



# Ch 1

## Introduction

### Purpose and Need for the Plan

The purpose of the California Coastal National Monument (CCNM) Resources Management Plan (RMP) is to establish guidance, objectives, policies, and management actions for the public lands of the CCNM administered by the U.S. Department of the Interior's Bureau of Land Management (BLM). The RMP attempts to resolve a wide range of natural resource and land use issues within the CCNM area in a comprehensive manner. The document addresses and integrates, where possible, the numerous related management issues of the various current and potential future coastal partners who are included in the planning effort.

### Overall Vision

The following statements identify the mission, vision, and management focus for the CCNM, as well as the RMP goals and objectives. These serve to provide overall direction for the CCNM as the planning and management processes continue, both through implementation of this RMP and into the future.

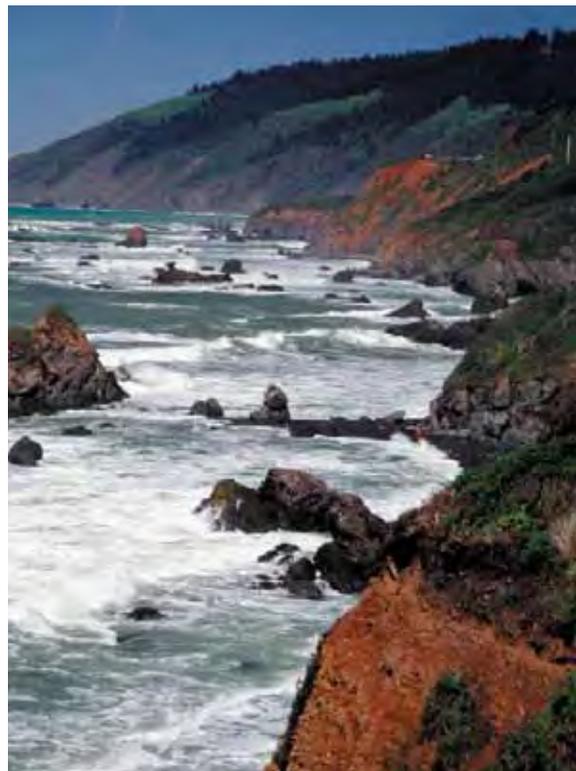
#### MISSION STATEMENT

The mission of the CCNM is to protect and foster an appreciation for and a stewardship of unique coastal resources associated with the California Coastal National Monument.

#### VISION STATEMENT

The California Coastal National Monument is:

- A spectacular interplay of land and sea,
- A healthy and safe haven for flora and fauna that contributes to the integrity and richness of California's coastal environment,
- An inspiration to visitors to appreciate and protect coastal ecosystems, and
- A catalyst for fostering cooperative stewardship of the monument's resources and California's coastal ecosystems.



## MANAGEMENT FOCUS

Management for the CCNM will focus on protection, research, education, and planning through collaboration, cooperation, and coordination with the core-managing partners – California Department of Fish and Game [DFG] and California Department of Parks and Recreation [DPR] (see Appendix C) – and with other collaborative partners and stewards interested in management of California’s coastline. BLM’s initial efforts will be geared toward education and interpretation to foster an appreciation for the resource.

Management activities involve direct management of the CCNM or indirect management through activities that are not located within the boundaries of the CCNM itself (e.g., landside interpretive facilities). In many cases, management of the CCNM will involve prototyping activities, or implementing management practices in a limited area—followed by adaptive implementation of these practices to a wider area, based on the results of the prototype. This topic is discussed in more detail in Chapter 2.

The management strategy of the CCNM does not include development of another layer of bureaucracy for coastal management. Instead, the strategy focuses on coordination of the many actions already in place that have been designed to protect coastal resources.

The specific management areas and resource elements for the CCNM were developed through the scoping process, which is summarized in the Scoping Report for the California Coastal National Monument Resource Management Plan (Scoping Report) (Jones & Stokes 2003).

## MONUMENT PROCLAMATION AND PLAN GOALS

The Presidential Proclamation identified the goal of the CCNM as protection of the resources it contains. To this end, the following goals have been developed for the CCNM, subject to applicable jurisdiction:

- Goal 1: Protect the geologic 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.

Resource-specific objectives based on these overall goals are presented in Chapter 2.

# Planning Area and Management Boundaries

## PLANNING AREA AND MAP

President Clinton established the CCNM by Presidential Proclamation No. 7264 on January 11, 2000 (Appendix B), under the discretionary authority given to the President of the United States by Section 2 of the Antiquities Act of 1906 (34 Stat. 225, 16 U.S.C. 431). Section 2 authorizes the President to declare by public proclamation historic landmarks, historic and prehistoric structures, and other objects of historic or scientific interest that are situated on the lands owned or controlled by the Government of the United States to be national monuments. These national monuments shall be confined to the smallest area compatible with the proper care and management of the objects to be protected.

The rocks and islands of the CCNM are “public lands”<sup>1</sup> owned by the United States and administered by the Secretary of the Interior through the BLM. All of these lands are “original public domain lands,” lands to which title was vested in the U.S. Government by virtue of its sovereignty. As a result of California being ceded to the United States in 1848 after war with Mexico, all of the lands (including the coastal rocks and islands) within California, except for the Spanish and Mexican land grants and private land claims recognized by the U.S. Government, were original public domain lands. Therefore, all of the CCNM rocks and islands, except for one islet,<sup>2</sup> have been in federal ownership since 1848.

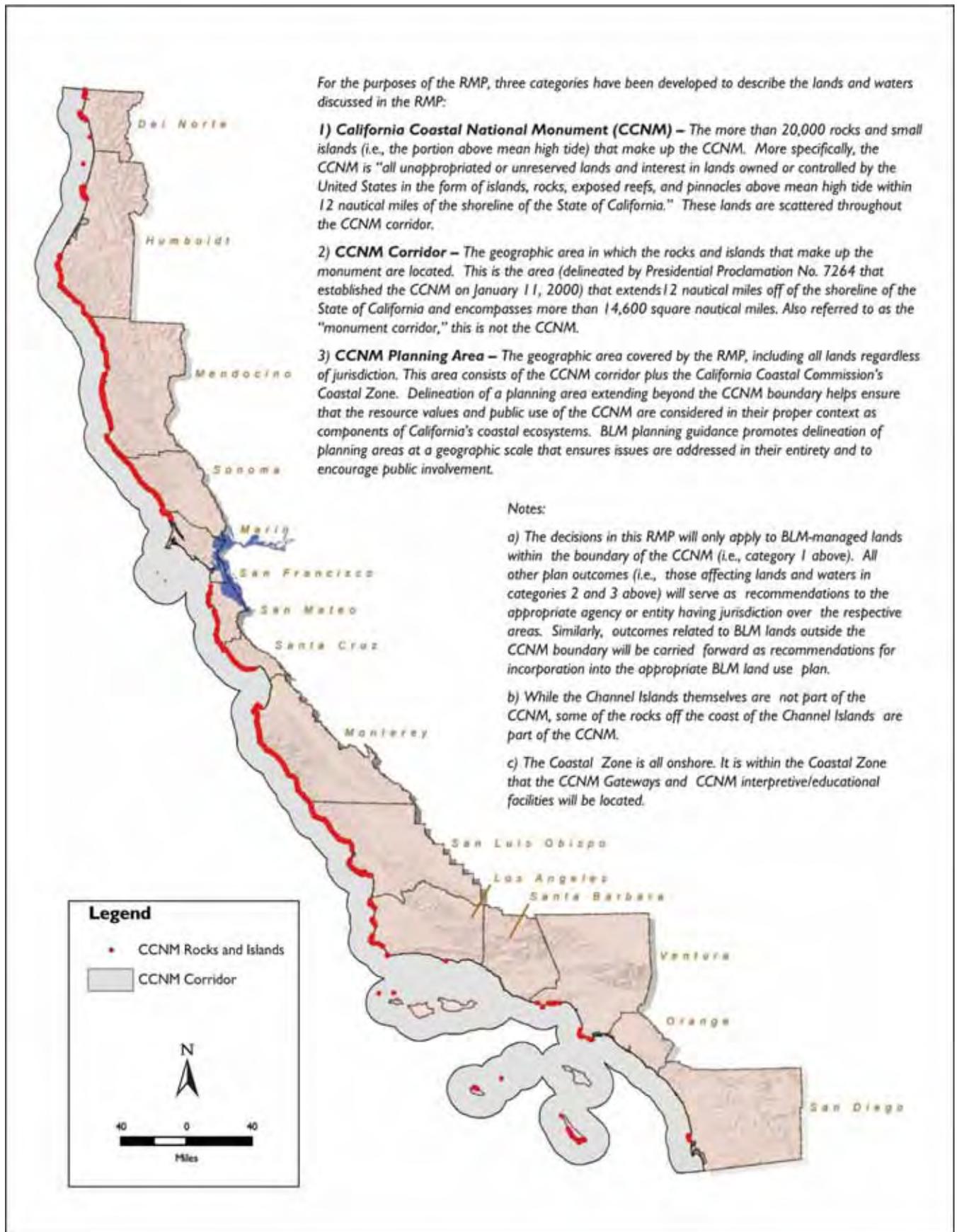
The purpose of the CCNM, as stated in the Presidential Proclamation, is to protect and manage geologic and biological resources by protecting “all unappropriated or unreserved lands and interest in the lands owned or controlled by the United States in the form of islands, rocks, exposed reefs, and pinnacles above mean high tide<sup>3</sup> within 12 nautical miles of the shoreline of the State of California” (see Figures 1-1a and 1-1b). The proclamation also functions to elevate California’s offshore lands to a national level of concern, focuses the primary management vision on the protection of geologic features and habitat for biota, and tasks BLM with the ultimate responsibility for ensuring that protection.

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<sup>1</sup>“Public lands” are any land and interest in land owned by the United States that are administered by the Secretary of the Interior through BLM, without regard to how the United States acquired ownership. The two categories of public lands include (1) public domain lands (i.e., lands to which title was vested in the U.S. Government by virtue of its sovereignty), and (2) acquired lands (i.e., lands in federal ownership that were obtained by the U.S. Government through purchase, condemnation, gift, donation, or exchange).

<sup>2</sup> Sea Lion Rock, located south of Point Arena on the Mendocino County coast, had gone out of federal ownership but has recently been reacquired by BLM. Therefore, the islet is now back in the public lands but under the category of acquired lands.

