowing
16	within the area described in paragraph (1) the in-
17	stallation and maintenance of communication or sur-
18	veillance infrastructure necessary for law enforce-
19	ment or border security activities.
20	(e) RESTRICTED ROUTE.—The route excluded from
21	the Potrillo Mountains Wilderness identified as "Re-
22	stricted—Administrative Access" on the map entitled
23	"Potrillo Mountains Complex" and dated April 18, 2016,
24	shall be—
25	(1) closed to public access; but

1	(2) available for administrative and law enforce-
2	ment uses, including border security activities.
3	SEC. 5. ORGAN MOUNTAINS-DESERT PEAKS NATIONAL
4	MONUMENT.
5	(a) Management Plan.—In preparing and imple-
6	menting the management plan for the Monument, the Sec-
7	retary shall include a watershed health assessment to iden-
8	tify opportunities for watershed restoration.
9	(b) Incorporation of Acquired State Trust
10	Land and Interests in State Trust Land.—
11	(1) In General.—Any land or interest in land
12	that is within the State trust land described in para-
13	graph (2) that is acquired by the United States
14	shall—
15	(A) become part of the Monument; and
16	(B) be managed in accordance with—
17	(i) Presidential Proclamation 9131
18	(79 Fed. Reg. 30431); and
19	(ii) any other applicable laws.
20	(2) Description of state trust land.—
21	The State trust land referred to in paragraph (1) is
22	the State trust land in T. 22 S., R 01 W., New Mex-
23	ico Principal Meridian and T. 22 S., R. 02 W., New
24	Mexico Principal Meridian.
25	(c) Land Exchanges.—

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(1) In General.—Subject to paragraphs (3) through (6), the Secretary shall attempt to enter into an agreement to initiate an exchange under section 2201.1 of title 43, Code of Federal Regulations (or successor regulations), with the Commissioner of Public Lands of New Mexico, by the date that is 18 months after the date of enactment of this Act, to provide for a conveyance to the State of all right, title, and interest of the United States in and to Bureau of Land Management land in the State identified under paragraph (2) in exchange for the conveyance by the State to the Secretary of all right, title, and interest of the State in and to parcels of State trust land within the boundary of the Monument identified under that paragraph or described in subsection (b)(2).

(2) IDENTIFICATION OF LAND FOR EXCHANGE. The Secretary and the Commissioner of Public Lands of New Mexico shall jointly identify the Bureau of Land Management land and State trust land eligible for exchange under this subsection, the exact acreage and legal description of which shall be determined by surveys approved by the Secretary and the New Mexico State Land Office.

1	(3) APPLICABLE LAW.—A land exchange under
2	paragraph (1) shall be carried out in accordance
3	with section 206 of the Federal Land Policy and
4	Management Act of 1976 (43 U.S.C. 1716).
5	(4) Conditions.—A land exchange under para-
6	graph (1) shall be subject to—
7	(A) valid existing rights; and
8	(B) such terms as the Secretary and the
9	State shall establish.
10	(5) Valuation, appraisals, and equali-
11	ZATION.—
12	(A) IN GENERAL.—The value of the Bu-
13	reau of Land Management land and the State
14	trust land to be conveyed in a land exchange
15	under this subsection—
16	(i) shall be equal, as determined by
17	appraisals conducted in accordance with
18	subparagraph (B); or
19	(ii) if not equal, shall be equalized in
20	accordance with subparagraph (C).
21	(B) Appraisals.—
22	(i) In General.—The Bureau of
23	Land Management land and State trust
24	land to be exchanged under this subsection
25	shall be appraised by an independent.

