



**NATIONAL
CONSERVATION
LANDS**

Decision Record for the Cotoni-Coast Dairies Resource Management Plan Amendment for the California Coastal National Monument



June 2021

US Department of the Interior
Bureau of Land Management

**United States Department of the Interior
BUREAU OF LAND MANAGEMENT**

DECISION RECORD

**for the
Cotoni-Coast Dairies Resource Management Plan Amendment
for the California Coastal National Monument**

Santa Cruz County, California

Lead Agency:

*Department of the Interior Bureau of Land Management
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Executive Summary

This document constitutes the Decision Record (DR) of the Department of Interior (DOI) and Bureau of Land Management (BLM) for the Cotoni-Coast Dairies (C-CD) Resource Management Plan Amendment (RMPA) for the California Coastal National Monument (CCNM). This plan amendment identifies the goals, objectives, and management actions for this unit of the National Conservation Lands.

After extensive environmental analysis, consideration of public comments, and application of pertinent Federal laws and policies, it is the decision of the DOI to approve Alternative D with the modifications and clarifications detailed in this DR (refer to Table of Contents). With this decision, a 30-day appeal period begins for implementation-level management actions included in this DR for the C-CD RMPA.

Information about this planning effort and public involvement is also available online at: <https://go.usa.gov/xEJA>.

The Proposed RMPA and EA analyzed the environmental impacts of four alternative amendments to the RMP including the No Action Alternative.

This decision approves modified Alternative D, under which there will be three day use/parking areas (two year-round parking areas, one seasonal parking area), and pedestrian/bicycle connections to San Vicente Redwoods and the North Coast Rail Trail. Trail-based recreation opportunities would consist of trail concepts in two recreation management zones (RMZ) illustrated in **Appendix A, Figure 5D**. The BLM proposes to use a two-phased approach to the implementation of public recreation facilities, with implementation of phase two dependent on effective recreation management under Phase 1. Emphasis will be placed on the adequacy of infrastructure to accommodate visitor use, the effectiveness with which the BLM and partners are able to maintain the trail system, and the BLM and partners' ability to address unauthorized trails and trail use, and unauthorized entry into core wildlife areas (RMZs 2 and 4), wetlands and riparian areas. Alternative D, as modified, is referred to as the Selected Alternative in this DR.

I. Introduction

The Bureau of Land Management (BLM) Central Coast Field Office (CCFO) has prepared this Resource Management Plan Amendment and Environmental Assessment to analyze the effects of alternative management approaches on the Cotoni-Coast Dairies unit of the California Coastal National Monument.

The Bureau of Land Management's (BLM) Central Coast Field Office needs to establish land use decisions through an amendment to the California Coastal National Monument Resource Management Plan, approved in 2005. This Resource Management Plan Amendment was prepared using the BLM's planning regulations (43 Code of Federal Regulations [CFR] Part 1600) and guidance issued under the authority of the Federal Land Policy and Management Act (FLPMA) of 1976. Section 102 of the FLPMA sets forth the policy for periodically projecting the present and future use of public lands and their resources through the use of a planning process. Sections 201 and 202 of the FLPMA are the statutory authorities for land use plans prepared by the BLM. The associated Environmental Assessment is included in this document to meet the requirements of

NEPA, the Council on Environmental Quality (CEQ) regulations for implementing NEPA (40 CFR Parts 1500-1508), Department of the Interior (DOI) Implementation of the National Environmental Policy Act of 1969 Final Rule (43 CFR Part 46), and the requirements of BLM's NEPA Handbook H-1790-1 (BLM 2008) and Land Use Planning Handbook H-1601-1 (BLM, 2005), as amended by subsequent Instruction Memorandums.

Background

The Trust for Public Lands (TPL) purchased the Coast Dairies property in 1998 with contributions provided by the California Coastal Conservancy, the David and Lucille Packard Foundation, the Save-the-Redwoods League, and other non-government entities. In August 1998, the BLM signed a memorandum of understanding with TPL to be a permanent steward of the upland portions of the property. In April 2014, TPL transferred those portions of Coast Dairies, totaling 5,843 acres, into public ownership. The mineral estate underlying the property was retained by the Coast Dairies Land Company.

On January 12, 2017, the property was added to the California Coastal National Monument by Presidential Proclamation No. 9563 and re-named Cotoni-Coast Dairies. The proclamation specifically calls for a management plan to make the area available for public access, consistent with the care and management of the objects identified. The California Coastal National Monument is managed as a component of the BLM's National Conservation Lands, which have been designated by Congress and/or the President, supporting conservation as a part of the BLM's mission.

Purpose and Need

The FLPMA requires the BLM to develop Resource Management Plans that provide for the use of public lands. On January 12, 2017, Presidential Proclamation 9563 added the Cotoni-Coast Dairies unit to the California Coastal National Monument. This proclamation called for the Cotoni-Coast Dairies unit to be available for public access upon the BLM's completion of a management plan.

The current Resource Management Plan for the California Coastal National Monument was completed in 2005, before the addition of onshore units. It provides management direction for approximately 20,000 offshore rocks and islands along the coast of California. While some of the general management direction in the 2005 plan is relevant to onshore units of the National Monument, the purpose of this Resource Management Plan Amendment is to establish land use decisions, management actions, and allowable uses specifically for the onshore Cotoni-Coast Dairies unit of the California Coastal National Monument. The need for the Resource Management Plan Amendment is to provide opportunities for public access and recreation at Cotoni-Coast Dairies, while ensuring care for the objects and values identified in Presidential Proclamation 9563. These objects include traditional use areas of the indigenous people and archaeological resources, as well as a wide array of habitats and the diversity of wildlife that they support, including forests, shrublands, grasslands, riparian/wetlands, and aquatic systems. There is also a need to establish land use decisions and management actions for other BLM programs, including livestock grazing, fire and fuels, and vegetation management. The C-CD RMPA/EA does not consider management actions for other on-shore units, nor the rocks and islands that were

previously addressed in the CCNM RMP (BLM 2005).

Planning Process

The BLM's RMPs and the types of planning decisions included therein, are the basis for every on-the-ground action the BLM undertakes. Land use plans ensure that the public lands are managed in accordance with the intent of Congress as stated in FLPMA (43 U.S.C. 1701 et seq.), and other land laws (i.e., Antiquities Act).

Decisions in land use plans guide future land management actions and subsequent site-specific implementation decisions. These land use plan decisions establish goals and objectives for resource management (desired outcomes) and the measures needed to achieve these goals and objectives (management actions and allowable uses). Proposed land use plan decisions can be protested under the regulations at 43 CFR 1610.5-2, but are not reviewable by the Office of Hearings and Appeals.

The BLM's Land Use Planning Handbook (H-1601-1; BLM 2005) provides supplemental guidance to the agency's employees for implementing the BLM land use planning requirements established by Sections 201 and 202 of the Federal Land Policy and Management Act of 1976 (FLPMA, 43 U.S.C. 1711-1712) and the regulations in 43 Code of Federal Regulations (CFR) 1600. The Land Use Planning Handbook includes guidance for preparing, revising, amending, and maintaining land use plans. This Handbook also provides guidance for developing subsequent implementation (activity-level and project-specific) plans and decisions.

Implementation decisions generally constitute BLM's final approval allowing on-the-ground actions to proceed. These types of decisions require appropriate site-specific planning and NEPA analysis. Unlike land use plan decisions, implementation decisions are not subject to protest under the planning regulations. Instead, implementation decisions are subject to various administrative remedies, particularly appeals to the Office of Hearings and Appeals (Interior Board of Land Appeals). Where implementation decisions are made as part of the land use planning process, they are still subject to the appeals process or other administrative review as prescribed by the specific resource program regulations after the BLM resolves the protests to land use plan decisions and makes a decision to adopt or amend the RMP.

This RMPA includes two types of decisions - land use plan-level and implementation-level decisions - and clearly distinguishes between the two types of decisions. Specifically, this chapter displays a listing of proposed land use plan decisions and implementation decisions under each resource section that are program-specific and have been considered in conjunction with the guidance presented for other resources to maintain an integrated, interdisciplinary approach to planning for the C-CD.

Implementation decisions that would be approved in the Decision Record for this RMPA/EA are labelled as such along with the alphanumeric identifier for each management action (MA's).

Modifications and Clarifications

This section describes modifications and clarifications in this DR from what was published in the Proposed RMPA and EA on September 25, 2020. Based on the conditional consistency

determination (CD-0005-20) approved by the California Coastal Commission on December 11, 2020, the BLM has modified AU-REC-14 to delay implementation of a special hunt program until Phase 2 of the RMPA, which will require subsequent consultation with partners, neighbors, and the Commission. In addition, the BLM has made some clarifications in this DR. Additional details were added to the following management actions: MA-REC-7, AU-REC-14 and MA-REC-23. In MA-REC-7, the DR clarifies that additional analysis, consultation and coordination will be required prior to implementing fees for the property. In AU-REC-14, the DR clarifies the frequency and type of permitted hunts that could be authorized under Phase 2 of implementation in consultation with the California Department of Fish and Wildlife. In MA-REC-23, the DR clarifies the season of use of the Warrenella Road Top day use site under Phase 2 of implementation and clarifies that this access point is considered part of Phase 2 implementation and therefore subject to further coordination and consistency review.

