Environmental Science

Reinhard A. Klenke · Irene Ring Andreas Kranz · Niels Jepsen Felix Rauschmayer · Klaus Henle *Editors*

Human-Wildlife Conflicts in Europe

Fisheries and Fish-eating Vertebrates as a Model Case



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Human-Wildlife Conflicts in Europe

Fisheries and Fish-eating Vertebrates as a Model Case



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Foreword

The background of this book and the FRAP project concept is presented in great detail elsewhere in this book, so I will concentrate on the contents of the book and the policy that lay behind it.

The book analyses three animal species groups—cormorants, otters and seals—that by their ecological interaction with human activities cause challenges of human/wildlife conflict reconciliation. The book further focuses on conflicts between the three fisheating species groups and fisheries and aquaculture activities. The species studied are slowly increasing in number and distribution in parts of Europe, as a consequence of changes in human attitude and successful conservation measures, which also augment the need for reconciliation activities. In the words of the introductory policy brief of the book "we need ecologically effective, economically efficient, and socially acceptable means" to manage these conflicts and reconcile them. This book fulfils these challenges using a case-by-case approach, because reconciliation measures differ greatly among conflicts and countries, and it is shown that there is simply no basic solution to all problems encountered even at the species level.

The book gives an excellent overview of the conflicts at a European level, and proposes a framework for the development of conflict reconciliation action plans and analyses of the conflicts at a local, national or European level. Diet and damage assessment is a central theme, because knowledge of the amount of fish consumed is an important argument in the reconciliation process. Superimposed on that information is the analysis of regional economics, policy and stakeholder positions and of course the ecological mitigation measures. Another "module" screens viability and management of the target species and how this knowledge can be used in monitoring and modelling.

At the end of the book there are numerous conclusions, recommendations and consequences for the reconciliation process.

Finally, there is a section on the evaluation of policy instruments and conclusions and recommendations regarding the different conflict management strategies and how participatory decision strategies should be designed.

Suffice it to say, that this book is indispensible for anyone interested in human/ wildlife interaction problems and how these problems may and should be tackled to bring about reconciliation between various stakeholders and the target species. It will help wildlife managers and other decision makers, scientists and laymen alike to design an appropriate approach to this participatory process, and thereby mitigate the problems that will arise as a consequence of expanding animal species that compete with humans for the fishes caught or farmed in European waters.

It has been a privilege to write a foreword and recommend this book, not only because of the concrete virtues of the book but also because I was given the task to give advice on the FRAP process at an early stage. I can only congratulate the FRAP team on this formidable accomplishment, where numerous obstacles would have to be tackled and equally numerous other problems be solved.

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Policy Brief

Meeting the Challenges of Human-Wildlife Conflict Reconciliation

Klaus Henle, Andreas Kranz, Reinhard A. Klenke and Irene Ring

Conflicts arising from the competition of humans and wildlife for biological resources are as old as humankind. Changes in civil society's attitudes towards wildlife and the success of conservation management have resulted in wildlife prospering again and returning to areas from where they had disappeared and even spreading to new habitats. This is reigniting old conflicts between humans and wildlife.

To reconcile such conflicts, we need ecologically effective, economically efficient, and socially acceptable means to manage human-wildlife conflicts. It is an arduous task that requires time, commitment, and knowledge. It is most successful if management and policy have adequate tools in place well before a conflict becomes virulent.

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Human-wildlife conflicts often differ strongly, depending on the species concerned and the regionally specific social contexts for a single species. They can range from no conflict to escalation at local, regional, or international level. Attempts to reconcile conflicts are usually developed on a case-by-case approach. As a consequence, reconciliation activities differ greatly among conflicts and among countries, both in approaches followed and in their successes and failures.

Against this background, researchers from the natural and social sciences from nine European countries have joined in a project to develop a generic framework for the reconciliation of human-wildlife conflicts using fisheries and fish-eating vertebrates (grey seal, Eurasian otter, and great cormorant) as model cases.

This policy brief summarizes important messages learned in the development of the generic framework. Above all, successful conflict management requires interdisciplinary and participatory approaches, among these an identification of the ecological, socio-economic, and cultural factors that play a key role in the conflict. We recommend using a conflict manager, who coordinates these activities. Such a person must be accepted by all stakeholders.

In the past, assessments of conflicts focused on the consumption of contested resources and almost always neglected landscape factors. However, the presence of conflicting wildlife and the potential for conflicts is not evenly distributed across the landscape or the sea. For example, the impact of cormorants on fish depends on the distance to major breeding colonies. While diet studies are comparably straightforward in well-delimited environments, such as inland fish ponds, they pose major challenges in open systems, such as coastal areas or the open sea.

