

Chapter 2. Alternatives

The following chapter identifies the alternatives for management of the CCNM. To support the preservation focus of the CCNM, four management themes have been identified: protection, planning, research, and education.

Four alternatives are presented. The No Action Alternative corresponds to current management as established by existing laws, regulations, and management directives to guide daily management activities.

Alternative A (Balanced Management) strikes a balance between resource protection, low-impact recreation, and the need for further research and resource characterization to support informed land allocations.

Alternative A is the preferred alternative. Alternative B (Resource Protection Emphasis) was developed around a resource protection theme—the entire CCNM would be managed for maximum protection of the resources identified in the Presidential Proclamation. Alternative C (Recreation Opportunity Emphasis) emphasizes recreation of all types and targets resource protection efforts in areas where sensitive resources exist that require protection.

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2.1 Introduction

Four alternative management strategies for the CCNM, including the No Action Alternative, have been developed for consideration in this RMP/EIS. These alternatives were formulated through an analysis of current management practices; an issue-identification process directed at affected agencies and the public; and an inter-disciplinary development effort involving the core BLM planning team, and agencies and organizations that are cooperating with BLM in the RMP process. The Scoping Report (Appendix B) and the *California Coastal National Monument Management Situation Analysis* (Jones & Stokes 2004) document the interim results of this planning process. Chapter 1, “Introduction,” summarizes the issues raised during the scoping process and describes the legal framework within which this plan must fit. The alternatives in this plan are formulated around the major public issues identified during scoping.

The action alternatives described in this chapter are all capable of achieving the overall vision as outlined in the Presidential Proclamation, and the management goal discussed in Chapter 1, but with differing levels of goal attainment and environmental and social effects. This chapter also describes the overall management approach to the CCNM and management direction common to all alternatives, as well as alternatives that were initially identified but subsequently eliminated from detailed consideration. Alternatives were developed for each of the resource/use program areas described in Appendix C of the New Planning Handbook (H-1601-1—11/22/2000) that are appropriate to the CCNM. Alternatives for each resource/use program area were separately formulated because they are generally independent of alternatives for other program areas and issues. However, consideration was given to the implications for other program areas. Using these resource/use program area alternatives as a basis, cohesive alternatives that include actions for each of the resource/use program areas were formed, and a preferred alternative was identified. For some resource/use program areas within the context of the CCNM, no reasonably different alternatives exist; for these areas, management actions common to all alternatives are presented.

The following section gives an overview of the overall management approach to the monument. Summaries and detailed descriptions of the various management alternatives follow.

2.2 Overall Management Approach

Typically, an action for which an RMP is prepared involves two levels of management: a level that is represented by the detailed areas of allocation and management actions described for each alternative, and a second level that forms an overarching umbrella of management for the proposed action. This overarching level is described in this section, and the specific management identified here will be applied regardless of the alternative selected for each of the resource/use program areas. The following

discussion describes the elements constituting this level of management and represents the basic operating procedures for the monument.

2.2.1 Presidential Proclamation Management Directives

President Clinton's Proclamation establishing the CCNM (Appendix A) provides the basic framework for management of the monument. The Presidential Proclamation directs that the Secretary of the Interior manage the CCNM through BLM, pursuant to applicable legal authorities, to implement the purposes of the proclamation. The central purpose is clearly stated as protection of the natural, cultural, and biological resources that the monument lands represent. The Presidential Proclamation does not revoke any existing withdrawal, reservation, or appropriation of BLM lands along California's coast; however, the CCNM is identified as the principal reservation of these lands. Finally, the Presidential Proclamation does not enlarge or diminish the jurisdiction or authority of the State of California or the United States over submerged or other lands within the territorial waters off the coast of California. The Presidential Proclamation, while not specifying management, does establish the context within which the specific management for the monument will be defined.

2.2.2 Key Aspects of the Management Approach

To accomplish the overall vision for the CCNM, attention will be paid to three equally important aspects of the management approach—Preservation, Landscape, and Partnerships. Figure 2-1 summarizes the key aspects and focus of the management approach to the CCNM.

Preservation (Management Focus)

Preservation is the primary management focus for the CCNM. This focus applies directly to the more than 20,000 rocks and small islands that make up the CCNM (i.e., the portion above mean high tide). Four major elements constitute this management focus: protection, research, education, and planning. These elements and their interrelationships are described below.

Protection

As stated earlier, the primary focus of the CCNM is the protection of rocks and islands, and their geologic, biological, and cultural resources and related values as identified in the Presidential Proclamation. For this reason, other management priorities as established by BLM's multiple-use mandate under FLPMA have been determined to be secondary to this purpose.

Research

Research and scientific monitoring are critical elements in management of the CCNM, as they are the first steps to more clearly understanding the significance and extent of the resources that the CCNM is intended to protect. Agencies, public interest groups, and coastal researchers have emphasized the importance of the research aspect of CCNM management and have indicated interest in being actively involved in covering the gaps in the understanding of coastal resources and resource issues. Encouraging and coordinating research related to the coast and ocean interface (i.e., the "sea-land connection") will be a key aspect of implementing the CCNM RMP. Coordination with the collaborative partners listed below

will help to develop long-term monitoring strategies that are compatible with existing databases and that encourage better understanding of the coastal ecosystems.

Education

Education and associated public outreach form an important element around which effective management of the CCNM has been developed. The first task of this element is the continual effort to increase awareness of the CCNM, including what it is and what it is not. A second task of this element is linking CCNM education efforts with the numerous education initiatives that already exist regarding the various coastal and marine resources of California. The third task is to take advantage of existing and future partnerships and infrastructure, as well as cost-sharing opportunities to provide for cost-effective interpretation of CCNM resources.

Planning

Implementation of the RMP will involve development of additional, much more specific activity plans. A major challenge to implementing these plans will be coordinating with the wide range of management of the other agencies whose jurisdictions overlap or are adjacent to the lands of the CCNM. With 15 general land use plans for the California coastal counties, over two dozen local coastal programs (LCPs), various State Park general plans, the marine protected areas anticipated to come out of the MLPA process, four National Marine Sanctuary plans, and numerous other plans affecting the CCNM, simply coordinating with these plans and planning initiatives will result in a substantial workload. BLM and its core partners are dedicated to making the coordination of coastal plans a priority in their CCNM management approach.

Landscape (Ecosystem Focus)

Landscape is the ecosystem focus of the second management aspect of the CCNM. It is the more than 14,600 square nautical miles within which the CCNM is located (i.e., from the mean high tide line out 12 nautical miles along the entire 1,100 miles of the California coastline, from the Oregon border to the border with Mexico). As stated in the Presidential Proclamation, the CCNM contains “irreplaceable scientific values vital to protecting the fragile ecosystems of the California coastline.” It is the landscape aspect that connects the CCNM with the various ecosystems of which its rocks and small islands are an important part, and links the CCNM with the many jurisdictions and management responsibilities that together ensure the proper management and long-term protection of the California coastal and marine resources and values. This landscape also links the CCNM with its current and future partners, as well as with the public. In addition, it is this landscape that provides the opportunity for using the CCNM as a focal point for the “sea-land connection” that can help link the coastal initiatives with the marine initiatives.

To provide a complete ecological perspective to the landscape aspect of the CCNM and effectively manage the monument, all three of the basic dimensions of an ecosystem—physical, biological, and socio-cultural—need to be taken into account. Working to understand the interconnectedness of all three of these dimensions and to continue to apply our growing knowledge of this interconnection will be a key aspect to successfully managing the CCNM. Anything within the landscape can be placed within one of these three ecosystem dimensions. Each of these ecosystem dimensions (based on P. N. Manley et al. 1995) is briefly discussed in the following text.

Physical (Abiotic)

The physical dimension is made up of all of the non-organic, abiotic elements of an ecosystem. This consists of the non-living material components of the environment, such as rocks, water, and air; and can include the topography, geology, climate, nutrients, and hydrology.

Biological (Biotic)

The biological dimension is made up of all of the living or biotic elements of an ecosystem. This includes all plants and animals, as well as involving food webs, microbes, and diseases.

Socio-Cultural (Cultural)

The socio-cultural dimension consists of those elements of an ecosystem dealing with the origin, development, organization, and functioning of human societies and cultures. This includes all human-made modifications of the environment, current and past; and involves land uses, economics, beliefs, lifestyle, and social groups.

Partnerships (Collaboration Focus)

Partnerships provide the collaboration focus for the CCNM. Because the CCNM spans the entire length of California's coastline, management of the CCNM provides unique opportunities and challenges. The CCNM is located adjacent to or embedded within many jurisdictions, including lands and waters reserved, owned, or administered by the DOD; USCG; NPS; NOAA (which manages the four offshore marine sanctuaries); U.S. Forest Service (USFS); USFWS; DPR; State Lands Commission (SLC); private landholdings; 15 coastal counties; and numerous cities, communities, and municipalities.

The Presidential Proclamation makes it clear that the CCNM will remain under federal ownership and directs the Secretary of the Interior to manage the CCNM through BLM. Nevertheless, BLM needs to continue existing partnerships with other governmental agencies and private entities, while also pursuing new collaborations, to effectively implement management of the CCNM. To address the wide array of partnership opportunities, both existing and potential, three basic partnership categories have been established: core managing partners, collaborative partners, and stewards. A list of potential partnering agencies, and their potential role, is provided in Table 2-1.

Core Managing Partners

As mentioned above, BLM, DFG, and DPR serve as CCNM's core managing partners. These agencies are responsible for the day-to-day management of the entire CCNM. Through the interim MOU signed in spring 2000, BLM extended its partnership with DFG and added DPR, the state agency that administers 25 percent of the California coast. Other partners may have specific interests and involvement in specific parts or program aspects of the CCNM, but the core managing partners have the responsibility for the overall management of the CCNM. In concurrence with the Presidential Proclamation that established the CCNM and the interim MOU, BLM will function in a primary role in the administration of the CCNM; but the intent is to involve DFG and DPR in the management of the entire CCNM as much as possible and practical.

Table 2-1. Potential and Existing Partnerships for the CCNM

	Education and Interpretation	Inventory and Mapping	Research	Enforcement	Plan Coordination	Land Acquisition	Publicity	Sponsorship ¹
<i>Core Managing Partners</i>								
California Department of Fish and Game (DFG) (Marine Region and Office of Spill Protection and Response)	X	X	X	X	X		X	X
California Department of Parks and Recreation (DPR)	X	X	X	X	X		X	X
<i>Federal Agencies</i>								
U.S. Department of the Interior (DOI) National Park Service (NPS)	X	X	X		X		X	
DOI Fish and Wildlife Service	X	X	X	X	X		X	
DOI Geological Survey (Biological Services and Coast and Marine Geology Program)		X	X					
DOI Minerals Management Service	X	X	X		X			
U.S. Department of Commerce – National Oceanic and Atmospheric Administration (NOAA):								
National Ocean Service	X	X	X		X		X	
Office of Ocean and Coastal Resource Management		X	X		X			
National Marine Sanctuary Program								
Monterey Bay National Marine Sanctuary	X	X	X	X	X		X	
Gulf of the Farallones National Marine Sanctuary	X	X	X	X	X		X	
Cordell Banks National Marine Sanctuary	X	X	X	X	X		X	
Channel Islands National Marine Sanctuary	X	X	X	X	X		X	
National Marine Fisheries Service (NOAA Fisheries)	X	X	X	X	X			
National Marine Protected Areas	X	X	X		X		X	
Office of Coastal Mapping		X						
U.S. Department of Homeland Security – Coast Guard				X	X	X		
National Science Foundation			X					X
U.S. Department of Defense – Air Force, Navy, Marines, and Army				X	X	X		
U.S. Department of Agriculture – Forest Service (Los Padres National Forest)	X	X	X		X	X		

¹ Sponsorship refers to assistance, with in-kind or monetary.

Table 2-1. Potential and Existing Partnerships for the CCNM (continued)

	Education and Interpretation	Inventory and Mapping	Research	Enforcement	Plan Coordination	Land Acquisition	Publicity	Sponsorship ¹
<i>State Agencies</i>								
Resources Agency – California Ocean Resources Management Program		X	X		X		X	
California Coastal Commission		X	X		X		X	
California Coastal Conservancy	X				X		X	
California State Lands Commission		X	X		X			
California State Water Resources Control Board		X	X	X	X			
California Regional Water Quality Control Boards		X	X	X	X			
California Department of Forestry and Fire Protection		X						
California Department of Transportation (Caltrans)	X	X			X		X	
<i>Local Agencies</i>								
Cities and counties	X	X			X	X	X	
Law enforcement				X				
City and county parks and beaches	X			X	X		X	
Harbor commissions	X				X			
Beach Erosion Authority for Clean Oceans and Nourishment		X	X					
<i>Marine Research Institutions and Laboratories</i>								
Scripps Institution of Oceanography, University of California (UC) San Diego (La Jolla)	X	X	X				X	
Marine Science Institute, UC Santa Barbara (Goleta)	X	X	X				X	
Bodega Marine Laboratory, UC Davis (Bodega Bay)	X	X	X				X	
Institute of Marine Sciences, UC Santa Cruz (including Long Marine Laboratory and Seymour Marine Discovery Center)	X	X	X				X	
Moss Landing Marine Laboratories, The California State University	X	X	X				X	
Humboldt State University Telonicher Marine Laboratory (Trinidad)	X	X	X				X	
Hopkins Marine Station, Stanford University (Pacific Grove)	X	X	X				X	
Catalina Marine Science Center, University of Southern California (Catalina Island)	X	X	X				X	
Monterey Bay Aquarium Research Institute (Moss Landing)	X	X	X				X	
Orange County Marine Institute (Dana Point)	X	X	X				X	
Hancock Institute for Marine Studies (University of Southern California)	X	X	X				X	

Table 2-1. Potential and Existing Partnerships for the CCNM (continued)

	Education and Interpretation	Inventory and Mapping	Research	Enforcement	Plan Coordination	Land Acquisition	Publicity	Sponsorship ¹
<i>Marine Research Institutions and Laboratories (continued)</i>								
Southern California Marine Institute (Occidental College, University of Southern California, and California State University)	X	X	X				X	
Marine Science Center (UCLA)	X	X	X				X	
Hubb-Sea World Marine Laboratory (San Diego)	X	X	X				X	
Romberg Tiburon Center for Environmental Studies (San Francisco State University)	X	X	X				X	
Island Conservation and Ecology Group		X	X				X	
<i>Marine Aquariums</i>								
Monterey Bay Aquarium	X	X	X				X	
Cabrillo Marine Aquarium (San Pedro)	X	X	X				X	
Stephen Birch Aquarium, Scripps (La Jolla)	X	X	X				X	
Steinhart Aquarium, California Academy of Science (San Francisco)	X	X	X				X	
Aquarium of the Pacific (Long Beach)	X	X	X				X	
Sea World, San Diego	X	X	X				X	X
<i>Maritime and Other Museums</i>								
Santa Barbara Maritime Museum	X	X	X				X	
National Maritime Museum, NPS (San Francisco)	X	X	X				X	
San Diego Maritime Museum	X	X	X				X	
Los Angeles Maritime Museum (San Pedro)	X	X	X				X	
Ventura County Maritime Museum (Oxnard)	X	X	X				X	
Maritime Museum of Monterey	X	X	X				X	
Humboldt Bay Maritime Museum (Eureka)	X	X	X				X	
Santa Barbara Museum of Natural History	X	X	X				X	
<i>Other Non-Profit Organizations, Grant-Making Foundations, and Collaborations</i>								
Point Reyes Bird Observatory (PRBO) Conservation Science	X	X	X		X		X	
Ocean Conservancy	X	X	X				X	
Pacific Seabird Group	X	X	X				X	
The Otter Project, Inc.	X	X	X				X	
Save Our Shores	X	X	X	X			X	
Bay Keepers				X			X	
Surfrider Foundation	X	X	X	X			X	

Table 2-1. Potential and Existing Partnerships for the CCNM (continued)

	Education and Interpretation	Inventory and Mapping	Research	Enforcement	Plan Coordination	Land Acquisition	Publicity	Sponsorship ¹
<i>Other Non-Profit Organizations, Grant-Making Foundations, and Collaborations (continued)</i>								
Coastwalk								
California Coastal Coalition								
California Sea Grant	X	X	X					X
Partnership for Interdisciplinary Studies of Coastal Oceans (PISCO)	X	X	X				X	
Communication Partnership for Science and the Sea (COMPASS)		X	X				X	
Southern California Coastal Water Research Project		X	X				X	
Center for Integrated Coastal Observation, Research and Education (CI-CORE), The California State University	X	X	X				X	
Coastal Ocean Currents Monitoring Program		X	X					

The MOU under which this management partnership operates specifically states that the three agencies will:

- Collaborate in management of the CCNM,
- Authorize appropriate uses in the CCNM only following consultation among the parties,
- Work as partners in preserving the objects of historic and scientific interest for which the CCNM was established,
- Work on mapping and understanding the resources in the CCNM, and
- Work with the public to explain the values of the CCNM.

All three core managing partners are resource management agencies with statutory and regulatory authority that allows them to operate within the entire area of the CCNM. Although each of the agencies has its own unique authorities, collectively these three agencies can provide the needed management for the CCNM. BLM does not anticipate adding any other core managing partners. The involvement of other entities with management of the CCNM will be formalized through the use of the other two partnership categories.

It is anticipated that, as the planning and management for the CCNM move into the implementation stage, the field-level involvement of and coordination among the core managing partners—as well as the other CCNM partners—will become progressively more active. The local involvement of the CCNM's partners will be a key to the monument's future success.

Collaborative Partners

Collaborative partners will help to implement particular resource/use program areas throughout the monument. Most of the partnerships related to the CCNM will fall into this category. Collaborative partnerships will be developed with a wide variety of governmental, tribal, and private agencies and entities. These partners have specific interests or responsibilities that, when linked with the CCNM, enhance both the monument's purpose and the mission, goals, and purpose of the collaborative partner. These partnerships will include entities that oversee similar resources (e.g., seabirds or tidepools), have program-related interests (e.g., maritime heritage or marine protected species), are involved in a related activity (e.g., research or education), and/or oversee adjacent locations (e.g., an area within a National Marine Sanctuary). Collaborations could take the form of joint ventures with multiple participating partners.

When the Draft RMP/Draft EIS was printed, collaborative partnership agreements had been developed with NOAA's MBNMS and PRBO Conservation Science, a non-profit membership organization dedicated to conserving birds and other wildlife and their ecosystems through innovative scientific research and outreach.

