Report
drawn up on behalf of the Committee on the Environment,
Public Health and Consumer Protection

on the protection of the monk seal

Rapporteur: Mr H. MUNTINGH
At its sittings of 4 July 1983 and 12 September 1983 respectively, and pursuant to Rule 47 of the Rules of Procedure, the European Parliament referred the motion for a resolution by Mrs Schleicher and others on the protection of the monk seal (Doc. 1-452/83) and the motion for a resolution by Mr Kyrkos on the drawing up of a programme for saving Mediterranean seals (Doc. 1-582/83) to the Committee on the Environment, Public Health and Consumer Protection as the committee responsible and to the Committee on Budgets for an opinion.

At its meeting of 22 September 1983, the committee decided to draw up a report and appointed Mr Muntingh rapporteur.

It considered the draft report at its meeting of 2 February 1984 and adopted the motion for a resolution unanimously.

The following took part in the vote: Mr Collins, chairman; Mr Ryan, Miss Hooper and Mrs Weber, vice-chairmen; Mr Muntingh, rapporteur; Mr Alber, Mr Bombard, Mr Ghergo, Mrs Lentz-Cornette, Mr Mertens (deputizing for Mr Del Duca), Mrs Pantazi, Mrs Schleicher, Mrs Seibel-Emmerling, Mr Sherlock, Mrs Spaak and Mrs Squarcialupi.

The committee decided to apply the procedure laid down in Rule 34 to this report.

The report was tabled on 8 February 1984.

The opinion of the Committee on Budgets will be published separately.
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The Committee on the Environment, Public Health and Consumer Protection hereby submits to the European Parliament the following motion for a resolution together with explanatory statement:

**MOTION FOR A RESOLUTION**

on the protection of the monk seal (Monachus monachus)

The European Parliament,

- having regard to the motion for a resolution by Mrs SCHLEICHER and others (Doc. 1-452/83),

- having regard to the motion for a resolution by Mr KYRKOS (Doc. 1-582/83),

- having regard to the report by the Committee on the Environment, Public Health and Consumer Protection and the opinion of the Committee on Budgets (Doc. 1-1401/83),

A. deeply concerned at the appalling decline in the monk seal population in the Mediterranean Sea and the Atlantic Ocean,

B. believing that the extinction of the monk seal (Monachus monachus) must be prevented,

1. Urges the Commission to examine what steps it can take to ensure the continued existence of the monk seal and in particular to consider:

a. drawing up an inventory of all areas in which the monk seal is still found and of areas that would provide a suitable habitat for the monk seal, in both European and African coastal waters, and determining the monk seal population in these areas,

b. promoting measures to give the monk seal effective protection in those areas where this is justified,

c. establishing and maintaining two breeding stations, one in the Eastern and one in the Western Mediterranean, accompanied, where necessary, by facilities for the care of seal pups,

d. concluding contracts with fishermen to protect the monk seal, for which the agreement between the Hellenic Society for the Protection of Nature and fishermen could possibly serve as a model.

e. conducting scientific research, inter alia into the biology and ecology
of the monk seal,

f. launching the encouraging information programmes to secure the cooperation
of the public and of regional and local authorities;

2. Expresses its appreciation of the work already carried out by the Commission
in this area;

3. Urges the Commission to lay down these measures in a long-term action
programme and to commit itself to the financing of this programme over
a comparatively long term;

4. Calls on the Commission to hold a conference on the monk seal in the near
future, at which government representatives, experts and private nature
conservation organizations could decide on a 10-year plan for the
protection of the monk seal and ways of financing it;

5. Calls on the Commission to work in close collaboration with private nature
conservation organizations, especially in the area itself, such as the
Hellenic Society mentioned above, since these organizations are indispens­
able for securing the cooperation of fishermen;

6. Appeals urgently to the governments of all States in whose territory the
monk seal is still found, to cooperate closely with the Commission in giving
high priority to the protection of the monk seal and making sufficient funds
available for this purpose;

7. Calls urgently on the French Government to contact the Algerian Government
as soon as possible to ensure quick and effective protection of the last
monk seal colonies in Algeria;

8. Appeals in particular to the Greek Government to take positive action,
given that the last sizeable monk seal colonies are to be found in Greece,
and to set an example,

9. Instructs its President to forward this resolution and the accompanying
report to the governments concerned.
1. INTRODUCTION

It is often the case that large numbers of people can be mobilized to protect seals under threat. Action on behalf of hooded seals and harp seals, which are hunted in great numbers off Canada, is an example of this. What is regrettable, however, is that so much attention is given to the fate of seals elsewhere in the world, where populations can be numbered in hundreds of thousands up to several millions, when the most threatened species of seal in the world, the Mediterranean monk seal (Monachus monachus), can now only be numbered in hundreds. The survival of this species is at stake.

