# Scottish MPA Project

# **Management Options Paper**

# GEIKIE SLIDE AND HEBRIDEAN SLOPE NATURE CONSERVATION MARINE PROTECTED AREA

# JULY 2014

JNCC developed the present paper to support discussions with stakeholders about the management of activities within this Nature Conservation Marine Protected Area (MPA). The paper should only be considered a starting point for discussions around the ongoing process of developing any management necessary to deliver the conservation objectives of the designated features; the process will continue after site designation.

The paper does not attempt to cover all possible future activities and does not consider likely cumulative effects that could result from different types of activities being carried out within the MPA. However, it does consider a range of activities and developments considered to be taking place within the MPA at the point of writing, and focuses on where we consider there could be a risk of the protected features not achieving their conservation objectives.

The following documents provide further information about the protected features in terms of confidence in the evidence base and assessment of the MPA against the MPA Selection Guidelines and should be read alongside this Management Options Paper:

- Site Summary Document
- Data Confidence Assessment
- Detailed assessment against the MPA Selection Guidelines

The documents are all available at www.jncc.defra.gov.uk/page-6481

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# DEVELOPMENT OF MANAGEMENT OPTIONS FOR THE GEIKIE SLIDE AND HEBRIDEAN SLOPE MPA

## 1 Management Options Summary

This section summarises JNCC's management options for the Geikie Slide and Hebridean Slope MPA. The options are being considered to eliminate or manage the risk of not meeting the conservation objective to conserve the protected features within the MPA. The full detail on these options is provided in the subsequent sections of the Management Options Paper. Discussions between sea users, scientists and managers will be needed to develop any subsequent management measures.

Activity	Management options
Mobile bottom contact gear (e.g. beam and otter trawling)	No additional management: There is a risk of not achieving the conservation objectives for burrowed mud, offshore deep sea mud, and offshore subtidal sands and gravels.
	Reduce/limit pressure: This option would reduce, but not entirely eliminate, the risk of not achieving the conservation objectives for burrowed mud, offshore deep sea mud, and offshore subtidal sands and gravels. Appropriate management could include restrictions on fishing with damaging gears over a proportion of each feature's extent, and there may be a greater requirement for restrictions on gears that penetrate deeply into the sediment. The location of areas to be covered by management restrictions would be decided in consultation with fishers. Restrictions could be permanent in some cases or temporary/adaptive in others. Remove/avoid pressure: This option would reduce the risk of not achieving the conservation objectives for burrowed mud, offshore deep sea mud, and offshore subtidal sands and gravels to the lowest possible levels.
Static bottom contact gear (e.g. line fishing and set netting)	No additional management: JNCC consider this option to be sufficient for bottom contacting static gears to achieve the conservation objectives for burrowed mud, offshore deep sea muds, and offshore subtidal sands and gravels.
Ministry of Defence activity	<b>No additional management:</b> This activity is unlikely to interact with the protected features and JNCC consider no additional management is likely to be required. Should seabed activities occur in future, it is envisaged that management will be coordinated through the Ministry of Defence Environmental Protection Guidelines.

