STATE OF CALIFORNIA
FISH AND GAME COMMISSION
INITIAL STATEMENT OF REASONS FOR REGULATORY ACTION
(Pre-publication of Notice Statement)

Amend Section 630. Ecological Reserves
Title 14, California Code of Regulations
Re: Designation and Special Area Regulations

I. Date of Initial Statement of Reasons: August 3, 2003

II. Dates and Locations of Scheduled Hearings:
   (a) Notice Hearing: Date: August 2, 2003
       Location: Long Beach
   (b) Adoption Hearing: Date: October 3, 2003
       Location: Redding

III. Description of Regulatory Action:
   (a) Statement of Specific Purpose of Regulation Change and Factual Basis
       for Determining that Regulation Change is Reasonably Necessary:

   Section 1580 of the Fish and Game Code provides for the acquisition,
designation, and management of property to protect threatened and endangered
plants, animals and specialized habitat types as Ecological Reserves. Section
630, Title 14, CCR currently lists 118 habitat areas as State ecological reserves
with general rules and regulations for designated ecological reserves as well as
special area regulations. These regulations protect resource values while
permitting compatible public use of the areas.

   The Department of Fish and Game proposes amending this section to add five
(5) areas to the list of designated ecological reserves; to provide special area
regulations for the new reserves to allow or limit specific activities; and to amend
special regulations for three (3) existing reserves to allow or limit specific
activities.

   The Department proposes designating the following properties as ecological
reserves:

   1. Canada de los Osos, 4,200 acres, Santa Clara County
   2. Chorro Creek, 580 acres, San Luis Obispo County
   3. Cosumnes River, 11,895 acres Sacramento County
   4. Headwaters Forest, 7,470 acres, Humboldt County
5. North Table Mountain, 3,315 acres, Butte County

The Department proposes to amend one or more special regulations for the existing Buena Vista Lagoon, Carrizo Plains and Eden Landing ecological reserves to protect sensitive species and habitats, to allow additional public uses, reduce public use impacts, and to provide for enhanced local communication and regulatory supervision of these reserves.

Designation of the proposed five new ecological reserves will provide necessary regulatory protection for wildlife resources for which these properties were acquired. By designating these properties in Section 630, Title 14, CCR, all general regulations will apply to their management and use by the public, thus providing the maximum assurance the resource values are maintained in perpetuity. Since these properties contain numerous state and federally-listed species, sensitive vegetation communities, and may act as linkages for other important protected lands, it is necessary and appropriate to provide this level of regulatory protection to prevent improper use and degradation of wildlife resources.

The following designations are proposed:

1. Canada de los Osos, 4,200 acres, Santa Clara County is proposed for designation as an ecological reserve to protect and enhance grasslands, oak woodlands, chaparral, wetlands and riparian habitat for sensitive species, including the red-legged frog, California tiger salamander and western pond turtle, and native game species, including black tailed deer and California quail. The reserve will also provide outdoor education programs focusing primarily on youths.

The addition of 11 special regulations for Canada de los Osos Ecological Reserve will allow entry; fishing from lightweight, hand-carried, non-gasoline powered boats; fishing from shore; camping; campfires; and dogs only with written permission from the department to protect habitat and wildlife, including sensitive species. Swimming, diving and wading may be allowed in designated areas with department permission. Use of public access trails will be limited to foot access only, for protection of habitat and wildlife, including sensitive species.

Hunting may be allowed at Canada de los Osos Ecological Reserve in participation with department-sponsored hunts at times, areas and for species designated by the department. Target shooting, skeet shooting and other uses of firearms, and bow and arrow may be allowed at times and in areas designated by the department. Since hunting, shooting and use of firearms are not normally permitted on ecological reserves, the special regulations are necessary when the department determines these activities are appropriate on a limited basis and will cause no impacts to protected species and habitat.
The department will be allowed to permit biological research and collection of plants and animals for educational purposes on Canada de los Osos Ecological Reserve. These allowances are needed for protection and management of habitats and wildlife and to provide valuable and meaningful educational programs. The department may restrict activities on the reserve to persons under 16 and supervising adults in order to focus primarily on youth outdoor educational programs. The department will be allowed to issue permits for livestock grazing needed for habitat management.

