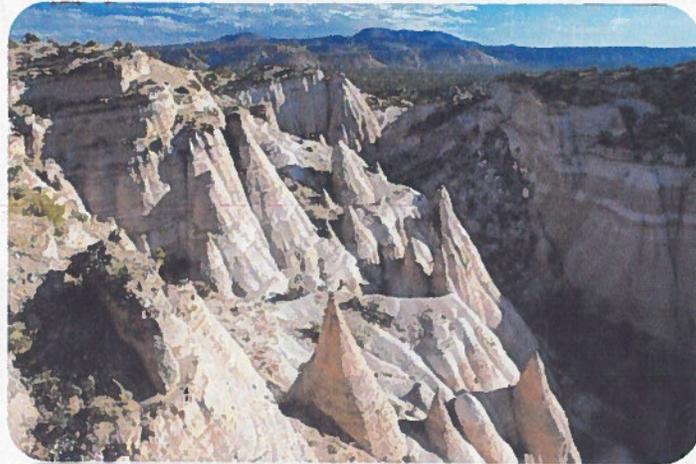


**UNITED STATES DEPARTMENT OF THE INTERIOR
BUREAU OF LAND MANAGEMENT**

**New Mexico State Office
301 Dinosaur Trail
Santa Fe, NM 87508**



**Resource Management Plan Evaluation Report
Kasha-Katuwe Tent Rocks National Monument**

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APPROVED

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A. Introduction

The Kasha-Katuwe Tent Rocks (KKTR) National Monument is located in north-central New Mexico, in the foothills of the Jemez Mountains, in Sandoval County, New Mexico. It lies about 35 miles southwest of Santa Fe and 52 miles northeast of Albuquerque. Adjacent to the Monument are the Pueblo de Cochiti on the east and south; Santo Domingo Pueblo, Jemez Pueblo, and the Santa Fe National Forest on the west; and State lands to the North. The Pueblo de Cochiti is the gateway community to the Monument. Within the Monument boundary are approximately 5,402 acres. The Bureau of Land Management (BLM) manages 4,645 surface acres and 4,565 acres of minerals and the balance is privately owned. The planning area and the decisions in the RMP include a total of 15,635 acres, which includes the adjoining 965-acre Southwest Acquisition and the adjoining 9,268 acre north edgeholding (known as the Cañada de Cochiti). While the Southwest Acquisition was acquired by BLM before the RMP was developed, the Cañada de Cochiti remains today owned by the New Mexico State Land Office.

On January 17, 2001, Presidential Proclamation 7394 designated the KKTR National Monument. The purpose of the designation is to provide opportunities for visitors to observe, study and experience the geologic processes and cultural and biological objects of interest found in the area, as well as to protect these resources.

Before the area was proclaimed a National Monument, the BLM had administratively designated the KKTR area as an Area of Critical Environmental Concern (ACEC) through the Rio Puerco Resource Management Plan (RMP) completed in 1986. A separate area-specific plan was developed for KKTR in 1987, titled the *Protection Plan for Tent Rocks*.

Proclamation 7394 required that the BLM prepare a management plan for the new KKTR National Monument. The management plan that was developed and is being evaluated in this 5-year evaluation is the 2007 KKTR National Monument RMP. The BLM worked closely with the Pueblo de Cochiti in the development of the RMP, which establishes the basis for continued cooperation, as required by the proclamation. The RMP also includes management prescriptions for the Southwest Acquisition, and Cañada de Cochiti, if acquired.

B. Purpose

The BLM land use planning process is cyclical and includes the following steps: 1) plan development/completion of new decisions; 2) plan implementation; 3) on-going mitigation/monitoring; 4) plan maintenance; 5) plan evaluation; and when required, 6) plan amendment or revision. This evaluation examines steps 1-3 of this process. The evaluation's outcome determines whether the RMP needs to be amended or revised based on changing conditions, new information or policies, or if the decisions are not meeting the desired outcomes. If an amendment or revision is not required, then plan implementation, monitoring, and maintenance continues with no proposed changes to the existing plan decisions until new circumstances or another plan evaluation dictates otherwise.

The BLM Land Use Planning Handbook (H-1601-1) requires that an RMP should be evaluated every five years at a minimum. The purpose of the evaluation is to determine 1) if the land use

plan decisions and supporting NEPA analysis are still valid and effective; 2) how well the plan is being implemented; and 3) the effectiveness of mitigation and monitoring activities. For the purposes of this report, if an RMP's decisions are relevant to current issues and there are no changed circumstances or land use conditions, the decisions are likely valid and do not need to be revised or amended. The decisions must also be adequately supported by the RMP's accompanying Environmental Impact Statement (EIS). Evaluating plan implementation is closely tied to the adequacy of on-going monitoring of implementation activities and related mitigation, and the extent that the prescribed implementation actions or activity plans identified in a RMP are actually being carried out.

