

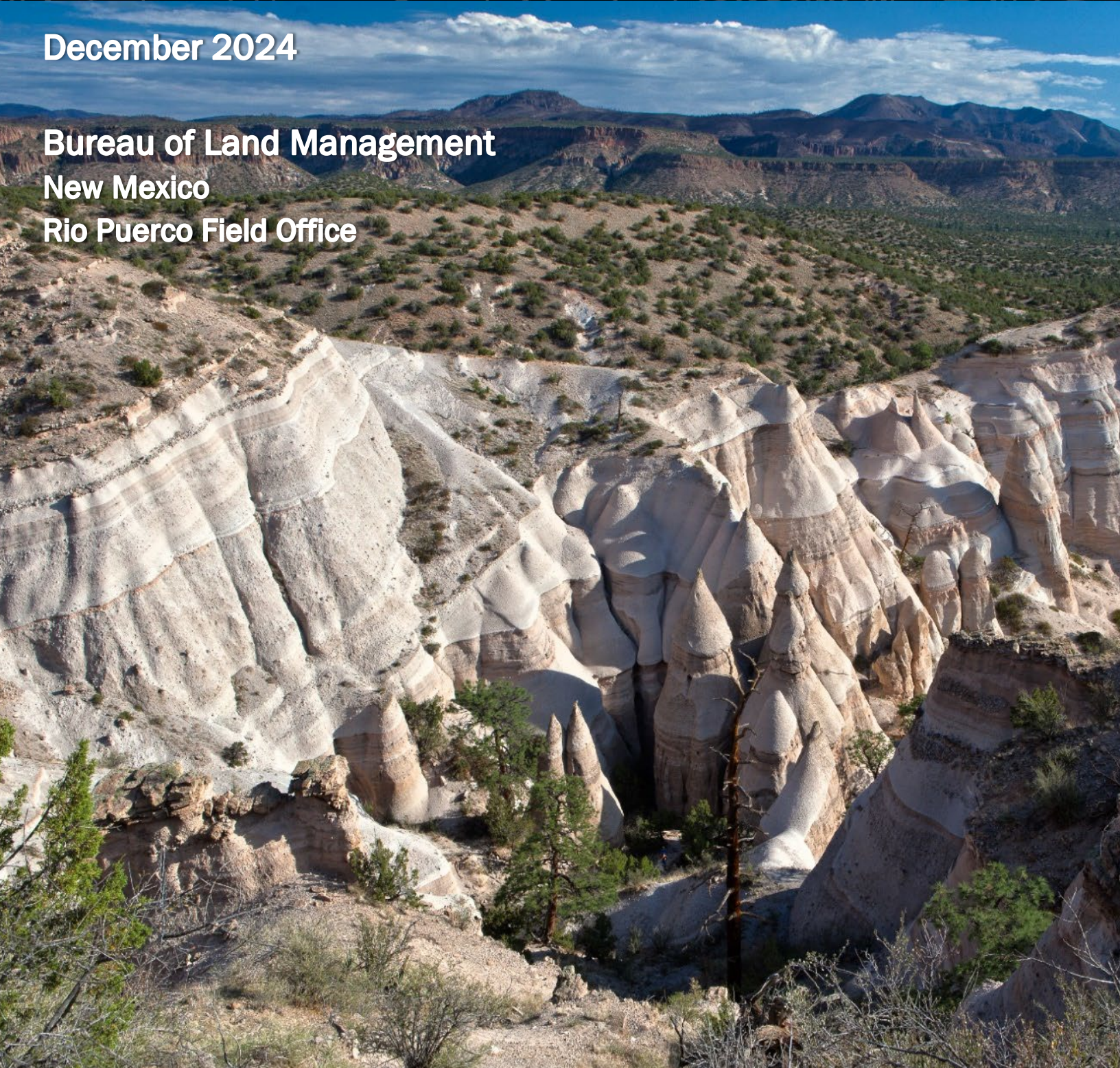


U.S. Department of the Interior  
Bureau of Land Management

# Kasha-Katuwe Tent Rocks National Monument Business Plan

December 2024

Bureau of Land Management  
New Mexico  
Rio Puerco Field Office



## 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 recreation program's fee sites and special recreation permits in the Rio Puerco Field Office.

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# 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 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 existing state of the Kasha-Katuwe Tent Rocks National Monument (KKTR) 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 standard amenity, recreation use permit (RUP), and special recreation permit (SRP) fees and describes information used to determine appropriate fee rate modifications, outlines the cost of administering recreation fee sites and the special recreation fee program, considers impacts to the Pueblo de Cochiti and local communities and the local economy, and identifies priorities for future expenditures within 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.

In 2021, a business plan was approved by the Resource Advisory Committee and signed to raise standard amenity fees to \$5 per person through a RUPS. This business plan is meant to amend that fee increase to clarify that through our reservation system the \$5 per person fee will be in addition to recreation system fees. For more information on reservation system fees, see section 5. For several years, the Rio Puerco Field Office has been renegotiating with Pueblo de Cochiti the operations of the Monument. Through this negotiation it has been determined that visitors must obtain two separate permits to access the monument.

- 1. a Cochiti Pueblo Tribal Access Pass: This pass is not a BLM fee or subject to this business plan and must be purchased directly from the Pueblo de Cochiti .**
- 2. BLM Standard Amenity Fee for Day Use: This fee is paid through the BLM and is addressed in this business plan.**

Visitors must have both, the Cochiti Pueblo Tribal Access Pass and the BLM standard amenity fee for day use to access the Monument. Since the Cochiti Pueblo Tribal Access Pass is not a BLM fee, the America the Beautiful Pass cannot be used to waive the fees for a Cochiti Pueblo Tribal Access Pass. This 2024 Business Plan also has updated visitation and cost analysis data. Through fair market value analysis, assessment of current and future visitor trends, operating expenditures, and policy review, the RPFO determined that standard amenity fees of \$5 per person is a reasonable standard amenity fee. The standard amenity fees through RUPs are necessary to help protect natural resources, provide for public health and safety, and facilitate access to public lands. SRP fees will remain the same, as those are set by the BLM Director and are unable to be changed by this plan.

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 and the public on any future proposals for changes to the fees at 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 of 1976](#). The Kasha-Katuwe Tent Rocks National Monument (KKTR) was originally authorized as a fee site by the Department of the Interior and Related Agencies Appropriations Act of 1996 (Public Law 104-134). The BLM commenced charging and collecting fees in 1997. When the Federal Lands Recreation Enhancement Act (FLREA) was 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 (SRP) fees in accordance with [43 CFR 2932.11\(b\)](#). The FLREA allows revenue from recreation fees and SRP fees to be retained locally and outlines uses of 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. 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.

