

Management Decisions

Introduction

This chapter presents the management strategy for the CCNM. The strategy was formulated through an analysis of current management practices; an issue-identification process directed at affected agencies and the public; and an interdisciplinary development effort involving the core BLM planning team and agencies and organizations that cooperated with BLM in the RMP process.

The strategy described in this chapter is capable of achieving the overall vision as outlined in the Presidential Proclamation and the management goals discussed in Chapter 1. A detailed description of the management decisions is followed by an overview of the management approach for the monument. The management decisions within each program area include objectives, management actions, allowable uses, and a description of the operating framework, where applicable. A summary of management decisions in the RMP is provided in Table 2-1 (at the end of the chapter).

Management Goals

The goals for management of the CCNM are as follows:

- Goal 1:** Protect the geological formations and the habitat that they provide for biological resources of the CCNM.
- Goal 2:** Protect the scenic and cultural values associated with the CCNM.
- Goal 3:** Provide and promote research opportunities to understand the resources and values of the CCNM.
- Goal 4:** Provide the public with interpretive information and educational initiatives regarding the values and significance of the CCNM and the fragile ecosystems of the California coastline.
- Goal 5:** Coordinate planning and management activities with the numerous jurisdictions on and adjacent to the CCNM and use the CCNM to help enhance cooperative and collaborative initiatives and partnerships with a variety of communities, agencies, organizations, academic institutions, the public, and other stakeholders.



Management of Resources

A discussion of management decisions for the following resources is provided:

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

GEOLOGIC, SOIL, AND PALEONTOLOGIC RESOURCES

The “Geologic, Soil, and Paleontologic Resources” management actions in this RMP apply only to BLM-managed lands within the boundary of the CCNM.



Objectives

- OJ-GEO-1** Maintain the natural quality and integrity of geologic and soil resources.
- OJ-GEO-2** Restore the quality and integrity of these resources to natural conditions where they have been impaired as a result of human activities.
- OJ-GEO-3** Allow for excavation and data recovery where unique resources exist that are threatened by natural processes or human activity.

Management Actions

- MA-GEO-1** **Data Recovery.** Where unique paleontologic resources exist that are threatened by natural processes or human activity, allow for excavation and data recovery, if it is determined that this action will not adversely affect sensitive biological, physical, or cultural resources or resource values.
- MA-GEO-2** **Education and Interpretation.** 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”).
- MA-GEO-3** **Management Criteria.** Develop criteria for identifying resources requiring protection. Criteria will 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 will be ongoing as information becomes available through research and inventory.
- MA-GEO-4** **Research.** Following any research, maintain an inventory of monument resources.

Allowable Uses

- AU-GEO-1** **Protection of Resource.** Allow on-monument activities that would not harm the physical resources of the monument (discussed in more detail under the resource uses “Recreation” and “Land Use Authorizations”).
- AU-GEO-2** **Mineral Removal.** Specific resource protections contained in existing BLM land withdrawals and guidance contained in the Presidential Proclamation prohibit removal of minerals with commercial value from the CCNM.

Operating Framework

- FR-GEO-1** **Research.** 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).

VEGETATION RESOURCES

The “Vegetation Resources” management actions in this RMP apply only to BLM-managed lands within the boundary of the CCNM. This discussion addresses both the terrestrial and intertidal vegetation contained within the CCNM.

Objectives

- OJ-VEG-1** Maintain the natural quality and integrity of native vegetation on the CCNM.
- OJ-VEG-2** Restore the quality and integrity of native vegetation where it has been determined to be impaired as a result of human activities or non-native invasive species.

Management Actions

- MA-VEG-1** **Criteria for Management.** Documentation that harm to a listed plant species is occurring will be an overriding criterion for implementing management action. As an initial step in RMP implementation, additional criteria will be developed for identifying the plant species and communities requiring management and protection. Criteria will 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.



MA-VEG-2 Site Inventory. An inventory of vegetation and vegetation communities will be maintained. As part of the site inventory, BLM will make elimination of the identified gaps in knowledge about the distribution and status of plant species a primary goal (discussed in more detail under the “Research” resource use category).

On the basis of the above activities and the criteria developed under MA-VEG-1, BLM will work cooperatively with DFG, DPR, FWS, and other agencies to identify rocks and islands in need of management attention. This identification process will be a dynamic one. As new information comes to light, site status will be changed appropriately.

MA-VEG-3 Adaptive Management. A variety of management activities may be implemented in the specific areas identified for management under MA-VEG-2, including but not limited to:

- Targeted education to make CCNM users aware of existing or potential conflicts associated with important native plant communities in specific monument locations.
- Enforcement actions.
- Active management, including restoration or other forms of management intervention.
- Use restrictions, as described below under AU-VEG-1.

MA-VEG-4 Invasive Non-Native Species Control. Develop an invasive non-native plant species management and eradication program, consistent with the long-term protection of native plant communities. This program will be designed to reduce competition from non-native plants and encourage the long-term survival of native plant communities.

An Integrated Pest Management approach will be applied to invasive non-native species infestations. Control measures primarily will consist of manual and mechanical removal, and use of fire. Removal of invasive plant species by manual means is the preferred method of eradication and will be used wherever possible. The use of herbicides will be restricted to specific situations when other alternatives are determined to be infeasible or ineffective. Any proposed use of herbicides will be conservative and will target specific weed individuals for a given species. Any herbicide use will be assessed using the NEPA process and will be made available for public comment.

Control measures will 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 will be planned carefully to ensure that no major adverse effects on native organisms or important monument resources will result (e.g., activities would be conducted outside relevant breeding seasons for seabirds and marine mammals). Other measures will be implemented to minimize any adverse effects on non-target species. Disturbed areas will be replanted with native plant species where natural recruitment is not expected. This replanting will be designed to reduce erosion and protect visual quality. Temporary degradation of visual resources also will be avoided through screening of ground disturbance activities where possible.

MA-VEG-5 Education and Interpretation. 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”).

MA-VEG-6 Research. Following any research, maintain an inventory of monument resources.

Allowable Uses

AU-VEG-1 On-Monument Activities. On-monument activities that would result in loss of native plants will not be allowed on the monument, unless otherwise permitted through BLM’s normal procedures for granting access for research or other activities (specific activities are discussed in more detail under the resource uses “Recreation” and “Land Use Authorizations”). Management intervention normally will begin with the least restrictive approach (e.g., use ethics education), with access limitations implemented on the CCNM as a last resort. Such use limitations will be implemented only on a site-specific basis where known resource impacts exist and will use a science-based process to determine what limits are appropriate. In cases where initial surveys determine that the risk of resource damage is high, temporary closures or use limitations may be instituted immediately while further information is collected and long-term solutions determined. These will be the exception to normal management practices, however, and will be implemented only in situations where the potential for immediate and significant threats is identified. Temporary closures or limitations will be followed by a process (including public involvement) to determine long-term management solutions.

Operating Framework

FR-VEG-1 **Tiered Adaptive Management Approach.** BLM will use a tiered approach to adaptive management of native vegetation. The first tier will be to develop criteria for identification of locations that should receive management attention, including both the vegetation resources present and the existence of or potential for use conflicts. The second tier will involve performing a site inventory and monitoring vegetation and human use of the CCNM, as well as applying the criteria developed in the first tier, to identify the sites in need of management attention. The final tier will be implementing management actions as needed.

In cases where initial information determines that the risk of resource damage is high, management action may be instituted immediately while further information is collected and long-term solutions are determined. This will be the exception to normal management practices, however, and will be implemented only in situations where the potential for immediate and significant threats is identified. Temporary management actions will be followed by a process (including public involvement) to determine long-term management solutions.

FR-VEG-2 **Research.** 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).

WILDLIFE RESOURCES

The “Wildlife Resources” management actions in this RMP apply only to BLM-managed lands within the boundary of the CCNM. This discussion addresses both the terrestrial and intertidal wildlife habitat contained within the CCNM.

Objectives

- OJ-WLD-1** Maintain habitat for native populations of seabirds, pinnipeds, and intertidal species throughout the monument.
- OJ-WLD-2** Restore habitat that has been adversely affected by human activity or non-native invasive species.

Management Actions

MA-WLD-1 **Criteria for Management.** Documentation that harm to a listed wildlife species is occurring will be an overriding criterion for implementing management action. As an initial step in RMP implementation, additional criteria will be developed for identifying the wildlife species and habitat types requiring management and protection. Criteria will 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.

MA-WLD-2 Site Inventory. An inventory of wildlife and wildlife habitat will be maintained. As part of the site inventory, BLM will make elimination of the identified gaps in knowledge about the distribution and status of seabirds and pinnipeds a primary goal (discussed in more detail under the “Research” resource use category). Other inventory priorities will be established and promoted at the outset, including:

- A monument-wide survey of seabird and pinniped populations coordinated with researchers studying marine birds and mammals. Surveys will occur at minimum 10-year intervals, using appropriate protocols, such as those developed by SOWLS et al. (1980) and Carter (pers. comm.), that include recently developed survey techniques. The modifications of this survey protocol will preserve the ability to compare future data with these earlier benchmarks.
- Annual photographic documentation of conspicuous colonies of seabirds, such as cormorants, western gulls, and common murrelets. These annual photographs will 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.
- Focused surveys (especially in northern California and at sites in southern California potentially hosting *Xantus’* murrelets) for populations of nocturnal and burrow- and crevice-nesting species such as storm-petrels and the small alcid, as well as widespread species that nest in small numbers at any one site. Criteria for identifying inventory sites will include such characteristics as:



- △ Rocks and islands with soil or extensive cavities that provide potential nesting sites for storm-petrels and burrowing alcids;
 - △ 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.
- Additional focused annual surveys on selected species and sites based on partnership/stakeholder interest and abilities. For example, local groups or individuals could perform valuable long-term monitoring projects at sites where seabird and pinniped populations are visible from the mainland and counts of pinnipeds and nesting birds or assessments of their reproductive status can be conducted easily.
- Surveys to determine status regarding invasive wildlife species and their effects on native populations. Inventory efforts will include surveying for invasive species such as rodents (e.g., *Rattus* sp. and *Mus musculus*).
- Surveys to determine status regarding human use of the CCONM and its effects on wildlife habitat and populations.
- Surveys for intertidal species.

The inventory will be accomplished through BLM activities and through partnerships. The task will 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 will be potential participants in these efforts—depending on the scope and the nature of the projects. Protocols for research will be carefully developed to ensure that they are cost effective and repeatable. Further, these protocols will specify who is qualified to perform the various types of research and surveys.

On the basis of the above activities, and the criteria developed under MA-WLD-1, BLM will work cooperatively with DFG, DPR, FWS, and other agencies and partners to identify rocks and islands in need of management attention. This identification process will be a dynamic one. As new information comes to light, site status will be changed appropriately. Ap-

pendix F provides preliminary lists of known seabird and marine mammal sites on the CCNM.

MA-WLD-3 Adaptive Management. A variety of management activities may be implemented in the specific locations identified for management under MA-WLD-2, including but not limited to:

- Targeted education to make CCNM users aware of existing or potential conflicts associated with wildlife habitat in specific monument locations, as part of MA WLD 6.
- Enforcement actions, as described above under FR-WLD-3.
- Active management, including restoration or other forms of management intervention, including but not limited to the actions described below under MA WLD-4 and MA-WLD-5.
- Use restrictions, as described below under AU-WLD-1.

MA-WLD-4 Invasive Non-Native Species Control. A program for control and eradication of invasive wildlife species on the CCNM rocks and islands will be developed and implemented where effects on native populations of seabirds and pinnipeds, and on other monument resources, have been documented or are suspected. Priorities for implementation will be given to areas where problems are most acute (e.g., areas where native populations are shown to be in decline as a result of invasive species). This effort will be designed to reduce competition with native wildlife, predation on native vegetation, and degradation of habitat—and will encourage the long-term survival of native or unique monument communities and habitat.

Measures taken to remove or control invasive species will be planned carefully to ensure that no major adverse effects on native organisms or important monument resources would result (e.g., activities will be conducted outside relevant breeding seasons for seabirds and pinnipeds). BMPs and other measures will be implemented to minimize any adverse effects on non-target species, natural resources, and the human environment (including noise and air quality). Disturbed areas will be replanted with native plant species where natural recruitment is not expected. This replanting will be designed to reduce erosion and protect visual quality. Temporary degradation of visual resources also will be avoided through screening of ground disturbance activities where possible.

MA-WLD-5 Restoration Measures. BLM, in cooperation with its core-managing partners, will develop and implement measures to restore or improve habitat and to control predators.

MA-WLD-6 Education and Interpretation. Educational and interpretive materials will 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”). Signs and educational materials will be made available to the public near important marine mammal haul-outs, major tidepool areas, and marine bird nesting sites and at access points. A particular focus will be tidepools, as described in more detail below under “Key Management Initiatives—Tidepool Connections.”

