

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

# Draft Kasha-Katuwe Tent Rocks National Monument and Special Recreation Permit Business Plan

U.S. Department of the Interior  
Bureau of Land Management  
New Mexico  
Rio Puerco Field Office  
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## RECOMMENDATIONS, REVIEWS, and APPROVALS

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This business plan was prepared by the Bureau of Land Management's Rio Puerco Field Office pursuant to the Federal Lands Recreation Enhancement Act of 2004 ([16 U.S.C. 6801-6814](#)) and BLM recreation fee program policies. It establishes future management goals and priorities for the Kasha-Katuwe Tent Rocks National Monument's Recreation Program's fee sites and special recreation permits for the Kasha-Katuwe Tent Rocks National Monument in the Rio Puerco Field Office.

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## United States Department of the Interior



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06/09/2021

Dear Reader,

I would like to present for your review and comment the Bureau of Land Management (BLM) Rio Puerco Field Office's (RPFO) *Kasha-Katuwe Tent Rocks National Monument and Special Recreation Permit Draft Business Plan*. Under the authority of the Federal Lands Recreation Enhancement Act (FLREA), the BLM RPFO manages one National Monument in Sandoval County, New Mexico. The draft business plan demonstrates effective collection and application of Recreation Use Permits (RUP) and Special Recreation Permit (SRP) fees, describes information used to determine appropriate fee rates, outlines the cost of administering recreation fee sites and the special recreation fee program, considers impacts to Pueblo de Cochiti and local communities and the local economy, and identifies priorities for future expenditures within the Kasha-Katuwe Tent Rocks (KKTR) National Monument.

The KKTR National Monument is a standard amenity fee site with current fees of \$5 per vehicle (1-8 visitors); \$25 per vehicle (9-25 visitors); and \$100 per vehicle (26+ visitors). The Federal Land Policy and Management Act (FLPMA) of 1976 authorizes the BLM to regulate the use of public lands and the FLREA authorizes the BLM to collect recreational fees when sites and areas meet specific criteria. To help offset operating costs, incorporate standard amenities, and to reduce dependency on appropriated funding sources, the BLM RPFO proposes to an increased Recreational Use Permit fee of \$5 or \$10 per person. We will also work in close cooperation with the Pueblo de Cochiti on proposed fee amounts and use of fees under FLREA.

The objectives of *Kasha-Katuwe Tent Rocks National Monument and Special Recreation Permit Draft Business Plan* is to provide the public with information on the current state of the recreation program, ensure consistency with required statutes and laws, establishes future management goals and priorities of the program and invites the public to submit comments on the proposed fee structure. Comments can be submitted by email through July 9, 2021, to Marshall Farris at [mfarris@blm.gov](mailto:mfarris@blm.gov) and by mail to BLM Rio Puerco Field Office, 100 Sun Ave., Suite 330, Albuquerque, NM, 87109. Please indicate which business plan you are making comment on in the subject line with "Kasha-Katuwe Tent Rocks National Monument Business Plan."

Thank you for your interest and input in managing your public lands.

Sincerely,

Kymm Gresset  
Field Manager

# 1 Executive Summary

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The Bureau of Land Management (BLM) Rio Puerco Field Office (RPFO) prepared the Kasha-Katuwe Tent Rocks National Monument (KKTR) and Special Recreation Permit Business Plan to meet the criteria defined in the Federal Lands Recreation Enhancement Act (FLREA) of 2004 ([16 U.S.C. 6801-6814](#)). This business plan outlines the current state of the Kasha-Katuwe Tent Rocks National Monument Recreation Program, ensures consistency with required statutes and laws, and establishes future management goals and priorities of the program. This business plan demonstrates effective collection and application of Recreation Use Permits (RUP) and Special Recreation Permit (SRP) fees, describes information used to determine appropriate fee rates, outlines the cost of administering recreation fee sites and the special recreation fee program, considers impacts to Pueblo and local communities and the local economy, and identifies priorities for future expenditures along the KKTR. Most importantly, the business plan process facilitates transparency to the public regarding the agency's intended use of collected recreation fees and serves as a vehicle to provide the public an opportunity to comment. The draft Business Plan for Kasha Katuwe Tent Rocks is subject to public review and comments will be considered prior to making any changes to the fee program.

Through fair market value analysis, assessment of current and future visitor trends, operating expenditures, and policy review, the RPFO is recommending that there is a need to:

- Increase fees to \$5 or \$10 per person through RUPs

The increase in fees through RUPs is necessary to help protect natural resources, provide for public health and safety, and facilitate access to public lands. Nothing in this plan affects the special recreation permit fees which are determined on a National level by the BLM Director. These fees are evaluated every three years and are based on the implicit price deflator index.

The RPFO will periodically review this business plan to determine if the plan continues to fulfill management goals and is consistent with laws, including the FLREA. The RPFO will seek input from the Recreation Resource Advisory Council (RRAC) to review the proposed any future proposals for changes to the fees for KKTR.

## 2 Background

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The Bureau of Land Management (BLM) originally began collecting recreation fees for the use of public lands under the authority of the [Federal Land Policy and Management Act \(FLPMA\) of 1976](#). KKTR was originally authorized as a fee site by the Department of the Interior and Related Agencies Appropriations Act of 1996 (P.L. 104-134). BLM commenced charging and collecting fees in 1997. When the FLREA became enacted in 2004, it provided the BLM the authority to collect an expanded and/or standard amenity recreation site fee for use of certain areas, as well as special recreation permit fees. The FLREA allows revenue from recreation fees and special recreation permit (SRP) fees to be retained locally and outlines uses for revenue, such as facility repair, maintenance, enhancement, interpretation, visitor information, visitor services, visitor needs assessments, signs, habitat restoration, law enforcement related to public use and recreation, and direct operating or capital costs associated with the Recreation and Visitor Services program. Due to the Fee Demo, many recreation sites were incorporated into the FLREA fee program without being required to complete business plans. The FLREA, as well as [BLM Manual 2930](#) and [BLM Handbook 2930-1](#), requires each recreation fee program to have a business plan that thoroughly discusses the purpose and rationale of recreation fees and explains how fees are consistent with the criteria set forth in the FLREA.

KKTR collects a standard amenity recreation site fee under the provision of the FLREA. Although a draft of a business plan was presented to the Resource Advisory Council in 2015, the Monument has not raised fees since 1997. The RPF0 SRP program also generates revenue from commercial uses through approximately 16 SRPs for commercial and organized groups annually. Occasionally, weddings and other such gatherings apply for SRPs and are permitted for their events. Vending permits to sell goods, food and beverages are available. No vending permit applications have been received.

In addition to an analysis of standard amenity fees collected at KKTR, this business plan will consider how to allocate and spend the SRP fees associated with the KKTR Recreation Program. KKTR deposits fee revenues and SRP minimum or other fees (e.g., commercial, group, vending) into the L1232 subactivity account with the work breakdown structure of LVRDNM030000 and LXSSG0980000. This business plan incorporates data from internal BLM tracking and accounting mechanisms, such as the Recreation Management Information System (RMIS), Collections and Billings System (CBS), Financial and Business Management System (FBMS), and locally generated recreation and visitor use tracking spreadsheets. For more detailed information, contact the RPF0. Some data may be subject to Privacy Act requirements.

# 3 Authorities

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The authorities and regulations for this business plan, including fee collection at federal recreation lands, are:

- Federal Land Policy and Management Act of 1976 (Public Law 94-579) <sup>1</sup>
- Federal Lands Recreation Enhancement Act of 2004 (16 U.S.C. 6801-6814) <sup>2</sup>
- [43 Code of Federal Regulations 2931.2](#) <sup>3</sup>
- [43 Code of Federal Regulations 2932](#) <sup>4</sup>
- [43 Code of Federal Regulations 2933](#) <sup>5</sup>

This business plan also follows applicable BLM recreation fee program policies and guidance, including:

- [BLM Manual 2930, Recreation Permits and Fees](#)
- [BLM Handbook 2930-1, Recreation Permit and Fee Administration](#)
- [BLM Information Bulletin No. 2019-056, Recreation Fee Revenue Spending Plans and Accomplishment Report](#)
- [BLM Manual 1105 – Donations, Solicitation, and Fundraising](#)

In addition to specific authorities and regulations, this business plan assists in fulfilling the following strategies:

- [Connecting with Communities: BLM Recreation Strategy](#), by making the benefits of recreation more accessible to communities while supporting local social, economic, and environmental goals.

## Land Use Plan Guidance

The RPFO Recreation Program is guided by the 2007 [Record of Decision and Approved Kasha-Katuwe Tent Rocks National Monument Resource Management Plan](#) (RMP). The planning process was an extensive collaboration among State, Tribal, and local

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<sup>1</sup> This act contains the BLM's general land use management authority over public lands.

<sup>2</sup> This law authorizes the BLM to collect recreation fees at sites that meet certain requirements and special recreation permit fees. It allows the BLM to keep the fee revenues at the local offices where they are collected and directs how the BLM will manage and utilize these revenues. It also established the America the Beautiful – National Parks and Federal Recreational Lands Pass. FLREA was enacted in October 2004 with a ten-year sunset provision. Starting with the Consolidated Appropriations Act of 2014, Congress has provided extensions, most recently the “Consolidated Appropriations Act, 2021,” which extends FLREA through October 1, 2022.

<sup>3</sup> Establishes a permit and fee system for recreation use permits for use of fee areas such as campgrounds and day use areas.

<sup>4</sup> Establishes a permit and fee system for special recreation permits.

<sup>5</sup> Recreation Use Permits for Fee Areas.

governments, other Federal agencies, organizations, and members of the public. The Pueblo de Cochiti was a cooperating agency in the preparation of the RMP. The KKTR RMP amended the Rio Puerco Resource Management Plan (RMP) as amended in 1992, the land management plan for the entire Albuquerque Field Office (now known as RPFO) and is a “stand-alone plan” meant to consolidate Kasha-Katuwe Tent Rocks National Monument into one planning area under this plan. The RMP provides a framework that includes objectives and actions for the overall recreation program. The RMP lists specific objectives and actions, and this business plan is consistent with RMP decisions, which are presented in Appendix 1.