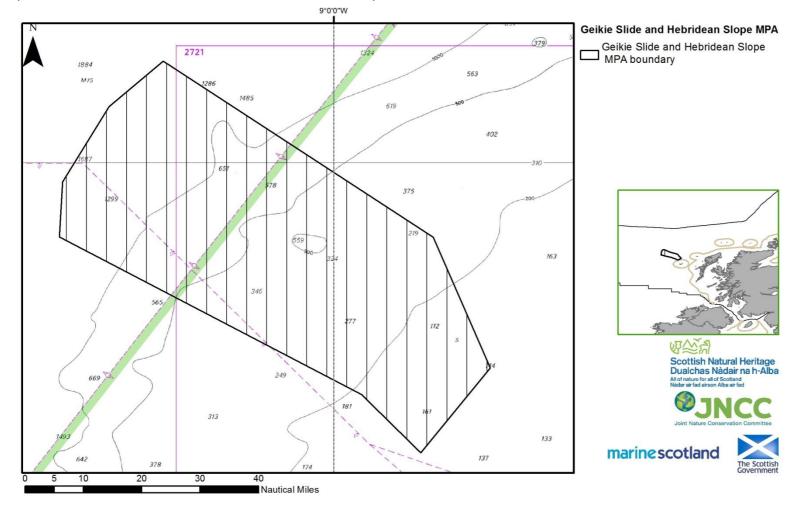
# 2 Introduction

The Geikie Slide and Hebridean Slope Marine Protected Area (MPA) is located off the northwest of Scotland, and covers an area of the continental slope as it descends into the Rockall Trough (see map 1). A range of different habitats are present within the site, influenced by the changing environmental conditions with depth. The area of the Geikie Slide and Hebridean Slope MPA is approximately 2,215 km<sup>2</sup>.

Further details on the MPA can be found in the Geikie Slide and Hebridean Slope Site Summary Document available at <u>www.jncc.defra.gov.uk/page-6481</u>.

The majority of the fishing activities within the Geikie Slide and Hebridean Slope MPA are concentrated on the upper continental slope, and target monkfish, haddock and hake. A deeper trawl fishery also exists down to a depth of 1400m, targeting deep water species. Vessel Monitoring System (VMS) data suggests a multi-national fleet operates within the MPA, comprising vessels from a number of EU countries together with Norway and the Faroe Islands. No licensed activities are believed to take place within the MPA at the current time; however, a small part of the south of the MPA overlaps with a Ministry of Defence (MOD) practice area.

JNCC produced the present document to provide background information on the development of management options for the Geikie Slide and Hebridean Slope MPA, and will use it to support ongoing stakeholder discussions on possible management of activities. The document describes the known location and extent of protected features and our current knowledge of where activities take place within the MPA. It also presents the management options for each of those activities that JNCC currently consider capable of delivering the conservation objectives for protected features. The document encourages stakeholders with an interest in the area to input to the development of appropriate management measures that will ensure the Geikie Slide and Hebridean Slope MPA makes a genuine and long-lasting contribution to the protection of Scotland's marine environment.



Map 1 Location of the Geikie Slide and Hebridean Slope MPA

Map displayed in geographic coordinates WGS84. The exact limits of the UK Continental Shelf are set out in the Continental Shelf (Designation of Areas) Order 2013, Statutory Instrument 2013/3162 (© Crown Copyright).Landmass Ordnance Survey © Crown Copyright and database right 2011. All rights reserved. Scotland (Adjacent waters) Updated by the Law of the Sea Division, United Kingdom Hydrographic Office October 2005. Bathymetry © GEBCO, 2011. MPA © JNCC and SNH 2014. All rights reserved. Admiralty Chart © Crown Copyright/UKHO, 2013 Chart is not to be used for navigation.

# 3 Roles

JNCC provides conservation advice to Scottish Government on how it might be possible to achieve the conservation objectives for the protected features in MPAs. JNCC's advice includes possible management options for controlling human activities in the Geikie Slide and Hebridean Slope MPA.

Marine Scotland lead the discussions on developing appropriate management with stakeholders, taking account of JNCC's and others' advice, identify the preferred management option and develop specific management measures with relevant authorities. Marine Scotland is responsible for making recommendations to Scottish Ministers on these measures and any review of site management in the future. Scottish Ministers will decide whether to implement these measures. Marine Scotland expect licensed activities taking place within, or nearby, the MPA will continue to be managed through the existing licensing system. For MPAs in offshore waters, Marine Scotland expect the process under the EU Common Fisheries Policy that is already in place for delivering any fisheries management requirements for Special Areas of Conservation will be followed.

Stakeholders can provide additional evidence to support the development of management measures including local knowledge of the environment and of activities. Discussions with stakeholders will be one way of highlighting the implications of any management measures to JNCC, Scottish Government, and other regulators. This input will contribute to the development of well-designed and effective management measures.