The Rio Puerco Field Office (RPFO) currently collects a standard amenity recreation site fee at KKTR under a provision of the FLREA. Although a draft business plan was presented to the Resource Advisory Council in 2021 and standard amenity fee increases were approved, the monument has not raised fees since 1997. The RPFO SRP program also generates revenue from commercial uses through approximately 16 SRPs for commercial and organized groups annually. Occasionally, groups apply for SRPs for weddings and other special events at KKTR, which are permitted. Vending permits to sell goods, food, and beverages are available, but 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 structures of LVRDNM030000 and LXSSG0980000. This business plan incorporates data from internal BLM tracking and accounting mechanisms, such as the Recreation Management Information System, Collections and Billings System, Financial and Business Management System, and locally generated recreation and visitor use tracking spreadsheets. For more detailed information, contact the RPFO. 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](#) (2007)
- [BLM Handbook 2930-1, Recreation Permit and Fee Administration](#) (2014)
- [BLM Information Bulletin No. 2019-056, Recreation Fee Revenue Spending Plans and Accomplishment Report](#) (2019)
- [BLM Manual 1105, Donations, Solicitation, and Fundraising](#) (2019)

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

- [The Bureau of Land Management's Blueprint for 21st Century Outdoor Recreation](#), by diversifying BLM Recreation resources through identifying additional funding sources for recreation that complement annual appropriations.
- [Connecting with Communities: BLM Recreation Strategy](#), by making the benefits of recreation more accessible to communities while supporting local social, economic, and environmental goals.

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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. The FLREA was enacted in October 2004 with a 10-year sunset provision. Starting with the Consolidated Appropriations Act, 2014, Congress has provided extensions, most recently, a one-year extension until October 1, 2024, was enacted (P.L. 117-328, Division G, §421).

<sup>3</sup> Establishes a permit and fee system for special recreation permits and recreation use permits.

<sup>4</sup> Establishes guidance for special recreation permits for commercial use, competitive events, organized groups, and recreation use in special areas.

<sup>5</sup> Establishes guidance for recreation use permits for fee areas.

## Land Use Plan Guidance

The RPFO recreation program is guided by the 2007 [Kasha-Katuwe Tent Rocks National Monument Record of Decision and Resource Management Plan](#) (RMP). The planning process involved extensive collaboration among state, tribal, and local 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 RMP (BLM 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. 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.





# 4 Description of the Rio Puerco Field Office Recreation Program

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## Administrative Unit

The RPF0 is part of the BLM Albuquerque District Office within New Mexico. The RPF0 planning area encompasses 986,202 federal surface acres and 3.6 million federal subsurface (mineral) acres in Bernalillo, Cibola, Trrance, Valencia, Sandoval, and McKinley Counties of central New Mexico. The RPF0 stretches into all three of New Mexico's congressional districts. The RPF0 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 [Rio Puerco Resource Management Plan and Record of Decision](#) was updated in October 1992 by the Albuquerque District. The recreation programs in the RPF0 are managed according to multiple use principles, unless specified otherwise by law. The RPF0's primary goal is to ensure the continued availability of outdoor recreation opportunities that 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 RPF0 offers many recreation opportunities and activities at both designated and dispersed recreation areas. Visitors often use the public lands in the RPF0 for hiking, camping, backpacking, scenic driving, target shooting, hunting, horseback riding, picnicking, riding/driving off-highway vehicles, birdwatching/wildlife viewing, and exploring cultural resources. The RPF0's management responsibilities include 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 its own RMP.

Other major attractions within the RPF0 and outside of the NCA and national monument include the congressionally designated Continental Divide National Scenic Trail, Bluewater Canyon, White Ridge Bike Trails, Perea Nature Trail, San Ysidro Trials Area, Guadalupe Ruin, and Richard W. Becker Nature Area and Ted Mace Trail. In addition, the Ojito Wilderness and eight wilderness study areas (Cabezón, Chamisa, Empedrado, Ignacio Chavez, La Lena, Manzano, Ojito, and Petaca Pinta) draw many visitors for primitive recreation and solitude.

The RPF0 strives to manage recreation and visitor services to serve the diversity of public outdoor recreation demands while maintaining healthy and sustainable resource conditions to allow desired recreation opportunities and experiences to remain available.

## Annual Rio Puerco Field Office Visitation

The RPFO maintains estimated visitor use data in the national Recreation Management Information System 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 the national monument to count recreational traffic within the whole of the RPFO. Annual recreational visitation to BLM-administered lands managed by the RPFO averaged 673,698 visits for the most recent 5 fiscal years where BLM had equivalent data when KKTR was open (Table 1). As KKTR has been closed since 2020, RPFO average visitation numbers are lower during fiscal years 2021 through 2023.

**Table 1. Annual Rio Puerco Field Office visitation from FY 2016 through FY 2023.**

Fiscal Year	Total Visits	Average Visits/Year
2016	767,689	673,698 (Visitation average of most recent 5 fiscal years when KKTR is open)
2017	541,434	
2018	624,131	
2019	958,082	
2020	477,152	
2021	416,598	337,101 (Visitation average of most recent 3 fiscal years when KKTR has been closed)
2022	338,263	
2023	256,442	

Source: Estimated visitor count data from the Recreation Management Information System. Estimates from 2016 through 2020 include visitation data from El Malpais NCA, dispersed Rio Puerco Field Office, and KKTR. Estimates from 2021 through 2023 include visitation data from El Malpais NCA and dispersed Rio Puerco Field Office, but not KKTR, as it has been closed since 2020.



A mountain biker on White Ridge Bike Trails.

# 5 Description of the Kasha-Katuwe Tent Rocks National Monument and Recreation Program

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## Administrative Unit

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 west of Santa Fe, New Mexico, is easily accessed from Interstate 25, and is 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 Appendices 2 and 3 for KKTR site area maps. KKTR is surrounded by Pueblo de Cochiti and Santo Domingo property, as well as a small section of Jemez Pueblo property. KKTR is accessible through the gateway community of the Pueblo de Cochiti via tribal resolution on Tribal Road 92, which 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 directs 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 geological 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 more than 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 7,500 years ago. During the 15th century, several large ancestral pueblos were established in the area. Their

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descendants, the Pueblo de Cochiti, still inhabit the surrounding area. Remnants of human history are scattered throughout the monument.

### **Overview of the National Monument Recreation Program**

Although the BLM manages public lands for many different uses, most of the public's interaction with the lands is through recreational pursuits. Most recreation opportunities and activities within KKTR are hiking, birdwatching/wildlife viewing, picnicking, driving for pleasure (on designated roads), and research and education within two developed recreation sites and three designated trails.

### **Reservation Service Fees**

Reservation services fees could range from \$0.50 to \$10.00 depending on the type of service provided. The reservation service fee is subject to contracting requirements and will be adjusted with contract changes or with future updates to the business plan.

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 areas free to the public, such as wilderness areas, wilderness study areas, the Continental Divide National Scenic Trail, other developed recreation sites, and dispersed recreation options.