2. THE MONK SEAL

2.1. The monk seal is a species of seal of which three types are known.
   a) The Caribbean monk seal (Monachus tropicalis), which has almost certainly died out.
   b) The Hawaiian monk seal (Monachus schaninslandi), which is rare and whose numbers are declining.
   c) The monk seal as found in the Mediterranean (Monachus monachus), which is extremely rare and on the point of dying out.

2.2. The monk seal is a large animal. It can reach a length of up to three metres and a weight of over 400 kg. Its back is brownish grey to brownish black and underneath it is white or yellowy grey with more or less merging flecks.

2.3. The monk seal is mentioned in the works of Plutarch, Pliny, Homer and Aristotle and therefore forms an integral part of Greek history. It has also given its name to numerous Greek, Turkish and Yugoslavian towns and districts and appears in Mediterranean myths and superstitions.

2.4. This all shows that monk seals were once widely distributed throughout the Mediterranean region. They were to be found in the Black Sea and in extensive areas of the Mediterranean Sea and in the adjacent part of the Atlantic Ocean including the coasts of the Canary Islands and Madeira. There were large
colonies of monk seals on the beaches there. They are now no longer found on
beaches, and seem to have taken refuge in caves, on largely uninhabited groups
of islands and mainland cliff coastlines. The present population area is
therefore limited; only small isolated colonies remain. The focal points are
on and around the islands between Greece and Turkey in the Aegean Sea. The
western seaboard of North Africa is also an important area for the monk seal,
as is perhaps Mauritania.

2.5. Reliable figures on monk seal populations are no more easy to obtain now
than in the past. Estimates put numbers at a total of 5,000 to 10,000 in
earlier times. In a recent report by the Sea Mammal Research Unit in Cambridge
(drawn up at the request of the Directorate-General for the Environment,
Consumer Protection and Nuclear Safety) the following population estimates
were given (with the year of publication).

Within the European Community

<table>
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<tr>
<td>France</td>
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</tr>
<tr>
<td>Italy (Sardinia)</td>
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Outside the European Community

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<tr>
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<tr>
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<tr>
<td>Black Sea</td>
<td>50 (1978)</td>
<td>10 (1983)</td>
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<tr>
<td>Turkey (Mediterranean)</td>
<td>150 (1978)</td>
<td>150 (1983)</td>
</tr>
<tr>
<td>Balearic Is. (Spain)</td>
<td>5? (1978)</td>
<td>0 (1983)</td>
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TOTAL 700-800 370-420

2.6. On the basis of a conversation with Mr Didier Marchessaux in October 1983,
we have been able to add a second column of figures to those provided by the Sea Mammal Research Unit report. These figures can be used only to demonstrate a trend - that of a steady decline in numbers. It is important to note in this connection the three places from which, according to Marchessaux, the monk seal has now disappeared: Cyprus, the Lebanon and the Baleric Islands.

2.7. On the basis of past figures of 5,000 to 10,000 monk seals, it can thus be calculated that the population has since declined by 90%. The decline can be illustrated by the considerable fall in numbers in Corsica as established from the observations of a number of researchers:

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According to the Sea Mammal Research Unit report they are no longer sighted there. Research in the Gulf of Corinth shows that there is an annual fall in the population there of 22.5%.

2.8. The University's of Athens and Cambridge recently carried out research (June and July 1983), under the EEC Research Programme initiated by the European Parliament, into the habitat and population of the monk seal in Greece. The results, although still quite incomplete and therefore not representative, were dismaying. Not a single monk seal was sighted. Only on a few occasions, from traces of scent or slide marks or observations from third parties, was there indirect evidence that the animal can still be found in Greek waters. It is therefore not impossible, seeing that the Turkish figures may overlap with the Greek figures, that the total world population of Monachus monachus does not exceed 500.