## 4 Protected features and conservation objectives

The Geikie Slide and Hebridean Slope MPA has been designated as part of a network of new Nature Conservation MPAs, which is being established to help conserve a range of Scotland's important marine habitats, wildlife, geology and landforms. The Geikie Slide and Hebridean Slope MPA is designated for the following protected features, as shown in Map 3:

- Burrowed mud
- Offshore deep sea mud
- Offshore subtidal sands and gravels
- Continental slope\*
- Geodiversity feature slide deposits\*

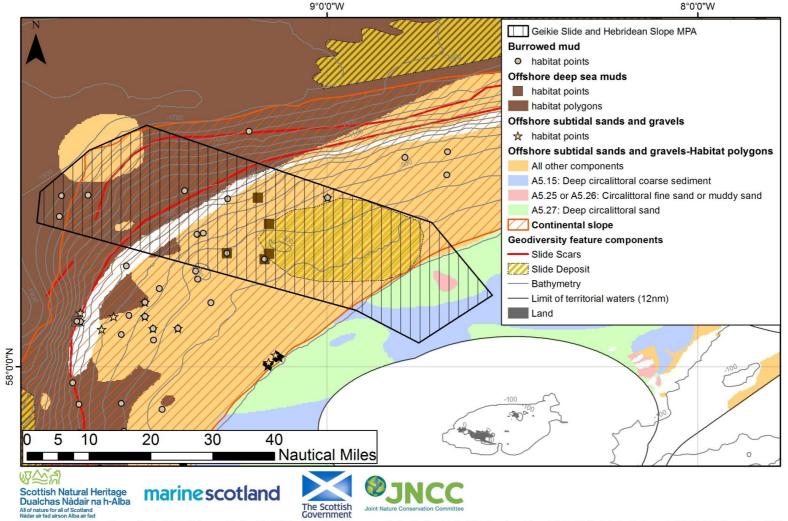
\*The continental slope and slide deposit geodiversity feature are considered to have a low sensitivity to the pressures associated with marine activities taking place within the MPA<sup>1</sup>. As such, JNCC do not consider there is a significant risk to the features achieving their conservation objectives and so the features have not been considered further in the context of the management options presented below.

Conservation objectives set out the desired quality of the protected features within each MPA. JNCC recommend that the conservation objectives for the protected features within the Geikie Slide and Hebridean Slope MPA are '*conserve*' for all features. The condition of the features has not been verified by direct evidence of ecological condition so the uncertainty of the feature condition is noted alongside the objective (feature condition uncertain).

Improved evidence on the condition of these features will be collected as part of the six-year reporting cycle required under the Marine (Scotland) Act 2010 and the Marine and Coastal

<sup>&</sup>lt;sup>1</sup> Brooks, A.J., (2013). Assessing the sensitivity of geodiversity features in Scotland's seas to pressures associated with human activities. *Scottish Natural Heritage Commissioned Report No. 590.* 

Access Act 2009, or through provision of other evidence, may result in modifications to JNCC's recommendations for management to achieve the features' conservation objectives.



Map 2 The distribution of protected features within the Geikie Slide and Hebridean Slope

Map displayed in geographic coordinates WGS84. The exact limits of the UK Continental Shelf are set out in the Continental Shelf (Designation of Areas) Order 2013, Statutory Instrument 2013/3162(© Crown Copyright). Scotland (Adjacent waters) Updated by the Law of the Sea Division, United Kingdom Hydrographic Office October 2005. Landmass Ordnance Survey © Crown Copyright and database right 2011. All rights reserved. Bathymetry © GEBCO, 2011. Biological data from Geodatabase of Marine features in Scotland (GeMS\_v4) © Crown Copyright. PSA data © BGS. MPA and geodiversity data © JNCC and SNH 2014. All rights reserved.

# 5 Overview of activities

Table 1 below lists the human activities believed to take place within or close to the Geikie Slide and Hebridean Slope MPA. Further discussions with those who use the area will continue to improve our understanding of these activities particularly in terms of the spatial distribution and intensity.

Those activities to which the protected features are sensitive are explored in detail in the next section. Activities to which the protected features are not thought to be sensitive (i.e. any interaction between the activity and the protected features is considered to be minimal) will not be considered further within this document. Any future change in the activities listed in Table 1, or the introduction of other activities not identified within the table would need to be considered on a case-by-case basis to establish appropriate management actions.