Allowable Uses

AU-WLD-1 On-Monument Activities. As described above, where known conflicts with wildlife exist, activities that harm wildlife resources or access to particular sites may be restricted on the monument. Restrictions of access to the CCNM will be made considering local knowledge of seabird and pinniped use (e.g., known nesting and pupping seasons), existing and potential use conflicts, and enforcement considerations. Activities that will be closely managed during seasonal restrictions include those with the potential to disturb wildlife.



Management intervention normally will begin with the least restrictive approach (e.g., use ethics education), with seasonal access limitations implemented on the CCNM as a last resort. Such use limitations will be implemented only on a site-specific basis where known resource impacts exist and will use a science-based process to determine what limits are appropriate, for example known roosting, nesting, and pupping seasons for seabirds and marine mammals on that site. In cases where initial surveys determine that the risk of resource damage or significant wildlife disturbance is high, temporary closures or use limitations may be instituted immediately while further information is collected and long-term solutions are determined. These will be the exception to normal management practices, however, and will be implemented only in situations where the potential for immediate and significant threats is identified. Any temporary closures or limitations will be followed by a process (including public involvement) to determine long-term management solutions.

Operating Framework

FR-WLD-1 Agency Coordination. BLM will 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. Management actions for the CCNM have been designed and will be conducted in cooperation with other government agencies, in particular those with jurisdictional authority over the wildlife resource in

question (e.g., DFG, NMFS, and FWS), as well as universities and colleges, non-profit groups, consultants, and volunteers.

FR-WLD-2 Pre-Existing Regulations. Management actions will be implemented within the framework of pre-existing regulations (e.g., ESA and MMPA).

FR-WLD-3 Enforcement. Enforcement of any use restrictions and the existing laws protecting wildlife will be conducted in cooperation with a range of law enforcement agencies, including—but not limited to—BLM, FWS, NOAA, USCG, DFG, and DPR; and cities and counties. Initial enforcement efforts will be targeted at sites with important wildlife habitat that experience documented use conflicts, as described in the management actions below.

FR-WLD-4 Tiered Adaptive Management Approach. BLM will use a tiered approach to adaptive management of wildlife habitat. The first tier will be to develop criteria for identification of locations that should receive management attention. The criteria will take into consideration both the resources present and the existence of or potential for use conflicts. The second tier will involve performing a site inventory that characterizes wildlife habitat and populations, as well as human use of the CCNM. The third tier will involve applying the criteria developed in the first tier in order to identify the sites in need of management attention. The final tier will be to implement management actions as needed.

In cases where initial information determines that the risk of resource damage or significant wildlife disturbance is high, management action may be instituted immediately while further information is collected and long-term solutions are determined. This will be the exception to normal management practices, however, and will be implemented only in situations where the potential for immediate and significant threats is identified. Temporary management actions will be followed by a process (including public involvement) to determine long-term management solutions.

INTERTIDAL RESOURCES

Different sites in the CCNM contain varying portions of the intertidal zone, depending on level of exposure and wave action. Portions of the CCNM include the uppermost horizon and the high and middle intertidal zones. Management of intertidal resources is addressed under the “Vegetation Resources” and “Wildlife Resources” programs above.

CULTURAL RESOURCES

The “Cultural Resources” management actions in this RMP apply only to BLM-managed lands within the boundary of the CCNM.

Objectives

- OJ-CUL-1** Protect NRHP-eligible and potentially eligible cultural resources from human-caused disturbance or destruction, and from natural disturbance and destruction when appropriate.
- OJ-CUL-2** Obtain scientifically and ethnographically relevant information from the resources to inform us about past human activities, to evaluate cultural resources, and for site characterization.
- OJ-CUL-3** Offer ongoing interpretation of cultural resources as a means of enhancing public appreciation.

Management Actions

- MA-CUL-1** **Initial Management.** As an interim management action while NRHP determinations are in process, cultural resources will be managed for their information, public, or conservation values per BLM Manual 8100, FLPMA, and NHPA. Until formal NRHP eligibility determinations are made in consultation with the SHPO, each known resource will be managed as if it were a significant cultural resource.
- MA-CUL-2** **Eligibility of CCNM Properties for Listing in the NRHP.** Prepare nominations as appropriate for cultural resources in the CCNM that are potentially eligible for listing in the NRHP. Obtain a determination of which cultural resources are suitable for listing.
- MA-CUL-3** **Cultural Resources Management Plans (CRMPs).** CRMPs that address preservation actions may be prepared for cultural resources as determined to be appropriate for management purposes, including management of site visitation.
- MA-CUL-4** **Consultation with Tribes.** BLM will consult further with Native American tribes to gather information about traditional use areas and activities that may include elements of the CCNM in order to support the allowable uses as identified below under AU-CUL-1.
- MA-CUL-5** **Education and Interpretation.** An education and interpretation program will be developed around the CCNM’s significant cultural properties (discussed in more detail under the resource use “Education and Interpretation”). The program may include printed and web-based material and also may involve public events organized around historic and/or prehistoric themes at or near significant coastal sites.

MA-CUL-6 Research. Research for the purposes of evaluation, site characterization, and scientific investigation is encouraged when such research is consistent with the objectives of the RMP, the BLM Statewide Protocol Agreement, and CRMPs developed under the umbrella of the Protocol.

Allowable Uses

AU-CUL-1 Native American Uses. Native American requests to practice traditional activities or participate in interpretive activities on the CCNM will be welcomed and will 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.

AU-CUL-2 On-Monument Activities. On-monument activities that would harm the cultural resources of the monument will be limited or prohibited as appropriate (specific activities are discussed in more detail under the resource uses “Recreation” and “Land Use Authorizations”). Inadvertent or unanticipated discoveries will be treated according to the terms of the State Protocol Agreement.

Operating Framework

FR-CUL-1 Management Guidelines. The primary source for guidance of management activities concerning cultural resources is the BLM Statewide Protocol Agreement and its associated appendices, amendments, and plans. The BLM 8100 Series Manual, incorporated within the State Protocol Agreement, provides detailed management guidelines.

FR-CUL-2 Consultation with Tribes. Establish a program of government-to-government consultation with federally recognized Native American tribes. Involving tribal governments and the SHPO closely at the outset of planning will facilitate coordination and consultation at later stages of planning and management of local rocks and islands of interest to these tribes. Develop relationships with non-federally recognized Native American groups who may have an interest in stewardship of offshore traditional cultural properties (TCPs).

FR-CUL-3 Monitoring and Protection. Enforce laws against damage and theft of cultural resources. Administrative and physical measures to protect historic properties in the CCNM will 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).

FR-CUL-4 **Education and Interpretation.** Collaboration with various entities will be undertaken to provide interpretive opportunities.

FR-CUL-5 **Research.** Encourage research that can better define the extent, nature, and value of cultural resources of the monument (discussed in more detail under the “Research” resource use category). 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 faculty, 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 Islands and Farallones 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 will help to fill cultural resource data gaps in the CCNM.



VISUAL RESOURCES

The “Visual Resources” management actions in this RMP apply only to BLM-managed lands within the boundary of the CCNM.

Objectives

- OJ-VRM-1** Manage all monument lands as Visual Resources Management (VRM) Class I, except where safety requirements for navigational aid visibility would conflict with this objective.
- OJ-VRM-2** Enhance opportunities for visitors and residents to view the outstanding scenic landscapes characteristic of the CCNM.

Management Actions

MA-VRM-1 **Visual Contrast Ratings.** Complete visual contrast ratings for existing CCNM facilities and identify opportunities to reduce existing visual impacts through modifications (e.g., removing unused non-historic navigational devices and rehabilitating landscape scars).

Complete visual contrast ratings for all proposed surface-disturbing projects to ensure that they meet VRM class objectives.

MA-VRM-2 **Inventory of Vista Points.** Complete an inventory of existing and potential key scenic vista points along road and trail corridors adjoining the CCNM, and identify opportunities to work with core-managing and collaborative partners to im-

prove these locations as overlooks and interpretive sites available to the public.

Allowable Uses

AU-VRM-1 On-Monument Developments. Any new site developments on BLM lands will be located and designed so that they do not detract from coastal vistas. New facilities will be constructed so that no or minimal impacts occur to the immediate coastal viewshed.

AU-VRM-2 Aids-to-Navigation. In areas where coastal rocks present navigation hazards, any analysis of safety/navigation aids will consider opportunities for placing aids in adjoining waters or land. Only where it is determined that these aids will not be effective elsewhere, or will cause greater impacts on the coastal landscape, will they be considered for on-monument placement. Where on-monument (i.e. on-rock) navigation aids are determined to be the only reasonable solution, efforts will be made to balance the need to provide for navigational safety while minimizing visual impacts.

Operating Framework

FR-VRM-1 Agency Coordination. Work with county governments, the California Coastal Commission, the USCG, and other agencies with management jurisdiction to ensure that coastal developments do not detract from the scenic integrity of the area.

FR-VRM-2 Mainland Facilities. Locate and design any new CCNM-related facilities on the mainland (for instance, on BLM partner lands) so that these facilities do not detract from coastal vistas. New facilities will be constructed so that no or minimal impacts occur to the immediate coastal viewshed.

Management of Resource Uses

Management of resource uses includes a discussion of management decisions for the following:

- Recreation,
- Education and interpretation,
- Research,
- Land tenure adjustments,
- Land use authorizations,
- Special management, and
- Cadastral support.



RECREATION

The “Recreation” management actions in this RMP apply only to uses on BLM-managed lands within the boundary of the CCNM. The discussion of recreation management is limited to recreational activities that occur on the CCNM itself. BLM does not have jurisdiction to regulate activities in the water, land, or airspace surrounding the CCNM.

Objectives

- OJ-REC-1** Provide a use strategy with an appropriate level of recreational access to the CCNM.
- OJ-REC-2** Provide for non-mechanized, minimal-impact recreational opportunities.
- OJ-REC-3** Construction of recreational facilities on the CCNM will be minimal, and limited to those necessary for public safety or protection of monument resources.

Management Actions

- MA-REC-1** **User Experience.** The recreation approach for the monument will consist of primitive non-motorized, non-mechanized activities.
- MA-REC-2** **Recreational Facilities.** BLM will place recreation facilities on the monument only when consistent with the resource protection goals of the plan.
- MA-REC-3** **Signage.** Signage will be installed at key locations along the mainland regarding the allowed and prohibited recreational uses of the CCNM (discussed in more detail under “Allowable Uses” below). Warning signs will be provided in hazardous areas with high visitation or acute risks.
- MA-REC-4** **Research.** An inventory will be maintained for information generated by any recreation-related research.



MA-REC-5 Educational Materials. Educational and interpretive materials will be developed that identify the nature and value of recreational opportunities of the monument (see the “Education and Interpretation” program below). Printed and web-based resources will be generated that publicize the encouraged and prohibited recreational uses of the CCONM. The location of key recreation access points to the monument also will be described. Training materials, brochures, and educational information regarding protection of CCONM resources will be provided to other entities offering recreation along the coast (e.g., county parks employees and kayak rental companies).

Allowable Uses

AU-REC-1 General. Recreational uses of the monument will be allowed when consistent with the primitive non-motorized, non-mechanized goals and when consistent with proclamation goals and public safety concerns. The allowable uses described below further elaborate on allowed and restricted uses. Management intervention normally will begin with the least restrictive approach (e.g., use ethics education), with access limitations implemented on the CCONM as a last resort. Such use limitations will be implemented only on a site-specific basis where known resource impacts exist and will use a science-based process to determine what limits are appropriate. In cases where initial surveys determine that the risk of resource damage is high, temporary closures or use limitations may be instituted immediately while further information is collected and long-term solutions determined. These will be the exception to normal management practices, however, and will be implemented only in situations where the potential for immediate and significant threats is identified. Temporary closures or limitations will be followed by a process (including public involvement) to determine long-term management solutions.

AU-REC-2 Recreational Facilities. BLM will consider placing recreation facilities on the monument only when consistent with the resource protection goals of the plan.

AU-REC-3 Organized Activities and Events. Organized recreational activities and events will be allowed only through issuance of a special use permit and only when consistent with the plan’s resource protection goals.

AU-REC-4 Fishing. Any recreational fishing from the CCONM will be consistent with the State of California recreational fishing regulations. No person fishing from the CCONM shall take fish for commercial purposes except by permit from the California Fish and Game Commission.