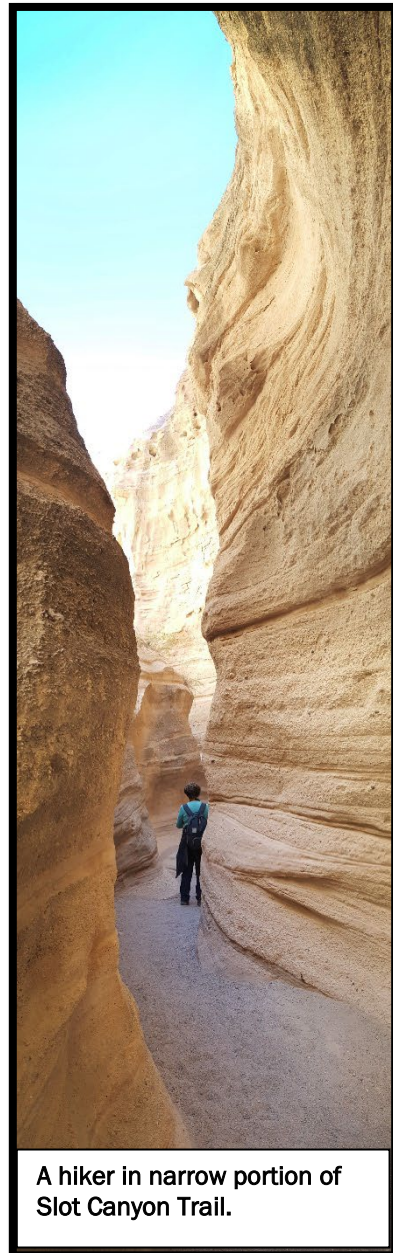
KKTR provides many benefits to help the public enjoy their visit to the monument. Numerous signs are available to direct visitors to specific destinations. Upon arrival, visitors are greeted by a uniformed ranger who provides literature such as trail, bird, plant, and student trail guides and describes onsite interpretative panels and stations. The monument also offers additional informational materials such as a Junior Explorer guidebook and other recreation-related brochures. Rangers patrol the trails throughout the day to answer questions, ensure resource protection, and serve the public. Facilities are inspected throughout the day, and vault toilets are cleaned and serviced regularly.

### Annual National Monument Visitation

KKTR is accessible for a majority of the year with the highest visitation during the months of March through October. Peak visitation occurs during spring break season, summer weekends, long holiday weekends, and during the Albuquerque International Balloon Fiesta (first 2 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. 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.

The RPF0 maintains estimated visitor use data in the national Recreation Management Information System 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, average annual visitation to KKTR from FY 2016 through FY 2020 is 110,850 visits (Table 2). Current TRAFx data provides a more accurate visitation number for certain segments of the trails as some visitors only visit



A hiker in narrow portion of Slot Canyon Trail.

portions of the trails, while the data from the Recreation Management Information System is more accurate for reporting the total number of visits in KKTR.

**Table 2. Annual Kasha-Katuwe Tent Rocks National Monument visitation from FY 2016 through FY 2020.**

Fiscal Year	Total Visits	Average Visits/Year
2016	134,408	110,850 <sup>(c)</sup>
2017	126,966	
2018	130,237	
2019	117,146 <sup>(2a)</sup>	
2020	45,4932 <sup>(b)</sup>	

<sup>2a</sup> The monument was closed for approximately 35 days during the government shutdown.

<sup>2b</sup> The monument was only open 6 months out of the year and has been closed from March 2020 to November 21, 2024.

<sup>2c</sup> A more representative average visits per year is approximately 127,000.

### Description of Visitor Use

Amenity fees are collected through Recreation.gov and scanned at the visitor contact station located on Tribal Road 92. This allows 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. However, an online reservation system would aid in the collection of more accurate demographic data. The average group size is three people, while average length of stay is 3 hours (Table 3), with a focus on Slot Canyon Trail. Weekend visitors typically come from within New Mexico and are considered local. However, based on visual observation of license plates and public contacts, most weekday visitors are tourists from across the country, as well as worldwide.

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

Average Visits/Year	Average Length of Stay (Hours)	Average Group Size per Vehicle
110,850 <sup>(3a)</sup>	3	3

<sup>3a</sup> 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. The RPFO is developing a reservation system through recreation.gov to manage visitation consistent with how the Pueblo de Cochiti is managing access through tribal lands. This will provide for a more positive visitor experience and help manage the various resources more sustainably.

KKTR will use various e-commerce technologies, as directed in BLM Instruction

Memorandum 2022-010, to provide recreation visitors opportunities to find, reserve, and pay for day use within the monument. Most of these options are provided through the interagency reservation service Recreation.gov. If the RPF0 decides to add additional reservation services or other types of e-commerce options available in the future, an expanded amenity fee for reservation services would be charged in addition to any other standard or expanded amenity fees in accordance with 16 U.S.C. 6802(g)(2)(G). Reservation service fees could range from \$0.50 to \$10.00 depending on the type of service provided. The reservation service fee is subject to contracting requirements and will be adjusted with contract changes or with future updates to the business plan. Other payment options may also be considered in the future as technology and software develops including onsite credit card payment systems or scan and pay as examples.

### Detailed Description of National Monument Recreation Site

The KKTR recreation site which includes two trailheads, and three trails is subsequently described. All trails and facilities shall be open and used over 200 days a year during the calendar year unless closed due to hazardous or impassable weather. Some of the reasons visitors come to recreate at KKTR are the unique geology, convenient location, and affordable cost.



Visitors view tent rock formations of the Kasha-Katuwe Tent Rocks National Monument from the Cave Loop Trail.

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

<b>Location:</b>	Main trailhead located 4 miles from entry booth on a 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) and Cave Loop (1.2 linear miles) Trailheads</li> <li>• Security Services: Law Enforcement (Ranger Patrols)</li> <li>• Facilities: <ul style="list-style-type: none"> <li>○ 4 vault toilets</li> <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>○ ABA-accessible sidewalks lead from parking to shelters, restrooms, and trailheads</li> <li>○ 102 total parking spaces <ul style="list-style-type: none"> <li>▪ Trailheads – 45 spaces and 4 ABA 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>
<b>Average Annual Visitation (5 year):</b>	110,850 visitors; approximately 60% more visitors at the Slot Canyon Trail than the Cave Loop Trail.
<b>Season of Use:</b>	Previously open 350 days per year; busiest March through 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 a 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 a self-guided tour are placed along the trail and a small cave for viewing.</p>



## Images of Main Trailhead Amenities



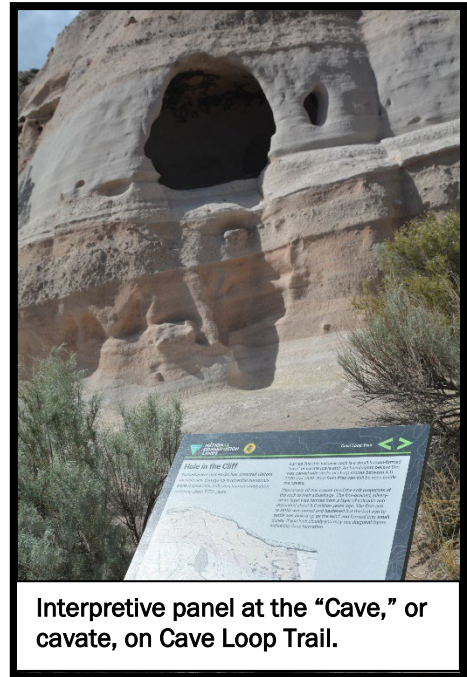
Overflow parking area at Slot Canyon Trailhead.