Family hiking the steep ascent of Slot Canyon Trail.

# 4 Description of the Rio Puerco Field Office Recreation Program

## **Administrative Unit**

The RPFO is part of the BLM Albuquerque District Office within New Mexico. The RPFO planning area encompasses 986,202 federal surface acres and 3.6 million federal subsurface (mineral) acres in Bernalillo, Cibola, Torrance, Valencia, Sandoval, and McKinley counties of central New Mexico. The RPFO stretches into all three of New Mexico's congressional districts. The RPFO surrounds the Albuquerque metropolitan area and the population density of this area strongly affects the demands placed on the nearby public lands.

## **Overview of the Rio Puerco Field Office Recreation Program**

The [Rio Puerco Resource Management Plan](#) (RMP) was written in 1986. The RMP and Record of Decision was updated in October 1992 by the Albuquerque District. The recreation programs in the RPFO are managed according to multiple use principles, unless specified otherwise by law. The RPFO's primary goal is to ensure the continued availability of outdoor recreation opportunities which are not readily available from other sources. Recreation use is managed to protect the health and safety of users, to protect the natural and cultural resource values, and to promote public use and enjoyment of public lands.

The RPFO offers many recreation opportunities and activities at both designated and dispersed recreation areas. Visitors often utilize the public lands in the RPFO for hiking, camping, backpacking, scenic driving, target shooting, hunting, horseback riding, picnicking, riding/driving off-highway vehicles, birdwatching/wildlife viewing, and exploring cultural resources. Within the RPFO purview are the El Malpais National Conservation Area (NCA) and the KKTR. Currently, recreational amenity fees are only charged at KKTR. Each of these special management areas has their own resource management plan.

Other major attractions within the RPFO and outside of the NCA and National Monument include the congressionally designated Continental Divide National Scenic Trail, Bluewater Canyon, Perea Nature Trail, San Ysidro Trials Area, Guadalupe Ruins, and Richard W. Becker Nature Area & Ted Mace Trail. The Ojito Wilderness and eight Wilderness Study Areas (Cabezon, Chamisa, Empedrado, Ignacio Chavez, La Lena, Manzano, Ojito, and Petaca Pinta WSAs) draw many visitors for primitive recreation and solitude.

The RPFO strives to manage recreation and visitor services to serve the diversity of public outdoor recreation demands while helping the agency maintain healthy and sustainable resource conditions so the visitors desired recreation opportunities and experiences remain available.

## Annual Rio Puerco Field Office Visitation

The RPFO maintains estimated visitor use data in the national Recreation Management Information System (RMIS) database. Historically, visitor use numbers recorded in the database are collected through a variety of methods, including TRAFx vehicle counters, estimates made by recreation staff, and recreation use permits. In fiscal year (FY) 2019, RPFO recreation staff installed TRAFx vehicle counters at the primary entrances of developed recreation sites outside of the NCA and National Monument to count recreational traffic within the RPFO. Annual recreational visitation to BLM-administered lands managed by the RPFO averages 673,698 visits for the last 5 fiscal years (Table 1).

**Table 1. Annual Rio Puerco Field Office visitation from FY 2016 through FY 2020.**

Fiscal Year	Total Visits	Average Visits/Year
2016	767,689	673,698
2017	541,434	
2018	624,131	
2019	958,082	
2020	477,152	

Source: Estimated RMIS visitor count data



# 5 Description of the Kasha-Katuwe Tent Rocks (KKTR) and Recreation Program

## **Administrative Unit**

The KKTR National Monument (KKTR) is part of the RPFO and the BLM Albuquerque District Office. The KKTR planning area lies 50 miles north of Albuquerque and 36 miles south of Santa Fe, New Mexico and is easily accessed from Interstate 25 primarily in Sandoval County which is in New Mexico Congressional District 3. The National Monument planning area encompasses a total of 5,404 acres, which includes 4,647 BLM acres and 757 Private acres. Additionally, the Southwest Acquisition portion of KKTR encompasses an additional 207 acres of BLM Public Lands. See Appendix 2 & 3 for KKTR Site Area maps. KKTR is surrounded by Pueblo de Cochiti property as well as a small section of Jemez Pueblo property. KKTR is accessible through the gateway community of The Pueblo of Cochiti via Tribal resolution, allows the BLM and public to cross tribal land to access KKTR.

## **Overview of the Kasha-Katuwe Tent Rocks National Monument**

On January 17, 2001, KKTR was designated as a National Monument through [Presidential Proclamation 7394](#). Overall, the area was designated for its outstanding geological features and the preservation, research, and outreach potential of the area. The proclamation also directed the BLM, pursuant to applicable legal authorities and in close cooperation with the Pueblo de Cochiti, to implement the purposes of the proclamation. Visitors from around the world come to enjoy the remarkable views as it is one of only two locations in the world to have formations of its kind. As a remarkable outdoor laboratory, KKTR offers an opportunity to observe, study, and experience the geologic processes that shape natural landscapes. The National Monument, on the Pajarito Plateau in north-central New Mexico, includes a national recreation trail and ranges from 5,570 feet to 6,760 feet above sea level. It is for foot travel only, and contains two segments that provide opportunities for hiking, birdwatching, geologic observation, and plant identification.

The cone-shaped tent rock formations are the products of volcanic eruptions that occurred 6 to 7 million years ago and left pumice, ash, and tuff deposits over 1,000 feet thick. Tremendous explosions from the Jemez volcanic field spewed pyroclasts (rock fragments), while searing hot gases blasted down slopes in an incandescent avalanche called a pyroclastic flow. Precariously perched on many of the tapering hoodoos are boulder caps that protect the softer pumice and tuff below. Some tents have lost their hard, resistant caprocks, and are disintegrating. While fairly uniform in shape, the tent rock formations vary in height from a few feet up to 90 feet. Human settlement is believed to have begun in this area as a series of campsites during the Archaic period, approximately 5500 B.C. During the fifteenth century, several large ancestral pueblos were established in the area. Their descendants, the Pueblo de Cochiti, still inhabit the surrounding area. Remnants of human history are scattered throughout the monument.

## Overview of the KKTR Recreation Program

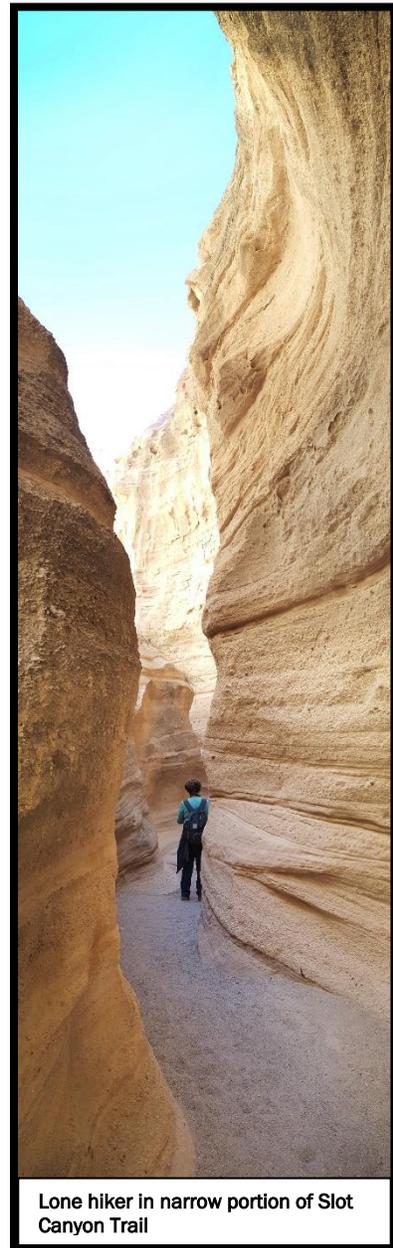
Although the BLM manages public lands for many different uses, the vast majority of the public's interaction with the lands is through recreational pursuits. Most recreation opportunities and activities within KKTR are hiking or site seeing related. Hiking, birding, wildlife viewing, picnicking, driving for pleasure (on designated roads), and research & educational purposes within two developed recreation sites and three designated trails.

KKTR is the only designated recreation fee site within the RPF0. Approximately 981,555 acres of BLM-administered public lands in the RPF0 are open for recreation opportunities and are free of charge. The RPF0 has many free of charge areas such as various Wilderness/Wilderness Study Areas, Continental Divide Trail, other developed recreation sites and dispersed recreation options. KKTR provide opportunities for hiking, birdwatching, geologic observation, and plant identification.

There are many benefits which the public enjoys while visiting the Monument. During their trip, visitors are provided numerous signs directing them to their destination. Upon arrival, they are greeted by a uniformed BLM ranger who provides literature such as trail, bird, plant, student trail guides, on-site interpretation and interpretative panels and stations. The Monument also offers additional guides such as a Junior Explorer Guide and other recreation related brochures. Rangers patrol the trails throughout the day answering questions, ensuring resource protection, and serving the public. Facilities are inspected throughout the day and vault toilets are cleaned and serviced regularly.

## Visitation of Kasha-Katuwe Tent Rocks National Monument

KKTR is accessible for a majority of the year with the highest visitation during the months of March through October. The peak of visitor numbers is during spring break season, summer weekends, long holiday weekends, and during the International Balloon Fiesta (first two weeks of October). Most use occurs at developed recreation sites, involves short visits averaging 3 hours in duration, and occurs year-round due to proximity to Interstate 25 between two major cities, Albuquerque and Santa Fe, NM. Primary activities include use of trailhead facilities (restroom facilities and picnicking), and other general leisure activities. Overnight use is not permitted at KKTR as it is day-use only.



Lone hiker in narrow portion of Slot Canyon Trail

The RPFO maintains estimated visitor use data in the national RMIS database. Historically, visitor use numbers recorded in the database are collected through a variety of methods, including TRAFx vehicle counters, entry counts made by park ranger staff, and RUPs. KKTR recreation staff installed TRAFx vehicle counters at the boundary line of KKTR to count recreational traffic entering KKTR as well as several TRAFx trail counters along all three trails.