- AU-REC-5** **Motor Vehicles and Off-Highway Vehicle (OHV) Use.** No person shall drive, operate, leave, or stop any motor vehicle, bicycle, or other type of vehicle on the CCNM. The entire CCNM is designated as closed to vehicle travel under the BLM OHV regulations.
- AU-REC-6** **Firearms.** No person shall fire or discharge any firearm, bow and arrow, air or gas gun, spear gun, or any other weapon of any kind within or into the CCNM—or possess such weapons within the CCNM, except law enforcement personnel and as provided for in individual area regulations that allow for hunting.
- AU-REC-7** **Camping.** No person shall camp within the boundaries of the CCNM, for both public safety and resource protection reasons, unless authorized by special permit or within specific areas identified through site specific planning and analysis.
- AU-REC-8** **Use of Fire.** No person shall light fireworks or other explosive or incendiary devices, or start or maintain any fire within the boundaries of the CCNM, except for management purposes as provided for in other portions of this plan.
- AU-REC-9** **Aircraft.** No person shall use the CCNM as a launching or landing point for hang gliders, paragliders, ultralights, or any other motorized or non-motorized aircraft.
- AU-REC-10** **Pets.** Pets, including dogs and cats, are prohibited from entering the CCNM unless they are retained on a leash of less than 10 feet.
- AU-REC-11** **Rock Climbing.** Rock climbing using assistive devices is prohibited within the boundaries of the CCNM, unless authorized in association with research, restoration, or public health and safety purposes (e.g., aids-to-navigation).
- AU-REC-12** **Non-Traditional and Newly Emerging Recreational Uses.** Non-traditional and newly emerging recreational uses will be allowed as long as they are consistent with CCNM goals (see AU-REC-1). Such uses will be monitored to assess potential conflicts, impacts on resources, or visitor safety issues.

Operating Framework

- FR-REC-1** **Resource Protection.** Coastal visitors will be encouraged to participate in recreational pursuits on the CCNM that are respectful of the biological, cultural, physical, and scenic values of the monument.
- FR-REC-2** **Public Safety.** The health and safety of coastal visitors is a central theme in managing recreation on the CCNM.
- FR-REC-3** **Recreation Outside of CCNM Boundaries.** BLM does not plan to regulate recreation that is not within the boundaries of the CCNM. Because recreation in adjacent areas could in some instances affect monument resources, however, BLM

will work with those entities already responsible for management of recreation access to the coast, including its core-managing partner DPR, NPS, and other entities as appropriate, to participate in decisions regarding recreation adjacent to monument lands.

- FR-REC-4** **Research.** Research that can better define the extent, nature, and value of recreational opportunities of the monument will be encouraged (discussed in more detail under the “Research” resource use category).

EDUCATION AND INTERPRETATION

The “Education and Interpretation” management actions in this RMP apply only to uses on BLM-managed lands within the boundary of the CCNM.

Objectives

- OJ-EDU-1** Provide opportunities for year-round, outstanding environmental interpretation and education at the CCNM.
- OJ-EDU-2** Leverage partnerships and integrate with existing educational and interpretive programs to foster an understanding, appreciation, and stewardship of CCNM and California coastal ecosystems resources.
- OJ-EDU-3** Use existing mainland facilities to support education and interpretation programs to the maximum extent feasible, to minimize the need for additional mainland facilities.
- OJ-EDU-4** Enable frequent contact between visitors and managing agency personnel to promote environmental education and protection of CCNM resources and resource values.
- OJ-EDU-5** Offer a continuing program of outreach to foster environmental education and stewardship for CCNM protection and enhancement.
- OJ-EDU-6** Increase the opportunities for socio-cultural and educational experiences by visitors.

Management Actions

- MA-EDU-1** **Educational and Interpretive Facilities.** BLM will place educational and interpretive facilities on the monument only when consistent with the resource protection goals of the plan. New mainland facilities will be constructed in a manner consistent with the existing visual character of the coastal environment so as not to detract from existing scenic resources. These facilities will be located to the maximum extent practicable to protect the quality of the scenic values of the CCNM and adjacent lands for persons traveling along coastal routes.
- MA-EDU-2** **Educational and Interpretive Plan(s).** Management of education and interpretation at the CCNM will be achieved through



the development of an Education and Interpretation Plan, or a series of regional or site-specific plans, that will identify goals, themes, general guidelines, and an action plan for CCNM education and interpretation. As part of this plan, the following actions will be taken in coordination with the core-managing partners and other partnering entities, as appropriate:

- Expand on preliminary data to complete an inventory of existing coastal facilities that could serve as visitor gateways. The inventory will address the criteria given below for selection of gateways.
- Identify mainland gateways where visitors will be able to receive educational and interpretive materials regarding the CCNM.
- Develop educational and interpretive programs at these visitor gateways, 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 will be offered in multiple languages, as appropriate, to allow greater accessibility by non English-speaking populations.

BLM or its partners will organize or sponsor educational and interpretive activities on a regular basis, either on their own initiative or in response to requests from interested organizations. Activities will include opportunities for docent-led exploration. The purpose of these activities will be to impart environmental knowledge, foster respect for ecological systems, and nurture support for protection and enhancement of the CCNM’s unique ecological resources.

One of the initial implementation priorities for the Education and Interpretation program will be Tidepool Connections as described below under “Key Management Initiatives—Tidepool Connections.”

MA-EDU-3

CCNM Gateways. A series of CCNM Gateways will be developed to provide a sense of place for the monument, serve as visitor contact points, and link the CCNM with local communities and local initiatives. These mainland visitor gateways have been identified (see list below under “Key Management Initiatives—CCNM Gateways”) and additional visitor gateways will be identified 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 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.

The CCNM Gateways will include a hosted site. Hosting will be performed by BLM and/or its partners, depending on the site. Examples include areas with visitor centers, nature centers, entrance kiosks, park or facility offices, or other appropriate types of visitor use facilities. Each CCNM Gateway will provide information regarding the specific gateway, including the various CCNM features associated with that specific portion of the CCNM. Information regarding the other established CCNM Gateways should also be available to the visitor. In addition, each gateway can develop educational initiatives specific to its unique resources and thematic focus. Each gateway is expected to develop its own local partnership and community outreach initiatives. Details regarding implementation of the CCNM Gateways program are discussed below under “Key Management Initiatives—CCNM Gateways.”

MA-EDU-4 Un-Hosted Visitor Sites. A number of un-hosted visitor sites or “CCNM waysides” may be developed. These could include informational or interpretive kiosks or panels, as well as nature or viewing trails, if appropriate. Some of these sites may be directly associated with a CCNM Gateway, while others may not be. In all cases, they are intended to provide individuals and organizations opportunities for nature study and photography, interpretive sessions and walks, school and community outreach programs, and special thematic events related to the unique resources of the CCNM.

MA-EDU-5 Provisions for Facility Construction. Any facilities to be constructed will be built to applicable standards; BMPs and other measures will be implemented to avoid adverse effects on natural resources and the human environment. Any new facilities with potential for adverse effects will be subject to additional environmental review under NEPA.

Operating Framework

FR-EDU-1 **Mainland Focus.** BLM intends to use mainland facilities to the maximum extent and only conduct educational and interpretive programs on the monument lands where their use is integral to program effectiveness. BLM will work with DPR, Caltrans, and local counties and cities along the coast, as appropriate to ensure that educational and interpretive facilities along scenic routes (e.g., SR 1) preserve coastal vistas.

FR-EDU-2 **Virtual Monument.** An important component of the Education and Interpretation Plan for the CCONM is the Virtual Monument. This will be comprised of educational materials developed using a variety of media (e. g., internet and CD-ROM) that provides information about the monument's natural and cultural resources, its recreational amenities and access points, and travel information. The Virtual Monument programs will be targeted to specific user groups, including individuals planning a trip to the monument, those interested in learning about the monument and its related resources and resource values, and curriculum-based programs for school groups. Interactive maps and web-based geographic information systems (GIS) will allow users to browse the CCONM. Live cameras stationed along the coast may be installed or links with existing live cameras established to allow people to observe various sites of the CCONM in real time, and archives of photos and research reports will allow students to study the CCONM from their home or classroom. Travel planning calendars will highlight the seasonal viewing opportunities, scheduled programs, and special events along the coast. The Virtual Monument also will inform the public of habitat destruction that could occur if CCONM resources are accessed anywhere other than the designated interpretive points.



FR-EDU-3 **Interpretive Themes.** Interpretive themes are written statements that guide the design and written message 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 wayside interpretive panels that could be duplicated and installed at the CCONM visitor gateways (discussed in more detail under MA-EDU-3). Not every gateway will need all interpretive panels. It is anticipated that some of these themes will be presented in a statewide brochure and in a series of web pages to promote visitation to the monument.

Interpretive themes will be divided into three categories: general information about the CCONM, specific information about resources found within the monument, and information about recreational uses and limitations. Interpretive

themes also will be further developed on a site-specific basis, with local messages that fit with the overall themes given below. A preliminary list of themes includes the following (a more detailed list is included in Appendix G):

- 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.
- The CCNM's rocks and islands have historically been and will continue to be used by people.

Research

The "Research" management actions in this RMP apply only to uses on BLM-managed lands within the boundary of the CCNM.

Objectives

OJ-RSR-1 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 (including the physical, biological, and socio-cultural dimensions) of the CCNM and protecting that integrity from intrusion of the research process.

OJ-RSR-2 Consolidate the existing research permitting processes administered by multiple agencies into a single process. Specifics of the research/monitoring permit system will be determined through collaboration with DFG and DPR.

Management Actions

MA-RSR-1 **Research/Monitoring Permit System.** Research will be permitted throughout the CCNM. Permits will be required for scientific studies on CCNM land that involve field work or specimen collection with the potential to disturb resources.

In coordination with the core-managing partners, BLM will develop research/ monitoring permit stipulations that will be used by all three agencies in permitting and sharing research



related to the CCNM. The core-managing partners will coordinate and consult on all major research permit decisions. The permit stipulations for on-monument use will also be consistent with current BLM requirements under 43 CFR 2920, “Leases, Permits, and Easements through Issuance of a Special Use Permit.” When permits are required for scientific activities pertaining solely to cultural and paleontological resources, including archaeology, ethnography, history, museum objects and collections, cultural landscapes, and historic and prehistoric structures, other permit procedures will apply pursuant to applicable regulations. Permits from other agencies besides the core-managing partners may be recognized, subject to notification and consultation with these agencies.

BLM and its core-managing partners will approve or deny a research/monitoring permit based on an evaluation of favorable and unfavorable factors and on an assessment of perceived risks and benefits. BLM and its core-managing partners will develop and finalize a set of criteria to be applied when considering research permits. BLM and its core-managing partners will consider multiple factors in approving or denying research at the CCNM. Although BLM staff will 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. Where specific criteria for approval have not been developed, decisions to issue research permits on monument lands will be made on a case-by-case basis. Preliminary criteria for approval of research proposals are given below under AU-RSR-1.

BLM will require the submittal of specific information with research proposals. This information will include, but will 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).

Allowable Uses

AU-RSR-1 **Research/Monitoring Permit Evaluation Criteria.** The following criteria will be used to evaluate research proposals on an interim basis while final criteria are in development.

The suitability of proposed research will increase when the following conditions are met:

- The research addresses missing or incomplete data regarding the CCNM's resources and the uses of those resources.
- The information is useful to an increased understanding of the CCNM's resources and thereby contributes to effective management and/or interpretation of resources.
- The collected information, including manuscripts, publications, maps, and databases, will be shared with CCNM managers.
- Problems or questions posed by the research 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 time frame.
- 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.
- All field work, analyses, and reporting will be completed within a reasonable time frame.

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

- Activities will adversely affect the experiences of visitors to the monument.
- Activities may directly or indirectly adversely affect seabird or pinniped colonies during the nesting/pupping or rearing seasons.
- 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 conflicts with any nearby military activities.
- 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.

AU-RSR-2 **Core-Managing Partner Activities.** BLM may authorize partner staff to carry out official duties without requiring a permit. BLM and partner staff will need to comply with professional standards and conditions normally associated with scientific research/monitoring permits issued by BLM.

Operating Framework

FR-RSR-1 **Resource Characterization.** 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 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 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.

FR-RSR-2 **Research Coordination.** The Presidential Proclamation emphasizes 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 2-2.

BLM intends to take an active role in promoting and coordinating research related to developing a better understanding of the coastal resources under its stewardship and their relationship to human activity. In coordination with its core-managing partners, 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 resource characterization efforts identified in FR-RSR-1, and to the understanding of human activity effects on coastal resources.