1	qualified appraiser that is agreed to by the
2	Secretary and the State.
3	(ii) Requirements.—An appraisal
4	under clause (i) shall be conducted in ac-
5	cordance with—
6	(I) the Uniform Appraisal Stand-
7	ards for Federal Land Acquisitions;
8	and
9	(II) the Uniform Standards of
10	Professional Appraisal Practice.
11	(C) EQUALIZATION.—
12	(i) In GENERAL.—If the value of the
13	Bureau of Land Management land and the
14	State trust land to be conveyed in a land
15	exchange under this subsection is not
16	equal, the value may be equalized by—
17	(I) making a cash equalization
18	payment to the Secretary or to the
19	State, as appropriate, in accordance
20	with section 206(b) of the Federal
21	Land Policy and Management Act of
22	1976 (43 U.S.C. 1716(b)); or
23	(II) reducing the acreage of the
24	Bureau of Land Management land or

1	State trust land to be exchanged, as
2	appropriate.
3	(ii) Cash equalization pay-
4	MENTS.—Any eash equalization payments
5	received by the Secretary under clause
6	(i)(I) shall be—
7	(I) deposited in the Federal Land
8	Disposal Account established by sec-
9	tion 206(a) of the Federal Land
10	Transaction Facilitation Act (43)
11	U.S.C. 2305(a)); and
12	(II) used in accordance with that
13	Act.
14	(6) Limitation.—No exchange of land shall be
15	conducted under this subsection unless mutually
16	agreed to by the Secretary and the State.
17	SECTION 1. SHORT TITLE.
18	This Act may be cited as the "Organ Mountains-Desert
19	Peaks Conservation Act".
20	SEC. 2. DEFINITIONS.
21	In this Act:
22	(1) Monument.—The term "Monument" means
23	the Organ Mountains-Desert Peaks National Monu-
24	ment established by Presidential Proclamation 9131
25	(79 Fed. Reg. 30431).

1	(2) Secretary.—The term "Secretary" means
2	the Secretary of the Interior.
3	(3) State.—The term "State" means the State
4	of New Mexico.
5	(4) WILDERNESS AREA.—The term "wilderness
6	area" means a wilderness area designated by section
7	3(a).
8	SEC. 3. DESIGNATION OF WILDERNESS AREAS.
9	(a) In General.—In accordance with the Wilderness
10	Act (16 U.S.C. 1131 et seq.), the following areas in the State
11	are designated as wilderness and as components of the Na-
12	tional Wilderness Preservation System:
13	(1) ADEN LAVA FLOW WILDERNESS.—Certain
14	land administered by the Bureau of Land Manage-
15	ment in Doña Ana County comprising approximately
16	27,673 acres, as generally depicted on the map enti-
17	tled "Potrillo Mountains Complex" and dated Sep-
18	tember 27, 2018, which shall be known as the "Aden
19	Lava Flow Wilderness".
20	(2) Broad canyon wilderness.—Certain land
21	administered by the Bureau of Land Management in
22	Doña Ana County comprising approximately 13,902
23	acres, as generally depicted on the map entitled
24	"Desert Peaks Complex" and dated October 1, 2018,

- which shall be known as the "Broad Canyon Wilderness".
- 3 (3) CINDER CONE WILDERNESS.—Certain land
 4 administered by the Bureau of Land Management in
 5 Doña Ana County comprising approximately 16,935
 6 acres, as generally depicted on the map entitled
 7 "Potrillo Mountains Complex" and dated September
 8 27, 2018, which shall be known as the "Cinder Cone
 9 Wilderness".
 - (4) East Potrillo Mountains Wilderness.—
 Certain land administered by the Bureau of Land
 Management in Doña Ana and Luna counties comprising approximately 12,155 acres, as generally depicted on the map entitled "Potrillo Mountains Complex" and dated September 27, 2018, which shall be
 known as the "East Potrillo Mountains Wilderness".
 - (5) MOUNT RILEY WILDERNESS.—Certain land administered by the Bureau of Land Management in Doña Ana and Luna counties comprising approximately 8,382 acres, as generally depicted on the map entitled "Potrillo Mountains Complex" and dated September 27, 2018, which shall be known as the "Mount Riley Wilderness".
 - (6) Organ mountains wilderness.—Certain land administered by the Bureau of Land Manage-