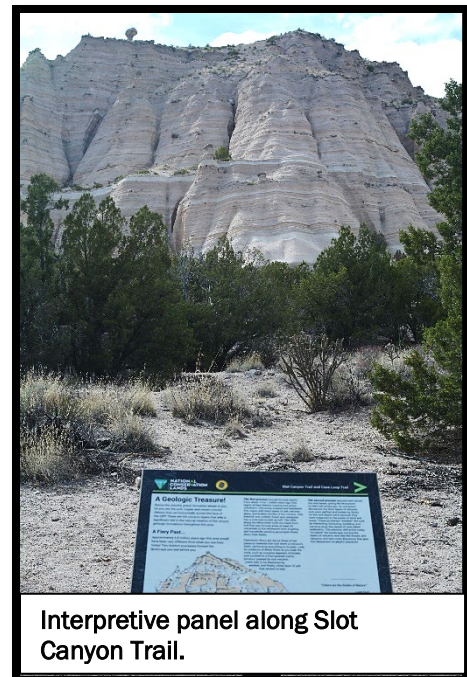
ABA-accessible path and picnic table with shelter at the Slot Canyon Trailhead.



Interpretive kiosk at Slot Canyon Trailhead.



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



Interpretive panel along Slot Canyon Trail.

## Veterans Memorial Overlook Facilities and Trails at a Glance

<b>Location:</b>	3.5 miles from Slot Canyon and Cave Loop Trailheads on a dirt/gravel road.
<b>Acreage:</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>○ Security Services: Law Enforcement (Ranger Patrols)</li> <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 ABA-accessible parking spaces and dispersed parking for approximately 20 vehicles</li> </ul> </li> <li>○ ABA-accessible Loop Trail – 1 linear mile                 <ul style="list-style-type: none"> <li>▪ Approximately 300 feet of paved walkway to scenic point at the trailhead</li> <li>▪ Graveled 1-mile loop</li> </ul> </li> </ul> </li> </ul>
<b>Average Annual Visitation (5 year):</b>	Approximately 9,000 visitors annually use the facilities and trail at Veterans' Memorial Overlook.
<b>Season of Use:</b>	Open seasonally; busiest March through 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.

## Images of Veterans' Memorial Overlook



ABA-accessible path and interpretive signs at Veterans' Memorial Overlook.

## Images of Veterans' Memorial Overlook Facilities



Picnic areas and ABA-accessible path at Veterans' Memorial Overlook.



Group picnic area and ABA-accessible path at Veterans' Memorial Overlook.



Vault toilet, trash receptacle, and ABA-accessible path at Veterans' Memorial Overlook.

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

SRPs are required for commercial, competitive, and organized groups and vending. SRPs are issued with stipulations deemed necessary by the BLM to manage visitor use, protect natural and cultural resources, and 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, the BLM mandated the issuance of SRPs in the area for commercial and noncommercial 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 16 active commercial permits that bring visitors on guided tours of the monument (Table 4). 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 annual special recreation permits and related visitor count.**

SRPs	Average SRP Visitor Count
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. From 2015 to 2020, there had been an increased interest in commercial permitted trips.

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

Educational groups have frequented KKTR as part of their studies for geological, biological, and cultural education. KKTR has offered free education field trips<sup>6</sup> to schools and accredited learning institutions that met specific criteria. Group ages ranged from elementary to college. Free entry was provided to groups that request a reserved time slot at least 2 weeks in advance. To avoid overcrowding on the narrow trails, group sizes have been limited to 72 people per group with a teacher to student ratio of 1 to 10, spacing groups about 10 minutes apart. Any group larger than 72 individuals has been encouraged to schedule smaller groups on separate days or split the group in morning and afternoon timeframes. A total of six vehicles (private vehicles and buses) were permitted free entry under the educational field trip program. An amenity fee was charged for additional vehicles according to vehicle size.

<sup>6</sup> Environmental education field trips have been offered under a letter of agreement in accordance with BLM Handbook H-2930-1 and in conformance with the RMP.

Table 5. Annual KKTR education group visitation from FY 2016 through FY 2020.

Fiscal Year	Total Groups	Total Visitors	Average Educational Visitors/Year
2016	91	4,195	2,288
2017	63	1,096	
2018	63	5,288	
2019	21	421	
2020	12	444	



A park ranger teaches a student about geology on the Slot Canyon Trail.

# 6 Pueblo de Cochiti

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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 directs 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 includes additional objectives between the Pueblo, including:

- “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].”

Collaboration with the Pueblo de Cochiti ensures that objectives in the RMP 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.

Consistent with public access through tribal lands, KKTR will have a seasonal closure period from December 15 through January 31. In addition to a seasonal closure and two days closed a week, there will be 10 closure days that coincide with various traditional or sacred days to provide privacy for the Pueblo members. These days are Friday and Saturday before Easter, Easter Sunday, Monday after Easter, May 3, July 13 and 14, July 25, November 1, and Thanksgiving Day.

*In 1997, the BLM entered into the first official cooperative partnership agreement with the Pueblo de Cochiti. The BLM has worked in close cooperation with the Pueblo for the past 26 years.*



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For several years, Rio Puerco Field Office has been renegotiating with Pueblo de Cochiti the operations of the Monument. Through this negotiation it has been determined that visitors must obtain a Cochiti Pueblo Tribal Access Pass directly from the Pueblo prior to entering the Monument. The Cochiti Pueblo Tribal Access Pass and the BLM Standard Amenity Fee for Day Use are separate, and visitors must have both permits to access the Monument. The America the Beautiful Pass cannot be used to waive the fees for a Cochiti Pueblo Tribal Access Pass.

# 7 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 database indicate the current replacement value of the recreation sites at KKTR at more than \$7.8 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. KKTR has administrative costs paid by congressionally appropriated funds, including those from the KKTR's national conservation lands recreation resources management (L1711) and annual maintenance and operational costs (L1660) accounts. Appropriated funds cover most of the permanent labor and 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 \$408,532.96, expending an average \$160,523.11 a year in labor costs and \$248,009.85 a year in operating costs (Table 6). As shown in Figure 1, the labor to operations ratio is 39% to 61%, 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, maintaining fully stocked service trucks for all maintenance needs, reviewing road patrol frequency, and reviewing 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.