Details about restoration projects developed in consultation with the US Fish and Wildlife Service are included in Section VI under Mitigation Measures. Appendix D was also modified to exclude a project design feature that was inadvertently included in the Proposed RMPA that allowed for water withdrawals from streams. Other recommendations from the California Governor's Office of Research and Policy and the California Coastal Commission are included in Section I (below) and Section IX, respectively.

Protest Resolution

The BLM's official news release for the Proposed RMP Amendment and EA was published on September 25, 2020, initiating a 30-day public protest period. The BLM received 24 protests, 21 of which were from parties with standing. Of the 21 protests with standing, 2 were denied as the issues are already addressed in the document and 19 were dismissed as they did not raise protestable issues. The remaining protests were dismissed due to lack of standing. The results are documented in the BLM's Protest Summary Report for the Cotoni-Coast Dairies RMP Amendment, which is available at <https://www.blm.gov/programs/planning-and-nepa/public-participation/protest-resolution-reports>. Protest response letters were mailed to each protesting entity upon issuance of this ROD.

The BLM received multiple protests that addressed implementation-level issues that are not subject to protest. The BLM stands committed to working with the community to address these concerns throughout plan implementation.

The BLM considered and analyzed several proposals submitted through the protest resolution process that requested changes to the layout and location of day use/parking areas identified in the Proposed RMPA. The BLM reviewed and analyzed a proposal to relocate the Warrenella Road Gate access point to a new location at the "Moccettini cheese barn". The BLM determined that the "Moccettini cheese barn" proposal would not provide sufficient parking for the forecasted visitation to this site without substantial impacts to existing livestock operations, the integrity of the Moccettini cheese barn historic site, and the riparian habitat associated with Agua Puerca Creek. In addition, the BLM has identified opportunities to address, through design and implementation, community concerns related to visual impacts of the proposed Warrenella Road Gate access point.

The BLM also considered and analyzed a proposal to relocate the Marina Ranch Gate access point to a new site on private lands managed by the Trust for Public Lands (TPL) adjacent to the BLM-managed property. The BLM does not have the authority to make decisions regarding private lands. Therefore, a decision to relocate the access point to this location is outside the scope of this RMPA.

The BLM's proposed Marina Ranch Gate access point requires approval of TPL for improvements to a 0.10-mile section of road that traverses their privately-owned agricultural parcel. This access point was included in the Proposed RMPA because TPL had committed to working with the BLM to allow for these improvements under a Memorandum of Understanding (MOU) signed on June 3, 2020. In December 2020, the BLM learned that TPL was reconsidering their support for this road improvement project. Discussions are ongoing with TPL. Therefore, the BLM has kept the Proposed Marina Ranch Gate access point in the RMPA should TPL authorize this road improvement project at a later date.

The BLM has also received protests identifying concerns with e-bike use on the property, which is also identified as an implementation action in the RMPA. The BLM stands committed to working with partners throughout implementation to address concerns, including measures to prohibit e-bike use on specific trails where impacts to private lands or resources are observed or foreseeable as a result of e-bike use.

Governor's Consistency Review

In accordance with the regulations at 43 CFR 1610.3–2(e), the BLM submitted the proposed RMP Amendment and EA for a 60-day Governor's Consistency Review on September 25, 2020. After consulting with state and local public agencies that provided comments during the environmental review process the Governor's Office of Planning and Research informed the BLM they did not identify any inconsistencies with the preferred plan alternative. The Office provided the following recommendations for BLM to consider:

- Continue to coordinate with state and local agencies on Phase 1 implementation of the RMPA preferred alternative and monitoring of impacts of Phase 1 project implementation.
- Continue to work with local and state agencies, and land trust organizations on continued planning and coordination to mitigate or avoid significant impacts to lands adjacent to the BLM properties.
- Continue to work with the County of Santa Cruz to mitigate or avoid potential inconsistencies with adjoining land uses and general plan designations or policies.
- Work with state, local and federal agencies on coordination of off-site projects to reduce any potential conflicts and ensure consistency among on and off-site project implementation.
- Continue to work with the California Department of Fish and Wildlife and County of Santa Cruz on mitigating, or avoiding, significant impacts to habitat and endangered and species of critical concern including riparian areas.

- Work with the California Department of Fish and Wildlife to assess the potential for future archery hunting opportunities in the plan area in future phases in a manner that mitigates or avoids conflicts with other uses on the BLM properties and adjoining properties and is protective of natural resources.
- Continue to work with the California Coastal Commission staff on plan implementation to avoid any potential future inconsistencies with the California Coastal Act.
- Continue to work with California Coastal Commission and other state and local agency staff on development and implementation of a mitigation and monitoring plan for Phase I activities and overall management of the property.
- Continue to work with state and local agencies on project planning, construction, and implementation to ensure consistency with state and local plans, policies, and programs.
- Continue to work with the California Department of Transportation on any needed permits for establishing or modifying access in the state right of way as well as to align any potential access points along State Route 1 and development and implementation of future projects that may impact State Route 1.
- Provide for additional consistency review and determination for activities outside the scope of the Phase I review.

II. Decision - Approved RMPA

2.1 Deed Restrictions

In 2014, the BLM agreed to accept donation of C-CD with deed restrictions, including the following:

- (a) Public recreational access, open space, and grazing priority. The Upland Deed Restricted Parcels shall be protected, used, and managed only for open space, grazing, and public recreational access uses and development in a manner consistent with the protection and preservation of coastal resources. Reclamation and restoration activities that support and facilitate such open space, grazing, and public recreational uses and development (including by allowing areas to be so used and developed in these ways) are allowed. Grazing activities shall be sited, designed, maintained, managed, and operated so as to be coordinated with, and so as to not significantly adversely affect, open space and public recreational access uses and development on the Upland Deed Restricted Parcels.
- (b) Timber operations prohibited. Commercial timber operations (as defined in California Public Resources Code 4527) shall be prohibited on the Upland Deed Restricted Parcels. In addition, removal of redwood trees shall be prohibited on the Upland Deed Restricted Parcels, except to the extent determined to be necessary or desirable for public safety and/or forest health, subject to all applicable authorizations.
- (c) Motorized off-road vehicles prohibited. Motorized off-road vehicles shall be prohibited on

the Upland Deed Restricted Parcels except to the extent required for property management, (including reclamation/restoration), public health and safety protection, or emergency response, and provided such vehicular use is confined to established and designated roadways as much as possible (i.e., such use outside of such roadways shall be limited to areas that cannot be accessed in any other way).

A copy of the complete grant title, including the deed restrictions, is available for review and/or download on the BLM's ePlanning website for this RMPA.

2.2 Presidential Proclamation Management Directives

Presidential Proclamation 9563 provides the basic framework for management of C-CD. This Proclamation directs that the Secretary of the Interior manage the C-CD through the BLM, pursuant to applicable legal authorities, to implement the purposes of the proclamation. The central purpose is clearly stated as protection of the natural, cultural, and biological resource that the C-CD lands represent. The Proclamation also calls for the property to be available for public access upon completion of a management plan.

2.3 CCNM Goals

As a unit of the broader CCNM, the BLM will continue to manage C-CD under relevant goals and objectives that were identified in the 2005 CCNM RMP.

The overarching goals are identified as follows:

1. Protect the geological formations and the habitat that they provide for biological resources of the CCNM.
2. Protect the scenic and cultural values associated with the CCNM.
3. Provide and promote research opportunities to understand the resources and values of the CCNM.
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.
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.

2.4 Upland Terrestrial Vegetation including Herbicide Use and Fire

Goals

1. Restore, maintain, or improve ecological conditions, natural diversity, and associated watersheds of high value, high-risk native plant communities.
2. Systematically remove non-native, invasive plant species, as resources permit.

3. Protect and restore native grasslands, oak woodlands, coastal scrub, and conifer forest, and wetlands and riparian zones, and control non-native invasive species.
4. Establish a fire management program that is cost-efficient and commensurate with threats to life, property, public safety, and resources.
5. Use prescribed fire and mechanical treatments to restore and/or sustain ecosystem health,
6. Cooperate with communities at risk within the wildland-urban interface to develop plans for fire risk reduction,
7. Cooperate with regional partners in fire and resource management across agency boundaries, and reduce wildfires, with a special emphasis in developed areas such as parking and recreation facilities and transportation corridors.
8. Utilize an integrated pest management approach and early-detection rapid response to treat non-native invasive plant species infestations.