<sup>3</sup> The Presidential Proclamation does not define the terms “islands,” “rocks,” “exposed reefs,” or “pinnacles.” However, these terms are interpreted to include, in sum, all lands exposed above mean high tide. “Mean high tide” (also referred to in this document as “mean high tide line” and “mean high water”) refers to the average of all observed high tide heights. The observed height varies at different locations along the coast; as a result, the specific tide height that constitutes the boundary of the CCNM will be variable based on location.



**Figure 1-1a**  
**CCNM Relative Location of Rocks, Islands, and Pinnacles**

The offshore lands that constitute the CCNM total about 1,000 acres and are in the form of more than 20,000 rocks and small islands<sup>4</sup> (the portion above mean high tide). The largest of these is just over 10 acres, and the smallest may be no larger than a square foot.<sup>5</sup>

Spanning the length of California, the CCNM comprises a variety of geologic and topographic features. Some of the islands off the coast and their surrounding rocks and islands were formed through igneous processes—plutonic and volcanic activity. Other nearshore rocks and islands are sedimentary or metamorphic in formation, the result of deposition of geologic material over time and, in some cases, subsequent modification by pressure and heat. The rocks and small islands contained in the CCNM are always changing due to geologic processes—some of these rocks became separated from the mainland because of erosion from wave, wind, and tidal action. These forces will eventually erode certain islands and rocks below mean high tide, and cause other areas currently attached to the shoreline and larger islands to become separated. These features make up the topmost portion of the outer continental shelf, which extends westward of California from just a few miles to over 30 miles. During the Pleistocene Epoch, the shelf was exposed above sea level, defining California's prehistoric coastline some 20,000 or more years before present (BP).

In general, wind and wave action also have determined the physical characteristics of the coastline and its associated CCNM features. North of Point Conception (in Santa Barbara County), strong waves and wind have worked on the California Coast Ranges formations to form numerous offshore rocks and islands. South of Point Conception, however, the coastline is more protected from the impact of storm waves by large offshore islands (i.e., the Channel Islands). The formations of the Transverse and Peninsular Ranges of the south coast have produced fewer rocks and islands.

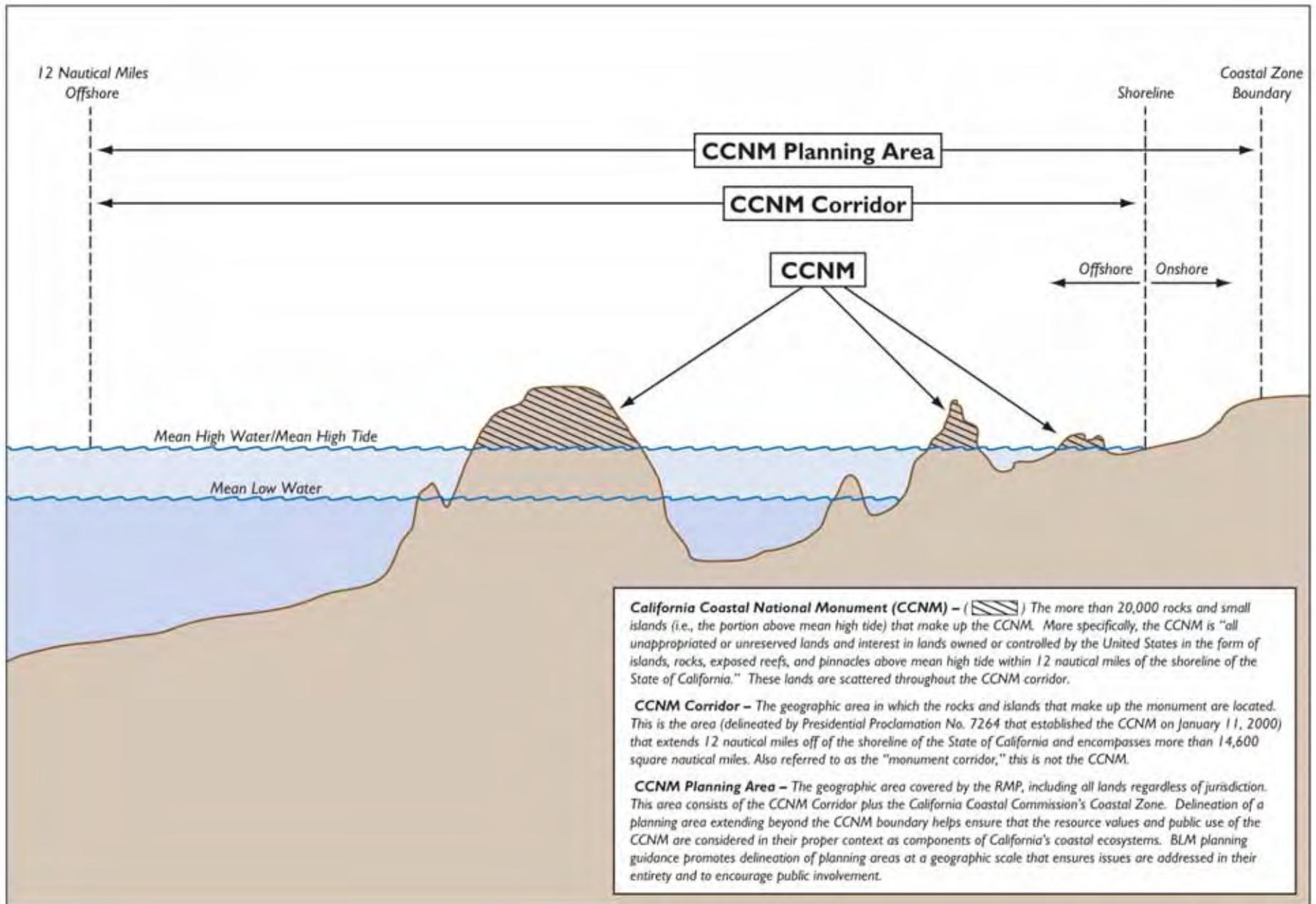
The biological resources of the monument are influenced by these physical characteristics, as well as by other processes such as climate and ocean currents. Climate along the coastline of California varies, with cooler temperatures, more rainfall, and more extensive cloud cover in the northern portion of the state. Conditions become milder in a continuum southward. The California current, carrying water cooled by its passage through the northern latitudes, flows southward along the shore from the Washington–Oregon border to Southern California, and brings nutrients and biota into the coastal waters<sup>6</sup> surrounding the CCNM.

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<sup>4</sup> This estimate is based on BLM's initial inventory of the rocks and islands off the shoreline of California that identified more than 12,800 rocks and islands encompassing about 225,000 acres. The smallest consistent rock unit in the data sets used by BLM in the initial CCNM inventory was 4-square meters. Of these, more than 11,000 rocks were identified as being within the CCNM. It can be conservatively estimated that at least another 10,000 rocks less than 4 square meters in size (above mean high tide) are also part of the CCNM. Therefore, it is estimated that more than 20,000 rocks and small islands make up the CCNM.

<sup>5</sup> It also should be noted that over 99 percent of the 225,000 acres of California's offshore rocks and islands is made up of the eight large Channel Islands off the southern California coast and the Farallones cluster off San Francisco Bay that are not part of the CCNM. These larger island clusters, however, represent less than 5 percent of California's total number of offshore rocks and islands. Over 90 percent of California's offshore rocks and islands are within the CCNM.

<sup>6</sup> For the purposes of this document, "coastal waters" refer to those waters within 12 nautical miles of the coast (i.e., those waters that surround the CCNM).



**Figure 1-1b**  
**CCNM Relation to Mean High Water/Mean High Tide**

The habitat on and around these rocks, small islands, exposed reefs, and pinnacles are the homes and breeding grounds of many marine and terrestrial species—including birds, fish, and marine mammals. The rocks support a diverse assemblage of rocky intertidal zone plant and animal species. In the area spanned by the CCNM, people enjoy recreational activities such as fishing, kayaking, wildlife viewing, scuba diving, and snorkeling. The CCNM is also of aesthetic and economic value to coastal communities because the rocks and islands provide beautiful scenery for local residents and visitors, as well as a focal point in a vast ocean viewscape. While the CCNM comprises, and its direct management addresses, only those portions of the rocks and islands above the mean high tide line, the monument features are a part of a larger coastal and marine ecosystem that both depends on and supports the CCNM.

For the purposes of the RMP, three categories have been developed to describe the lands and waters discussed in the RMP (Figure 1-1b).<sup>7</sup>

**CCNM:** The more than 20,000 rocks and small islands (i.e., the portion above mean high tide) that make up the CCNM. More specifically, the CCNM is “all unappropriated or unreserved lands and interest in lands owned or controlled by the United States in the form of islands, rocks, exposed reefs, and pinnacles above mean high tide within 12 nautical miles of the shoreline of the State of California.” These lands are scattered throughout the CCNM corridor.<sup>8</sup>

**CCNM Corridor:** The geographic area in which the rocks and islands that make up the monument are located. This is the area (delineated by Presidential Proclamation No. 7264 that established the CCNM on January 11, 2000) that extends 12 nautical miles off of the shoreline of the State of California and encompasses more than 14,600 square nautical miles. Also referred to as the “monument corridor,” this is not the CCNM.

**CCNM Planning Area:** The geographic area assessed by the RMP, including all lands regardless of jurisdiction. This area consists of the CCNM corridor plus the California Coastal Commission’s Coastal Zone. Delineation of a planning area extending beyond the CCNM boundary helps ensure that the resource values and public use of the CCNM are considered in their proper context as components of California’s coastal ecosystems. BLM planning guidance promotes delineation of planning areas at a geographic scale that ensures issues are addressed in their entirety and to encourage public involvement.<sup>9</sup>

Appendix E provides a description of the 36 individual management sub-units of the CCNM. The Map Atlas, following Chapter 7 of this RMP, maps the approximate location of rocks, islands, and pinnacles along the California coast.

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<sup>7</sup> The decisions in this RMP will apply only to BLM-managed lands within the boundary of the CCNM (i.e., category 1 above). All other plan outcomes (i.e., those affecting lands and waters in categories 2 and 3 above) will serve as recommendations to the appropriate agency or entity with jurisdiction over the respective areas. Similarly, outcomes related to BLM lands outside the CCNM boundary will be carried forward as recommendations for incorporation into the appropriate BLM land use plan.