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Source.
3. CAUSES AND DECLINE

3.1. The monk seal population has shrunk considerably. From available information it seems clear that existing colonies are small and widely scattered. In a number of cases there may be only one or two animals. For the small number that remain, with their very scattered distribution which is one of the great threats to the species, the process may be said to be self reinforcing. The isolated groups can no longer offer any guarantee for the survival of the species. There is a great risk of inbreeding (genetic drift).

3.2. This makes such a group more vulnerable to changing environmental circumstances such as disturbance or pollution. In such a small group, a higher infant mortality rate, falling reproduction, weak young animals and less maternal care can occur. The very scattered distribution can even result in monk seals not being able to find or reach a suitable partner.

3.3. The decline in the monk seal population may be largely ascribed to two main factors; a rising death rate and a fall in propagation and reproduction. Here man plays a decisive role.

3.4. In the past commercial hunting was carried out among the Atlantic monk seal population in particular. There was also hunting in the Mediterranean region but on a less organized basis. Monk seals have been and still are hunted in this century, but numbers are too small to make hunting commercially attractive. Many seals have doubtless been killed by fishermen, who regard them as competitors for their livelihood. This is what happened on a large scale in Greece, and it is also largely responsible for the decline in Corsica for example. In addition many monk seals are killed when they are caught in fishing nets and choke.

3.5. The monk seal is very sensitive to disturbance by man. The monk seals' habitat is under great and increasing human pressure as a result of recreation, industry and other developments in the coastal areas, and this disturbance is likely to increase. It is probable that human disturbance has driven the monk seal from areas that were suitable for propagation, to areas that are less suitable or not suitable at all. It is very likely that beaches (their former habitat) were considerably more suitable in this respect than the caves where the monk seal has now taken refuge. Disturbance of the seals can moreover also lead to young seals being separated from their mothers and not being able to survive.
3.6. With regard to declining reproduction it may also be asked how far this is connected with marine pollution, as appears to have been the case among the seals in the Waddenzee (Phoca vitulina).

3.7. In the Mediterranean region the role played by pollution seems to be negligible compared with the overwhelming effect of various forms of disturbance and the killing of the seals. There is (as yet) no definite evidence of any connection between pollution and declining reproduction. Only for oil pollution is there some data. Young seals' capacity for survival can be impaired when their coats are polluted by oil. In the present situation it should however be noted, that growing marine pollution could increasingly pose an extra threat to the monk seal.

4. PROTECTIVE MEASURES

4.1. Concern began to be felt about the monk seal in the Mediterranean region in the early 50s. Since that time there have been various measures to protect the species, including various international measures.

4.2. The situation within the Community

4.2.1. In France the monk seal has been fully protected by law since 1980. There are no special reserves for the monk seal, but in a number of nature reserves there are areas set aside for monk seals to settle in. It is extremely ironic to see how behindhand France is, since it was decided to declare the monk seal a protected species at a time when it had already died out in France. It is your rapporteur's view that it is consequently France's moral duty to do everything possible to reintroduce the monk seal into France and reestablish a healthy population.

This could be achieved, in particular, if France concluded an agreement with Algeria to permit the effective protection and expansion of the monk seal colony there. Only then would it be possible for animals to emigrate from this colony to France. France would then also probably be able to draw on the Algerian colony to establish its own breeding group.
4.2.2. In Italy the monk seal had been legally protected since 1939, and this was again established in law in 1977. The only place where the odd monk seal may still survive is the Gulf of Orosei (Sardinia) and the island of Monte Cristo. Areas have been set aside for the monk seal in a number of reserves and there are proposals for a network of marine reserves that would include all places where monk seals are found or have been found. The Italian example makes it quite clear that legislation alone is inadequate without sufficient provision for enforcement and protection. The monk seal has also practically died out in Italy, law or no law. The only natural way for monk seals to return to the present reserves is by migrating back from the Greek islands or from Libya or Tunisia. For Italy the greatest likelihood is Greece. Italy therefore would do well to give Greece financial and organizational support.