C. Evaluation Methodology

The KKTR NM RMP evaluation results were derived from three strategies. A plan evaluation questionnaire was first distributed to the Rio Puerco Field Office (RPFO) programs for completion. After completion of the questionnaires, the RMP evaluation team scheduled informal interviews and discussions with the program staff over a period of three days, using the questionnaire as a guide, and the RMP for reference. The evaluation team consisted of staff from the state office (a list of members of the RMP evaluation team can be found on page 17). Last, internal drafts of the evaluation report were distributed to the RMP evaluation team and RPFO management for review. For additional information, refer to the interview schedule and questionnaires in the appendices.

The program questionnaire consisted of 25 questions reflecting the factors and information that should be considered for evaluating the 2007 RMP. The RPFO's responses to the questionnaire and related responses during the program interviews were grouped into thematic areas, which are interrelated. They include: the validity and effectiveness of current RMP management decisions, including mitigation such as stipulations and Conditions of Approval (COAs); RMP implementation; current effectiveness of monitoring and supporting data and information management; RMP relevance to current tribal and other government plans and issues; and on-going RMP outreach and communication. Due to the interdisciplinary nature of the RMP process and cross-cutting issues identified by program staff, similar if not identical findings and conclusions resurfaced throughout the plan evaluation. This report summarizes only the findings dealing with plan decisions and implementation and on-going monitoring activities. A separate questionnaire was also sent to and responses were received from the Pueblo de Cochiti.

The interview session at the RPFO included a discussion with management staff, along with meetings with staff responsible for the following programs/resource areas: planning/NEPA; grazing/range; recreation (including interpretation); riparian areas; wildlife and special status species; forestry; fire; soil, water, and air; lands and realty; cultural resources; archaeological resources; and paleontological resources.

D. Evaluation of the 2007 RMP and Conclusions/Recommendations

This evaluation includes a background and finding on all resources for which interviews were conducted. The first part of this section consists of a background on the resource as analyzed in

the existing RMP followed by conclusions and recommendations relating to that resource as acquired through the RMP evaluation process. The plan decision information is derived from the 2007 RMP. Conclusions and recommendations follow the existing plan management decisions and guidance by program area. The RMP includes management prescriptions for both the Cañada de Cochiti and the Southwest Acquisition (a 965-acre parcel at the southwest corner of the RMP planning area). The Southwest Acquisition has been acquired by BLM, and therefore, specific planning- or implementation-related issues for that area are discussed in this evaluation. However, because the Cañada de Cochiti remains in State ownership, this evaluation does not focus on the specific management decisions developed for that area.

1. General Conclusions/Recommendations

a) Conclusions

A number of common themes developed through the questionnaires and subsequent in-person interviews with RPFO staff. These themes are discussed below as they relate to the entire KKTR planning area. More specific, resource-related themes are discussed below in the specific resource chapters.

Six years after completion of the Record of Decision, the RMP generally remains valid and allows for staff to complete many proposed projects. While some staff raised small issues that could be updated or fixed, generally, the management direction in the RMP remains valid, effective, and meets program goals. While the RMP itself continues to be a useful tool, staff did raise some issues that warrant reconsideration.

A first common theme for improvement in the Monument is that future actions are not adequately prioritized. Prioritization and funding of projects is generally not tied to the management actions described in the plans. In many cases, actions within the Monument are proposed without consideration of conformance with the RMP. No activity-level implementation plans have been developed for the Monument and projects mandated in the RMP have often not been completed.

Overall, a major issue has to do with the lack of clear and concise guidance between the BLM and the Pueblo de Cochiti relating to the management of the Monument. In 1997, the BLM and the Pueblo de Cochiti entered into an Inter-Governmental Cooperative Agreement, the first of numerous agreements promoting cooperation between the BLM and the Pueblo. The BLM worked closely with the Pueblo in developing the RMP and in implementing the projects identified therein. However, many BLM staff in the RPFO do not have a clear understanding of the relationship between the BLM and the Pueblo, some even going so far as to make statements referencing tribal primacy in the management of the Monument. As one interviewee stated, “it often seems like the BLM is working for the Pueblo instead of vice versa, or as equal partners.” Operational and personnel changes have been recently implemented, which have led to more efficient and effective management and a stronger relationship between the BLM and the Cochiti Pueblo.

The RMP does heavily prioritize the acquisition of inholdings and adjacent lands to the Monument. For example, acquisition of the Cañada de Cochiti area north of the Monument would provide a potential link for trails onto Forest Service lands to the north. In addition, the Cañada de Cochiti lands themselves contain many archeological, scenic, and other resources complementary to the resources on the Monument and which would greatly enhance the mission of Monument management. Furthermore, acquisition of inholdings within the Monument itself would allow for a more comprehensive and contiguous block of federally-owned public lands and would assure access across routes connecting various portions of the Monument. However, the inholding landowners have not expressed a willingness to sell their lands and acquisition of the Cañada de Cochiti is restricted by legislation. More discussion of this issue can be found below in the Lands and Realty section.