<sup>8</sup> While the Channel Islands themselves are not part of the CCNM, some of the rocks off the coast of the Channel Islands are part of the CCNM.

<sup>9</sup> The Coastal Zone is all onshore. It is within the Coastal Zone that the CCNM Gateways and CCNM interpretive/educational facilities will be located.

## MANAGEMENT BOUNDARIES

BLM has jurisdiction over activities and resources on monument lands only. Activities below mean high tide and in lands and waters surrounding the monument are regulated by core-managing partners or other agencies with appropriate jurisdiction. Tables 1-1a and 1-1b clarify the respective jurisdictions and/or regulatory authority of BLM, DFG, DPR, U.S. Fish and Wildlife Service (FWS), National Oceanic and Atmospheric Administration's (NOAA's) National Marine Fisheries Service (NMFS), U.S. Department of the Interior's Minerals Management Service (MMS), California State Lands Commission (SLC), California Coastal Commission, U.S. Coast Guard (USCG), Federal Aviation Administration (FAA), and others through a listing of potential activities on and adjacent to the monument. BLM's role in management of resources that reside in multiple jurisdictions will be clarified through collaboration between agency staff.

Different sites of the CCNM contain varying portions of the intertidal zone, depending on the level of exposure and wave action. All management actions addressing vegetation and wildlife resources (see Chapter 2) address both the terrestrial and intertidal species contained within the CCNM. BLM will use a tiered adaptive management approach, which includes agency coordination and public involvement, for protecting monument resources.

Agency	Camping/Hiking	Wildlife Viewing	Photography/Painting	Recreational Fishing	Abalone/Seaweed Harvesting	Filming	Rock Climbing	Launching /Receiving for Hang Gliding	Hunting	Firearms	Wildlife Protection/Management	Military Activities	Land Development	Mining/Mineral Extraction	Oil Spill Response	Research
<i>U.S. Bureau of Land Management</i>	x	x	x	x	x	x	x	x		x	x	x	x	x	x	x
<i>Core-Managing Partners</i>																
California Department of Fish and Game				x	x				x		x				x	x
California Department of Parks and Recreation																
<i>Federal Agencies</i>																
U.S. Fish and Wildlife Service <sup>a</sup>					x						x				x	x
National Oceanic and Atmospheric Administration's National Marine Fisheries Service <sup>b</sup>											x				x	x
U.S. Department of Homeland Security – Coast Guard											x				x	

<sup>a</sup> Federally protected species under federal Endangered Species Act.

<sup>b</sup> Marine mammals protected under federal Endangered Species Act and Marine Mammal Protection Act.

**Table 1-1a. Agencies with Jurisdiction over Activities on the CCNM Laws**

<b>Agency</b>	<b>Wildlife Protection/Management</b>	<b>Filming</b>	<b>Swimming/Surfing</b>	<b>Kayaking/Sailing/Windsurfing</b>	<b>Recreational Fishing</b>	<b>Hunting</b>	<b>Firearms</b>	<b>Motor Boating/Jet Skiing</b>	<b>Abalone/Seaweed Harvesting</b>	<b>Motorized Aircraft</b>	<b>Military Activities</b>	<b>Land Development/Ocean Floor</b>	<b>Commercial Fishing</b>	<b>Oil and Gas Leasing</b>	<b>Mining/Mineral Extraction</b>	<b>Oil Spill Response</b>	<b>Research</b>
<b>U.S. Bureau of Land Management</b>																	
<b>Core-Managing Partners</b>																	
California Department of Fish and Game	x				x	x	x		x	x		x	x			x	x
California Department of Parks and Recreation (within state park boundaries)		x	x	x			x	x			x	x		x	x	x	x
<b>Federal Agencies</b>																	
U.S. Fish and Wildlife Service	x					x	x		x		x	x		x	x	x	x
National Oceanic and Atmospheric Administration's (NOAA's) National Marine Sanctuary Program (within sanctuary boundaries)	x	x						x		x	x	x		x	x	x	x
NOAA's National Marine Fisheries Service	x				x						x	x	x	x	x	x	x
U.S. Department of Homeland Security – Coast Guard	x			x	x		x	x			x		x	x	x	x	
U.S. Department of Defense – Air Force, Navy, Marines, and Army (within DoD boundaries)	x	x	x	x	x	x	x	x	x	x	x	x		x	x	x	x
U.S. Federal Aviation Administration							x			x	x						
<b>State Agencies (within State Waters)</b>																	
California State Lands Commission												x		x	x		
California State Water Resources Control Board								x			x	x		x	x	x	
California Regional Water Quality Control Boards								x			x	x		x	x	x	
California Department of Boating and Waterways				x				x									
<b>Local Agencies</b>																	
Cities and counties (within city or county limits)	x	x	x	x	x	x	x	x	x		x	x	x	x	x	x	x
Harbor commissions (within harbor)			x	x	x	x	x	x	x		x	x	x	x	x	x	x

**Table 1-1b. Agencies with Jurisdiction over Activities on Waters, Submerged Lands, or in Air Surrounding the CCNM**

Existing federal and state regulatory processes in place to address potential activities on and adjacent to the monument are described below under “Criteria Established by Other Legislative Constraints.”

The management actions in this RMP apply only to BLM-managed lands within the boundary of the CCNM. Off-monument activities are under other agency’s jurisdiction.

## Scoping/Issues

The scoping process for the CCNM RMP began on April 24, 2002, when a Notice of Intent (NOI) to prepare an RMP for the CCNM was published in the Federal Register. A notice announcing the time and location of the eight initial public scoping meetings was mailed in early August 2002 to more than 450 individuals, organizations, and government agencies. In addition, a news release announcing the time and location of the meetings was sent to approximately 500 media outlets for the 15 California coastal counties. The public scoping period lasted from April 24, 2002, through October 25, 2003.

Public scoping meetings were held in Bodega Bay, Elk, Trinidad, San Diego, Laguna Beach, Santa Barbara, Monterey, and San Francisco, California. In addition to the formal public scoping meetings, several independent meetings were held with interested parties to identify issues of importance. During the public scoping period, BLM received 25 letters that provided input for the RMP and National Environmental Policy Act (NEPA) processes. A full listing of issues raised through the public scoping process is contained in the Scoping Report.

The public was involved again in the planning process through a series of seven meetings on the Draft RMP/Draft Environmental Impact Statement (EIS). These meetings were held in October and November 2004 in the communities of Moss Landing, Point Arena, Elk, Trinidad, Long Beach, La Jolla, and San Francisco, California. The comments received in these meetings and in 174 letters were used to modify the draft documents and prepare the Proposed RMP/Final EIS.

A web site ([http://www.ca.blm.gov/pa/coastal\\_monument/](http://www.ca.blm.gov/pa/coastal_monument/)) was created to provide general information about the CCNM. The site contains the RMP, a copy of the Presidential Proclamation creating the CCNM, a map of the monument, and other relevant information.

### ISSUES ADDRESSED

Based on the direction provided in the Presidential Proclamation and comments received during the scoping process, BLM and its management partners DFG and DPR identified the following issues to be addressed by the RMP/EIS.

#### *Issues Used to Develop Alternatives*

- **How will the plan contribute to the protection of biological resources?**  
The primary focus of the RMP is the protection of biological resources that rely on the rocks and islands in the CCNM for their various life stages. To fully protect these resources, BLM will develop policies and plan elements to address the need for inventories of the various species that inhabit the CCNM. The potential adverse effects of human activities on and adjacent to the rocks and islands of the CCNM will be considered as protective policies and management actions are developed. BLM will develop policies and plan elements that will address the need for monitoring, public interpretation and education,

and coordination of management and research relative to the biological resources of the CCNM.

- **How will the plan contribute to the protection of geologic, cultural, and visual resources?** The proclamation that established the CCNM recognized the relationship between the geologic and cultural significance of California's offshore rocks and islands and the biological resources that inhabit them. The RMP considers the full range of values that are represented in the CCNM as it considers the primary function of biological resource protection. The rocks and islands have unique cultural, geologic, and visual significance to the many residents of the state who visit or live along the California coast. BLM will develop policies and plan elements that address the need for further inventory and ongoing protection of these cultural, geologic, and visual resources. Monitoring, interpretation, education, management and research policies, and plan elements also will be developed with this full range of resource values in mind.
- **How will BLM coordinate its CCNM planning and management activities to be consistent with the numerous jurisdictions that have existing plans and policies associated with the coastal zone?** The RMP defines BLM's role with its major partners (DFG and DPR) in managing the resources of the CCNM. It also identifies ways in which the overlapping planning and management responsibilities of numerous other federal, state, and local jurisdictions will be considered and coordinated in the future. This is the major logistical issue surrounding development and implementation of the RMP. Coordination and linkages will go beyond day-to-day resource management and will extend into the recreational, interpretive, educational, and monitoring aspects of the RMP. Key management policies are or will be developed to deal with private property rights, potential effects on communities along the California coast, and special designations that overlap the CCNM.
- **What programs, facilities, infrastructure, and partnerships are needed to provide the public with interpretive and educational material regarding the values and significance of the CCNM?** Principal resource protection strategies of the RMP include development of public education and interpretation materials and programs, as well as support for ongoing research along the coast. The RMP contains policies and plan elements to address BLM's role in encouraging and providing interpretive materials, educational programs, and research support along the entire California coast. A key role includes coordination of others' efforts, and development of program outlines and templates that can be shared by the many coastal entities that can affect the public's awareness of CCNM values. The RMP identifies the types



and levels of infrastructure, facilities, and partnerships that are needed to properly inform the public.

### *Issues Addressed in the EIS*

- How will people's activities and uses along the coast be affected by management of the CCNM?



The Presidential Proclamation establishing the CCNM gave BLM the authority to protect rocks, small islands, exposed reefs, and pinnacles above mean high tide. The principal protections needed are from human uses of the monument; therefore, all activities that physically disturb these features or that appropriate, injure, destroy, or remove any feature of the monument will not be allowed. Where activities in adjacent waters or lands affect CCNM resources, BLM will consult with the appropriate entities (private property owners, local govern-

ments, state regulatory agencies, and other federal agencies) to develop and implement appropriate practices to protect the monument.