Other potential collaborative partners include, but are not limited to: USCG, NOAA National Marine Protected Areas Center, NOAA Fisheries, USFWS, NPS, MMS, USGS, SLC, the California Coastal Conservancy, Santa Barbara Maritime Museum, University of California (UC) Davis Bodega Marine Laboratory, UC San Diego Scripps Institution of Oceanography, California State University Moss Landing Marine Laboratories, Monterey Bay Aquarium, PISCO, Point Arena Lighthouse Keepers, the Ocean Conservancy, the Surfriders Foundation, Save Our Shores, and Multi-Agency Rocky Intertidal Network (MARINe).

Stewards

This partnership category is for select entities with ownership and management responsibility for a specific portion of the coast that adjoins part of the CCNM. These partners agree to serve as stewards for that portion of the CCNM. Stewards will work with BLM and other partners to help in the management of a portion of the CCNM that is offshore of the steward's onshore property. Examples of potential stewardship partners include Vandenberg AFB (Santa Barbara County), the Town of Trinidad (Humboldt County), Crescent City Harbor District (Del Norte County), the Pebble Beach Company (Monterey County), and possibly some individual private landowners or landowner associations.

A stewardship agreement will be developed with each approved steward. Each agreement will identify the specific portion of the CCNM for which the steward will assist in the long-term management, as well as outline the expected roles and responsibilities of a steward while working with BLM and its various CCNM partners.

2.2.3 General Management Guidance

Monument Administration

BLM will use its existing operating procedures and guidance documents, and its MOU with DFG and DPR (attached as Appendix D) as a base to administer the CCNM. Administration by BLM is currently performed through a CCNM Manager, stationed in Monterey, California, and working under the Deputy State Director, Natural Resources in the BLM's California State Office in Sacramento. The CCNM Manager works closely with the BLM Field Managers of the five California BLM field offices with coastal responsibilities (i.e., Arcata, Ukiah, Hollister, Bakersfield, and Palm Springs/South Coast Field Offices) who have the day-to-day operational responsibilities related to their respective portion of the CCNM. The CCNM Manager has support from various BLM staff members from the five BLM coastal field offices, as well as from BLM California State Office staff members for a variety of resource and administrative functions.

The MOU for the core managing partners identifies that DFG and DPR will work as partners with BLM in preserving monument resources identified in the Presidential Proclamation, as well as mapping, evaluating, and communicating with the public regarding these resources. The MOU also requires consultation between the agencies before authorizing appropriate uses of the CCNM. To this extent, DFG and DPR also will participate in monument administration. In concordance with the Presidential Proclamation and the MOU, BLM will function in a primary role in monument administration.

Role and Responsibilities of Core Partners

As mentioned above, BLM has ultimate responsibility for the CCNM and its management. As such, it will serve as the final decision-making authority for actions on the monument, with consultation on major decisions to be conducted with DFG and DPR. DFG and DPR, while being involved in all aspects of CCNM management, will take more significant roles for managing individual elements of the CCNM as dictated by their respective agency missions and areas of expertise, at a level commensurate with available funding. To this end, DFG will provide significant support for biological resources management actions. DPR will provide significant support for recreation and education/interpretation management actions.

Direct and Indirect Management

The RMP identifies management actions that apply only to the individual rocks and islands of the CCNM. However, because the rocks and islands also are elements of a larger, closely connected coastal ecosystem, activities in the waters and lands adjacent to the CCNM have the potential to affect monument resources. Consequently, in addition to describing the management to be carried out within the CCNM, the RMP also includes management direction for participation in activities that could indirectly affect CCNM resources. This direction is expressed primarily through recommendations for coordination with other coastal initiatives and programs (e.g., California's Oil Spill Prevention and Response [OSPR] Program), as well as active participation in mainland education, interpretation, and recreation opportunities.

Specific Management Approaches

Management Sub-Unit Identification

Due to the sheer geographic spread and the substantial variability in physical, biological, and jurisdictional conditions along the length of California's coast, the CCNM has been subdivided into 36 individual management sub-units. These sub-units were developed as preliminary divisions to facilitate tailored management based on region-specific management issues. The sub-units have been distinguished using a variety of factors, including physiographic variability, presence and absence of CCNM properties, distance relationships between adjacent rock and island groups, and existing management jurisdiction boundaries. The intent of developing sub-units is to allow for distinctions in planning and management approach, and potentially for future creation of larger management units that can be assigned to partner managers for implementation of RMP actions. These sub-units are shown in Figures 2-2a–c and are described in Table 2-2. A more detailed description of the sub-units is contained in Appendix E. The management sub-units are considered preliminary; and the number, location, and definitions of these management units may be altered in the future through the RMP's adaptive management approach. The results of resource and public use inventories recommended in this plan will play a significant role in future adjustments to management boundaries in the CCNM.

Regionalized Management Approaches and Prototyping

Management of the CCNM is intended to be tailored to coastal location. As discussed above, the CCNM has been divided into smaller management units. These units or other logical divisions may be subject to varying management based on the geographic area, density, and character of monument features and associated resources in a given region; the number and engagement of partners; and local community interests and concerns. This site-specific management approach will extend to the implementation actions identified under the alternatives below—in particular, activities related to protection of CCNM resources and recreational, educational, and interpretative programs. Regional approaches will be implemented only to the extent that they do not undermine the core purpose of the CCNM (protection of resources) and remain feasible from a management and funding perspective.

The use of prototyping in management also will be implemented. Prototyping involves implementation of certain management approaches, particularly those that are relatively untested, on small portions of the coast to determine their usefulness, applicability, and potential for success in other specific areas. Highly successful approaches may be extended to the CCNM as a whole.

Public Role

In addition to learning about and appreciating the CCNM, the public has the potential to assist with management of the CCNM and its resources. This assistance may include participating in public advisory groups that will be formed as necessary and appropriate; participating in existing BLM Resource Advisory Committees (RACs); and undertaking management roles as part of specific public or private groups through MOUs following the partnership approach outlined above. In addition, BLM and its partners will continue to encourage establishment of or partnership with existing public foundations and other public groups for funding, interpretation, and education. The approach for public participation in CCNM management will be developed through implementation planning.

Regulations

As described in Chapter 1, the CCNM is currently managed under a variety of state and federal laws and regulations, including regulations that provide for protection of CCNM resources. FLPMA, ESA, MBTA, and MMPA are the principal bases for federal protection. From the state perspective, California Code of Regulations, Title 14, Section 630 (Appendix F) provides a basis for protection of ecological reserves such as the CCNM. Substantial additional regulation is not considered to be necessary. In certain cases, however, establishment of duplicative regulation at the federal and state levels may be desirable, as it would provide all three core managing partners and other enforcing entities equal jurisdiction to enforce regulations. In addition, targeted new regulation may be necessary where existing regulation is not sufficient to ensure adequate protection of CCNM resources. The preferred alternative, when adopted, could codify any new regulations based on the management actions identified.

Law Enforcement

Law enforcement efforts on and adjacent to the CCNM will continue under current jurisdictional limits, using existing legal and regulatory authority to achieve the goals of this plan. This includes enforcement of restrictions contained in the MOU between BLM, DPR, and DFG for management of the CCNM (Appendix D). BLM also intends to use CCNM management as a platform to increase coordination between enforcement agencies, including DFG, USFWS, USCG, NOAA, local law enforcement entities, and others (refer to Table 2-1). The goals of this coordination will be to clarify any existing jurisdictional confusion, improve enforcement of protective laws and regulations, focus enforcement resources on segments of the coast with the most sensitive¹ biological and cultural resources, and establish memoranda of understanding or cooperative agreements as needed to effectively protect the CCNM's resources. This may take the form of a law enforcement workgroup for the CCNM.

The main law enforcement issues that exist for CCNM resources include disturbance of wildlife from mainland activities, water-based recreation, and airplane and helicopter overflights; and emergency response to spills and accidents. Law enforcement staff involved in managing the CCNM will be educated regarding these issues, and enforcement efforts will be coordinated through BLM and/or BLM partner sponsorship of periodic law enforcement conferences at various locations along the coast.

¹ Here and elsewhere in this document, the term "sensitive" refers to resources that are particularly prone to degradation from human-related or other disturbance. For some resources, regulatory criteria determine sensitivity; for other resources, use of this term is a subjective determination based on the professional judgment of resource specialists.

Table 2-2. California Coastal National Monument Sub-Units

Sub-Unit	Location
1. Pelican Bay	Oregon border to north of Point Saint George (top of Section 16, T16N, R2W)
2. Crescent City	North of Point Saint George to south of Crescent City at Redwoods National Park boundary (top of Section 2, T15N, R1W)
3. Redwoods National and State Parks	South of Crescent City to Big Lagoon (north end of Patrick's Point SP)
4. Trinidad	Big Lagoon to south end of Little River SP
5. Humboldt Bay	South end of Little River SP to Centerville Beach County Park
6. Lost Coast	Centerville Beach County Park to Usal Creek
7. Cape Vizcaino/ Westport	Usal Creek to Ten Mile River
8. Fort Bragg/ Mendocino	Ten Mile River to Big River
9. Van Damme/ Navarro Head	Big River to Navarro River
10. Elk	Navarro River to Alder Creek at the north end of Manchester SP
11. Point Arena	Alder Creek to Moat Creek (top Section 30, T12N, R16W)
12. Saunders Reef/ Gualala	Moat Creek to Gualala River (Mendocino/Sonoma county line)
13. Sea Ranch/ Fort Ross	Gualala River to Jewell Gulch
14. Sonoma Coast	Jewell Gulch to Salmon Creek
15. Bodega Head	Salmon Creek to south of Dillon Beach (south of old University of Pacific marine station)
16. Point Reyes/ GGNRA	South of Dillon Beach to San Francisco/San Mateo county line
17. San Mateo/ Santa Cruz	San Francisco/San Mateo county line to Soquel Creek
18. Monterey Bay East	Soquel Creek to El Estero east of Monterey's Fisherman's Wharf
19. Monterey Peninsula	El Estero to Carmel River
20. Big Sur	Carmel River to San Carpoforo Creek
21. San Luis Obispo North	San Carpoforo Creek to Morro Rock
22. San Luis Obispo South	Morro Rock to Pismo Creek
23. Pismo/Guadalupe Dunes	Pismo Creek to Mussel Point (2½ miles south of Santa Maria River)
24. Vandenberg/Point Conception	Mussel Point to Cañada del Cojo
25. Santa Barbara/ Ventura	Cañada del Cojo to Mugu Lagoon and Mugu Rock
26. Malibu	Mugu Rock to Santa Monica Canyon
27. Los Angeles South Bay	Santa Monica to Malaga Cove (at north end of Palos Verdes Peninsula)
28. Palos Verdes	Malaga Cove to San Pedro Bay
29. Long Beach/ Newport Beach	San Pedro Bay to Newport Bay
30. Laguna Beach/San Clemente	Newport Bay to Orange/San Diego county line
31. San Diego North	Orange/San Diego county line to north end of Torrey Pines SB
32. La Jolla/ Point Loma	North end of Torrey Pines SB to North Island
33. San Diego South	North Island to Mexico border
34. Southern Channel Islands	San Clemente, Santa Catalina, Santa Barbara, and San Nicolas Islands
35. Northern Channel Islands	Anacapa, Santa Cruz, Santa Rosa, and San Miguel Islands

Table 2-2. California Coastal National Monument Sub-Units (continued)

Sub-Unit	Location
36. Farallon Islands	Southeast Farrallon, Middle Farallon, and North Farallon Islands

Notes:

GGNRA = Golden Gate National Recreation Area.

SB = State Beach.

Important laws and regulations guiding enforcement include the:

- Presidential Proclamation;
- Federal Land Policy and Management Act;
- Endangered Species Act;
- Clean Water Act (CWA);
- Marine Life Protection Act;
- Marine Mammal Protection Act;
- Migratory Bird Treaty Act;
- National Historic Preservation Act;
- Archeological Resources Protection Act;
- California Code of Regulations, Title 14, Section 630, Ecological Reserves;
- California Endangered Species Act (CESA); and
- California Fully Protected Species.

Management Revenue and Expenditures

BLM intends that plan implementation be fully funded and executed in the most cost-effective manner, and that revenues to support CCNM management are provided by core partner appropriations, grants, donations, and other funding sources. Because resource protection is the principal goal of the CCNM, visitation on the monument's rocks and islands, and use of such visitation as a basis for generating revenue, will not be emphasized.

The RMP has been developed so that management activities can be readily adapted to normal fluctuations in state and federal government funding sources. The current core partner MOU does not include a revenue development or sharing approach between BLM, DPR, and DFG. Specificity regarding shared revenues and costs will be sought as the relationship between the core partners is further defined during development of implementation plans for CCNM management. Contributions and grants from sources outside the federal and state management agencies also will continue to be sought in order to help meet the costs of protecting and enhancing the CCNM.

The core partners are dedicated to finding the most practical and efficient means of fully implementing the RMP. In this context, this includes consideration of total cost and degree of RMP goal attainment.

Plan Coordination

As discussed elsewhere, the California coast is the subject of many planning efforts. Similar to law enforcement, BLM intends to use the CCNM as a platform to increase coordination between the variety of plans and planning entities along the coast. As part of this effort, BLM and its partners will develop a protocol to track planning efforts on adjacent and overlapping jurisdictions, and will become involved in advisory and/or participating roles as appropriate to ensure protection of monument resources. In particular, BLM will work with the Marine Region of the DFG to ensure coordination between CCNM management and the actions taken under the MLPA as the marine protected areas planning process proceeds over the next few years. The results of this tracking effort will be used in subsequent RMP amendments and updates to ensure that the CCNM management is consistent with and relevant to other planning efforts along the coast.

The development of this draft RMP has included wide efforts to receive input from planning entities along the California coast. The broad circulation of this draft (in addition to future proposed RMPs) is made with the goal of receiving plan consistency information from the appropriate planning entities.

Resource Characterization

As previously discussed, no comprehensive inventory has been conducted to determine the extent and status of many CCNM resources. The data gaps that exist for the coastal rocks and islands make identifying appropriate management goals and strategies difficult. To improve this situation, BLM will seek the partnerships and funding needed to undertake detailed characterizations of monument resources. The goal of all resource characterization efforts will be to provide the information on resource distribution, condition, sensitivity, threats, and trends that will allow managers to focus their efforts to the greatest benefit of resource conservation.

Resource characterization also will be supported by research on the monument, discussed in more detail below.

Research Permitting and Coordination

The Presidential Proclamation identifies that the CCNM offers irreplaceable scientific values. Indeed, the monument serves as a platform for a wide variety of scientific research throughout the entire California coast. Entities conducting research along the coast are summarized in Table 2-3.

BLM will manage research activity on the monument through its existing permitting process, in close coordination with its core partners. BLM intends to take an active role in promoting and coordinating research along the entire California coast, especially as it relates to a better understanding of the coastal resources under its stewardship and their relationship to human activity. BLM will attempt to focus the research to achieve these ends through its permitting process. Specific focus will be placed on the ways in which research can contribute to the inventory and monitoring efforts identified above, and to the understanding of human activity effects on coastal resources. To avoid duplication, BLM will coordinate with DFG to develop a single permit that covers research and scientific collecting on the CCNM. BLM will also promote the sharing of research information to prevent unnecessary overlap of data collection. Information sharing programs such as NOAA's SIMoN, the Sanctuary Integrated Monitoring Program, may be used as models for coordinating research throughout the coast.

Potential research collaborators include California's ten primary marine laboratories, six marine aquariums, and seven maritime museums—as well as various state agencies, non-profit organizations, and research collaborations (e.g., PISCO, Communication Partnership for Science and the Sea [COMPASS]). For a more complete list, please refer to Table 2-1.

The specific protocols for research on the monument are described in the action alternatives below.

Table 2-3. California Coastal Research Institutions

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 Institution

College/University Institutions

Scripps Institution of Oceanography (University of California [UC] San Diego)
 Hancock Institute for Marine Studies (University of Southern California)
 Southern California Marine Institute (Occidental College, University of Southern California, and multiple campuses of California State University)
 Marine Science Center (UCLA)
 Moss Landing Marine Laboratories (California State University)
 Hopkins Marine Station (Stanford)
 Santa Barbara Marine Science Institute (UC Santa Barbara)
 Bodega Bay Marine Lab (UC Davis and UC Berkeley)
 Long Marine Lab (UC Santa Cruz)
 Humboldt State Marine Research Program (California State University)
 Romberg Tiburon Centers (California State University San Francisco)

Government Agencies

State Water Resources Control Board
 California Department of Fish and Game (including the California Department of Fish and Game Office of Oil Spill Prevention and Response)
 U.S. Fish and Wildlife Service
 U.S. Geological Survey
 U.S. Minerals Management Service
 National Oceanic and Atmospheric Administration
 Beach Erosion Authority for Clean Oceans and Nourishment
 California Oceans Resource Management Program (California Resources Agency)
 National Marine Sanctuaries
 Monterey Bay National Marine Sanctuary
 Gulf of the Farallones National Marine Sanctuary
 Cordell Banks National Marine Sanctuary
 Channel Islands National Marine Sanctuary

Museums and Aquariums

Santa Barbara Maritime Museum
 National Maritime Museum (San Francisco)
 San Diego Maritime Museum
 Los Angeles Maritime Museum
 Ventura County Maritime Museum
 Maritime Museum of Monterey
 Humboldt Bay Maritime Museum (Eureka)
 Monterey Bay Aquarium
 Cabrillo Marine Aquarium (San Pedro)

Table 2-3. California Coastal Research Institutions (continued)

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Institution
Museums and Aquariums (continued)
Stephen Birch Aquarium, Scripps Institution of Oceanography (La Jolla)
Steinhart Aquarium, California Academy of Science (San Francisco)
Aquarium of the Pacific (Long Beach)
Sea World, San Diego
Other Organizations (including nonprofits)
Pt. Reyes Bird Observatory Conservation Science
Ocean Conservancy
Pacific Seabird Group
The Otter Project, Inc.
Save Our Shores
Surfrider Foundation
California Coastal Coalition
California Sea Grant
Partnership for Interdisciplinary Studies of Coastal Oceans (PISCO)
Communication Partnership for Science and the Sea (COMPASS)
Southern California Coastal Water Research Project
Center for Integrated Coastal Observation, Research and Education (CI-CORE)
Coastal Ocean Currents Monitoring Program
Multi-Agency Rocky Intertidal Network (MARINe)

Publicity

Publicity for the CCNM and its associated resources, and research and visitor opportunities, will make use of multiple forms of media, including new and cutting-edge technologies. This may include, but is not limited to, print resources, products such as shirts and coffee mugs, tapes, compact discs (CDs), digital video discs (DVDs), and the internet. Potential outlets for distribution of this material include tourist agencies and tourist centers, coastal recreation facilities, coastal businesses such as bed and breakfasts, television shows, magazines, and other venues as appropriate and available (refer to Table 2-1 for a list of potential partners in publicity). The Virtual Monument, which will allow interaction with the CCNM from remote locations through the internet, is discussed in more detail under the implementation actions in the alternatives below.