Vegetation Management Objectives

- a. Maintain the natural quality and integrity of native vegetation on the CCONM.
- b. 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.
- c. Provide a mosaic of vegetation communities to protect soils, watersheds, and wildlife.
- d. Monitor and evaluate the vegetation health of grasslands, oak woodlands, coastal scrub, conifer forest, and wetlands and riparian zones.
- e. Restore and expand native vegetation communities with a focus on grasslands, oak woodlands, and conifer forests, including redwoods.
- f. Restore disturbed areas to stabilize soils and promote re-establishment of desired native plant communities.
- g. Establish a weeds control program to eradicate undesirable non-native, invasive plant species. Prevent the introduction and spread of non-native invasive plant species (early detection and rapid response). Use adaptive management to improve cost-effectiveness and enhance success rate.
- h. Utilize prescribed fire as a land management tool for the following purposes:
 - Control and eradication of non-native, invasive plant species
 - Improvement of ecological function, including restoration of native coastal grasslands.
 - Reduction of fuel load hazards, including in coastal scrub and chaparral vegetation communities.
 - Wildlife habitat improvement
 - Restoration of traditional cultural practices

Fire Management Objectives

- a. Prioritize firefighter and public safety in all fire-management activities.
- b. Provide an appropriate management response for all wildland fires, emphasizing firefighter and public safety.
- c. Limit the intensity of wildland fire suppression efforts to the most economical response consistent with the human and resource values that are at risk.
- d. Protect sensitive cultural sites from damage by wildland fire and/or fire suppression actions.

- e. Reduce the risk of fire in wildland-urban interface communities.
- f. Reduce the risk of catastrophic wildland fire through fuels management.
- g. Promote greater diversity within plant communities with the use of prescribed fire.
- h. Increase the public's knowledge of fire's natural role in the ecosystem and the hazards and risks associated with living in the wildland-urban interface.
- i. Educate the public on fire safety and prevention measures.

Management Actions and Allowable Uses

Management Action	Alternative D
MA-VEG-1	Develop a non-native, invasive 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.
MA-VEG-2	Develop educational and interpretive materials that identify the nature and value of vegetation resources of the monument.
MA-VEG-3	Use livestock grazing to reduce fine fuel loads and wildfire risk and to control non-native, invasive plant species in grasslands.
MA-VEG-4	Use restoration and revegetation to reduce soil erosion and to promote desired native vegetation composition and structure. Restoration tools may include targeted livestock grazing, prescribed fire, and mechanical treatments. Focus on grasslands, oak woodlands, and conifer forests, including redwoods.
MA-VEG-5	Use prescribed fire as natural land management tool to reduce fuel loads and to promote desired composition and structure. Focus on grasslands, coastal scrub, and chaparral.
MA-VEG-6	Rehabilitate burned areas to mitigate adverse effects of fire on vegetation, soils, water, and cultural resources.
MA-VEG-7	Use BLM approved pesticides to control invasive plant species (all areas of C-CD) and to reduce wildfire risk around infrastructure with use of small-scale ground-based pesticide application methods - backpack sprayer (spot spraying); spray boom on motorized vehicle (UTV; Full-sized Vehicle [truck]; broadcast spraying).
Implementation Action: MA-VEG-8	Adopt the C-CD Weed Management Plan and Pesticide Use Proposal (PUP) detailed in Appendix F .

2.5 Riparian Areas and Wetlands (Aquatic) including Herbicide Use

Goals

1. Protect or enhance naturally functioning riparian areas and aquatic systems.
2. Protect natural wetlands from fill and adverse effects of recreational, agricultural, grazing, and operational activities. Wetlands are areas that meet the definition used by the U.S. Army Corps of Engineers and/or the California Coastal Commission. Additional value may be as habitat for federally or state listed species.
3. Minimize disturbance to the health and proper functioning of the aquatic ecosystem, including links with backwater areas, tributaries, and groundwater systems to provide for increased channel diversity; and contribute sources of needed nutrients and woody debris to the system.

Objectives

- a. Riparian areas contain a high diversity of native plant species, provide habitat for a broad variety of terrestrial, avian, and amphibian animal species, and are an essential component of stream ecosystems. All riparian areas within C-CD shall be considered important biological and aesthetic resources and shall receive a high priority for restoration and a high level of protection from disturbance.
- b. Delineate wetlands and apply protection measures during project design and implementation. Wetlands shall be delineated by qualified staff or wetland specialists and clearly marked prior to work. Perform activities in a cautious manner to prevent damage caused by equipment, erosion, siltation, etc. Limit or restrict recreational and other activities to minimize impacts to wetland resources.
- c. Within 100 feet of the ordinary high-water mark of area waterways, reduce and/or minimize surface disturbance.
- d. Ensure that BLM actions do not cause adverse impacts to domestic water supplies in San Vicente, Liddell, and Laguna watersheds. Limit public access within these areas to ensure adequate protection.

Management Actions and Allowable Uses

Management Action	Alternative D
MA-RIP-1	Restore naturally functioning riparian systems on the property where feasible. Restoration activities may include restoration of natural floodplains, as well as removal of aquatic organism migration barriers and unused infrastructure (e.g., dams, roads).
MA-RIP-2	<p>Within 100 feet of the ordinary high-water mark of area waterways, enforce the following conditions:</p> <ul style="list-style-type: none"> ● For surface-disturbing activities, consider alternatives that would avoid impacts within this zone.

Management Action	Alternative D
	<ul style="list-style-type: none"> ● Allow facilities (including, but not limited to, riprap, levees, diversion walls, impoundments, bridges, bridge abutments, roads, campsites, buildings, utilities, and other structures) only when they meet the following two criteria: (1) where required for access to/across the stream, for health and safety, or for the maintenance of historic properties; and (2) where it is impractical to locate them outside this zone. ● Seek opportunities to replace, repair, or relocate existing facilities if doing so would have a positive impact to aquatic systems. ● New facilities and development may be constructed only when they meet criteria described above and when located where they do not materially impair the natural function of the stream, impede linkages to tributary inflow and backwater areas, or disrupt contribution or routing of woody debris in the channel. ● Actions within the bed and banks of a stream to construct, replace, repair, or relocate essential facilities (i.e., primary roads and bridges, wastewater collection and treatment, water supply, electrical distribution, and similar facilities) and facilities that directly protect and enhance resources may be permitted provided that: <ul style="list-style-type: none"> i. Project design minimizes impacts to the stream, interference with linkages to tributary inflow and backwater areas, and disruption of the contribution or routing of woody debris to the system. ii. The project incorporates mitigation measures to avoid or reduce impacts. iii. The work is scheduled during the appropriate time to minimize take of endangered species.
MA-RIP-3	Temporarily close trails under wet conditions when continued use of trails could lead to trail damage, public safety concerns, or erosion.

2.6 Fish and Wildlife

Goals

1. Ensure diverse, structured, resilient, and connected habitat on a landscape level to support viable and sustainable populations of wildlife, fish, and other aquatic organisms.
2. Ensure diverse, structured, resilient, and connected habitat on a landscape level to support viable and sustainable populations of wildlife, fish, and other aquatic organisms.

3. Maintain the natural faunal habitat to the extent possible. The natural wildlife habitat is defined as wildlife resources and habitat that are identified in Presidential Proclamation 9563.
4. Develop and allow uses that are compatible with wildlife activity, productivity, and diversity. Maintain and enhance wildlife movement across the Property and between the Property and other natural areas.
5. Balance recreation and access with protection of resources, allowing only low-impact activities in areas with high wildlife use.

Objectives

- a. Restore habitat that has been adversely affected by human activity or non-native, invasive species.
- b. Maintain or enhance viable, healthy, and diverse populations of native and desired species, including special status species, where appropriate.
- c. Restore habitat that has been adversely affected by human activity or non-native invasive species.
- d. Manage riparian areas to sustain the abundance and diversity of riparian-dependent avifauna.
- e. Manage areas of high wintering raptor densities to sustain the abundance and diversity of birds of prey.
- f. Conserve habitat for migratory birds and species listed on the U.S. Fish and Wildlife Service (USFWS) list of Birds of Conservation Concern.
- g. Nonnative animal species shall be discouraged through appropriate habitat management and, when necessary, by direct control measures.
- h. Minimize habitat disturbance in core wildlife habitat areas to reduce habitat fragmentation.

Management Actions and Allowable Uses

Management Action	Alternative D
MA-WLD-1	<p>Maintain an inventory of wildlife and wildlife habitat. Other inventory priorities will be established and promoted at the outset, including but not limited to:</p> <ul style="list-style-type: none"> • Focused annual surveys on selected species and sites based on partnership/stakeholder interest and abilities. • Surveys to determine status regarding invasive wildlife species and their effects on native populations. • Human use of the CCNM and its effects on wildlife habitat and populations.
MA-WLD-2	<p>A program for control and eradication of invasive wildlife species for the C-CD will be developed and implemented where effects on 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</p>

Management Action	Alternative D
	<p>habitat—and will encourage the long-term survival of native or unique monument communities and habitat.</p> <p>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.</p>
MA-WLD-3	BLM, in cooperation with its core-managing partners, will develop and implement measures to restore or improve habitat.
MA-WLD-4	Educational and interpretive materials will be developed that identify the nature and value of wildlife resources of the monument.
MA-WLD-6	Manage RMZ 2 and 4 as core fish and wildlife protection areas. Within these areas, minimize construction of new facilities to those necessary to support emergency ingress/egress, valid existing rights, ongoing quarry remediation, traditional cultural practices, and science/research (3,187 acres, Figure 5D).