Institution

COLLEGE/UNIVERSITY INSTITUTIONS

Bodega Bay Marine Lab (UC Davis and UC Berkeley)

Hancock Institute for Marine Studies (University of Southern California)

Hopkins Marine Station (Stanford)

Long Marine Lab (UC Santa Cruz)

Marine Science Center (UCLA)

Moss Landing Marine Laboratories (consortium of seven CSU campuses)

Romberg Tiburon Centers (San Francisco State University)

Santa Barbara Marine Science Institute (UC Santa Barbara)

Scripps Institution of Oceanography (University of California [UC] San Diego)

Southern California Marine Institute (Occidental College, University of Southern California, and multiple campuses of California State University[CSU])

Telonicher Marine Laboratory (Humboldt State University)

GOVERNMENT AGENCIES

California Department of Fish and Game (including the California Department of Fish and Game Office of Oil Spill Prevention and Response)

California Oceans Resource Management Program (California Resources Agency)

National Oceanic and Atmospheric Administration

State Water Resources Control Board

U.S. Fish and Wildlife Service

U.S. Geological Survey

U.S. Minerals Management Service

MUSEUMS AND AQUARIUM

Aquarium of the Pacific (Long Beach)

Cabrillo Marine Aquarium (San Pedro)

Table 2-2. Organizations Conducting Research along the California Coast

Institution

Humboldt Bay Maritime Museum (Eureka)

Los Angeles Maritime Museum

Maritime Museum of Monterey

Monterey Bay Aquarium

National Maritime Museum (San Francisco)

Ocean Institute (Dana Point)

San Diego Maritime Museum

Santa Barbara Maritime Museum

Sea World, San Diego

Steinhart Aquarium, California Academy of Science (San Francisco)

Stephen Birch Aquarium, Scripps Institution of Oceanography (La Jolla)

Ventura County Maritime Museum

OTHER ORGANIZATIONS AND PROGRAMS (INCLUDING NONPROFITS)

California Coastal Coalition

California Sea Grant

Center for Integrated Coastal Observation, Research and Education (CI-CORE)

Communication Partnership for Science and the Sea (COMPASS)

Coastal Ocean Currents Monitoring Program

Multi-Agency Rocky Intertidal Network (MARINe)

Ocean Conservancy

The Otter Project, Inc.

Partnership for Interdisciplinary Studies of Coastal Oceans (PISCO)

PRBO Conservation Science

Save Our Shores

Southern California Coastal Water Research Project

Surfrider Foundation

	Education and Interpretation	Inventory and Mapping	Research	Enforcement	Plan Coordination	Land Acquisition	Publicity	Sponsorship
CORE-MANAGING PARTNERS								
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
FEDERAL AGENCIES								
U.S. Department of the Interior (DOI):								
National Park Service (NPS)	x	x	x		x		x	
Fish and Wildlife Service (FWS)	x	x	x	x	x		x	
Geological Survey (Biological Services and Coast and Marine Geology Program)		x	x					
Minerals Management Service (MMS)	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 (MBNMS)	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 (NMFS)	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 (USCG)				x	x		x	

Table 2-3. Potential and Existing Partnerships for the CCNM

	Education and Interpretation	Inventory and Mapping	Research	Enforcement	Plan Coordination	Land Acquisition	Publicity	Sponsorship
National Science Foundation			x					x
U.S. Department of Defense – Air Force, Navy, Marines, and Army (DoD)			x		x			
U.S. Department of Agriculture – Forest Service (Los Padres National Forest) (USFS)	x	x	x		x	x		
STATE AGENCIES								
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 (SLC)		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 (CDF)		x						
California Department of Transportation (Caltrans)	x	x			x		x	
California Department of Boating and Waterways				x	x			
LOCAL AGENCIES								
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					
MARINE RESEARCH INSTITUTIONS AND LABORATORIES								
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	

	Education and Interpretation	Inventory and Mapping	Research Enforcement	Plan Coordination	Land Acquisition	Publicity	Sponsorship
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
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
<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

	Education and Interpretation	Inventory and Mapping	Research	Enforcement	Plan Coordination	Land Acquisition	Publicity	Sponsorship
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	
Other Non-Profit Organizations, Grant-Making Foundations, and Collaborations (continued)								
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					
Recreational Fishing Alliance (RFA)	x						x	
Mendocino Seaweed Stewardship Alliance	x	x					x	
Ocean Laguna Foundation	x	x	x	x			x	
Yurok Tribe	x	x	x					

BLM will promote sharing 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 federal and state agencies, non-profit organizations, and research collaborations (e.g., PISCO and Multi-Agency Rocky Intertidal Network [MARINe]). (For a more complete list, please refer to Table 2-3 in Chapter 2, “Key Aspects of the Management Approach—Partnerships [Collaboration Focus]”.)

LAND TENURE ADJUSTMENTS

The “Land Tenure Adjustments” management actions in this RMP apply only to uses on BLM-managed lands within the boundary of the CCNM.

Objectives

OJ-LTA-1 Pursue acquisition of rocks and islands within the monument corridor that are currently held outside BLM jurisdiction but are made available for transfer or acquisition, where those rocks and islands support the resources for which the monument was established.

Management Actions

MA-LTA-1 **Disposal.** No monument lands are identified for disposal under this RMP.

MA-LTA-2 **Exchange.** Exchange will be considered where it will further the resource protection purposes of the CCNM and meets the criteria discussed below.

MA-LTA-3 **Acquisition.** Acquisition of additional properties will be considered where it will further the resource protection purposes of the CCNM and meets the criteria discussed below. During the plan implementation, preliminary lists of possible acquisitions will be reviewed and prioritized in cooperation with other resource management agencies along the coast.

MA-LTA-4 **Decision Criteria.** Land tenure adjustments will be considered on a case-by-case basis, using criteria that will include, but 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/or
- Participation of partnering entities.

Operating Framework

FR-LTA-1 **Approach.** Land tenure decisions will be made consistent with Section 205 of FLPMA. Land acquisition and exchange actions will be performed consistent with federal statutes, regulations, and directives and with willing private or government parties.

FR-LTA-2 **Presidential Proclamation.** The Presidential Proclamation permits acquisition or exchange of private property and other lands to further protect the resources for which the monument was designated. Acquired lands will become part of the CCNM and will be subject to the decisions in this RMP.

Lands may come under BLM administration within the monument coastal corridor 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, will 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 will be managed in the same manner as surrounding or compatible monument land.



LAND USE AUTHORIZATIONS

The Land Use Authorizations management actions in this RMP apply only to uses on BLM-managed lands within the boundary of the CCNM.

Objectives

OJ-LUA-1 Authorize rights-of-way, land use permits, and easements on the monument consistent with protection of the monument resources and public health and safety.

Management Actions

MA-LUA-1 **Consideration of Applications.** Each application for use of CCNM lands will 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 goals and policies of this RMP.

MA-LUA-2 **Provisions for Facility Construction.** Any facilities to be constructed will be built to applicable standards. BMPs and other measures will be implemented to avoid adverse effects on natural resources and the human environment. Any new facilities with potential for adverse effects will be subject to additional environmental review under NEPA.

Allowable Uses

AU-LUA-1 **General.** Uses of the monument will be allowed consistent with proclamation goals and public safety concerns. The descriptions below further elaborate on allowed and prohibited uses.

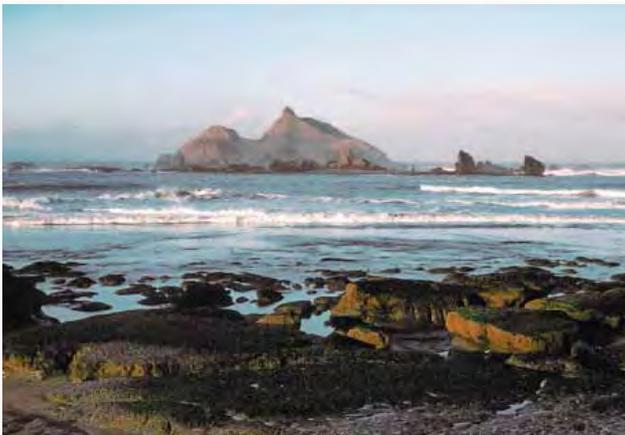
AU-LUA-2 **Allowed Uses.** The following uses will be allowed on the monument:

- Valid existing rights.
- Emergency uses of the CCNM, such as response to oil spills or hazardous materials releases (including staging for cleanup operations) and search-and-rescue operations. Law enforcement operations, including enforcement of federal laws within the monument, migrant interdiction, fisheries enforcement, drug interdiction, and national defense, are also permissible uses. Consideration of the environmental sensitivity of CCNM resources shall be taken into account when operating on or over lands within the monument for such purposes.
- Filming, if the activity complies with plan provisions. Permits for commercial filming will be required, and the preparation of a NEPA document may be required.
- Special events, if the event meets plan provisions. Permits will be required.

- Other land uses, such as construction and maintenance of aids-to-navigation facilities necessary for protection of human health and safety on lands subject to BLM jurisdiction (also see “Visual Resources—Allowable Uses”). These land uses will require a land use or encroachment permit or right-of-way, except in cases of emergency.

AU-LUA-3 Prohibited Uses. The following uses will not be allowed on the monument:

- 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. This includes 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.
- Forest resource extraction.
- Livestock grazing.
- Appropriation, injury, destruction, or removal of any feature of this monument. Exceptions could include uses authorized by permit in association with research or management activities, collection of seaweed and invertebrates consistent with the State of California recreational fishing regulations, and collection of certain natural materials by Native Americans under BLM permit and consistent with agreements between DFG and Native Americans for harvest of marine plants. Exceptions will be allowed only when not in violation of the California Code of Regulations and other federal and state restrictions, or for emergency or management purposes.



Operating Framework

FR-LUA-1 Granting Land Use Authorizations. BLM will grant land use authorizations in coordination with the core-managing partners, per the MOU, and following standard agency operating procedures. The core-managing partners, where possible, will coordinate to develop a combined process for authorization of activities that occur on the CCNM as well as activities that span multiple jurisdictional boundaries.

SPECIAL MANAGEMENT

The “Special Management” actions in this RMP apply only to uses on BLM-managed lands within the boundary of the CCONM. Special management includes ACECs, back-country byways, national recreation areas, national trails, and lands recognized as having wilderness characteristics.

Objectives

- OJ-SMA-1** Maintain special designations on the monument consistent with protection of the monument resources.
- OJ-SMA-2** Maintain the existing wilderness characteristics associated with the rocks, islands, exposed reefs, and pinnacles so long as they are consistent with the overall management objectives of the CCONM.

Management Actions

- MA-SMA-1** **California Coastal ACEC.** 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. The name of the California Islands Wildlife Sanctuary ACEC will be changed to the California Coastal ACEC, and the ACEC designation will be maintained.
- MA-SMA-2** **Other Designations.** Other special designations may occur in the future as warranted, following standard BLM procedures.
- MA-SMA-3** **Wilderness Characteristics.** The monument will be managed to protect its wilderness characteristics. Appendix H provides the management direction for protecting these wilderness characteristics. The management prescriptions to protect wilderness character are consistent with the direction found in the Presidential Proclamation designating the CCONM.

CADASTRAL SUPPORT

Objectives

- OJ-CAD-1** Conduct cadastral surveys in support of new land exchanges or other changes in ownership.

Management Actions

- MA-CAD-1** **Clarification of Ownership.** BLM will continue efforts to clarify land ownership where ownership is unknown, believed to be inaccurate, or in dispute.
- MA-CAD-2** **Changes in Ownership.** Changes in land ownership status of rocks and islands under CCONM jurisdiction will be docu-

mented through surveying so that the geographic extent of land use decisions in this plan is clearly understood.

MA-CAD-3 Survey Strategy. A survey strategy will be developed to guide cadastral work for the CCNM. Priority areas for surveying and mapping will be developed, and a time frame for completion will be specified.

Operating Framework

FR-CAD-1 Approach. 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. Resolving these jurisdictional uncertainties will be a long-term goal of BLM, as it will help to improve long-term management of coastal resources.

Management Framework

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, and a second level that forms an overarching umbrella of management for the proposed action. This overarching level is described in this section. The following discussion describes the elements constituting this level of management and represents the basic operating procedures for the monument.

PRESIDENTIAL PROCLAMATION MANAGEMENT DIRECTIVES

President Clinton's Proclamation establishing the CCNM (Appendix B) 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 monument's physical, biological, and socio-cultural resources and values. 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 dominant 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.

KEY ASPECTS OF THE MANAGEMENT APPROACH

To carry out the mission and accomplish the overall vision for the CCNM, attention will be paid to four equally important aspects of the management approach—preservation, landscape, partnerships, and communities. 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 under "Partnerships" 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 other agencies whose jurisdictions

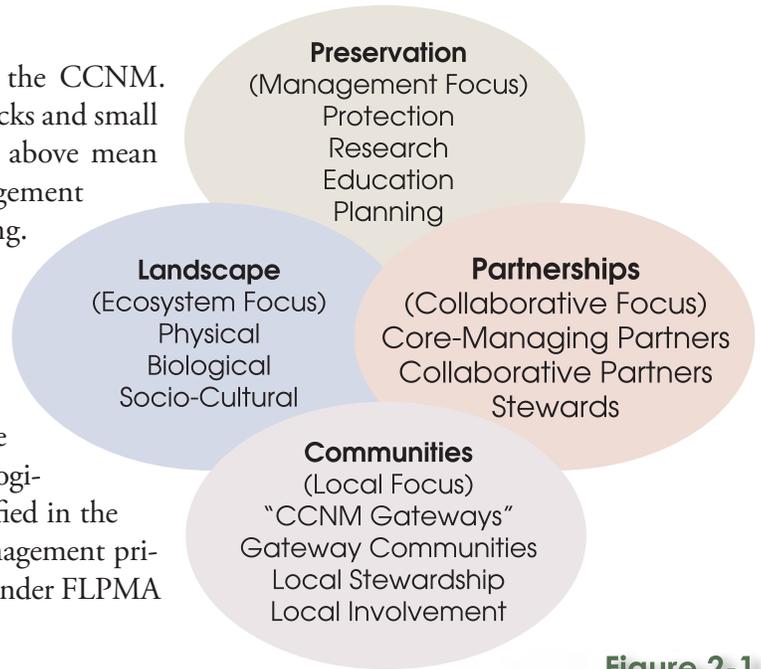


Figure 2-1
Major Aspects and
Focus of the CCNM

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, various State Park general plans, the marine protected areas anticipated to be derived from the MLPA process, four National Marine Sanctuary plans, and numerous other plans affecting activities along the California coast, simply coordinating with these plans and planning initiatives will result in a substantial workload. BLM and its core-managing partners are dedicated to making the coordination of coastal plans a part of 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 1,100 miles of the California coastline). 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 coastal initiatives with 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 the 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 the living or biotic elements of an ecosystem. This includes all plants and animals, and involves 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, life style, and social groups.

