CYNGOR CEFN GWLAD CYMRU
COUNTRYSIDE COUNCIL FOR WALES

CORE MANAGEMENT PLAN
INCLUDING CONSERVATION OBJECTIVES
FOR
GRASSHOLM SPA

Version: 2

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Approved by: Tracey Lovering

A Welsh version of all or part of this document can be made available on request.

Cyngor Cefn Gwlad Cymru
Countryside Council for Wales

NATURA 2000

Ramsar

Llywodraeth Cynulliad Cymru
Welsh Assembly Government
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PREFACE

This document provides the main elements of CCW's management plan for the site named. It sets out what needs to be achieved on the site, the results of monitoring and advice on the action required. This document is made available through CCW's web site and may be revised in response to changing circumstances or new information. This is a technical document that supplements summary information on the web site.

One of the key functions of this document is to provide CCW's statement of the Conservation Objectives for the relevant Natura 2000 site. This is required to implement the Conservation (Natural Habitats, &c.) Regulations 1994, as amended (Section 4). As a matter of Welsh Assembly Government Policy, the provisions of those regulations are also to be applied to Ramsar sites in Wales.

1. VISION FOR THE SITE

This is a descriptive overview of what needs to be achieved for conservation on the site. It brings together and summarises the Conservation Objectives (part 4) into a single, integrated statement about the site.

CCW's aim for the gannet colony is to see it contribute towards maintaining the North Atlantic gannet population in favourable conservation status. The population on Grassholm should not fall below 30,000 pairs in three consecutive years, nor should it drop by more than 25% of the previous year's figures in any one year. There should be no decline in the Grassholm/Ynys Gwales population which is significantly more than any decline in the North Atlantic population as a whole.

2. SITE DESCRIPTION

2.1 Area and Designations Covered by this Plan

Grid references: SM598093

Unitary authority: Pembrokeshire Coast National Park Authority

Area (hectares): 10.7 ha

Designations covered: Grassholm SSSI / SPA (areas below Mean High Water are part of Pembrokeshire Marine SAC and are covered by that plan)

Detailed maps of the designated sites are available through CCW's web site:
http://www.ccw.gov.uk/interactive-maps/protected-areas-map.aspx

See map of management units which show the area covered by this plan.

2.2 Outline Description

Grassholm Island is situated 10 miles off the Pembrokeshire coast, separated from the mainland by the often turbulent waters of the Irish sea.

In 1948 Grassholm became the first reserve to be purchased by the RSPB in Wales.

The island is a mere 9ha in size. It is a National Nature Reserve and is included within the Pembrokeshire Coast National Park. It is protected under both UK and EU legislation.

Grassholm is a tourist attraction within the St.Davids peninsula. During the breeding season the 32,000 pairs of gannets nesting on the reserve make it impossible for visitors to land without causing undue disturbance. However, boat trips around the island, run by local private operators, enable several thousand people every year to enjoy the spectacle.

The colony is of international importance, supporting approximately 12% of the world population of this species.

The island is a remnant of ancient lava flows, with shallow soils overlaying the basalt. No vegetation survives the guano and trampling of the gannets but the half of the island, as yet unoccupied by the gannets, supports a classic example of vegetation, typical of an ungrazed seabird island, including the grasses red fescue and Yorkshire fog.

Small colonies of lesser, herring and great black-backed gulls nest in the turf and rocks of the eastern side of the island, while the western rock ledges support small numbers of guillemot, razorbill and kittiwake. Small numbers of storm petrels are also thought to breed among the rock boulders.

Atlantic grey seals use the island as a seasonal haul-out, and the offshore currents and upwellings are a source of attraction for several species of cetacean including good numbers of common dolphin and frequent sightings of minke whale.

When the island is free of birds in the winter, traces of old stone walls and cairns can be seen across the summit implying human occupation in the past. The name "Grassholm" is Norse and refers to the island's once green appearance. The Welsh name "Gwales" means "sanctuary" and may itself commemorate an ancient hermitage.

The first account of gannets occupying the island comes in the late 1800s with a record of up to 20 gannet nests in 1860 and anecdotal accounts of their presence as early as 1820.