2.7 Special Status Species

Goals

1. Protect designated Critical Habitat for listed species.
2. Protect and restore habitat necessary to recover populations of special status species.

Objectives

- a. Coordinate with regional partners to enhance populations and habitat of special status fish, wildlife, and plant species.
- b. All streams with the potential to support salmonids and listed as Critical Habitat shall be managed in a manner that allows sufficient water flow and water quality to support migration, spawning, and rearing of steelhead and coho salmon.
- c. Manage California red-legged frogs and their habitat, in support of species recovery.
- d. Limit disturbance in streams that contain juvenile steelhead or coho or are listed as critical Habitat for a listed species.
- e. Improve the condition of special status species and their habitats to a point where their special status recognition is no longer warranted.

Management Actions and Allowable Uses

Management Action	Alternative D
MA-SSS-1	Support efforts to protect spawning and rearing habitat for steelhead and coho salmon in cooperation with the National Marine Fisheries Service.
MA-SSS-2	Support efforts to protect California red-legged frog breeding habitat, as well as habitat for other sensitive, rare, threatened, and endangered species in collaboration with the U.S. Fish and Wildlife Service.
MA-SSS-3	Implement restoration actions with a goal of protecting and improving habitat for special status species. Actions would include habitat enhancement for red-legged frogs and salmonids.
MA-SSS-4	Enhance populations of red-legged frogs, salmonids, and other special status species consistent with approved recovery plans.

2.8 Recreation Resources

Goals

1. Provide a range of recreational use opportunities while protecting sensitive natural and cultural resources from human impacts.
2. Provide the public with interpretive information and educational initiatives regarding the values and significance of the CCNM.
3. Provide a variety of experiences and settings for a diversity of users and to meet potential changes in demand while minimizing conflicts with adjacent property owners and among user groups.

4. 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.
5. Promote sharing of ideas, resources, and expertise to increase the public's appreciation and understanding of natural and cultural resources on BLM public lands; and
6. Disseminate information that will foster responsible behavior in order to achieve the highest possible environmental quality on BLM public lands.

Objectives

- a. 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.
- b. Construct and maintain appropriate facilities to support recreational uses.
- c. Design maps and brochures and educational opportunities to improve visitors' appreciation and understanding of natural and cultural resources on BLM public lands.
- d. Create experiences and settings appropriate for the desired outcome within developed and undeveloped recreation areas.
- e. Manage recreational facilities to protect natural resources and to meet user needs.

Management Actions and Allowable Uses

Management Action	Alternative D
MA-REC-1:	Designate the entire 5,843-acre Cotoni-Coast Dairies a Special Recreation Management Area (SRMA) with four recreation management zones (RMZ). Refer to Appendix A, Figure 5D .
MA-REC-2:	Allow guided tours, education, and research on the property.
AU-REC-3:	Allowable uses are limited to non-motorized recreation activities.
AU-REC-4:	Visitors must stay on designated trails unless specifically authorized through an SRP or access permit.
AU-REC-5:	Camping is allowed by access permit only for traditional cultural practices (tribal groups and organizations), work groups (e.g., California Conservation Corps), research, or educational purposes only. Campfires would be prohibited year-round to reduce the potential for fire starts.
AU-REC-6:	Dogs are allowed on leash only on trails designated for this use.
MA-REC-7:	Consistent with the Federal Lands Recreation Enhancement Act (FLREA), consider establishing all developed day use sites as fee areas for parking. Prior to establishing fees for these sites, analyze the potential for adverse impacts to neighboring communities (i.e., public safety impacts due to offsite parking) and work to minimize those impacts through collaboration with Santa Cruz County, neighbors, and other partners.

Management Action	Alternative D
AU-REC-8:	Allow non-competitive SRPs that promote understanding and appreciation of Monument values and visitor use and enjoyment.
AU-REC-9:	Prohibit paragliding and hangliding.
MA-REC-10	In RMZ 1, establish a loop trail system, allowing for connectivity to the adjacent San Vicente Redwoods property. Design trails for hiking and mountain biking opportunities. Promote volunteer efforts to support visitor use education, trail maintenance, and foster a healthy public land stewardship etiquette.
MA-REC-11	In RMZ 3, establish a loop trail system, allowing for connectivity to the North Coast Rail Trail. Design trails with an emphasis on hiking and equestrian opportunities. Promote volunteer efforts to support visitor use education, trail maintenance, and foster a healthy public land stewardship etiquette.
MA-REC-12	In RMZs 2 and 4, emphasize environmental education, research, and traditional cultural practices (in partnership with tribal organizations). Allow for public access for permitted use and guided tours. Provide limited recreation opportunities within these areas to minimize impacts to fish and wildlife.
AU-REC-13	Work with CalTrans and relevant other partners to establish connectivity to the North Coast Rail Trail using a pedestrian/bicycle overpass over State Highway One in the vicinity of Panther Gap and Yellow Bank Creek.
AU-REC-14	<p>Allow archery hunting in RMZ 2 (approx. 2000 acres) through a permitted special hunt program established by the California Department of Fish and Wildlife (CDFW) in coordination with the BLM and interested parties. Through their special hunt program, CDFW would establish specific days, species and number of permits issued.</p> <p>Clarification: Archery hunting in RMZ 2 would be implemented as part of the Phase 2 recreational program at C-CD. Permitted archery hunts would not exceed 5 weekends per year with 2-4 hunters per weekend. No more than one (of the five) permitted hunt would be for native species (deer) per year, with the majority of permitted hunts focused on non-native species (e.g. pig and turkey).</p>
MA-REC-15	In order to minimize impacts of corvids and gulls on fish and wildlife, locate picnicking sites at day use/parking areas only to concentrate this activity to areas where trash collection can occur on a frequent basis.
MA-REC-16	Develop recreational trails in a phased approach. Prior to beginning implementation of Phase 2 in RMZ 1 or 3, ensure the following conditions

Management Action	Alternative D
	<p>are being met:</p> <ul style="list-style-type: none"> • Sufficient onsite parking is available to accommodate existing and projected additional use. • BLM and partners are able to maintain phase 1 trails in good or very good condition. • BLM and partners are able to find, close and rehabilitate unauthorized social trails. • BLM and partners are able to monitor and address unauthorized visitation to fish and wildlife emphasis areas (RMZs 2 and 4) • BLM and partners are able to monitor and address unauthorized entry into wetland and riparian areas
<p>Implementation Action: MA-REC-17</p>	<p>Construct and designate the following trails as open to non-motorized, mechanized, and non-equestrian use in RMZ 1 (hiking, bicycling):</p> <p>PHASE ONE</p> <ul style="list-style-type: none"> • Molino Bank Loop: 3.04 miles • Agua Puerca Trail: 4.69 miles <p>PHASE TWO</p> <ul style="list-style-type: none"> • Agua Puerca Loops: 3.24 miles • Warrenella Loops: 3.05 miles <p>Refer to Appendix A, Figure 6D.</p>
<p>Implementation Action: MA-REC-18</p>	<p>Construct and designate the following trails as open to non-mechanized use in RMZ 3 (hiking, equestrian):</p> <p>PHASE ONE</p> <ul style="list-style-type: none"> • Cotoni Trail: 1.83 miles • Yellow Bank North Loop: 3.33 miles <p>PHASE TWO</p> <ul style="list-style-type: none"> • Cotoni Trail Extension: 2.79 miles <p>Construct and designate the following trails as open to non-motorized use (hiking, bicycling, equestrian).</p> <p>PHASE ONE</p> <ul style="list-style-type: none"> • Yellow Bank South Loop: 4.61 miles <p>Refer to Appendix A, Figure 6D</p>

Management Action	Alternative D
Implementation Action: MA-REC-19	<p>Allow leashed dogs in parking areas and on the following trails:</p> <ul style="list-style-type: none"> • Agua Puerca Trail • Warrenella Loops. • Yellow Bank North Loop (second terrace) • Yellow Bank South Loop (second terrace) <p>Leashes are to be 6' max.</p>
Implementation Action: MA-REC-20	<p>Allow for use of low-speed electric bicycles (Class I and Class II, operated in the pedal assist mode) on trails designated as open to bicycling in line with secretarial order 3376 <i>Increasing Recreational Opportunities through the use of Electric Bikes</i>.</p>
Implementation Action: MA-REC-23	<p>Establish a Day Use Site (parking) at Warrenella Road Gate. No overnight (sunset to sunrise) parking will be allowed. Provide for at least one public restroom and trash collection at this site. Refer to Appendix B, Access Point Concept A, Warrenella Road Gate.</p> <p>Clarification: During Phase 2, establish a second Day Use Site (parking) at Warrenella Road Top for weekend use from May to October each year. No overnight (sunset to sunrise) parking will be allowed. Provide for at least one public restroom and trash collection at this site. Refer to Appendix B, Access Point Concept B.</p>
Implementation Action: MA-REC-24	<p>Establish a Day Use Site (parking) at Marina Ranch Road, incorporating parking opportunities for equestrian use. Work with CalTrans and other relevant partners to ensure adequate ingress and egress to this site. No overnight (sunset to sunrise) parking will be allowed. Provide for at least one public restroom and trash collection at this site. Refer to Appendix B, Access Point Concepts C and D.</p>

2.9 Transportation and Travel Management

Goals

1. Maintain existing roads for administrative purposes.
2. Manage motorized access use to protect resource values, promote public safety, provide responsible motorized access use opportunities where appropriate, and minimize conflicts among various user groups.