**Table 1:** Overview of existing activities believed to take place within or close to the Geikie

 Slide and Hebridean Slope MPA

Activities considered capable of affecting the protected features	Activities <i>not</i> considered capable of affecting the protected features
Fishing activities: • Beam trawling • Line fishing • Otter trawling • Set netting	<ul> <li>Shipping:</li> <li>Commercial shipping</li> <li>Fishing activities*:</li> <li>Pelagic trawling and purse seining</li> </ul>
Ministry of Defence: <ul> <li>Surface activity</li> </ul>	

\*Only the specific examples of the activity listed have been excluded, rather than the broad activity types.

# 6 Development of management options

JNCC developed management options for each MPA where we consider that some form of active management intervention may be necessary to achieve the conservation objective for each protected feature. We adopted a risk-based approach to identify appropriate management options i.e. our advice is focused where we believe there is a risk that the protected features will not achieve their conservation objective for the MPA. We have used existing data and information on protected features and relevant activities, and also our understanding of the relationships between the protected features and activities. JNCC expect on-going discussions with stakeholders during the development of any management actions.

Our management options focus on the activities that cause a pressure to which a protected feature is sensitive. Pressures can be physical (e.g. abrasion of the seabed), chemical or biological. Different activities may cause the same pressure, e.g. fishing using bottom gears and aggregate dredging both cause surface abrasion which can damage the seabed although the scale and intensity of the pressure can vary between activities. Thus, the protected features of an MPA are considered sensitive to activities that could adversely affect their conservation value, especially if they are unable or are very slow to recover from damage.

The Features Assessment Sensitivity Tool (FeAST) reflects our current understanding of the interactions between activities, pressures and features and supports the first steps of the

assessment of risk to the features not achieving their conservation objectives in the MPAs. The tool highlights that activities can give rise to a range of pressures, to which the protected features of the MPA may be sensitive. The online tool provides more detailed information including the evidence that has been used in developing these recommendations.

Risks to not achieving the conservation objectives have been identified where there is an overlap between protected features and any activities associated with those pressures to which the features are sensitive. We have recommended management options to manage this risk. Specific details of the recommended management options for each activity are provided in the following sections. The overlap between different ongoing activities and/or planned developments and the protected features is described and where appropriate, mapped. The text focuses on interactions in terms of physical overlap but the assessment of risk in the future should also take account of the intensity and frequency of the activities occurring within, or nearby, the MPA.

JNCC identify the following three management options:

- no additional management required
- management to reduce/limit pressures
- management to remove/avoid pressures

All of the management options provided are based on the best available evidence of existing activities taking place within the MPA. The options do not preclude the introduction of a management measure in the future for new activities, or where an existing activity occurs at an increased intensity.

## 7 Management options

Management options have been considered by activity, please click on the activities below to be directed to the relevant section:

#### **Fishing activity**

Mobile bottom contacting gear

- Beam trawling
- Otter trawling

Static bottom contacting gear

- Line fishing
- Set netting

#### Ministry of Defence activity

• Practice area

## 7.1 Fishing activity

JNCC has evaluated management options to support the protected features achieving their conservation objectives for the Geikie Slide and Hebridean Slope MPA. A gradient of management options have been considered to reduce exposure to pressures, these are described below under three potential management option scenarios. Protected features may require a combination of these options to ensure that they achieve their conservation objective.

#### a) No additional management

**b)** Additional management to reduce/limit pressures – where fisheries managers may wish to consider a range of measures that could be used to reduce the risk to features by

reducing fishing pressure or preventing its increase to unacceptably high levels. These could include:

- Area restrictions (e.g. permanently closing some or the entire extent of the feature)
- Temporal restrictions (e.g. closing parts of the extent of the feature on a rotational basis)
- Seasonal restrictions
- Gear restrictions (e.g. restriction on the use of more-damaging gears)

Ideally, any measures would generally apply only to the part of the site where the feature is present. However, there may be circumstances in which it could be desirable to extend management measures beyond the known area of feature distribution, for example, where conditions are suitable for a feature to exist but there are insufficient data to confirm its presence.