Response to Oil Spills and Release of Other Toxic Materials

As part of CCNM management, BLM staff will become active participants in California's OSPR program and will participate with the U.S. Environmental Protection Agency (EPA) and the USCG in actions associated with the National Oil and Hazardous Substances Pollution Contingency Plan. As a participant in these efforts, BLM will offer a coordination role through its involvement with multiple jurisdictions, research entities, and resource steward organizations along the entire California coast. BLM staff will

become part of spill response teams along the California coast when spills pose a real threat to the biological and scenic resources contained on the monument. BLM also will provide information on the location of sensitive bird and pinniped populations, and will mobilize staff as appropriate to protect monument resources. The extent of BLM's role in these programs will be modified through the course of its involvement, with primary focus on providing information, coordination, and support to the appropriate spill response agencies regarding the location of sensitive monument resources. Specific activities related to oil spill response on the CCNM are identified in the alternatives below.

2.3 General Description of Each Alternative

The following paragraphs provide a summary of each management alternative developed for this RMP. The descriptions focus on the plan characteristics that distinguish the alternatives from each other. The alternatives are described in greater detail in later sections of this chapter.

2.3.1 No Action Alternative

The No Action Alternative corresponds to **current management as established by existing laws, regulations, and management directives** to guide daily management activities. The principal sources of present management guidance include the Presidential Proclamation, the BLM/DFG/DPR MOU, and the existing federal Area of Critical Environmental Concern (ACEC) and state Ecological Reserve designations. These directives emphasize the protection of the rocks and islands for their unique biological, cultural, and geologic values. Most of the day-to-day protective actions would continue to be taken by DFG staff, in reaction to individual incidents. Due to staffing limitations and a lack of comprehensive management guidance, there is limited consistency in management actions between the various regions of the coast, and no information is being collected that indicates the effectiveness of the management actions.

2.3.2 Alternative A (Balanced Management)

Alternative A, the preferred alternative, proposes to achieve the RMP's resource protection goal with a balance in objectives:

- Emphasizes protection of seabirds and marine mammals.
- Supports low-impact recreation ("appreciate from afar").
- Encourages a broad range of research activities on the entire monument.

The management approach of Alternative A would balance strategies between better-coordinated resource protection, low-impact recreation, and the need for further research to support informed land use decisions on the CCNM. In most resource/use program areas, site-specific management directives are not identified at this time; rather, resource uses, including recreation opportunities, would be provided to the extent that they do not adversely affect CCNM resources. Overall guidance for future research and educational programs is given, but specific locations for implementation of these programs are not identified.

2.3.3 Alternative B (Resource Protection Emphasis)

Alternative B proposes to achieve resource protection by focusing all major objectives of the management plan on protective actions. The major objectives are:

- Emphasizes protection of all natural and cultural resource values.
- Coastal recreation opportunities would be provided primarily through state and local government facilities.
- Emphasizes research to enhance resource protection.

Under Alternative B, the entire CCNM would be managed for maximum protection of resources. Further research would be conducted to support refinement of management zones in the future, to the extent that these activities would not affect monument resources. Educational and interpretive activities would emphasize protective actions. Associated programs would be implemented at a larger number of locations on the coast, to maximize awareness of CCNM resources and their unique value. Recreation and interpretive opportunities along the coast would continue to be provided primarily through use of state and local government facilities.

2.3.4 Alternative C (Recreation Opportunity Emphasis)

Alternative C proposes to provide resource protection by pursuing the following objectives:

- Promotes a greater variety of recreation opportunities and experiences (e.g. guided tours and kayaking trails).
- Focuses resource protection on known and probable sensitive sites.
- Supports an active interpretation program and research with a focus on human activity along the coast.

Alternative C focuses on the provision of active recreation opportunities on and adjacent to the monument wherever it would be protective of resource values. The plan provides for an active interpretation program at selected locations in support of the recreation opportunities. Resource protection focuses on known and suspected sensitive sites.

2.4 Alternatives

2.4.1 No Action Alternative

The “No Action” approach to CCNM management would involve continued reliance on existing laws, regulations, and management directives to guide daily management activities. The principal sources of management guidance would include the non-discretionary specific direction of the Presidential Proclamation, the core partner MOU, and the existing federal ACEC and state Ecological Reserve directives. Other federal and state regulations, and management directives of BLM, DFG, and DPR, would guide day-to-day activities.

The No Action Alternative would not provide or create opportunities for protection or enhancement of the monument values beyond the immediate measures of these existing authorities. The inclusion of this alternative in the RMP/ EIS allows the reader to compare the current management with various strategies for future management (see “Action Alternatives” below). The No Action Alternative will serve as a baseline for most resource and land use allocations. Descriptions of the current management situation for the CCNM’s various resources and uses are included in the January 2004 *California Coastal National Monument Management Situation Analysis* (Jones & Stokes 2004) located on the monument’s web site at http://www.ca.blm.gov/pdfs/pa_pdfs/coastalmonument_pdfs/Final_MSA.pdf.

Existing Regulations

Details regarding existing authorities making up the No Action Alternative may be found in Chapter 1 under “Related Plans” and “Existing Designations,” as well as in the laws identified in the section entitled “Criteria Established by Other Legislative Constraints.”

Of these various existing authorities, DFG’s Ecological Reserve regulations are perhaps most relevant to CCNM management. These are codified in Title 14, California Code of Regulations, Section 630 (included as Appendix F), and apply to all CCNM features within ½ mile of the coastline under the existing Ecological Reserve designation. Most CCNM features fall within this ½-mile boundary. The regulations, enforceable at the state level, include prohibitions on mining; grazing; disturbance of physical and biological resources; introduction or feeding of species; use of fire and firearms; vandalism; use of motor vehicles, boats, and aircraft; camping; littering; off-leash pets; falconry; and use of pesticides. The regulations also include provisions for ejection and restriction of public entry into the CCNM; provisions for implementation of enhancement and protective measures by DFG; and exemptions from various prohibitions for scientific collection, law enforcement, and fire suppression purposes.

Enforcement and Implementation

As previously discussed, the CCNM coastline and offshore areas include federal, state, local, and private jurisdictions. Enforcement entities include uniformed BLM law enforcement rangers, DOI special agents, DFG game wardens, DPR park rangers, county sheriffs, and state and local police. Responsibility for enforcement is determined based on the resource or activity, the relevant regulations, and which entity has authority to enforce these regulations.

Under current conditions, funds for staffing of the various managing agencies do not permit active patrolling or management of the CCNM, except for incidental enforcement and response to complaints. This situation is anticipated to continue under the No Action Alternative, with some variation as a result of changes in state and federal budgets from year to year.

2.4.2 Action Alternatives

The decisions in each action alternative concern both land use planning and implementation. The land use plan decisions (identified as “Plan Decisions” for each resource issue discussed) would be protestable to the BLM Director. The implementation decisions (identified as “Implementation Decisions”) could be appealed to the DOI Board of Land Appeals. A summary of management actions for the action alternatives is provided in Table 2-4 (at the end of the chapter).

Resources and Uses Dismissed from Further Consideration

The following resources and uses are not considered in the alternatives descriptions because of their absence on CCNM lands or their removal from use through earlier federal action:

- Wild horses and burros,
- Fire management,
- Forestry,
- Livestock grazing,
- Coal and oil shale,
- Fluid minerals,
- Locatable minerals,
- Mineral materials, and
- Nonenergy leasable minerals.

Decisions Common to All Action Alternatives

Decisions for the following issues are common to all action alternatives due to the monument constraints and the current status of visual and cadastral inventories:

- Management of visual resources,
- Special designations, and
- Cadastral support (surveying of boundaries and property lines).

Management of Visual Resources

OBJECTIVES

Under all action alternatives, the objectives for management of visual resources are to:

- Maintain the current visual quality and integrity of the landscape.
- Enhance the quality and integrity of visual resources where feasible and desirable.

PLAN DECISIONS

Future designation of the CCNM into Visual Resource Management (VRM) classes would be conducted to foster ongoing protection of the visual resources over time. The implementation actions identified below are required to support this effort.

Under all action alternatives, prior to the establishment of VRM classes for the monument, BLM would not grant permits, leases, rights-of-way, or easements for activities on the CCNM that would substantially alter the visual quality of the rocks and islands. This interim designation would be consistent with VRM Class II; the objective of this class designation is to preserve the existing character of the landscape, with a low level of change to the characteristic landscape. Visual contrast ratings would need to be completed for all proposed surface-disturbing projects to ensure that they meet VRM Class II objectives.

IMPLEMENTATION DECISIONS

Under all action alternatives, visual resources on the CCNM would be addressed through the following implementation activities:

- **Designation of VRM classes for all monument resources.** This may be conducted on a site-specific basis to support a particular implementation action (such as a land use authorization), as a comprehensive monument-wide inventory, or for particular regions as funding permits. VRM classes would be assigned following BLM's VRM policy, as described in the following handbooks, manuals, and information bulletins:
 - BLM Manual 8400 – Visual Resource Management (4/5/84),
 - BLM Handbook H-8410-1 – Visual Resources Inventory (1/17/86),
 - BLM Handbook H-8431-1 – Visual Resource Contrast Rating (4/6/84),
 - BLM Manual 1620 – Supplemental Program Guidance (11/14/86),
 - BLM Manual 1621 – Supplemental Guidance for Environmental Resources (1/14/86),
 - Information Bulletin (IM) 98-135 – Visual Resource Management (VRM) Policy Restatement (5/22/98), and
 - IM 98-164 – VRM Policy Restatement (9/8/98).

BLM would coordinate, as appropriate, with the California Coastal Commission, the California Coastal Conservancy, Caltrans, and similar management entities that may have existing inventory and classification data—with the goal of ensuring consistency and efficiency of applied visual resource inventory classes. BLM would explore potential links of its visual resource inventory to the California Scenic Highways program and the Federal Highway Administration National Scenic Byways program.

- Develop educational and interpretive materials that identify the nature and value of existing views and visual resources of the monument (discussed in more detail for each action alternative under the resource use “Education and Interpretation”).
- Encourage research that can better define the extent, nature, and value of existing views and visual resources of the monument (discussed in more detail for each action alternative under the “Research” resource use category). Following any research, maintain an inventory of all monument resources.

Special Designations

Special designations include ACECs, back-country byways, national recreation areas, national trails, and wilderness character designations.

OBJECTIVES

Under all action alternatives, the objective for special designations is to:

- Maintain special designations on the monument consistent with protection of the monument resources.

PLAN DECISIONS

After careful evaluation of the resources recognized by the 1990 designation of the California Islands Wildlife Sanctuary as an ACEC, it was determined that their protection would be enhanced by maintaining the ACEC designation. Under all action alternatives, the name of the California Islands Wildlife Sanctuary would be changed to the California Coastal ACEC, and the ACEC designation would be maintained.

Other special designations may occur in the future as warranted, following standard BLM procedures.

IMPLEMENTATION DECISIONS

Under all action alternatives, a public notice of the ACEC name change would be issued.

Cadastral Support

The land ownership decisions contained in this RMP would be enhanced by additional cadastral support. The many small rocks and islands under BLM jurisdiction along California's coast are not fully recorded and mapped. In some areas, jurisdiction between various federal, state, and local entities overlaps and land ownership is in question. Under all action alternatives, resolving these jurisdictional uncertainties would be a long-term goal, as it would help to improve long-term management of coastal resources.

OBJECTIVES

Under all action alternatives, the objective for cadastral support is to:

- Conduct cadastral surveys in support of new land exchanges or other changes in ownership.

PLAN DECISIONS

Under all action alternatives, changes in land ownership status of all rocks and islands under CCNM jurisdiction would be documented through surveying so that the geographic extent of land use decisions in this plan is clearly understood.

IMPLEMENTATION DECISIONS

Under all action alternatives, a survey strategy would be developed to guide cadastral work for the CCNM. Priority areas for surveying and mapping would be developed, and a time frame for completion would be specified.

2.4.3 Alternative A (Balanced Management)

Management of Resources

Management of resources under Alternative A includes a discussion of management actions for the following resources:

- Geologic, soil, and paleontologic resources;
- Cultural resources;

- Vegetation resources; and
- Wildlife resources.

Geologic, Soil, and Paleontologic Resources

OBJECTIVES

Under Alternative A, the objectives for geologic, soil, and paleontologic resources are to:

- Maintain the current quality and integrity of geologic, soil, and paleontologic resources.
- Enhance the quality and integrity of these resources where they have been impaired as a result of human activities.

PLAN DECISIONS

Under Alternative A, no plan decisions for geologic, soil, and paleontologic resources have been identified at this time. The management actions identified for other resources and uses in this plan would provide some protection to the physical resources of the CCNM.

IMPLEMENTATION DECISIONS

Implementation under Alternative A would involve the following measures:

- Develop educational and interpretive materials that identify the nature and value of physical resources of the monument (discussed in more detail under the resource use “Education and Interpretation”).
- Restrict on-island recreational activities that would harm the physical resources of the monument (discussed in more detail under the resource use “Recreation”).
- Encourage research that can better define the extent, nature, and value of physical resources of the monument (discussed in more detail under the “Research” resource use category). Following any research, maintain an inventory of all monument resources.
- Develop criteria for identifying resources requiring protection. Criteria may include, but not be limited to, the unique nature of the resource in question, the sensitivity of the resource to disturbance, and the threat or potential threat to the resource. Identify areas requiring additional management based on the above criteria. This process would be ongoing as information becomes available through research and inventory.
- Develop a resource protection plan that includes the physical resources of the CCNM.

Note that specific resource protections contained in existing BLM land withdrawals and guidance contained in the core partner MOU prohibit removal of minerals with commercial value from the CCNM.

Cultural Resources

OBJECTIVES

Under Alternative A, the objectives for cultural resources are to:

- Permanently protect all significant cultural resources from human-caused disturbance or destruction, and from natural disturbance and destruction when feasible.
- Obtain scientifically and ethnographically relevant information from the resources, so far as resources are not destroyed during recovery, in order to inform us about past human activities.
- Offer ongoing interpretation of acquired information for the public.

PLAN DECISIONS

All rocks and islands with known cultural resource sites on the CCNM would be identified for monitoring and protection from activities authorized by BLM. Cultural resources would be managed for their information, public, or conservation values as per BLM Manual 1623, FLPMA, and NHPA. Table 2-5 lists known cultural resource sites that would receive monitoring and protective actions under Alternative A. Other sites may be added to this list as they are identified through inventory activities.

Table 2-5. Known Cultural Resource Sites in the CCNM That Would Be Monitored and Protected under Alternatives A and C

Map (USGS 7.5 quad)	Site # or Report Name	Recorder/Author	Description
Monterey Peninsula	Mnt-130	G. Breschini (1974)	Large prehistoric habitation site
Port San Lucas	SLo-1163	G. Caruso (1986)	Prehistoric shell midden
Morro Bay South	SLo-497	L. Payen (1967)	Prehistoric shell midden
Point Arguello	SBa-2634H	N. DelCioppo (1983)	Shipwreck (1854)

In addition, consultation with the State Historic Preservation Office under Section 106 of the NHPA would be completed, and its results incorporated into the Final Resource Management Plan and Record of Decision.

IMPLEMENTATION DECISIONS

Guidelines for managing cultural resources would be implemented under Alternative A as described in the revised BLM 8100-Series Cultural Resource Management Manual sections (up to 2001) and under the National (1997) and California State (1998) Programmatic Agreements between the Office of Historic Preservation and BLM. Additional implementation actions under Alternative A include preparation of a Cultural Resources Management Plan (CRMP), consultation with Native American tribes, determination of eligibility of CCNM properties for listing in the NRHP, and protection and inventory of significant cultural properties in the CCNM.

- **Cultural Resources Management Plan.** Prepare a CRMP for historic properties in the CCNM that would benefit all potentially significant cultural resources. To this end, BLM would partner with NPS and DPR to create an integrated, long-term CRMP. The CRMP would provide the basis for developing a programmatic agreement for phased management of the CCNM, including processes for inventory and evaluation, and for research and education opportunities, which are identified in further detail below. The programmatic agreement would be a legally acceptable compliance procedure implemented in consultation with the California SHPO and the ACHP.
- **Consultation with Tribes.** Under Alternative A, BLM would establish a program of government-to-government consultation with the Native American Heritage Commission (NAHC) and interested Native American tribes. Involving tribal governments and the SHPO

closely at the outset of planning would greatly facilitate coordination and consultation at later stages of planning, and management of local rocks and islands of interest to these tribes. Additionally, partnering with the NAHC would help to develop relationships with non-federally recognized Native American groups who may have an interest in stewardship of offshore traditional cultural properties (TCPs).

Native American requests to practice traditional activities or participate in interpretive activities on the CCNM would be welcomed and would be approved on a case-by-case basis, consistent with the overriding purpose of monument management, which is preservation of biological, physical, and cultural resources contained on the rocks and islands of the monument.

BLM would consult further with Native American tribes to gather information about traditional use areas and activities that may include elements of the CCNM.

- **Eligibility of CCNM Properties for Listing in the NRHP.** Under Alternative A, the primary management direction would be to prepare nominations for all cultural resources in the CCNM that are potentially eligible for listing in the NRHP and to obtain a determination of which resources are suitable for listing. Until formal NRHP eligibility determinations are made in consultation with the SHPO, each known resource would be managed as if it were a significant cultural resource. If resources are found suitable for listing, management plans would be prepared for each eligible resource that address preservation actions, including management of site visitation.
- **Monitoring and Protection.** Under Alternative A, BLM would enforce laws against illegal resource use at all potentially NRHP-eligible sites and the locations around them where public access is likely. Administrative and physical measures to protect all historic properties in the CCNM would include monitoring of resource condition, surveillance by law enforcement personnel in potential problem areas, public education, and involvement of interested parties in conformance with the Archaeological Resources Protection Act (ARPA).

If any cultural materials or sites were encountered during inventory, monitoring, or research activities in the CCNM, all work would be stopped until the find is evaluated by a qualified archaeologist.