Partnerships (Collaboration Focus)

Partnerships provide the collaboration focus for the CCNM. Because the CCNM spans the 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 DoD; USCG; NPS; NOAA (which manages the four offshore marine sanctuaries); U.S. Forest Service (USFS); FWS; DPR; SLC; private landholdings; 15 coastal counties; and numerous cities, communities, municipalities, and tribal jurisdictions.

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 2-3.

Core-Managing Partners

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

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

- Collaborate in management of the CCNM,
- Authorize 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.

Although BLM, DFG, and DPR will work collaboratively as core-managing partners to manage the physical, biological, and cultural resources of the CCNM, all staffing and budget resources decisions will be made individually by each government agency.

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 moves 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. 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), 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 RMP was printed, collaborative partnership agreements had been developed with two NOAA organizations (i.e., MBNMS and the National Marine

Protected Areas Center) and two non-profit membership organizations (i.e., PRBO Conservation Science and the Recreational Fishing Alliance).

Other potential collaborative partners include, but are not limited to: USCG, NOAA's NMFS, FWS, NPS, MMS, USGS, DoD, SLC, the California Coastal Conservancy, California Coastal Commission, 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, and Save Our Shores.

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 management of a portion of the CCNM that is offshore of the steward's onshore property. Examples of other potential stewardship partners include the U.S. Air Force became the first stewardship partner with the signing of an MOU to assist with the Management of the portion of the CCNM off the Vandenberg Air Force Base in Santa Barbara County, the Cher-Ae Heights Indian Community of the Trinidad Rancheria (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 long-term management, as well as outline the expected roles and responsibilities of a steward while working with BLM and its various CCNM partners.

Communities (Local Focus)

The final focus on communities has been chosen to help develop community involvement and a sense of community "ownership," which will aid in effectively managing the CCNM. As part of this focus, the establishment and initiation of a series of "CCNM gateways" will be completed. CCNM gateways are sections of the California coast that serve as focal points or visitor contact locations for the CCNM—areas, towns, cities, communities, or various locations that are ideal for providing visitor information and services—and have the infrastructure and interest in serving in this capacity. CCNM gateways also will be the vehicle to establish a local "flavor" for a specific portion of the CCNM, provide local stewardship, and create a sense of place for the monument. A more detailed discussion of "CCNM Gateways" is provided below under "Key Management Initiatives."

PLAN IMPLEMENTATION PRIORITIES

Key Priorities for Management

The following three priorities for management of the CCNM have been identified:

- **Protecting CCNM Resources and Resource Values.** As directed by the Presidential Proclamation, protection is the primary reason for establishing the CCNM. Although the CCNM manager has the overall responsibility of overseeing the management of the entire monument, the five BLM coastal field office (i.e., Arcata, Ukiah, Hollister, Bakersfield, and Palm Springs/South Coast) managers have the day-to-day responsibility carrying out the resource protection of their respective portions of the CCNM. In addition, assistance in protection will be provided from BLM's core-managing partners, DFG and DPR, as well as from some of the CCNM's other partners (e.g., the "stewards").
- **Developing and Maintaining Partnerships.** With a national monument that is as extensive as the CCNM, as well as being connected to so many varied jurisdictions, the opportunities for partnerships are enormous; and such partnerships are necessary. BLM needs to continue existing CCNM partnerships and establish new ones with other governmental agencies and other entities in order to effectively administer the CCNM. This effort will help support and be linked with all other aspects of CCNM management.
- **CCNM Site Characterization.** A comprehensive site characterization will be critical to identifying the resources that comprise the CCNM as well as the important locations, resources, and values that the monument aims to protect. It also will enable BLM to organize research and monitoring needs, gaps, and opportunities; discuss the CCNM in terms of its physical, biological, and socio-cultural dimensions; begin developing the CCNM's public education and interpretive initiatives; and establish a public accessible web-based site.

Key Management Initiatives

BLM has identified a number of topics that could serve as focal points for its initial management efforts on the CCNM. These topics include scenic values, the sea-land connection, geologic formations, seabirds (including coastal, off-shore, or pelagic birds and their associated habitats), marine mammals (pinnipeds and sea otters and their associated habitats), intertidal vegetation, terrestrial vegetation, special-status species, invasive species, the nearshore ocean zone, tidepools, lighthouses, historic and prehistoric use, shipwrecks, paleontological values, CCNM Gateways, and the virtual monument.

Of these topics, three have been selected for immediate attention to ensure that the RMP implementation contains specific actions that begin to produce visible results: (1) CCNM Gateways, (2) Seabird Conservation, and (3) Tidepool Connections. Although initial management may not focus exclusively on these three areas, they represent the initial priorities and will override other potential initiatives until additional funding and staffing becomes available for CCNM management. The CCNM gateway initiative is critical to provid-

ing a sense of place to the CCNM and involving the local communities, our partners, and five BLM coastal field offices. Seabird conservation initiates the research aspect of the CCNM. Finally, the tidepools initiative provides an education and outreach focus area needing attention, and will provide the vehicle to connect with all of the current CCNM partners—along with a tangible goal and purpose that will connect the CCNM with a large number of other potential partners (i.e., a “tidepool network”).

Each of these three initiatives is described in more detail below. In addition, the descriptions under “Key Management Initiatives” below contain additional information about CCNM management that is relevant to the three initiatives.

CCNM Gateways

CCNM visitor gateways will be located at various points along the California coast; they are intended to provide a sense of place for this unique monument, bring the monument into focus, and link the CCNM with local communities and initiatives. Of the CCNM’s 36 sub-units (described in more detail below under “Sub-Unit Identification”), 12 lend themselves to serve as the initial CCNM gateways and provide the primary contact locations for the CCNM. These 12 potential CCNM gateways are (from north to south) the following: (1) Crescent City, (2) Trinidad, (3) Shelter Cove (Lost Coast), (4) Mendocino (Fort Bragg/Mendocino), (5) Elk, (6) Point Arena, (7) Sonoma Coast, (8) Pigeon Point (San Mateo/Santa Cruz Coast), (9) Monterey Peninsula, (10) Big Sur, (11) Piedras Blancas/San Simeon (San Luis Obispo north), and (12) Palos Verdes Peninsula. These locations provide multiple opportunities with a variety of partners and potential partners to serve as the CCNM’s key contact points. As an important part of the implementation of this key aspect of the long-term management of the CCNM, three to five CCNM gateways could be rolled-out per year over the first 3–5 years of implementing the CCNM RMP.

The first five priority CCNM Gateways include one in each of the five BLM coastal field offices. A proposed implementation schedule is as follows:

- | | |
|------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 2006 | Piedras Blancas/San Simeon (Bakersfield Field Office [FO]), Point Arena (Ukiah FO), Pigeon Point (Hollister FO), Lost Coast/Shelter Cove (Arcata FO), and Palos Verdes Peninsula (Palm Spring/South Coast FO) |
| 2007 | Monterey Peninsula (Hollister FO), Elk (Ukiah FO), Trinidad (Arcata FO), and Sonoma Coast (Ukiah FO) |
| 2008 | Big Sur (Hollister FO), Mendocino (Ukiah FO), and Crescent City (Arcata FO) |

For each CCNM gateway, the following steps will be completed: (1) identification and initiation of the key local partnerships; (2) development of an implementation strategy and/or plan; (3) identification, enhancement, and/or development of the initial infrastructure for interpretation and visitor contact; (4) development of visitor contact information and media packets; (5) planning and carrying out a roll-out ceremony; and (6) long-term implementation. Each of these steps will be tailored to the specific CCNM Gateway and handled as appropriate for the specific location, partners, and facilities.

Seabird Conservation



Seabirds, shorebirds, and pinnipeds are the most prominent wildlife on the CCNM. Of these, seabirds have received the least attention. As used here, seabirds are those species—whether coastal, offshore, or pelagic—whose normal habitat and food source is the sea. This term includes species (e.g., pelicans) for which, at certain times of the year, the sea provides their habitat and principal source of food (Harrison 1983). For the CCNM, these species include, but are not necessarily limited to, Leach's storm-petrel, ash storm-petrel, black storm-petrel, fork-tailed storm-petrel, brown pelican, pelagic cormorant, Brandt's cormorant, common murre, pigeon guillemot, Xantus's murrelet, Cassin's auklet, rhinoceros auklet, tufted puffin, and western gull.

While seabird research has increased significantly over the past 40 years, information is limited. Research has significantly increased knowledge about some species (e.g., common murre and Brandt's cormorant), but little is known about such things as the pelagic dispersal and the breeding areas for some of these species.

The most recently available inventory of seabirds on the islands and rocks of California was compiled in 1980 (Sowls et al.), although data gathered in the early 1990s by Harry Carter and others may be available sometime in 2005 (Carter pers. comm.). These surveys, while comprehensive, are critically in need of updating. Populations of some of the larger seabirds (e.g., common murre and Brandt's cormorant) have been surveyed from the air, but many small breeding populations of seabirds have not been surveyed since the 1970s (Manuwal et al. 2001). There is very little information on the status of most of the seabird colonies in the CCNM. This is especially true for nocturnal and burrow- or crevice-nesting seabirds, for which the above inventories were not designed to survey, and for the smallest colonies. Future surveys likely will document more nesting sites than previously recorded because new technology now enables surveyors to better detect some of the more secretive birds (e.g., storm-petrels and small auklets) that are active mostly at night. As more is known about seabirds, conservation efforts can be developed and implemented that will help to ensure the survival of these species.

Because the rocks and small islands of the CCNM provide important habitat to seabirds for roosting, resting, nesting, breeding, and brooding, the CCNM can help to fill the gaps in the seabird inventories along the California coast and can serve as a focal point for seabird conservation initiatives. This could include working with various CCNM partners to coordinate seabird monitoring, research, protection, and public outreach initiatives.

Tidepool Connections

With more than 20,000 offshore rocks and small islands spread along the 1,100 miles of the California coastline, the monument is associated with much of the state's rocky intertidal coastal zone. Therefore, the monument is connected with many of California's unique tidepool areas. Although tidepools exist primarily below mean high tide and are therefore outside the CCNM, some of the pools' features extend above mean high tide and are part of the

monument. This linkage demonstrates the interconnecting relationship the CCNM has with the various coastal ecosystems of which it is a part.

Tidepools are pools left behind when the ocean water recedes at low tides. Because some parts of the beach and some rocks are higher than others, the water reaches some parts of them during high tides but not other parts, and some parts may be below the water except during minus tides. This creates four “intertidal zones” of the beaches and rocks that are affected by the water in different ways. These four zones are the splash zone, high tide zone, middle tide zone, and low tide zone.

Depending on whether the tidepools are in a sheltered or exposed part of the intertidal zone, the amount of intertidal area within the monument will vary considerably. In sheltered areas, the CCNM area (i.e., above mean high tide) may include only the uppermost portion of the high tide zone and the splash zone above it. In exposed areas, the CCNM area may include the entire portion of the high tide zone and even part of the middle tide zone. In exposed coastal areas, the intertidal zones tend to spread wider and higher due to heavier wave action (Ricketts et al. 1985).