According to entry data collected by park ranger staff, annual recreational visitation to KKTR averages 110,856 visits for the last 5 fiscal years (Table 2). Current TRAFx data provides a more accurate visitation number for certain segments of the trails as some visitors only visit portions of the trails, while the data from RMIS is more accurate for reporting the total number of visits in KKTR.

**Table 2. Annual KKTR visitation from FY 2016 through FY 2020.**

Fiscal Year	Total Visits	Average Visits/Year
2016	134,408	110,856***
2017	126,966	
2018	130,237	
2019	117,146*	
2020	45,493**	

\* The Monument was closed for approximately 35 days during the government shutdown.

\*\*The Monument was only open six months out of the year and was closed due to the COVID-19 Pandemic in March 2020.

\*\*\* A more representative average visits per year is approximately 127,000.

## Current Visitor Use

Amenity fees currently are collected at the visitor contact station located on Tribal Road 92. This has allowed for more accurate data to be obtained to represent use and incorporate into management actions. KKTR has three general types of visitors: local, out-of-state, and out-of-country. Specific demographics have not been collected at this time, however, moving to an online reservation system will aid in the collection of more accurate demographic data. The average group size is three people while average length of stay is three hours in duration with a focus on Slot Canyon trail. Weekend users typically come from within New Mexico and are considered local. However, based on visual observation of license plates and public contacts, most weekday visitation is popular with tourists from around the country as well as worldwide.

**Table 3. Average annual visitor use at fee sites from 2016 through 2020.**

Kasha-Katuwe Tent Rocks National Monument	Users	Average Length of Stay (Hours)	Average Group Size per vehicle
	110,856*	3	3

\*This average is low due to the Monument closure in 2020 and government closure in 2019. A more representative average visits per year is approximately 127,000.

When the KKTR RMP was released in 2007, management actions were expected to stabilize visitation at approximately 50,000 visitors per year to minimize intrusion and resource degradation. Over time, popularity of KKTR has grown, thus increasing visitation to well over 110,000 visitors each year (Table 2). Apart from outlying circumstances such as government shutdowns, weather closures, and the ongoing pandemic, visitation numbers are expected to increase. The increased visitation has resulted in resource impacts seen within the monument as well as to the Pueblo de Cochiti. RPFO is developing a reservation system through recreation.gov to obtain closer compliance with the planned RMP visitation of 50,000. This will provide for a more positive visitor experience, as well as to help manage the various resources more sustainably.

*In 2007, regional and national attention increased at Kasha-Katuwe Tent Rocks National Monument as New Mexico launched a new tourism campaign. The very successful “New Mexico True” campaign invigorated New Mexico’s tourism industry throughout the state. Kasha-Katuwe Tent Rocks was, and still is, one of the primary focal points of New Mexico True’s travel and tourism campaigns.*

### Detailed Description of Kasha-Katuwe National Monument Recreation Site.

The Kasha Katuwe National Monument Recreation site is described below with two trailheads and three trails. All trails and facilities are open and utilized 350 days a year unless closed due to hazardous or impassable weather. Visitors come to recreate at KKTR due to the unique geology, convenient location and affordable cost.



Young visitors viewing tent rock formations of the Kasha-Katuwe Tent Rocks National Monument from the Cave Loop Trail.

## Slot Canyon & Cave Loop Facilities and Trails at a Glance

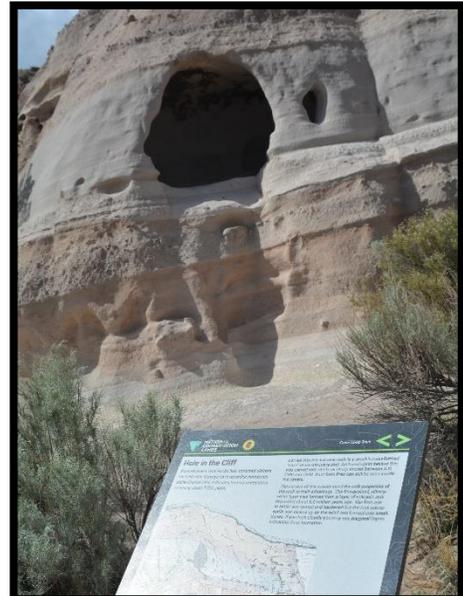


<b>Location:</b>	Main trailhead located 4 miles from entry booth, paved road
<b>Acreage:</b>	Approximately 1,440 acres
<b>Amenities Offered:</b>	<ul style="list-style-type: none"> <li>• Slot Canyon (1.5 linear miles one-way) &amp; Cave Loop Trailhead (1.2. linear miles)</li> <li>• Facilities: <ul style="list-style-type: none"> <li>○ 4 vault toilets <ul style="list-style-type: none"> <li>▪ 3 shaded picnic areas</li> <li>▪ 1 picnic table without shade structure</li> <li>▪ 1 group shelter with 3 picnic tables</li> <li>▪ 3 bear proof trash receptacles</li> <li>▪ 1 recycling receptacle</li> <li>▪ Trailhead Kiosk and self-service information center</li> <li>▪ ADA sidewalks-accessible routes from parking to shelters, restrooms and trailhead</li> <li>▪ 102 total parking spaces <ul style="list-style-type: none"> <li>• Trailhead – 45 spaces and 4 ADA spaces</li> <li>• Lot A – 8 spaces</li> <li>• Lot B – 15 spaces</li> <li>• Lot C – 6 RV/Bus spaces</li> <li>• Lot D – 24 spaces</li> </ul> </li> </ul> </li> </ul> </li> </ul>
<b>Average Annual Visitation (5-Year):</b>	110,856 overall users Approximately 60% more visitors visit the Slot Canyon Trail than the Cave Loop Trail
<b>Season of Use:</b>	Open 350 days per year; busiest March-October
<b>Popular Activities:</b>	Hiking, birdwatching, geologic observation, picnicking, and plant identification
<b>Useful Information:</b>	<p><b>Slot Canyon Trail</b> Interpretive panels and markers for the self guided tour are placed along the trail. Primary activities include use of trailhead facilities (restroom facilities and picnicking areas), and other general leisure activities. Approximately, 95% of visitors hike at least a portion of Slot Canyon Trail during their visit.</p> <p><b>Cave Loop Trail</b> Interpretive panels and markers for the self guided tour are placed along the trail as well as a small cave for viewing.</p>

## Images of Main Trailhead Facilities



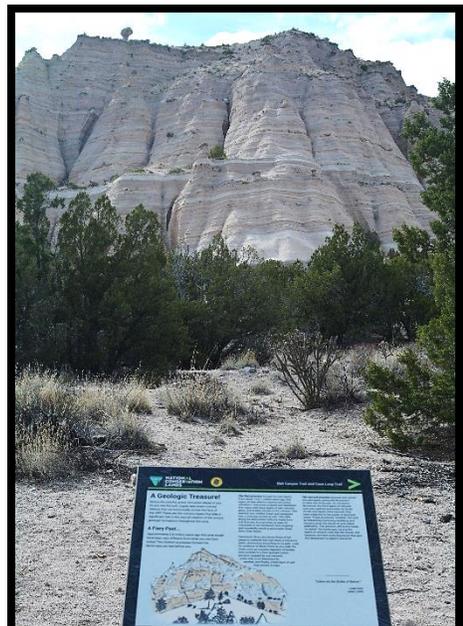
Overflow parking area at Slot Canyon Trailhead



Interpretive panel at the "Cave", or cavate, on Cave Loop Trail



ADA path and ADA picnic table with shelter at the Slot Canyon Trailhead



Interpretive panel along Slot Canyon Trail



Interpretive Kiosk at Slot Canyon Trailhead

## Veterans' Memorial Overlook at a Glance



<b>Location:</b>	3.5 miles from Slot Canyon & Cave Loop Trailhead, dirt/gravel road
<b>Acreeage:</b>	Approximately 640 acres
<b>Amenities Offered:</b>	<ul style="list-style-type: none"> <li>• Veterans' Memorial Overlook             <ul style="list-style-type: none"> <li>○ Facilities:                 <ul style="list-style-type: none"> <li>▪ 1 vault toilet</li> <li>▪ 4 shaded picnic areas</li> <li>▪ 1 group shelter with 2 picnic tables</li> <li>▪ 1 bear proof trash receptacle</li> <li>▪ 2 ADA spaces and dispersed parking for approximately 20 vehicles</li> </ul> </li> <li>○ ADA Loop Trail – 1 linear mile                 <ul style="list-style-type: none"> <li>▪ Approximately 300 feet of paved walkway to scenic point at the trail head</li> <li>▪ Graveled 1 mile loop</li> </ul> </li> </ul> </li> </ul>
<b>Average Annual Visitation (5-Year):</b>	Approximately 9,000 visitors annually utilize the facilities and trail at Veterans' Memorial Overlook
<b>Season of Use:</b>	Open seasonally; busiest March-October, however, the area is closed if heavy rain or snow has made the road impassable
<b>Popular Activities:</b>	Hiking, birdwatching, scenic viewing, driving for pleasure, picnicking, and plant identification
<b>Useful Information:</b>	Nature walk and scenic vistas of distant tent rock formations with benches at prime viewing locations along the trail, including approximately 300 feet of paved path to the overlook area.

### Image of Veterans' Memorial Overlook



ADA path and interpretive signs at Veterans' Memorial Overlook

Images of Veterans' Memorial Overlook Facilities



Group Picnic Area and ADA path at Veterans' Memorial Overlook



Picnic areas and ADA path at Veterans' Memorial Overlook



Vault toilet, trash receptacle, and ADA path at Veterans' Memorial Overlook

## Special Recreation Permit Program for Kasha-Katuwe Tent Rocks National Monument

SRPs are required for commercial, competitive, organized groups, and vending. SRPs are issued with stipulations deemed necessary by the BLM to manage visitor use, protect natural and cultural resources, and to achieve the goals and objectives of the KKTR recreation program. By charging fees for permitted activities, SRPs also ensure that the public receives a fair-value return for certain recreational uses of public lands and provide economic opportunities in surrounding communities through sustainable recreation uses.

As part of the KKTR RMP, BLM mandated the issuance of SRPs in the area for commercial and non-commercial recreation related uses (e.g., group activities, commercial recreational tours), and for any other uses for which the BLM determines a permit is needed to support the recreation management objectives of the area and to serve the public interest.