b) Recommendations

- Tie budget for projects to the projects' relevance and priority in the RMP (where applicable)
- Develop strategy for staff to keep track of implementation progress
- Develop a system for setting project-specific priorities
- The assistance agreement and intergovernmental partnership agreements with the Pueblo de Cochiti have been generally ineffective. Develop a memorandum of understanding with the Pueblo that clearly lays out the roles, responsibilities and methods for resolution of conflicts for both agencies.
- Continue to work to consolidate land ownership (private inholdings) and to be able to connect to other federal lands (Cañada de Cochiti)

2. Rangeland Resources

a) Background

The Presidential Proclamation establishing the KKTR National Monument states that “the Secretary of the Interior shall retire the portion of the grazing allotments within the Monument, pursuant to applicable law, unless the Secretary specifically finds that livestock grazing will advance the purposes of the proclamation.” As no such finding from the Secretary of the Interior has been made, grazing allotments within the National Monument have been retired. In addition, the RMP states that no grazing permit will be issued for the Southwest Acquisition. The RMP contains no grazing prescriptions relating to the potential Cañada de Cochiti acquisition.

b) Conclusions

The range program does implement vegetation treatments relating to weeds such as cheatgrass, scotch thistle, and tamarisk within the planning area. Furthermore, the range program conducts monitoring associated with woodland thinning projects.

Trespass is a major issue within the planning area. While the National Monument is closed to grazing, there have been numerous issues with broken and poorly maintained fences. Fencing of the Southwest Acquisition is critical because of a stock of feral horses which have trespassed in

this area as well as making the boundary of the public lands clear. Fencing will be completed at the Santo Domingo border on the west side of the Monument this year (2013).

c) Recommendations

- Address fencing issues to better control livestock and clearly define public lands

3. Recreation / Interpretation / Education

a) Background

Objectives relating to recreational uses in the KKTR focus on the Cooperative Agreements between the Pueblo de Cochiti and the BLM. Through these Cooperative Agreements, the two entities strive to achieve the following:

1. Enhance the manageability of the Monument
2. Provide for resource protection, and visitor health and safety
3. Provide outstanding customer service for visitors while controlling visitor use
4. Provide for economic opportunity through employment and services
5. Ensure continuity of traditional tribal practices
6. Maintain tranquility for the Pueblo de Cochiti

Some of the management actions in the Monument include a prohibition on OHV use, stabilization of visitation at approximately 50,000 visitors per year to minimize intrusion and resource degradation, continuance of the collection of fees, hiking on 5.23 miles of trail and combined hiking and equestrian use on 2.9 miles of trail, and 5.95 miles of roads open to public use.

Another major management action is to maintain the access road (BLM Road 1011, Forest Service Road 266, Tribal Road 92) in coordination with the Pueblo de Cochiti to allow continued public access to the planning area. In 2009, this road was paved from Highway 22 to the main visitor picnic area in the Monument, in accordance with management prescriptions in the RMP, which has led to easy access and increased visitation.

One of the major portions of the recreation chapter in the RMP has to do with monitoring and the development of indicators and standards to help determine if Monument resources are being adequately protected.

A temporary closure was published in 2009 that prohibited dogs in the Monument. This closure expired on May 23, 2011. However, signage stating “No Dogs” remains throughout the Monument.

b) Conclusions

Staff noted that since the RMP was signed in 2007, visitation has increased dramatically, especially after the access road across the Pueblo de Cochiti was fully paved in 2011. However, these findings are based on observation and not precise counts. While visitor counts, magnetic road counters and trail counters exist, these have not been checked in at least 2 years. Visitation

information is collected by the Pueblo de Cochiti, although it is unclear whether this information is shared with the BLM. The RMP states that visitation will be stabilized at approximately 50,000 visitors per year to minimize intrusion; however, there is insufficient data on the number of visitors in the Monument. Some staff mentioned the desire to develop more trails in the Monument; however, with limited monitoring data it is unclear whether commitment of budget to additional infrastructure is warranted. Monitoring of common recreational impacts such as trail deterioration, picnic area deterioration, wildlife impacts, soil compaction, erosion, and loss of vegetation, all of which were discussed in the RMP is also limited.

One specific management action in the RMP states that the BLM will make drinking water available for visitors in or near the Monument, specifically at the parking and picnic area at the base of the Slot Canyon Trail. Although suggested as alternatives in the RMP, no action has taken place to either drill a new well on BLM land or to sell bottled water.

A sign plan is not a component of the RMP. A wide variety of signs exist on the Monument including regulatory, directional, and interpretive signs. Sign styles and ages are mixed and create an unconventional messaging system to the public. For example, professionally manufactured signs are augmented with signs routed into dimensional lumber or spray painted with stencils. Signs are mounted on different types of wood and metal posts and occasionally screwed onto trees. The sign system does not always convey the highest professional standards.

The Monument charges a per-car fee to enter the Monument, and the fee amount has not changed in many years. BLM staff feels that the fee should be adjusted to better reflect the services received by visitors, and better support the funding needs of the Monument. The fee was established prior to the Federal Lands Recreation Enhancement Act (REA) and was carried forward after its enactment. Since the passage of REA, a business plan, public comment, and review by the Resource Advisory Council (RAC) are all needed to support a fee increase. The development of a business plan would include an assessment of the usage of the collected funds to assure it is consistent with the REA. In addition, fee collection procedures, such as only opening the Monument when staff is on site to collect fees, should be evaluated to assure service to the public and visitor compliance.