2. Chorro Creek, 580 acres, San Luis Obispo County is proposed for designation as an ecological reserve to protect southern steelhead and California red-legged frogs and for protection, restoration and enhancement of riparian, wetland and grassland habitats.

The addition of three special regulations for Chorro Creek will limit use of public access trails to foot access for the protection of wildlife and habitat. The department will be allowed to issue permits for biological research and allow collection of plants and animals for educational purposes. These allowances are needed for protection and management of habitats and wildlife and to provide valuable and meaningful educational programs. The department will also be allowed to issue permits for livestock grazing needed for habitat management.

3. Cosumnes River, 11,895 acres, Sacramento County is proposed for designation as an ecological reserve to protect great valley oak riparian forest, coastal and valley freshwater marsh and vernal pools for waterfowl, shorebirds, raptors, fishes, native plants and sensitive species including fairy shrimp, tadpole shrimp, Swainson’s hawk, giant garter snake, greater sandhill crane, lesser sandhill crane, yellow-billed cuckoo, legenere and northern California black walnut.

The addition of 11 special regulations for Cosumnes River will restrict foot access to trails, paths and other designated areas, limit picnicking to designated times and areas, and prohibit horses unless authorized in writing for grazing management, for the protection of habitats and wildlife. Boating with lightweight, hand carried, non-gas powered boats from designated launching sites will be permitted. The department or its designee may further restrict boating to protect resources or provide for orderly operation of recreational programs. Since boating is not normally permitted on ecological reserves, the special regulations are necessary when the department determines limited boating for recreation, education and research is appropriate and will cause no impacts to protected species and habitat.

Fishing will only be allowed from a boat on the waters of the main channel of the Cosumnes River and sloughs accessible from the Mokelumne River for the
protection of habitat and species. Hunting may be allowed at times and locations designated by the department. Since hunting is not normally permitted on ecological reserves, the special regulations are necessary when the department determines this activity is appropriate on a limited basis and will cause no impacts to protected species and habitat.

Pets will be prohibited at Cosumnes River Ecological Reserve, unless inside a motor vehicle, for the protection of species and habitat. The department, the State Lands Commission, the Bureau of Land Management, The Nature Conservancy, Ducks Unlimited, Inc. and the County of Sacramento will be allowed to carry out management activities for fish and wildlife management, flood control, vector control and public access. These activities may include, but are not limited to use of chemicals, vegetation control, animal control, water control and associated use of equipment. The department will be allowed to issue grazing permits for habitat management and issue permits for biological or archaeological research compatible with the primary purpose of the reserve for the protection and management of wildlife and habitat. The department will be allowed to permit farming compatible with the primary purpose of the reserve in historically and recently farmed areas to provide opportunities for hunting, to maintain positive relationships with the agricultural community, and to maintain the land in a productive state relatively free of non-native invasive weeds until resources are available to restore the areas to natural habitat. Although farming is not normally allowed on ecological reserves, the special regulations are necessary when the department has determined this activity is appropriate on a limited basis and will cause no impacts to protected species and habitat.

4. Headwaters Forest, 7,470 acres, Humboldt County is proposed for designation as an ecological reserve to protect the last unprotected large stand of old-growth redwood forest for coho salmon, northern California steelhead, California coastal Chinook salmon, marbled murrelet, northern spotted owl and forest carnivores.

The addition of seven special regulations for the Headwaters Forest will prohibit horses from entering the reserve, and limit dogs and bicycles to a northern 3.5-mile designated corridor for the protection of wildlife and habitat. Camping and swimming may be authorized for research and monitoring needed for species and habitat protection and management. Aircraft operations and motorized vehicle use may be authorized for emergency operations, monitoring, research and other activities for the protection and management of species and habitats. The Bureau of Land Management will be allowed to carry out operation and maintenance activities necessary for fish and wildlife management and public access. These activities include, but are not limited to use of chemicals, vegetation control, forestry management, controlled burning and use of associated equipment.
5. North Table Mountain, 3,315 acres, Butte County is proposed for designation as an ecological reserve to protect northern basalt flow vernal pools, an endemic community unique to California which occurs in less than 10 locations, and the sensitive plant and animal species they support, including the Red Bluff dwarf rush and the California horned lizard.