- ment in Doña Ana County comprising approximately 19,916 acres, as generally depicted on the map entitled "Organ Mountains Area" and dated September 21, 2016, which shall be known as the "Organ Moun-tains Wilderness", the boundary of which shall be off-set 400 feet from the centerline of Dripping Springs Road in T. 23 S., R. 04 E., sec. 7, New Mexico Prin-cipal Meridian.
 - (7) Potrillo Mountains Wilderness.—Certain land administered by the Bureau of Land Management in Doña Ana and Luna counties comprising approximately 105,085 acres, as generally depicted on the map entitled "Potrillo Mountains Complex" and dated September 27, 2018, which shall be known as the "Potrillo Mountains Wilderness".
 - (8) Robledo Mountains wilderness.—Certain land administered by the Bureau of Land Management in Doña Ana County comprising approximately 16,776 acres, as generally depicted on the map entitled "Desert Peaks Complex" and dated October 1, 2018, which shall be known as the "Robledo Mountains Wilderness".
 - (9) Sierra de las uvas wilderness.—Certain land administered by the Bureau of Land Management in Doña Ana County comprising approximately

1	11,114 acres, as generally depicted on the map enti-
2	tled "Desert Peaks Complex" and dated October 1,
3	2018, which shall be known as the "Sierra de las
4	Uvas Wilderness".
5	(10) Whitethorn wilderness.—Certain land
6	administered by the Bureau of Land Management in
7	Doña Ana and Luna counties comprising approxi-
8	mately 9,616 acres, as generally depicted on the map
9	entitled "Potrillo Mountains Complex" and dated
10	September 27, 2018, which shall be known as the
11	"Whitethorn Wilderness".
12	(b) Maps and Legal Descriptions.—
13	(1) In general.—As soon as practicable after
14	the date of enactment of this Act, the Secretary shall
15	file maps and legal descriptions of the wilderness
16	areas with—
17	(A) the Committee on Energy and Natural
18	Resources of the Senate; and
19	(B) the Committee on Natural Resources of
20	the House of Representatives.
21	(2) Force of LAW.—The maps and legal de-
22	scriptions filed under paragraph (1) shall have the
23	same force and effect as if included in this Act, except
24	that the Secretary may correct errors in the maps
23	same force and effect as if included in this Act, e.

and legal descriptions.

1	(3) PUBLIC AVAILABILITY.—The maps and legal
2	descriptions filed under paragraph (1) shall be on file
3	and available for public inspection in the appropriate
4	offices of the Bureau of Land Management.
5	(c) Management.—Subject to valid existing rights,
6	the wilderness areas shall be administered by the Sec-
7	retary—
8	(1) as components of the National Landscape
9	Conservation System; and
10	(2) in accordance with—
11	(A) this Act; and
12	(B) the Wilderness Act (16 U.S.C. 1131 et
13	seq.), except that—
14	(i) any reference in the Wilderness Act
15	to the effective date of that Act shall be con-
16	sidered to be a reference to the date of enact-
17	ment of this Act; and
18	(ii) any reference in the Wilderness Act
19	to the Secretary of Agriculture shall be con-
20	sidered to be a reference to the Secretary of
21	$the\ Interior.$
22	(d) Incorporation of Acquired Land and Inter-
23	ESTS IN LAND.—Any land or interest in land that is within
24	the boundary of a wilderness area that is acquired by the
25	United States shall—

1	(1) become part of the wilderness area within the
2	boundaries of which the land is located; and
3	(2) be managed in accordance with—
4	(A) the Wilderness Act (16 U.S.C. 1131 et
5	seq.);
6	(B) this Act; and
7	(C) any other applicable laws.
8	(e) Grazing of livestock in the wilderness
9	areas, where established before the date of enactment of this
10	Act, shall be administered in accordance with—
11	(1) section $4(d)(4)$ of the Wilderness Act (16)
12	$U.S.C.\ 1133(d)(4));\ and$
13	(2) the guidelines set forth in Appendix A of the
14	Report of the Committee on Interior and Insular Af-
15	fairs to accompany H.R. 2570 of the 101st Congress
16	(H. Rept. 101–405).
17	(f) Military Overflights.—Nothing in this section
18	restricts or precludes—
19	(1) low-level overflights of military aircraft over
20	the wilderness areas, including military overflights
21	that can be seen or heard within the wilderness areas;
22	(2) the designation of new units of special air-
23	space over the wilderness areas; or
24	(3) the use or establishment of military flight
25	training routes over the wilderness areas.