### ISSUES CONSIDERED BUT NOT FURTHER ANALYZED

Several of the subjects and issues raised by the public through the scoping process have not been addressed by detailed policies or plan elements in the RMP. These issues and subject areas and the reasons they have not been addressed are described below.

- Regulation of mineral extraction on lands below the mean high tide line,
- Regulation of commercial and recreational sport fishing in coastal waters,
- Imposition of fees for use of adjacent lands,
- Regulation of military activities in coastal and nearshore areas, and
- Use of sonar in the coastal area.

The CCNM RMP does not regulate mineral extraction, commercial and recreational fishing, military activities, or use of sonar in the coastal waters adjacent to the CCNM because these activities are not within the CCNM and are regulated by other state and federal agencies. The potential indirect effects of these activities on monument resources are considered in the EIS as part of the existing setting in which the RMP will be implemented.

## Planning Criteria and Legislative Constraints

### CRITERIA DEVELOPED INTERNALLY

BLM planning regulations were used to develop this RMP. In addition to the planning requirements of the Federal Land Policy and Management Act of 1976 (FLPMA), BLM planning regulations (43 Code of Federal Regulations [CFR] 1610) require that planning criteria be identified to guide the development of all management plans. Planning criteria ensure that plans address pertinent issues and that unnecessary data collection and analysis are avoided. Planning criteria are based on applicable laws; agency guidance; public comments; and coordination with other federal, state, and local governments and Native American tribes. The following planning criteria were used in developing the CCNM RMP:

- The RMP will establish guidance upon which BLM will rely in managing the CCNM, in cooperation with DFG; DPR; and other federal, tribal, state, and local agencies with land management responsibilities along California's coastline.
- The RMP planning and environmental review processes will be completed cooperatively with BLM partners, including DFG; DPR; and other federal, tribal, state, and local agencies and organizations.
- The RMP will be completed in compliance with FLPMA, NEPA, and all other applicable laws.
- The RMP will conform to the direction included in the Presidential Proclamation of January 11, 2000, which established the CCNM. Specifically, the RMP will give priority to the protection of: (a) geologic features in the CCNM; (b) biological resources supported in the CCNM, including seabirds and pinnipeds; and (c) other natural and cultural resources and resource values, including scientific and aesthetic values, within the monument.
- The RMP will conform to the directive of January 11, 2000, from the Secretary of the Interior that accompanied the Presidential Proclamation, entitled Management of the California Coastal National Monument, and/or any subsequent direction from the Secretary. Specifically, the RMP will respect valid existing rights to the use of or access to the CCNM and surrounding lands and coastal waters.
- The RMP will not regulate or manage resources that are within the existing jurisdiction and regulatory responsibility of other agencies (e.g., fisheries, minerals on the outer continental shelf, and public coastal access).
- The RMP will not consider in detail activities that may indirectly affect the CCNM, including oil drilling, shipping, water-based recreation, and fishing. The RMP may contain action plans, however, for those activities that may result in a significant indirect effect on CCNM resources.

- Economic viability will not be considered in detail in the RMP; economic issues may be discussed and analyzed qualitatively based on activities in the vicinity of the CCNM.
- The lifestyles and concerns of coastal area residents will be recognized in the RMP.
- The planning process will protect Native American traditional uses and cultural resources.
- To the extent feasible without compromising resource protection, the RMP will be consistent with existing management plans, regulations, and laws governing adjacent lands and resources under the jurisdiction of other federal, tribal, state, and local governments.
- The planning period addressed in the RMP will be 20 years.
- RMP decisions will use the best available science and an adaptive management approach.
- The RMP will identify opportunities for education and interpretation regarding coastal values, especially where those opportunities can be shared with BLM partner entities.
- Nothing in the RMP expressly or implicitly precludes, restricts, or requires modification of current or future uses of the lands, waters, or airspace adjacent to the CCNM by the USCG or the Department of Defense (DoD), or their agents, allies, military range and test facility users, or range service providers.

#### CRITERIA ESTABLISHED BY OTHER LEGISLATIVE CONSTRAINTS

A broad range of federal and state laws guide development of the RMP. Table 1-2 lists federal laws that apply to the monument and its planning process. The responsible governing agency, the trigger that causes the law to apply, the process that is required by the law, and the action required during the RMP preparation process are also included in the table for each law. Key laws with bearing on the planning criteria are discussed in more detail below. Figure 1-2 graphically represents the jurisdictions of several of these laws.

#### *Key Federal Laws*

##### *Federal Land Policy and Management Act*

Passed in 1976, FLPMA establishes the authority and provides guidance for how public lands are to be managed by BLM. In managing public lands on the basis of multiple use and sustained yield, FLPMA requires that the quality of scientific, scenic, historical, ecological, environmental, air and atmospheric, water resource, and archaeological values be protected. Nothing in the RMP will have the effect of terminating any validly issued right-of-way or customary operation, maintenance, repair, or replacement activities in existing rights-of-way on BLM lands.

Item	Responsible Governing Agency	Trigger	Process	Action Taken during RMP Preparation/ Approval
National Environmental Policy Act (NEPA)	U.S. Bureau of Land Management (BLM)	Federal action (not a categorical exclusion)	Prepare an environmental impact statement (EIS)	Completed EIS
Federal Land Policy and Management Act (FLPMA)	BLM	Federal action	Provide a statement in the Resources Management Plan (RMP); abide by the provisions of the FLPMA	Prepared RMP
Coastal Zone Management Act	Coastal Programs Division (CPD) within National Oceanic and Atmospheric Administration's (NOAA's) Office of Ocean and Coastal Resource Management (OCRM); California Coastal Commission; California Coastal Conservancy	Federal action	Reflect in the RMP under "Planning Criteria"	Assessed impacts of management actions needed to implement the plan decisions. Prepared and submit to the Coastal Commission a consistency determination that evaluates the RMP for consistency with the California Coastal Management Program
Clean Water Act (General Provisions)	U.S. Environmental Protection Agency (EPA); U.S. Army Corps of Engineers (Corps); and Regional Water Quality Control Board (RWQCB)	Federal action	Reflect in the RMP under "Planning Criteria"	Assessed impacts of management actions needed to implement the plan decisions
Clean Air Act	EPA; Air Quality Management District (AQMD); Air Pollution Control District (APCD)	Federal action	Reflect in the RMP under "Planning Criteria"	Assessed impacts of management actions needed to implement the plan decisions
Endangered Species Act	U.S. Fish and Wildlife Service (FWS); National Oceanic and Atmospheric Administration National Marine Fisheries Service (NMFS)	Federal action	Reflect in the RMP under "Planning Criteria"; conduct Section 7 consultation	(1) Assessed impacts of management actions needed to implement the plan decisions (2) Prepared a Biological Assessment (BA)

**Table 1-2. Applicable Federal Laws**

Item	Responsible Governing Agency	Trigger	Process	Action Taken during RMP Preparation/ Approval
Marine Mammal Protection Act (MMPA)	FWS; NMFS	Federal action	Reflect in the RMP under “Planning Criteria”	Ensured consistency with MMPA
Magnuson-Stevens Fishery Conservation and Management Act	FWS; NMFS	Federal action	Reflect in the RMP under “Planning Criteria”	Ensured consistency with Magnuson-Stevens Fishery Conservation and Management Act
Migratory Bird Treaty Act	FWS	Federal action	Reflect in the RMP under “Planning Criteria”	Assessed impacts of management actions needed to implement the plan decisions
Federally signed treaties	Bureau of Indian Affairs; Federally Recognized Tribes (e.g., Yurok Tribe and Trinidad Ranchería)	Federal action	Reflect in the RMP under “Planning Criteria”	Treated tribes as consulting parties
National Marine Sanctuaries Act	National Marine Sanctuary Program (within NOAA’s National Ocean Service)	Federal action	Reflect in the RMP under “Planning Criteria”	Ensured consistency with National Marine Sanctuaries Act
National Historic Preservation Act (NHPA)	State Historic Preservation Office	Federal action	Reflect in the RMP under “Planning Criteria”	Comply with Section 106 and Section 110 processes as triggered by NEPA
Rivers and Harbors Act	U.S. Department of Defense (DoD) (U.S. Coast Guard [USCG] and Corps); U.S. Department of Homeland Security; FWS	Federal action	Reflect in the RMP under “Planning Criteria”	Complied with Section 106 and Section 110 processes as triggered by NEPA
Rivers and Harbors Act	U.S. Department of Defense (DoD) (U.S. Coast Guard [USCG] and Corps); U.S. Department of Homeland Security; FWS	Federal action	Reflect in the RMP under “Planning Criteria”	(1) Control ingress/ egress in the coastal zone. (2) Assessed impacts of management actions and land use allocations needed to implement plan decisions

### *National Environmental Policy Act*

This 1970 legislation established a national policy to maintain conditions under which man and nature can exist in productive harmony and fulfill the social, economic, and other requirements of present and future generations of Americans. NEPA established the Council on Environmental Quality to coordinate environmental matters at the federal level and advise the President on such matters. The law requires all federal actions that could result in a significant impact on the environment to be subject to review by federal, tribal, state, and local environmental authorities, as well as affected parties and interested citizens.

### *Endangered Species Act*

Management activities on private and public lands are subject to the Federal Endangered Species Act of 1973 (ESA), as amended. The ESA directs project proponents or government agencies, as appropriate, to consult with FWS and/or NMFS to address the effects of management activities on threatened and endangered species and designated critical habitat.

BLM prepared a biological assessment for the CCNM RMP in May 2005, which included a complete description of the proposed action and its effects on wildlife species. BLM determined that the RMP is not likely to adversely affect wildlife species. BLM's request for concurrence with this determination was submitted to NMFS on June 6, 2005. On June 20, 2005, BLM received a letter of concurrence, dated June 17, 2005, from NMFS. BLM's request for concurrence with this determination was also submitted to FWS on June 7, 2005. On July 11, 2005, BLM received a letter of concurrence from FWS.

### *National Historic Preservation Act*

The National Historic Preservation Act (NHPA) is the primary federal law providing for the protection and preservation of historic and archaeological properties, and includes those of national, state, and local significance. The law directs federal agencies to consider the effects of proposed actions on properties eligible for or included on the National Register of Historic Places (NRHP). NHPA established the NRHP, the Advisory Council on Historic Preservation (ACHP), and State Historic Preservation Officers (SHPOs).