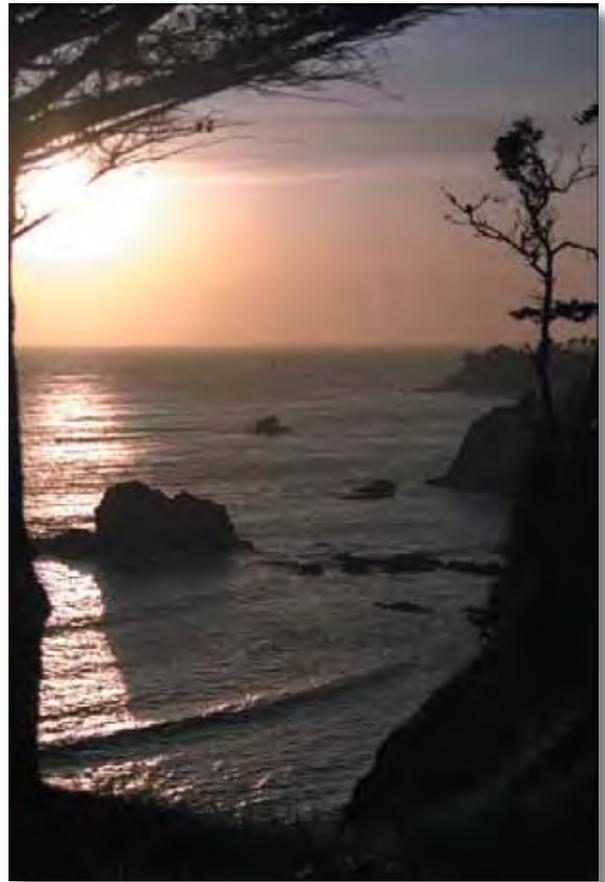
Connection with a wide variety of California’s tidepools provides the CCNM with the opportunity to serve as the vehicle to help develop and coordinate a California coast-wide initiative related to tidepool education and protection. This may include development and dissemination of a “tidepool etiquette” applicable to the entire coast, common tidepool public education materials, and appropriate signage wording and formats; and establishing a communication network.

CCNM rocks are associated with many of California’s best tidepool areas, including Trinidad State Beach and the King Range National Conservation Area in Humboldt County, MacKerricher State Park in Mendocino County, Sea Ranch’s Shell Beach in Sonoma County, Fitzgerald Marine Reserve in San Mateo County, Point Pinos in Monterey County, Leo Carrillo State Beach and Rancho Palos Verdes’ Abalone Cove Ecological Reserve in Los Angeles County, and La Jolla Cove in San Diego County.

GENERAL MANAGEMENT GUIDANCE

Monument Administration

BLM will use its existing operating procedures and guidance documents, and its MOU with DFG and DPR (Appendix C) as a base to administer the CCNM. Administration by BLM is currently performed through the 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 managers of the five California BLM field offices with coastal responsibilities (i.e., the Arcata, Ukiah, Hollister, Bakersfield, and



Palm Springs/South Coast FOs). These field office managers 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 interim 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 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-Managing 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 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. Because the rocks and islands are elements of a larger, closely connected coastal ecosystem, activities in the waters and lands adjacent to the CCNM also have the potential to affect monument resources. Consequently, in addition to describing the management to be carried out within the CCNM, the RMP 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., DFG's Office of Spill Prevention and Response [OSPR] program), as well as active participation in mainland education, interpretation, and recreation opportunities.

Specific Management Approaches

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 corridor has been subdivided into 36 sub-units. These sub-units were developed as preliminary divisions to facilitate tailored man-

agement 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. Sub-units were developed to serve as the basic unit for planning for the long-term management and use of the CCNM and to allow for distinctions in planning and management approaches, as well as providing the opportunity to create larger sub-units if desired for implementation of RMP actions. These sub-units are shown in Figures 2-2a–c and are described in Table 2-4. The sub-units are also shown in the Map Atlas, following Chapter 7 of this RMP. While some of the sub-units identified do not contain rocks or islands that are part of the CCNM, they were designated to ensure comprehensive coverage of the entire coastline. The sub-units are considered preliminary; and the number, location, and definitions of these sub-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 locations. As discussed above, the CCNM has been divided into sub-units. These sub-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 in the plan below—in particular, activities related to protection of CCNM resources and recreational, educational, and interpretative programs. To this end, activity plans and associated implementation activities may address smaller geographic areas than the entire CCNM, such as an individual field office or sub-unit. These “area plans” may also address multiple resources. Regional approaches will be implemented only to the extent that they do not undermine the core purpose of the CCNM (protection of objects of scientific and historic interest) and remain feasible from a management and funding perspective.

BLM intends to use prototyping in its early management actions. 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 may be formed as necessary and appropriate; participating in existing BLM Resource Advisory Committees (RACs); undertaking management roles as part