1	(g) Buffer Zones.—
2	(1) In general.—Nothing in this section creates
3	a protective perimeter or buffer zone around any wil-
4	derness area.
5	(2) Activities outside wilderness areas.—
6	The fact that an activity or use on land outside any
7	wilderness area can be seen or heard within the wil-
8	derness area shall not preclude the activity or use out-
9	side the boundary of the wilderness area.
10	(h) PARAGLIDING.—The use of paragliding within
11	areas of the East Potrillo Mountains Wilderness designated
12	by subsection (a)(4) in which the use has been established
13	before the date of enactment of this Act, shall be allowed
14	to continue in accordance with section 4(d)(1) of the Wil-
15	derness Act (16 U.S.C. 1133(d)(1)), subject to any terms
16	and conditions that the Secretary determines to be nec-
17	essary.
18	(i) Climatologic Data Collection.—Subject to
19	such terms and conditions as the Secretary may prescribe,
20	nothing in this Act precludes the installation and mainte-
21	nance of hydrologic, meteorologic, or climatologic collection
22	devices in wilderness areas if the facilities and access to

23 the facilities are essential to flood warning, flood control,

 $24\ \ or\ water\ reservoir\ operation\ activities.$

1	(j) Fish and Wildlife.—Nothing in this Act affects
2	the jurisdiction of the State with respect to fish and wildlife
3	located on public land in the State, except that the Sec-
4	retary, after consultation with the New Mexico Department
5	of Game and Fish, may designate zones where, and establish
6	periods during which, no hunting or fishing shall be per-
7	mitted for reasons of public safety, administration, or com-
8	pliance with applicable law.
9	(k) Withdrawals.—
10	(1) In general.—Subject to valid existing
11	rights, the Federal land within the wilderness areas
12	and any land or interest in land that is acquired by
13	the United States in the wilderness areas after the
14	date of enactment of this Act is withdrawn from—
15	(A) entry, appropriation, or disposal under
16	the public land laws;
17	(B) location, entry, and patent under the
18	mining laws; and
19	(C) operation of the mineral leasing, min-
20	eral materials, and geothermal leasing laws.
21	(2) Parcel B.—The approximately 6,498 acres
22	of land generally depicted as "Parcel B" on the map
23	entitled "Organ Mountains Area" and dated Sep-
24	tember 21, 2016, is withdrawn in accordance with
25	paragraph (1), except that the land is not withdrawn

for purposes of the issuance of oil and gas pipeline or
 road rights-of-way.

(3) PARCEL C.—The approximately 1,297 acres of land generally depicted as "Parcel C" on the map entitled "Organ Mountains Area" and dated September 21, 2016, is withdrawn in accordance with paragraph (1), except that the land is not withdrawn from disposal under the Act of June 14, 1926 (commonly known as the "Recreation and Public Purposes Act") (43 U.S.C. 869 et seq.).

(4) Parcel D.—

(A) In General.—The Secretary of the Army shall allow for the conduct of certain recreational activities on the approximately 2,035 acres of land generally depicted as "Parcel D" on the map entitled "Organ Mountains Area" and dated September 21, 2016 (referred to in this paragraph as the "parcel"), which is a portion of the public land withdrawn and reserved for military purposes by Public Land Order 833 dated May 21, 1952 (17 Fed. Reg. 4822).