**c)** Additional management to remove/avoid pressures – where fishing activities known to adversely affect the feature would be excluded and prevented from occurring in the future. Such exclusion would generally apply only to the part of the site where the feature is present, unless it was necessary to apply to a wider area of even the whole MPA.

The likely effects on the feature condition and the risk to the conservation objectives were assessed using the evidence described in the <u>JNCC/SNH MPA fisheries management</u> <u>guidance</u>.

An estimation of >15m fishing activity taking place within the region of the MPA was derived from Vessel Monitoring System (VMS) data, with an average 2 hourly ping rate. VMS data for UK vessels were linked to skipper logbook information, which was used to determine the fishing gear being employed for each ping. For non-UK registered vessels where logbook information was not available, information on fishing gear employed was obtained from the 'primary gear' listed on the EU vessel register. All data were filtered using a simple speed rule of between 1 and 6 knots to indicate fishing activity for all gear types. Between 2006 and 2009, generalised values for intensity of effort were estimated by aggregating VMS data to a 0.05 x 0.05 decimal degree grid (approximately  $5 \text{km}^2$ ). This gridding method has the advantage of enabling the quantification of effort at a discrete spatial scale (hours per unit area (grid resolution) per year), however, it precludes analysis of patterns of activity below the pre-defined resolution of the grid. As a result, individual "pings" were analysed for the period 2009 to 2011. To ensure anonymity of the data source, discrete VMS ping data is presented only in instances where it would not compromise the anonymity of an individual vessel (i.e. there are multiple vessels operating in the same area).

## 7.1.1 Fishing activity: Mobile bottom contact gear

#### Otter trawling

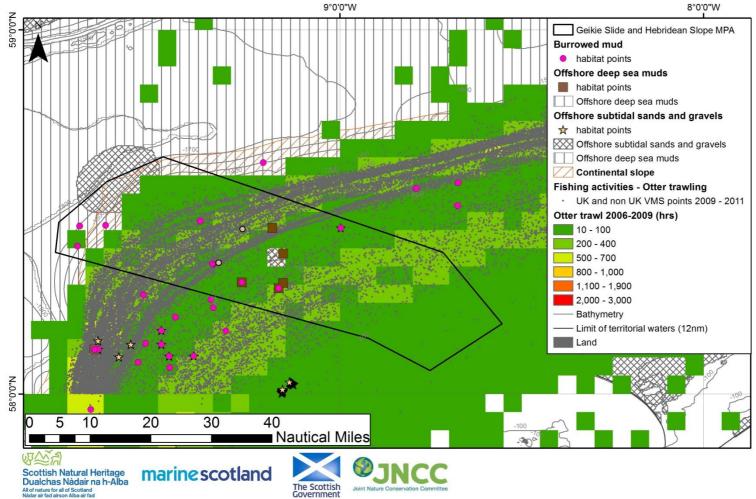
With the exception of the deepest sections of the MPA, demersal otter trawling activity occurs across the majority of the MPA, down to 1400m, as shown in map 3. The trawl fishery is conducted by a number of EU member states including the UK, France and Spain. The majority of UK otter trawling activity is concentrated on the upper portion of the continental slope in the MPA (maximum effort in any fishing grid <125 hours between 2006 and 2009) with lower intensity effort (maximum effort in any fishing grid <67 hours between 2006 and 2009) overlapping the deeper section of the slope down to 900m. Spanish demersal otter trawl activity (maximum effort in any fishing grid <142 hours between 2006 and 2009) is concentrated on the upper slope (200-700m depth). By contrast, the evidence suggests that French demersal otter trawl activity occurs in two discrete bands across the upper slope (200-400m; maximum effort in any fishing grid <87 hours between 2006 and 2009) and in deeper waters down to 1400m. There is also some evidence of Norwegian fishing (maximum effort in any fishing grid <39 hours between 2006 and 2009) in the MPA, concentrated along

the 200-800m depth band. However, based on the VMS data available it has not been possible to distinguish between Norwegian demersal otter trawl and long-line vessels. It is hoped that discussions with stakeholders will provide more information on this activity.