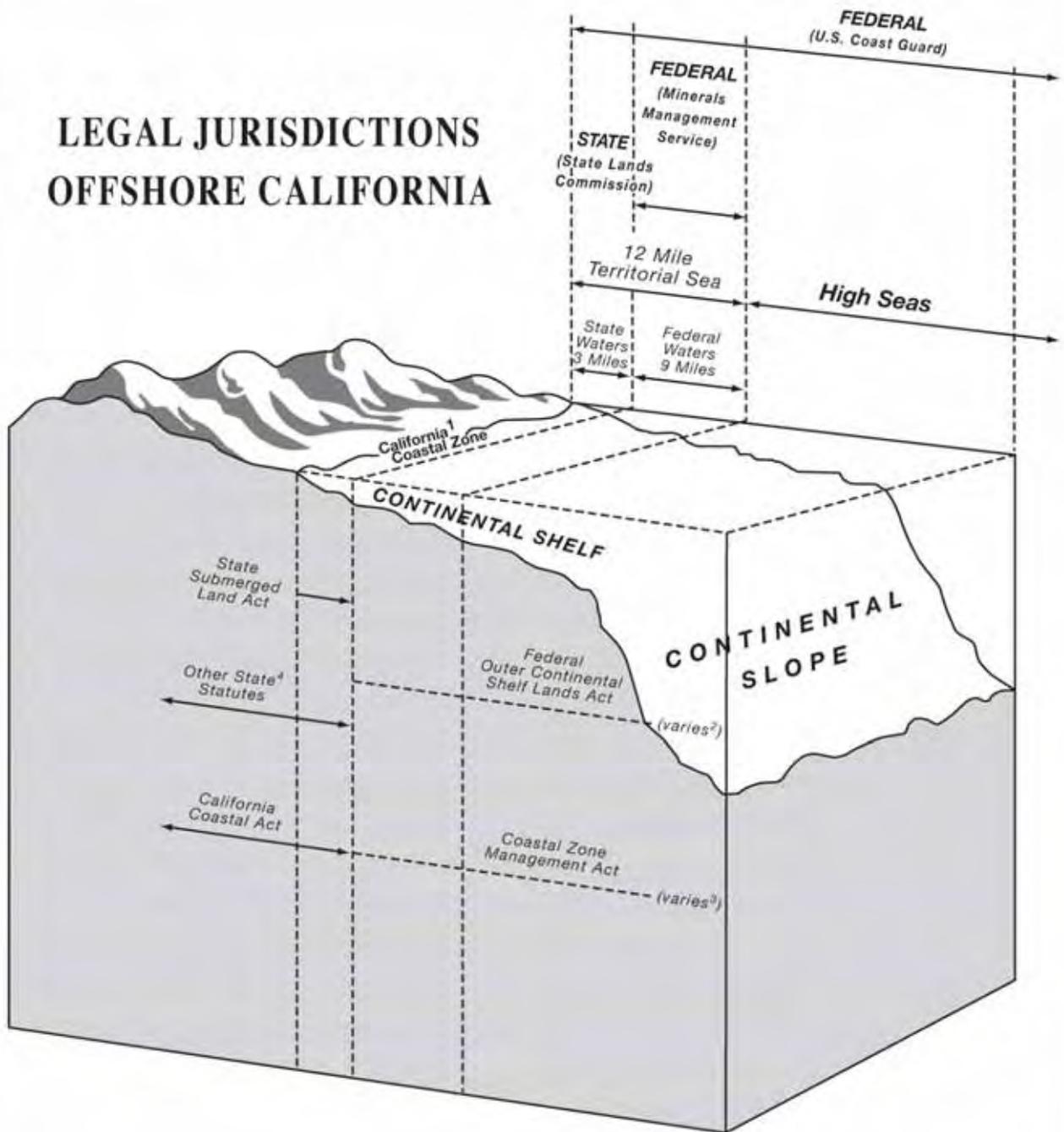
On July 5, 2005, BLM submitted a letter to the SHPO requesting concurrence with a No Adverse Effect finding for the CCNM RMP. On August 9, 2005, BLM received a letter of concurrence from the SHPO.

### *Marine Mammal Protection Act*

The Marine Mammal Protection Act (MMPA) was passed by Congress to protect the many mammals that live in the world's oceans. This legislation is the basis for policies preventing the harassment, capture, injury, or killing of all species of whales, dolphins, seals, and sea lions—as well as walruses, manatees, dugongs, sea otters, and polar bears.

The law, among other things, sets up a management regime to reduce marine mammal mortalities and injuries in their interactions with fisheries (such as gear

# LEGAL JURISDICTIONS OFFSHORE CALIFORNIA



- 1 The Legislature adopted maps defining the inland boundary of the coastal zone.
- 2 The seaward reach of the continental shelf cannot be precisely delineated.
- 3 The landward and seaward reach of the Coastal Zone Management Act cannot be precisely delineated
- 4 Under certain very limited circumstances, the State can enforce some of its laws beyond 3 miles from shore.

**Figure 1-2**  
**Legal Jurisdictions Offshore of the California Coast**

entanglement), regulates scientific research in the wild, establishes basic requirements for public display of captive marine mammals, and regulates the import and export of marine mammals and their products.

The primary government agency responsible for enforcing the MMPA is NMFS. Under the MMPA, NMFS is responsible for the management and conservation of whales and dolphins (cetaceans) and pinnipeds other than the walrus. Walruses, manatees, and dugongs (sirenians); sea otters; and polar bears are under the jurisdiction of the FWS.

The CCNM provides habitat for a variety of seals and sea lions, as well as the sea otter—all species protected under the MMPA.

### *Migratory Bird Treaty Act*

The Migratory Bird Treaty Act (MBTA) is the domestic law that implements the commitment of the United States to four international conventions (with Canada, Japan, Mexico, and Russia, respectively) for the protection of a shared migratory bird resource. The MBTA decreed that all migratory birds and their parts (including eggs, nests, and feathers) were fully protected. Each of the conventions protects selected species of birds that are common to both countries in the convention in question (i.e., they occur in both countries at some point during their annual life cycle). The MBTA is implemented by the FWS. BLM will be required to manage the bird populations of the CCNM consistent with the requirements of the MTBA.



### *Coastal Zone Management Act*

In 1972, Congress enacted the Coastal Zone Management Act (CZMA) (16 USC. 1451 et seq.), providing a crucial link between coastal states and federal activities. The CZMA encourages management of coastal zone areas and provides grants to be used in maintaining coastal zone areas. As an incentive for states to develop management plans for their coastal resources, Congress granted states the ability to review federal agency activities that affect the coastal zone and, in some circumstances, to stop or modify federally permitted activities that are not consistent with the state coastal program. The Act is intended to ensure that federal activities are consistent with state programs for the protection and, where possible, enhancement of the nation's coastal zones. The CZMA applies to actions initiated, permitted, or funded by federal agencies within the coastal zone. As defined in the Act, the coastal zone includes coastal waters extending to the outer limit of state submerged land title and ownership, adjacent shorelines, and land extending inward to the extent necessary to control shorelines. The coastal zone includes islands, beaches, transitional and intertidal areas, and salt marshes. While the coastal

zone by definition does not include federal land, the CZMA nonetheless applies to most federal activities or federally permitted activities that are located adjacent to or near the coastal zone, because such activities often affect the coastal zone and the resources therein—both onshore and offshore.

The Secretary of Commerce can override a state’s objection to an applicant’s certification if the Secretary of Commerce finds that the federal license or permit activity is consistent with the objectives of the CZMA or is otherwise necessary in the interest of national security. In addition, in the event of a serious disagreement between a federal agency and a state agency regarding the consistency of a proposed federal activity affecting any coastal use or resource, either party may request mediation by the Office of Ocean and Coastal Resource Management in NOAA.

The Federal Consistency Unit of the California Coastal Commission prepared a Consistency Determination (CD-085-04), finding that the Proposed RMP was consistent with the CCMP. On July 12, 2005, the Commission unanimously concurred with the Consistency Determination.

### *Key State Laws*

#### *California Environmental Quality Act*

Passed in 1970, the goal of the California Environmental Quality Act (CEQA) (California Public Resources Code §21000 et seq.) is to develop and maintain a high-quality environment for this and future generations. CEQA requires California’s public agencies to identify the significant environmental effects of their actions and to avoid or mitigate those significant environmental effects, where feasible. Through preparation of an Environmental Impact Report (EIR), state and local agencies and the general public are provided with information on the potentially significant environmental effects that a proposed project is likely to have, ways that the significant environmental effects may be minimized, and alternatives to the proposed project.

Although no action is anticipated at this time, all development activity along the California coast is subject to CEQA, including potential future development of recreational and educational/interpretive facilities by BLM or core-managing partners.

#### *California Endangered Species Act*

The California Endangered Species Act (CESA) (California Fish and Game Code §2050 et seq.) generally parallels the main provisions of the federal ESA and is administered by DFG. Under CESA, the term “endangered species” is defined as a species of plant, fish, or wildlife that is “in serious danger of becoming extinct throughout all, or a significant portion of its range” and is limited to species or subspecies native to California. CESA establishes a petitioning process for listing threatened or endangered species. State lead agencies are required to consult with DFG to ensure that a proposed action is not likely to jeopardize the continued existence of any endangered or threatened species, or result in destruction or adverse modification of essential habitat.

BLM will work closely with DFG to assess the potential impacts on threatened or endangered species of CCNM management actions and land use allocations, and will ensure compliance with Section 2081 of the Fish and Game Code.

### *California Coastal Act*

The California Coastal Act (California Public Resources Code §30000 et seq.) was enacted by the State Legislature in 1976 to provide long-term protection of California's 1,100-mile coastline for the benefit of current and future generations. The Coastal Act created a unique partnership between the State (acting through the California Coastal Commission) and local government (15 coastal counties and 58 cities) to manage the conservation and development of coastal resources through a comprehensive planning and regulatory program. The Coastal Act made permanent the coastal protection program launched on a temporary basis by a citizens' initiative that California voters approved in November 1972 (Proposition 20—the "Coastal Conservation Initiative").

The Federal Consistency Unit of the California Coastal Commission prepared a Consistency Determination (CD-085-04), finding that the Proposed RMP was consistent with the Coastal Act. On July 12, 2005, the Commission unanimously concurred with the Consistency Determination.