The addition of three special regulations for North Table Mountain will prohibit horses and bicycles from entering the reserve for the protection of sensitive habitats and species, allow the department to issue livestock grazing permits for habitat management, and allow deer and upland game hunting with seasonal restrictions. Since hunting is not normally permitted on ecological reserves, the special regulations are necessary when the Department determines this public use is appropriate and will cause no impacts to protected species and habitat.

Amendment of special area regulations for existing reserves will identify a new unit for the Carrizo Plains Ecological Reserve to assist in carrying out management and public use activities, and limit fishing to designated areas and daylight hours at Buena Vista Lagoon Ecological Reserve.

Amendment of special regulations for the existing Eden Landing Ecological Reserve will allow entry only on designated trails and limit walking, horseback riding and bicycles to designated trails only for the protection of wildlife and habitat. Dogs will be restricted to trails and designated hunting areas during waterfowl hunting season. Dogs will be allowed off-leash only for hunting in designated hunting areas during the waterfowl season, and must be under voice control at all times. Waterfowl hunting, fishing from boats and fishing from shore, will be allowed, but only at times and areas designated by the department. Since hunting is not normally permitted on ecological reserves, the special regulations are necessary when the Department determines this public use is appropriate and will cause no impacts to protected species and habitat. Commercial bait fishing for brine shrimp may be allowed at times and areas designated by the department to allow for the continued historical use of high salinity ponds for brine shrimp harvest. The department will be allowed to issue permits for biological research and monitoring needed to protect and manage wildlife and habitats.

(b) Authority and Reference Sections from Fish and Game Code for Regulation:

Authority: Section(s) 1580, 1581, 1583, 1907, Fish and Game Code.

Reference: Section(s) 1526, 1528, 1530, and 1580-85, 1590 and 1591, Fish and Game Code.

(c) Specific Technology or Equipment Required by Regulatory Change:
None

(d) Identification of Reports or Documents Supporting Regulation Change:

See attached Management Plan Summaries for the proposed new additions.

(e) Public Discussions of Proposed Regulations Prior to Notice publication:

No public meetings are being held prior to the notice publication. The 45 day comment period provides adequate time for review of the proposed amendments.

IV. Description of Reasonable Alternatives to Regulatory Action:

(a) Alternatives to Regulation Change:

Designation of the properties as wildlife areas in Section 550, Title 14, CCR. This alternative is inappropriate because of the purposes for which these properties were acquired. The sensitive habitats and species require additional protection not provided under Section 550.

(b) No Change Alternative:

By not adding these properties and providing special regulations, the appropriate level of protection for the properties is not provided. Also, appropriate public use activities will not be enforceable unless the amendments are made.

(c) Consideration of Alternatives:

In view of information currently possessed, no reasonable alternative considered would be more effective in carrying out the purposes for which the regulation is proposed or would be as effective, and less burdensome to the affected private persons than the proposed regulation.

V. Mitigation Measures Required by Regulatory Action:

The proposed regulatory action will have no negative impact on the environment; therefore, no mitigation measures are needed.

VI. Impact of Regulatory Action:
The potential for significant statewide adverse economic impacts that might result from the proposed regulatory action has been assessed, and the following initial determinations relative to the required statutory categories have been made:

(a) Significant Statewide Adverse Economic Impact Directly Affecting Businesses, Including the Ability of California Businesses to Compete with Businesses in Other States:

The proposed action will not have a significant statewide adverse economic impact directly affecting business, including the ability of California businesses to compete with businesses in other states.

The proposed regulatory action adds five ecological reserves to Title 14 and special regulations for three existing reserves in order to provide maximum protection of wildlife and habitat and to manage appropriate public use. It is not expected to negatively affect businesses, because the regulations are enforced only on the specific properties named.

(b) Impact on the Creation or Elimination of Jobs Within the State, the Creation of New Businesses or the Elimination of Existing Businesses, or the Expansion of Businesses in California:

None

(c) Cost Impacts on a Representative Private Person or Business:

The agency is not aware of any cost impacts that a representative private person or business would necessarily incur in reasonable compliance with the proposed action.