#### Beam trawling

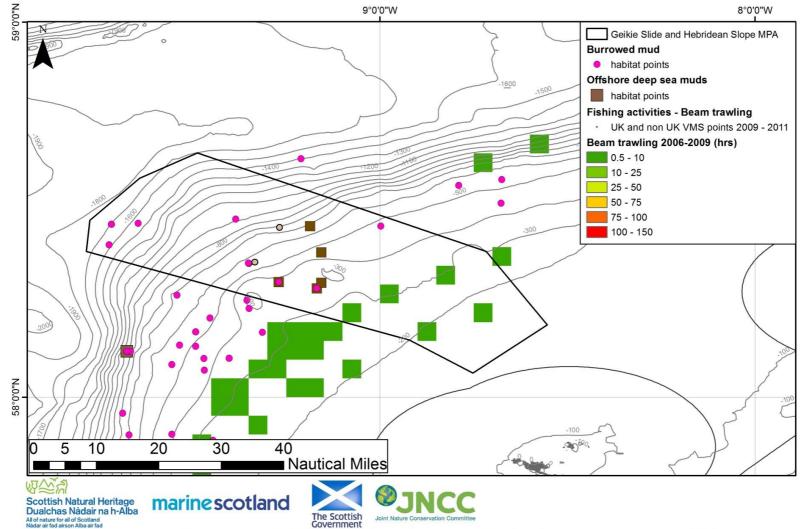
Although there is evidence of over-15m UK beam trawling activity in the Geikie Slide and Hebridean Slope MPA, the extent of the activity is negligible (maximum effort of 3 hours in a single grid between 2006 and 2009). The available data suggests that any potential activity is limited to the upper portion of the continental slope (<300m) in the site, as shown in map 4. However, validation of the presence/extent of the activity is required.

Management options: Bottom contact mobile gear (e.g. beam trawling, otter trawling)	No additional management: There is a risk of not achieving the conservation objectives for burrowed mud, offshore deep sea mud, and offshore subtidal sands and gravels.
	Reduce/limit pressure: This option would reduce, but not entirely eliminate, the risk of not achieving the conservation objectives for burrowed mud, offshore deep sea mud, and offshore subtidal sands and gravels. Appropriate management could include restrictions on fishing with damaging gears over a proportion of each feature's extent, and there may be a greater requirement for restrictions on gears that penetrate deeply into the sediment. The location of areas to be covered by management restrictions would be decided in consultation with fishers. Restrictions could be permanent in some cases or temporary/adaptive in others. Remove/avoid pressure: This option would reduce the risk of not achieving the conservation objectives for burrowed mud, offshore deep sea mud, and offshore subtidal sands and gravels to the lowest possible levels.



#### Map 3: Location of otter trawling activity in relation to protected features

Map displayed in geographic coordinates WGS84. The exact limits of the UK Continental Shelf are set out in the Continental Shelf (Designation of Areas) Order 2013, Statutory Instrument 2013/3162(© Crown Copyright). Scotland (Adjacent waters) Updated by the Law of the Sea Division, United Kingdom Hydrographic Office October 2005. Landmass Ordnance Survey © Crown Copyright and database right 2011. All rights reserved. Bathymetry © GEBCO, 2011. Biological data from Geodatabase of Marine features in Scotland (GeMSv4) © Crown Copyright. PSA data © BGS. MPA and geodiversity data © JNCC and SNH 2014. All rights reserved. Fishing raster data © DEFRA 2010. Fishing VMS point data @MS 2012



Map 4: Location of beam trawling activity in relation to protected features

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#### 7.1.2 Static bottom contact gear