### *Marine Life Protection Act*

This 1999 legislation requires that DFG develop a plan for establishing networks of marine protected areas (MPAs) in California waters to protect habitats and preserve ecosystem integrity. The Marine Life Protection Act (MLPA) (California Fish and Game Code §2850 et seq.) states that "marine life reserves" (defined as no-take areas) are essential elements of an MPA system because they "protect habitat and ecosystems, conserve biological diversity, provide a sanctuary for fish and other sea life, enhance recreational and educational opportunities, provide a reference point against which scientists can measure changes elsewhere in the marine environment, and may help rebuild depleted fisheries." The MLPA Master Plan includes recommendations for a preferred alternative network of MPAs that takes full advantage of the multiple benefits that can be derived from the establishment of marine life reserves.

BLM will coordinate with DFG to ensure that monument lands within MPAs are managed appropriately.



### *Governor's Consistency Review*

BLM submitted the Draft RMP/Draft EIS to the Governor's Office of Planning and Research, State Clearinghouse and Planning Unit (SCH # 2004014002) on September 16, 2004. No state agencies commented on the Draft RMP/Draft EIS to the Clearinghouse. In accordance with FLPMA and BLM planning regulations (43 CFR 1610.3-2), BLM RMPs must be consistent with officially approved or adopted resource related plans of State and local governments and must identify any known inconsistencies with state or local plans, policies, or programs. BLM also must provide the Governor with up to 60 days in which to identify any inconsistencies and submit recommendations. On June 8, 2005, BLM submitted the Proposed RMP/Final EIS to the Governor's Office of Planning and Research, State Clearinghouse and Planning Unit for review. The BLM received no response within the 60 day period and therefore, pursuant to the BLM planning regulations (43 CFR 1610.3-2(e)) presumes the RMP is consistent with State and local plans, policies, and programs. No inconsistencies have been identified, either by BLM or the Governor, with the RMP.

## **Planning Process**

### **RELATIONSHIP TO BLM POLICIES, PLANS, AND PROGRAMS**

This RMP is consistent with BLM policies and existing BLM plans and programs. Relevant policies include:

- CFR Title 43 (1610) (BLM's planning guidance and regulations) and BLM Manual 1601; and
- Native American consultation per Executive Orders 12866, 13084, et al.

Five BLM field offices have jurisdiction over portions of the California coast (see Figure 1-3). Each of these field offices has a plan that guides policies and land use. Lands under BLM jurisdiction that adjoin the coast are currently divided into nine areas for management; each of these areas is under an RMP or other land-use plan. Table 1-3 lists BLM on-shore coastal units and projects, and the status of their respective plans. This RMP will amend these other BLM plans where inconsistencies exist between the RMP and those plans.

### **COOPERATING AGENCIES**

As part of the process for developing the EIS associated with this RMP, the following agencies signed memoranda of understanding (MOUs) with BLM, agreeing to serve as a "cooperating agency" under the President's Council of Environmental Quality regulations (40 CFR 1500–1508) implementing NEPA:

- DFG,
- DPR,
- Trinidad Ranchería, and
- U.S. Air Force.

## COLLABORATION

In addition to the officially recognized cooperating agencies under NEPA, the following agencies and entities have participated as “Agency and Organization Contacts” in the planning process:

- California Coastal Conservancy;
- California Coastal Commission;
- SLC;
- City of Laguna Beach;
- City of San Diego;
- Coastal America;
- The Nature Conservancy;
- Partnership for Interdisciplinary Studies of Coastal Oceans (PISCO), UC Santa Cruz;
- Pt. Reyes Bird Observatory (PRBO) Conservation Science;
- San Luis Obispo County;
- San Mateo County;
- U.S. Department of Commerce;
- Channel Islands National Marine Sanctuary, NOAA;
- Monterey Bay National Marine Sanctuary (MBNMS), NOAA;
- Gulf of the Farallones National Marine Sanctuary, NOAA;
- NMFS, NOAA;
- National Marine Protected Areas Center, NOAA;
- National Ocean Service, NOAA;
- Office of Coast Survey, NOAA;
- DoD;
- U.S. Air Force;
- U.S. Navy;
- USCG;
- U.S. Department of the Interior (DOI);
- National Park Service (NPS);
- FWS; and
- MMS.

The following agencies, among others, were consulted during the planning process due to legislative mandates contained in specific federal and state environmental laws (the laws are identified in parentheses below):

- FWS (for ESA, MBTA, MMPA, and Magnuson-Stevens Act),
- NMFS (for ESA and MMPA),
- California Coastal Commission (for CZMA and California Coastal Act),
- Office of the California State Historic Preservation Officer (for NHPA),
- DPR (for CEQA), and
- DFG (for CEQA, CESA, and MLPA).

## Related Plans

Fifteen counties; numerous municipalities; and dozens of park units, tribal lands, and other agency holdings are located along the coast of California, within California state waters, within adjacent federal waters, and on offshore land masses. Each of these jurisdictions is governed by a land use or other management plan (e.g., city and county general plans, and parks management plans). Figures 1-4a–e show locations of many of the coastal entities and managed areas.

It is important to note that coastal planning is an ongoing process, with many plans being modified each year. The current state planning process for MPAs is especially important, as it will affect management of resources in the waters surrounding the CCNM. Each state marine managed area is in the process of being reclassified into one of six new classifications, as required under state legislation called the Marine Managed Areas Improvement Act. The six new classifications are state marine reserve, state marine park, state marine conservation area, state marine cultural preservation area, state marine recreational management area, and state water quality protection area.

## Existing Designations

### AREA OF CRITICAL ENVIRONMENTAL CONCERN

In 1990, the California Islands Wildlife Sanctuary was designated by BLM as an Area of Critical Environmental Concern (ACEC). This designation highlighted the special values of the rocks and islands, and provided additional protection of the resources found on them. Daily management of the sanctuary continued to be the responsibility of the DFG as prescribed in the Memorandum of Understanding of 1983 (Appendix C).

### CALIFORNIA OFFSHORE ROCKS AND PINNACLES ECOLOGICAL RESERVE

On August 27, 1988, the California Fish and Game Commission designated all areas within 0.5 mile of the California coastline as an Ecological Reserve under the authority of the California Code of Regulations, Title 14, Sections 630 (Ecological Reserves) and 632 (Marine Protected Areas). As such, the rocks and islands within the California Offshore Rocks and Pinnacles Ecological Reserve are also part of the CCNM. The Ecological Reserve designation was imple



**Figure 1-3**  
**BLM Field Office Boundaries**

<b>BLM On-Shore Coastal Unit/Project</b>	<b>Plan</b>	<b>Plan Status</b>
<b><i>Arcata Field Office</i></b>		
	<b><i>Arcata RMP</i></b>	<b><i>Approved 1996</i></b>
King Range National Conservation Area (KRNCA)	KRNCA RMP	Draft RMP/Draft EIS (Final scheduled for 2/05)
Lost Coast Headlands	Under Arcata RMP	
Manila Dunes Area of Critical Environmental Concern	Under Arcata RMP Manila Dunes Cooperative Management (activity level) Plan	Early stages of development
Samoa Dunes Recreation Area	Under Arcata RMP Samoa Dunes Recreation Area Management (activity level) Plan	Approved 1997
South Spit Cooperative Management Area	Under Arcata RMP South Spit Interim Cooperative Management (activity level) Plan	Approved 2003
<b><i>Ukiah Field Office</i></b>		
	<b><i>Ukiah RMP</i></b>	<b><i>New start-up (selecting contractor)</i></b>
Stornetta Ranch property	Stornetta Ranch Property Interim Management Plan	Developing Draft (Public meeting in August 2004)
<b><i>Hollister Field Office</i></b>		
	<b><i>Hollister RMP</i></b>	<b><i>Approved 1984</i></b>
Coast Dairies property acquisition (not yet acquired)	Coast Dairies Long-Term Resource Protection & Access Plan Interim Access Plan	Completed 2004 (by consultant under contract to Trust for Public Lands) Under draft preparation by BLM
Fort Ord Public Lands Project	Hollister RMP Amendment Fort Ord Habitat Management Plan	Early stages of development Accepted by BLM from Army in 1996
<b><i>Bakersfield Office</i></b>		
	<b><i>Caliente RMP</i></b>	<b><i>Approved 1997</i></b>
Irish Hill/Montaña del Oro State Park cooperative management	Under Caliente RMP	
Los Osos Greenbelt	Los Osos Greenbelt Cooperative Management Plan	May be prepared in the future
Piedras Blancas Light Station	Piedras Blancas Light Station Management (activity level) Plan	Early stages of development (planned for completion by end of FY05)
Point Sal Area of Critical Environmental Concern	Under Caliente RMP	
<b><i>Palm Springs/South Coast Field Office</i></b>		
	<b><i>South Coast RMP</i></b>	<b><i>Approved 1994</i></b>
San Diego Project	Under South Coast RMP	

