STATEMENT OF REASONS FOR AMENDMENT OF 19.21.2 NMAC, ENDANGERED PLANT
SPECIES LIST AND COLLECTION PERMITS

This Statement of Reasons provides the basis upon which the Energy, Minerals and Natural Resources Department (EMNRD) amends 19.21.2 NMAC, Endangered Plant Species List and Collection Permits.

I.  Statutory Authority

19.21.2 NMAC contains rules concerning endangered plants in New Mexico. EMNRD adopts rules for endangered plant species pursuant to (a) NMSA 1978, Section 9-1-5(E) that authorizes the secretaries of departments within the executive branch to adopt rules to carry out the duties of their departments and divisions within those departments, and (b) NMSA 1978, Section 75-6-1 which provides that EMNRD shall investigate all plant species in the state to develop information relating to population, distribution, habitat needs, limiting factors, and other biological and ecological data, and to determine conservation measures and requirements necessary for survival and establish a list of endangered plant species based upon the investigations and authorizes EMNRD to prohibit the taking, possession, transportation, exportation from the state, processing, sale or offer for sale, or shipment of listed plants or plant materials, except for permitted scientific purposes or propagation and transplantation activities that enhance the survival of endangered species.

EMNRD proposed to amend 19.21.2 NMAC to amend the list of endangered plant species, including removing species from the list, adding species to the list, and changing names of species on the list; add definitions of “department” and “state forester” in 19.21.2.7 NMAC; revise 19.21.2.2 NMAC, Scope, 19.21.2.3 NMAC, Statutory Authority, 19.21.2.6 NMAC, Objective, and 19.21.2.15, Protection and Penalties to better reflect NMSA 1978, Section 75-6-1; and make style changes in 19.21.2.8 NMAC and 19.21.2.10 through 19.21.2.14 NMAC.

II.  Process

Notice of the rulemaking and a public hearing was published in the Albuquerque Journal on February 28, 2020 and May 22, 2020 and in the New Mexico Register on February 25, 2020 and May 19, 2020. In addition, the EMNRD, Forestry Division distributed notice of the rulemaking by e-mailing to the Legislative Council Service on February 24, 2020, March 18, 2020, March 19, 2020, and May 13, 2020; posting on the Department of Information Technology's Sunshine Portal on February 20, 2020, March 18, 2020, March 19, 2020, and May 13, 2020; posting on the Forestry Division’s website; posting in the Forestry Division’s Santa Fe and district offices; e-mailing to interested parties on February 24, 2020, March 18, 2020, March 19, 2020, and May 13, 2020; and emailing to the Small Business Regulatory Advisory Commission on February 24, 2020, March 18, 2020, and May 13, 2020. On June 24, 2020, the Forestry Division held a public hearing via WebEx on the proposed rule amendment at 9:00 a.m. The Forestry Division received seven public comments regarding the proposed amendment. The comments supported the proposed amendments. In addition, two offered additional suggestions for amendments.

III.  Provisions in the Amended Rules

19.21.2.2 NMAC Scope
The Division proposed to amend the language in the scope to reflect the language of NMSA 1978, Section 75-6-1(D). The statute does not exempt federal employees from its coverage. The state lacks jurisdiction over tribal trust lands and as such should not purport to have authority to exempt lands over which it lacks jurisdiction.

19.21.2.3 NMAC Statutory Authority

The Division proposed to amend the language in the statutory authority to better reflect the authority granted by NMSA 1978, Section 75-6-1. The current language only reflects EMNRD’s authority to establish a list of endangered plant species and to prevent their taking. NMSA 1978, Section 75-6-1 provides that EMNRD shall investigate all plant species in the state to develop information relating to population, distribution, habitat needs, limiting factors, and other biological and ecological data, and to determine conservation measures and requirements necessary for survival. EMNRD shall establish a list of endangered plant species based upon the investigations. It also authorizes EMRNDRD to prohibit the taking, possession, transportation, exportation from the state, processing, sale or offer for sale, or shipment of listed plants or plant materials, except for permitted scientific purposes or propagation and transplantation activities that enhance the survival of endangered species.

19.21.2.6 NMAC Objective

The Division proposed to amend the objective to better reflect that the purpose of the rules is to implement NMSA 1978, Section 75-6-1, which includes establishing a list of endangered plant species.