2.3 Outline of Past and Current Management

Current management comprises the following work by the RSPB:

- Protect the nesting gannets by maintaining a no landing policy on the island.
- Monitor productivity of the gannets each year.
- Carry out a full population survey every 5 years.
- Visit the island each autumn to cut free chicks entangled in fishing line.
- Liaise with, and assist, local boat operators who run trips around the island to minimise disturbance to the colony.
- Monitor other breeding seabird numbers on a periodic basis.
- Encourage additional scientific research on gannet ecology

2.4 Management Units

The plan area has been divided into management units to enable practical communication about features, objectives, and management. This will also allow us to differentiate between the different designations where necessary. In this plan the management units have been based on tenure and enclosure pattern. In some cases where, there are numerous owners of small sections of the coastal strip, these have been amalgamated into larger units.

Grassholm has been split for the purposes of this plan into the area above Mean High Water, and the area below it which, in addition to being part of the SPA - is part of Pembrokeshire Marine SAC.

The following table confirms the relationships between the management units and the designations covered:

Unit number	**SSSI**	**SAC**	**SPA**	**Name**
1	✔		✔	Grassholm
2	✔	✔	✔	Grassholm marine

3. THE SPECIAL FEATURES

3.1 Confirmation of Special Features

Designated feature	***Relationships, nomenclature etc***	***Conservation Objective in part 4***
SPA features		
1. Gannet	*Sula bassana*	4.1
SSSI features		
2. Reefs (Littoral Rock)		
3. Grey Seal *Halichoerus grypus*		

3.2 Special Features and Management Units

This section sets out the relationship between the special features and each management unit. This is intended to provide a clear statement about what each unit should be managed for, taking into account the varied needs of the different special features. All special features are allocated to one of seven classes in each management unit. These classes are:

Key Features
KH - a 'Key Habitat' in the management unit, i.e. the habitat that is the main focus of management and monitoring effort, perhaps because of the dependence of a key species (see KS below). There will rarely be more than one Key Habitat in a unit.
KS – a 'Key Species' in the management unit, often driving both the selection and management of a Key Habitat.
Geo – an earth science feature that is the main focus of management and monitoring effort in a unit.

Other Features
Sym - habitats, species and earth science features that are of importance in a unit but are not the main focus of management or monitoring. These features will benefit from management for the key feature(s) identified in the unit. These may be classed as 'Sym' features because:

a) they are present in the unit but are of less conservation importance than the key feature; and/or
b) they are present in the unit but in small areas/numbers, with the bulk of the feature in other units of the site; and/or
c) their requirements are broader than and compatible with the management needs of the key feature(s) , e.g. a mobile species that uses large parts of the site and surrounding areas.

Nm - an infrequently used category where features are at risk of decline within a unit as a result of meeting the management needs of the key feature(s), i.e. under Negative Management. These cases will usually be compensated for by management elsewhere in the plan, and can be used where minor occurrences of a feature would otherwise lead to apparent conflict with another key feature in a unit.

Mn - Management units with no special feature present but which are of importance for management of features elsewhere on a site e.g. livestock over-wintering area included within designation boundaries, buffer zones around water bodies, etc.

x – Features not present in the management unit.

The table below sets out the relationship between the special features and management units identified in this plan:

Grassholm SPA		
	1	**2**
SSSI	✔	✔
SPA	✔	✔
SAC		✔
SPA feature		
1. Gannet	**KS**	**x**

4. CONSERVATION OBJECTIVES

Background to Conservation Objectives:

a. Outline of the legal context and purpose of conservation objectives.

Conservation objectives are required by the 1992 'Habitats' Directive (92/43/EEC). The aim of the Habitats Directives is the maintenance, or where appropriate the restoration of the 'favourable conservation status' of habitats and species features for which SACs and SPAs are designated (see Box 1).

In the broadest terms, 'favourable conservation status' means a feature is in satisfactory condition and all the things needed to keep it that way are in place for the foreseeable future. CCW considers that the concept of favourable conservation status provides a practical and legally robust basis for conservation objectives for Natura 2000 and Ramsar sites.

Box 1
Favourable conservation status as defined in Articles 1(e) and 1(i) of the Habitats Directive

"The conservation status of a natural habitat is the sum of the influences acting on it and its typical species that may affect its long-term natural distribution, structure and functions as well as the long term survival of its typical species. The conservation status of a natural habitat will be taken as favourable when:

- Its natural range and areas it covers within that range are stable or increasing, and
- The specific structure and functions which are necessary for its long-term maintenance exist and are likely to continue to exist for the foreseeable future, and
- The conservation status of its typical species is favourable.