KKTR administers sixteen active commercial permits that bring visitors on guided tours of the Monument. The KKTR RMP does not limit the number of available SRPs. Vending permits to sell goods, food and beverages are available with no applications received to date.

**Table 4. Number of Special Recreation Permits and visitation.**

	SRPs	Average Annual Visitor Count
Number of SRPs and visitation brought in from SRPs	16	745

As KKTR becomes more commonly known and popular to tourists, it is likely that more businesses may submit applications for SRPs. The types of activities offered by outfitters include hiking, informative tours, photography or other art workshop tours, and more. All SRPs operating in KKTR offer a single day use trip for their clients. No overnight use is permitted. Over the past 5 years, there has been an increased interest in commercial trips.

## Educational Field Trip Program for Kasha-Katuwe Tent Rocks National Monument

Educational groups frequent KKTR as part of their studies for geological, biological, and cultural education, KKTR offers free education field trips<sup>6</sup> to schools and accredited learning institutions who meet specific criteria. Group ages range from elementary to college. Free entry is provided to groups that request a reserved time slot at least two weeks in advance. At this time, to avoid overcrowding on the narrow trails, group sizes limited to 72 people per group with a teacher student ratio of 1 teacher/adult to 10 students spacing groups about 10 minutes apart. Any group larger than 72 individuals is encouraged to schedule smaller groups on separate days or split the group in the AM and PM timeframes. A total of 6

<sup>6</sup> Environmental field trips offered under Letter of Agreement under BLM Handbook H-2930-1 and in conformance with the RMP

vehicles (private vehicles and buses) are permitted free entry under the Educational Field Trip Program. Additional vehicles are charged the amenity fee according to their vehicle size.

**Table 5. Annual KKTR Education Group visitation from FY 2016 through FY 2020.**

Fiscal Year	Total Groups	Total Participants	Average Educational Visitors/Year
2016	91	4195	2,288
2017	63	1096	
2018	63	5288	
2019	21	421	
2020	12	444	



Park Ranger teaches student about geology on the Slot Canyon Trail

# 6 Partnerships

As a part of the [Connecting with Communities: BLM Recreation Strategy](#), the BLM recognizes the need for collaborative relationships with community service providers as communities expand and as demands increase for open space recreation along with other authorized uses of public lands. These networks include locally based government agencies at all levels, including city, county, tribal, state, and federal. Private sector industries and businesses are also key service providers, including educational institutes, commercial tour providers, retail businesses, and other nongovernmental organizations. The BLM intends to increase and improve collaboration with community service providers by fostering current partnerships and identifying and developing new ones. Partnership in community networks will enable the BLM to manage recreation resources on public lands to deliver social, economic, and environmental goals.



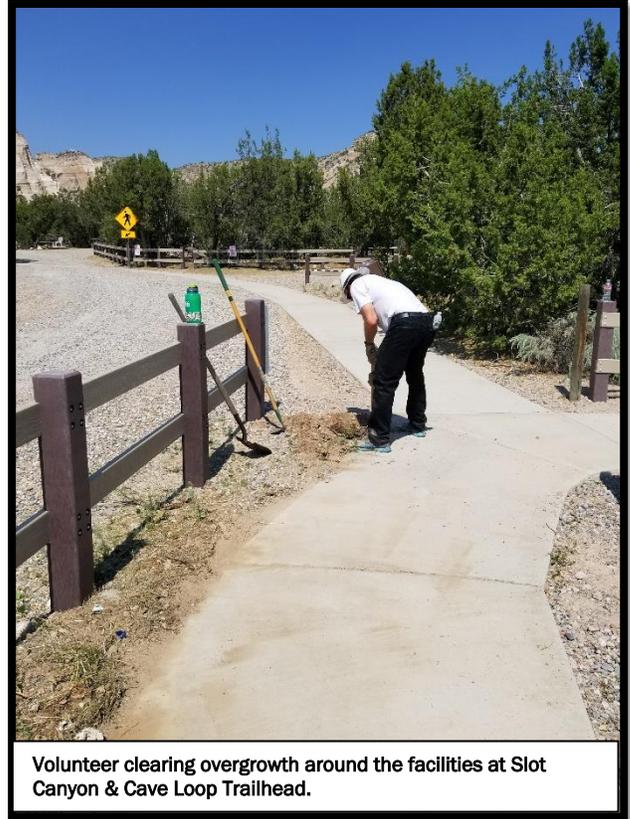
Volunteer doing trail work after flood event washed out a portion of Slot Canyon Trail.

## Volunteers

The KKTR Recreation Program has not had an active volunteer program for several years. BLM seeks to rebuild the volunteer program to aid in interpretive efforts as well as special project efforts.

Volunteers provide great value to the BLM and the visitors. A report authored by the Independent Sector estimates the value of volunteer time/labor at \$28.54 an hour. Volunteers provide face to face contact with the visitors which helps to reduce negative resource impacts such as vandalism and graffiti. The volunteers provide a personal presence that often improves the recreation experience for the visitor.

Images of Volunteers working at  
Kasha-Katuwe Tent Rocks  
National Monument



# 7 Pueblo de Cochiti

An important aspect of Presidential Proclamation 7394 is the recognition of the human settlement that is, “believed to have begun in the monument as a series of campsites during the Archaic period, from approximately 5500 B.C. During the fifteenth century, several large ancestral pueblos were established in the area. Their descendants, the Pueblo de Cochiti, still inhabit the surrounding area. Remnants of human history are scattered throughout the monument”.

The proclamation also directed the BLM, pursuant to applicable legal authorities and in close cooperation with the Pueblo de Cochiti, to implement the purposes of the proclamation. The RMP added additional objectives between the Pueblo:

- Enhance the manageability of the Monument [RU-2a].
- Provide for resource protection, and visitor health and safety [RU-2b].
  - Provide outstanding customer service for visitors while controlling visitor use [RU-2c].
  - Provide for economic opportunity through employment and services [RU-2d].
  - Ensure continuity of traditional tribal practices [RU-2e].
  - Maintain tranquility for the Pueblo de Cochiti [RU-2f].

This collaboration ensures that objectives in the Monument Plan are met and that the BLM and the Pueblo’s concerns are sought out, recognized, and addressed. The BLM employs Pueblo members who work at the Monument under the Intergovernmental Personnel Act agreement (IPA).

Fifteen closure days have been implemented to coincide with various traditional or sacred days to provide privacy for the Pueblo members. The fifteen closure dates are as follows: January 1; January 6; Friday before Easter; Easter Saturday; Easter Sunday; Monday after Easter; May 3; July 13 & 14; July 25; November 1; Thanksgiving Day; December 24; and December 25.

*In 1997, BLM entered into the first official cooperative partnership agreement with Pueblo de Cochiti. This was also when just after KKTR became an amenity fee site in 1996. Cooperative Partnership Agreement have continued for the past 24 years.*



# 8 Financial Analysis (Costs and Revenues)

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The BLM invests a substantial amount of money toward the development, staffing, and operation of KKTR and the SRP program. Data from the BLM Facility Asset Management System (FAMS) database indicates the current replacement value of the recreation sites at KKTR at more than \$2.8 million. An in-depth analysis of facility assets, current and future costs, and revenues was performed to assess the fiscal health of the KKTR Recreation Program and to determine if it is leveraging available funding while meeting all requirements for continued operation of high-quality recreation services. It is typical of most recreation programs to have administrative costs borne by congressionally appropriated funds, including those from the KKTR's recreation resources management (L1220) and annual maintenance and operational costs (L1660) accounts. Appropriated funds cover most of the permanent labor, operational costs to run all of KKTRs' facilities, and the SRP program (e.g., electricity, trash collection, phone). Other appropriated funds, such as those for deferred maintenance (L1653), are utilized for larger projects typically greater than \$25,000. Non-appropriated funds (L1232) and contributed funds are used to operate the sites.

KKTR has significant operating and deferred maintenance costs. Fees received from the public are not intended to maximize revenue but are collected to ensure that recreation users assume an appropriate share of the costs for maintaining and improving recreation programs and facilities. KKTR standard amenity fees and SRP fees are used to offset operational and maintenance costs at those sites as well.

## Current Overall Costs

On average, the KKTR Recreation Program has an annual cost of \$761,374, expending an average \$415,208 a year in labor costs and \$346,166 a year in operating costs (Table 6). As shown in Figure 1, the labor to operations ratio is 44% to 56%, respectively, which shows that a larger portion of costs associated with the program involve operations with ample funds still available for labor. The balance of costs is due to the realization of efficiencies in the RPFO Recreation Program, including restructuring the table of organization at KKTR, maintain fully stocked service trucks for all maintenance needs, review of road patrol frequency; and review of purchases for regular and recurring supplies and equipment to find economies of scale within KKTR.

Deferred maintenance<sup>7</sup> from L1653 projects are submitted as a field office for similar work to gain contracting efficiencies and better position the field office for BLM funds.

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<sup>7</sup> Deferred maintenance refers to large-scale projects (\$25,000 and more) that replace major recreation site infrastructure, such as buildings, vault toilets, visitor facilities, and road repairs. This is typically funded under the L1653 subactivity.