(d) Costs or Savings to State Agencies or Costs/Savings in Federal Funding to the State:

None

(e) Nondiscretionary Costs/Savings to Local Agencies:

None

(f) Programs mandated on Local Agencies or School Districts:

None
(g) Costs Imposed on Any Local Agency or School District that is Required to be Reimbursed Under Part 7 (commencing with Section 17500) of Division 4:

None

(h) Effect on Housing Costs:

None
Informative Digest/Policy Statement Overview

Currently, there are 118 ecological reserves designated in Section 630, Title 14, CCR for the purpose of protecting sensitive habitats and species. The department is requesting that this section be amended to add five new ecological reserves to this listing. The five new reserves are:

Canada de los Osos consisting of 4,200 acres in Santa Clara County for the protection of grassland, oak woodland, chaparral, wetland and riparian habitat for the red-legged frog, California tiger salamander, western pond turtle, and native game species, including black tailed deer and California quail; and for outdoor education programs focusing primarily on youths.

Chorro Creek consisting of 580 acres in San Luis Obispo County for the protection of southern steelhead and California red-legged frogs, and restoration and enhancement of riparian, wetland and grassland habitats.

Cosumnes River consisting of 11,895 acres in Sacramento County for the protection of great valley valley oak riparian forest, coastal and valley freshwater marsh and vernal pools for waterfowl, shorebirds, raptors, fishes, native plants and sensitive species including fairy shrimp, tadpole shrimp, Swainson’s hawk, giant garter snake, greater sandhill crane, lesser sandhill crane, yellow-billed cuckoo, legenere and northern California black walnut.

Headwaters Forest consisting of 7,470 acres in Humboldt County for the protection of the last unprotected large stand of old-growth redwood forest for coho salmon, northern California steelhead, California coastal Chinook salmon, marbled murrelet, northern spotted owl and forest carnivores.

North Table Mountain consisting of 3,315 acres in Butte County for the protection of northern basalt flow vernal pools, an endemic community unique to California which occurs in less than 10 locations, and the sensitive plant and animal species they support, including the Red Bluff dwarf rush and California horned lizard.

The reasons for listing these properties in Title 14 are to regulate public use and provide the best available protection for the species and habitats the properties were acquired to protect. Since the properties contain sensitive species and important vegetation communities, and may act as linkages for other important protected lands, it is necessary and appropriate to provide this level of regulatory protection to prevent improper use and degradation of wildlife resources. In order to do this efficiently, the Department has a set of general regulations which apply to all ecological reserves.
The Department may write special regulations for individual properties, as it thinks appropriate, to give an additional level of protection, or to permit specific public uses not governed by the general regulations. The Department is requesting special regulations for these reserves based on management information gathered which shows these amendments are necessary to protect the habitat or species the properties support.

Special regulations for Canada de los Osos Ecological Reserve will allow entry; fishing from lightweight, hand-carried, non-gasoline powered boats; fishing from shore; camping; campfires; and dogs with written permission only in order to protect habitat and wildlife, including sensitive species. Swimming, diving and wading may be allowed in designated areas with department permission. Use of public access trails will be limited to foot access only for protection of habitat, wildlife and sensitive species. Hunting may be allowed in participation with department-sponsored hunts at times, areas and for species designated by the department. Target shooting, skeet shooting and other use of firearms, and bow and arrow may be allowed at times and in areas designated by the department. Since hunting, shooting and use of firearms are not normally permitted on ecological reserves, the special regulations are necessary when the department determines these activities are appropriate on a limited basis and will cause no impacts to protected species and habitat. The department will be allowed to permit biological research and collection of plants and animals for educational purposes. These allowances are needed for protection and management of habitats and wildlife and to provide valuable and meaningful educational programs. The department may restrict activities on the reserve to persons under 16 and adults supervising them, in order to focus primarily on youth outdoor educational programs. The department will be allowed to issue permits for livestock grazing needed for habitat management.