Objectives

- a. Provide travel routes to and through BLM-managed lands as appropriate to meet resource objectives while providing for private and public access needs.

- b. Manage motorized access and mechanized vehicle use in conformance with OHV designations.
- c. Provide transportation facilities to support public access and the recreation program.
- d. Close and rehabilitate all roads not required for administrative purposes or public use, subject to available funding.

Management Actions and Allowable Uses

Management Actions	Alternative D
AU-TTM-1	Designate the entire 5,843-acre Cotoni-Coast Dairies as a “Limited” vehicle use area.
Implementation Action AU-TTM-2	Designate 17.8 miles of existing roads as limited to authorized motorized use only (Appendix A, Figure 4). Designate short ingress/egress routes to proposed access points as open to motorized and non-motorized public uses (Appendix B).
MA-TTM-3	Obtain easement for public access across small portion of Warrenella Road and make capital improvements necessary to support increased vehicle traffic and meet public safety standards.
MA-TTM-4	Work with Santa Cruz County (Public Works) to make improvements necessary to meet public safety standards and support increased vehicle traffic [and parking] on Cement Plant Rd.
MA-TTM-5	Obtain easement for public access across agricultural area adjacent to Marina Ranch Road and make capital improvements necessary to support increased vehicle traffic and meet public safety standards.

2.10 Lands and Realty

Goals

1. Provide authorizations for uses that are in the public interest while meeting plan goals and minimizing adverse impacts to resource values.

Objectives

- a. Manage existing rights-of-way, land use permits, and easements on the monument consistent with protection of the monument resources and public health and safety.
- b. Continue to recognize valid, existing rights and uses such as existing easements and other third-party rights. Coordinate with entities to support regular operations and maintenance of roads, utilities, pipelines, or telecommunications facilities within their recognized existing boundaries in a manner consistent with the care and management of the C-CD resource objects and values to be protected.

- c. Expansions and/or modifications beyond the recognized existing boundaries shall be authorized only if they are necessary for the operations and maintenance of the facility under valid existing right, and the action is authorized consistent with the care and management of the C-CD resource objects and values.
- d. Authorize new rights-of-way consistent with plan goals, BLM Manual 6220 – National Monuments, National Conservation Areas, and Similar Designations, and other applicable law and regulation.
- e. Consider acquisition of neighboring lands, or easements, from willing sellers that support C-CD objects and values or provide opportunities for public access to C-CD, consistent with resource management goals and objectives.
- f. Unauthorized use of lands would be abated by preventing, detecting, and resolving such uses. Unauthorized use of public land would be resolved through negotiation of liabilities and either termination and removal of facilities or authorization of them on a case-by-case basis. BLM lands affected by unauthorized uses would be rehabilitated as needed at the trespasser’s expense. Resolution of newly discovered uses, occupancies, and development are prioritized in order to prevent further degradation or resource damage.

Management Actions and Allowable Uses

Management Actions	Alternative D
MA-LAR-1	Presidential Proclamation. The Presidential Proclamation permits acquisition or exchange of private property and other lands [from willing sellers - within the boundary of the Upland Parcels subject to the Grant Title and Deed Restrictions] to further protect the resources for which the monument was designated. Acquired lands [i.e., in-holdings] will become part of the CCNM and will be subject to the decisions in this RMPA.
MA-LAR-2	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 objectives of this RMPA.
MA-LAR-3	Provisions for Facility Construction. Any facilities to be constructed will be built to applicable standards as determined by the BLM authorized officer. 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.
AU-LAR-4	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.

Management Actions	Alternative D
AU-LAR-5	<p>Allowed Uses. The following uses will be allowed on the monument:</p> <ul style="list-style-type: none"> a. Valid existing rights. Serialize and enter into the automated record all rights-of-way, easements, or other third-party authorizations. b. Emergency uses of the CCNM, such as search-and-rescue operations. <p>Filming, if the activity complies with plan provisions. Permits for commercial filming will be required.</p>
AU-LAR-6	<p>Prohibited Uses. The following uses will not be allowed on the monument:</p> <ul style="list-style-type: none"> a. All forms of entry, location, selection, sale other than by exchange that furthers the protective purposes of the monument, 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. This includes locatable mineral, mineral material, and nonenergy leasable mineral exploration and extraction. b. Forest resource extraction. <p>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 game species consistent with the State of California recreational hunting regulations, and collection of certain natural materials by Native Americans under BLM permit and consistent with agreements between BLM and Native Americans for the sustainable harvest of natural resources. 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.</p>

2.11 Livestock Grazing

Goal

1. Administer grazing leases consistent with the care and management of the Monument's objects and values.

Objectives

- a. Use livestock grazing as a tool to non-native, invasive plant species, restore and maintain native perennial coastal grasslands, reduce fine fuel loads, and improve habitat for special status species.
- b. Assess the ecological health and stability of C-CD to support livestock grazing.

Management Actions and Allowable Uses

Management Action	Alternative D
MA-GRZ-1:	Establish cooperative grazing operations, as prescribed below, consistent with legal and regulatory requirements and the protection of threatened and endangered species (Appendix A, Figure 8D).
	Pasture Acres: 2229 Pasture Names: Marina, Delones, Borego, Big Ranch (Lower Newtown), Upper Newtown, Yellow Bank Number of Head: 149
MA-GRZ-2	Consider project-specific proposals for targeted grazing as a management tool to reduce fuel loads and to control non-native plant species.
MA-GRZ-3	Where feasible while supporting ongoing grazing operations, fence spring developments and riparian areas to prevent trampling by livestock.
MA-GRZ-4	Install water troughs, tanks, and waterlines for better livestock distribution and forage utilization.
MA-GRZ-5	Construct fences for better livestock distribution and forage utilization.
MA-GRZ-6	Construct corrals/livestock handling facilities so that cattle can be handled safely and efficiently. Locate these facilities to minimize impacts to recreation and biological and cultural resources.

2.12 Protective Measures of the RMPA

Protective measures for proposed, candidate and listed species are afforded through the RMPAs adherence to BLM 6840 policies and section 7(a)(1) of the ESA, which requires a federal agency to utilize (its) authorities in furtherance of the purposes of the Act by carrying out programs to conserve listed species. Per policy, land management actions and decisions will be consistent with the conservation and recovery of BLM special status species and ESA listed species, at the population or recovery unit level. Appendix D includes Project Design Features intended to minimize or avoid impacts to biological resources, including the species analyzed in this RMPA.

2.13 Other Beneficial Actions

Beneficial actions that directly affect listed species include the suite of actions identified under Sections 2.2.1 through 2.2.4. Indirect beneficial actions are provided for through implementation of many of the other program management areas. For example, some vegetation and fuels treatments are designed to minimize catastrophic loss of fish and wildlife habitats in wildfires. Management of the stream segments determined to meet criteria for eligibility and suitability for Wild and Scenic River System (Appendix E) would have direct beneficial effects on fish and wildlife species. Laguna Creek and Liddell Creek were identified as eligible, while San Vicente Creek was the only creek identified as a suitable segment under the Proposed action. All of these creeks are considered habitat for California red-legged frog, coho salmon, and/or steelhead.

The BLM's RMPA will be implemented through ongoing inventory and monitoring programs. Implementation monitoring is an evaluation to determine if actions are implemented consistent with the decision record, and effectiveness monitoring is used to determine if the standards and guidelines, land allocations, and project design criteria are sufficient to meet resource objectives. This monitoring information can be used to make adjustments in the future design and implementation of actions. **Appendix C** specifically outlines key monitoring indicators that would need to be met prior to implementation of Phase 2 of recreation development. Actions implemented under the plan will allow the environmental baseline to be updated to reflect current conditions.

BLM's management of these lands will be strongly supportive of ecological research, which is anticipated to benefit listed species recovery discussed in the RMPA and Biological Assessment. Research focused on listed species clearly benefits listed species recovery. In addition, support of scientific and social science research focused on a diversity of topics, such as the influence of recreation on biological and water resources more broadly, improves collective understanding of the ecosystem conditions that listed species need for recovery.

III. Authority

The Federal Land Policy Management Act (FLPMA) establishes policies and procedures for management of public lands. Section 202 of the FLPMA and the regulations implementing the Act's land use planning provisions (43 CFR subparts 1601 and 1610) provide a process and direction to guide the development, amendment, and revision of land use plans for the use of the public lands.