#### Set netting

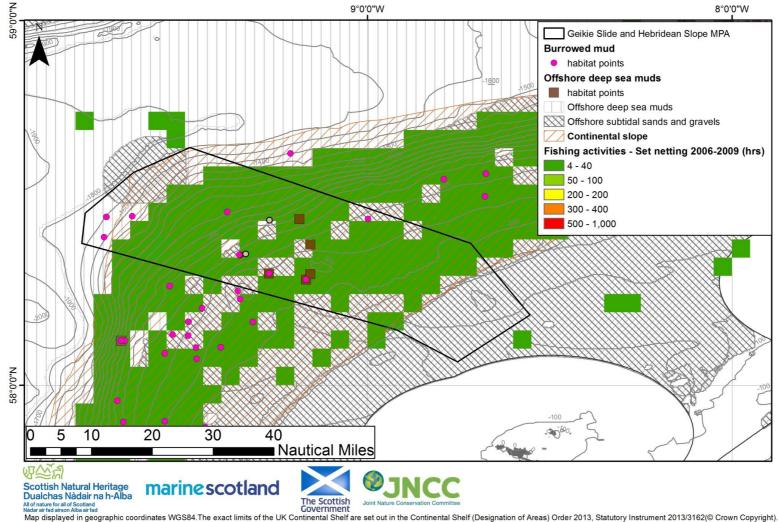
There is some evidence of French gill netting vessels operating in the MPA, as shown in map 5, both across the upper slope and in deeper water (600-1200m) sections of the site. However, the scale of the activity is limited (maximum effort in any overlapping fishing grid <32 hours 2006-2009). It is hoped that discussions with stakeholders will provide more information on this activity.

#### Line fishing

Long-lining in the MPA is concentrated on the upper slope predominantly between 300 and 600m depth contours and is conducted by UK (maximum effort in any overlapping fishing grid <344 hours 2006-2009), Spanish (maximum effort in any overlapping fishing grid <548 hours 2006-2009), and French (maximum effort in any overlapping fishing grid <59 hours 2006-2009) registered vessels. There is also evidence of a lower intensity deep water (800-1200m) UK registered long-line fishery (maximum effort in any overlapping fishing grid <24 hours 2006-2009), as shown in map 6.

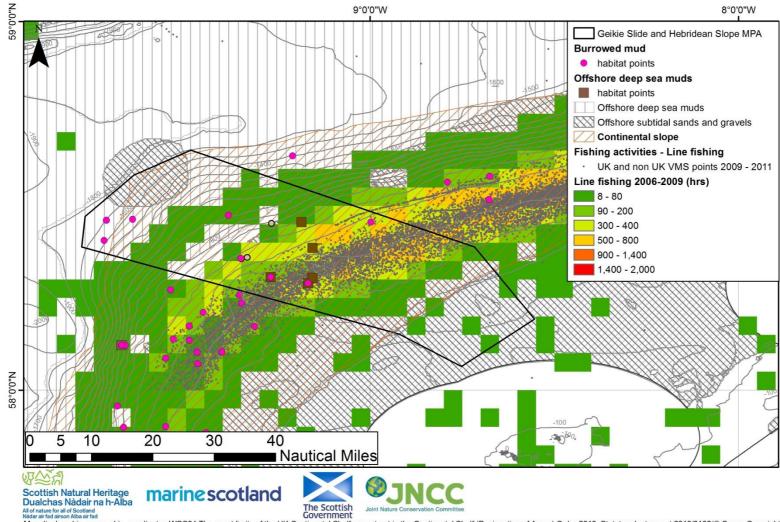
There is some evidence of Norwegian effort (maximum effort in any fishing grid <39 hours between 2006 and 2009) within the MPA, concentrated along the 200-800m depth contour. However, based on the VMS data available it has not been possible to distinguish between Norwegian demersal long-line and otter trawl vessels. It is hoped that discussions with stakeholders will provide more information on this activity.

Management options: Bottom contact static gear (e.g. set netting, line fishing)	be sufficient for bottom contacting static gears to achieve the conservation objectives for <b>burrowed mud, offshore</b>	
inte tisting)	deep sea muds, and offshore subtidal sands and gravels.	