4.2.3. In Greece, which has by far the greatest percentage of the European Community's monk seal population, the monk seal has been a fully protected species since 1981. There are plans for nature reserves, particularly in the Northern Sporades. Biologists have worked out a number of proposals for monk seal nature reserves in Greece. Information campaigns have been sponsored by nature conservation organizations (World Wildlife Fund etc.). With funds raised by the British Fauna and Flora Preservation Society, the Hellenic Society for the Protection of Nature reached an agreement with fishermen on the island of Alonissos for the protection of the monk seal, in exchange for which the fishermen received a deep-freeze unit.

4.2.4. Compared with France and Italy the situation in Greece is thus considerably better. This is however not so much the result of effective Greek government regulations as a consequence of its geographical situation, which has up to now given the monk seal a chance of survival. Until recently the Greek Government also showed no interest in it whatever. Consequently it is fortunate that there has been a change of opinion under the new government. On the initiative and with the financial support of the EEC (10,000 ECU), Greece began a modest publicity campaign last year. Furthermore, very recently the Greek Government signed a research contract which, with financial support (100,000 ECU) and in cooperation with the EEC, will enable a plan to be developed to set up a nature reserve in the Northern Sporades.
4.2.5. Finally the EEC is at present negotiating with Greece, among other countries, on a programme of action to protect the monk seal throughout the Mediterranean region. Unfortunately the negotiations are proving difficult. A complicating factor in protecting the monk seal in the Aegean Sea is the tense political situation between Greece and Turkey. The vital toplevel bilateral cooperation between the two countries cannot therefore get under way.

In conclusion it may be stated that the situation in Greece is crucial for the survival of the monk seal and that everything will depend on active, positive intervention by the Greek Government. Judging by the steps recently undertaken, the new Greek Government has understood its historic task. It is to be hoped that it will be able to accomplish this task satisfactorily. It is incumbent upon the EEC and the other Member States, France and Italy in particular, to support Greece in this attempt.

4.3. Outside the Community, in those countries where the monk seal population is of importance for the population in the Community, the situation is as follows:

4.3.1. In Spain the monk seal, although in fact protected, has completely died out. There are perhaps still some survivors on the Spanish Chafarinas islands off the Moroccan coast, but even there fishermen still seem to be threatening the last survivors with extermination.

4.3.2. Algeria has the largest monk seal population in the Western Mediterranean. According to Mr Marchessaux there are still four colonies, each with 10-15 seals. These seals are also threatened with extinction as a result of being hunted by fishermen. Absolute priority should be given to the protection of these colonies with a view to possible emigration to Corsica and Sardinia.

4.3.3. In Tunisia there is still one colony of 6-8 animals, which likewise requires direct, effective protection.

4.3.4. Libya has plans to extend a national park to the sea, so that the monk seal, which is protected there, can be introduced.
4.3.5. In Turkey the monk seal is protected by regulations dating from 1977 and 1978. Signs of monk seal habitation are to be found in a number of national parks.

4.4. The monk seals thus benefit from extensive protection, indeed, within the Community, full protection. This does not guarantee that the animals will not be shot, because it is difficult or almost impossible to enforce this protection, especially in remote areas where the monk seal is usually found: nor has this protection so far halted the decline in the number of monk seals. The Sea Mammal Research Unit in Cambridge states in its report that the monk seal is now so rare that not a single one should be allowed to be killed, deliberately or by accident. It advocates a large number of protective measures and claims that if these measures are taken immediately there is still some chance that the monk seal can be saved. If nothing is done then it will certainly die out around the end of the century.

5. EXTRA PROTECTIVE MEASURES REQUIRED

5.1. The nature of the threat to the monk seal, i.e. disturbance by man, makes it possible to state very specifically what measures are required to save it. Recognized threats should be immediately counteracted; possible new threats should be avoided. With reference to the prevention of new or developing threats, vigorous efforts to combat pollution in the Mediterranean are particularly important.

5.2. Reserves
   The setting-up of a network of reserves is essential to the measures to be undertaken. These reserves should be sufficiently large, there should be a sufficient number of them, and they should provide the optimum habitat for the monk seal. This means that beaches must also be incorporated in the reserves. Reserves will have to be kept completely free from disturbance by man whatever the season, particularly with a view to successful propagation of the species. In addition to the monk seals' present habitats this network of reserves must also incorporate a large number of suitable but hitherto unused areas. In this way it will be possible for the monk seal to repopulate these areas. The proposed network of reserves will of course be of importance for other coastal and marine fauna.
If reserves are set aside in the proximity of intensively exploited fishing grounds the monk seal may nevertheless still be threatened. In such cases buffer zones should be introduced where fishing will be subject to certain restrictions. It is however important not to forget that the fishermen also need a guaranteed livelihood. Supplementary measures in favour of the fishermen should certainly be included in all measures to protect monk seals. The events surrounding the delivery of the deep-freeze unit to Alonissos is a good example of this. As part of its plan of action for the protection of the monk seal, the Commission has already made a start on a survey of potential reserves. The Commission is to be congratulated on this.