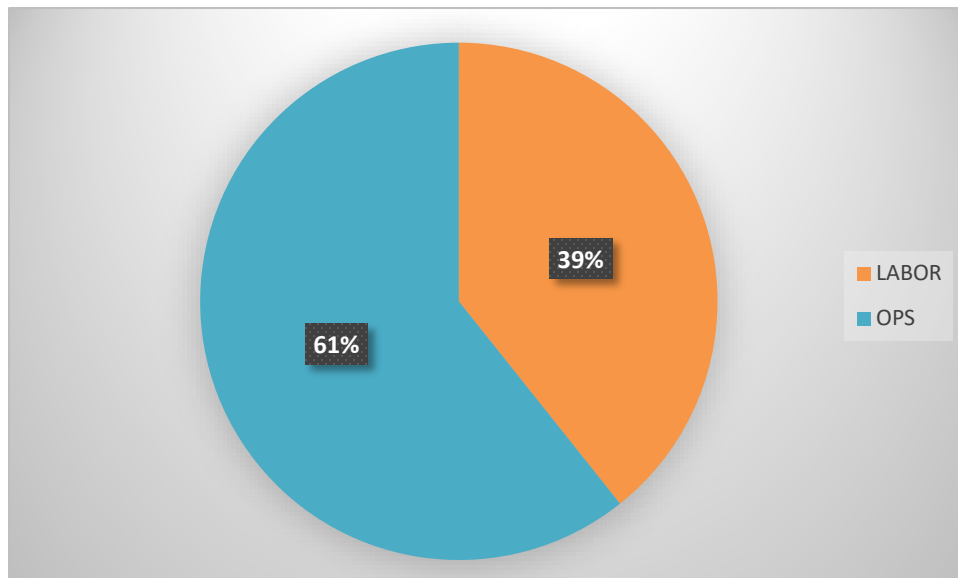


**Table 6. Annual labor and operating costs of the Kasha-Katuwe Tent Rocks National Monument recreation program from FY 2016 through FY 2020.**

Fiscal Year	Labor Costs <sup>(6a)</sup>	Operating Costs <sup>(6b)</sup>	Total Annual Expenditures
2016	\$177,534.77	\$650,262.74	\$827,797.51
2017	\$176,989.52	\$306,365.43	\$483,354.95
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>\$802,615.56</b>	<b>\$1,240,049.23</b>	<b>\$2,042,664.79</b>
<b>Average</b>	<b>\$160,523.11</b>	<b>\$248,009.85</b>	<b>\$408,532.96</b>

<sup>6a</sup> Labor costs include one permanent GS-11 outdoor recreation planner and work months associated with one GS-9 park ranger, one GS-11 law enforcement ranger and one GS-12 Monument Manager.

<sup>6b</sup> Operating costs include park ranger labor, supplies, services, utilities, equipment, vehicles, travel, and monies expended for deferred maintenance.



**Figure 1. Cost ratio of the 5-year average expenditure (\$408,532.96) of the Kasha-Katuwe Tent Rocks National Monument recreation program.**

### **FY 2020 Costs of the Recreation Site Program**

FY 2020 labor costs are predominantly attributed to a GS-12 monument manger (half time for KKTR), GS-11 outdoor recreation planner, GS-9 park ranger, and park rangers working for the BLM or under an Intergovernmental Personnel Act agreement with the Pueblo de Cochiti.

The KKTR recreation staff visited each site daily for the 350 days a year that KKTR was open. Staff would check at each location and along trails include resource and visitor use monitoring, cleaning, general maintenance, and fee collection.

Some recent improvement projects using L1232 funds at the KKTR recreation sites include:

- Install double vault toilet at Slot Canyon and Cave Loop Trailheads (\$38,500).
- Paint picnic structures and bathrooms throughout the monument.

- Maintenance yard improvements including carport/storage structure (\$8,900).

### Most Current Costs of the Special Recreation Permit Program

SRP program costs are predominantly attributed to specific recreation services regarding the processing and administration of the SRP program through less than 5% of labor costs of the GS-11 outdoor recreation planner. The permanent labor associated with the SRP program is about \$46,000 per year. As shown in Table 7, these direct labor costs account for 29% of the average amount of yearly SRP collections.

### Most Current Revenues

Collections from L1232 b from 2016 - 2020 represent a steady revenue, as shown in Table 7, with an average annual fee collection of more than \$147,493 at the KKTR recreation fee site. The average annual SRP revenue is about \$3,566.8 for the same period. Fluctuations in standard amenity 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	Standard Amenity Fee Collections	Donations	Collections from SRPs	Total Collections	Total Expenses Spent from L1232
2016	\$200,377	\$1,871	\$6,445	\$208,693	\$154,552
2017	\$169,853	\$2,071	\$3,551	\$160,524 <sup>(7b)</sup>	\$175,475
2018	\$168,492	\$2,483	\$5,904	\$167,803 <sup>(7b)</sup>	\$176,879
2019	\$142,968	1,247	\$1,716	\$143,042	\$145,931
2020	\$55,775 <sup>(7a)</sup>	\$0	\$218	\$55,357 <sup>(7a)</sup>	\$55,993
<b>Total</b>	<b>\$737,465</b>	<b>\$7,672</b>	<b>\$17,834</b>	<b>\$762,971</b>	<b>\$681,278</b>
<b>Average</b>	<b>\$147,493</b>	<b>\$1,534.40</b>	<b>\$3,566.80</b>	<b>\$152,594.20</b>	<b>\$136,255.60</b>

<sup>7a</sup>Lower L1232 collection year due to various closure events (e.g., weather closures, government furlough, and pandemic closure).

<sup>7b</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 of 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 to 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.



View of the Seven Dwarves formation from the steep ascent of Slot Canyon Trail.

# 8 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 local and regional providers (Appendix 4). The public sites most comparable to KKTR, in terms of amenities provided and costs, are New Mexico state parks, tribal parks, and places managed by the U.S. Forest Service and National Park Service, which have amenity/entrance fees ranging from \$5 per vehicle to \$7 per person. Federally managed sites that are most similar to KKTR are Bryce Canyon National Park with a fee of \$35 per vehicle for 7 days and Zion National Park with a fee of \$35 per vehicle 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 of the KKTR recreation site is \$5 (1-8 visitors), \$25 (9-25 visitors), and \$100 (26-plus visitors) per vehicle. KKTR intends to change the fee structure to \$5 per person and implement a reservation system to manage visitation consistent with how the Pueblo de Cochiti is managing access through tribal lands. As a standard amenity site, KKTR accepts the America the Beautiful Pass; a pass holder and up to three other individuals with the pass holder receive free entry into KKTR. It is estimated that 32% of visitors fall in this category, which reduces the overall collections for KKTR. Table 8 shows a comparison of the revenue with various fees. It is predicted that a change in fee and visitation numbers through recreation.gov or a comparable reservation system would result in an 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 fee changes and visitation ranges.**

Fee Structure	25,000 visitors	50,000 visitors
Current (\$5/vehicle) up to 8 persons	\$28,900	\$57,800
Proposed \$5 per person	\$85,000 <sup>(8a)</sup>	\$170,000 <sup>(8a)</sup>

<sup>8a</sup> This estimate is calculated with 32% of visitors receiving free entry under the America the Beautiful Pass.