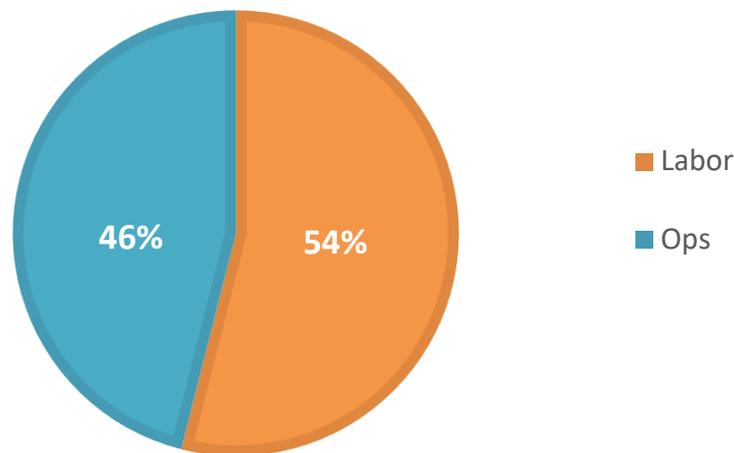
**Table 6. Annual labor and operating costs of the Kasha-Katuwe Tent Rocks National Monument Recreation Program from FY 2016 through FY 2020.**

Fiscal Year	Labor Costs <sup>1</sup>	Operating Costs <sup>2</sup>	Total Annual Expenditures
2016	\$177,534.77	\$650,262.74	\$827,797.51
2017	\$176,989.52	\$306,365.43	\$483,263.95
2018	\$170,833.70	\$71,395.12	\$242,228.82
2019	\$181,359.65	\$154,212.30	\$335,571.95
2020	\$95,897.92	\$57,813.64	\$153,711.56
<b>Total</b>	<b>\$802,524.56</b>	<b>\$1,240,049.23</b>	<b>\$2,042,573.79</b>
<b>Average</b>	<b>\$160,504.91</b>	<b>\$248,009.85</b>	<b>\$408,514.76</b>

<sup>1</sup> Labor costs include one permanent GS-11 outdoor recreation planner and work months associated with one GS-9 park ranger and one GS-11 law enforcement ranger.

<sup>2</sup> Operating costs include IPA park rangers labor, supplies, services, utilities, equipment, vehicles, travel, and monies expended for deferred maintenance.

### LABOR & OPS EXPENDITURES FY2020



**Figure 1. Cost ratios of FY2020 expenditure (\$761,374) of the Kasha-Katuwe Tent Rocks National Monument Recreation Program.**

### Costs of the Recreation Site Program FY2020

Labor costs of FY2020 are predominantly attributed to a GS-12 Monument Manger (1/2 time for KKTR), GS-11 outdoor recreation planner, GS-9 park ranger, and Park Rangers working for the BLM or under an Intergovernmental Personnel Agreement (IPA) with the Pueblo de Cochiti.

The KKTR recreation staff visit each site daily for the 350 days a year that KKTR is open. Staff checks each location and along trails for resource and visitor use monitoring, cleaning, general maintenance, and fee collection.

Some recent improvement projects using L1232 that have occurred at the Kasha-Katuwe Tent Rocks National Monument recreation sites include:

- 2019 - Double Vault Toilet installed at Slot Canyon & Cave Loop Trailhead (\$38,500).
- 2021 - Painting of picnic structures and bathrooms through the monument.
- 2021 - Maintenance Yard improvements including carport/storage structure (\$8,900).

### Current Costs of the Special Recreation Permit Program

Costs for the SRP program are predominantly attributed to specific recreation services regarding the processing and administration of the SRP program through a less than 10% of labor costs of the GS-11 outdoor recreation planner. The permanent labor associated with the SRP program is about \$13,000 per year.

### Current Revenues

Collections from L1232 over the past 5 years represent a steady revenue, as shown in Table 9, with an average annual fee collection of more than \$147,000 at the KKTR Recreation Fee Site. The average annual SRP revenue is about \$4,728 for the same period. Fluctuations in fee collections and SRP commercial use revenue are a result of visitation trends, government furloughs, weather closures, and pandemic closure.

**Table 7. L1232 collections and expenses of the Kasha-Katuwe Tent Rocks National Monument Recreation Program recreation sites from FY 2016 through FY 2020.**

Fiscal Year	Collections	Donations	Collections for SRPs	Total Collections	Total Expenses Spent from L1232
2016	\$200,377	\$1,871	\$6,445	\$154,552	\$208,693
2017	\$169,853	\$2,071	\$3,551	\$160,524 <sup>2</sup>	\$175,475
2018	\$168,492	\$2,483	\$5,904	\$167,803 <sup>2</sup>	\$176,879
2019	\$142,968	\$1,247	\$1,716	\$143,042	\$145,931
2020	\$55,775 <sup>1</sup>	\$0	\$218	\$55,357 <sup>1</sup>	\$55,993
<b>Total</b>	<b>\$737,465</b>	<b>\$7,673</b>	<b>\$23,422</b>	<b>\$686,868</b>	<b>\$768,560</b>
<b>Average</b>	<b>\$147,493</b>	<b>\$1,918</b>	<b>\$4,728</b>	<b>\$137,800</b>	<b>\$154,139</b>

<sup>1</sup>Lower L1232 collection year due to various closure events (e.g. weather closures, government furlough, and pandemic closure).

<sup>2</sup>High L1232 collection year due to increasing popularity and advertising from tourism agencies.

The KKTR SRP program is an important part of the local economy. SRPs bring in visitors from around the world and all experience levels. Visitors that go through SRPs for their tour purposes not only receive a personalized tour of KKTR, but also help local businesses.

Revenue from SRPs fluctuate for a variety of reasons. There is currently no limit of how many SRPs are issued for KKTR.

Since the BLM typically does not receive a budget until later in the fiscal year, there is heavy reliance on current or previous L1232 account balances to support expenses throughout the year. This requires the KKTR to plan to use L1232 for most operating expenses and ensure funds are available in the L1232 accounts for recurring operating expenses in accordance with the FLREA. This is discussed further in Section 12, L1232 Reserve Funds.



Seven Dwarves formation on the steep accent of Slot Canyon Trail.

# 9 Fee Revenue Analysis

KKTR completed a comprehensive fair market value fee calculation to analyze recreation site fees of similar state, federal, and park facilities in the local and regional area. Using this method, KKTR compared existing fees of the KKTR recreation site to those charged by other local providers (Appendix 4). The public sites most comparable to KKTR, in terms of amenities provided and costs, are local New Mexico State parks, Tribal Parks, USFS and National Parks, which have amenity/entrance fees ranging from \$5 per carload to \$70 per person. Sites most comparable, in terms of amenities provided and costs, are the New Mexico State Parks, which have fees ranging from \$5 per carload to \$5 per person. Federally managed sites that are similar to KKTR are Bryce Canyon National Park with fees from \$35 per vehicle for 7 days and Zion National Park with fees from \$20 per person for 7 days. Several recreation sites have much higher fees. The fair market value analysis demonstrates that the KKTR Recreation Site offers similar amenities and is one of the most affordable sites in the local and regional area.

The current fee structure is \$5 (1-8 visitors); \$25 (9-25 visitors); and \$100 (26+ visitors) per vehicle. Table 9 reflects a change from the current structure to \$5 or \$10 per person at visitation from 50,000 – 75,000. As a standard amenity site, KKTR must accept the America the Beautiful Pass where pass holders may present their pass to receive free entry into KKTR for the pass holder and up to three other individuals (four total visitors). This is estimated at 32% of visitors for revenue analysis and is understood as reducing the overall collections for KKTR. The changes in fee and visitation numbers through recreation.gov or comparable reservation system would result in approximately \$130,000 cumulative increase in fee revenue per year, thus making KKTR more self-sustainable rather than relying on outside funds for its base operations.

**Table 8: Fee Revenue Impacts with Visitation Ranges and America the Beautiful Passes**

Structure	50,000 visitors	75,000 visitors
Current (\$5/vehicle) up to 8 persons	\$57,800	\$85,000
\$5 per person	\$170,000 <sup>1</sup>	\$255,000 <sup>1</sup>
\$10 per person	\$340,000 <sup>1</sup>	\$510,000 <sup>1</sup>

<sup>1</sup> Fee Revenue considers 32% of visitors are under the America the Beautiful Pass which allows free entry for four total visitors.

SRP commercial use fees are usually collected at the conclusion of the calendar year. As of 2021, SRP fees are 3% or \$6 per person per day whichever is higher. Permittees are billed for their use on public lands after they submit their post-use report for the calendar year. Because the SRP commercial and group fees are determined by the BLM Director, KKTR cannot adjust any SRP fees with this business plan.<sup>8</sup> SRP fees are collected in accordance with BLM Handbook H-2930-1, Recreation Permits and Fees. KKTR sees approximately 745 visitors through SRPs annually. We estimate that SRPs will remain at the average or less as presented in Table 4.

<sup>8</sup> Commercial fees, in addition to the minimum fee, are 3 percent of adjusted gross receipts, plus any applicable assigned site fee and/or exclusive use fee, any applicable special area fee, and cost recovery, including application fees.

# 10 Priorities for Future Expenditures

To provide an adequate estimate of future expenditures and potential revenues, KKTR first considered what has been, and should be budgeted from L1232. This served as a starting point, since not only receipt of L1232 funds but adequate carryover of these funds ensures the stability and resiliency of the KKTR Recreation Program in uncertain budget years. Additionally, KKTR considered priority short-term expenditures and projected deferred maintenance projects.

## Projected Expenditures/Budget

Table 9 illustrates the projected annual expenditures with a minimum<sup>9</sup> and maximum range for FY 2022 through FY 2026. This range also includes a 2% increase in labor and larger operational costs for each fiscal year, accounting for the general effects of inflation. Projected annual expenditures for the KKTR Recreation Program are expected to range from about \$461,000 to \$573,000 a year.

**Table 9. Annual expenditures of the Kasha-Katuwe Tent Rocks National Monument Recreation Program projected for FY 2022 through FY 2026.**

LABOR	Min	Max
GS-12 Monument Manager	\$52,172.64	\$56,473.34
GS-11 Outdoor Recreation Planner	\$130,351.33	\$141,096.48
GS-9 park ranger, permanent full-time	\$91,863.98	\$99,436.53
GS-7 park ranger, permanent full-time	\$67,616.64	\$74,654.23
GS-7 park ranger, permanent full-time	\$67,616.64	\$74,654.23
GS-5 park ranger, career seasonal	\$31,270.14	\$33,847.81
GS-5 park ranger, career seasonal	\$31,270.14	\$33,847.81
GS-11 law enforcement ranger, permanent full-time (1 work month)	\$12,969.58	\$14,038.69
<b>TOTAL</b>	<b>\$485,131.10</b>	<b>\$528,049.12</b>
<b>OPERATING EXPENSES</b>		
	Min	Max
Site Supplies	\$7,231.00	\$10,000.00
Vault Toilet Pumping Services	\$7,652.00	\$12,347.00
Waste Management - Trash service	\$2,829.00	\$3,319.00
Vehicle costs/fuel	\$10,000.00	\$15,000.00
Communication costs (i.e. Cell Phone/Hughs Net costs)	\$800.00	\$1,125.00
PNM Costs	\$650.00	\$800.00

<sup>9</sup> The minimum range was set using FY 2021 projected costs.