Map 5: Location of set netting activity in relation to protected features

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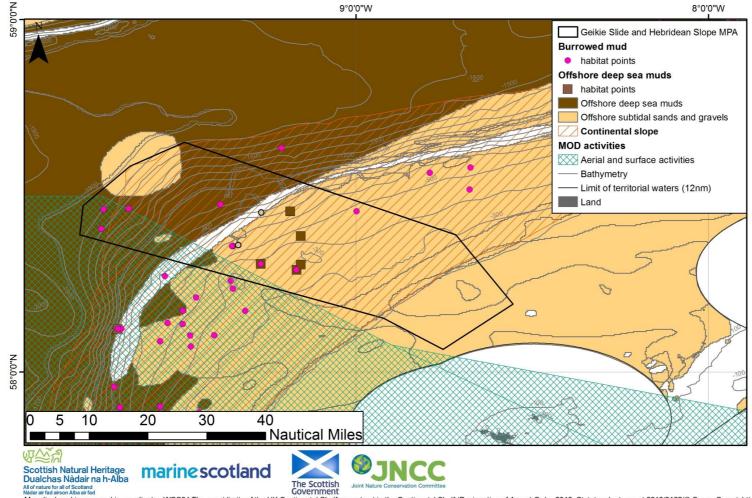


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#### 7.2 Ministry of Defence activity

A small area of the south-western part of the MPA overlaps with a Ministry of Defence practice area, as shown in map 7. This area is thought to be mostly used for surface activity such as vessel transiting and aerial use, and so is unlikely to interact with the protected features on the seabed. However, should seabed activities occur in the future, management would need to be considered to ensure the protected features will achieve their conservation objectives. The MOD will incorporate Nature Conservation MPAs into their Environmental Protection Guidelines (Maritime) and wider Marine Environmental and Sustainability Assessment Tool. These guidelines are used to manage their activities to minimise the associated risks to the environment and thus avoid likely significant effect.

Management options:	This activity is unlikely to interact with the protected features
MOD activity	and JNCC consider no additional management is likely to be
-	required. Should seabed activities occur in future, it is
	envisaged that management will be coordinated through the
	Ministry of Defence Environmental Protection Guidelines.



Map 7: Location of Ministry of Defence surface activity in relation to protected features

Map displayed in geographic coordinates WGS84. The exact limits of the UK Continental Shelf are set out in the Continental Shelf (Designation of Areas) Order 2013, Statutory Instrument 2013/3162(© Crown Copyright). Scotland (Adjacent waters) Updated by the Law of the Sea Division, United Kingdom Hydrographic Office October 2005. Landmass Ordnance Survey © Crown Copyright and database right 2011. All rights reserved. Bathymetry © GEBCO, 2011. Biological data from Geodatabase of Marine features in Scotland (GeMSv4) © Crown Copyright. PSA data © BGS. MPA and geodiversity data © JNCC and SNH 2014. All rights reserved.

# 8 Conclusions and further recommendations

Marine Scotland will be responsible for making recommendations to Scottish Ministers on any management measures that may be required for Geikie Slide and Hebridean Slope MPA. These measures will be developed through on-going discussions with stakeholders. Any statutory measures will be subject to consultation and the processes normally required by the legislation will be utilised. Where fisheries management measures are necessary and the Nature Conservation MPA is located where Scottish Ministers do not have exclusive competence, Marine Scotland intend will apply to the European Commission for measures using the mechanisms of the EU Common Fisheries Policy. This process will include consultation on the measures at the EU level.

# 9 Further information

The following documents are available for background information:

- SNH and JNCC MPA network advice (December 2012) <u>www.jncc.defra.gov.uk/page-5510</u>
- The MPA Management Handbook <u>www.scotland.gov.uk/Topics/marine/marine-</u> environment/mpanetwork/engagement/ManagementHandbook
- FEatures Activities Sensitivity Tool (FeAST) www.marine.scotland.gov.uk/FEAST/Index.aspx
- JNCC and SNH Fisheries guidance <u>www.jncc.defra.gov.uk/page-6498</u>

The following documents about the Geikie Slide and Hebridean Slope MPA are also available at <u>www.jncc.defra.gov.uk/page-6481</u>:

- Site summary
- Data confidence assessment
- Detailed assessment against the MPA Selection Guidelines.