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. Number of annual SRPs is expected to 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.

# 9 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 if the BLM had continued to staff and run KKTR 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 were expected to range from about \$519,093 to \$581,940 a year.

**Table 9. Annual expenditures of the Kasha-Katuwe Tent Rocks National Monument recreation program projected for FY 2022 through FY 2026 if solely operated by BLM.**

Labor	Minimum	Maximum
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>\$485,131.09</b>	<b>\$528,049.12</b>

Operating Expenses	Minimum	Maximum
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/internet costs)	\$800.00	\$1,125.00
Electricity costs	\$650.00	\$800.00
Interpretive brochures/signs and printed materials	\$4,300.00	\$8,000.00
Training	\$500.00	\$3,300.00

<sup>9</sup> The minimum range was set using FY 2022 projected costs.

<b>Operating Expenses</b>	<b>Minimum</b>	<b>Maximum</b>
Intergovernmental Personnel Act agreements	TBD	TBD
<b>Total</b>	<b>\$33,962.00</b>	<b>\$53,891.00</b>

<b>GRAND TOTAL</b>	<b>Minimum</b>	<b>Maximum</b>
	<b>\$519,093.10</b>	<b>\$581,940.12</b>

When considering current and future expenditures of 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 to utilize L1232 to cover all annual operational expenditures. With support from last minute appropriated and leveraged dollars from partners actual L1232 expenditures are less. The RPFO will work closely with the Pueblo de Cochiti on use of L1232 funds in accordance with FLREA requirements for annual 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 over the next 5 years including:

- Maintenance yard improvements (\$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:

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

### Other Priority Expenditures

Some 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.
- Contract a Slot Canyon staircase specialist (\$40,000) and partner with the Rocky Mountain Youth Corps 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 ABA-accessible portion of Slot Canyon Trail with an interpretive park ranger providing information along the way.

# 10 Impacts from Changing and Not Changing Recreation Site Fees

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Visitors to KKTR will pay their timed entry and access fees via [www.recreation.gov](http://www.recreation.gov), and not at an entry booth for the monument. KKTR meets FLREA requirements to be a standard amenity fee site. KKTR has the six required amenities, including 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 for Fiscal Years 2022 - 2026,” KKTR has considered changing its current fee structure from \$5 (1-8 visitors), \$25 (9-25 visitors), and \$100 (26-plus visitors) per vehicle to \$5 per person with an annual visitation range around 50,000 to achieve compliance with the RMP.

During analysis, KKTR considered how the fee changes would affect public land users. KKTR determined while the fee increase would have an impact on users that are accustomed to the lower 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 determined that a fee increase 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 decrease 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 cost increases of goods, labor, and/or services.
- Perceived fee equality with comparable recreation sites.
- Greater self-sufficiency for management of the recreation site.
- Preparation for the potential cost increases of goods, labor, and/or services.



The potential negative impacts of the new fee could include:

- Return visitors may feel discouraged due to the new fee requirement.
- Socioeconomic 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 increased, as has inflation, causing prices on goods to also rise, 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 maintain the area.
- Costs of goods, labor, and services increase at a faster rate than fee revenue projections.
- Socioeconomic impacts to low-income or minority populations would be favorable because there would be a per vehicle fee.

# 11 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 \$519,093 to \$581,940<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 reflects a 5-year average of actual expenditures.

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

# 12 Public Outreach

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In June 2021, the RPFO notified the public regarding the fee proposal per Public Law 108-447, Section 804, and the BLM Recreation Permit and Fee Administration Handbook H-2930-1. The following public outreach and notifications were completed:

- Solicited public comments for at least 30 days on the draft business plan by:
  - Posting the draft business plan on the [BLM KKTR website](#).
  - Posting the draft business plan on the [BLM Recreation Site Business Plans website](#).
  - Publishing a news release on the [BLM New Mexico Press Releases website](#).
  - Issuing a news release to approximately 30 media contacts.
  - Posting a news release to social media (Facebook and Twitter) several times throughout the public comment period.
  - Posting the proposed fee increase at the RPFO front desk.

As a result of outreach efforts, two public comments were received. Both comments were in support of the fee increase and had no concerns regarding the change in fees. After the public comment period closed, a local media outlet contacted the BLM for an interview concerning KKTR's closure and draft business plan. This provided an opportunity to disseminate additional information to the public.

The Pueblo de Cochiti requested discussion on the Business Plan ahead of a consultation meeting on May 13, 2021. RPFO sent the draft plan on May 25, 2021, informed the Pueblo of the public comment period on June 10, 2021, initiated further formal consultation via letter on July 14, 2021 and informed the Pueblo of the Public Meeting on August 13, 2021. The RPFO also met with the Pueblo on August 6, 2021 received no concerns regarding the plan.

The RPFO also presented the fee proposal to the Northern New Mexico Resource Advisory Council (RAC) on August 19, 2021. The Northern New Mexico RAC provides recommendations to the BLM on resource and land management issues for the northern half of New Mexico. The FLREA mandates that the the RAC review all BLM recreation fee proposals prior to approval. Comments from the public, the Pueblo and the RAC were considered prior to the approval of the fee increase at KKTR. The Northern New Mexico RAC was supportive of and approved the fee increase. The Pueblo de Cochiti was notified of the approval on August 19, 2021. The RPFO will continue to work with the Pueblo de Cochiti on fees and their use under FLREA.

## **Rio Puerco Field Office Recommendation**

After careful consideration of the fee program and the anticipated revenues and expenditures outlined in this business plan, the BLM RPFO recommends increasing the day use amenity fee to \$5 per person, in addition to recreation system fees, through a web-based reservation system.

# 13 Adequacy Review

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Through this process, KKTR has determined the proposed 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 site.

# 14 Appendices

## Appendix 1: Kasha-Katuwe Tent Rocks National Monument RMP Conformance

Resource or Use	Citation from Kasha-Katuwe Tent Rocks National Monument Record of Decision and Resource Management Plan of 2007
Recreation	<p>Page ROD-2</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 non-motorized recreation opportunities. Recreational Uses will be managed using adequate facilities to minimize resource degradation.</li> <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 non-motorized 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 hard surfacing 5.9 miles of BLM Road 1011, as needed for resource protection, and visitor health, safety and convenience.</li> <li>• Make drinking water available for visitors in or near the Monument.</li> <li>• Designate Federal lands within the Planning Area (including any acquired lands) as a Special Recreation Management Area.</li> </ul> <p>Page 1-4 Issue 3:</p>