5.3. Research

Continuous research into the monk seals' living conditions is also of great importance. It should however be borne in mind that the species has now become so rare that disturbance caused by research might also lead to its further decline. As regards continuous research it should also be remembered that, with drastically reduced groups, research into reproduction and mortality will certainly take several years. If precise data are successfully obtained and these are then correlated with environmental factors, measures based on them will still only take effect in the very long term. Therefore it is necessary to introduce practical protective measures in the short term.

5.4. Information

In areas where the monk seal is still found it will be necessary to persuade the inhabitants to protect it. Only if the local population, which of course includes fishermen, makes itself responsible for protection will there be any change of results.
6. BREEDING AND CARE CENTRES

6.1. The number of monk seals is now so small and the numerical strength of the various populations so low that reproduction of the monk seal is in great danger. It is possible that there are now already too few remaining monk seals to guarantee survival of the species and because of this special measures will have to be taken, the most important of which are the setting up of breeding stations and care centres in a number of places in the Mediterranean region.

6.2. In a breeding station there should be 15-20 seals with a minimum of 3-4 adult males. These animals could be obtained by:

- taking in and caring for sick seals or seals accidentally caught in nets,
- capturing animals from the wild.

6.3. Capturing animals from the wild is a possibility on which further discussions seems necessary. If animals are taken from a larger group there is a risk that the group will lose its viability. If a complete small group is captured, there is a risk that, as the result of inbreeding, there will be no suitable partners for the reproduction process. There will have to be further research into the best ways of taking animals from the wild. A breeding unit is a prison. But it should also be asked whether imprisonment of this kind, which in the longer term opens up the prospect of the survival of the species, does not outweigh objections against keeping a number of these animals in captivity.

6.4. In a breeding station of this kind, if it functions according to expectations, 10-15 young seals can be reared every year and put back in the open sea. Experience in the Netherlands (Texel Museum, seal nursery at Pieterburen and the Research Institute for Nature Management), with seals in captivity, successful births and the recovery and restoration to full health of weakened animals indicates that such a project can certainly succeed. From observation it seems that seals which have spent some time in captivity have the same chances of survival as their counterparts in the wild. There are no losses owing to readjustment difficulties.

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PE 88.478/fin.
6.5. It is clear that such a project, which depends on releasing selected seals, will be more effective if combined with other protective measures, particularly the setting up of a network of reserves. If, however, this protection cannot be guaranteed in the short term, it would nevertheless make sense to begin as indicated by strengthening the now depleted existing colonies. Encouragement could thereby be given to ensuring that essential processes such as birth and rearing function better in the seals' own habitats. Furthermore, the transition could subsequently be made to other links in the chain of finding (potential) habitats for the monk seals.

6.6. It has already been stated that information on the monk seal is essential to efforts to save the species. In this context a breeding station with a care centre can perform a very useful function and help ensure that the protection of the monk seal will receive the support of the local population. Here again experience in the Netherlands shows that this is possible and works.

6.7. The Commission has in the meantime undertaken a number of activities in this direction, for which great appreciation is due. Initiatives have been taken to investigate the possibilities of setting up these kinds of breeding stations. Three suggestions have been made as to possible locations:

- a completely new centre could be set up in an optimum situation as regards its location in relation to suitable areas for the monk seal, e.g. on the French island of Port Cros;

- combination with an existing Mediterranean centre, e.g. the Rhodes Aquarium;

- combination with an existing centre outside the Mediterranean, e.g. on Texel in the Netherlands, where the knowledge and experience of keeping and rearing seals in captivity is available.