- **Education and Interpretation.** Under Alternative A, an education and interpretation program would be developed around the CCNM's significant cultural properties (discussed in more detail under the resource use "Education and Interpretation"). The program would include printed and web-based material, and may also involve public events organized around historic and/or prehistoric themes at or near significant coastal sites. Collaboration with various entities would be undertaken to provide interpretive opportunities, with museums offering the best opportunities for developing cooperative cultural resources education and interpretive programs.

As part of this effort, BLM may cooperate with DPR, various maritime museums in California, local historical societies, and MMS to develop a "Shipwreck Trail" of known shipwrecks in the CCNM.

- **On-Island Activities.** On-island recreational activities that would harm the physical resources of the monument would be restricted (discussed in more detail under the resource use "Recreation").
- **Research and Resource Characterization.** Encourage research that can better define the extent, nature, and value of physical resources of the monument (discussed in more detail under the "Research" resource use category). Following any research, maintain an inventory of all monument resources. Cooperate with DPR, regional information centers of the California

Historical Resources Information System (CHRIS), and Native American groups represented along the coast. Additional collaborators may be engaged, including professors, graduate students, and research associates of the University of California and the California State University systems—and private universities that conduct anthropological research off California’s mainland. For example, the Cotsen Institute of Archaeology at UC Los Angeles sponsors archaeological research on the Channel and Farallon Islands, and the UC Davis Bodega Bay Marine Laboratory sponsors research related to Coast Miwok intertidal resource procurement. Partnering with academic institutions to facilitate and encourage research opportunities would help to fill cultural resource data gaps in the CCNM.

Vegetation Resources

OBJECTIVES

The objectives for vegetation resources under Alternative A are to:

- Maintain the current quality and integrity of the resource.
- Enhance the quality and integrity of the resource where it has been determined to be impaired as a result of human activities.

PLAN DECISIONS

No activities would be allowed on the monument that would result in loss of native plants, unless otherwise permitted through BLM’s normal procedures for granting access for research or other activities. The implementation actions identified below are required to support this effort.

A program for control and eradication of invasive plant species on the CCNM rocks and islands would be developed and implemented under Alternative A. This effort would be designed to reduce competition with native plants and encourage the long-term survival of native plant communities. Invasive plant control could be achieved through manual or mechanical removal, chemical applications, or use of fire; control methods would be consistent with the resource protection emphasis contained in this plan. More detail regarding invasive plant control is given in the implementation decisions below.

IMPLEMENTATION DECISIONS

Implementation under Alternative A would involve the following measures:

- Develop an invasive plant species management and eradication program, consistent with the long-term protection of native plant communities. Control measures would primarily consist of manual and mechanical removal, and use of fire. Use of herbicides would be restricted to specific situations when all other alternatives are determined to be unfeasible and ineffective. Control measures would incorporate best management practices (BMPs) and other strategies to protect air quality, protect water quality, avoid adverse noise effects, and minimize erosion. Measures taken to remove or control invasive species would be planned carefully to ensure that no major adverse effects on native organisms or sensitive monument resources would result (e.g., activities would be conducted outside relevant breeding seasons for marine mammals). Other appropriate measures would be implemented to minimize any adverse effects on non-target species. Temporary degradation of visual resources would be avoided through screening ground disturbance activities and replanting, with native plant species, any disturbed areas for erosion control and visual quality as soon as possible immediately following disturbance. Prior to use of

herbicides, the potential effects on the human environment would be assessed using the NEPA process and would be made available for public comments.

- Develop educational and interpretive materials that identify the nature and value of vegetation resources of the monument (discussed in more detail under the resource use “Education and Interpretation”).
- Restrict on-island activities that would harm the vegetation resources of the monument (discussed in more detail under the resource use “Recreation”).
- Encourage research that can better define the extent, nature, and value of vegetation resources of the monument (discussed in more detail under the “Research” resource use category). Following any research, maintain an inventory of all monument resources.
- Develop criteria for identifying resources requiring protection. Criteria may include, but not be limited to, the unique nature of the resource in question, the sensitivity of the resource to disturbance, and the threat or potential threat to the resource. Identify areas requiring additional management based on the above criteria. This process would be ongoing as information becomes available through the research and inventory process.
- Develop a resource protection plan that includes the vegetation resources of the CCNM.

Note that specific resource protections contained in existing DFG regulations and guidance contained in the core partner MOU already prohibit removal of plant materials from the CCNM.

Wildlife Resources

Management activities identified below are conservative, with the intent of accomplishing specific goals with a minimum of negative effect on marine birds and mammals. Most management options considered for the CCNM likely would be designed and conducted in cooperation with other government agencies, universities and colleges, nonprofit groups, consultants, and volunteers; and they would be implemented in concert with pre-existing regulations.

Sensitive wildlife resource areas are defined as sites hosting significant populations of nesting or roosting seabirds, or breeding or resting marine mammals. Sensitive areas would be identified using existing knowledge of the distribution of these species. In addition, potentially sensitive areas would be assessed for their importance by using characteristics of known sensitive sites.

Under Alternative A, protection actions would include managing both human visitors and wildlife populations. Activities involving management of people would probably be the easiest to accomplish and have the greatest potential for immediate positive results. Most direct human disturbance can be managed effectively through education (as discussed elsewhere in this document) and the implementation of seasonal restrictions on some activities, using the existing authorities of BLM and its core partner, DFG.

OBJECTIVES

The objectives for wildlife resources under Alternative A are to:

- Maintain native populations of marine birds, mammals, and intertidal species throughout the monument.
- Enhance populations of these species that have been adversely affected by human activity.

PLAN DECISIONS

Under Alternative A, management and protection of marine birds and mammals would be accomplished through identification of sensitive wildlife resource areas. BLM would work cooperatively with DFG, DPR, USFWS, and other agencies to identify rocks and islands with known or suspected populations of seabirds, marine mammals, and/or intertidal species. This identification process would be a dynamic one. As new information came to light, site status would be changed appropriately. All areas known to host such populations would be subject to the management actions identified below. Appendix G provides preliminary lists of known marine bird and mammal sites on the CCNM.

Following identification of sensitive wildlife resources areas, BLM would take action, and encourage other agencies with legal jurisdiction to take action, to restrict access on and around the sensitive areas during known nesting and pupping seasons. Exceptions for access would be made only in conjunction with local knowledge of marine bird and mammal use, existing and potential use conflicts, and enforcement considerations. Activities that should be closely managed during seasonal restrictions would include all activities with the potential to disturb wildlife. These activities include, but are not restricted to, scuba diving and snorkeling, seaweed collecting, boat traffic (including kayaking), overflights by airplanes, rock climbing, and onshore activities (e.g., fireworks displays) near sensitive sites. Restrictions would be implemented seasonally, based on the known nesting and pupping seasons for marine birds and mammals. These seasonal restrictions are identified in Table 2-6. In addition to supporting enforcement of the seasonal restrictions, site-specific management may be implemented by BLM and its core managing partners on these sites and elsewhere as identified in the implementation actions below.

Under Alternative A, BLM would work with federal, state, and local partners to minimize or eliminate the need for additional listing of species under the ESA and to contribute to the recovery of the species already listed as such. BLM would take measures to promote the recovery and conservation of all special-status animal species within the CCNM, in accordance with applicable ESA regulations and BLM policy (Manual 6840). Management actions for special-status species would include those listed above and in the implementation decisions below. Federally and state-protected species that occur or have the potential to occur on the CCNM are discussed in Section 3.3, "Wildlife Resources."

A program for control and eradication of invasive wildlife species on the CCNM rocks and islands also would be developed and implemented under Alternative A. This effort would be designed to reduce competition of invasive species with native wildlife and to encourage the long-term survival of native plant communities and wildlife habitat. Invasive wildlife control would be achieved through control methods developed to be consistent with the resource protection emphasis contained in this plan. More detail regarding invasive wildlife control is given in the implementation decisions below.

Finally, consultation with the USFWS pursuant to the ESA would be conducted, and the results would be incorporated into the Final Resource Management Plan and Record of Decision.

IMPLEMENTATION DECISIONS

Implementation decisions under Alternative A include protection measures, special-status species management, invasive species management, education and enforcement, and inventory and future management.

- **Habitat Improvement Measures.** BLM, in cooperation with its core managing partners, would develop and implement measures to improve habitat (including removal or control of invasive plant or animal species on offshore rocks), and to control predators.

- **Seasonal Restrictions.** BLM would work cooperatively with DFG, DPR, USFWS, and other agencies with the appropriate legal authority to restrict access on the monument during nesting and pupping seasons for known sensitive wildlife populations. Modifications would be made only in conjunction with local knowledge of marine bird and mammal use, existing and potential use conflicts, and enforcement considerations.
- **Special-Status Species Management.** Under Alternative A, the primary role of the CCNM relating to conserving and recovering special-status species would be to protect the important role of the offshore rocks and islands in providing breeding, nesting, and resting sites for these species. BLM would take measures to promote the recovery and conservation of all special-status animal species within the CCNM, in accordance with applicable ESA regulations and BLM policy (Manual 6840).

Suitable brown pelican roost sites, while not noted in most of the literature, are an exceedingly important component of the recovery strategy for this species. Management of the CCNM as described previously would ensure that these roost sites are free from substantial disturbance. Because local knowledge is probably the most accurate in terms of identifying these sites, the role of BLM's field offices and partners would be crucial in developing local management strategies.

The recently listed Xantus's murrelet and populations of Steller sea lion would benefit from reduced disturbance as a result of seasonal restrictions.

- **Invasive Species Management.** Under Alternative A, a program for control and eradication of invasive wildlife species on the CCNM rocks and islands would be developed and implemented where effects on native populations of marine birds and mammals, and other monument resources, have been documented or are suspected. Priorities for implementation would be given to areas where problems are most acute (such as areas where native populations are shown to be in decline as a result of invasive species). This effort would be designed to reduce competition with native wildlife, predation on native vegetation, and degradation of other sensitive resources (e.g., soils)—and would encourage the long-term survival of native or unique monument communities and resources. Measures taken to remove or control invasive species would be planned carefully to ensure that no major adverse effects on native organisms or sensitive monument resources would result (e.g., activities would be conducted outside relevant breeding seasons for marine mammals). Appropriate BMPs and other measures would be implemented to minimize any adverse effects on non-target species, natural resources, and the human environment (including noise and air quality). Temporary degradation of visual resources would be avoided through screening ground disturbance activities and replanting any disturbed areas, with native plant species, for erosion control and visual quality as soon as possible immediately following disturbance.
- **Enforcement.** Enforcement of the identified restrictions and the existing laws protecting marine birds and mammals would be conducted in cooperation with a range of law enforcement organizations, including DFG wardens, DPR rangers, local municipal officers, and volunteer stewards. Initial enforcement efforts would target the locations identified in Appendix G.

Table 2-6. Approximate Dates for Nesting and Pupping Periods for Marine Birds and Pinnipeds in the CCNM

Bird Species	Egg Dates	Chick Dates
Leach's storm-petrel	10 May – 15 September	2 July – 25 November
Ashy storm-petrel	1 May – 1 October	20 June – 15 January
Black storm-petrel	20 May – 7 August	7 July – 15 November
Fork-tailed storm-petrel	18 March – 21 April	21 June – 15 August
Brown pelican	1 December – 15 August	1 January – 15 September
Double-crested cormorant	20 April – 20 August	20 May – 30 August
Pelagic cormorant	28 April – 30 August	10 June – 25 October
Brandt's cormorant	10 April – 30 July	5 May – 15 September
Black oystercatcher	15 April – 21 August	7 May – 31 October
Western gull	22 April – 7 July	10 May – 27 August
Common murre	26 April – 9 June	22 May – 10 August
Pigeon guillemot	28 April – 3 August	2 June – 30 August
Xantus's murrelet	20 February – 10 June	25 May – 30 July
Cassin's auklet	15 March – 29 July	10 May – 20 September
Rhinoceros auklet	15 April – ?	? – 21 August
Tufted puffin	15 April – ?	? – 21 August
Pinniped Species	Pupping Dates	
Steller sea lion	15 May – 15 July	
California sea lion	20 May – July 31; most are born in late June	
Harbor seal	March – August	
Northern elephant seal	15 December – 15 January	

Note: Annual variation may substantially modify these dates. Management options under Alternatives A through C should use these dates as a guide for establishing seasonal restrictions on specific sites. Courtship activities and nest establishment take place prior to these dates and are also considered periods of extreme sensitivity.

- **Education and Interpretation.** Educational and interpretive materials would be developed that identify the nature and value of wildlife resources of the monument (discussed in more detail under the resource use “Education and Interpretation”). Near important marine bird nesting sites and at access points, appropriate signs and educational materials would be made available to the public.
- **On-Island Activities.** On-island activities that would harm the wildlife resources of the monument would be restricted (discussed in more detail under the resource use “Recreation”).
- **Research and Inventory.** BLM would make elimination of the identified gaps in knowledge about the distribution and status of marine birds and mammals the primary goal of wildlife research in the CCONM (discussed in more detail under the “Research” resource use category). This research could be accomplished through BLM activities or through partnerships. The task would be to identify specific data gaps, publicize the need for specific survey and status investigations, and cooperate with appropriate groups to enhance their ability to perform the necessary projects. Academic institutions, professional conservation organizations, private consultants, and local Audubon or docent/steward groups all would be potential participants in these efforts—depending on the scope and the nature of the projects. Protocols for research would be carefully developed to ensure that they are cost effective and repeatable. Further, these protocols would specify who is qualified to perform the various types of research and surveys.

Following any research, an inventory of all monument resources would be maintained. Certain inventory priorities would be established at the outset, including:

- Perform a monument-wide survey of marine birds and mammal populations at 10-year intervals using protocols developed by SOWLS et al. (1980) and Carter (pers. comm.), and modified to include recently developed survey techniques. The modifications of this survey protocol would preserve the ability to compare future data with these earlier benchmarks.
 - Perform annual photographic documentation of conspicuous colonies of seabirds, such as cormorants, western gulls, and common murrelets. These annual photographs would be taken at an established time and under defined conditions each year so that the data are comparable over years and reflect, to the best extent possible, the maximum number of nesting birds.
 - Perform focused surveys—especially in northern California and at sites in southern California potentially hosting Xantus’ murrelets—for populations of nocturnal, burrow, or crevice-nesting species such as storm-petrels and the small alcids.
 - Perform additional focused annual surveys on selected species and sites based on partnership/stakeholder interest and abilities. For example, at sites where marine bird colonies are visible from the mainland and counts of nesting birds or assessments of their reproductive status can be conducted easily, local groups or individuals could perform valuable long-term monitoring projects.
 - Determine the status of invasive wildlife species and their effects on native populations. Inventory efforts would include surveying for invasive species such as rodents (e.g. *Rattus* sp. and *Mus musculus*) and Canada goose (*Branta canadensis*).
- **Criteria for Future Management.** Based on the information gained from these activities, criteria for identifying resources requiring protection and management would be developed. Criteria may include, but not be limited to, the unique nature of the resource in question, the sensitivity of the resource to disturbance, and the threat or potential threat to the resource. Areas requiring additional management would be identified based on the established criteria. The identification process would be dynamic so that as new information came to light, site status

would be changed as appropriate. Undocumented populations of marine birds would most likely fall into the categories of nocturnal, burrowing, or crevice-nesting birds or widespread species that nest in small numbers at any one site. These criteria would include such characteristics as:

- ❑ Rocks and islands with soil or extensive cavities that provide potential nesting sites for storm-petrels and burrowing alcsids;
 - ❑ Cliffs that are inaccessible to terrestrial predators and have niches or crevices that are suitable nesting sites for pelagic cormorants and pigeon guillemots; and
 - ❑ Mussel flats adjacent to or part of rocks and islands that project above high waves sufficiently to allow oystercatcher nests.
- **Resource Protection Plan.** A resource protection plan would be developed that includes the wildlife resources of the CCNM.

Management of Resource Uses

Management of resource uses under Alternative A includes a discussion of management actions for the following:

- Recreation,
- Education and interpretation,
- Research,
- Land tenure adjustments, and
- Land use authorizations.

Recreation

California's coastline provides one of the most popular and scenic recreational opportunities in the United States. Visitors from across the country and around the world use the land and waters surrounding the CCNM rocks and islands for active and passive recreation, ranging from surfing and sailing to beach-combing, nature viewing, and photography. Under Alternative A, BLM and its partners would direct their efforts toward education and interpretation of these visitors, consistent with the central management theme of resource protection. Coastal visitors would be encouraged to participate in recreational pursuits that are respectful of the biological, cultural, physical, and scenic values of the monument. The health and safety of coastal visitors would also be a central theme in recreation programs promoted by the CCNM managing agencies.

Under Alternative A, recreation activities on or adjacent to the CCNM would be consistent with the primary purpose for which the CCNM was created—protection of monument resources and related values. Accordingly, allowable uses would focus on low-impact and non-invasive forms of recreation. Uses would be based on providing recreational experiences from the mainland and, to a lesser extent, from the ocean, with limited opportunities to engage in recreation on the monument itself. To participate in decisions regarding recreation adjacent to monument lands, BLM would work with those entities already responsible for control of recreation access to the coast, including its core partner DPR, NPS, and other entities as appropriate.

Management of the CCNM would focus on providing unique experiences, not on duplicating the extensive recreation activities and facilities already available at State Parks and other coastal public recreation areas. This management focus would allow for recreation programs and uses that are unique to the CCNM, while meeting the mandate to give primary emphasis to resource protection. Visitors

enjoying the monument would know that they are seeing a place where nature is protected in its most pristine form. Other types of recreation activities, such as those with a sporting or competitive emphasis, are already well served in other locations.

OBJECTIVES

The objectives for recreation under Alternative A are to:

- Provide the minimal necessary additional facilities needed to support a low-impact recreation program.
- Enable frequent contact between visitors recreating on or near the monument and managers to promote environmental education and maintenance of ecosystem integrity.
- Provide a use strategy with an appropriate level of access to the CCNM's resources.

PLAN DECISIONS

Under Alternative A, BLM would not place or permit the placement of recreational facilities on monument lands. Organized recreational activities would be discouraged and would be allowed only through issuance of a special use permit.

The following activities would be encouraged or permitted:

- Low-impact forms of recreation, such as wildlife viewing, photography and painting, and appropriate water sports (including swimming, kayaking, and sailing), from the mainland or adjacent waters, to the extent that these activities do not adversely affect monument resources.
- Filming, if the activity complies with plan provisions. Permits for commercial filming would be required, and the preparation of a NEPA document may be required.
- Special events may be approved, if the event meets plan provisions. Permits would be required.