19.21.2.7 NMAC Definitions

The Division proposed to amend this section to include definitions of “department” and “state forester”. “Department” was previously defined in 19.21.2.3 NMAC, regarding the statutory authority, rather than in the definition section as is appropriate. “State forester” was used in 19.21.2 NMAC, but not defined. The definition of “voucher specimen” is amended to require a specimen be accompanied by “pertinent information on location, habitat, collector, date taken and any other notes the collector can present concerning the population site” by changing “should be accompanied” to “shall be accompanied”.

19.21.2.8 NMAC Criteria for Inclusion on the Endangered Plant Species List

The Division proposed to amend to include an introductory phrase before the criteria for inclusion in Subsections A and B.

19.21.2.9 NMAC List of New Mexico Endangered Plant Species

EMNRD proposed the amendment to remove Mammilaria wrightii var. wilcoxii from the list of state endangered plants in 19.21.2.9 NMAC because threats are limited, and it is more common and widespread than documented at the time of listing. Illegal collections may still occur but have not been documented. EMNRD proposed to add Townsendia gypsophila (Gypsum Townsend’s aster), Sclerocactus cloverae (Clover’s cactus), Scrophularia macrantha (Mimbres figwort), Castilleja tomentosa (tomentose paintbrush), Penstemon metcalfei (Metcalfe’s beardtongue), Cymopterus spellenbergii (Spellenberg’s springparsley), and Linum allredii (Allred’s flax) to the list of state endangered plants because of their overall rarity and documented threats. EMNRD proposed the amendment to add Agalinis calycina (Leoncita
false-foxglove), *Hexalectris colemanii* (Coleman’s coral-root), and *Castilleja ornata* (Swale paintbrush) because of their extreme rarity and threats. EMNRD proposed to change the botanical names of the following state endangered listed plants to reflect current taxonomy: *Coryphantha robustispina* ssp. *scheeri* replaces *Coryphantha scheeri* var. *scheerii*; *Argemone pinnatisecta* replaces *Argemone pleiacantha* ssp. *pinnatisecta*; and *Hexalectris arizonica* replaces *Hexalectris spicata*. See Written Testimony of Daniela Roth.

19.21.2.10 NMAC Permits

The Division proposed to amend Subsections D and F for style purposes and to include “rules” as one of the items that a permittee acknowledges willingness to comply with since New Mexico has rules rather than regulations under the State Rules Act.

19.21.2.11 NMAC Scientific Investigations

The Division proposed to amend Subsection E to remove “some” before “known locations” to clarify that the state forester may prohibit taking for scientific investigations in any location where survival of a species is especially precarious.

19.21.2.12 NMAC Voucher Specimens

The Division proposed to amend Subsection C to clarify if the population is very small and the taking of a single individual is detrimental, then the permittee may take only a fragment of an individual for voucher purposes, as conditioned by the state forester in the permit.

19.21.2.13 NMAC Propagation and Transplantation

The Division proposed to amend Subsection A to remove “particular” before “species’ survival capability” as it is extraneous.

19.21.2.14 NMAC Permit Revocation

The Division proposed to amend this section for style.

19.21.2.15 NMAC Protection and Penalties

The Division proposed to amend this section to reflect the language of NMSA 1978, Section 75-6-1 and the style requirements for monetary amounts in 1.24.10.12 NMAC.

IV. Issues

The final version of amendments to 19.21.2 NMAC summarized above do not differ from the version the Division initially proposed. EMNRD received seven comments regarding the proposed amendments. Six of the seven comments supported the proposed amendments. The seventh was a determination by the Small Business Regulatory Advisory Commission that the proposed amendments would not adversely impact small businesses. Two of the comments included suggestions for additional amendments to 19.21.2 NMAC. These include adding a definition for “rare” plant in the definitions; revising the second criterion for listing a plant as endangered; replacing “taking” with “prohibited act” throughout the rule; and requiring federal employees to obtain a state permit when taking, propagating, or transplanting endangered plant species when working on federal lands. EMNRD did not consider the proposed changes as they
were not initially proposed in the rulemaking and therefore were not available for comment by the public. In addition, “taking” is used in NMSA 1978, Section 75-6-1 and the rule should contain consistent terms.

V. Final Rule Amendments

See 19.21.2 NMAC, which is attached.