The conservation status of a species is the sum of the influences acting on the species that may affect the long-term distribution and abundance of its populations. The conservation status will be taken as 'favourable' when:

- population dynamics data on the species indicate that it is maintaining itself on a long-term basis as a viable component of its natural habitats, and
- the natural range of the species is neither being reduced nor is likely to be reduced for the foreseeable future, and
- There is, and will probably continue to be, a sufficiently large habitat to maintain its populations on a long-term basis."

Achieving these objectives requires appropriate management and the control of factors that may cause deterioration of habitats or significant disturbance to species.

As well as the overall function of communication, Conservation objectives have a number of specific roles:

- Conservation planning and management.

  The conservation objectives guide management of sites, to maintain or restore the habitats and species in favourable condition.

- Assessing plans and projects.

  Article 6(3) of the 'Habitats' Directive requires appropriate assessment of proposed plans and projects against a site's conservation objectives. Subject to certain exceptions, plans or projects may not proceed unless it is established that they will not adversely affect the integrity of sites. This role for testing plans and projects also applies to the review of existing decisions and consents.

- Monitoring and reporting.

  The conservation objectives provide the basis for assessing the condition of a feature and the status of factors that affect it. CCW uses 'performance indicators' within the conservation objectives, as the basis for monitoring and reporting. Performance indicators are selected to provide useful information about the condition of a feature and the factors that affect it.

The conservation objectives in this document reflect CCW's current information and understanding of the site and its features and their importance in an international context. The conservation objectives are subject to review by CCW in light of new knowledge.

b. Format of the conservation objectives

There is one conservation objective for each feature listed in part 3. Each conservation objective is a composite statement representing a site-specific description of what is considered to be the favourable conservation status of the feature. These statements apply to a whole feature as it occurs within the whole plan area, although section 3.2 sets out their relevance to individual management units.

Each conservation objective consists of the following two elements:

1. Vision for the feature
2. Performance indicators

As a result of the general practice developed and agreed within the UK Conservation Agencies, conservation objectives include performance indicators, the selection of which should be informed by JNCC guidance on Common Standards Monitoring[1].

There is a critical need for clarity over the role of performance indicators within the conservation objectives. **A conservation objective, because it includes the vision for the feature, has meaning and substance independently of the performance indicators, and is more than the sum of the performance indicators**. The performance indicators are simply what make the conservation objectives measurable, and are thus part of, not a substitute for, the conservation objectives. Any feature attribute identified in the performance indicators should be represented in the vision for the feature, but not all elements of the vision for the feature will necessarily have corresponding performance indicators.

As well as describing the aspirations for the condition of the feature, the Vision section of each conservation objective contains a statement that the factors necessary to maintain those desired conditions are under control. Subject to technical, practical and resource constraints, factors which have an important influence on the condition of the feature are identified in the performance indicators.

[1] Available through www.jncc.gov.uk and follow links to Protected Sites and Common Standards Monitoring.

4.1 Conservation Objective for Feature 1: Gannet

Vision for Gannet

The vision for this feature is for it to be in a favourable conservation status, where all of the following conditions are satisfied:

- The population will not fall below 30,000 pairs in three consecutive years,
- It will not drop by more than 25% of the previous year's figures in any one year.
- There will be no decline in this population significantly greater than any decline in the North Atlantic population as a whole.

Performance indicators for Gannet

The performance indicators are part of the conservation objective, not a substitute for it. Assessment of plans and projects must be based on the entire conservation objective, not just the performance indicators.

Performance indicators for feature condition		
Attribute	***Attribute rationale and other comments***	***Specified limits***
A1. Number of pairs	Lower limit is based on current extent	*Upper limit*: Not set *Lower limit*: 30,000
A2. Measurable change		*Upper limit*: Not required *Lower limit*: decline of 25% on previous year
Performance indicators for factors affecting the feature		
Factor	***Factor rationale and other comments***	***Operational Limits***
F1. Pollution	Oil spills and other pollution episodes may cause damage.	*Upper limit*: none set *Lower limit*: none set
F2. Litter	Marine litter, especially plastic, can result in wounding and/or death of individual gannets that become entangled. This may, for example, occur during feeding at sea, when entanglement can cause drowning, or because plastic or nylon line, together with other persistent litter is often used as a nesting material, causing entanglement on the nest of both adults and young	*Upper limit*: none set *Lower limit*: none set