(B) Outdoor recreation plan.—

(i) In General.—The Secretary of the Army shall develop a plan for public outdoor recreation on the parcel that is con-

1	sistent with the primary military mission
2	of the parcel.
3	(ii) Requirement.—In developing the
4	plan under clause (i), the Secretary of the
5	Army shall ensure, to the maximum extent
6	practicable, that outdoor recreation activi-
7	ties may be conducted on the parcel, includ-
8	ing hunting, hiking, wildlife viewing, and
9	camping.
10	(C) Closures.—The Secretary of the Army
11	may close the parcel or any portion of the parcel
12	to the public as the Secretary of the Army deter-
13	mines to be necessary to protect—
14	(i) public safety; or
15	(ii) the safety of the military members
16	training on the parcel.
17	(D) Transfer of administrative juris-
18	DICTION; WITHDRAWAL.—
19	(i) In general.—On a determination
20	by the Secretary of the Army that military
21	training capabilities, personnel safety, and
22	installation security would not be hindered
23	as a result of the transfer to the Secretary
24	of administrative jurisdiction over the par-
25	cel, the Secretary of the Army shall transfer

1	to the Secretary administrative jurisdiction
2	over the parcel.
3	(ii) Withdrawal.—On transfer of the
4	parcel under clause (i), the parcel shall be—
5	(I) under the jurisdiction of the
6	Director of the Bureau of Land Man-
7	agement; and
8	(II) withdrawn from—
9	(aa) entry, appropriation, or
10	disposal under the public land
11	laws;
12	(bb) location, entry, and pat-
13	ent under the mining laws; and
14	(cc) operation of the mineral
15	leasing, mineral materials, and
16	$geothermal\ leasing\ laws.$
17	(iii) Reservation.—On transfer
18	under clause (i), the parcel shall be reserved
19	for management of the resources of, and
20	military training conducted on, the parcel
21	in accordance with a memorandum of un-
22	derstanding entered into under subpara-
23	graph(E).
24	(E) Memorandum of understanding re-
25	LATING TO MILITARY TRAINING.—

1	(i) In General.—If, after the transfer
2	of the parcel under subparagraph $(D)(i)$, the
3	Secretary of the Army requests that the Sec-
4	retary enter into a memorandum of under-
5	standing, the Secretary shall enter into a
6	memorandum of understanding with the
7	Secretary of the Army providing for the
8	conduct of military training on the parcel.
9	(ii) Requirements.—The memo-
10	randum of understanding entered into
11	under clause (i) shall—
12	(I) address the location, frequency,
13	and type of training activities to be
14	conducted on the parcel;
15	(II) provide to the Secretary of
16	the Army access to the parcel for the
17	conduct of military training;
18	(III) authorize the Secretary or
19	the Secretary of the Army to close the
20	parcel or a portion of the parcel to the
21	public as the Secretary or the Sec-
22	retary of the Army determines to be
23	necessary to protect—
24	(aa) public safety; or

1	(bb) the safety of the military
2	members training; and
3	(IV) to the maximum extent prac-
4	ticable, provide for the protection of
5	natural, historic, and cultural re-
6	sources in the area of the parcel.
7	(F) Military overflights.—Nothing in
8	this paragraph restricts or precludes—
9	(i) low-level overflights of military air-
10	craft over the parcel, including military
11	overflights that can be seen or heard within
12	$the \ parcel;$
13	(ii) the designation of new units of
14	special airspace over the parcel; or
15	(iii) the use or establishment of mili-
16	tary flight training routes over the parcel.
17	(l) Robledo Mountains.—
18	(1) In general.—The Secretary shall manage
19	the Federal land described in paragraph (2) in a
20	manner that preserves the character of the land for
21	the future inclusion of the land in the National Wil-
22	derness Preservation System.
23	(2) Land description.—The land referred to in
24	paragraph (1) is certain land administered by the
25	Bureau of Land Management, comprising approxi-