Interp Brochures/ Interp Signs/Printed Materials	\$4,300.00	\$8,000
Training	\$500.00	\$3,300.00
Intergovernmental Personnel Agreements	TBD	TBD
<b>TOTAL</b>	<b>\$33,910.00</b>	<b>\$89,774.00</b>
<b>GRAND TOTAL</b>	<b>\$519,041.10</b>	<b>\$617,823.12</b>

When considering current and future expenditures for KKTR recreation fees, KKTR used FLREA requirements regarding use of fees as the primary guiding principle. The following represent appropriate uses of L1232 funds:

- Repair, maintenance, and facility enhancement related directly to visitor enjoyment, visitor access, and health and safety.
- Interpretation, visitor information, visitor services, visitor needs assessments, and signs.
- Law enforcement related to public use and recreation.
- Direct operating or capital costs associated with the recreation fee program.
- A fee management agreement established under Section 6805(a) of the FLREA or a visitor reservation service.

KKTR plans annual expenditures to keep the operational program going fully out of L1232. Due to receiving appropriations late in the fiscal year, appropriated and leveraged dollars from partners typically end up with actual L1232 expenditures being less. The RPFO will be working closely with the Pueblo de Cochiti on usage of 1232 funds as outlined with FLREA requirements for yearly and other priority expenditures.

### Deferred Maintenance

An important topic for consideration with recreation sites and public lands utilized by commercial outfitters is the deferred maintenance backlog and facility asset replacement. In order to increase chances to receive appropriated and outside funding, KKTR works with recreation partners on grants and requests, which provides KKTR the ability to be flexible in project implementation. Several deferred maintenance projects for the KKTR Recreation Program are scheduled to receive funding currently and over the next five years including:

- KKTR Maintenance Yard base course (\$30,000).
- Veterans' Memorial Overlook updates (\$15,000).

The following project is on the District priority list for funding in the next 5-10 years:

- KKTR Access Road resurfacing and restriping (\$750,000).

## Other Priority Expenditures

Some of the KKTR Recreation Program's priority expenditures include short-term, long-term, and ongoing/annual expenses for consideration at this time.

### Short-Term Expenditures

- Maintain facilities and trails.
- Secure parking bumpers and speed bumps.
- Gravel and blade recreation sites.
- Purchase and install more traffic and trail counters for recreation sites.
- Slot Canyon Staircase specialist (\$40,000) and Rocky Mountain Youth Corp Crew to build the staircase (\$70,000).

### Long-Term Expenditures

- Potable water contract for employee use.
- Purchase and install water and supply cache along trail for emergency purposes.
- Purchase small skid steer and train employees to use for trail and road maintenance (e.g. during flood events that cover the roads and trails in debris.)

Even without any changes, the costs of operations will continue to increase due to inflation and increased use by both commercial and noncommercial users. Future costs conveyed in this section are a "best effort" analysis at anticipated or priority expenses and are subject to change.



Visitors enjoy the ADA accessible portion of Slot Canyon Trail with an interpretive park ranger providing information along the way.

# 11 Impacts from Changing and Not Changing Recreation Site Fees

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KKTR collects fees at an entry booth for the two recreation sites and three trails within the monument. KKTR, as a whole, meets the definition for standard amenity fees of the FLREA. KKTR has the six “amenities” that qualify it to be a fee site - picnic tables, trash receptacle, toilet facility, parking, interpretive signing, and security services. The intent of the BLM recreation fee program is not to maximize revenue but to help protect natural resources, provide for public health and safety, and facilitate access to public lands and related waters. BLM Manual 2930 outlines that fees should be balanced and affordable for all members of the public, rather than an impediment. The manual also states, “Fees are a way of ensuring that those who actively use recreation opportunities make a greater, but reasonable, contribution towards protecting and enhancing these opportunities than those who do not.”

## Impacts from Changing Recreation Fees

The current fee structure for the KKTR Recreation Site has not changed since its implementation in 1997. To meet requirements of the FLREA and the Department of the Interior Strategic Plan, KKTR has considered changing its current fee structure from \$5 (1-8 visitors); \$25 (9-25 visitors); and \$100 (26+ visitors) per vehicle to \$5 per person or \$10 per person with a visitation around 50,000 – 75,000 to achieve compliance with the planned RMP.

During analysis, KKTR considered how the fee charges would affect public land users. KKTR determined while the fee increase would have an impact on users that are accustomed to the current low fees, the fee increase would benefit the overall operations and facilities of KKTR, thus providing a more positive visitor experience. Due to the high quality of services and amenities provided, current efficiencies in the operation of the RPFO Recreation Program, and analysis of future expected costs, the RPFO has a compelling case to increase fees. Overall, the implementation of a fee will have long term positive benefits for KKTR and visitors. In addition to these benefits, other benefits could include:

- Generation of revenue to be used for labor and operational needs.
- Ensure adequate staff to halt resource damage and provide the level of service the public has come to expect.
- Improve recreational opportunities and the quality of the experience and public satisfaction for visitors.
- Ability to continue operations despite potential increase of costs of goods, labor, and/or services.
- Perceived fee equality with private, comparable recreation sites.
- Greater self-sufficiency for management of the recreation site.
- Preparation for the potential increase of costs of goods, labor, and/or services.
- Return visitors may find it off putting that they are now required to pay a higher fee with the change to per person.

- Socio-economic impacts to low-income or minority populations are unknown at this time. Some impacts could be expected with any fee.

### Impacts from Not Changing Recreation Fees

Through fair market value analysis, assessment of current and future visitor trends, fee collection levels, operating expenditures, policy review, and input from interested parties, KKTR determined that the current fees are inadequate to meet long-term needs of the KKTR recreation fee site. The low revenue from the current fee structure will never allow KKTR to continue to provide the services the public has enjoyed. KKTR's current fee structure has not changed since 1997 when it was first established. Demand for visitation of the area has gone up as well as inflation, causing prices on goods to also rise. The current fees have not kept up with inflation, thus resulting in shortage of funds from L1232.

To meet requirements of the FLREA and other recreation goals, impacts from not changing fees include:

- Loss of potential revenue in L1232 funds to augment funds for labor and operational costs.
- Potential environmental degradation of resources in the monument.
- Potential degradation of recreation experience and public satisfaction for current and new visitors with less funding available for aging facilities and not enough personnel to work the area.
- Costs of goods, labor, and services increase at a faster rate than fee revenue projections.
- Socio-economic impacts to low-income or minority populations would be favorable because there would be a per vehicle fee.

# 12 L1232 Reserve Funds

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In order for this business plan to be successful, KKTR understands the need to be resilient in uncertain budget years and during potential economic downturn affecting commercial operators through positive fund balances in L1232. KKTR has reevaluated projected annual L1232 expenditures<sup>10</sup> and created a budget for potential L1232 funds over the course of 5 years. This projected budget considers the ability to pay for fluctuating services (e.g., KKTR SRP program, utility services, additional toilet pumping), recurring supplies and services to maintain the high level of visitor services, and some permanent and seasonal labor. Table 9 provides the details of this projection. Although this reserve is intended to be held at a range of \$236,000 to \$281,000<sup>11</sup>, this could be adjusted depending on actual expenditures and projects.

Furthermore, the reserve fund balance<sup>12</sup> could be used to pay expenses in the event of reduced fee revenue due to natural disasters, environmental or economic change, or other unforeseen circumstances that cause larger fluctuations in operating expenses and revenues.



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<sup>10</sup> Actual and projected L1232 expenditures are reported to the BLM New Mexico State Office at the end of each fiscal year.

<sup>11</sup> The reserve balance also reflects a 2-year average of actual expenditures.

<sup>12</sup> KKTR strives to spend down L1232 funds older than 2 fiscal years, first.

# 13 Public Outreach

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The RPFO will initiate public notification and outreach for the fee proposal per PL 108-447 Sec. 804 (d)(4) and the BLM Recreation Permit and Fee Administration Handbook (H-2930-1).

This includes:

- Soliciting public comments for at least 30 days on the draft business plan by:
  - Posting it on the BLM Recreation Site Business Plans website  
<https://www.blm.gov/programs/recreation/permits-and-fees/business-plans>
  - Issuing news releases, posting information on social media platforms, and/or purchasing ads in local media outlets.
  - Publishing a notice
  - Letters to interested parties
- Involvement and coordination with the Pueblo de Cochiti as well as consultation with affected tribes and pueblos.
- The FO reviews and considers public comments and revises the draft business plan as warranted and finalizes the business plan for Resource Advisory Council recommendation in August.

# 14 Adequacy Review

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Through this process, KKTR has determined current fees for the KKTR recreation fee site and SRP program to be balanced and affordable for all members of the public, while protecting natural resources, providing for public health and safety, and facilitating access to public lands and waters. This business plan is not without caveats, and review of its adequacy in meeting projected visitation, increased recreation demands, and fiscal goals will be necessary. KKTR will continue to monitor visitor use to detect changes in recreation site utilization and continue to obtain feedback from the public, partners, and commercial outfitters. Fee collection and expenditure information is collected annually and presented to the BLM New Mexico State Office. Future adjustments to this business plan will reflect updated information, comments, and needs of the recreation sites.