Special regulations for Chorro Creek will limit use of public access trails to foot access for the protection of wildlife and habitat. The department will be allowed to issue permits for biological research and allow collection of plants and animals for educational purposes. These allowances are needed for protection and management of habitats and wildlife and to provide valuable and meaningful educational programs. The department will be allowed to issue permits for livestock grazing needed for habitat management.

Special regulations for Cosumnes River will restrict foot access to trails, paths and other designated areas, limit picnicking to designated times and areas, and prohibit horses unless authorized in writing for grazing management for the protection of habitats and wildlife. Boating with lightweight, hand carried, non-gas powered boats from designated launching sites will be permitted. The department or its designee may further restrict boating to protect resources or provide for orderly operation of recreational programs. Since boating is not normally permitted on ecological reserves, the special regulations are necessary when the department determines limited boating for recreation, education
and research is appropriate and will cause no impacts to protected species and habitat. Fishing will only be allowed from a boat on the waters of the main channel of the Cosumnes River and sloughs accessible from the Mokelumne River for the protection of habitat and species. Hunting may be allowed at times and locations designated by the department. Since hunting is not normally permitted on ecological reserves, the special regulations are necessary when the department determines this activity is appropriate on a limited basis and will cause no impacts to protected species and habitat. Pets will be prohibited, unless inside a motor vehicle, for the protection of species and habitat. The department, the State Lands Commission, the Bureau of Land Management, The Nature Conservancy, Ducks Unlimited, Inc. and the County of Sacramento will be allowed to carry out management activities for fish and wildlife management, flood control, vector control and public access. These activities may include, but are not limited to use of chemicals, vegetation control, animal control, water control and associated use of equipment. The department will be allowed to issue grazing permits for habitat management and issue permits for biological or archaeological research compatible with the primary purpose of the reserve for protection and management of wildlife and cultural resources. The department will be allowed to permit farming compatible with the primary purpose of the reserve in historically and recently farmed areas to provide opportunities for hunting, to maintain positive relationships with the agricultural community, and to maintain the land in a productive state relatively free of non-native invasive weeds until resources are available to restore the areas to natural habitat. Although farming is not normally allowed on ecological reserves, the special regulations are necessary when the department has determined this activity is appropriate on a limited basis and will cause no impacts to protected species and habitat.

Special regulations for the Headwaters Forest will prohibit horses from entering the reserve, and limit dogs and bicycles to a northern 3.5-mile designated corridor for the protection of wildlife and habitat. Camping and swimming may be authorized for research and monitoring needed for species and habitat protection and management. Aircraft operations and motorized vehicle use may be authorized for emergency operations, monitoring, research and other activities for the protection and management of species and habitats. The Bureau of Land Management will be allowed to carry out operation and management activities necessary for fish and wildlife management and public access. These activities include, but are not limited to use of chemicals, vegetation control, forestry management, controlled burning and use of associated equipment.

Special regulations for North Table Mountain will prohibit horses and bicycles from entering the reserve for the protection of sensitive habitats and species, allow the department to issue livestock grazing permits for habitat management, and allow deer and upland game hunting with seasonal restrictions. Since hunting is not normally permitted on ecological reserves, the special regulations are necessary when the Department determines this public use is appropriate and will cause no impacts to
protected species and habitat.

The department proposes to amend special area regulations for three existing reserves: Buena Vista Lagoon, Eden Landing and Carrizo Plains. Amendment of special area regulations will identify a new unit for the Carrizo Plains Ecological Reserve to assist in carrying out management and public use activities, and limit fishing to designated areas and daylight hours at Buena Vista Lagoon Ecological Reserve.

Special regulations for Eden Landing Ecological Reserve will allow entry only on designated trails and limit walking, horseback riding and bicycles to designated trails only. Dogs will be restricted to designated trails and designated hunting areas during waterfowl hunting season. Dogs will be allowed off-leash only for hunting in designated hunting areas during the waterfowl season, and must be under voice control at all times. Waterfowl hunting, fishing from boats and fishing from shore will be allowed, but only at times and areas designated by the department. Commercial bait fishing for brine shrimp may be allowed at times and areas designated by the department. The department will be allowed to issue permits for biological research and monitoring needed to protect and manage wildlife and habitats.