1	mately 100 acres as generally depicted as "Lookout				
2	Peak Communication Site" on the map entitled				
3	"Desert Peaks Complex" and dated October 1, 2018.				
4	(3) USES.—The Secretary shall permit only such				
5	uses on the land described in paragraph (2) that were				
6	permitted on the date of enactment of this Act.				
7	(m) Release of Wilderness Study Areas.—Con-				
8	gress finds that, for purposes of section 603(c) of the Federal				
9	Land Policy and Management Act of 1976 (43 U.S.C.				
10	1782(c)), the public land in Doña Ana County adminis-				
11	tered by the Bureau of Land Management not designated				
12	as wilderness by subsection (a) or described in subsection				
13	(l)—				
14	(1) has been adequately studied for wilderness				
15	designation;				
16	(2) is no longer subject to section 603(c) of the				
17	Federal Land Policy and Management Act of 1976				
18	(43 U.S.C. 1782(c)); and				
19	(3) shall be managed in accordance with—				
20	(A) the Federal Land Policy and Manage-				
21	ment Act of 1976 (43 U.S.C. 1701 et seq.);				
22	(B) this Act; and				
23	(C) any other applicable laws.				
24	(n) Private Land.—In accordance with section 5 of				
25	the Wilderness Act (16 U.S.C. 1134), the Secretary shall				

1	ensure adequate access to non-Federal land located within
2	the boundary of a wilderness area.
3	SEC. 4. BORDER SECURITY.
4	(a) In General.—Nothing in this Act—
5	(1) prevents the Secretary of Homeland Security
6	from undertaking law enforcement and border secu-
7	rity activities, in accordance with section 4(c) of the
8	Wilderness Act (16 U.S.C. 1133(c)), within the wil-
9	derness areas, including the ability to use motorized
10	access within a wilderness area while in pursuit of a
11	suspect;
12	(2) affects the 2006 Memorandum of Under-
13	standing among the Department of Homeland Secu-
14	rity, the Department of the Interior, and the Depart-
15	ment of Agriculture regarding cooperative national
16	security and counterterrorism efforts on Federal land
17	along the borders of the United States; or
18	(3) prevents the Secretary of Homeland Security
19	from conducting any low-level overflights over the wil-
20	derness areas that may be necessary for law enforce-
21	ment and border security purposes.
22	(b) Withdrawal and Administration of Certain
23	AREA.—
24	(1) Withdrawal.—The area identified as "Par-
25	cel A" on the map entitled "Potrillo Mountains Com-

plex" and dated September 27, 2018, is withdrawn in 1 2 accordance with section 3(k)(1). 3 (2) Administration.—Except as provided in 4 paragraphs (3) and (4), the Secretary shall administer the area described in paragraph (1) in a man-5 6 ner that, to the maximum extent practicable, protects 7 the wilderness character of the area. (3) Use of motor vehicles.—The use of motor 8 9 vehicles, motorized equipment, and mechanical trans-10 port shall be prohibited in the area described in para-11 graph (1) except as necessary for— 12 (A) the administration of the area (including the conduct of law enforcement and border 13 14 security activities in the area); or 15 (B) grazing uses by authorized permittees. 16 (4) Effect of subsection.—Nothing in this 17 subsection precludes the Secretary from allowing 18 within the area described in paragraph (1) the instal-19 lation and maintenance of communication or surveil-20 lance infrastructure necessary for law enforcement or 21 border security activities. 22 (c) RESTRICTED ROUTE.—The route excluded from the Potrillo Mountains Wilderness identified as "Restricted— Administrative Access" on the map entitled "Potrillo Moun-

tains Complex" and dated September 27, 2018, shall be—

1	(1) closed to public access; but
2	(2) available for administrative and law enforce-
3	ment uses, including border security activities.
4	SEC. 5. ORGAN MOUNTAINS-DESERT PEAKS NATIONAL
5	MONUMENT.
6	(a) Management Plan.—In preparing and imple-
7	menting the management plan for the Monument, the Sec-
8	retary shall include a watershed health assessment to iden-
9	tify opportunities for watershed restoration.
10	(b) Incorporation of Acquired State Trust
11	Land and Interests in State Trust Land.—
12	(1) In General.—Any land or interest in land
13	that is within the State trust land described in para-
14	graph (2) that is acquired by the United States
15	shall—
16	(A) become part of the Monument; and
17	(B) be managed in accordance with—
18	(i) Presidential Proclamation 9131 (79
19	Fed. Reg. 30431);
20	(ii) this Act; and
21	(iii) any other applicable laws.
22	(2) Description of state trust land.—The
23	State trust land referred to in paragraph (1) is the
24	State trust land in T 22 S R 01 W New Merico

Principal Meridian and T. 22 S., R. 02 W., New
 Mexico Principal Meridian.