VI. Conclusion

EMNRD considered the potential impacts of the rule on small businesses and determined that there do not appear to be any negative impacts from the amendments. The Small Business Regulatory Advisory Commission found no adverse impacts from the amendments.

After conducting a public meeting and receiving comments, EMNRD amends 19.21.2 NMAC for the reasons discussed above. The attached amendment of 19.21.2 NMAC shall become effective on July 28, 2020.

Sarah Cottrell Propst, Cabinet Secretary

Date: July 9, 2020
This is an amendment to 19.21.2 NMAC, Sections 2, 3, and 6 through 15, effective 7/28/2020.

19.21.2.2 SCOPE: [The general public that collects, transports, or offers for sale native, vascular plants within the state of New Mexico, with the exceptions of federal employees working on lands within their jurisdiction, and any plant collection activities within lands owned by, or held in trust for, Native American tribes.] All persons who take, possess, transport, export from the state, process, sell or offer for sale or shipment an endangered plant species.

19.21.2.3 STATUTORY AUTHORITY: Section 75-6-1 NMSA 1978 directs the energy, minerals and natural resources department [(department)] to investigate all plant species in the state [for the purpose of establishing a list of endangered plant species] to develop information relating to population, distribution, habitat needs, limiting factors and other biological and ecological data, and to determine conservation measures and requirements necessary for survival. The department shall establish a list of endangered plant species based upon the investigations. It also authorizes the department to prohibit the taking, possession, transportation, exportation from the state, processing, sale or offer for sale or shipment of [endangered species] listed plants or plant materials, [with the exception of except for permitted scientific [collections] purposes or propagation and transplantation activities that enhance the survival of endangered species. [The forestry division state forester is the department secretary’s designated representative for the purposes of endangered plant investigations and for issuing collection and transplantation permits.]

19.21.2.6 OBJECTIVE: [Native plant resources contribute to the economic, ecological, and aesthetic well-being of New Mexico citizens. This part’s objective is to prevent the extinction or extirpation of native plant species in the state of New Mexico. It establishes the criteria for the recognition of endangered plant species and a list of plant species perceived, by the department, to be endangered within the state. This part also prescribes rules and permitting requirements for taking endangered plants during scientific investigations or propagation and transplantation activities that enhance survival.] To establish rules to implement Section 75-6-1 NMSA 1978 including establishing a list of endangered plant species.

19.21.2.7 DEFINITIONS:  
A. “Department” means the energy, minerals and natural resources department.
B. “Population site” means an area of occurrence of a particular species.
C. “Specimen” means the physical parts or a plant in its entirety taken from a population site for the purpose of scientific study.
D. “State forester” means the director of the department’s forestry division and the department secretary’s designated representative for the purposes of administering the department’s authorities and responsibilities under Section 75-6-1 NMSA 1978 including endangered plant investigations and issuance of collection and transplantation permits.
E. “Taking” means the removal, with the intent to possess, transport, export, sell, or offer for sale any of the plants listed in 19.21.2.9 NMAC, from the places in the state of New Mexico where they naturally grow.
F. “Voucher specimen” means an identifiable and representative specimen taken by a botanical collector from a population site for the purpose of documenting that site as occupied habitat. It [should] shall be accompanied by pertinent information on location, habitat, collector, date taken and any other notes the collector can present concerning the population site.

19.21.2.8 CRITERIA FOR INCLUSION ON THE ENDANGERED PLANT SPECIES LIST: The following are the criteria for listing a plant as a state endangered plant:
A. the taxon is listed as threatened or endangered under the provisions of the Federal Endangered Species Act (16 U.S.C. Sections 1531 et seq.), or is considered proposed under the tenets of the Act; or
B. the taxon is a rare plant across its range within the state, and of such limited distribution and population size that unregulated taking could adversely impact it and jeopardize its survival in New Mexico.
# LIST OF NEW MEXICO STATE ENDANGERED PLANT SPECIES

The following list of plants constitutes the New Mexico state endangered plant species list. Listed are the plant's scientific name, its common name, and the criterion for inclusion by the subsection in 19.21.2.8 NMAC:

<table>
<thead>
<tr>
<th>Scientific Name</th>
<th>Common Name</th>
<th>Subsection</th>
</tr>
</thead>
<tbody>
<tr>
<td><em>Agalinis calycina</em> (Leoncita false-foxglove)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Allium gooddingii</em> (Goodding’s onion)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Amsonia tharpii</em> (Tharp's bluestar)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Argemone pleianantha subsp. Pinnatisecta</em></td>
<td><em>Sacramento prickly-poppies</em></td>
<td>Subsection A of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Astragalus humilimus</em> (Mancos milkvetch)</td>
<td></td>
<td>Subsection A of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Peniocereus greggii</em> (Night-blooming cereus)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Castilleja ornatula</em> (Swale paintbrush)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Castilleja tomentosa</em> (Tomentose paintbrush)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Cirsium vinaceum</em> (Sacramento Mountains thistle)</td>
<td></td>
<td>Subsection A of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Cirsium wrightii</em> (Wright's marsh thistle)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Cleome multicaulis</em> (Slender spiderflower)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Argemone pinnatisecta</em></td>
<td><em>Sacramento prickly-poppies</em></td>
<td>Subsection A of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Coryphantha scheeri var. scheeri</em></td>
<td><em>Scheer's pincushion cactus</em></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Cylindropuntia viridiflora</em> (Santa Fe cholla)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Cymopterus spellenbergii</em></td>
<td><em>Spellenberg's springparsley</em></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Echinocereus fendleri var. kuenzleri</em></td>
<td><em>Kuenzler's hedgehog cactus</em></td>
<td>Subsection A of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Erigeron hessii</em> (Hess' fleabane)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Erigeron rhizomatus</em> (Zuni fleabane)</td>
<td></td>
<td>Subsection A of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Eriogonum gypsophilum</em> (Gypsum wild buckwheat)</td>
<td></td>
<td>Subsection A of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Eschobaria duncanii</em> (Duncan's pincushion cactus)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Eschobaria organensis</em> (Organ Mountain pincushion cactus)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Erigeron hessii</em> (Hess' fleabane)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Escobaria mesae-verdae</em> (Mesa Verde pincushion cactus)</td>
<td></td>
<td>Subsection A of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Ipomopsis sanctispiritus</em> (Holy Ghost ipomopsis)</td>
<td></td>
<td>Subsection A of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Lepidospartum burgessii</em> (Gypsum scalebroom)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Linum allredii</em> (Allred's flax)</td>
<td></td>
<td>Subsection A of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Mammillaria wrightii var. wilcoxii</em> (Wilcox's pincushion cactus)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Opuntia arenaria</em> (Sand prickly pear)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Pediculoglossum knowltonii</em> (Knowlton's cactus)</td>
<td></td>
<td>Subsection A of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Pedionema pentaphyllum</em> (Chihuahua scurfpea)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Pennstemon metcalfei</em> (Metcalfe's beardtongue)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Polygala rimulicola var. mescalorum</em> (San Andres milkwort)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Puccinellia parishii</em> (Parish's alkali grass)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Sclerocactus cloverae</em> (Clover's cactus)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Sclerocactus mesae-verdae</em> (Mesa Verde cactus)</td>
<td></td>
<td>Subsection A of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Serophylaria macrantha</em> (Mimbres figwort)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Spiranthes magnicamporum</em> (Lady tresses orchid)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
<tr>
<td><em>Townsendia gypsofila</em> (Gypsum Townsend's aster)</td>
<td></td>
<td>Subsection B of 19.21.2.8 NMAC</td>
</tr>
</tbody>
</table>

19.21.2.10 PERMITS:
A. The state forester may issue permits to take state endangered plant species for the purpose of conducting scientific studies that enhance understanding for the distribution of, or conditions required for survival of, endangered plant species; or for propagation or transplantation activities that enhance the survival of endangered plant species.
B. The state forester shall only issue permits to individuals. No one may operate under the authority of another's permit.
C. Each person applying for a permit must demonstrate sufficient expertise to carry out the permitted activities in a competent manner. The following information may be used to support the request for a permit: education in botany or related area, field experience, collection numbers, accessions into a recognized herbarium, publications and recommendations from recognized authorities.
D. The permittee's signature on the permit acknowledges willingness to comply with all applicable laws, rules or regulations and permit conditions.
E. The permittee shall carry a copy of the permit at all times during the collection and transportation of endangered species.
F. A permit does not authorize the permittee to take federally threatened or endangered plants. Taking of these species also requires a federal permit issued by the U.S. Fish and Wildlife Service.
G. A permit does not extend to the permittee the privilege to trespass or enter on lands without the owner's permission. The permittee should contact the appropriate management agency or landowner before beginning studies or taking specimens on federal, state or private lands.
H. A state permit to take, propagate or transplant the endangered plant species listed in 19.21.2.9 NMAC is not required for federal employees working within the lands of their jurisdiction, nor for activities within tribal reservations.