While the development of an equestrian trail in the Monument was discussed and approved in the RMP, implementing such a trail has been an issue because Cochiti tribal members have now stated that they oppose equestrian use in the Monument. Furthermore, as discussed above, monitoring of recreational demand has not indicated that this infrastructure is warranted, or that this use would remain consistent with the visitor use levels targeted in the RMP.

Confusion exists about recreation related prohibitions in the Monument as compared to those in place on the Pueblo de Cochiti lands crossed on the way to the Monument. For example, information is sometimes made available which includes restrictions on parking, photography, sketching, hiking off of roads or trails, use of picnic equipment, restrictions on groups, etc. It is unclear if these restrictions apply only to the Cochiti lands crossed on the way to the Monument, if they include BLM lands, and if so, under what authorities they were established on BLM lands. One additional recreation-related issue has to do with the dog prohibition put in place to prevent conflicts between visitors. The document creating this ban is out of date and needs to be updated.

Overall, staff expressed a desire for the hiring of additional staff to conduct monitoring and enforcement of resource-related conflicts within the Monument.

c) Recommendations

- Work with private landowners to acquire inholdings and at the least to acquire easements to further the purposes of the Monument
- Complete water well for picnic area
- Reanalyze equestrian trail
- Acquire visitation data in coordination with Cochiti staff
- Develop strategy for oversight of staff responsible for operations and maintenance
- Develop a sign plan to improve the messaging at the Monument
- Complete a business plan for fee management
- Reviews all regulations to determine which are in effect and which are necessary and in particular, update dog prohibition
- Need to develop monitoring strategy for visitation, trail conditions, erosion, soils, wildlife, etc. to determine whether Monument resources are being adequately protected
- All posted regulations and signs within KKTR need to be reviewed for enforceability. All posted regulations and signage that are not enforceable need to be removed until such time as they are enforceable.

4. Riparian and Wetland Habitat/Soil, Water, and Air Resources

a) Background

The management goals for riparian areas within the RMP come from the 2000 Riparian EIS developed by the Albuquerque Field Office, and are to maintain, restore, improve, protect, and expand riparian-wetlands areas for their productivity, biological diversity, and sustainability so that they are in proper functioning condition (PFC). Similar goals and objectives exist for the Soil and Water resources program (protecting, maintaining, or improving the quality of the soil, water, and air resources and watershed values associate with the public lands).

b) Conclusions

The majority of the management actions for the Soil and Water (watershed) program involve supporting other program activities. The goals and objectives are generally broad and allow for most projects to occur as needed.

One major watershed program project that has occurred since the completion of the RMP followed the Las Conchas fire that burned about half of the 50 square-mile watershed above the Monument in 2011. This fire caused damaging floods, necessitating extensive emergency stabilization and rehabilitation (ES&R) work along the Peralta Creek area within the Monument. The need for ES&R work was described in the RMP, and this work was highlighted as a necessary action to protect the riparian potential within the Monument. Long term success will depend on maintenance of the ES&R work while the burned watershed stabilizes and post-fire

peak flows are moderated. The environmental assessment for this work was tiered to the statewide New Mexico ES&R plan (BLM-NM-SO-EA-01 FY2006 Programmatic Emergency Stabilization and Rehabilitation Plan). Subsequently, the BLM has initiated an assistance agreement with the University of New Mexico to conduct ongoing monitoring and assessment of Peralta Creek.

Monitoring of riparian potential is ongoing through measuring stream flows in Peralta Creek. Staff mentioned that this area is reported by Pueblo de Cochiti elders as previously having cottonwoods and one question has to do with how BLM should move toward re-creating riparian areas along Peralta Canyon. One of the management actions in the RMP has to do with assessing the potential of Peralta Canyon to support riparian habitat; however, there is no definition of riparian “conditions” or “potential” in the RMP.

Per RPFO staff, some of the specific monitoring techniques were not practical to implement and have therefore not been prioritized for completion. This included the installation of alluvial water table wells and stream gauges and a fenced 3-acre enclosure. In the plan, the specific monitoring techniques to be employed were described as needing to be adaptable (p. 2-37, ‘Monitoring’).

c) Recommendations

- Continue monitoring in the Peralta Canyon area
 - Ensure that monitoring data that comes from UNM assistance agreement is shared and accessible by BLM staff
- Document riparian conditions, potential, and restoration efforts as they relate to the Peralta Canyon riparian goals and objectives and Soil and Water Resources Goals and Objectives [SW-1a through SW-1h]. A good definition for such conditions and potential can be found in BLM TR 1737-15 v.2 (2013 draft), which encompasses hydrologic and geomorphic attributes as well as plant communities to assess riparian potential in this area.