The following activities would be specifically prohibited on CCNM lands because they are inconsistent with protection of monument resources and/or for public safety reasons:

- Camping.
- Littering.
- Use of fire.
- Vandalism.
- Off-highway vehicle (OHV) use. The entire CCNM would be designated as closed to vehicle travel under the BLM OHV Regulations (43 CFR Subpart 8342 – Designation of Areas and Trails).
- Use of the CCNM as a launching or receiving point for hang gliding, including hang gliders, paragliders, ultralights, and motorized aircraft.
- Recreational paintball and other forms of shooting, including discharge of gas and air-propelled weapons and simulated weapons.
- Pet exercising.

- Competitive events.
- Rock climbing.
- Appropriation, injury, destruction, or removal of any feature of this monument. Exceptions could include those authorized by permit in association with authorized research or management activities, the collection of small amounts of seaweed and invertebrates for personal, non-commercial use, and the collection of certain natural materials by Native American Indians under BLM permit. Exceptions would be allowed only when not in violation of the California Code of Regulations and other state and federal restrictions, or for emergency or management purposes.

IMPLEMENTATION DECISIONS

Under Alternative A, management of the allowed and prohibited recreational activities at the CCNM would be achieved through the following measures, to be undertaken in coordination with the core managing partners and other partnering entities as appropriate:

- Mainland points of recreational access would be designated where BLM or its partners have an active presence in managing recreation. A small number of new locations would be designated for construction of recreational facilities.
- Recreational programs would be developed that focus on passive, low-impact recreational activities at designated recreational access points, using existing or new BLM or partner facilities and infrastructure as funding permits.
- Signage would be installed at key locations along the coast regarding the encouraged and prohibited recreational uses of the CCNM (discussed in more detail in “Plan Decisions” above). Warning signs would be provided in hazardous areas with high visitation or acute risks.
- Educational and interpretive materials would be developed that identify the nature and value of recreational opportunities of the monument (discussed in more detail under the resource use “Recreation”). Printed and web-based resources publicizing the encouraged and prohibited recreational uses of the CCNM would be generated and distributed. The location of key recreation access points to the monument also would be described. Training and brochures/educational material regarding protection of CCNM resources would be provided to other entities offering recreation along the coast (e.g., county parks employees and kayak rental companies).
- Research that can better define the extent, nature, and value of recreational opportunities of the monument would be encouraged (discussed in more detail under the “Research” resource use category). Following any research, an inventory of all monument resources would be maintained.
- Points of recreational access would be designated, using—at a minimum—the following criteria:
 - Proximity to existing partner recreation sites and key recreational opportunities (e.g., BLM coastal properties, State Parks, county parks, bluff trails overlooking CCNM, and prime viewing areas) and access points (e.g., boat launches, beaches, and overlooks);
 - Sensitivity of CCNM resources in the vicinity (marine mammals, breeding birds, intertidal species and cultural and botanical resources) to recreational activities; and
 - Local community interests and concerns.

Appendix H contains a preliminary list of potential points of recreational access. Note that designation of points of access on mainland BLM properties could require plan amendments for the relevant RMP.

- All facilities to be constructed would implement appropriate BMPs and other measures to avoid adverse effects on natural resources and the human environment. Specific provisions would include, but would not be limited to:
 - All new structures would be designed and constructed to resist seismic effects, according to specific site conditions, as provided in the Uniform Building Code (UBC). Geotechnical surveys would be conducted as appropriate, and their recommendations would be implemented to avoid geologic and other hazards.
 - All new structures would be designed to meet the standards outlined in relevant county general plans and other governing plans, and would conform to the requirements of relevant regulations (e.g., grading and noise ordinances).
 - All facilities would be constructed in a manner consistent with the existing visual character of the coastal environment so as not to detract from existing scenic resources, including but not limited to construction materials, height, and landscaping. BLM would work with Caltrans and local counties and cities along the coast as appropriate to ensure that development along scenic routes (e.g., SR 1) preserves coastal vistas.
 - Construction activities would implement erosion and dust control measures, BMPs, hazardous materials spill prevention and response plans, and noise control measures to avoid any degradation of air quality or water quality—or threats to human health, and to maintain the existing noise environment.
 - Construction activities would minimize the disturbance of native vegetation and wildlife; and BLM would consult with USFWS, NOAA Fisheries, and DFG prior to conducting any construction activities with potential to adversely affect federally or state-listed special-status species. Similarly, BLM would consult with the SHPO prior to engaging in any construction activities with the potential to degrade eligible cultural resources.
 - BLM or partnering entities would ensure that adequate staffing is available to support police and emergency services at new or upgraded facilities where these facilities are anticipated to draw increased numbers of visitors.
 - Utilities, such as electricity, sewer or septic systems, and potable water, would be provided at all major new or upgraded facilities.
 - BLM or partnering entities would provide adequate parking and turning lanes/pullouts as necessary for all new or upgraded facilities.

Education and Interpretation

Similar to management of recreation, management of education and interpretation under Alternative A would focus on providing unique experiences—not on duplicating the extensive educational and interpretive activities and facilities already available at DPR facilities and other public coastal recreation areas. The key focus of CCNM education and interpretation programs would be to foster and increase public awareness regarding monument resources to support the core purpose of the CCNM—resource protection.

OBJECTIVES

The objectives for education and interpretation under Alternative A are to:

- Provide opportunities for year-round, outstanding environmental interpretation and education at the CCNM.
- Provide the minimal necessary additional facilities needed to support the education and interpretation program.
- Enable frequent contact between visitors and managers to promote environmental education and maintenance of ecosystem integrity.
- Offer a continuing program of outreach to local and regional schools and environmental organizations in order to foster environmental education and support for CCNM protection and enhancement.
- Increase the opportunities for socio-cultural and educational experiences by visitors.

PLAN DECISIONS

Under Alternative A, there would be no educational or interpretive facilities or programs allowed on monument lands. Points of visitor contact, located on the mainland adjacent to the CCNM, would be designated during plan implementation.

IMPLEMENTATION DECISIONS

Under Alternative A, education and interpretation activities at the CCNM would be achieved through the following measures:

- **Education and Interpretation Plan.** Under Alternative A, management of education and interpretation at the CCNM would be achieved through the development of an Education and Interpretation Plan, which would identify goals, themes, general guidelines, and an action plan for CCNM education and interpretation. As part of this plan, the following measures would be undertaken in coordination with the core managing partners and other partnering entities, as appropriate:
 - Conduct a comprehensive inventory of existing coastal facilities that could serve as points of visitor contact. The inventory would address the criteria given above for selection of points of contact. A preliminary list of coastal facilities is included in Appendix H.
 - Designate mainland points of visitor contact where visitors would be able to receive educational and interpretive materials regarding the CCNM.
 - Develop educational and interpretive programs at these points of contact, using existing or new BLM or partner facilities and infrastructure, as funding permits.
 - Generate and distribute printed and web-based resources regarding the CCNM, using the guidance in the discussions below of “Virtual Monument” and “Interpretive Themes.” Educational and interpretive materials would be offered in multiple languages, as appropriate, to allow greater accessibility by minority populations.

BLM and/or its partners would organize or sponsor many of the activities discussed above on a regular basis, either on their own initiative or in response to requests from interested organizations. Activities would include opportunities for docent-led exploration. The purpose of

these activities would be to impart environmental knowledge, foster respect for ecological systems, and nurture support for protection and enhancement of the CCNM's unique ecological resources.

- **Points of Contact.** Mainland points of contact would be developed to provide individuals and organizations opportunities for nature study and photography, interpretive sites and walks, school and community outreach programs, and special thematic events related to the unique resources of the CCNM. Points of visitor contact would be designated using the following criteria:
 - Presence of appropriate pre-existing visitor facilities and infrastructure to accommodate CCNM educational exhibits and interpretation (e.g., visitor centers and parking and day use areas);
 - Sensitivity of CCNM resources in the vicinity (e.g., proximity to poaching areas and sensitivity to disturbance from shoreline);
 - Size and number of rocks and islands in the vicinity;
 - Proximity to well traveled roads and frequently visited coastal public properties;
 - Visual accessibility from nearby vistas, roads, and other coastal access points;
 - Local community interests and concerns;
 - Costs associated with establishing visitor contact, and availability of funds; and
 - Participation by partnering entities.

Two types of contact points with CCNM visitors would be designated: direct points of contact and self-guided points of contact. Direct points of contact would be hosted sites. Hosting would be performed by BLM or its partners, depending on the site. Examples include areas with visitor centers, entrance kiosks, and park offices. Self-guided points of contact would be un-hosted sites where interpretive displays, wayside exhibits, and nature trails would be available.

Appendix H contains a preliminary list of potential points of visitor contact. Note that designation of points of contact on mainland BLM properties could require plan amendments for the relevant RMP.

- **Provisions for Facility Construction.** All facilities to be constructed would implement appropriate BMPs and other measures to avoid adverse effects on natural resources and the human environment. Specific provisions would include but would not be limited to:
 - New education/interpretation facilities would be located on the landward side of SR 1 to the maximum extent practicable to protect the quality of the scenic values of the CCNM and adjacent lands for persons traveling along that route.
 - All new structures would be designed and constructed to resist seismic effects, according to specific site conditions, as provided in the UBC. Geotechnical surveys would be conducted as appropriate, and their recommendations would be implemented to avoid geologic and other hazards.
 - All new structures would be designed to meet the standards outlined in relevant county general plans and other governing plans, and would conform to the requirements of relevant regulations (e.g., grading and noise ordinances).

- ❑ All facilities would be constructed in a manner consistent with the existing visual character of the coastal environment so as not to detract from existing scenic resources, including but not limited to construction materials, height, and landscaping. BLM would work with Caltrans and local counties and cities along the coast as appropriate to ensure that development along scenic routes (e.g., SR 1) preserves coastal vistas.
 - ❑ Construction activities would implement erosion and dust control measures, BMPs, hazardous materials spill prevention and response plans, and noise control measures to avoid any degradation of air quality or water quality—or threats to human health, and to maintain the existing noise environment.
 - ❑ Construction activities would minimize the disturbance of native vegetation and wildlife; and BLM would consult with USFWS, NOAA Fisheries, and DFG prior to conducting any construction activities with the potential to adversely affect federally or state-listed special-status species. Similarly, BLM would consult with the SHPO prior to engaging in any construction activities with the potential to degrade eligible cultural resources.
 - ❑ BLM or partnering entities would ensure that adequate staffing is available to support police and emergency services at new or upgraded facilities where they are anticipated to draw increased numbers of visitors.
 - ❑ Utilities, such as electricity, sewer or septic systems, and potable water, would be provided at all major new or upgraded facilities.
 - ❑ BLM would provide adequate parking and turning lanes/pullouts as necessary at all new or upgraded facilities.
- **Virtual Monument.** An important component of the Education and Interpretation Plan for the CCNM under Alternative A is the Virtual Monument. This would be a web site that provides information about the monument’s natural and cultural resources, its recreational amenities and access points, and travel information. The Virtual Monument would target two user groups: individuals planning a trip to the monument, and those simply interested in learning about the monument. Interactive maps and web-based geographic information systems (GIS) would allow users to “surf” the CCNM. Live cameras stationed along the coast may be installed to allow people to observe their favorite site in real time, and archives of photos and research reports would allow students to study the CCNM from their home or classroom. Travel planning calendars would highlight the seasonal viewing opportunities, scheduled programs, and special events along the coast. The Virtual Monument also would inform the public of habitat destruction that could occur if CCNM resources are accessed anywhere other than the designated interpretive points.
 - **Interpretive Themes.** Interpretive themes are written statements that guide the design and text writing of various products that may include wayside exhibits, visitor center exhibits, brochures, audiovisual presentations, and web sites. For the purposes of this plan, these themes are proposed for the development of a series of 10 wayside interpretive panels that could be duplicated and installed at the direct and self-guided points of contact at the CCNM. Not every access point would need all 10 interpretive panels. It is anticipated that some of these themes would be presented in a statewide brochure and in a series of web pages to promote visitation to the monument.

Interpretive themes would be divided into three categories: general information about the CCNM, specific information about resources found within the monument, and information about recreational uses and restrictions. Under Alternative A, interpretive themes would also be further

developed on a site-specific basis, with local messages that fit with the overall themes given below. A preliminary list of themes is provided below (a more detailed list is included in Appendix I):

- ❑ The CCNM is a refuge from mainland activities.
 - ❑ The CCNM is a major migration corridor that is composed of all of the rocks and islands.
 - ❑ The CCNM is the last land-based frontier for research on coastal resources.
 - ❑ The CCNM represents the connection between land and sea on California's coast.
 - ❑ All elements of CCNM management are achieved through partnerships.
 - ❑ The CCNM is a unique recreational opportunity.
 - ❑ Views of the CCNM represent the vastness of the ocean.
- **Tourism Marketing Plan.** An independent tourism marketing plan would be developed as a follow-up to this management plan to identify target markets, tourism partnership opportunities, and key messages before work begins on broader marketing materials.

Research

As discussed under "Overall Management Approach," BLM would encourage research that addresses missing or incomplete data regarding the CCNM's resources and the uses of those resources. Information that relates to the effects of RMP management strategies and provides baseline monitoring to measure changes and effects over time would be sought through both formal research and less structured monitoring.

Effective management of the CCNM resources requires a full understanding of resource components, their interrelationships and processes, and the effects of human activities on and adjacent to the monument. This understanding can be obtained only by the accumulation and analysis of information produced by scientific methods. Under Alternative A, appropriate scientific studies would be encouraged to increase understanding of human and ecological processes and resources, and to seek to understand the unique values of the CCNM. The ultimate goal of research at the CCNM would be to develop scientific understanding in order to further the goals for which the CCNM is established.

OBJECTIVES

The objectives for research under Alternative A are to:

- Manage a broad range of research efforts in the CCNM to achieve a balance between gathering important scientific data needed to understand and protect the ecological integrity of the CCNM and protecting that integrity from intrusion of the research process.
- Coordinate and focus coastal research on the principal issues associated with the sea-land interface.

PLAN DECISIONS

Under Alternative A, research would be permitted throughout the CCNM, consistent with the approval criteria identified in the implementation decisions below. Where specific criteria for approval have not

been developed, decisions to issue research permits on monument lands would be made on a case-by-case basis.

IMPLEMENTATION DECISIONS

Under Alternative A, research at the CCNM would be achieved through the following measures:

- **Research/Monitoring Permit System.** BLM would develop a Research/Monitoring Permit with the core managing partners that could be used by all three agencies. The permit would be required for scientific studies on CCNM land that involve fieldwork or specimen collection with the potential to disturb resources. The permit process would follow current BLM practices. Permits would not be issued when the activity may directly or indirectly adversely affect seabird or pinniped colonies during the nesting/pupping or rearing seasons. When permits are required for scientific activities pertaining solely to cultural resources, including archaeology, ethnography, history, cultural museum objects, cultural landscapes, and historic and prehistoric structures, other permit procedures would apply pursuant to applicable regulations. BLM could authorize partner staff to carry out official duties without requiring a permit. BLM and partner staff would need to comply with professional standards and conditions normally associated with scientific research/monitoring permits issued by BLM.

BLM would approve or deny a research/monitoring permit based on an evaluation of favorable and unfavorable factors (see below) and on an assessment of perceived risks and benefits. Although BLM staff would work with applicants to arrive at a mutually acceptable research design, for some activities, no acceptable mitigating measures may be possible, and the application may be denied.

- **Research/Monitoring Permit Evaluation Criteria.** During plan implementation, BLM would develop and finalize a set of criteria to be applied when considering research permits. Under Alternative A, several factors would be considered by BLM and its core partners in approving or denying research at the CCNM. The following criteria are proposed at this time, but this list would be refined during the early stages of plan implementation.

The suitability of proposed research would increase when the following conditions were met:

- Information is useful to an increased understanding of the CCNM's resources and thereby contributes to effective management and/or interpretation of resources.
- Sharing of information is scheduled with CCNM managers, including any manuscripts, publication, maps, and databases that the researcher is willing to share.
- Problems or questions are of importance to science or society and show promise of making an important contribution to knowledge of the subject matter.
- A principal investigator and support team with a record of accomplishment in the proposed field of investigation have demonstrated their ability to work cooperatively and safely and to accomplish the desired tasks within a reasonable timeframe.
- The investigators prepare occasional summaries of findings for public use, such as seminars and brochures.
- Natural and cultural resources, operations, and visitors are not disrupted.
- The safety of researchers and others is not compromised.
- Cataloging and care of collected specimens are planned.

- Details about provisions for meeting logistical needs are provided.
- The research is supported academically and financially.
- Fieldwork, analyses, and reporting would all be completed within a reasonable time frame.

The suitability of proposed research would diminish under the following conditions:

- Activities would adversely affect the experiences of visitors to the monument.
- The potential exists for an adverse effect on natural, cultural, or scenic resources—particularly on nonrenewable resources, such as archaeological and fossil sites or geologic formations.
- The research is redundant to previous research conducted in the CCNM or in other similar ecosystems (unless designed to corroborate studies in other areas).
- The potential exists for creating a risk of hazard to the researchers, visitors, or ecosystem integrity.
- Extensive collecting of natural materials is planned or unnecessarily replicates existing voucher collections.
- Substantial logistical, administrative, curatorial, or project monitoring support by BLM staff is required.
- Time is insufficient to allow necessary review and consultation.
- The principal investigator lacks scientific institutional affiliation or recognized experience in conducting scientific research.
- Scientific detail and justification are inadequate to support achieving the study objectives.
- BLM would require the submittal of specific information with research proposals. This information would include but would not be limited to the following:
 - Power equipment or potentially hazardous materials to be used;
 - Numbers of staff entering the CCNM;
 - Duration and frequency of field visits;
 - Degree of staff intrusion and conformance with seasonal and other closures due to presence of species of concern;
 - Proposed flagging, marking of survey stations, and other intrusions; and
 - Description of actions to minimize effects on visitors, wildlife, and ecosystems (e.g., food storage and trash storage).
- **Research/Monitoring Permit Procedure Guidelines.** The following guidelines would apply to all permit applications for research and monitoring:
 - **Permit Authorization.** BLM would authorize research and monitoring proposals under 43 CFR 2920, “Leases, Permits, and Easements through issuance of a Special Use Permit.”
 - **Qualified Applicants.** Any individual may apply if he/she has qualifications and experience to conduct scientific studies or represents a reputable scientific or educational institution or a federal, tribal, or state agency.