Resource or Use	Citation from Kasha-Katuwe Tent Rocks National Monument Record of Decision and Resource Management Plan of 2007
	<p>How recreational activities and visitor use will be managed.</p> <p>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.</p> <p>Page 2-9  American Indian Uses and Traditional Cultural Practices, Allowable Uses and Actions:  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].</p> <p>Page 2-18  Lands and Realty, 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].</p> <p>Page 2-27  Recreational Uses, Goals and Objectives:  The management goals for the BLM's Outdoor Recreation Program are as follows [RU-1]:</p> <ul style="list-style-type: none"> <li>• Provide a broad spectrum of resource-dependent recreational opportunities to meet public needs and demands [RU-1a].</li> <li>• Foster agency-wide efforts to improve services to the visiting public [RU-1b].</li> <li>• Maintain high-quality recreation facilities to meet public needs and enhance the image of the agency [RU-1c].</li> <li>• Improve public understanding and support by effectively communicating the BLM's mission of multiple-use management to visitors [RU-1d].</li> </ul>

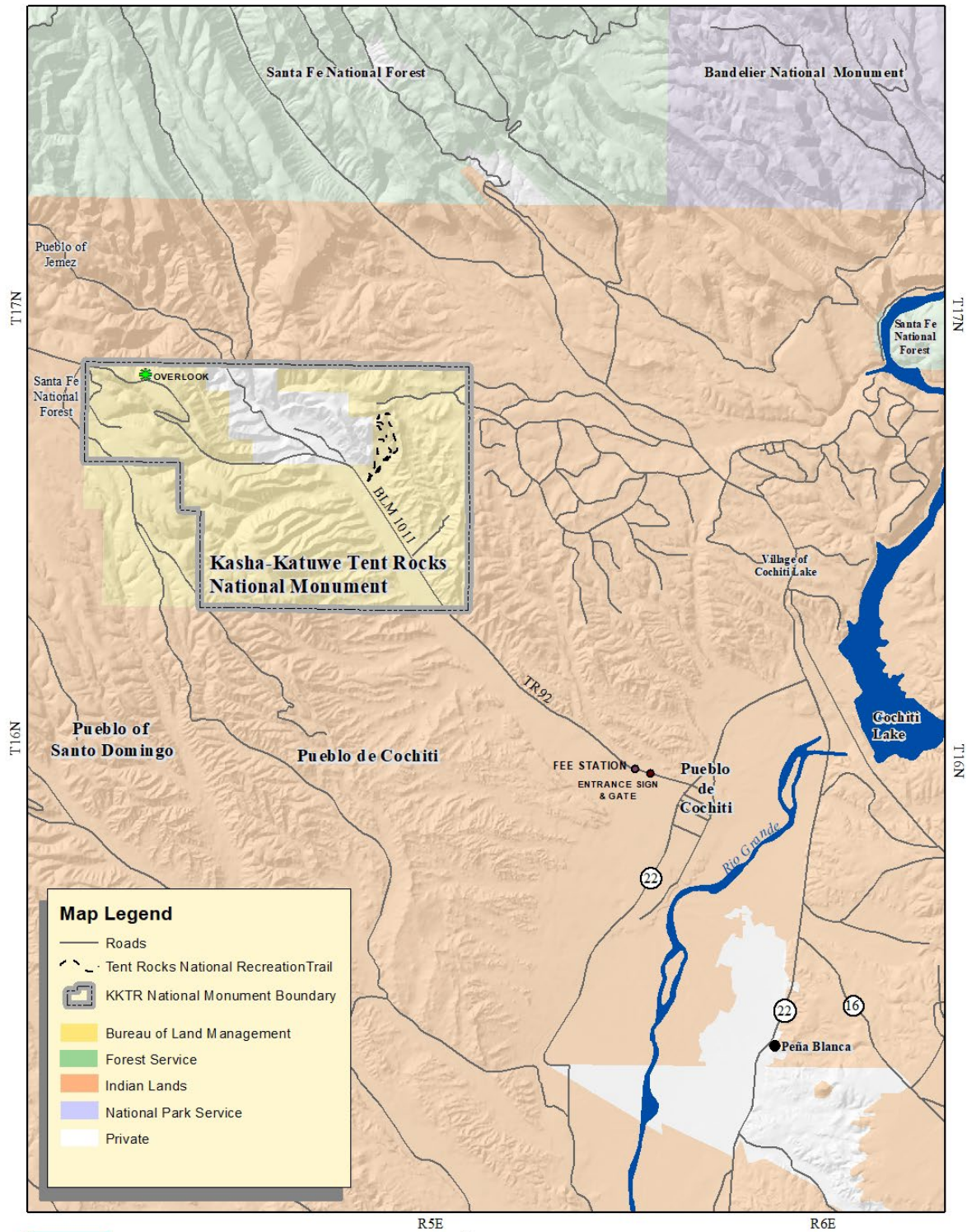
Resource or Use	Citation from Kasha-Katuwe Tent Rocks National Monument Record of Decision and Resource Management Plan of 2007
	<p>For Kasha-Katuwe Tent Rocks National Monument, the following additional objectives apply: Through the Cooperative Agreements between the Pueblo de Cochiti and the BLM, the two entities strive to achieve the following [RU-2]:</p> <ul style="list-style-type: none"> <li>• Enhance the manageability of the Monument [RU-2a].</li> <li>• Provide for resource protection, and visitor health and safety [RU-2b].</li> <li>• Provide outstanding customer service for visitors while controlling visitor use [RU-2c].</li> <li>• Provide for economic opportunity through employment and services [RU-2d].</li> <li>• Ensure continuity of traditional tribal practices [RU-2e].</li> <li>• Maintain tranquility for the Pueblo de Cochiti [RU-2f].</li> </ul> <p>Page 2-27 Recreational Uses, 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.</p> <p>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.</p> <p>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."</p> <p>Page 2-29 Recreational Uses, Allowable Uses and Actions:</p>

Resource or Use	Citation from Kasha-Katuwe Tent Rocks National Monument Record of Decision and Resource Management Plan of 2007
	<ul style="list-style-type: none"> <li>• Manage the 241 acres around the picnic facilities, National Recreation Trail, scenic overlook, and special geologic features for intensive visitation and use [RU-6].</li> <li>• 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].</li> <li>• Apply the rules of conduct for the protection of public land resources and visitors (as established at 43 CFR 8365).</li> <li>• Emphasize day use and prohibit camping or overnight occupancy [RU-8].</li> <li>• Collect, retain, and reinvest collected fees at Kasha Katuwe-Tent Rocks National Monument.</li> <li>• Continue the Cooperative Agreement with the Pueblo de Cochiti for assistance in fee collection.</li> <li>• 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.</li> <li>• 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.</li> <li>• Issue special-use permits for research and educational activities on a case-by-case basis.</li> <li>• 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].</li> </ul>
<p><b>Social and Economic Conditions</b></p>	<p>Page 2-35</p> <p>Goals and Objectives: 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>Management Actions, Allowable Uses and Actions:  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</p>



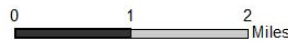
Resource or Use	Citation from Kasha-Katuwe Tent Rocks National Monument Record of Decision and Resource Management Plan of 2007
	<p>life of this plan. In addition, some tourism dollars will be spent in the local and regional economy. However, the size of the local community does not encourage long stays 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>Page ROD-5</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 National Monument Administrative Regional Map