In order to implement the FLPMA, the BLM developed a Land Use Planning Handbook (H-1601-1) and NEPA Handbook (H-1790-1) that provide guidance on the requirements of the FLPMA, BLM's Planning Regulations (43 CFR 1600), and NEPA. Procedures and requirements are set forth to ensure that the BLM's plans meet regulatory and statutory requirements. To the extent possible, this guidance integrates land use planning requirements with requirements under NEPA.

Section 102(c) of the National Environmental Policy Act of 1969 (42 U.S.C. § 4321 et seq.) and the Council on Environmental Quality's and Department of the Interior's implementing regulations (40 CFR parts 1500-1508, 43 CFR part 46) provide for the integration of NEPA into agency planning to ensure appropriate consideration of NEPA's policies and to eliminate delay.

IV. Management Considerations and Decision Rationale

The decision to adopt the Selected Alternative (Alternative D) for the Plan Amendment reflects careful consideration and resolution of planning issues by BLM and was thoroughly analyzed in the Cotoni-Coast Dairies environmental review process. The Approved RMPA was selected based on the Administration's goal of increasing public access to outdoor recreation opportunities and the BLM effort to promote awareness, appreciation, and understanding of the National Conservation Lands. The Approved RMPA fulfills the BLM's mandate for conservation of objects and values for this unit of the California Coastal National Monument (CCNM) because it promotes recreational opportunities that are compatible with the protection of the diversity of habitats and the traditional cultural resource values present within the C-CD.

For example, the Approved RMP addresses many of the public concerns about management alternatives because it prohibits aerial herbicide applications; limits the number of parking areas and trails, while still providing sufficient trail miles to meet public demand; imposes restrictions on trail use, camping, and/or special recreation events; requires dogs to be on leashes and excludes them from specific areas and trails; permits archery hunting only in RMZ2 and excludes provisions for game stocking [i.e. wildlife enhancement]. Furthermore, the BLM's RMPA describes requirements for coordination with others and opportunities for public involvement in future management activities.

The Selected Alternative also reflects careful balancing of many competing public interests in managing public lands for public benefit in accordance with the C-CD deed restrictions and other obligations under the OLA and FLPMA (see Section III). As a result, the BLM's Selected Alternative avoids parking developments along Swanton Road and Bonny Doon Road because they have potential to increase risk to public safety and/or impede emergency service responsiveness.

The stacked loop trails under the Selected Alternative would span smaller portions of RMZ1 and RMZ3 than the other action alternatives but would include more trail miles than Alternatives A and B. The BLM also eliminated trail segments under the Selected Alternative that traversed steeper terrain where emergency services would be difficult to provide and recreational use would also impact a wider variety of wildlife habitats.

The decision is also based on environmental analysis and public involvement in accordance with the NEPA documented in environmental assessment #DOI-BLM-CA-C090-2019-0015-RMP-EA. BLM has engaged highly qualified technical experts to analyze the environmental effects of the plan amendment. Members of the public have contributed to the analysis and consideration of the environmental issues arising out of the environmental review process. The BLM and other consulted agencies have used their expertise and existing technology to address the important issues of environmental resource protection. The DOI has determined that the measures contained in the Selected Alternative minimize environmental damage and protect public land resources.

V. Alternatives Considered but not Selected

The Proposed RMPA and EA included three action alternatives and the No Action alternative. The action alternatives identified in the RMPA originate from the integrated planning process. Each action alternative configured the C-CD recreation management zones to reflect a different

approach to balancing the goals of minimizing resource conflicts and maximizing opportunities for public use and enjoyment. The alternatives are briefly summarized below, including rationale for why they were not selected.

Alternative A

Under regulation (40 CFR Part 1502.14 (d)), the BLM must include a No Action Alternative, which represents continuation of current management. Under the No Action Alternative, or Alternative A, the BLM would continue to manage the property under the CCNM RMP (BLM 2005) and the Coast Dairies Interim Management Plan (BLM 2014). The BLM would develop two access points for day-use hiking. The BLM would continue to lead or authorize guided tours as appropriate.

Trail-based recreation opportunities would be limited to day-use hiking for pedestrians on designated trails. Dogs on leashes would be allowed on designated trails. Off-trail use, camping, open flames, and hunting are prohibited under Alternative A. In addition, the BLM would not issue special recreation permits (SRPs) for special events, commercial services, and organized groups. Fees would not be charged for use of facilities on the property.

The BLM would continue to manage livestock grazing as specified in the 2014 Interim Management Plan, replacing and maintaining infrastructure over time to support this program. The BLM would not pursue substantial new vegetation or fuels management programs.

As a result, the BLM determined Alternative A does not meet the purpose and need for the RMPA because it does not provide a complete management plan for the care and management of the objects and values identified in Proclamation 9563. Alternative A also lacks sufficient public access to meet public demand for recreation opportunities, and the location of the parking areas and trails conflict with protection and preservation of natural resources.

Alternative B

Under Alternative B, the BLM would increase public access for research, education, and recreational opportunities as compared to Alternative A. Recreation facilities would include four access points (two year-round parking areas, one seasonal parking area, and one pedestrian/bicycle connection to the North Coast Rail Trail). The BLM would work with partners to develop and manage a system of multiple use trails for pedestrians, equestrians, and mountain bikes in Recreation Management Zones (RMZs) 1 and 3. Recreationists and dogs on leashes would be required to stay on designated trails. RMZs 2 and 4 would be managed as core habitat areas for fish and wildlife, with recreation access limited to guided tours only. Hunting would be allowed in RMZ2 through a special hunt program managed in partnership with the California Department of Fish and Wildlife.

The property would be managed as a day use area, with camping only allowed with specific authorization through a Special Recreation Permit (SRP) or other access permit. Non-competitive SRPs would be allowed as long as they promote understanding and appreciation of CCNM values and do not conflict with public access for the general public. The development of recreation facilities would be phased in over time, beginning in RMZ1, followed by RMZ3. Pursuant to the Federal Land Recreation Enhancement Act (REA), the BLM may collect fees for use of parking

facilities on the property to help pay for upkeep of these facilities.

Grazing management would be similar to Alternative A, but the areas available for grazing would be slightly increased and better defined by vegetation type and drainages. The BLM would pursue new opportunities for restoration of biological resources on the property, including the use of herbicides and re-introduction of prescribed fire to control non-native plant species.

Alternative B identifies increased levels of fuels reduction, vegetation, and invasive species management compared to other alternatives, but public commenters expressed concerns related to allowing recreational hunting with habitat/wildlife enhancements and aerial spraying of herbicides. In addition, members of the public expressed concern that, while this alternative provides more recreation opportunities than Alternative A, it does not provide sufficient trail miles to meet public demand for recreation opportunities.

Alternative C

Alternative C would increase public access for research, education, and recreational opportunities as compared to Alternatives A and B. Recreation facilities would include five access points (three year-round parking areas, one seasonal parking area, and one pedestrian/bicycle connection to the North Coast Rail Trail). Trail-based recreation opportunities would be more extensive than under Alternatives A and B. Dogs on leashes would be allowed on designated trails, with specific off-leash opportunity areas. Hunting would be allowed in RMZ2 through a special hunt program managed in partnership with the California Department of Fish and Wildlife.

The BLM would allow camping on the property at designated hike or ride-in sites on the property. SRPs (competitive and non-competitive) would be allowed if they promote understanding and appreciation of Monument values and do not conflict with public access for the general public. The development of recreation facilities would be phased in over time, beginning in RMZ1, followed by RMZ3 (Appendix A). Trail development in RMZ2 and designation of hike-in or ride-in camping areas could occur, but would require subsequent site-specific analysis, design, and opportunity for public involvement. Public access in RMZ4 would be limited to guided tours only. Pursuant to the Federal Land Recreation Enhancement Act (REA), the BLM may collect fees for use of parking facilities on the property to help pay for upkeep of these facilities.

Under Alternative C, more acreage would be available for grazing than under Alternatives A and B, requiring development of new fence and water infrastructure. The BLM would pursue new opportunities for restoration of biological resources on the property, including re-introduction of prescribed fire and application of herbicides for treatment of non-native plant species.

Alternative C offered the highest level of public access and recreation opportunities among the three alternatives. However, the increased proposed recreational activities in Alternative C corresponded with increased concerns about the potential negative environmental, social, and economic impacts.

VI. Mitigation Measures

As part of the RMPA, the BLM incorporated all practicable means to avoid or minimize environmental harm from the Selected Alternative, including the provisions for monitoring and

identification of Project Design Features (PDF's) that are required during the implementation of management actions approved by this Decision Record. The PDF's and other best management practices are appropriate for implementation at the planning-level. Additional avoidance and minimization measures may be required at the project level for specific proposals.