- ❑ **Processing Time Requirements.** It is recommended that application for permits be received by BLM at least 180 days in advance of the first planned field activities. Projects requiring access to restricted locations or during critical nesting seasons—or projects proposing activities with sensitive resources, such as threatened and endangered species or cultural sites, usually require extensive review and can require 90 days or longer to complete any needed consultations with DFG, NOAA Fisheries, SHPO ,or USFWS.
- ❑ **Additional Required Approvals.** In some cases, other federal or state agency permits or approvals may be required before BLM can approve an application for a research/monitoring permit. The principal investigator is required to provide BLM with copies of such permits with its application. (Applicants are encouraged to contact BLM staff to determine whether additional permits may be required in conjunction with a proposed study.)
- ❑ **Research Proposal.** Applications for research/monitoring permits must include a research proposal.
- ❑ **Proposal Review.** Each proposal would be reviewed for compliance with NEPA; ESA; CESA; and the requirements of other laws, regulations, and policies. The CCNM Manager also may require internal and/or external scientific review, depending on the complexity and sensitivity of the work being proposed and other factors, such as the availability of staff expertise for adequate evaluation. The applicant may expedite review of a proposal by providing existing peer reviews or by providing the names and addresses of appropriate persons recommended to assist in review of the proposal.
- ❑ **Timing of Review.** The time required to review the permit application and accompanying study proposal would be proportional to the type and magnitude of the proposed research/monitoring. A single visit to the CCNM for a nonmanipulative research project would require a relatively simple proposal, and the permitting decision would be expedited. A highly manipulative or intrusive investigation with the potential to affect nonrenewable, rare, or delicate resources—or needing detailed planning or logistics—would require more extensive and longer review.
- ❑ **BLM Response.** The principal investigator would receive notice of the approval or rejection of the application by written correspondence via mail, electronic mail, or facsimile. If modifications or changes in a study proposal initially deemed unacceptable would make the proposal acceptable, BLM would suggest them at this time. If the application is rejected, the applicant may consult with BLM staff, clarify issues, suggest modifications, and submit an amended application, if appropriate.
- ❑ **Performance Procedures.** If the proposal is approved, the applicant would receive a copy of a Special Use Permit, which must be signed and returned. The permit would then be validated and an approved copy would be returned to the applicant, at which time activities in the CCNM may begin. A list of names of all persons involved in field research must be provided to BLM. The lead field researcher must meet with assigned BLM staff prior to the first field visit. A copy of the permit must be carried at all times by all field staff while performing authorized activities at the CCNM.

Land Tenure Adjustments

The Presidential Proclamation permits acquisition of private property and other lands to further protect the resources for which the monument was designated. However, any acquisitions would occur only with voluntary participants and would be conducted in accordance with existing laws and regulations pertaining to federal land exchanges and acquisition of non-federal property.

Lands may come under BLM administration within the monument boundary established in the Presidential Proclamation through exchange, donation, purchase, revocation of withdrawals of other federal agencies, or relinquishment of existing leases. Newly acquired or administered lands, or interest in lands, would be managed for their highest potential—or for the purposes for which they are acquired. Lands acquired with no identified special values or management goals would be managed in the same manner as surrounding or compatible monument land.

OBJECTIVES

The objectives for land tenure adjustments under Alternative A are to:

- Maintain the monument at the smallest area compatible with the proper care and management of the objects to be protected. This area has been identified in the Presidential Proclamation as the entire California coastline.
- Expand the land contained within the monument to include rocks and islands along the coast that are currently held outside BLM jurisdiction but are made available for transfer, where those rocks and islands support the resources for which the monument was established.
- Perform all land acquisition and disposal actions consistent with federal statutes, regulations, and directives and willing private parties.

PLAN DECISIONS

Under Alternative A, land currently in the CCNM would not be disposed of, except by exchange and only if it would further the resource protection purposes of the CCNM. Land acquisition decisions would be made consistent with Section 205 of FLPMA. Acquisition of additional properties to be included in the CCNM would be considered on a case-by-case basis using criteria that would include, but would not be limited to, the following:

- Value or significance of biological, cultural, and geologic resources;
- Threat level to the resources;
- Opportunity;
- Cost/funding availability; and
- Participation of partnering entities.

IMPLEMENTATION DECISIONS

Under Alternative A, land tenure adjustments on the CCNM would be achieved through the following measures:

- A list of potential rocks and islands for acquisition is given in Appendix J. During the implementation phase, this list would be reviewed and prioritized in cooperation with other resource management agencies along the coast.
- During implementation, BLM would continue efforts to clarify land ownership, where ownership is unknown, believed to be inaccurate, or in dispute.

Land Use Authorizations

The Presidential Proclamation establishing the CCNM provides specific guidance regarding land use authorizations (including rights-of-way, leases, land use permits, and easements), and this plan incorporates that guidance as follows:

- The establishment of the monument is subject to valid existing rights; and
- All federal lands and interest in lands within the monument are appropriated and withdrawn from all forms of entry, location, selection, sale, leasing, or other disposition under the public land laws, including but not limited to withdrawal from location, entry, and patent under the mining laws; and from disposition under all laws relating to mineral and geothermal leasing—other than by exchange that furthers the protective purposes of the monument.

OBJECTIVES

The objective for land use authorizations under Alternative A is to:

- Maintain all rights-of-way, leases, land use permits, and easements on the monument consistent with protection of the monument resources.

PLAN DECISIONS

In addition to the land use restrictions contained in the Presidential Proclamation, Alternative A would specifically prohibit the following land uses on the CCNM as inconsistent with protection of monument resources:

- Forest resource extraction.
- Livestock grazing.
- Coal, oil shale, fluid mineral (including oil and gas, tar sands, geothermal resources, and coal bed methane), locatable mineral, mineral material, and nonenergy leasable mineral exploration and extraction.

The following land uses would be allowed on the CCNM under Alternative A:

- Other land uses, including construction and maintenance of aids to navigation and communication facilities, subject to BLM approval. These land uses would require a land use or encroachment permit, right-of-way, or lease (as discussed earlier for “Rights-of-Way, Leases, Land Use Permits, and Easements” under “Decisions Common to all Action Alternatives”).
- Emergency uses of the CCNM for response to oil spills or hazardous materials releases (including staging for cleanup operations). Expedited approval would be implemented in these events, with provisions included for protection of CCNM resources during operations.

IMPLEMENTATION DECISIONS

Under Alternative A, land use authorizations on the CCNM would be achieved through the following measures:

- **Granting Land Use Authorizations.** BLM would grant land use authorizations following standard agency operating procedures and would apply standard permitting procedures for

applications to use CCNM lands. Each application for use of CCNM lands would be considered on a case-by-case basis, considering the potential for the use to affect CCNM resources and the consistency of the use with the Presidential Proclamation. BLM'S authority for issuing land use authorizations on public lands is established by FLPMA, which gives BLM broad discretion to manage the public lands for proposed uses utilizing a variety of tools to achieve this end. Title III, Section 302 (b) of FLPMA states:

In managing the public lands, the Secretary shall, subject to this Act and other applicable law and under such terms and conditions as are consistent with such law, regulate, through easements, permits, leases, licenses, published rules, or other instruments as the Secretary deems appropriate, the use, occupancy, and development of the public lands...

If feasible, a ministerial process would be established between the core managing partners so that detailed consultation on all authorizations is not necessary.

- **Provisions for Authorized Construction.** Any structures to be constructed under a land use authorization under Alternative A would implement appropriate BMPs and other measures to avoid adverse effects on natural resources and the human environment. Specific provisions include, but are not limited to:
 - All new structures would be designed and constructed to resist seismic effects, according to specific site conditions, as provided in the UBC. Geotechnical surveys would be conducted as appropriate, and their recommendations would be implemented to avoid geologic and other hazards.
 - All facilities would be constructed in a manner consistent with the existing visual character of the coastal environment to the maximum extent practicable as not to detract from existing scenic resources, including but not limited to: construction materials, design, and height.
 - Construction activities would implement erosion and dust control measures, BMPs, hazardous materials spill prevention and response plans, and noise control measures to avoid any degradation of air quality, water quality and/or threats to human health, and maintain the existing noise environment.
 - Construction activities would minimize the disturbance of native vegetation and wildlife; and BLM would consult with USFWS, NOAA Fisheries, and DFG prior to authorizing any construction activities with the potential to adversely affect federally or state-listed special-status species. Similarly, BLM would consult with the SHPO prior to authorizing any construction activities with the potential to degrade eligible cultural resources.
 - Approvals of authorizations would require that utilities, such as electricity, sewer or septic systems, and potable water, are provided as necessary.

2.4.4 Alternative B (Resource Protection Emphasis)

Management of Resources

Management of resources under Alternative B includes a discussion of management actions for the following resources:

- Geologic, soil, and paleontologic resources;
- Cultural resources;

- Vegetation resources; and
- Wildlife resources.

Geologic, Soil, and Paleontologic Resources

OBJECTIVES

The objectives for management of geologic, soil, and paleontologic resources under Alternative B would be similar to those described for Alternative A, except that greater emphasis would be placed on protection of these resources across the entire CCNM.

PLAN DECISIONS

Under Alternative B, all surface-disturbing activity with the potential to adversely affect physical resources (except foot traffic) would be banned.

IMPLEMENTATION DECISIONS

Under Alternative B, the implementation activities identified for management of geologic, soil, and paleontologic resources would be similar to those described for Alternative A. However, additional implementation activities include:

- Research, and inventory activities under Alternative B would be limited to those with no potential to adversely affect monument resources, and would be focused primarily on remote evaluation (e.g., aerial and satellite image interpretation, literature review, and ocean-based surveys).
- No educational and interpretive materials regarding the physical resources of the CCNM would be developed; rather, efforts would be focused on direct resource protection.
- Restrictions of on-island activities that would harm the physical resources of the monument would be expanded to encompass all surface-disturbing activities and would not be limited to recreational activities.

Cultural Resources

OBJECTIVES

The objectives for management of cultural resources under Alternative B would be similar to those described for Alternative A, except that greater emphasis would be placed on protection of cultural resources across the entire CCNM.

PLAN DECISIONS

Under Alternative B, the plan decisions identified for management of cultural resources would be the same as those described for Alternative A. Additionally, the entire CCNM would be designated as a Cultural Resources Management Zone. All areas would be treated as if they potentially contain cultural resources and would be managed for their information, public, or conservation values consistent with BLM Manual 1623, the FPLMA, and the NHPA.

IMPLEMENTATION DECISIONS

Under Alternative B, the implementation activities identified for management of cultural resources would be similar to those described for Alternative A. Additional implementation activities include:

- Cultural resources would be actively managed throughout the monument under Alternative B. All areas would be treated as if they potentially contain cultural resources and would be managed for their information, public, or conservation values consistent with BLM Manual 1623, the FPLMA, and the NHPA.

Vegetation Resources

OBJECTIVES

The objective for management of vegetation resources under Alternative B would be similar to that described for Alternative A, except that greater emphasis would be placed on protection of vegetation resources across the entire CCNM.

PLAN DECISIONS

Under Alternative B, the plan decisions identified for management of vegetation resources would be similar to those described for Alternative A. In addition, no invasive plant species management would be conducted unless it could be shown to result in no adverse effects on native plants and native plant communities.

IMPLEMENTATION DECISIONS

- Under Alternative B, the implementation activities identified for management of vegetation resources would be similar to those described for Alternative A. In addition, no invasive plant species management would be conducted unless it could be shown to result in no adverse effects on native plants and native plant communities.
- Research and inventory activities would be limited to those with no potential to adversely affect vegetation resources and would focus on ways to enhance resource protection. Research and inventory would rely primarily on remote evaluation (e.g., aerial and satellite image interpretation, literature review, and ocean-based surveys).
- No educational and interpretive materials regarding the vegetation resources of the CCNM would be developed; rather, efforts would be focused on direct resource protection.

Wildlife Resources

OBJECTIVES

The objectives for management of wildlife resources under Alternative B would be similar to those described for Alternative A, except that greater emphasis would be placed on protection of wildlife resources across the entire CCNM.

PLAN DECISIONS

Under Alternative B, the plan decisions identified for management of wildlife resources would be similar to those described for Alternative A, except for the invasive species management program. No invasive

wildlife species management would be conducted unless it could be shown to result in no adverse effects on native wildlife.

IMPLEMENTATION DECISIONS

Under Alternative B, the implementation activities identified for management of wildlife resources would be similar to those described for Alternative A, except for the invasive species management program. Additional implementation activities include:

- No invasive wildlife species management would be conducted unless it could be shown to result in no adverse effects on native wildlife.
- No educational and interpretive materials regarding the wildlife resources of the CCNM would be developed; rather, efforts would be focused on direct resource protection.
- Research and inventory activities would be limited to those with no potential to adversely affect wildlife resources and would focus on ways to enhance resource protection. Research and inventory would rely primarily on remote evaluation (e.g., aerial and satellite image interpretation, literature review, and ocean-based surveys).

Management of Resource Uses

Management of resource uses under Alternative B includes a discussion of management actions for the following resource uses:

- Recreation,
- Education and interpretation,
- Research,
- Land tenure adjustments, and
- Land use authorizations.

Recreation

OBJECTIVES

The objectives for management of recreation opportunities under Alternative B would be the same as those described for Alternative A, except for additional facilities. An additional objective is to:

- Limit points of recreational access to existing mainland facilities.

PLAN DECISIONS

Under Alternative B, the plan decisions (allowed and prohibited recreational activities) identified for recreation opportunities would be the same as those described for Alternative A.

IMPLEMENTATION DECISIONS

Under Alternative B, the implementation activities identified for recreation opportunities would be the same as those described for Alternative A, except for points of recreational access and recreation programs. Additional implementation activities are to:

- Limit points of recreational access to existing mainland facilities.
- Continue to provide recreation programs along the coast primarily through use of state and local government facilities.

Education and Interpretation

OBJECTIVES

The objectives for education and interpretation under Alternative B would be the same as those described for Alternative A, except for additional facilities. An additional objective is to:

- Limit education and interpretive facilities to existing mainland facilities.

PLAN DECISIONS

Under Alternative B, the plan decisions identified for education and interpretation would be the same as those described for Alternative A. A limited number of direct and self-guided points of visitor contact would be designated at this time, as shown in Table 2-7.

Table 2-7. Initially Designated Points of Contact in the CCNM under Alternative B

Type of Contact	Location
Direct points of contact (hosted sites)	Piedras Blancas Light Station Point Arena Light Station
Self guided points of contact (unhosted/self-guided sites and wayside exhibits)	Trinidad State Beach and scenic drive Mendocino Headlands State Park Greenwood State Beach Pescadero State Beach Asilomar State Beach and City of Pacific Grove Partington Point (California Department of Transportation) and Julia Pfeiffer Burns State Park Mary Dodds City Park (City of Pismo Beach) Point Vincente fishing access

IMPLEMENTATION DECISIONS

Under Alternative B, the implementation activities identified for education and interpretation would be the same as those described for Alternative A, except for education and interpretive facilities. Additional implementation activities are to:

- Limit education and interpretive facilities to existing mainland facilities.
- Focus education and interpretation programs on resource protection measures that can be implemented by members of the public.

Research

OBJECTIVES

The objective for research under Alternative B is to:

- Protect the ecological integrity of the CCNM through a better understanding of resource conditions and the effects of human activity on monument resources.

PLAN DECISIONS

Under Alternative B, no research proposals would be approved with the potential to adversely affect CCNM resources. Exceptions may be granted in cases of unique opportunity with extremely high value that cannot be conducted elsewhere. In these cases, appropriate mitigation would be required.

Use of a permit system would be required under Alternative B, as described for Alternative A.

IMPLEMENTATION DECISIONS

Under Alternative B, the implementation activities identified for education and interpretation would be the same as those described for Alternative A. Additional implementation activities include:

- Evaluation and approval of research proposals would place primacy on resource protection, as identified in the goals and plan decisions identified for Alternative B.

Land Tenure Adjustments

OBJECTIVES

The objectives for land tenure adjustments under Alternative B would be the same as those described for Alternative A.

PLAN DECISIONS

Under Alternative B, land disposals would not occur, except by exchange and only if it would further the protective purposes of the CCNM. Acquisition of every property meeting the criteria identified in the Presidential Proclamation (areas above mean high tide within 12 nautical miles of shoreline) would be actively pursued, as funding permits. Acquisition would focus on properties that enhance protection of coastal resource values. All land acquisition decisions would be made consistent with Section 205 of FLPMA.

IMPLEMENTATION DECISIONS

Land acquisitions under Alternative B would follow all relevant laws and regulations. However, pursuit of acquisitions would not be limited to voluntary participants. The Presidential Proclamation goal of resource protection would be used to prioritize acquisitions.

Land Use Authorizations

OBJECTIVES

The objective for land use authorizations under Alternative B would be the same as that described for Alternative A.

PLAN DECISIONS

Under Alternative B, the plan decisions identified for land use authorizations would be the same as those described for Alternative A, except for allowed land uses. Allowed land uses, such as aids to navigation and communication facilities, would not be allowed unless it could be shown that the land use posed no potential to adversely affect CCNM resources. A land use or encroachment permit, right-of-way, or lease for such land uses would be required. Exceptions for emergency oil spill and hazardous material release response would apply.

IMPLEMENTATION DECISIONS

Under Alternative B, the implementation actions identified for land use authorizations would be the same as those described for Alternative A.

2.4.5 Alternative C (Recreation Opportunity Emphasis)

Management of Resources

Management of resources under Alternative C includes a discussion of management actions for the following resources:

- Geologic, soil, and paleontologic resources;
- Cultural resources;
- Vegetation resources; and
- Wildlife resources.

Geologic, Soil, and Paleontologic Resources

OBJECTIVES

The objectives for geologic, soil, and paleontologic resources under Alternative C would be the same as those described for Alternative A.

PLAN DECISIONS

Under Alternative C, geologic, soil, and paleontologic resources would be managed as directed in current BLM regulations and guidance documents.

IMPLEMENTATION DECISIONS

Under Alternative C, implementation activities would include management of geologic, soil, and paleontologic resources as directed in current BLM regulations and guidance documents.

Cultural Resources

OBJECTIVES

The objectives for cultural resources under Alternative C would be the same as those described for Alternative A.

PLAN DECISIONS

Under Alternative C, cultural resources would be managed as directed in current BLM regulations and guidance documents.

IMPLEMENTATION DECISIONS

Under Alternative C, implementation activities would include management of cultural resources as directed in current BLM regulations and guidance documents.

Vegetation Resources

OBJECTIVES

The objective for vegetation resources under Alternative C would be the same as that described for Alternative A.

PLAN DECISIONS

Under Alternative C, vegetation resources would be managed as directed in current ESA regulations and BLM guidance documents.