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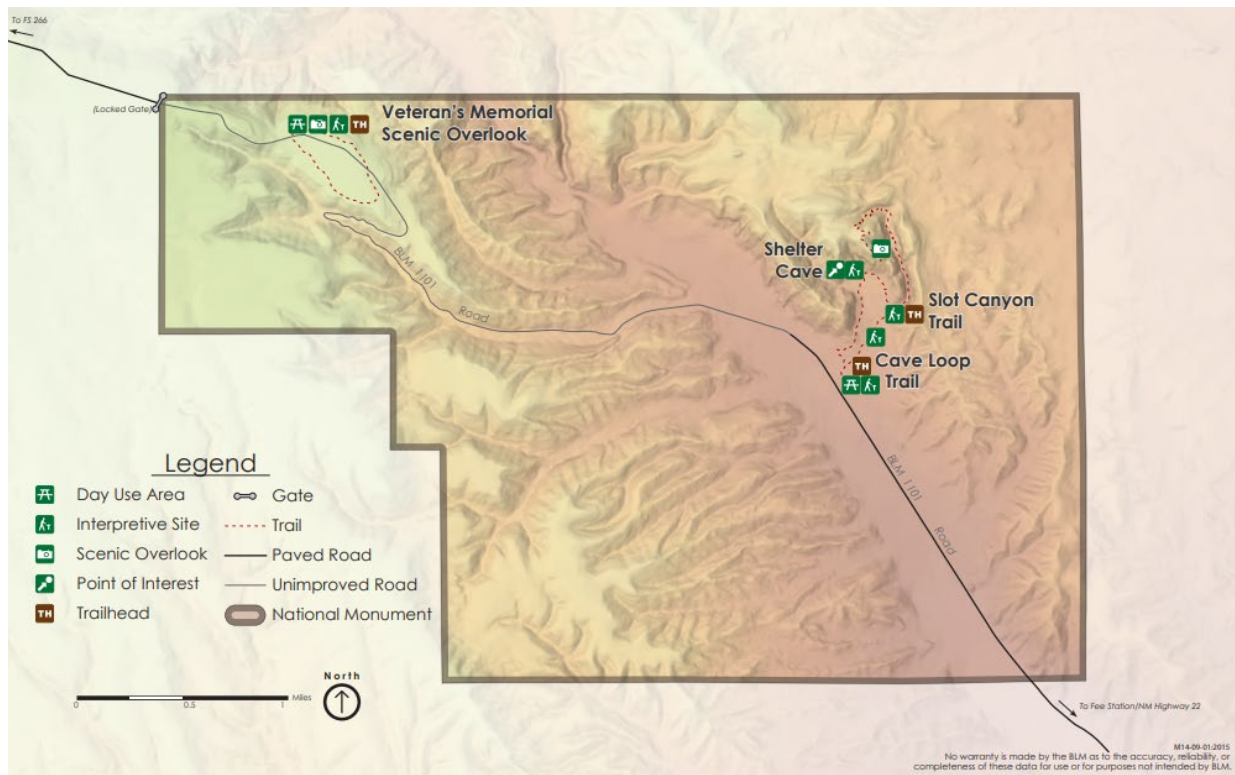
R5E



R6E

Projection: UTM Zone 13  
Datum: NAD 1983

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



## Appendix 4: Kasha-Katuwe Tent Rocks National Monument Fair Market Value Analysis 2024

Location	Agency	Fee*	Amenities
Rio Grande Nature Center State Park (New Mexico)	New Mexico State Parks	\$3/vehicle \$0/bike or walk-in \$15/bus or 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 (New Mexico)	New Mexico State Parks	\$5/vehicle \$0/bike or walk-in \$15/bus or tour vehicle	Visitor center, restroom facilities, hiking trails, picnic tables, amphitheater, gardens, gift shop, meeting room, parking spaces
Living Desert Zoo and Gardens State Park (New Mexico)	New Mexico State Parks	\$5/adult \$3/child (ages 7-12) \$0/child (ages 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 National Conservation Area (Nevada)	BLM	\$20/vehicle or RV (no passenger limit) \$10 motorcycle or scooter \$8 Bicycle \$5 Pedestrian	Visitor center, interpretive exhibits, gift shop, restroom facilities, hiking and biking trails, climbing areas, camping, parking spaces
Antelope Canyon (Arizona)	Navajo Nation Parks and Recreation	Private tours \$75-\$85/person	Entry by tour vehicle only. No other amenities
Zion National Park (Utah)	National Park Service	\$35/noncommercial vehicle (up to 15 passengers)  \$30/motorcycle  \$20/person with no vehicle  \$20/per person in noncommercial vehicle with 16-plus passengers  All listed passes in this entry are valid for 7 days	Visitor center, water, hiking and biking trails, backcountry hiking, restrooms, camping areas
Bryce Canyon National Park (Utah)	National Park Service	\$70/annual pass \$35/vehicle (up to 15 passengers, 7 day-pass) \$30/motorcycle (up to 2 people) \$20/individual (no vehicle, bicyclist, hiker, or pedestrian)	Visitor center, restrooms, hiking trails, optional shuttle services

Location	Agency	Fee*	Amenities
The Wave (Utah)	BLM	\$7/person (and per dog)/day \$9 application fee	Backcountry hiking, no facilities
Cochiti Lake day use area (New Mexico)	U.S. Army Corps of Engineers	\$3/personal vehicle (up to 4 passengers)	Camping (some sites have electricity), boating, picnicking, fishing, hiking
White Sands National Park (New Mexico)	National Park Service	\$25/private vehicle \$15/per person  All listed passes in this entry are valid for 7 days	Visitor center with restrooms, hiking trails, picnic areas, parking, backcountry hiking and camping, ranger-led hikes
Carlsbad Caverns National Park (New Mexico)	National Park Service	\$15/adult \$0/child (ages 15 and under) Passes must be purchased on NPS website	Visitor center, restrooms, gift shop, paved hiking path, parking, elevators, and some ABA-accessible paths
Chimney Rock National Monument (Colorado)	U.S. Forest Service	\$20/ private vehicle	Visitor center, restrooms, hiking, picnicking, parking, no water
Mesa Verde National Park (Colorado) (tours only)	National Park Service	\$8/person for Balcony House, Cliff Palace, Long House  \$25/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/person for Spring House  \$15/person for Wetherill Mesa Bike and Hike Adventure  \$10/person for Yucca House	Camping, hiking, equestrian trails, restrooms
Yosemite National Park (California)	National Park Service	\$35/vehicle (7-day pass) \$30/motorcycle (7-day pass)	Camping, restrooms, hiking

\*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.

# 15 References

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- BLM (Bureau of Land Management). 2007. Kasha-Katuwe Tent Rocks National Monument Record of Decision and Resource Management Plan. U.S. Department of the Interior, Bureau of Land Management, Rio Puerco Field Office, Albuquerque, NM.
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