Where riparian/creek crossings are necessary for trail connections, the proposed trail system would rely heavily on existing infrastructure (e.g., existing crossings on Yellowbank Creek and Molino Creek) to avoid impacts where possible. Only one proposed new trail crossing in Phase 1 would require the installation of a channel-spanning pedestrian/bicyclist bridge on Agua Puerca Creek. Moreover, any remnant adverse effects would be more than offset by BLM restoration efforts throughout the C-CD property. For example, in consultation with the US Fish and Wildlife Service under the Endangered Species Act, the BLM has identified 16 restoration and research projects on the property that would benefit the California red-legged frog. These include the creation of four wetland areas (totaling 12 acres), the restoration of 11 ponds, and the establishment of a 5-acre experimental plot to evaluate the effect of overwintering newt larvae on red-legged frog eggs. The BLM will work with the USFWS and other partners to implement restoration projects on the property over the life of the RMPA.

VII. Monitoring and Adaptive Management

Adaptive management is a system of management practices based on clearly identified outcomes, monitoring to determine if management actions are meeting outcomes, and, if not, facilitating management changes that will best ensure that outcomes are met or to reevaluate the outcomes.

Once the BLM approves a land use plan or amendment, it must monitor and periodically evaluate the land use plan decisions. In doing so, the BLM will periodically consider whether planning decisions remain relevant or if the agency should consider new planning decisions in light of changed circumstances or new information. The C-CD monitoring program is described in Appendix C.

VIII. Public Involvement

The RMPA has been prepared with input from interested agencies, organizations, and individuals. Public involvement is a vital component of the planning process and the NEPA process for engaging the public in the effort and allowing for full environmental disclosure. Public participation has been ongoing throughout the planning process and enhanced the BLM's consideration of environmental issues relevant to the Selected Alternative.

Scoping

Scoping is the term used in the CEQ regulations implementing NEPA (40 CFR 1500 et seq.) to define the early and open process for determining the scope of issues to be addressed in the planning process. The formal public scoping period for the RMPA/EA began on June 24, 2019, with the publication of a Notice of Intent (NOI) in the Federal Register and ended on August 2, 2019. Two public scoping meetings were held in July 2019 in Santa Cruz, and Davenport, California. The BLM reviewed and categorized the public scoping letters and used the planning issues raised in the scoping comments to help guide the development of the range of alternative

management strategies for the RMPA. For a detailed description of the scoping process and the public outreach efforts, please refer to the Scoping Report (BLM 2019).

Review of Draft RMPA/EA

During the 45-day public comment period (which lasted from February 14 to April 3, 2020), 862 comment submissions were received from individuals, agencies, and organizations. The commenters included federal and state officials; public interest groups; and private citizens. Public comments on the Draft RMPA/EA were assessed both individually and collectively by the BLM. Several of the comments were letters and/or emails containing identical text that had been suggested by environmental groups, neighborhood associations, recreation organizations, and agricultural groups. Each comment letter typically contained multiple individual comments on one or more of the topics addressed in the Draft RMPA/EA. A complete summary of the public comments is provided in **Appendix J** of the Proposed RMPA and EA.

Proposed RMPA/EA Public Protest Period

The BLM released the Cotoni-Coast Dairies Proposed RMPA/EA for public protest on September 25, 2020. The BLM received 24 protest letters during the 30-day protest period.

The planning regulations at 43 Code of Federal Regulations 1610.5-2 outline the requirements for filing a valid protest. All protest letters were evaluated to determine which protest letters were complete and timely, and which persons held standing to protest. Of the 24 letters received, 21 met these criteria. Nineteen letters had comments only, and three letters were dismissed from consideration due to lack of standing. Two of the letters had valid protest issues. The responses to the valid protest issues raised were documented in the protest resolution report. The decision for each protest, regarding its validity and its approval or denial, was recorded in writing along with the reasons for the decision.

After careful review of the report, it was determined that no changes to the Proposed RMPA were necessary because the BLM California State Director followed the applicable laws, regulations, and policies and considered all relevant resource information and public input. This decision is the final decision of the Department of the Interior. The BLM's Protest Summary Report for the Cotoni-Coast Dairies RMP Amendment is available on-line at <https://www.blm.gov/programs/planning-and-nepa/public-participation/protest-resolution-reports>

The report is divided into sections each with a topic heading, excerpts from individual protest letters, a summary statement of the issues or concerns raised by the protesting parties, and the response to the protest issue summary statement.

IX. Consultation and Coordination

Endangered Species Act

The BLM prepared a biological assessment for Alternative D (the agency's Preferred Alternative) that was submitted to initiate consultation with the U.S. Fish and Wildlife Service and the National

Oceanic and Atmospheric Administration National Marine Fisheries Service (NOAA-NMFS) pursuant to the Endangered Species Act of 1973 and 50 CFR 402 and the Essential Fish Habitat provisions of Section 305 (b)(2) of the Magnuson-Stevens Fishery Conservation and Management Act (MSFCMA) of 1996, as amended (16 U.S.C. 1801 et seq.), respectively. Formal consultation with the U.S. Fish and Wildlife Service resulted in a Biological Opinion dated December 11, 2020 (Ref. No.: 08EVEN00-2020-F-0631) for the C-CD RMPA for the Federally-listed threatened California red-legged frog. Informal consultation with the NOAA-NMFS resulted in a letter of concurrence, dated December 4, 2020 (Ref. No.: WCR-2020-02575), stating the C-CD RMPA is not likely to adversely affect the Federally-listed threatened Central California Coast coho salmon or Central California Coast steelhead populations.

Native American Tribes

The decision area does not fall within the ancestral homeland of any Federally recognized tribes. Nonetheless, the BLM is consulting with non-Federally recognized Native American tribal representatives during the development of the RMPA/EA, consistent with BLM Handbook 1780-1, Improving and Sustaining BLM-Tribal Relations. In particular, consultation with the Amah Mutsun Tribal Band (AMTB) is ongoing and will continue throughout the planning process, and afterwards during implementation.

In 2016, the BLM signed a Memorandum of Understanding (MOU) with the Amah Mutsun Land Trust (AMLT), a non-profit organization created by the AMTB, with a mission to conserve and restore indigenous cultural and natural resources, land stewardship, and research. Through this MOU and partnership, the BLM frequently provides representatives of the AMLT with regular planning updates. The AMLT also assisted the BLM with the identification of cultural resources, including historic properties that tribes may attach religious and cultural significance to and may be affected by proposed plan related actions.

The AMLT submitted written comments during public scoping and during the public comment period on the draft RMPA. The AMLT also provided verbal comments during the public speaking opportunities at BLM meetings held during the C-CD planning process.

Several other tribal entities or individuals submitted comments that expressed support for the AMLT and the BLM to continue coordination and consultation during the planning process and implementation of the RMPA. Consultation is ongoing and will continue throughout implementation to ensure that cultural resources and the concerns of tribal groups are considered.

National Historic Preservation Act

In order to comply with the requirements of Section 106 of the National Historic Preservation Act (NHPA), the BLM must consider potential impacts to cultural resources that may occur as a result of authorized activities. BLM permitted actions related to the C-CD are subject to NHPA.

The BLM completed two rounds of consultation with the California State Historic Preservation Officer (SHPO) beginning in June 2019 for scoping, and again upon release of the Draft RMPA/EA as required under the BLM California Protocol Agreement with the California and Nevada State Historic Preservation Officers. On July 29, 2019, the SHPO responded that it agreed with the BLM's recommendation that the BLM should proceed with Section 106 review for the RMPA under the BLM California Protocol Agreement. For the RMPA, the BLM proposes a

finding of no adverse effect under the Protocol Agreement.

California Coastal Commission

The Coastal Zone Management Act (CZMA) (16 USC. 1451 et seq.) 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 CZMA applies to actions initiated, permitted, or funded by federal agencies within the coastal zone. 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. Since the donation of C-CD, the BLM has coordinated closely with the California Coastal Commission on activities on the property. The BLM's consistency determination was submitted to the California Coastal Commission concurrent with the release of the Proposed RMPA/EA. The Staff Report, released on November 25, 2020, recommended conditional approval of Phase 1, based on continuing interagency coordination and additional federal consistency review prior to implementing Phase 2.

On December 11, 2020, by a unanimous vote the California Coastal Commission conditionally concurred with consistency determination CD-0005-20 for the Resource Management Plan for the Cotoni-Coast Dairies property. The Commission found that the management plan was consistent with the California Coastal Management Plan, conditioned as follows:

Phased Review. BLM will submit a separate consistency determination to the Commission for Phase 2 activities associated with implementation of the C-CD Plan, including an analysis of consistency with Coastal Act Chapter 3 policies. Phase 2 activities include development and implementation of the Phase 2 Parking Area: Upper Warrenella parking area; the three Phase 2 trails: Agua Puerca Loops, Warrenella Loops, and Cotoni Trail Extension; and a potential limited archery hunting program. This Phase 2 consistency determination will include a detailed analysis of any feasible, potentially less environmentally damaging alternatives. In addition, BLM will continue to coordinate with the Executive Director regarding the other management and monitoring plans described in the RMPA, including coordination regarding whether supplemental negative or consistency determinations are warranted for the following: terrestrial and aquatic vegetation management plans, fish and wildlife habitat restoration plans, transportation and travel management plans, livestock grazing plans, plans for protection of cultural and archaeological resources, and plans for imposition of day-use or parking fees. The Commission's adopted findings for CD-0005-20 explain the why this condition is necessary to ensure consistency with the enforceable Chapter 3 policies of the Coastal Act.