6.8. Since protection of the monk seal has to be supported by the local population, a centre of this kind ought to be located in the Mediterranean. There are two possibilities and initiatives have already been taken.
6.9. The first possibility is a centre in Greece. In addition there are initiatives to set up a similar centre in France on the island of Port Cros near Porquerolles. There are various reasons why attempts should be made to set up a monk seal centre in both places:

- the size of the (potential) distribution area of the monk seal and the need to take, and win support for, wide-spread initiatives for its protection (in which such a centre can also play a role);

- the possibility that one of the initiatives will be subject to delay; creating two centres increases the likelihood that at least one will be in operation on time;

- the presence in both locations of people who are able to support and carry out this kind of initiative.

6.10. The cost of such a centre has been estimated at about 300,000 ECU for setting up the station (excluding tax) and 75,000 ECU a year for running it. EEC funds are available (under the 1983 budget) for protecting the monk seal. These funds however can only be released as part of the cost of a project (50%). The remaining cost (50%) will have to be borne by others, e.g. the national governments. It is therefore necessary for the governments of France, Italy and Greece to make a substantial contribution and to undertake to guarantee the centres' annual running costs in the future.

7. FINANCE

7.1. From the above it can be seen that if the monk seal is to survive a number of projects have to be undertaken without delay. These projects involve:

1) scientific research

2) legislation,

3) setting up reserves,

4) information,

5) breeding and capture,
MOTION FOR A RESOLUTION (DOCUMENT 1-452/83)
tabled by Mrs SCHLEICHER, Mr JOHNSON, Mr MUNTINGH, Mrs PANTAZI, Mr EISMA, Mrs SQUARCIALUPI and Mr LYNGE
pursuant to Rule 47 of the Rules of Procedure
on the protection of the monk seal

The European Parliament,

A.deeplv concerned at the appalling decline in the monk seal population in the Mediterranean Sea and the Atlantic Ocean,
B.believing that the extinction of the monk seal (Monachus Monachus) must be prevented,

1.Urges the Commission to examine what steps it can take to ensure the continued existence of the monk seal and in particular to consider:

a.-drawing up an inventory of all areas in which the monk seal is still found, in both European and African coastal waters, and determining the monk seal population in these areas,

b.-promoting measures to give the monk seal effective protection in those areas where this is justified,

c.-establishing and maintaining two breeding stations, one in the eastern and one in the western Mediterranean, accompanied, where necessary, by facilities for the care of seal pups,

d.-concluding contracts with fishermen to protect the monk seal, as had already been successfully done by the Hellenic Society for the Protection of Nature,

e.-conducting scientific research, inter alia into the biology and ecology of the monk seal,

f.-launching and encouraging information programmes to secure public cooperation,

2.Urges the Commission to lay down these measures in a long-term action programme and to consolidate the financing of this programme over a comparatively long term;
3. Calls on the Commission to work in close collaboration with private nature conservation organizations, since these organizations are indispensable for securing the cooperation of fishermen;

4. Appeals urgently to the governments of all states in whose territory the monk seal is still found to cooperate closely with the Commission and give high priority to the protection of the monk seal;

5. Appeals in particular to the Greek Government to take positive action, given that the last sizeable monk-seal colonies are to be found in Greece,

6. Instructs its President to forward this resolution and the accompanying report to the governments concerned.
MOTION FOR A RESOLUTION (DOCUMENT 1-582/83)
tabled by Mr KYRKOS
pursuant to Rule 47 of the Rules of Procedure
on the drawing up of a programme for saving Mediterranean seals

The European Parliament,

A. whereas it is likewise the view of the Commission that it falls within the competence of the Community to ensure the preservation and the restoration of the quality of the biotopes necessary for the survival of species threatened by extinction,

B. aware that the Mediterranean seal, which survives almost exclusively in Greece particularly in areas such as the island of Alonisos and other islands of the Northern Sporades and the Eastern shores of Mt. Pilion (the Greek seal) is under threat of extinction,

1. Calls on the Commission:

(a) To carry out a systematic study of the places and conditions of survival of the Mediterranean seal and in particular of the Greek seal;

(b) To take into account the need to compensate fishermen for the damage this seal probably causes to fisheries so that they no longer kill these seals or so that they fish in other waters;

(c) To draw up an integrated programme for the preservation of this species of seal, conserving and developing the sea areas in question;

2. Instructs its President to transfer this resolution to the Commission, the Council and the governments of Member States.