5. Wildlife Habitat Management and Special Status Species

a) Background

The management goals for wildlife habitat management in the RMP were carried forward from the Tent Rocks ACEC plan completed in 1987 and are primarily geared toward protecting and improving habitat for species throughout the planning area. In the RMP, special status plant and animal species are separated into two chapters, but with similar goals and objectives. Namely, the goals for these programs are to comply with the Endangered Species Act and to continue to monitor and inventory species and their habitats to ensure that appropriate management, prescriptions and mitigations are developed and applied.

b) Conclusions

Overall, staff stated that the wildlife and special status species programs are small within the Monument and are being implemented appropriately. However, relating to inventories, the RMP states that the BLM will conduct a complete biotic survey of the area to determine the plant and

animal species present and will conduct breeding bird surveys on a regular and repeating schedule. However, these inventories have not yet been initiated. Some informal monitoring is ongoing regarding the species that use the drinker in place within the Monument.

The RMP states that “the BLM will evaluate the Monument for new special status species as the special status species list for Sandoval County is updated,” however, this prescription conflicts with the guidance in the BLM 6840 Manual (National Special Status Species Policy) in that there is no requirement in the 6840 Manual to manage for county- or state-listed species. Staff mentioned that it is unclear whether any special status plan species have ever been identified in the Monument.

c) Recommendations

- Conduct biotic survey and breeding bird surveys within the Monument
- Complete wildlife inventories for both threatened and endangered species and rare plants
- Update current Bureau list of sensitive species

6. Fire Management/Vegetation and Woodlands Management

a) Background

The goals of the fire management program are to utilize approved fire use and mechanical treatments to restore and maintain primary natural resources and their processes where applicable in order to move the landscape from Fire Regime Classes (FRC) II and III to I, as well as to reduce wildlife fire hazards around recreational facilities and identified cultural resources.

While forestry and vegetation are addressed together in their own specific chapter, much of the objectives for the forestry program duplicate those in the fire management chapter. Forestry staff expressed the desire to have a devoted chapter to forestry that contains forestry-specific objectives.

In 2011, the Las Conchas fire and subsequent flooding caused significant resource related impacts within the Monument, which are described in detail above in the riparian section.

b) Conclusions

Some of the authorities referenced in the Fire Management section of the RMP are out of date; specifically, the fire terminology should include the 2004 *Fire and Fuels Management Plan Amendment and Environmental Assessment for Public Land in New Mexico and Texas* (BLM-NM-PL-008-2824), which amended RMPs throughout New Mexico to incorporate current fire management policy. In addition, new fire terminology should reflect the direction issued in the document *Guidance for the Implementation of Federal Wildland Fire Management Policy*, issued by the National Wildfire Coordinating Group in 2009 (NWCG #024-2010).

Per the RMP, “only areas having slopes less than 15 percent (2,236 acres in the Planning Area) will be treated” for woodlands, vegetation, and fire treatments. From a fire management standpoint, steep slopes are generally not treated and for this resource, the 15% prescription

makes general sense, although may be overbroad, as in some circumstances, prescribed burns on steep slopes may be appropriate.

However, per forestry staff, the slope prohibition makes little sense, as treatments can and should occur at any slope percentage. Forest health, species diversity, and other forestry related concerns appear not to have been considered when developing this prescription. Resource concerns are limited for treatments on steep slopes for vegetation and woodlands management. There is the potential for conducting forest health assessments and regeneration projects in various areas within the planning area exceeding 15 percent slope.

To date, about 85% of the projects considered in the RMP have been completed, although the Las Conchas fire in 2011 put some projects on hold (such as fuels reduction in the Peralta Canyon area). While the Monument is generally moving toward the goals of achieving FRCs I and II, updated inventories are needed especially before treatments are implemented. Monitoring in the planning area is generally conducted through photo points of treatments.

c) Recommendations

- Develop resource specific objectives separate from the fire objectives for woodlands and vegetation resources
- Remove slope restrictions for vegetation and woodlands treatments; consider whether the slope prohibition is appropriate for all fire treatments
- Update fire management authorities section through plan maintenance to include current management guidance

7. Lands and Realty

a) Background

The goals of the Lands and Realty Program are to continue to acquire land and easements within the Planning Area, to protect the resources for which the Monument was established and to ensure that rights-of-way or land use permits issued are consistent with management goals for resource programs and uses.

The focus of land tenure management is on acquiring the inholdings within the Monument boundary, including state and private lands. The RMP also identifies acquisition of the Cañada de Cochiti area north of the Monument. The RMP also addresses the acquisition of easements to ensure Federal control of access through the Monument. The RMP states that if acquisitions within the Monument boundaries are not completed, the BLM will seek to acquire a 1.05-mile easement on the portion of BLM Road 1011 that crosses private surface through the Monument.

b) Conclusions

At this point, the BLM has made efforts but has failed to acquire the privately-owned lands within the Monument because the owners have been unwilling to sell their land. The road to the Veterans Overlook crosses one of the private parcels, and so the need for an easement to ensure Federal control of the road is paramount. To this date access to the Veterans Overlook is granted

on an ad-hoc basis. If the private landowner decided to prohibit BLM access, the BLM and the public would have no way to access areas in the northwest portion of the Monument, including the Veterans Memorial Scenic Overlook. To date, the BLM has also failed to acquire the state inholdings in the northwestern portion of the Monument.