**Table 1-3. BLM Onshore Coastal Units and Projects, Plans, and Plan Status**

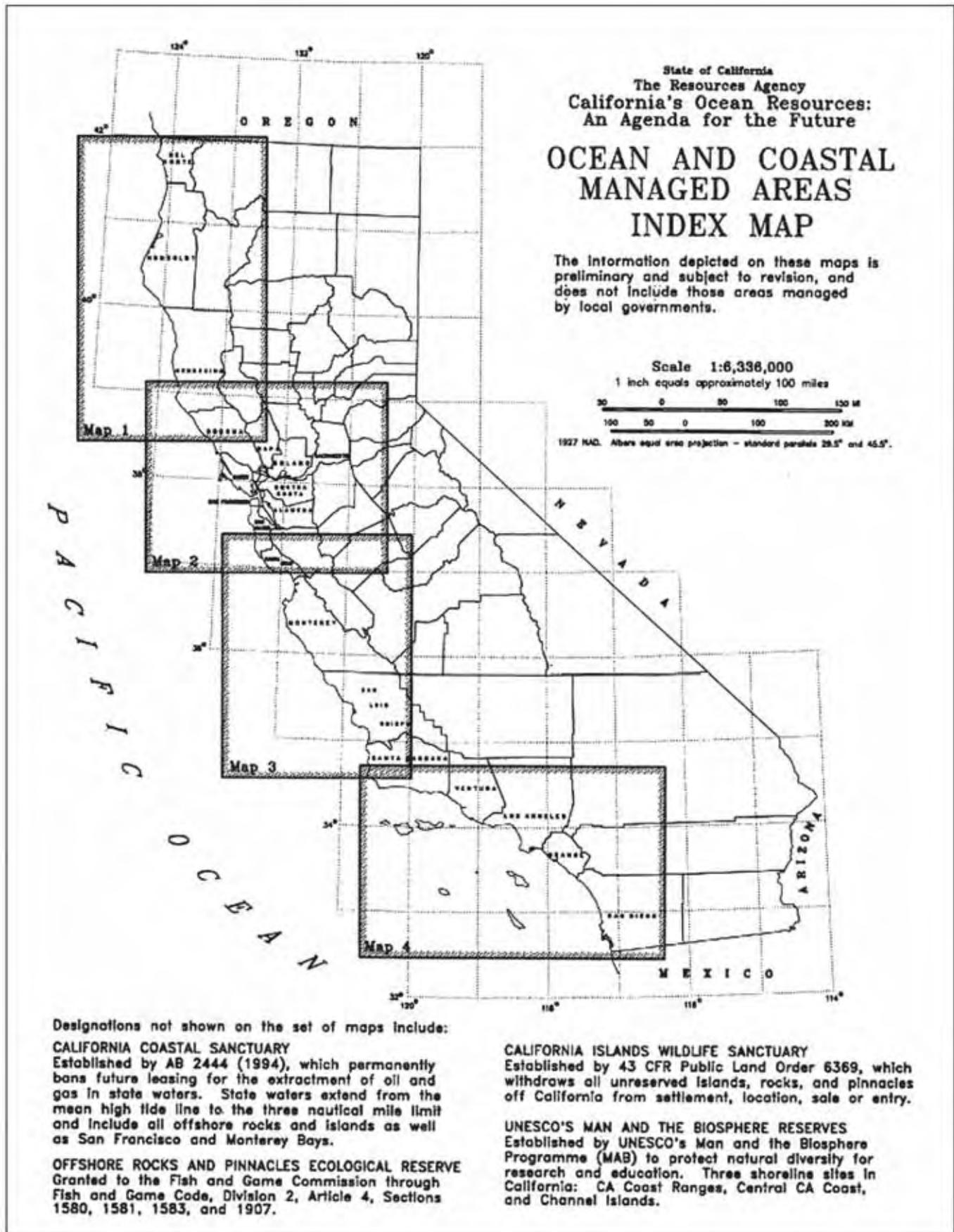
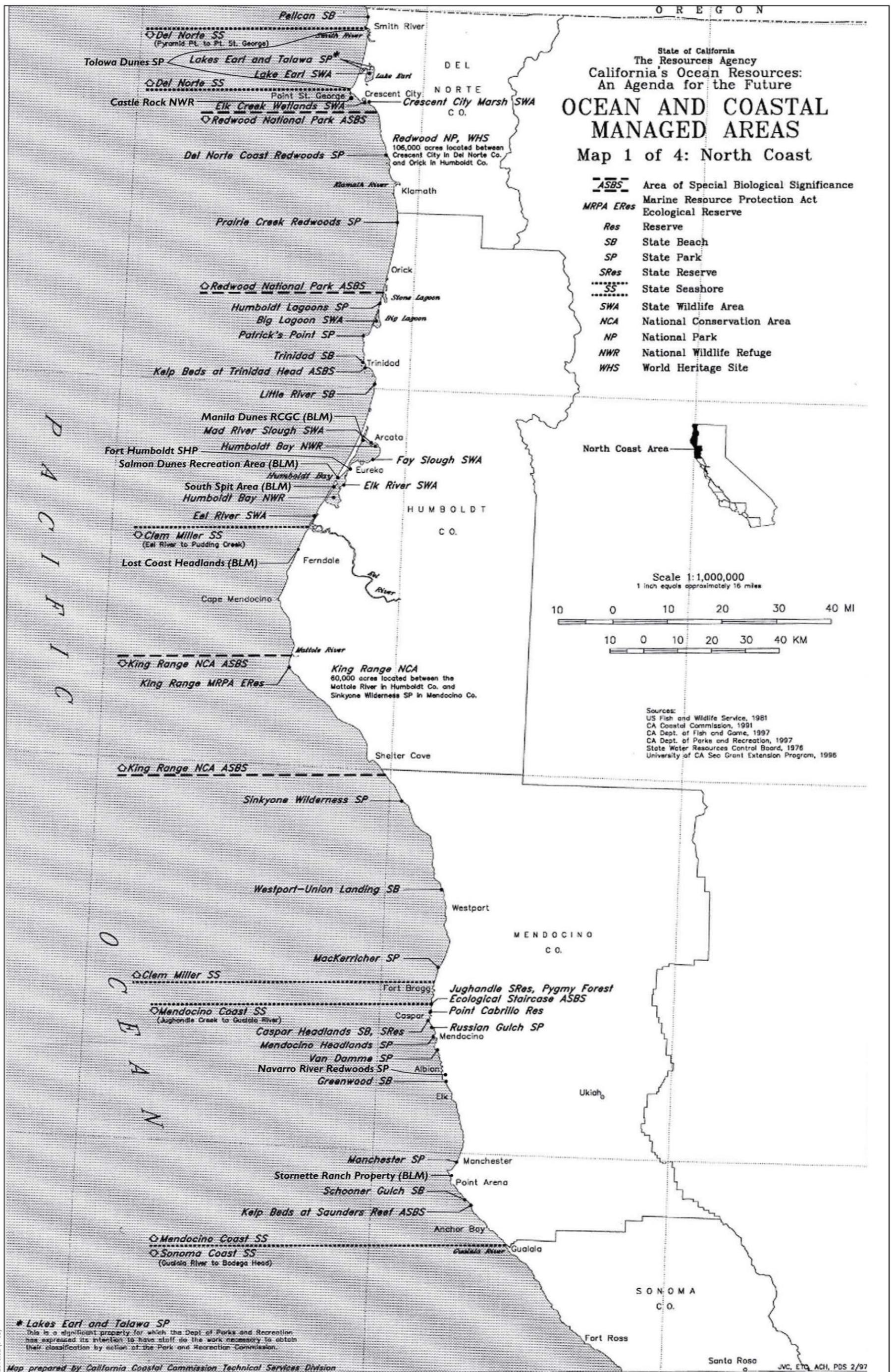


Figure 1-4a  
Ocean and Coastal Managed Areas, Index Map





**Figure 1-4b**  
**Ocean and Coastal Managed Areas, North Coast**

State of California  
The Resources Agency  
California's Ocean Resources:  
An Agenda for the Future

OCEAN AND COASTAL  
MANAGED AREAS

Map 2 of 4: North Central Coast

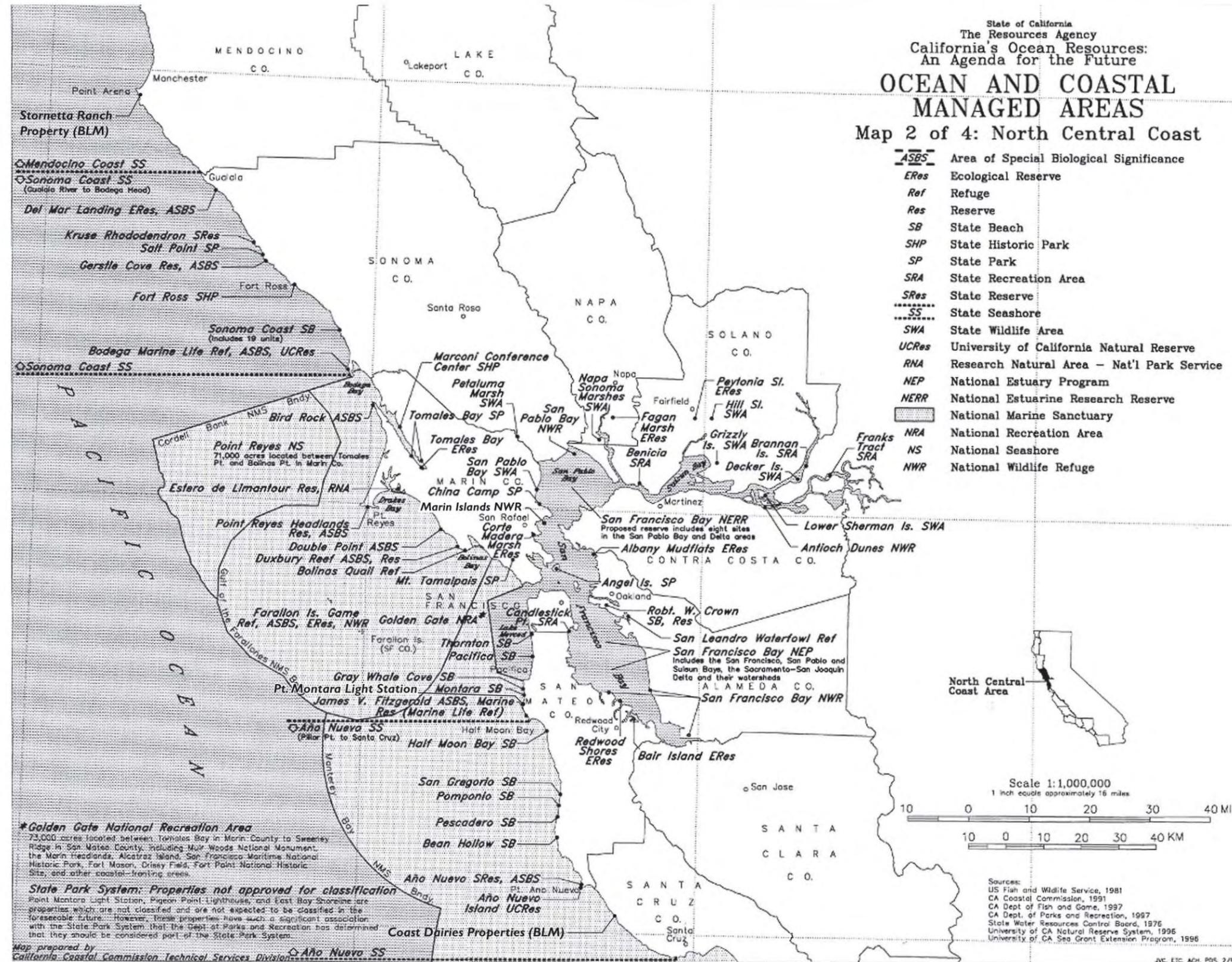


Figure 1-4c  
Ocean and Coastal Managed Areas, North Central Coast

State of California  
The Resources Agency  
California's Ocean Resources:  
An Agenda for the Future  
**OCEAN AND COASTAL  
MANAGED AREAS**  
Map 3 of 4: Central Coast