19.21.2.11 SCIENTIFIC INVESTIGATIONS:
A. The state forester may issue a permit to take endangered plants for scientific studies if the studies will generate new knowledge in the genetic, anatomical, chemical, morphological, life history or in other relevant areas of research enhancing the understanding of the conditions required for the survival of the endangered species.
B. Known population sites will be provided with the permit when the permittee requires them for the permitted study. The permit will contain any special parameters for the taking.
C. If the permittee takes any specimens, the permittee shall deposit at least one voucher specimen at either the university of New Mexico herbarium or New Mexico State University herbarium.
D. When possible, the investigator shall take specimens in such a way as not to reduce the population (e.g. take a single stem from an herbaceous perennial, leaving the root intact, or other methods appropriate to the particular species).
E. The state forester may prohibit taking in known locations where survival is especially precarious.


19.21.2.12 VOUCHER SPECIMENS:
A. The state forester may issue a permit to take endangered plant voucher specimens during botanical inventories and environmental surveys for the purposes of species verification and documentation of population sites.
B. Taking specimens for the sole purpose of exchange with other herbaria is prohibited.
C. The collection of voucher specimens shall make no long-term detrimental effect on the population. The permittee may take a maximum of three specimens, if the population is sufficient. If the population is very small and the taking of a single individual is detrimental, then the state forester may condition the permit so that the permittee may take only a fragment of an individual for voucher purposes.
D. The permittee shall deposit at least one specimen of the three taken from each locality at the university of New Mexico herbarium or New Mexico State University herbarium. The permittee may send duplicates to the Western New Mexico University herbarium, government agency collections within New Mexico or herbaria in other states that are formally listed in Index Herbariorum. The label affixed to each specimen shall contain information on collection location, description of the habitat, collector's name, date of collection and estimated size of the population.
E. To assist in the identification and preservation of endangered plant species in New Mexico, permittees shall report all permitted collections of voucher specimens to the state forester by December 31 of each year. The report shall contain the voucher specimen label information and the place or places of deposition of specimens.

19.21.2.13 PROPAGATION AND TRANSPLANTATION:
A. The state forester may issue a permit to take endangered plants to propagate or transplant when evidence is presented that the activity will enhance that [particular] species’ survival capability.
B. The state forester may issue a permit to transplant endangered species (not including federally listed taxa) when such species occur on areas of land use conversion.
C. The state forester may issue a permit for transplantation upon approval of a proposal the applicant submits outlining the need for such transplantation, the method to be employed, the site to which the plants will be taken for transplantation and the qualifications of the person carrying out the transplantation.

19.21.2.14 PERMIT REVOCATION: Prohibited activities that [shall] render a collection permit invalid and may [cause] subject the permittee [to be subject] to prosecution [under applicable federal and state laws] include: taking of specimens of endangered plant species outside the scope of the permit’s provisions, failure to deposit a voucher specimen in a designated New Mexico herbarium, taking specimens under permit for commercial use, providing false information on the permit application or allowing someone else to use the permit.

19.21.2.15 PROTECTION AND PENALTIES:
A. The taking, possession, transportation, exportation from the state, processing, sale or offer for sale or shipment within the state of plants listed in 19.21.2.9 NMAC, other than [taking under] pursuant to a valid permit issued by the state forester, is [hereby] prohibited.
B. Pursuant to Section 75-6-1 NMSA 1978, violation of 19.21.2 NMAC is a misdemeanor punishable by a fine of not less than [$300.00] $300, nor more than [$1,000.00] $1,000 or imprisonment for a term of not more than 120 days or both.
C. Any law enforcement officer may seize any plants taken, possessed, transported, exported, processed, sold or offered for sale or shipped in violation of 19.21.2 NMAC.