# 15 Appendices

## Appendix 1: Kasha-Katuwe Tent Rocks National Monument Resource Management Plan Conformances

Resource or Use	Citation from Approved Kasha-Katuwe Tent Rocks Resource Management Plan of 2007
Recreation	<p>Pages ROD-2 through ROD-3</p> <ul style="list-style-type: none"> <li>• The Monument/ACEC will be managed for Proclamation and ACEC resource values. Management emphasis for the area will continue to be on the interpretation of geologic and scenic values, and on intensive recreational uses, especially semi-primitive nonmotorized recreation opportunities.</li> </ul> <p><b>Recreational Uses</b> will be managed using adequate facilities to minimize resource degradation.</p> <ul style="list-style-type: none"> <li>• Provide a broad spectrum of resource dependent recreational opportunities to meet public needs and demands.</li> <li>• Maintain high-quality recreation facilities to meet public needs and enhance the image of the agency.</li> <li>• The Recreation Opportunity Spectrum system divides the area into three visitor experience zones—semi-primitive motorized use (2,048 acres), semi-primitive nonmotorized use (1,054 acres), and roaded natural use (1,987 acres).</li> <li>• The designation of the Planning Area is “OHV use limited to designated roads and trails” for motorized and mechanized modes of travel.</li> <li>• Allow mountain bikes and limited forms of motorized vehicles (except all-terrain vehicles and dirt bikes) on BLM Road 1011 through the Planning Area when the road is open to public use.</li> <li>• Authorize equestrian use on a case-by-case basis and direct to Federal lands in the Monument and Southwest Acquisition that are south and west of BLM Road 1011.</li> <li>• Build new facilities, including hardsurfacing 5.9 miles of BLM Road 1011, as needed for resource protection, and visitor health, safety and convenience.</li> </ul>

- Make drinking water available for visitors in or near the Monument.
- Designate Federal lands within the Planning Area (including any acquired lands) as a Special Recreation Management Area.

**Page 1-4**

**Issue-3**

How *recreational activities* and visitor use will be managed.

Recreational use of the Monument has been increasing over the past few years. The BLM has provided additional facilities and upgrades for visitor use and enjoyment, health and safety, and resource protection.

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**Goals & Objectives: American Indian Uses & Traditional Cultural Practices**

BLM developments and recreation management policies will be oriented, in part, toward discouraging visitor use in sensitive areas identified by American Indians [AIU-3]. In addition, with appropriate advance notice, the BLM will consider brief, temporary closures of all or portions of the Monument and Southwest Acquisition to ensure privacy for traditional uses [AIU-4].

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**Goals & Objectives: Implementation Decisions**

The 5,402 acres designated by Presidential Proclamation 7394 as the National Monument will also continue to be designated as an Area of Critical Environmental Concern (ACEC) [LR-10]. The Monument/ACEC will be managed for Proclamation and ACEC resource values. Management emphasis for the area will continue to be on the interpretation of geologic and scenic values, and on intensive recreational uses, especially semi-primitive non-motorized recreation opportunities [LR-11].

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**Goals & Objectives: Recreational Uses**

The management goals for the BLM's Outdoor Recreation Program are as follows [RU-1]:

- Provide a broad spectrum of resource-dependent recreational opportunities to meet public needs and demands [RU-1a].
- Foster agency-wide efforts to improve services to the visiting public [RU-1b].

- Maintain high-quality recreation facilities to meet public needs and enhance the image of the agency [RU-1c].
- Improve public understanding and support by effectively communicating the BLM's mission of multiple-use management to visitors [RU-1d].

For Kasha-Katuwe Tent Rocks National Monument, the following additional objectives apply: Through the Cooperative Agreements between the Pueblo de Cochiti and the BLM, the two entities strive to achieve the following [RU-2]:

Enhance the manageability of the Monument [RU-2a].

- Provide for resource protection, and visitor health and safety [RU-2b].
- Provide outstanding customer service for visitors while controlling visitor use [RU-2c].
- Provide for economic opportunity through employment and services [RU-2d].
- Ensure continuity of traditional tribal practices [RU-2e].
- Maintain tranquility for the Pueblo de Cochiti [RU-2f].

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**Management Actions: Allowable Uses and Actions**

The management actions of the Plan are expected to stabilize visitation at approximately 50,000 visitors per year to minimize intrusion and resource degradation.

The BLM will continue to manage the Monument as a fee site, as originally authorized by the Department of the Interior and Related Agencies Appropriations Act of 1996 (P.L. 104-134) [RU-4]. The agency will collect, retain, and reinvest collected fees at this site under the authority of the Federal Lands Recreation Enhancement Act of 2004 (P.L. 108-447), which has replaced the previous fee collection authority.

The Federal Land Policy and Management Act and the Land and Water Conservation Fund Act empower the BLM to issue Special Recreation Permits according to its own procedures and fee schedules for uses such as group activities, commercial recreational tours, and other special recreational uses. Issuing permits is mandatory for commercial and non-commercial recreation-related uses of BLM-administered Federal lands. The BLM may also require permits for any uses in special areas like the Monument where the agency determines that the law requires it. When issuing permits at Kasha-Katuwe Tent Rocks National Monument, the agency will continue to follow the guidelines found in the BLM

Manual and Handbook H-2930-1, "Recreation Permit Administration."