A similar issue in the RMP relates to the easement acquired by the BLM granting access across the portion of the road that crosses the Pueblo de Cochiti lands. The easement acquired by the BLM was executed with the compensation from the BLM to be the future transfer of BLM lands of equal value to the easement to the Pueblo. The RPFO should recognize that a proposal to complete this easement through the transfer of lands, while not yet completed, may occur at any point, and will result in a limited time frame for completion, or the easement will be terminated. Even though the easement was acquired, it is unclear whether the access road is actually a county road or whether it is a tribal road.

The RMP does address issues relating to the Southwest Acquisition and potential Cañada de Cochiti areas. However, legislation is in effect that upon acquisition of the Cañada de Cochiti land by the Federal government, it would become a part of the Bandelier National Monument, managed by the National Park Service. Further discussion needs to occur to determine whether BLM should continue to move forward with efforts to acquire the Cañada de Cochiti area.

An issue that was not addressed, and has become a concern since the completion of the RMP, is the issuance of commercial filming permits in the Monument. The RMP does not address commercial filming, except to state that filming is allowed as long as it meets the goals of the Monument. Additional language and criteria is warranted to explain when and under what conditions such permits will be granted.

c) Recommendations

- Acquire easement across private inholding to allow the BLM and public access across BLM Road 1011 to the northwestern portions of the Monument
- Determine which lands are suitable for transfer to Pueblo de Cochiti to complete and finalize easement granting the BLM access across Cochiti lands
 - Determine whether the existing easement is necessary across this road at all. Is the access road a county, BLM, or tribal road?
- Determine, in coordination with the National Park Service (NPS), the status of the Cañada de Cochiti if acquired by the BLM
- Develop criteria and language that explains more fully when and under what conditions commercial filming permits will be granted.

8. American Indian Uses/Traditional Cultural Practices/Cultural Resources/Archaeological Resources

a) Background

The goals of the Cultural Resources Program in the Monument are defined in BLM Manual 8100. Objectives include recognizing potential public and scientific uses of cultural uses on

public lands and managing these lands to be appropriately protected, protecting and preserving representative examples of cultural resources, and ensuring that proposed land uses avoid inadvertent damage to Federal and non-Federal cultural resources.

The KKTR Proclamation states that “No person may use, injure, destroy, or remove any feature of this Monument without authorization, nor locate nor settle upon any of the lands.” The RMP requires an intensive archaeological survey (BLM Class III inventory) of areas that will be directly affected by a project or action.

b) Conclusions

The RMP limits proactive cultural resources work because of tribal sensitivities and the relationship between the BLM and the Pueblo de Cochiti; however, many cultural resource surveys have been completed within the Monument. Additionally, the RMP discourages projects in culturally sensitive areas; however, cultural resource staff often does not know the location of these areas. Locations of culturally sensitive areas are sometimes known only by management through their work with tribal leaders. Therefore, there have been instances where RPF staff have entered certain areas of high cultural sensitivity unknowingly and have upset tribal members. While the RMP does not limit BLM employees from accessing such areas, these actions often cause tension in the relationship between the Pueblo de Cochiti and the BLM.

Staff mentioned the need for a dedicated cultural liaison with the Pueblo de Cochiti. When projects are proposed, it often takes a long time to hear from the Pueblo. Because close coordination with the Pueblo is a priority and receiving a prompt response is a necessity, this often puts a stop to projects.

Much of the area has been surveyed for cultural resources already. Monitoring is generally conducted on a project-specific basis.

Cultural resources staff mentioned that cultural consultation should occur at the beginning of any project. However, in many cases, cultural consultation is considered as a last step in a project’s approval. In many cases, staff felt that the cultural resources was cut out of the project approval process after areas have been surveyed, no matter the potential for detrimental impacts based upon such inventories. Staff felt that much of their workload related to fixing cultural resource-related issues reactively, as opposed to proactively being involved in the beginning of the process.

c) Recommendations

- Ensure that Class III inventories have been completed for all projects
- Work with Pueblo de Cochiti to develop a functional system of tribal consultation on cultural resources
- Management should brief staff on areas of high cultural resource sensitivity. At the least, there should be maps in the RPF that show areas of high cultural resource sensitivity. If confidentiality of these maps is an issue, reducing the permitted access to only a few people may be appropriate.