Performance indicators for factors affecting the feature		
Factor	***Factor rationale and other comments***	***Operational Limits***
F3. Human disturbance	Human disturbance from visitors has been significantly reduced since landings on the island by the public were stopped in 1997. Tourist boats now circumnavigate the island, and there is a code of conduct agreed with tourist boat operators to minimise disturbance from the sea. There is still the potential for private boats to cause disturbance, although the remote nature of the island tends to deter all but the most intrepid visitors. Disturbance by RAF aircraft has occurred on occasion in the past, but there has been an agreement with the RAF in place since 1998 regarding air avoidance areas, which are avoided except in emergencies.	*Upper limit*: none set *Lower limit*: none set
F4. Fisheries Management	Changes in the availability of food due to changes in fisheries policy or fishing methods are likely to have a significant impact on the population.	*Upper limit*: none set *Lower limit*: none set

5. ASSESSMENT OF CONSERVATION STATUS AND MANAGEMENT REQUIREMENTS

This part of the document provides:

- A summary of the assessment of the conservation status of each feature.
- A summary of the management issues that need to be addressed to maintain or restore each feature.

5.1 Conservation Status and Management Requirements of Feature 1: Gannet

Conservation Status of Gannet
2004: Favourable Maintained

Monitoring has demonstrated a year-on-year increase to a current estimate of 32,409 pairs.

Management Requirements of Gannet

None.

6. ACTION PLAN: SUMMARY

This section takes the management requirements outlined in Section 5 a stage further, assessing the specific management actions required on each management unit. This information is a summary of that held in CCW's Actions Database for sites, and the database will be used by CCW and partner organisations to plan future work to meet the Wales Environment Strategy targets for sites.

Unit Number	CCW Database Number	Unit Name	Summary of Conservation Management Issues	Action needed?
1	001968	Grassholm	This unit is considered to be under appropriate conservation management	No
2	002450	Grassholm SPA unit	This unit is considered to be under appropriate conservation management	No

7. GLOSSARY

This glossary defines the some of the terms used in this **Core Management Plan**. Some of the definitions are based on definitions contained in other documents, including legislation and other publications of CCW and the UK nature conservation agencies. None of these definitions is legally definitive.

Action A recognisable and individually described act, undertaking or **project** of any kind, specified in section 6 of a **Core Management Plan** or **Management Plan**, as being required for the **conservation management** of a site.

Attribute A quantifiable and monitorable characteristic of a **feature** that, in combination with other such attributes, describes its **condition**.

Common Standards Monitoring A set of principles developed jointly by the UK conservation agencies to help ensure a consistent approach to **monitoring** and reporting on the **features** of sites designated for nature conservation, supported by guidance on identification of **attributes** and monitoring methodologies.

Condition A description of the state of a feature in terms of qualities or **attributes** that are relevant in a nature conservation context. For example the condition of a habitat usually includes its extent and species composition and might also include aspects of its ecological functioning, spatial distribution and so on. The condition of a species population usually includes its total size and might also include its age structure, productivity, relationship to other populations and spatial distribution. Aspects of the habitat(s) on which a species population depends may also be considered as attributes of its condition.

Condition assessment The process of characterising the **condition** of a **feature** with particular reference to whether the aspirations for its condition, as expressed in its **conservation objective**, are being met.

Condition categories The **condition** of **feature** can be categorised, following **condition assessment** as one of the following[2]:

Favourable: maintained;
Favourable: recovered;
Favourable: un-classified
Unfavourable: recovering;
Unfavourable: no change;
Unfavourable: declining;
Unfavourable: un-classified
Partially destroyed;
Destroyed.

Conservation management Acts or undertaking of all kinds, including but not necessarily limited to **actions,** taken with the aim of achieving the **conservation objectives** of a site. Conservation management includes the taking of statutory and non-statutory measures, it can include the acts of any party and it may take place outside site boundaries as well as within sites. Conservation management may also be embedded within other frameworks for land/sea management carried out for purposes other than achieving the conservation objectives.

Conservation objective The expression of the desired **conservation status** of a **feature,** expressed as a **vision for the feature** and a series of **performance indicators**. The conservation objective for a

[2] See JNCC guidance on Common Standards Monitoring http://www.jncc.gov.uk/page-2272

feature is thus a composite statement, and each feature has one conservation objective.

Conservation status A description of the state of a **feature** that comprises both its **condition** and the state of the **factors** affecting or likely to affect it. Conservation status is thus a characterisation of both the current state of a feature and its future prospects.