(c) Land Exchanges.—

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(1) In general.—Subject to paragraphs (3) through (6), the Secretary shall attempt to enter into an agreement to initiate an exchange under section 2201.1 of title 43, Code of Federal Regulations (or successor regulations), with the Commissioner of Public Lands of New Mexico, by the date that is 18 months after the date of enactment of this Act, to provide for a conveyance to the State of all right, title, and interest of the United States in and to Bureau of Land Management land in the State identified under paragraph (2) in exchange for the conveyance by the State to the Secretary of all right, title, and interest of the State in and to parcels of State trust land within the boundary of the Monument identified under that paragraph or described in subsection (b)(2).

(2) IDENTIFICATION OF LAND FOR EXCHANGE.—
The Secretary and the Commissioner of Public Lands
of New Mexico shall jointly identify the Bureau of
Land Management land and State trust land eligible
for exchange under this subsection, the exact acreage
and legal description of which shall be determined by

1	surveys approved by the Secretary and the New Mex-
2	ico State Land Office.
3	(3) APPLICABLE LAW.—A land exchange under
4	paragraph (1) shall be carried out in accordance with
5	section 206 of the Federal Land Policy and Manage-
6	ment Act of 1976 (43 U.S.C. 1716).
7	(4) Conditions.—A land exchange under para-
8	graph (1) shall be subject to—
9	(A) valid existing rights; and
10	(B) such terms as the Secretary and the
11	State shall establish.
12	(5) Valuation, appraisals, and equali-
13	ZATION.—
14	(A) In General.—The value of the Bureau
15	of Land Management land and the State trust
16	land to be conveyed in a land exchange under
17	this subsection—
18	(i) shall be equal, as determined by ap-
19	praisals conducted in accordance with sub-
20	paragraph (B); or
21	(ii) if not equal, shall be equalized in
22	accordance with subparagraph (C).
23	(B) Appraisals.—
24	(i) In General.—The Bureau of Land
25	Management land and State trust land to

1	be exchanged under this subsection shall be
2	appraised by an independent, qualified ap-
3	praiser that is agreed to by the Secretary
4	and the State.
5	(ii) Requirements.—An appraisal
6	under clause (i) shall be conducted in ac-
7	cordance with—
8	(I) the Uniform Appraisal Stand-
9	ards for Federal Land Acquisitions;
10	and
11	(II) the Uniform Standards of
12	$Professional\ Appraisal\ Practice.$
13	(C) Equalization.—
14	(i) In General.—If the value of the
15	Bureau of Land Management land and the
16	State trust land to be conveyed in a land
17	exchange under this subsection is not equal,
18	the value may be equalized by—
19	(I) making a cash equalization
20	payment to the Secretary or to the
21	State, as appropriate, in accordance
22	with section 206(b) of the Federal
23	Land Policy and Management Act of
24	1976 (43 U.S.C. 1716(b)); or

1	(II) reducing the acreage of the
2	Bureau of Land Management land or
3	State trust land to be exchanged, as
4	appropriate.
5	(ii) Cash equalization payments.—
6	Any cash equalization payments received by
7	the Secretary under clause (i)(I) shall be—
8	(I) deposited in the Federal Land
9	Disposal Account established by section
10	206(a) of the Federal Land Trans-
11	action Facilitation Act (43 U.S.C.
12	2305(a)); and
13	(II) used in accordance with that
14	Act.
15	(6) Limitation.—No exchange of land shall be
16	conducted under this subsection unless mutually
17	agreed to by the Secretary and the State.

Calendar No. 719

115TH CONGRESS **S. 441**

A BILL

To designate the Organ Mountains and other public land as components of the National Wilderness Preservation System in the State of New Mexico, and for other purposes.

December 5, 2018

Reported with an amendment