- Ensure that there is documentation from the Pueblo de Cochiti that maps of high cultural resource sensitivity areas are accurate
- Involve cultural resources staff early and often when projects are proposed

9. Paleontological Resources

a) Background

The RMP acknowledges that Federal, State, and private lands within the Planning Area boundaries have the potential for paleontological resources. While no paleontological resources have been found in the Tent Rocks area itself, the Santa Fe Group, which overlaps part of the planning area, has paleontological potential per the BLM Potential Fossil Yield Classification (PFYC) maps.

b) Conclusions

At the time the RMP was completed, the PFYC map had not been completed. No paleontological inventories have been completed in the area to date. Additionally, the BLM 8270 Manual, which contains management direction for paleontological resources across the Bureau, is not referenced in the RMP.

c) Recommendations

- Complete paleontological inventory, focusing on high potential fossil areas per the PFYC
- Update policies and authorities to reflect PFYC and BLM 8270 Manual
- Add the PFYC map and a geological map to assist the RPFO as projects are proposed within the planning area

Appendix 1 – Interviewees and Evaluation Team

Interviewees (all from RPFO unless otherwise indicated)

- Ed Singleton, Albuquerque District Manager
- Tom Gow, Rio Puerco Field Manager
- Chip Kimball, Assistant Field Manager, Resources
- Adrienne Brumley, Assistant Field Manager, Minerals
- Andrea Chavez, Wildlife Biologist
- Angel Martinez, Planning and Environmental Coordinator
- Arlene Salazar, Realty Specialist
- Connie Maestas, Realty Specialist
- Cynthia Herhahn, Archaeologist
- Danny Randall, Supervisory Outdoor Recreation Planner (retired)
- Dave Mattern, Hydrologist
- Gretchen Obenauf, Archaeologist
- Jack River, Forester
- Jacob Pecos, Director of Natural Resources and Conservation, Pueblo de Cochiti
- Jamie Garcia, Outdoor Recreation Planner
- Matt Atencio, Rangeland Management Specialist
- Phil Gensler, Paleontologist (NMSO)
- Todd Richards, Fire Management Specialist

Evaluation Team (all from NMSO)

- Dave Goodman, Planning and Environmental Coordinator
- Debby Lucero, Lands and Realty Program Lead
- James Sippel, NLCS Program Lead
- Jeremy Kruger, Forestry Program Lead
- John Sherman, Wildlife Program Lead
- Lisa Bye, Fuels Program Lead
- Mary Uhl, Air Resources Program Lead
- Melanie Barnes, Planning and Environmental Coordinator
- Signa Larralde, Cultural Resources Program Lead

Appendix 2 - El Malpais and KKTR Plan Evaluation Interview Schedule

Time	Wed. Jan. 16	Thurs. Jan. 17	Fri. Jan 18
Location	RPFO FOM's Conf Rm	RPFO FOM's Conf Rm	RPFO FOM's Conf Rm
8:45 - 9:30	Angel Martinez – Planning and NEPA	8:45 – 10:15 Jack River – Forestry, Todd Richards – Fire	Cynthia Herhahn – Cultural Resources
9:30 – 10:15	Matt Atencio – Range	Jack River and Todd Richards	Danny Randall – Retired Supervisory Outdoor Recreation Planner, KKTR
<break>			
10:30 - 11:15	Jennifer Cutillo – Interpretive Ranger, El Malpais	Dave Mattern – Soil, Water, and Air	Ken Jones – Supervisory Ranger, El Malpais
11:15 - 12:00	Andrea Chavez & Dave Mattern – Riparian Resources	Arlene Salazar and Connie Maestas – Lands and Realty	Gretchen Obenauf - Archaeology
<lunch>			
1:00 - 1:45	Andrea Chavez - Wildlife		
1:45 - 2:30	2 – 3:30 Ed Singleton, Tom Gow, Chip Kimball, Adrienne Brumley - Managers	Paul Yoder – Interpretive Ranger, El Malpais	
<break>	2 – 3:30 Managers		
2:45 - 3:30	2 – 3:30 Managers	Tim Crafton – Ranger, El Malpais	

Other Interviews:

1. Phil Gensler, Paleontology – 11:30am, Wednesday, January 30
2. Jamie Garcia, Recreation/Wilderness – 1:30pm, Wednesday, January 30

Appendix 3 – BLM Evaluation Questionnaire

Kasha Katuwe Tent Rocks National Monument – RMP Evaluation Questionnaire December 2012 – January 2013

Name/Program: _____

Duty Station: _____

Phone Number: _____

Background—The purpose of land use plan evaluation is to determine whether the land use plan decisions and NEPA analysis are still valid and whether the plan is being implemented. Land use plans are evaluated to determine if:

- a) Decisions remain relevant to current issues
- b) Decisions are effective in achieving (or making progress toward achieving) desired outcomes
- c) Any decisions need to be revised
- d) Any decisions need to be dropped from further consideration
- e) Any areas require new decisions.

BLM land use planning regulations (43 CFR § 1610.4-9) require that our land use plans establish intervals and standards for monitoring and evaluation, and the Land Use Planning Handbook (H-1601-1) requires that the BLM's existing plans should be evaluated every five years. The KKTR RMP Record of Decision was signed in 2001, which means that the 10th year evaluation was due in 2012.

Instructions: Please complete the questionnaire as accurately and objectively as possible based on your experience. The comments from the respondents, along with information from follow-up interviews, will be compiled and summarized in the evaluation report.

Please type your responses directly into the questionnaire and save the file with your initials or name before emailing it to Melanie Barnes and Dave Goodman at mgbarnes@blm.gov and jdgoodma@blm.gov by COB January 9, 2013. If you have any questions while filling out the questionnaire, please feel free to contact one of us (Dave – 505-954-2181; Melanie – 505-954-2180).