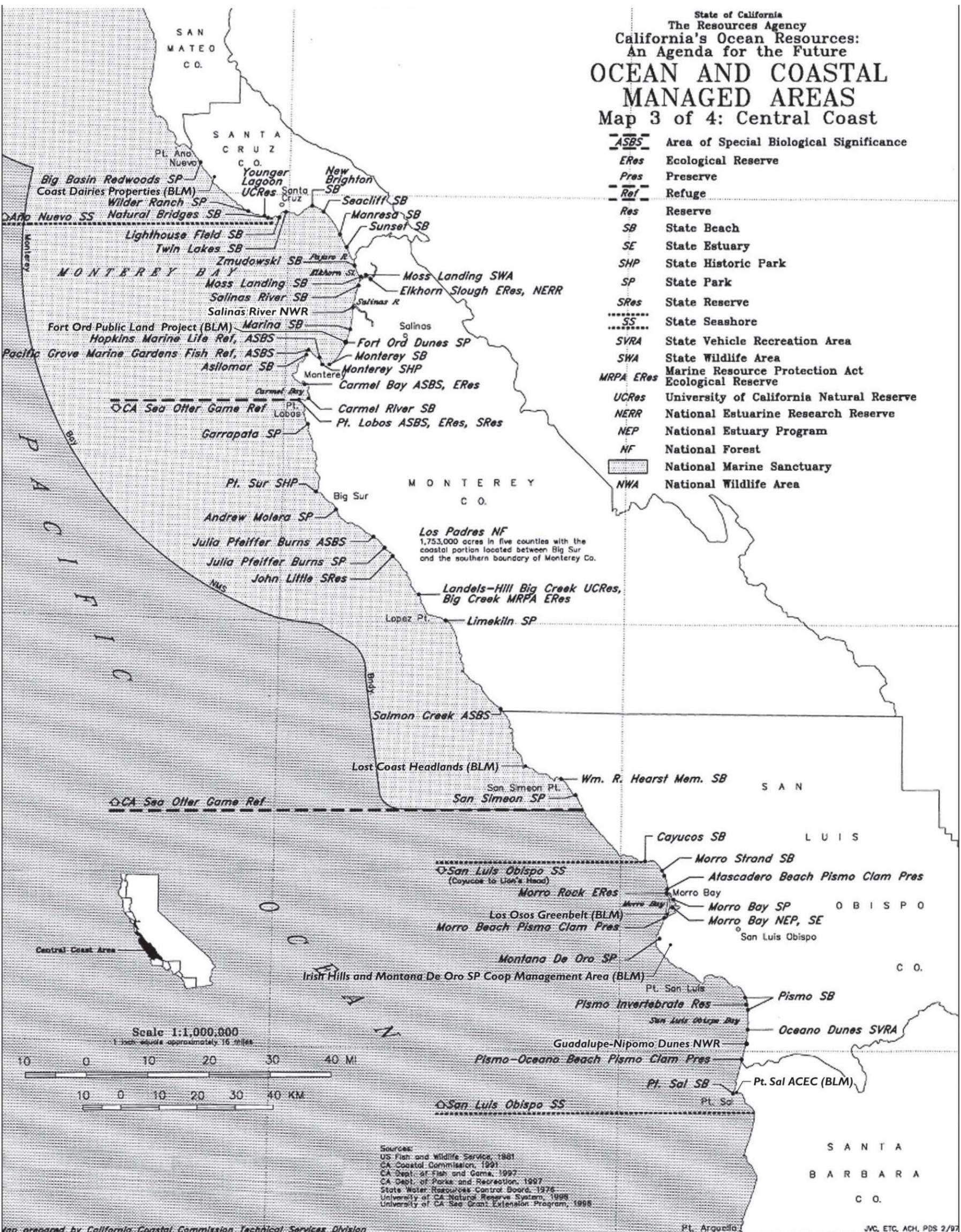
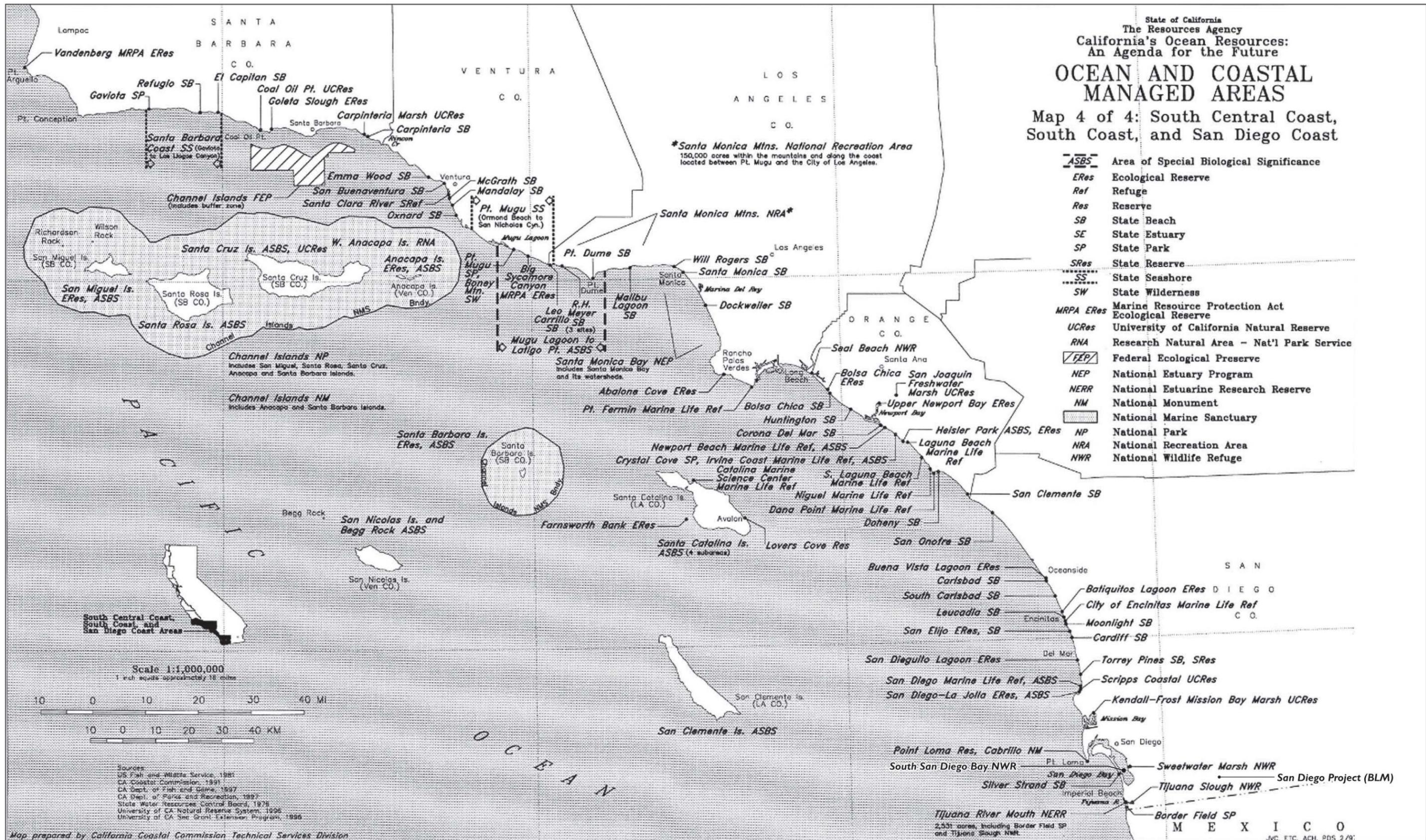


Figure 1-4d  
Ocean and Coastal Managed Areas, Central Coast



**Figure 1-4e**  
**Ocean and Coastal Managed Areas,**  
**South Central Coast, South Coast, and San Diego Coast**

mented to provide protection for rare, threatened, or endangered native plants, wildlife, and aquatic organisms; and specialized terrestrial or aquatic habitat types. Public entry and use under this designation are required to be compatible with these purposes and are subject to rules and regulations as provided for in the regulations identified above. The Ecological Reserve will continue to be managed by DFG under the California Code of Regulations, Title 14.

## **RMP Time Frame and Plan Revision**

This plan is intended to provide the basis for long-term management of the CCNM. In analyzing the environmental effects of land use plan decisions, BLM assumed a 15- to 20-year time frame for analysis. Management must be adaptive, and management of the CCNM will occur in the context of changing human and natural conditions. The managing agencies recognize that the plan must be able to adapt to changing circumstances, such as new scientific information, new environmental laws, changing public demands, new management opportunities, or additions of rocks and islands to the CCNM. For this reason, plan monitoring and evaluation will be established as RMP implementation actions to ensure that the effects of planning decisions are tracked and reviewed on a regular basis. Evaluations will determine whether specific planning decisions remain valid or need to be revised.

The RMP will be evaluated about once every 4–6 years to determine the need for significant management modifications or amendments to the plan. Data from the resource monitoring and other sources will serve as input for the evaluation of the planning decisions to determine progress in implementation and determine whether any amendments or revisions to the RMP are necessary.

A plan amendment normally involves changing or adding management decisions that do not change the fundamental character of the overall plan or any of its major elements. A plan revision is made in response to significant new information or issues that warrant a major change in the management direction of the plan or one of its major elements. BLM planning guidelines specify that plan revisions may be considered in the following instances:

- In response to an evaluation of consistency with new laws, regulations, and policies;
- Upon determination that implementing the plan's decisions is not achieving the desired outcomes or meeting the plan's goals;
- When new science, data, or other information indicate a need to change decisions;
- Upon determination that the plan no longer provides adequate management direction; or
- When new proposals or actions not evaluated in the plan are put forth.

Both plan revisions and amendments require compliance with NEPA. Future plan revisions and amendments will be conducted in accordance with adopted BLM guidelines for community and stakeholder participation.