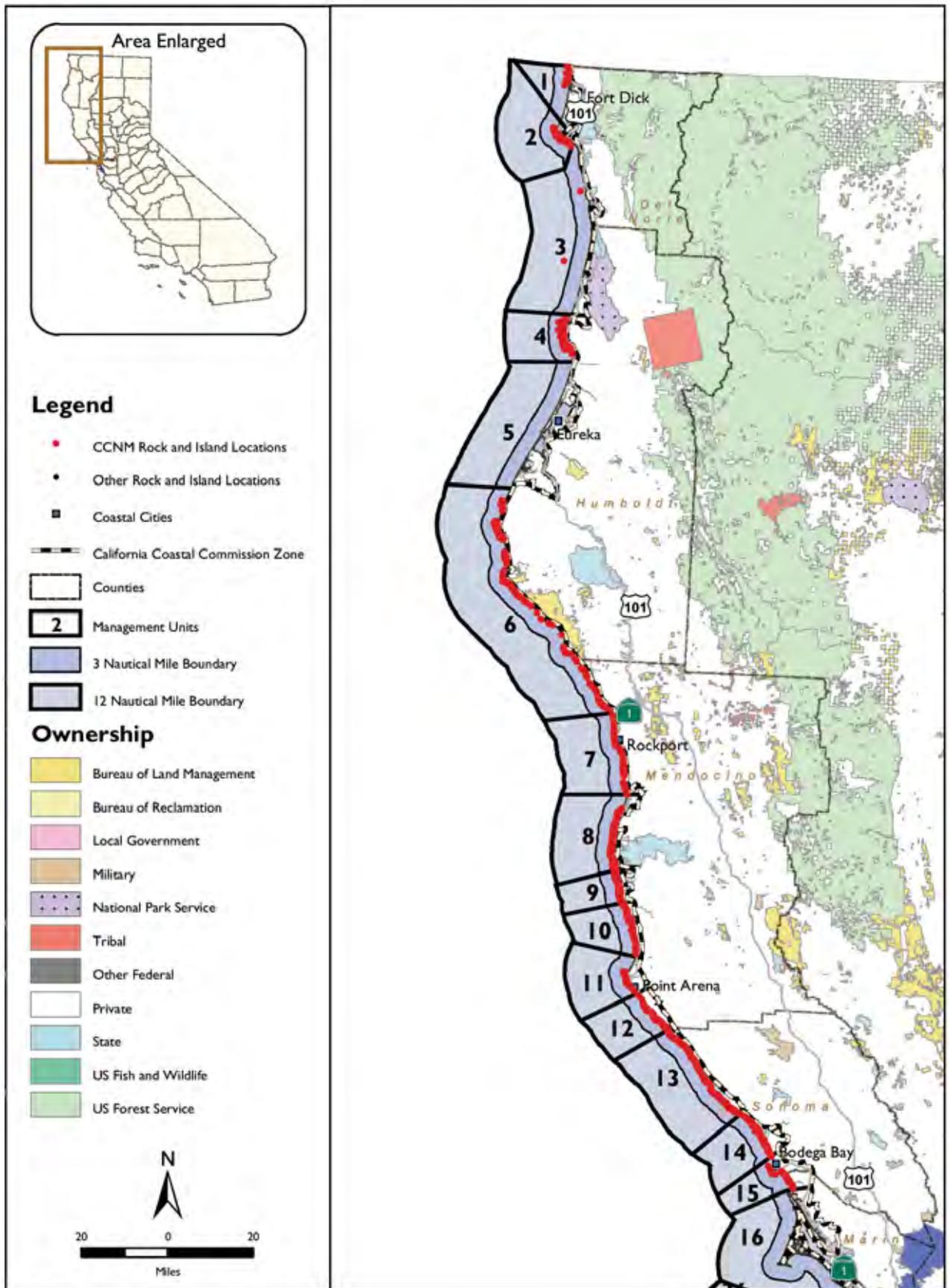


Figure 2-2a
CCNM Sub-Units, North Region

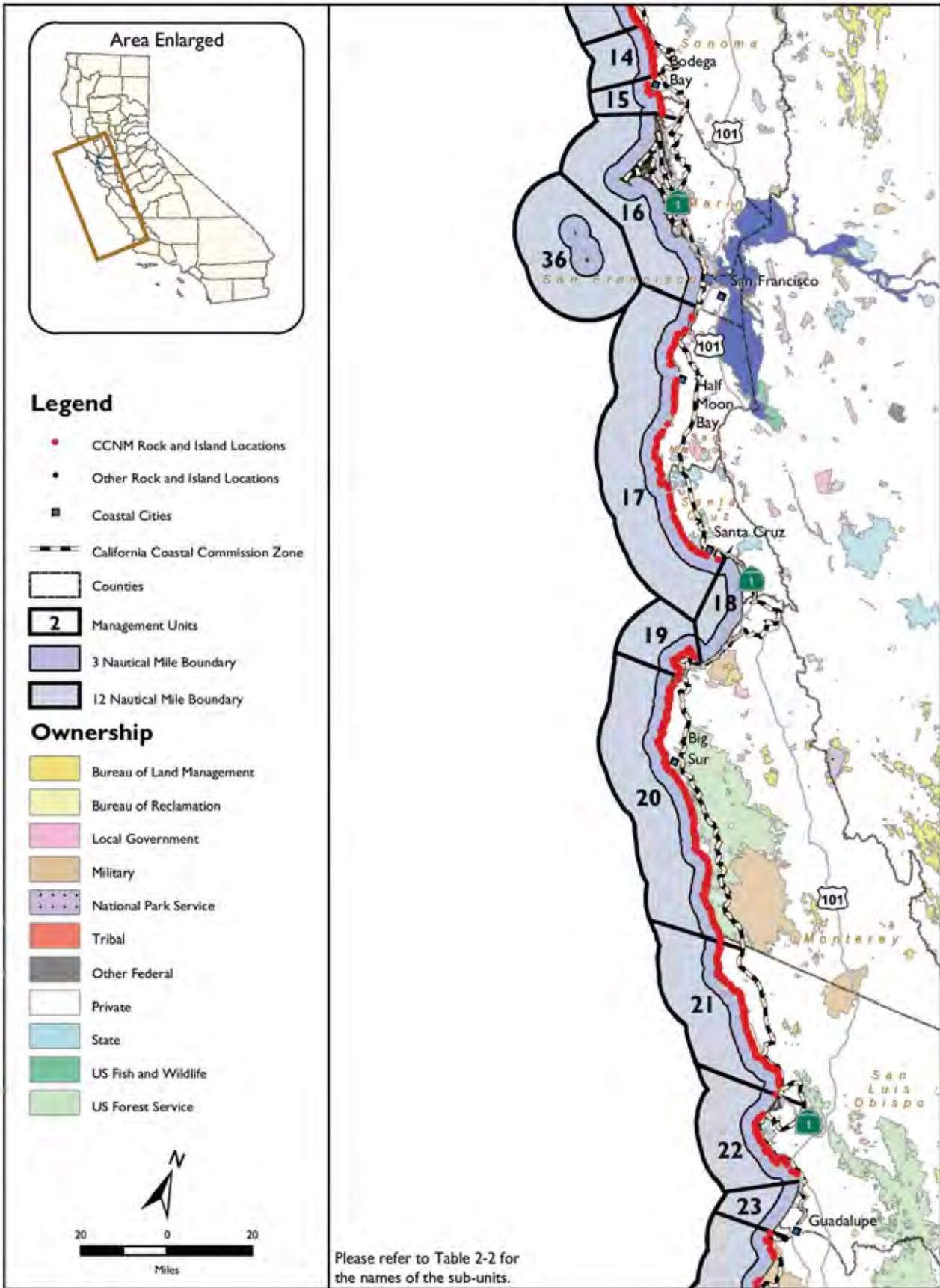


Figure 2-2b
CCNM Sub-Units, Central Region

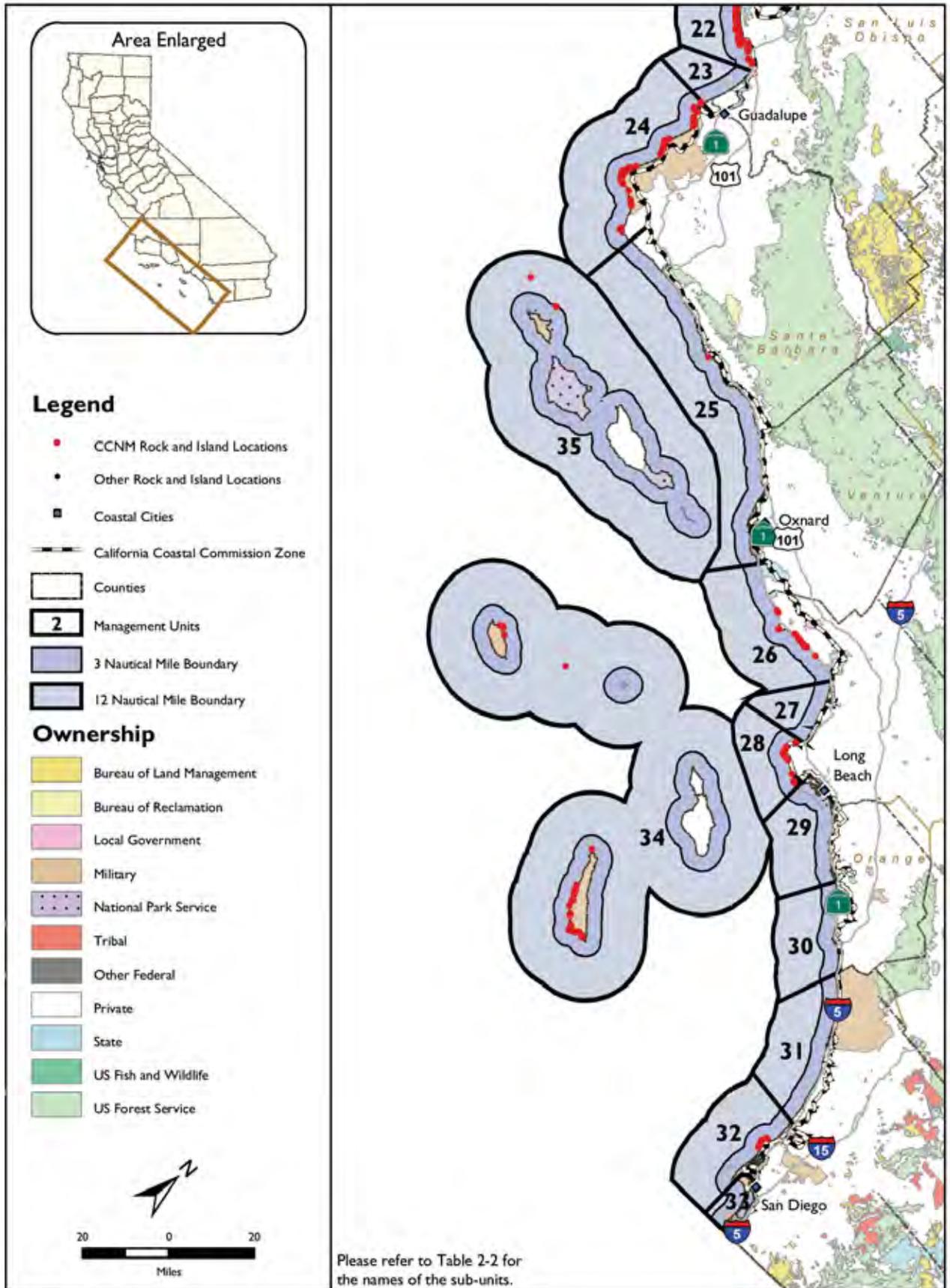


Figure 2-2c
CCNM Sub-Units, South Region

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
36. Farallon Islands	Southeast Farallon, Middle Farallon, and North Farallon Islands
Notes: GGNRA = Golden Gate National Recreation Area. SB = State Beach.	

Table 2-4. California Coastal National Monument Sub-Units

of specific public or private groups through MOUs, following the partnership approach outlined above; and serving as a volunteer or a docent associated with a variety of tasks as the RMP is implemented and various support programs and efforts are initiated. 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 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, the California Code of Regulations, Title 14, Section 630 (Appendix D) provides a basis for protection of ecological reserves such as the CCNM. Substantial additional regulation is not considered 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.

Law Enforcement

Law enforcement efforts on and adjacent to the CCNM will continue under current jurisdictional limits, using existing legal and regulatory authority. This includes enforcement of restrictions contained in the MOU between BLM, DPR, and DFG for management of the CCNM (Appendix C). BLM also intends to use the CCNM management as a vehicle to increase coordination between enforcement agencies, including DFG, DPR, NPS, FWS, USCG, NOAA, local law enforcement entities, and others (refer to Table 2 3). 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 where protection of biological and cultural resources is most needed, and establish MOUs or cooperative agreements as needed to effectively protect the CCNM's resources. This may take the form of a law enforcement working group for the CCNM.

Many of the law enforcement issues that exist for CCNM resources are associated with activities that do not take place on the monument itself, such as disturbance of wildlife from mainland activities, water-based recreation, and airplane and helicopter overflights; and emergency response to spills and accidents. While BLM does not regulate or enforce regulations on much of the coastal mainland, in the air, or on the water surrounding the monument, law enforcement staff involved in managing the CCNM will be educated regarding these issues; and enforcement efforts will be coordinated through BLM or BLM partner sponsorship of periodic law enforcement coordination meetings at various locations along the coast.

Important laws and regulations guiding enforcement include the:

- Antiquities Act;
- Federal Land Policy and Management Act;

- Endangered Species Act;
- Clean Water Act ;
- Marine Life Protection Act;
- Marine Mammal Protection Act;
- Magnuson-Stevens Fishery Conservation and Management Act;
- Migratory Bird Treaty Act;
- Archeological Resources Protection Act;
- California Code of Regulations, Title 14, Section 630, Ecological Reserves;
- California Endangered Species Act; and
- California Fully Protected Species.

Management Revenue and Expenditures

BLM intends that plan implementation will be fully funded and executed in the most cost-effective manner; and that revenues to support CCNM management will be provided by agency 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 federal and state government funding sources. The current MOU with core-managing partners 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-managing 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 to help meet the costs of protecting and enhancing the CCNM.

The core-managing 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 help 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 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, and NOAA's National Marine Protected Areas Center related to the implementation of Executive Order 13158. 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 RMP has included wide efforts to receive input from planning entities along the California coast. The broad circulation of this RMP is made with the goal of receiving plan consistency information from the appropriate planning entities.

Publicity

Publicity efforts about the CCNM, its resources, and visitor opportunities will use traditional media tools—including regional, statewide, and national newspapers, magazines, and periodicals; and travel-related television programming, also on regional, state, and national levels. The CCNM also will use cutting-edge technology to reach potential visitors and researchers. Information will be posted on web sites hosted by BLM and CCNM partners, and will be shared through BLM's electronic newsletters. The Virtual Monument will provide interactive means for visitors to “experience” the monument from remote locations (see the discussion under “Education and Interpretation”). Promotional products will include compact discs (CDs), digital video discs (DVDs), posters, shirts, caps, and mugs. These products will be made available at BLM field offices, coastal tourism and visitor centers, community bed and breakfast inns, and similar visitor-oriented businesses. Products also could be provided through BLM- and partner-hosted web sites.

Response to Oil Spills and Release of Other Toxic Materials

As part of CCNM management, BLM will increase its role as a federal trustee agency by furthering its coordination and involvement with the U.S. Department of the Interior's Office of Environmental Planning and Coordination (OEPC). This will involve BLM staff coordinating more closely with OSPR and FWS personnel to help BLM become an active participant in DFG's OSPR Program, and BLM 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. In its capacity as a federal trustee agency, BLM will participate in these efforts and 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 important seabird and pinniped habitats associated with the CCNM 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 key monument resources. In addition to serving as agency and Natural Re-

source Damage Assessment (NRDA) representatives on the command staff for a specific spill, likely roles for BLM staff include participation within the unified command in the planning section's environmental unit and the operations section's wildlife branch, as well as serving as the Federal On-Scene Coordinator's historic properties specialist.

Monitoring and Adaptive Response 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 CCONM. Implementation of this RMP will 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 will 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 will 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, will provide a basis for changes to the RMP.

The monitoring strategy itself will not remain static and will be periodically evaluated to ensure that the monitoring questions and standards remain relevant. The monitoring strategy will 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 will be given priority.



The monitoring process will collect information in the most cost-effective manner possible and may involve sampling or remote sensing. Monitoring activities will 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 will be encouraged through the partnership program and will be integrated with the education and interpretation activities identified in the management actions below.

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

MONITORING 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 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 will provide information that will allow managers to evaluate changes to resource use, condition, processes, and trends. Not all changes will 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 will be any discernible, unnatural, negative change to key resource condition and processes.

Levels of acceptable change will be defined as resource inventories establish a baseline from which changes can be measured. This greater understanding of resource variability allows development of specific and appropriate thresholds that can trigger management consideration. Determining causes of unacceptable change will be an important task before management action will be taken. Action strategies to eliminate or minimize the unacceptable change can then be developed in order to restore the resource condition or process.

MONITORING PRIORITIES

Top priorities for coordinated monitoring already include the following:

- Seabird use of CCNM rocks and islands,
- Pinniped use of CCNM rocks and islands,
- Human activities in the vicinity of important seabird and pinniped use areas, and
- Effects of human activities on important biological resources.

Other priorities will be based on the importance of and threat to the particular resource. Priority also will be given to monitoring mandated by executive order or legislation. Specific consideration will 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 will be divided into two categories: technical and non-technical activities, and specific monitoring protocols will be developed for each. Technical monitoring activities will require special expertise or background in the resource being monitored and also will require rigorous monitoring protocols to yield useful data. Non-technical monitoring activities will 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 will 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 will be developed for each topic requiring monitoring. Based on these hypotheses, the Monitoring Plan will 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 will be informed by the management activities described above. 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 will be selected for monitoring based on their ability to guide management direction, and indicators will be chosen to be sensitive to resource condition. Indicators also will be selected that are predictive rather than retrospective, such that they provide “early warning” of changes in resource condi-

tion and necessary management response. Monitoring protocols will be based on sound experimental design and standardization, and will support statistical analysis where necessary.

ENTITIES CONDUCTING MONITORING

The Monitoring Plan will identify the parties that will conduct monitoring and their relative responsibilities. As previously discussed, it is anticipated that a consortium of partners at all levels will be engaged to undertake monitoring, with primary responsibility on BLM and the core-managing partners. However, monitoring activities conducted by other agencies are controlled by their own set of responsibilities, priorities, authority, and available resources. The monitoring process will be designed to integrate with existing organizational structures and monitoring/research programs as much as possible. To this end, the monitoring priorities and protocols will consider common monitoring design frameworks and common indicators based on the range of existing monitoring and research efforts underway.

IMPLEMENTATION GUIDELINES

Monitoring

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

All monitoring and evaluation activities will be fully documented. Monitoring and evaluation reports will indicate monitoring methodologies, results, and





conclusions. Conclusions will 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 will develop a standardized repository for data and analysis, and data gained through monitoring will 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 will be evaluated upon collection. Because the purpose of monitoring is to guide plan implementation, a detailed evaluation and an adaptive response will be developed when monitoring results indicate that objectives are not being met. These adaptations may require a refinement or modification of management actions.

If a significant management modification is indicated that is outside the bounds of the actions identified in this RMP, an amendment of this RMP may be required. Significance usually is associated with monitoring results indicating that management direction for various plan elements are inhibiting achievement of 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 will be formulated to give priority to the primary purposes for which the CCNM was created: protection of resources.

Resource/Use Program Area

Management Actions

Geologic, Soil, and Paleontologic Resources

Data Recovery. Where unique paleontologic resources exist that are threatened by natural processes or human activity, allow for excavation and data recovery, if it is determined that this action will not adversely affect sensitive geological, physical, or cultural resources or resource values.

Education and Interpretation. 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”).

Management Criteria. Develop criteria for identifying resources requiring protection. Criteria will 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 will be ongoing as information becomes available through research and inventory.

Research. Following any research, maintain an inventory of monument resources

The plan allows for on-monument activities that would not harm the physical resources of the monument. Existing BLM land withdrawals and guidance contained in the Presidential Proclamation prohibit removing minerals with commercial value from the monument.

Cultural Resources

Initial Management. As an interim management action while NRHP determinations are in process, cultural resources will be managed for their information, public, or conservation values as per BLM Manual 8100, the Federal Land Policy and Management Act (FLPMA), and the National Historic Preservation Act (NHPA). Until formal National Register of Historic Places (NRHP) eligibility determinations are made in consultation with the State Historic Preservation Officer (SHPO), each known resource will be managed as if it were a significant cultural resource.

Eligibility for Listing in NRHP. Prepare nominations as appropriate for cultural resources in the CCNM that are potentially eligible for listing in the NRHP. Obtain a determination of which cultural resources are suitable for listing.

Cultural Resources Management Plan. Cultural resources management plans (CRMPs) may be prepared for each eligible resource that will address preservation actions, including management of site visitation.

Consultation with Tribes. BLM will consult further with Native American tribes to gather information about traditional use areas and activities that may include elements of the CCNM, to support the allowable uses as identified in the plan.

Education and Interpretation. An education and interpretation program will be developed around the CCNM’s significant cultural properties (discussed in more detail under the resource use “Education and Interpretation”). The program may include printed and web-based material, and also may involve public events organized around historic and/or prehistoric themes at or near significant coastal sites.

Research and Resource Characterization. Research for the purposes of evaluation, site characterization, and scientific investigation is encouraged when such research is consistent with the objectives of the RMP, the BLM Statewide Protocol Agreement, and CRMPs developed under the umbrella of the Protocol.

The plan allows for Native American traditional and interpretive activities on the monument where consistent with resource protection, limits on-monument activities that might harm cultural resources, and specifies that inadvertent or unanticipated discoveries be treated according to the terms of the State Protocol Agreement.