IMPLEMENTATION DECISIONS

Under Alternative C, implementation activities would include management of vegetation resources as directed in current ESA regulations and BLM guidance documents.

Wildlife Resources

OBJECTIVES

The objectives for wildlife resources under Alternative C would be the same as those described for Alternative A.

PLAN DECISIONS

Under Alternative C, wildlife resources would be managed as directed in current ESA regulations and BLM guidance documents. Additionally, seasonal restrictions (nesting and pupping seasons, as described in Alternative A) would be implemented in areas where known conflicts exist.

IMPLEMENTATION DECISIONS

Under Alternative C, implementation activities would include management of wildlife resources as directed in current BLM guidance documents. Additional implementation activities include:

- BLM would work cooperatively with DFG, DPR, USFWS, and other agencies to restrict access during nesting and pupping seasons for known sensitive wildlife populations—only on areas where known conflicts exist. Activities on the monument would be restricted during this time.

Management of Resource Uses

Management of resource uses under Alternative C includes a discussion of management actions for the following resource uses:

- Recreation,
- Education and interpretation,
- Research,
- Land tenure adjustments, and
- Land use authorizations.

Recreation

OBJECTIVES

The objectives for recreation under Alternative C would be the same as those described for Alternative A, except for facilities. Additional objectives are to:

- Support construction of new points of recreational access along the coast.
- Expand recreational programming at mainland points of recreational access.

PLAN DECISIONS

Under Alternative C, the plan decisions identified for recreation opportunities would be the same as those described for Alternative A.

IMPLEMENTATION DECISIONS

Under Alternative C, the implementation actions identified for recreation opportunities would be the same as those described for Alternative A, except for those actions regarding points of recreational access and recreation programs. Additional implementation activities include:

- New points of recreational access would be designated along the coast, potentially in coordination with mainland education and interpretive facilities. The following points of recreational and scenic access would be designated under Alternative C:
 - Patrick's Point State Park,
 - Trinidad State Beach,
 - Trinidad scenic drive
 - Mendocino Headlands State Park,
 - Greenwood State Beach,

- ❑ Arch Point view (Sonoma Coast State Beach [SCSB])
- ❑ Duncan's Landing (SCSB),
- ❑ Pescadero State Beach,
- ❑ Pigeon Point Light Station,
- ❑ Asilomar State Beach,
- ❑ Julia Pfeiffer Burns State Park,
- ❑ William Randolph Hearst Memorial State Beach, and
- ❑ Montaña del Oro State Park.

Additional points of contact would also be designated, using the criteria identified for Alternative A.

- BLM and its partners would work with the appropriate land owner to construct new centralized mainland recreation facilities at one or more of the points of access identified above.
- BLM and its partners would work with the appropriate entity to upgrade existing mainland recreational facilities at other points of access as necessary.
- BLM would actively offer, sponsor, and partner to provide active recreation opportunities in and around the CCNM, such as kayaking, tide pooling, and scuba diving.
- BLM would engage in aggressive outreach and publicity to heavily encourage more active forms of recreation on appropriate portions of the CCNM (i.e., those with no restrictions identified for resource protection or public safety purposes), as well as on adjacent lands and waters. These activities would focus on ways in which recreation could be engaged in safely and in a manner that protects monument resources.

Education and Interpretation

OBJECTIVES

The objectives for education and interpretation under Alternative C would be the same as those described for Alternative A, except for additional facilities. An additional objective is to:

- Designate new points of public contact for construction of new education and interpretive facilities.

PLAN DECISIONS

Under Alternative C, the plan decisions identified for education and interpretation would be the same as those described for Alternative A.

IMPLEMENTATION DECISIONS

Under Alternative C, the implementation activities identified for education and interpretation would be the same as those described for Alternative A, except for those activities regarding education and interpretive facilities. Additional implementation activities include:

- BLM would emphasize provision of education and interpretation opportunities in its allocation of monument funding.
- BLM would designate new points of public contact for construction of new centralized education and interpretive facilities, potentially in coordination with mainland recreational facilities.

Table 2-8 indicates the direct and self-guided points of visitor contact that would be initially designated under Alternative C.

- BLM would aggressively pursue an education and interpretation campaign at mainland facilities, in an effort to increase awareness of, and therefore protection of, monument resources.

Research

OBJECTIVES

The objectives for research under Alternative C would be the same as those described for Alternative A.

PLAN DECISIONS

Under Alternative C, the plan decisions identified for research would be the same as those described for Alternative A. Use of a permit system would be required under Alternative C, as described for Alternative A.

IMPLEMENTATION DECISIONS

Under Alternative C, the implementation activities identified for research would be the same as those described for Alternative A.

Land Tenure Adjustments

OBJECTIVES

The objective for land tenure adjustments under Alternative C would be the same as that described for Alternative A.

PLAN DECISIONS

Under Alternative C, the plan decisions identified for land tenure adjustments would be the same as those described for Alternative A, except for decisions regarding land acquisition. Acquisition of properties meeting the criteria identified in the Presidential Proclamation (areas above mean high tide within 12 nautical miles of the shoreline) would be actively pursued using a priority system that would include, but would not be limited to, the following criteria:

- Value or significance of biological, cultural, and geologic resources,
- Threat level to the resources;
- Opportunity;
- Cost/funding availability; and
- Participation of partnering entities.

IMPLEMENTATION DECISIONS

Under Alternative C, the implementation activities identified for land tenure adjustments would be the same as those described for Alternative A.

Table 2-8. Initially Designated Points of Contact in the CCNM under Alternative C

Type of Contact	Location
Direct points of contact (hosted sites)	Piedras Blancas Light Station Point Arena Light Station Jenner Visitor Center (Sonoma Coast State Beach [SCSB]) Ross House Visitor Center, Mendocino Headlands State Park Greenwood State Beach Visitor Center and Museum
Self-guided points of contact (unhosted/self-guided sites and wayside exhibits)	Pelican Bay State Beach Clifford Kamph Memorial County Park (Del Norte County) City of Crescent City Patrick's Point State Park Trinidad State Beach Trinidad scenic drive Lost Coast Headlands (BLM) Matolle Highway and Steamboat Rock Puerta Gorda Lighthouse and King Range National Conservation Area coastal trail Community of Shelter Cove Sinkyone Wilderness State Park MacKerricher State Park Jughandle State Beach/Reserve Casper Headlands State Beach/Reserve Cabrillo Lighthouse State Park Russian Gulch State Park Mendocino Headlands State Park Van Damme State Park Navarro River Redwoods State Park Greenwood State Beach Point Arena Light Station (private) Schooner Gulch State Park Salt Point State Beach Fort Ross State Historic Park Arch Point view (SCSB) Duncan's Landing (SCSB) Camet Beach view (SCSB) Schoolhouse Beach view (SCSB) Arched Rock view (SCSB) Bodega Head (SCSB) Pacifica State Beach (operated by City of Pacifica) Gray Whale Cove State Beach Point Montara Light Station State Park Fitzgerald Marine Reserve (San Mateo County) Pescadero State Beach Bean Hollow State Beach Pigeon Point Light Station Greyhound Rock fishing access (Santa Cruz County) Coast Dairies property Wilder Ranch State Park

Table 2-8. Initially Designated Points of Contact in the CCONM under Alternative C (continued)

Type of Contact	Location
	Lighthouse Field State Beach
	Monterey Bay Aquarium
	Hopkins Marine Station (Stanford University)
	Point Pinos (City of Pacific Grove)
	Asilomar State Beach
	Point Joe (Pebble Beach Company)
	Bird Rock (Pebble Beach Company)
	Pescadero Rocks (Pebble Beach Company)
	Carmel River State Beach
	Garrapata State Park
	Point Sur State Historic Park
	Andrew Molera State Park
	Partington Point (California Department of Transportation)
	Julia Pfeiffer Burns State Park
	Plaskett Creek Campground (U.S. Forest Service)
	William Randolph Hearst Memorial State Beach
	San Simeon State Park
	Cayucos State Beach
	Montaña del Oro State Park
	Margo Dodd City Park (City of Pismo Beach)
	Point Sal State Beach
	Point Sal Area of Critical Environmental Concern (BLM)
	Carpinteria State Beach
	Leo Carrillo State Park
	El Matado State Beach
	Point Dume State Beach
	Palos Verdes Estates Shoreline Preserve
	Point Vicente fishing access
	Royal Palms State Beach (operated by Los Angeles County)
	Crystal Cove State Park (City of Laguna Beach)
	San Clemente State Beach (Calafia Beach Park operated by City of San Clemente)
	Ellen Scripps City Park (City of San Diego)
	Bird Rock (City of San Diego)
	Sunset Cliffs City Park (City of San Diego)

Land Use Authorizations

OBJECTIVES

The objectives for land use authorizations under Alternative C would be the same as those described for Alternative A.

PLAN DECISIONS

Under Alternative C, the plan decisions identified for land use authorizations would be the same as those described for Alternative A.

IMPLEMENTATION DECISIONS

Under Alternative C, the implementation activities identified for land use authorizations would be the same as those described for Alternative A.

2.4.6 Monitoring and Adaptive Management Program

Monitoring is an essential component of natural resource management because it provides information on changes in resource use, condition, processes and trends. Monitoring also provides information on the effectiveness of management activities and strategies. Finally, monitoring can provide excellent opportunities for public outreach and citizen involvement in management of the CCNM. The implementation of this RMP would be monitored to ensure that management actions follow prescribed management direction (implementation monitoring), meet desired objectives (effectiveness monitoring), and are based on accurate assumptions (validation monitoring).

Monitoring would be an integral component of adaptive ecosystem management. Close coordination and interaction between monitoring and research are essential for this type of management. Data obtained through systematic and statistically valid monitoring can be used by scientists to develop research hypotheses related to priority issues. Conversely, the results obtained through research can be used to further refine protocols and evaluate the effectiveness of implementation of this RMP. Monitoring results would provide managers with the information to determine whether an objective has been met and whether to continue or modify the management direction. Findings obtained through monitoring, together with research and other new information, would provide a basis for changes to the RMP.

The monitoring strategy itself would not remain static and would be periodically evaluated to ensure that the monitoring questions and standards remain relevant. The monitoring strategy would be adjusted as appropriate. Some monitoring items may be discontinued, and others may be added as knowledge and issues change with implementation. Monitoring mandated by executive order or legislation would be given priority.

The monitoring process would collect information in the most cost-effective manner possible and may involve sampling or remote sensing. Monitoring activities would be conducted by a variety of entities, depending on the nature of the monitoring. Groups that may conduct monitoring include universities, other research institutions, BLM and other agencies, private organizations, and members of the public. Community-based monitoring conducted by monument stewards would be encouraged through the partnership program and would be integrated with the education and interpretation activities identified in the action alternatives above.

Monitoring could be cost prohibitive if not designed carefully. It would not be necessary or desirable to monitor every management action or direction. Unnecessary detail and unacceptable costs would be avoided by focusing on key monitoring questions and proper sampling methods. The level and intensity of monitoring would vary, depending on the sensitivity of the resource, process, or trend and the scope of the proposed management activity.

Management Goals

The objective of resource monitoring and evaluation is a clear understanding of the ecological structures, function, and processes that characterize the CCNM and the effects of human activities on those attributes. Accordingly, the management goals for the monitoring and evaluation program are as follows:

- Provide the basis for long-term adaptive management and ongoing planning,
- Assess compliance with environmental laws, and
- Ensure that direction in the Presidential Proclamation is fulfilled.

Levels of Acceptable Change

As mentioned above, monitoring would provide information that would allow managers to evaluate changes to resource use, condition, processes, and trends. Not all changes would be positive, and management strategies must be adjusted to respond to unacceptable changes. Limits must be established that initiate adjustments in management activities. The limits of acceptable change for the CCNM would be any discernable, unnatural, negative change to key resource condition and processes. Once identified, immediate action would occur to eliminate or minimize the activities causing the negative change; and a strategy would be implemented to restore the resource condition or process.

Levels of acceptable change would be refined as resource inventory continues and increased understanding allows development of more specific thresholds that trigger additional management action.

Development of a Monitoring Plan

A Monitoring Plan would be developed that would address monitoring priorities, monitoring protocols, and entities that would conduct monitoring. This plan would be refined as necessary given new information and conditions.

Monitoring Priorities

The Monitoring Plan would identify the topics receiving monitoring effort and associated monitoring priorities. This initial step would help define the questions that need to be answered and would help focus the monitoring strategy on appropriate issues in order to avoid gathering information with limited value in answering pertinent questions.

Top priorities for coordinated monitoring already include the following:

- Seabird use of CCNM rocks and islands,
- Pinniped use of the CCNM rocks and islands,
- Recreation activity in the vicinity of sensitive seabird and pinniped use areas, and
- Effects of recreation activity on sensitive biological resources

Other priorities would be based on the importance of and threat to the particular resource. Priorities would also be given for monitoring mandated by executive order or legislation. Specific consideration would be given to monitoring topics and indicators that index entire ecosystems and yield information regarding multiple topics. Monitoring priorities may include physical, biological, social, and economic aspects of the CCNM.

Monitoring Protocols

Monitoring activities would be divided into two categories: technical and non-technical activities, and specific monitoring protocols would be developed for each. Technical monitoring activities would require special expertise or background in the resource being monitored and would also require rigorous monitoring protocols to yield useful data. Non-technical monitoring activities would require lower levels of expertise and could be conducted by a wider variety of entities using less rigorous protocols, while still yielding useful information.

For non-technical activities, monitoring protocols would be developed on an activity-specific basis, based on the resources to be monitored and the capabilities of the entity conducting the monitoring.

For technical activities, testable hypotheses would be developed for each topic requiring monitoring. Based on these hypotheses, the Monitoring Plan would identify the following for each topic:

- The attribute to be monitored,
- The monitoring purpose,
- The specific indicator(s) of the attribute to be measured,
- The geographic scale of monitoring,
- Monitoring methods,
- The appropriate frequency and duration of measurement, and
- Monitoring results indicating a need for reevaluation of management actions (i.e., levels of acceptable change).

These aspects of the Monitoring Plan would be informed by the decisions and implementation actions described in this chapter under “Action Alternatives.” Monitoring activities may be located within or outside the CCNM as necessary, based on the ecological relationships to the surrounding area or the scope of the monitoring topic.

Attributes would be selected for monitoring based on their ability to guide management direction, and indicators would be chosen to be sensitive to resource condition. Indicators would also be selected that are predictive rather than retrospective, such that they provide “early warning” of changes in resource condition and necessary management response. Monitoring protocols would be based on sound experimental design and standardization, and would support statistical analysis where necessary.

Entities Conducting Monitoring

The Monitoring Plan would identify the parties that would conduct monitoring and their relative responsibilities. As previously discussed, it is anticipated that a consortium of partners at all levels would be engaged to undertake monitoring, with primary responsibility on BLM and the core partners. The

monitoring process would be designed to integrate with existing organizational structures and monitoring/research programs as much as possible, and to this end, the monitoring priorities and protocols would consider common monitoring design frameworks and common indicators based on the range of existing monitoring and research efforts underway.

Implementation Guidelines

Monitoring

Monitoring efforts would be proactive where funding permits, and the Monitoring Plan would be implemented to the fullest extent feasible.

All monitoring and evaluation activities would be fully documented. Monitoring and evaluation reports would indicate monitoring methodologies, results, and conclusions. Conclusions would include assessment of measured results against expected results, implications to the prospect for meeting management goals in any program area, determination of acceptability of results, and formulation of measures that could bring about desired changes to monitored attributes.

BLM would develop a standardized repository for data and analysis, and data gained through monitoring would be shared and made available through the various means previously identified—such as the internet and data sharing programs (e.g., SIMoN).

Evaluation and Adaptive Responses

Monitoring results would be evaluated immediately upon collection and annually reevaluated preceding the budget planning process. Because the purpose of monitoring is to guide plan implementation, a detailed evaluation and an adaptive response would be developed when monitoring results indicate that objectives are not being met. These adaptations may require a refinement or modification of implementation actions in this chapter.

If a significant management modification is indicated, an amendment of this RMP may be required. Significance is usually associated with monitoring results that indicate management direction for various plan elements are inhibiting achieving management goals of another plan element (e.g., a significant conflict between recreation access and species management is developing). In such cases, the required adaptation would be formulated to give priority to the primary purposes for which the CCNM was created: protection of resources.

The RMP would be evaluated at least once every 4 years to determine the need for significant management modifications or amendments to the plan. Data from the resource monitoring and other sources would serve as input for the evaluation of the planning decisions to determine progress in implementation and determine whether any amendments or revisions to the RMP are necessary. The evaluation would address the following questions (from BLM Handbook 1601-1):

- Are actions outlined in the plan being implemented?
- Does the plan establish objectives (i.e., goals, standards, and objectives)?
- Are the allocations, constraints, and mitigation measures effective in achieving objectives?
- Do decisions continue to be correct and proper over time?

- Have there been significant changes in the related plans of Indian tribes, state and local government, or other federal agencies that affect management at the CCNM?
- Are there new data or analysis that significantly affect the planning decisions or the validity of the NEPA analysis?
- Are there unmet needs or opportunities that can best be met through a plan amendment or revision, or will current management practices be sufficient?
- Are new inventories warranted pursuant to BLM's duty to maintain inventories on a continuous basis (FLPMA Section 201)?
- Are there new legal or policy mandates as a result of new statutes, proclamations, executive orders, or court orders not addressed in the plan?

2.4.7 Alternatives Considered but Not Analyzed in Detail

In addition to the management alternatives described above, several additional alternatives were initially formulated and considered during the RMP development process. Each of these additional alternatives was subsequently determined to be infeasible, imprudent, without significant benefit, or inconsistent with the Presidential Proclamation. These alternatives, and the reasons for which they were dismissed from further consideration, are described below.

Process for Identification

Alternatives were identified through a series of meetings with the Interdisciplinary (ID) Team and other agencies and individuals. Key issues and management concerns, and potential solutions, were identified and considered using both structured and unstructured brainstorming sessions. Management topics were discussed that ranged from overall approach to specific actions. Need for an action, subsequent implementation requirements, and consistency with the Presidential Proclamation were taken into account. Using the ideas from these sessions as a basis, matrices were developed describing various options for overall management approach and within each management area.

Process and Criteria for Screening

Several ID Team meetings were conducted to discuss the alternatives matrices. After receiving ID Team feedback, the matrices were used as the basis to formulate cohesive management alternatives that were centered around distinct themes. For each alternative, a suite of management approaches was selected from the matrices that, taken together, best embodied the overarching approach. These alternatives were evaluated in the context of the RMP goals and objectives and the environmental analysis to select a preferred alternative. Considerations in development and selection of alternatives included regulatory authority to implement, implementation cost, consistency with Presidential and Secretary direction, consistency with existing agreements and relationships, and ability to meet the plan goal.