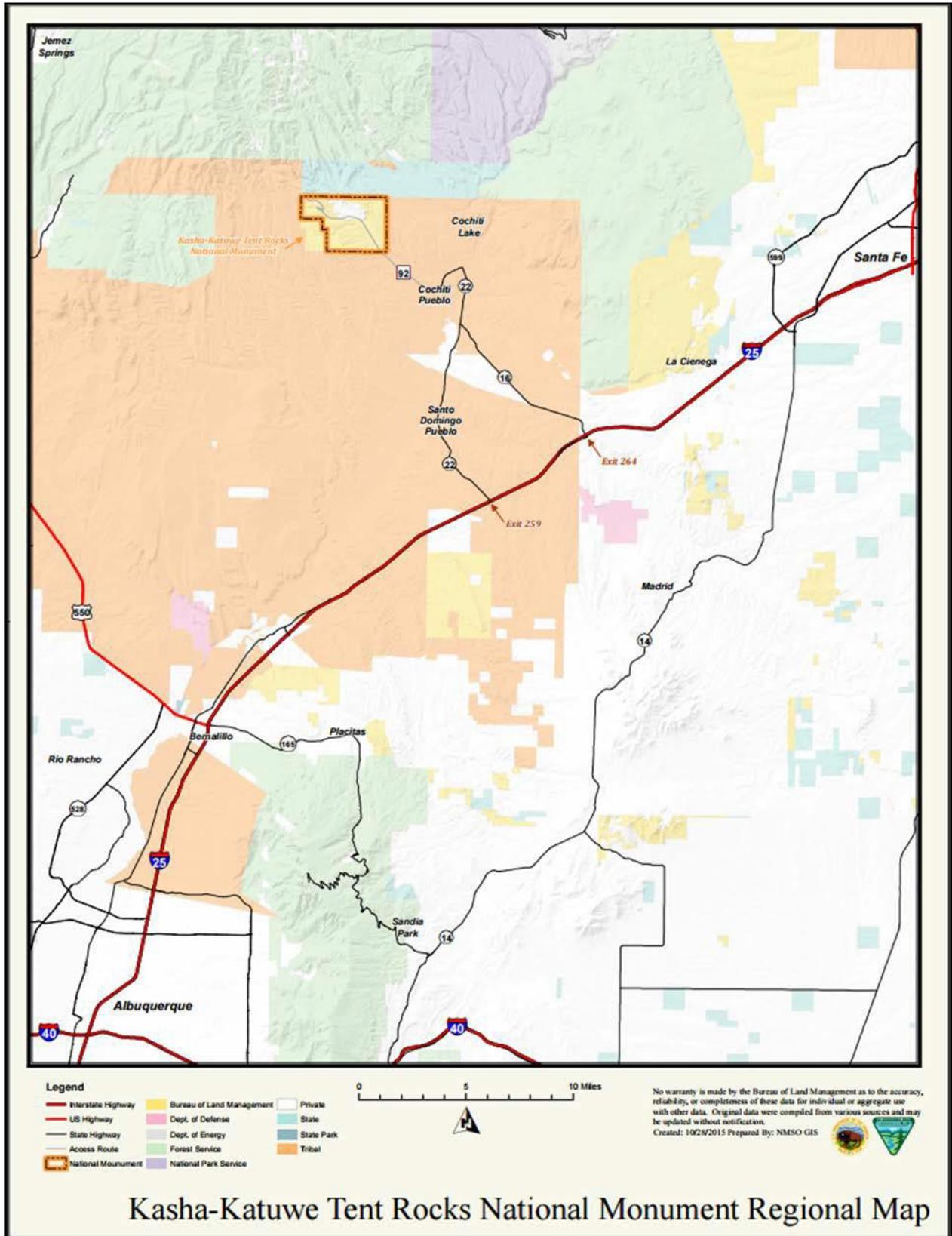
**Page 2-27**

**Management Actions: Allowable Uses and Actions Cont.**

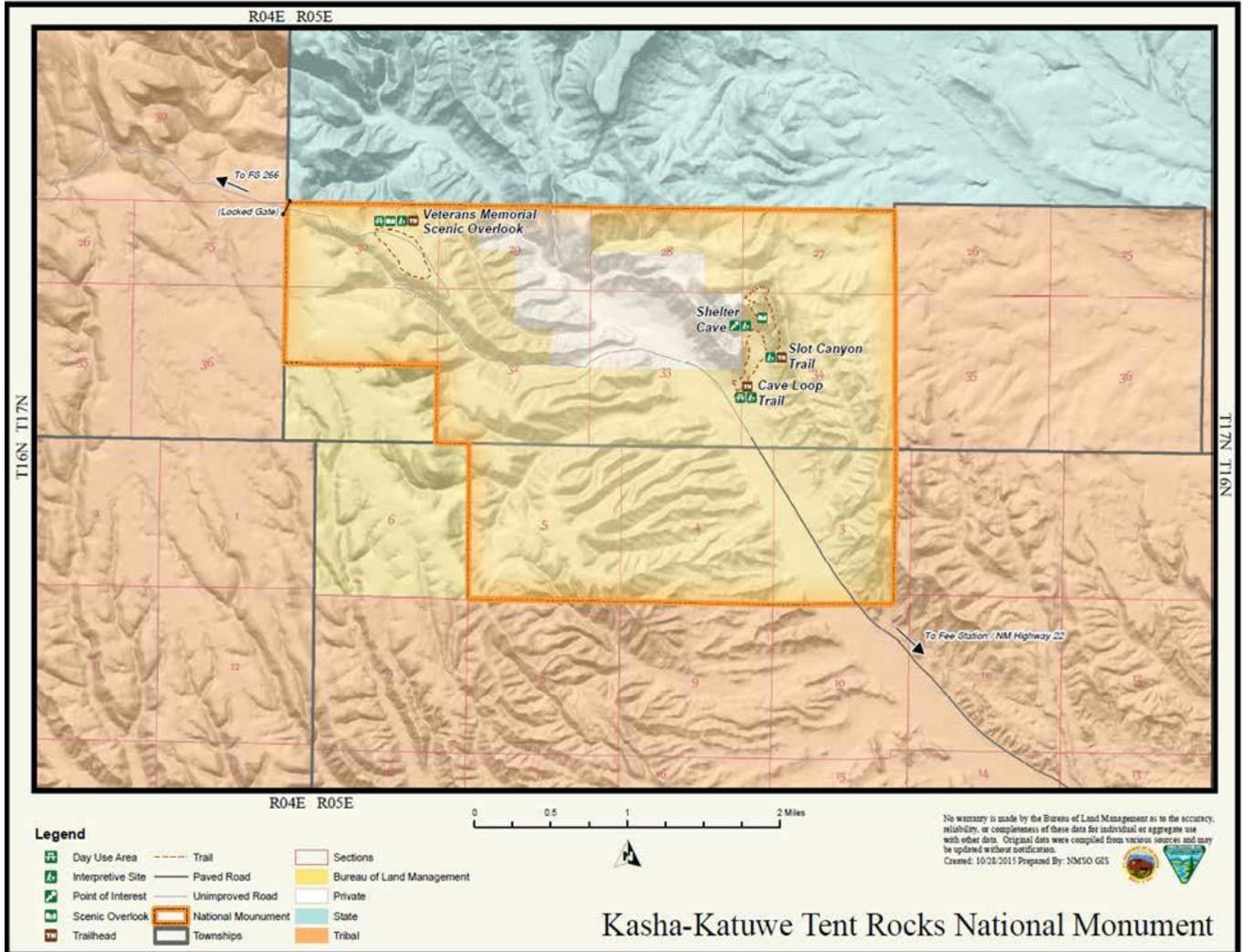
- Manage the 241 acres around the picnic facilities, National Recreation Trail, scenic overlook, and special geologic features for intensive visitation and use [RU-6].
- Manage the remaining 4,848 acres for dispersed visitation and use, with no BLM facilities being built, except as needed for resource protection, or visitor health, safety and convenience [RU-7].
- Apply the rules of conduct for the protection of public land resources and visitors (as established at 43 CFR 8365).
- Emphasize day use and prohibit camping or overnight occupancy [RU-8].
- Collect, retain, and reinvest collected fees at Kasha Katuwe-Tent Rocks National Monument.
- Continue the Cooperative Agreement with the Pueblo de Cochiti for assistance in fee collection.
- Maintain BLM Road 1011/Forest Service Road 266/Tribal Road 92 through the Inter- Governmental Agreement with the Pueblo de Cochiti to allow continued public access to and through the Planning Area. The BLM, the Pueblo, and Sandoval County will be involved in this maintenance.
- Issue Special Recreation Permits for commercial and non-commercial recreation-related uses (e.g., group activities, commercial recreational tours), and for any other uses for which the BLM determines a permit is needed to support the recreation management objectives of the area and serve the
- public interest.
- Issue special-use permits for research and educational activities on a case-by-case basis.
- Use interpretive tools (e.g., signs, kiosks, brochures, websites, and on-the ground presence) to help protect the objects of cultural, biological, and geologic interest by enabling visitors to understand and appreciate these resources [RU-9].

<p><b>Social and Economic Conditions</b></p>	<p><b>Page 2-35</b></p> <p><b>Goals &amp; Objectives</b> The goal of this program is compliance with the principles of Environmental Justice. Consideration is given to the health and well-being of minority and low-income communities and avoidance of inequitable distribution of adverse impacts to these communities [SE-1].</p> <p><b>Management Actions: Allowable Uses and Actions</b>  The social and economic conditions attributable to management of the Planning Area include social values associated with environmental education [SE-2] as well as economic values associated with part-time employment for 4 to 5 persons and income to the Pueblo de Cochiti amounting to \$25,000 to \$50,000 per year [SE-3]. This figure is likely to increase over the life of this plan. In addition, some tourism dollars will be spent in the local and regional economy. However, the size of the local community does not encourage long stays and the percentage of out-of-state visitors is low (less than 25 percent in 2002), so tourism income is expected to remain low. Acquired lands may add to Sandoval County’s entitlement acres, increasing the Federal government’s payment in lieu of taxes (PILT) to the County. (In 2004, PILT to Sandoval County amounted to \$1.34 per entitlement acre.)</p>
<p><b>Visual Resources</b></p>	<p><b>ROD-5</b></p> <ul style="list-style-type: none"> <li>• In areas of intensive recreational use and along BLM Road 1011 through the Monument, VRM Class III has been assigned to the 1,202 acres that encompass the immediate foreground surrounding the developed facilities. On the Class III lands, only activities and structures that would attract attention but not dominate the view of the casual observer will be allowed. Any changes would borrow from the basic elements found in the natural features of the surrounding characteristic landscape.</li> <li>• VRM Class II has been assigned to the remaining 3,887 acres of public lands, where the intent will be to retain the existing character of the landscape by keeping implementation actions from attracting attention.</li> </ul> <p>VRM Classes:</p> <ul style="list-style-type: none"> <li>• VRM II – 3,887 acres</li> <li>• VRM III – 1,202 acres</li> </ul>

## Appendix 2: Kasha-Katuwe Tent Rocks Administrative Regional Map



# Appendix 3: Kasha-Katuwe Tent Rocks National Monument Recreation Site Map



## Appendix 4: Kasha-Katuwe Tent Rocks National Monument Fair Market Value Analysis 2020

Location	Agency	Fee	Amenities
Daily entrance	NM State Parks	\$5/vehicle – Day Use \$0/vehicle walk-in/bike \$15/bus/tour vehicle	
Rio Grande Nature Center State Park	NM State Parks	\$3/vehicle \$0/bike/walk-in \$15/bus/tour vehicle	Visitor center, restroom facilities, hiking trails, picnic tables, amphitheater, gardens, gift shop, meeting room, wildlife viewing blinds, parking spaces, Wi-Fi
Mesilla Valley Bosque State Park	NM State Parks	\$5/vehicle \$0/bike/walk-in \$15/bus/tour vehicle	Visitor center, restroom facilities, hiking trails, picnic tables, amphitheater, gardens, gift shop, meeting room, parking spaces
Living Desert Zoo & Gardens State Park	NM State Parks	\$5/adult \$3/child age 7-12 \$0/child age 6 and under \$3/person for a group of 20+ \$0.50/child grades K-12	Visitor center, interpretive exhibits, restroom facilities, hiking trails, parking spaces
Red Rock Canyon	BLM	\$15 vehicle/RV AND \$10 motorcycle/scooter Personal Vehicle (no passenger limit)	Visitor center, interpretive exhibits, gift shop, restroom facilities, hiking & biking trails, climbing areas, camping, parking spaces
Antelope Canyon	Navajo Nation Parks & Rec	Private tours only. \$57-\$75 per person Must book a seat in private tour vehicle	Entry by tour vehicle only. No other amenities
Zion National Park	NPS	\$35 – per noncommercial vehicle up to 15 passengers. Weekly pass \$30 – per Motorcycle weekly pass \$20 - Per Person, no vehicle, Weekly pass \$35 – per vehicle 15 passengers or less, Non-Commercial Organized Groups Weekly pass (e.g. Scouts, Clubs, Youth)	Visitor center, water, hiking & biking trails, backcountry hiking, restrooms, camping areas

		Groups, Churches, Reunions, etc.)	
		\$20 – per person in vehicles with 16+ passengers, Non-Commercial Organized Groups Weekly pass (e.g. Scouts, Clubs, Youth Groups, Churches, Reunions, etc.)	
Bryce Canyon National Park	NPS	\$40 annual pass	Visitor center, restrooms, hiking trails, optional shuttle services
		\$35 – per vehicle up to 15 passengers 7 day pass	
		\$30 motorcycle pass up to two people	
		\$20 Individual pass, no vehicle, admits one bicyclist, hiker, or pedestrian.	
The Wave	BLM	\$7 – per person (and per dog) per day individual day permit; \$9 administrative fee to apply per application	Backcountry hiking, no facilities
Cochiti Lake day use area	Corps of Engineers	\$3 – personal vehicle with up to 4 passengers	Camping (some sites have electricity), boating, picnicking, fishing, hiking
White Sands	NPS	\$8 – per adult	Visitor center with restrooms, hiking trails, picnic areas, parking, backcountry hiking and camping, ranger lead hikes.
		\$4 – Child (age 15 and under)	
Carlsbad Caverns	NPS	\$15 – per adult (purchase pass on NPS website)	Visitor center, restrooms, gift shop, paved hiking path, parking, elevators and some ADA paths.
		Free Child (age 15 and under) (purchase pass on NPS website)	
Chimney Rock National Monument (CO)	USFS	\$16 – per adult	Visitor center, restrooms, hiking, picnicking, parking, no water
		\$8 – per child ages 5-12	
Mesa Verde (CO) Tours only	NPS	\$8 – per person for Balcony House, Cliff Palace, Long House	Camping, hiking, equestrian trails, restrooms
		\$25 – per person for, Balcony House early bird, Balcony House Sunrise, Cliff Palace early bird,	

		Cliff Palace Sunrise, Cliff Palace Twilight, Mug House, Oak Tree House, Square Tower House	
		\$45 – per person for Spring House	
		\$15 – per person for Wetherill Mesa Bike and Hike Adventure	
		\$10 – per person for Yucca House	
Yosemite (CA)	NPS	\$33 - per vehicle 7 day pass	Camping, restrooms, hiking
		\$28 – per motorcycle 7 day pass	

\*Prices reflect the lowest published prices and do not include taxes or reservation fees or other factors that could increase fees, such as state of residency, length of vehicle, number of people and/or pets, days of the week, and months of the year.

# 16 References

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\*Albuquerque Field Office (AFO) is now known as the Rio Puerco Field Office (RPFO).