Table 2-1. Summary of Management Decisions in the RMP

Vegetation Resources

Criteria for Management. Documentation that harm to a listed plant species is occurring will be an overriding criterion for implementing management action. As an initial step in RMP implementation, additional criteria will be developed for identifying the plant species and communities requiring management and protection. Criteria will 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.

Site Inventory. An inventory of vegetation and vegetation communities will be maintained. As part of the site inventory, BLM will make elimination of the identified gaps in knowledge about the distribution and status of plant species a primary goal (discussed in more detail under the “Research” resource use category).

On the basis of the above activities, BLM will work cooperatively with California Department of Fish and Game (DFG), California Department of Parks and Recreation (DPR), U.S. Fish and Wildlife Service (FWS), and other agencies to identify rocks and islands in need of management attention.

Adaptive Management. A variety of management activities may be implemented in the specific areas identified for management, including but not limited to:

- Targeted education to make CCNM users aware of existing or potential conflicts associated with important native plant communities in specific monument locations.
- Enforcement actions.
- Active management, including restoration or other forms of management intervention.
- Use restrictions, as described in the plan.

Invasive Non-Native Species Control. Develop an invasive non-native plant species management and eradication program, consistent with the long-term protection of native plant communities. This program will be designed to reduce competition from non-native plants and encourage the long-term survival of native plant communities.

Education and Interpretation. 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”).

Research. Following any research, maintain an inventory of monument resources.

The plan does not allow on-monument uses that would result in loss of native plants, unless otherwise permitted through BLM’s normal procedures for granting access for research or other activities. Management intervention normally will begin with the least restrictive approach (e.g., use ethics education), with access limitations implemented on the CCNM as a last resort.

Wildlife Resources

Criteria for Management. Documentation that harm to a listed wildlife species is occurring will be an overriding criterion for implementing management action. As an initial step in RMP implementation, additional criteria will be developed for identifying the wildlife species and habitat types requiring management and protection. Criteria will 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.

Site Inventory. An inventory of wildlife and wildlife habitat will be maintained. As part of the site inventory, BLM will make elimination of the identified gaps in knowledge about the distribution and status of seabirds and pinnipeds a primary goal (discussed in more detail under the “Research” resource use category). Other inventory priorities will be established and promoted at the outset, including:

- A monument-wide survey of seabirds and pinniped populations coordinated with researchers studying marine birds and mammals. Surveys will occur at minimum 10-year intervals using appropriate protocols, such as those developed by SOWLS et al. (1980) and Carter (pers. comm.), that include recently developed survey techniques. The modifications of this survey protocol will preserve the ability to compare future data with these earlier benchmarks.
- Focused surveys (especially in northern California and at sites in southern California potentially hosting Xantus’ murrelets) for populations of nocturnal and burrow- or crevice-nesting species such as storm-petrels and the small alcid, as well as widespread species that nest in small numbers at any one site. Criteria for identifying inventory sites will include such characteristics as:
 - Rocks and islands with soil or extensive cavities that provide potential nesting sites for storm-petrels and burrowing alcid;
 - 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.
- Additional focused annual surveys on selected species and sites based on partnership/stakeholder interest and abilities. For example, local groups or individuals could perform valuable long-term monitoring projects at sites where marine bird and mammal populations are visible from the mainland and counts of marine mammals and nesting birds or assessments of their reproductive status can be conducted easily.
- Surveys to determine status regarding invasive wildlife species and their effects on native populations. Inventory efforts will include surveying for invasive species such as rodents (e.g., *Rattus* sp. and *Mus musculus*).
- Surveys to determine status regarding human use of the CCNM and its effects on wildlife habitat and populations.
- Surveys for intertidal species.

The inventory will be accomplished through BLM activities and through partnerships. The task will be to identify specific

Resource/Use Program Area

Management Actions

Wildlife Resources (continued)

Invasive Non-Native Species Control. A program for control and eradication of invasive wildlife species on the CCNM rocks and islands will 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 will 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 will be designed to reduce competition with native wildlife, predation on native vegetation, and degradation of habitat—and will encourage the long-term survival of native or unique monument communities and habitat.

Restoration Measures. BLM, in cooperation with its core-managing partners, will develop and implement measures to restore or improve habitat, and to control predators.

Education and Interpretation. Educational and interpretive materials will 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”). Signs and educational materials will be made available to the public near important marine mammal haul-outs, major tidepool areas, marine bird nesting sites and at access points. A particular focus will be tidepools.

Where known conflicts with wildlife exist, activities that harm wildlife resources or access to particular sites may be restricted on the monument. Restrictions of access to the CCNM will be made considering local knowledge of seabird and pinniped use (e.g., known nesting and pupping seasons), existing and potential use conflicts, and enforcement considerations. Activities that will be closely managed during seasonal restrictions include those with the potential to disturb wildlife. Management intervention normally will begin with the least restrictive approach (e.g., use ethics education), with seasonal access limitations implemented on the CCNM as a last resort. Such use limitations will be implemented only on a site-specific basis where known resource impacts exist and will use a science-based process to determine what limits are appropriate.

Visual Resources

Visual Contrast Ratings. Complete visual contrast ratings for existing CCNM facilities and identify opportunities to reduce existing visual impacts through modifications (e.g., removing unused non-historic navigational devices and rehabilitating landscape scars). Complete visual contrast ratings for all proposed surface-disturbing projects to ensure they meet VRM class objectives.

Inventory of Vista Points. Complete an inventory of existing and potential key scenic vista points along road and trail corridors adjoining the CCNM, and identify opportunities to work with core-managing and collaborative partners to improve these locations as overlooks and interpretive sites available to the public.

The plan allows uses on BLM lands that do not detract from coastal vistas. It also allows for navigational aids on the monument where there is no alternative location that would meet the public safety needs.

Recreation

User Experience. The recreation approach for the monument will consist of primitive non-motorized, non-mechanized activities.

Recreational Facilities. BLM will place recreation facilities on the monument only when consistent with the resource protection goals of the plan.

Signage. Signage will be installed at key locations along the mainland regarding the allowed and prohibited recreational uses of the CCNM. Warning signs will be provided in hazardous areas with high visitation or acute risks.

Research. An inventory will be maintained for information generated by any recreation-related research.

Educational Materials. Educational and interpretive materials will be developed that identify the nature and value of recreational opportunities of the monument (see the Education and Interpretation program below). Printed and web-based resources will be generated that publicize the encouraged and prohibited recreational uses of the CCNM. The location of key recreation access points to the monument also will be described. Training materials, brochures, and educational information regarding protection of CCNM resources will be provided to other entities offering recreation along the coast (e.g., county parks employees and kayak rental companies).

Recreational uses of the monument will be allowed when consistent with the primitive non-motorized, non-mechanized goals and when consistent with proclamation goals and public safety concerns. (See Section 2.4, “Management of Resources Uses—Recreation—Allowable Uses” for details on allowed and restricted recreation uses.) Management intervention normally will begin with the least restrictive approach (e.g., use ethics education), with access limitations implemented on the CCNM as a last resort. Such use limitations will be implemented only on a site-specific basis where known resource impacts exist and will use a science-based process to determine what limits are appropriate.

***Education and
Interpretation***

Educational and Interpretive Facilities. BLM will place educational and interpretive facilities on the monument only when consistent with the resource protection goals of the plan. New mainland facilities will be constructed in a manner consistent with the existing visual character of the coastal environment so as not to detract from existing scenic resources. These facilities will be located on the landward side of State Route 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.

Educational and Interpretive Plan(s). Management of education and interpretation at the CCNM will be achieved through the development of an Education and Interpretation Plan, or a series of regional or site-specific plans, which will identify goals, themes, general guidelines, and an action plan for CCNM education and interpretation. As part of this plan, the following actions will be taken in coordination with the core-managing partners and other partnering entities, as appropriate:

- Expand on preliminary data to complete a comprehensive inventory of existing coastal facilities that could serve as visitor gateways. The inventory will address the criteria given below for selection of gateways.
- Identify mainland gateways where visitors will be able to receive educational and interpretive materials regarding the CCNM.
- Develop educational and interpretive programs at these visitor gateways, using existing or new BLM or partner facilities and infrastructure, as funding permits.
- Generate and distribute printed and web-based resources regarding the CCNM. Educational and interpretive materials will be offered in multiple languages, as appropriate, to allow greater accessibility by non English-speaking populations.

CCNM Gateways. A series of CCNM Gateways will be developed to provide a sense of place for the monument, serve as visitor contact points, and link the CCNM with local communities and local initiatives. These mainland visitor gateways have been identified and additional visitor gateways will be identified 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 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;

Resource/Use Program Area

Management Actions

Education and Interpretation (continued)

- Local community interests and concerns
- Costs associated with establishing visitor contact, and availability of funds; and
- Participation by partnering entities.

The CCNM Gateways will include a hosted site. Hosting will be performed by BLM and/or its partners, depending on the site. Each CCNM Gateway will provide information regarding the specific gateway, including the various CCNM features associated with that specific portion of the CCNM. Information regarding the other established CCNM Gateways should also be available to the visitor. In addition, each gateway can develop their own educational initiatives specific to its unique resources and thematic focus. Each gateway is expected to develop its own local partnership and community outreach initiatives.

Un-Hosted Visitor Sites. A number of un-hosted visitor sites or “CCNM waysides” may be developed. These could include informational or interpretive kiosks or panels, as well as nature or viewing trails, if appropriate. Some of these sites may be directly associated with a CCNM Gateway, while others may not be. In all cases, they are intended to provide individuals and organizations opportunities for nature study and photography, interpretive sessions and walks, school and community outreach programs, and special thematic events related to the unique resources of the CCNM.

Provisions for Facility Construction. Any facilities to be constructed will be built to applicable standards; BMPs and other measures will be implemented to avoid adverse effects on natural resources and the human environment. Any new facilities with potential for adverse effects will be subject to additional environmental review under NEPA.

Research Activities

Research/Monitoring Permit System. Research will be permitted throughout the CCNM. Permits will be required for scientific studies on CCNM land that involve field work or specimen collection with the potential to disturb resources.

In coordination with the core-managing partners, BLM will develop research/ monitoring permit stipulations that will be used by all three agencies in permitting and sharing research related to the CCNM. The core-managing partners will coordinate and consult on all major research permit decisions. The permit stipulations for on-monument use will also be consistent with current BLM requirements under 43 CFR 2920, “Leases, Permits, and Easements through Issuance of a Special Use Permit.” When permits are required for scientific activities pertaining solely to cultural and paleontological resources, including archaeology, ethnography, history, museum objects and collections, cultural landscapes, and historic and prehistoric structures, other permit procedures will apply pursuant to applicable regulations. Permits from other agencies besides the core-managing partners may be recognized, subject to notification and consultation with these agencies

Research is an allowable use under the plan. Permits may be issued for research after a thorough review of the research goals, strategies, and operational details. BLM may authorize partner staff to carry out official duties without requiring a permit. BLM and partner staff will need to comply with professional standards and conditions normally associated with scientific research/monitoring permits issued by BLM.

Resource/Use Program Area

Management Actions

Land Use Authorizations

Consideration of Applications. Each application for use of CCNM lands will 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 goals and policies of this RMP.

Provisions for Facility Construction. Any facilities to be constructed will be built to applicable standards; BMPs and other measures will be implemented to avoid adverse effects on natural resources and the human environment. Any new facilities with potential for adverse effects will be subject to additional environmental review under NEPA.

Land uses of the monument will be allowed when consistent with proclamation goals and public safety concerns. (See Section 2.4, “Management of Resources Uses—Land Use Authorizations—Allowable Uses” for details on allowed and prohibited land uses.)

Disposal. No monument lands are identified for disposal under this RMP.

Exchange. Exchange will be considered where it will further the resource protection purposes of the CCNM and meets the criteria discussed below.

Acquisition. Acquisition of additional properties will be considered where it will further the resource protection purposes of the CCNM and meets the criteria discussed below. During plan implementation, preliminary lists of possible acquisitions will be reviewed and prioritized in cooperation with other resource management agencies along the coast.

Decision Criteria. Land tenure adjustments will be considered on a case-by-case basis, using criteria that will include, but 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.

Special Management

California Coastal ACEC. 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. The name of the California Islands Wildlife Sanctuary will be changed to the California Coastal ACEC, and the ACEC designation will be maintained.

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

Wilderness Characteristics. The monument will be managed to protect its wilderness characteristics. The management prescriptions to protect wilderness character will be consistent with the direction found within the Proclamation designating the CCNM.

Cadastral Support

Clarification of Ownership. BLM will continue efforts to clarify land ownership, where ownership is unknown, believed to be inaccurate, or in dispute.

Changes in Ownership. Changes in land ownership status of rocks and islands under CCNM jurisdiction will be documented through surveying so that the geographic extent of land use decisions in this plan is clearly understood.

Survey Strategy. A survey strategy will be developed to guide cadastral work for the CCNM. Priority areas for surveying and mapping will be developed, and a time frame for completion will be specified.