Outreach to Cooperating Agencies

The BLM sent letters to the following Federal, State, and local agencies inviting them to be cooperating agencies for the project: California Department of Forestry and Fire Protection (CalFire), California Department of Transportation (CalTrans), California Coastal Commission, California Department of Fish and Wildlife (CDFW), California State Parks, U.S. Fish and Wildlife Service (USFWS), NOAA-NMFS, and Santa Cruz County. California State Parks and the Santa Cruz County accepted this invitation. Cooperating agency status ensures close

coordination throughout the planning process and has been formalized through memorandums of understanding.

The public scoping process provided opportunities for Federal, State, and local agencies to express their comments and provided meaningful input to the process. During scoping and the public comment period on the draft RMPA/EA, the BLM received written submissions from four State agencies: California State Parks, California Department of Transportations (CalTrans), California Coastal Commission, and California Department of Fish and Wildlife (CDFW); as well as two written submissions from local agencies including the County of Santa Cruz, and the City of Santa Cruz (Water Department). Coordination with these entities will be ongoing throughout the planning process and implementation of the RMPA.

Partnerships

As noted in the CCNM RMP (BLM 2005), partnerships are critical for management of the CCNM. Therefore, the BLM needs to continue existing partnerships with other government and non-government entities, while also fostering new opportunities for collaboration to effectively implement the C-CD RMPA. Currently, the BLM has established agreements with the California State Department of Parks and Recreation (CDPR) and the California Department of Fish and Wildlife (CDFW) to serve as the core partners for management of the CCNM offshore rocks and islands. Similar to the BLM, these agencies have statutory and regulatory authority (i.e., jurisdiction) that allows them to operate within the boundaries of the CCNM. The BLM will continue to coordinate with these core partners on the implementation of the RMPA.

Potential partnerships with other government and non-government organizations will help to implement particular resource/use program areas for C-CD. These collaborative partnerships can be developed with a wide variety of agencies, tribes, schools, universities, and other private entities. These partners have specific interests or responsibilities that, when linked with C-CD, enhance both the CCNM's mission and the goals of the BLM's collaborative partners. These partnerships will include entities that oversee similar resources, have program related interests, are involved in a related activity, and/or oversee adjacent locations.

Ultimately, the BLM has the responsibility for the C-CD and its management. As such, it will serve as the final decision-making authority for the actions on the CCNM, with consultation on major decision to be conducted with core partners. State and local agencies, while being involved in all aspects of C-CD management, will play more specific roles as dictated by their respective agency missions and areas of expertise, at a level commensurate with available funding.

X. Consideration of Other BLM Plans and Policies

The CCNM RMP (BLM 2005a), which was completed in 2005 when the CCNM consisted of rocks and islands off the California Coast, does not specifically address onshore units. The C-CD RMPA considered the CCNM RMP (BLM 2005a) management direction to make it consistent with current laws and regulations and provide BLM with a plan to provide public access on C-CD, while caring for and managing the Monument values listed in Proclamation 9563. A broad range of federal and state laws guide development of the BLM's amendment to the CCNM RMP. Key laws with bearing on the planning criteria for the C-CD are described briefly below:

Omnibus Public Land Management Act. In 2009, Public Law 111-11 established the National Landscape Conservation System (NLCS) to conserve, protect and restore nationally significant landscapes that have outstanding cultural, ecological, and scientific values for the benefit of current and future generations including all BLM-administered National Monuments. In 2012, BLM released two relevant Policy Manuals: 6100-National Landscape Conservation System Management; and 6220-National Monuments, Conservation areas, and Similar Designations. The objectives identified in Manual 6100 for NLCS units are to effectively manage valid existing rights and compatible uses; and provide appropriate recreational opportunities, education, interpretation, and visitor services to enhance the public's understanding and enjoyment of the NLCS; use science, local knowledge, partnerships, and volunteers; and showcase innovative techniques to manage compatible multiple uses within the NLCS for conservation outcomes. The Manual 6220 refers to BLM policy stating discretionary uses will be managed in a manner consistent with the protection of the component's values and may be prohibited when necessary, as documented in this RMPA/EA.

Porter-Cologne Water Quality Control Act. The Porter-Cologne Act also known as the California Water Code, Section 7 was created in 1969 and is the law that governs the water quality regulation in California. It established a program to protect the water quality as well as the beneficial uses of water. This act applies to surface water, groundwater, wetlands, and both point and nonpoint sources of pollution. There are nine regional water boards and one state water board that has resulted from this act. The act requires the adoption of water quality control plans that contain the guiding policies of water pollution management in California.

National Historic Preservation Act. The National Historic Preservation Act (NHPA) provides for the protection and preservation of cultural resources eligible for and listed on the National Register of Historic Places (NRHP). The NHPA established the National Register of Historic Places, the Advisory Council on Historic Preservation, and the State Historic Preservation Officer.

Archaeological Resources Protection Act. The Archaeological Resources Protection Act (ARPA) was created in 1979 to govern the excavation of archaeological sites on Federal and Indian lands, as well as the removal and disposition of archaeological collections from those sites.

Native American Consultation per Executive Orders 13007 and 13175, et seq. Executive Order E.O. 13007 "Indian Sacred Sites" and E.O. 13175 "Consultation and Coordination with Indian Tribal Governments" establish requirements for meaningful consultation and collaboration with Indian tribal governments in the development of regulatory practices on Federal matters that significantly or uniquely affect their communities.

Paleontological Resources Preservation Act (PRPA). In 2009, Public Law 111-11, also established the PRPA, which states that a person may not “excavate, remove, damage, or otherwise alter or deface or attempt to excavate, remove, damage, or otherwise alter or deface any paleontological resources located on Federal lands unless such activity is conducted in accordance with this Act.” Section 6302 dictates that “the Secretary shall manage and protect paleontological resources on Federal land using scientific principles and expertise. The Secretary shall develop appropriate plans for inventory, monitoring, and the scientific and educational use of paleontological resources, in accordance with applicable agency laws, regulations, and policies. These plans shall emphasize interagency coordination and collaborative efforts where possible with non-Federal partners, the scientific community, and the general public.”

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 the U.S. Fish and Wildlife Service (USFWS) and/or National Oceanic and Atmospheric Administration Fisheries Service (NOAA Fisheries) to address the effects of management activities on threatened and endangered species and designated critical habitats.

Migratory Bird Treaty Act. The Migratory Bird Treaty Act (MBTA) is the domestic law that implements the United States’ commitment to four international conventions (with Canada, Japan, Mexico, and Russia) for the protection of a shared migratory bird resource. The MBTA is implemented by the USFWS.

Coastal Zone Management Act. The Coastal Zone Management Act (CZMA) (16 USC. 1451 et seq.), provides 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.

XI. Approval

It is the decision of the Bureau of Land Management to approve the Resource Management Plan Amendment for the Cotoni-Coast Dairies Unit of the California Coastal National Monument, as described in this Decision Record. This includes both the Resource Management Plan Amendment as well as implementation decisions listed in Section 2.4 to Section 2.11 of this Decision Record. A 30-day appeal period for the implementation-level decisions ends on July 23, 2021. Details of the appeals process are provided below. The BLM's news release for the Proposed RMPA and EA were published on September 25, 2020. All protests were resolved, which is the final decision of the Department of the Interior, consistent with the regulations at 43 CFR 1610.5-2. The approval is effective on the date this Decision Record is signed.

Approved by:

KAREN

MOURITSEN

Digitally signed by
KAREN MOURITSEN
Date: 2021.06.23
06:09:55 -07'00'

Karen Mouritsen, State Director
Bureau of Land Management
California State Office

Date

Availability of the Decision Record

Electronic copies of this DR are available on the Internet at: <https://go.usa.gov/xEJAw>.

Details about the Appeals Process

Administrative remedies are available to those who are a party to the case and are adversely affected by the implementation decisions included in this DR. An administrative appeal may be made to the Office of Hearings and Appeals, Office of the Secretary, U.S. Department of Interior, Board of Land Appeals (Board) in strict compliance with the regulations in 43 CFR Part 4. Form 1842-1 "Information on Taking Appeals to the Board of Land Appeals" is available for use, and is linked here: https://www.blm.gov/sites/blm.gov/files/policies/IB2021-002_att1.pdf

Notices of appeal must be filed with the BLM California State Director within 30 days after publication of this decision at 2800 Cottage Way, W1623, Sacramento, CA 95825. If a notice of appeal does not include a statement of reasons, such statement must be filed with the BLM California State Director and the Board within 30 days after the notice of appeal is filed. The notice of appeal and any statement of reasons, written arguments, or briefs must also be served upon the Office of the Solicitor - Pacific Southwest Region, U.S. Department of the Interior, 2800 Cottage Way, Room E-1712, Sacramento, CA 95825-1890.