* indicates questions required to be included in evaluation questionnaires as per the Land Use Planning Handbook.

Validity and Effectiveness of Current RMP Decisions

1. * “*Program goals*” are described for each program in Ch. 2 of the *KKTR Plan*; are the goals described sufficient and relevant?
2. *Are the RMP decisions relevant, effective, and meeting program goals as stated in the plan?
3. *Are there new data or analyses that significantly affect the planning decisions or the validity of the NEPA analysis?
4. *Are there unmet needs or new opportunities that can best be met through a plan amendment or revision, or will current management practices be sufficient?
5. *Are there new legal or policy mandates as a result of new statutes, proclamations, Executive Orders, or court orders not addressed in the plan?
6. *Have there been significant changes in Tribal or other governmental plans or local/regional demographic issues that are not addressed in this RMP? What are they?
7. If your answer is yes to the above, what would be recommendations for updating the current RMP?
8. Do any decisions need to be revised, added, or dropped from the plan?
9. Do you have any recommendations to update or revise any decisions that would require a plan amendment or revision?
10. Do you have any other observations related to the validity and effectiveness of the decisions in the *KKTR Plan*?

Implementation Progress

11. *Are the management actions described in the plan for the respective programs being implemented? About what percentage of them have been implemented since the RMP was completed?
12. Are activity level plans up to date?
 - a. Travel management plan
 - b. Wilderness Management Plan
 - c. Allotment Management Plan
 - d. ACEC plan
 - e. Fire Management Plan
13. Are non-NEPA plans/schedules complete and up-to-date?
 - a. Business plan
 - b. Sign plan
 - c. WSA monitoring schedule (if needed)

- d. Agreements (MOU, AA, if needed)
- e. Etc

14. Regulations

- a. Are appropriate public use regulations in place?
- b. Are the regulations in place still needed?
- c. Has NEPA and Federal Register steps been complete to support regulations?

15. Are actions/records up-do-date

- a. MTP
- b. Withdrawals recorded

16. How do you measure and evaluate the management actions described in the Plan or in tiered Activity Plans?

17. How are monitoring results incorporated into management actions?

18. What are the reasons for some actions not being implemented?

19. How are programs that are behind on implementation addressing the deficiencies for implementation, if any?

20. Are there implemented actions being implemented currently that were not anticipated in the plan? Would any of these actions warrant a plan amendment or a new activity plan?

21. Do you have any other observations related to plan effectiveness and implementation? What are your recommendations to improve the effectiveness and success of implementing RMP decisions?

Effectiveness of Monitoring

22. Has monitoring of plan implementation been occurring? If so, please describe. If not, please discuss potential reasons why monitoring is not occurring.

23. *Are new inventories warranted pursuant to the BLM's duty to maintain inventories on a continuous basis (FLPMA, Section 201)?

24. What are your recommendations to improve the effectiveness and efficiency of monitoring for your program?

Other

25. Do you have any other comments?

Appendix 4 – Pueblo de Cochiti Evaluation Questionnaire

Pueblo de Cochiti Staff – KKTR Evaluation Interview Questionnaire

Questions:

1. Please provide any input you have on the cooperative management relationship between the BLM and the Pueblo de Cochiti for the KKTR National Monument.
 - a. How, if at all, could the relationship be improved?
 - b. Are there any unmet needs that you would like BLM to consider?
 - c. How, if at all, do you interface with BLM staff?

2. Does the 2007 Resource Management Plan (RMP) provide adequate direction for management of the Monument?
 - a. Are there any issues relating to any resources or resource uses in the Monument that need to be addressed?
 - b. Are there any decisions that need to be revised, added, or dropped from the plan? If so, what?

3. Can you describe any issues, questions, or needs relating to the operations in the Monument?

4. Are the management actions described in the RMP being implemented? Do you have any suggestions for improvement?

5. Do you conduct any monitoring (such as relating to resources, visitation, etc.)? If so, can you describe any trends since the RMP was completed in 2007?

6. Do you have any other comments?

Appendix 5 – In-Person Interview Questionnaire

RMP Evaluation In-Person Interview Questionnaire

RMP being evaluated: _____

Interviewer: _____

Interviewee/Program: _____

Questions:

7. Are the RMP decisions relating to your program relevant, valid, effective, and meeting program goals as stated in the plan?
8. Are there any decisions that need to be revised, added, or dropped from the plan? Does the plan need to be updated or revised based upon:
 - a. New data or analysis?
 - b. Unmet needs or new opportunities?
 - c. New or existing legal or policy mandates?
 - d. Changes in related/neighboring plans or other local issues?
9. If your answer is yes to the above, what would be recommendations for updating the current RMP?
10. Are the management actions described in the plan for your respective program being implemented? Do you have any suggestions for improvement?
11. Are activity-level and other implementation-level plans relating to your program up to date?
12. Has monitoring of plan implementation been occurring? If so, please describe. If not, please discuss why not. What are your recommendations to improve the effectiveness and efficiency of monitoring for your program?
13. Are new inventories for your program or resource warranted?
14. Do you have any other comments?