Conservation status assessment The process of characterising the **conservation status** of a **feature** with particular reference to whether the aspirations for it, as expressed in its **conservation objective**, are being met. The results of conservation status assessment can be summarised either as 'favourable' (i.e. conservation objectives are met) or unfavourable (i.e. conservation objectives are not met). However the value of conservation status assessment in terms of supporting decisions about **conservation management**, lies mainly in the details of the assessment of feature **condition**, **factors** and trend information derived from comparisons between current and previous conservation status assessments and condition assessments.

Core Management Plan A CCW document containing the conservation objectives for a site and a summary of other information contained in a full site **Management Plan**.

Factor Anything that has influenced, is influencing or may influence the **condition** of a **feature**. Factors can be natural processes, human activities or effects arising from natural process or human activities, They can be positive or negative in terms of their influence on features, and they can arise within a site or from outside the site. Physical, socio-economic or legal constraints on **conservation management** can also be considered as factors.

Favourable condition See **condition** and **condition assessment**

Favourable conservation status See **conservation status** and **conservation status assessment.**[3]

Feature The species population, habitat type or other entity for which a site is designated. The ecological or geological interest which justifies the designation of a site and which is the focus of conservation management.

Integrity See **site integrity**

Key Feature The habitat or species population within a **management unit** that is the primary focus of **conservation management** and **monitoring** in that unit.

[3] A full definition of favourable conservation status is given in Section 4.

Management Plan The full expression of a designated site's legal status, **vision**, **features**, **conservation objectives**, **performance indicators** and management requirements. A complete management plan may not reside in a single document, but may be contained in a number of documents (including in particular **the Core Management Plan**) and sets of electronically stored information.

Management Unit An area within a site, defined according to one or more of a range of criteria, such as topography, location of **features**, tenure, patterns of land/sea use. The key characteristic of management units is to reflect the spatial scale at which **conservation management** and **monitoring** can be most effectively organised. They are used as the primary basis for differentiating priorities for conservation management and monitoring in different parts of a site, and for facilitating communication with those responsible for management of different parts of a site.

Monitoring An intermittent (regular or irregular) series of observations in time, carried out to show the extent of compliance with a formulated standard or degree of deviation from an expected norm. In **Common Standards Monitoring**, the formulated standard is the quantified expression of favourable **condition** based on **attributes**.

Operational limits The levels or values within which a **factor** is considered to be acceptable in terms of its influence on a **feature**. A factor may have both upper and lower operational limits, or only an upper limit or lower limit. For some factors an upper limit may be zero.

Performance indicators The **attributes** and their associated **specified limits**, together with **factors** and their associated **operational limits,** which provide the standard against which information from **monitoring** and other sources is used to determine the degree to which the **conservation objectives** for a **feature** are being met. Performance indicators are part of, not the same as, conservation objectives. See also **vision for the feature**.

Plan or project **Project:** Any form of construction work, installation, development or other intervention in the environment, the carrying out or continuance of which is subject to a decision by any public body or statutory undertaker.
Plan: a document prepared or adopted by a public body or statutory undertaker, intended to influence decisions on the carrying out of **projects.**
Decisions on plans and projects which affect Natura 2000 and Ramsar sites are subject to specific legal and policy procedures.

Site integrity The coherence of a site's ecological structure and function, across its whole area, that enables it to sustain the habitat, complex of habitats and/or the levels of populations of the species for which it is designated.

Site Management Statement (SMS) The document containing CCW's views about the management of a site issued as part of the legal notification of an SSSI under section 28(4) of the Wildlife and Countryside Act 1981, as substituted.

Special Feature See **feature**.

Specified limit The levels or values for an **attribute** which define the degree to which the attribute can fluctuate without creating cause for concern about the **condition** of the **feature**. The range within the limits corresponds to favourable, the range outside the limits corresponds to unfavourable. Attributes may have lower specified limits, upper specified limits, or both.

Unit See **management unit.**

Vision for the feature The expression, within a **conservation objective**, of the aspirations for the **feature** concerned. See also **performance indicators.**

Vision Statement The statement conveying an impression of the whole site in the state that is intended to be the product of its **conservation management.** A 'pen portrait' outlining the **conditions** that should prevail when all the **conservation objectives** are met. A description of the site as it would be when all the **features** are in **favourable condition**.

8. REFERENCES

Minimum Format Management Plans for Tyddewi / St David's cSAC (LIFE – Nature Reports, CCW 1999)
St David's SAC Monitoring Report (Wilkinson, 2006)