Alternatives Screened from Consideration in Detail

Management by BLM Alone. While consistent with the Presidential Proclamation, this alternative was dismissed due to the clear gains in resource protection, enforcement, and education derived from managing through partnerships.

Make No Management Designations. It was determined that resource protection could be improved by designating areas requiring management that reflect the current understanding of the resources and their relative threats and sensitivities.

No New Regulations. While numerous regulations exist protecting monument resources, it was determined that gaps in enforcement exist due to varying jurisdictional authorities, limiting the potential for maximum resource protection.

Full Closure to Public Access. Elimination of all public access was determined to be inconsistent with the multiple-use mandate of FLPMA, and would unreasonably limit traditional cultural uses and other activities that provide substantial value to the human experience of the CCNM. It was also identified that limited public access could be accommodated while still meeting resource protection goals.

Prepare Separate Management Plans for Each BLM Field Office. This alternative would preclude holistic management of monument resources that extend across multiple field office boundaries. In addition, it was determined that regional management that considers local resources and community interests could be accomplished through designation of management units based on physiographic characteristics and would not preclude administration of the monument at the field office level.

Regulate Mineral Extraction on Lands below Mean High Tide. This management alternative was not considered because mineral extraction would not occur within the CCNM and is regulated by other state and federal agencies.

Regulate Commercial and Sport Fishing in Coastal Waters. This management alternative was not considered because fishing would not occur within the CCNM and is regulated by DFG and the U.S. Department of Commerce.

Impose Fees for Use of Land Adjacent to the CCNM. BLM does not have jurisdiction to charge fees for use of state or private land adjacent to the CCNM. Any fees charged for use of BLM lands along the California coast would be incidental to the presence of the CCNM. Therefore, this management alternative was not pursued.

Regulate the Navy's Use of Sonar in the Coastal Area. BLM does not have jurisdiction to regulate activities in the open ocean. Naval activities are regulated by other federal agencies, including the U.S. Department of Commerce and the USFWS.

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Table 2-4. Summary of Management Actions for the Action Alternatives

Resource/Use Program Area	Alternative A Balanced Management	Alternative B Resource Protection Emphasis	Alternative C Recreation Opportunity Emphasis
Visual Resources	<p>Designate Visual Resource Management (VRM) classes for all monument resources, via site-specific, monument-wide, or regional analysis as funding permits.</p> <p>Develop educational and interpretive materials that identify the nature and value of visual resources of the monument (see Education and Interpretation Actions).</p> <p>Encourage research that can better define the extent, nature, and value of visual resources of the monument (see Research Actions). Following any research, maintain an inventory of all monument resources.</p>		
Special Designations	<p>Change name of California Islands Wildlife Sanctuary Area of Critical Environmental Concern (ACEC) to the California Coastal ACEC and maintain ACEC designation.</p> <p>Issue public notice of ACEC name change.</p>		
Cadastral Support	<p>Document changes in land ownership status of all rocks and islands under California Coastal National Monument (CCNM) jurisdiction through surveying.</p> <p>Develop a survey strategy to guide cadastral work for the CCNM.</p>		
Geologic, Soil, and Paleontologic Resources	<p>Develop educational and interpretive materials that identify the nature and value of geologic resources of the monument (see Education and Interpretation Actions).</p> <p>Restrict on-island recreational activities that would harm geologic resources (see Recreation Actions).</p> <p>Encourage research that can better define the extent, nature, and value of geologic resources of the monument (see Research Actions). Following any research, maintain an inventory of all monument resources.</p>	<p>Similar to those described for Alternative A.</p> <p>All surface-disturbing activity with potential to adversely affect resources (except foot traffic) would be banned.</p> <p>Research and inventory activities would be limited to those with no potential to adversely affect monument resources, and would be focused primarily on remote evaluation.</p> <p>No educational and interpretive materials regarding the physical resources of the CCNM would be developed; rather, efforts would be focused on direct resource protection.</p>	<p>Manage geologic resources as directed in current BLM codes.</p>

Table 2-4. Summary of Management Actions for the Action Alternatives (continued)

Resource/Use Program Area	Alternative A Balanced Management	Alternative B Resource Protection Emphasis	Alternative C Recreation Opportunity Emphasis
Geologic, Soil, and Paleontologic Resources (continued)	<p>Develop criteria for identifying resources requiring additional protection. Identify areas requiring additional management based on the above criteria. This process would be ongoing as information becomes available through the research and inventory process.</p> <p>Develop a resource protection plan that includes the physical resources of the CCNM.</p>	<p>Restrictions of on-island activities that would harm the physical resources of the monument would be expanded to encompass all surface-disturbing activities and would not be limited to recreational activities.</p>	
Cultural Resources	<p>Prepare a CRMP to provide the basis for phased management of the CCNM, including processes for inventory, evaluation, research, and education opportunities.</p> <p>Consult with tribes who may have an interest in stewardship of offshore traditional cultural properties (TCPs) and/or to gather information about traditional use areas and activities that may include elements of the CCNM.</p> <p>Prepare nominations for all cultural resources in the CCNM that are potentially eligible for listing in the National Register of Historic Properties (NRHP).</p> <p>Monitoring of resource condition, surveillance by law enforcement personnel in potential problem areas, and involvement of interested parties in conformance with the Archaeological Resources Protection Act (ARPA).</p>	<p>Similar to those described for Alternative A.</p> <p>Designate the entire CCNM as a Cultural Resources Management Zone.</p> <p>All areas would be treated as if they potentially contain cultural resources and would be managed for their information, public, or conservation values as per BLM Manual 1623, FPLMA, and the NHPA.</p>	<p>Manage cultural resources as directed in current BLM codes.</p>

Table 2-4. Summary of Management Actions for the Action Alternatives (continued)

Resource/Use Program Area	Alternative A Balanced Management	Alternative B Resource Protection Emphasis	Alternative C Recreation Opportunity Emphasis
Cultural Resources (continued)	<p>Develop educational and interpretive materials that identify the nature and value of cultural resources of the monument (see Education and Interpretation Actions).</p> <p>Restrict on-island recreational activities that would harm cultural resources (see Recreation Actions).</p> <p>Encourage research that can better define the extent, nature, and value of cultural resources of the monument (see Research Actions). Following any research, maintain an inventory of all monument resources.</p>		
Vegetation Resources	<p>Develop an invasive plant species management and removal program, consistent with the long-term protection of native plant communities.</p> <p>Develop educational and interpretive materials that identify the nature and value of vegetation resources of the monument (see Education and Interpretation Actions).</p> <p>Restrict on-island recreational activities that would harm vegetation resources (see Recreation Actions).</p> <p>Encourage research that can better define the extent, nature, and value of vegetation resources of the monument (see Research Actions). Following any research, maintain an inventory of all monument resources.</p>	<p>Similar to those described for Alternative A (except invasive species management program).</p> <p>No invasive plant species management would be conducted unless it could be shown to result in no adverse effects on native plants and native plant communities.</p> <p>Research and inventory activities would be limited to those with no potential to adversely affect monument resources and would focus on ways to enhance resource protection; research and inventory would rely primarily on remote evaluation.</p>	<p>Manage vegetation resources as directed in current Endangered Species Act (ESA) regulations and BLM codes.</p>

Table 2-4. Summary of Management Actions for the Action Alternatives (continued)

Resource/Use Program Area	Alternative A Balanced Management	Alternative B Resource Protection Emphasis	Alternative C Recreation Opportunity Emphasis
Vegetation Resources (continued)	<p>Develop criteria for identifying resources requiring additional protection. Identify areas requiring additional management based on the above criteria. This process would be ongoing as information becomes available through the research and inventory process.</p> <p>Develop a resource protection plan that includes vegetation resources of the CCNM.</p>	<p>No educational and interpretive materials regarding the vegetation resources of the CCNM would be developed; rather, efforts would be focused on direct resource protection.</p>	
Wildlife Resources	<p>Implement measures to improve habitat, such as removal or control of invasive plant or animal species on offshore rocks; control predators.</p> <p>Apply seasonal restrictions (nesting and pupping seasons) for areas requiring protection. Restrict recreational activities on the monument during this time.</p> <p>Implement specific management for special-status species, per applicable ESA regulations and BLM policy.</p> <p>Enforce identified restrictions and existing laws protecting marine birds and mammals in cooperation with a range of law enforcement organizations, including California Department of Fish and Game (DFG) wardens, California Department of Parks and Recreation (DPR) rangers, local municipal officers, and volunteer stewards.</p>	<p>Similar to those described for Alternative A (except invasive species management program).</p> <p>No invasive wildlife species management would be conducted unless it could be shown to result in no adverse effects on native wildlife.</p> <p>Research and inventory activities would be limited to those with no potential to adversely affect monument resources and would focus on ways to enhance resource protection; research and inventory would rely primarily on remote evaluation.</p> <p>No educational and interpretive materials regarding the wildlife resources of the CCNM would be developed; rather, efforts would be focused on direct resource protection.</p>	<p>Manage wildlife resources as directed in current ESA regulations and BLM codes.</p> <p>Implement seasonal restrictions (nesting and pupping seasons, as described in Alternative A) only on areas where known conflicts exist. Restrict recreational activities on and around the monument during this time.</p>

Table 2-4. Summary of Management Actions for the Action Alternatives (continued)

Resource/Use Program Area	Alternative A Balanced Management	Alternative B Resource Protection Emphasis	Alternative C Recreation Opportunity Emphasis
Wildlife Resources (continued)	<p>Develop educational and interpretive materials that identify the nature and value of wildlife resources of the monument (see Education and Interpretation Actions).</p> <p>Restrict on-island recreational activities that would harm wildlife resources (see Recreation Actions).</p> <p>Encourage research that can better define the extent, nature, and value of wildlife resources of the monument (see Research Actions). Following any research, maintain an inventory of all monument resources.</p> <p>Research and inventory activities would emphasize priorities listed in the Draft Resource Management Plan (RMP), including a monument-wide survey of marine birds and mammal populations, annual photographic documentation, focused surveys, and the status of invasive wildlife species.</p> <p>Develop criteria for identifying resources requiring additional protection. Identify areas requiring additional management based on the above criteria. This process would be ongoing as information becomes available through the research and inventory process.</p> <p>Develop a resource protection plan that includes wildlife resources of the CCNM.</p>		

Table 2-4. Summary of Management Actions for the Action Alternatives (continued)

Resource/Use Program Area	Alternative A Balanced Management	Alternative B Resource Protection Emphasis	Alternative C Recreation Opportunity Emphasis
Recreation	<p>Encourage low-impact recreational activities, including wildlife viewing from the mainland, photography and painting, appropriate water sports (including swimming, kayaking, and sailing), filming, and special events with a permit.</p> <p>Prohibit on-island recreational activities that would harm monument resources, including camping, littering, fires, vandalism, off-highway vehicle use, launching for hang gliding, shooting, pet exercising, competitive events, rock climbing, or destruction or removal of monument features.</p> <p>Designate mainland recreational access where BLM or its partners would have an active presence in managing recreation. Designate a small number of new facilities for construction.</p> <p>Develop recreational programs focused on low-impact recreational activities at these access points, using existing or new BLM or partner facilities and infrastructure as funding permits.</p> <p>Install signage at key locations along the coast regarding the excluded and encouraged recreational uses of the CCNM (see “Plan Decisions”). Warning signs would be provided in hazardous areas with high visitation or acute risks.</p>	<p>Same as those described for Alternative A (except recreational access and recreation programs).</p> <p>Limit recreational access to existing mainland facilities.</p> <p>Recreation programs along the coast would continue to be provided primarily through use of state and local government facilities.</p>	<p>Same as those described for Alternative A (except recreational access and recreation programs).</p> <p>Work with the appropriate land owner to construct new centralized mainland recreation facilities at one or more of the points of access.</p> <p>Work with the appropriate entity to upgrade existing mainland recreational facilities at other points of access as necessary.</p> <p>Actively offer, sponsor, and partner to provide active recreation opportunities in and around the CCNM, such as kayaking, tide pooling, and scuba diving.</p> <p>Engage in aggressive outreach and publicity to heavily encourage more active forms of recreation on appropriate portions of the CCNM, as well as on adjacent lands and waters.</p>

Table 2-4. Summary of Management Actions for the Action Alternatives (continued)

Resource/Use Program Area	Alternative A Balanced Management	Alternative B Resource Protection Emphasis	Alternative C Recreation Opportunity Emphasis
Recreation (continued)	<p>Develop educational and interpretive materials that identify the nature and value of recreation opportunities on the monument (see Education and Interpretation Actions).</p> <p>Encourage research that can better define the extent, nature, and value of recreation opportunities on the monument (see Research Actions). Following any research, maintain an inventory of all monument resources.</p> <p>All facilities to be constructed would implement appropriate best management practices (BMPs) and other measures to avoid adverse effects on natural resources and the human environment.</p>		
Education and Interpretation	<p>Develop an Education and Interpretation Plan, which would identify goals, themes, general guidelines, and an action plan for CCNM education and interpretation.</p> <p>Designate mainland education and interpretation facilities to provide individuals and organizations opportunities for nature study and photography, interpretive sites and walks, school and community outreach programs, and special thematic events related to the unique resources of the CCNM.</p>	<p>Same as those described for Alternative A (except education and interpretation facilities).</p> <p>Limit educational and interpretation facilities to existing mainland facilities.</p> <p>Focus educational programs on resource protection.</p>	<p>Same as those described for Alternative A (except education and interpretation facilities).</p> <p>Designate new points of public contact for construction of new education and interpretation facilities, potentially in coordination with mainland recreation facilities.</p> <p>Pursue an aggressive education and interpretation campaign at mainland facilities, in an effort to increase awareness of and therefore protection of monument resources.</p>

Table 2-4. Summary of Management Actions for the Action Alternatives (continued)

Resource/Use Program Area	Alternative A Balanced Management	Alternative B Resource Protection Emphasis	Alternative C Recreation Opportunity Emphasis
Education and Interpretation (continued)	<p>All facilities to be constructed would implement appropriate BMPs and other measures to avoid adverse effects on natural resources and the human environment.</p> <p>Develop a Virtual Monument, a web site that provides information about the monument's natural and cultural resources, its recreational amenities and access points, and travel information.</p> <p>Develop interpretive themes, written statements that guide the design and text writing of various products that may include wayside exhibits, visitor center exhibits, brochures, audiovisual presentations, and web sites.</p> <p>Develop an independent tourism marketing plan, to identify target markets, tourism partnership opportunities, and key messages before work begins on broader marketing materials.</p>	<p>Same as those described for Alternative A.</p> <p>Evaluation and approval of research permits would place primacy on resource protection.</p>	<p>Same as those described for Alternative A.</p>
Research Activities	<p>Permit research throughout the CCNM, consistent with the approval criteria identified below or on a case-by-case basis.</p> <p>Develop a Research/Monitoring Permit with core managing partners that could be used by all three entities; the permit would be required for scientific studies on CCNM land that involve fieldwork or specimen collection with the potential to disturb resources. The permit process would follow current BLM practices.</p>	<p>Same as those described for Alternative A.</p> <p>Evaluation and approval of research permits would place primacy on resource protection.</p>	<p>Same as those described for Alternative A.</p>

Table 2-4. Summary of Management Actions for the Action Alternatives (continued)

Resource/Use Program Area	Alternative A Balanced Management	Alternative B Resource Protection Emphasis	Alternative C Recreation Opportunity Emphasis
Research Activities (continued)	<p>Permits would not be issued when the activity may directly or indirectly adversely affect seabird or pinniped colonies during the nesting/pupping or rearing seasons.</p> <p>Finalize Research/Monitoring Permit evaluation criteria and procedure guidelines proposed in the Draft RMP.</p>		
Land Tenure Adjustments	<p>Land currently in the CCNM would not be disposed of, except by exchange and only if it would further the resource protection purposes of the CCNM.</p> <p>Land acquisition decisions would be made consistent with Section 205 of FLPMA.</p> <p>Acquisition of additional properties to be included in the CCNM would be considered on a case-by-case basis, using identified criteria.</p> <p>Continue efforts to clarify land ownership, where ownership is unknown, believed to be inaccurate, or in dispute.</p>	<p>Land disposals would not occur, except by exchange and only if it furthers the protective purposes of the CCNM.</p> <p>Acquisition of every property meeting the criteria identified in the Presidential Proclamation (areas above mean high tide within 12 nautical miles of shoreline) would be actively pursued as funding permits, focusing on acquisitions that enhance protection of coastal resource values.</p> <p>All land acquisition decisions would be made consistent with Section 205 of FLPMA.</p> <p>Land acquisitions would follow all relevant laws and regulations. However, pursuit of acquisitions would not be limited to voluntary participants; the Presidential Proclamation goal of protection would be used to prioritize acquisitions.</p>	<p>Same as those described for Alternative A (except land acquisition).</p> <p>Acquisition of properties meeting the criteria identified in the Presidential Proclamation (areas above mean high tide within 12 nautical miles of the shoreline) would be actively pursued, using an identified priority system.</p>

Table 2-4. Summary of Management Actions for the Action Alternatives (continued)

Resource/Use Program Area	Alternative A Balanced Management	Alternative B Resource Protection Emphasis	Alternative C Recreation Opportunity Emphasis
Land Use Authorizations	<p>Specifically prohibit the following land uses on the CCNM as inconsistent with protection of monument resources: forest resource extraction; livestock grazing; and coal, oil shale, fluid mineral, locatable mineral, mineral material, and nonenergy leasable mineral exploration and extraction.</p> <p>Allow the following land uses: other land uses, including construction and maintenance of aids to navigation and communication facilities, subject to BLM approval; and emergency uses for response to oil spills or hazardous substance releases.</p> <p>Grant land use authorizations following standard BLM operating procedures and apply standard permitting procedures for applications to use CCNM lands. Each application for use of CCNM lands would be considered on a case-by-case basis.</p> <p>Any structures to be constructed under a land use authorization would implement appropriate BMPs and other measures to avoid adverse effects on natural resources and the human environment.</p>	<p>Same as those described for Alternative A (except allowed land uses).</p> <p>Other land uses, such as aids to navigation and communication facilities, would not be allowed unless it could be shown that the land use posed no potential to adversely affect CCNM resources. Exceptions for emergency oil spill and hazardous substance release response would apply.</p>	<p>Same as those described for Alternative A.</p>