Conflict perceptions by stakeholders can differ immensely from country to country, even in the presence of comparable policy instruments (e.g., damage compensation schemes). Similarly, the perceptions of the same conflict can vary widely among stakeholders depending on their specific interests in the conflict. A systematic description of the facts, values, and interests of the different stakeholder groups is essential for successful conflict reconciliation. It is important to realize that EU state aid rules inhibited in some countries the application of policy instruments that are effectively used for conflict resolution in other countries. Structural funds provided by the EU could be better used to reduce the conflicts and are under-utilized in most countries.

Classic ecological mitigation strategies in wildlife management, such as lethal and fertility control, wildlife translocation, or repellents, usually work only under restricted conditions. Typical conflict species tend to be highly adaptable, skilful, and clever and thereby counteract the efficacy of the chosen mitigation strategy. Moreover, any manipulation of the wildlife species to reduce its impact on the competed resource can have adverse effects on the species. Thus, monitoring must be implemented as an integral part of human-wildlife conflict management. Modeling the effects of management alternatives on the viability of the wildlife species can greatly help to evaluate alternative management options.

Single instruments are rarely adequate to solve conflicts. Rather, a combination of different instruments is usually asked for and their selection must be based on the key factors identified in the assessment of the ecological and socio-economic basis of the conflict. Suitable instruments must be ecologically effective, economically efficient, and socially acceptable. They help to distribute, more equally, the benefits and costs among various stakeholder groups. In addition, one must take into account that civil-society action is an essential ingredient of socially acceptable conflict management. Participatory approaches are particularly asked for when there is a need to shift from species conservation to species management, when new actors emerge in the conflict, or when the conflict escalates due to environmental change or changing human and/or animal behavior.

In summary, if human-wildlife conflict reconciliation strategies are to work, they must avoid simplified views and use truly interdisciplinary approaches instead, involving all relevant stakeholders, engaging some coordinator (conflict manager), and being based on sound scientific principles. Reconciliation takes time to achieve, is a permanent process, and needs research that combines different governmental levels and ecological scales from local to international. Reconciliation approaches are most successful if they are already in place before a conflict becomes salient.

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Introduction

Klaus Henle, Irene Ring, Reinhard A. Klenke, Andreas Kranz, Niels Jepsen and Felix Rauschmayer

Wildlife captures the imagination of humans. The image of wildlife and humanwildlife conflicts differs among people. Therefore, it is essential in a book that addresses human-wildlife conflicts to first clarify what we understand by "wildlife" and "human-wildlife conflicts". In the broadest sense, all wild,

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R. A. Klenke et al. (eds.), *Human-Wildlife Conflicts in Europe*, Environmental Science and Engineering, DOI: 10.1007/978-3-540-34789-7_2,
© Springer-Verlag Berlin Heidelberg 2013 undomesticated animals and plants belong to wildlife but most frequently the term refers to medium to large-sized terrestrial vertebrates that are hunted by humans as a resource, trophy, or because they compete with humans for food or space. This is particularly the case when talking about human-wildlife conflicts and we use the word wildlife in this sense throughout this book.

Wildlife is a conspicuous component of the diversity of life, which in our modern days usually is called biodiversity (Wilson 1988; Reaka-Kudla et al. 1997). Throughout evolution humans have had a wide and complex interrelationship with biodiversity as our species Homo sapiens is an integral part of the global ecosystem. Humans depend on the "ecosystem services" provided by animals, plants, microorganisms, and genes and their natural products (MEA 2005). We use biodiversity for food, medicine, and construction material, and we compete with some species for space or natural resources. Growing human populations, expanding to almost every corner of the earth, and growing individual resource demands exert increasing pressures on biodiversity and natural resources. Species loss and habitat destruction have been highlighted for several decades and even further back (e.g., Kleinschmidt 1937; Leopold 1949; Carson 1962). The scale and potential consequences of this loss has led to action to combat it, notably the Convention on Biological Diversity (http://www.cbd.int) and the commitment of the European Union to protect and restore habitats and to halt the loss of biodiversity by 2010 (EC 2006).

Wild animal species have always played an important role in human exploitation of nature, both as resources and as competitors for food and space. Hence, the need for and ways to their protection are particular.

Given their importance for humans, wildlife figured prominently in human imagination and considerably contributed to the shaping of human culture as witnessed by the oldest documents of art, the elaborate cave drawings of our ancestors. Despite increasing detachment from nature, these influences still continue in modern times, albeit often less consciously, for example, in the wide-spread use of wildlife species names for human products, characters, and esteems. Notwithstanding the positive values attached to these names, human attitudes to wildlife have often been at odds (Brown 2009).

For thousands of years humans responded to damage caused by wildlife species by protecting their resources and by prosecuting these competitors (Conover 2002). With human population growth and modern societies demanding ever increasing amounts of resources, wildlife dwindled and regionally went extinct. Concomitantly, an increasing part of society was no longer affected by wildlife causing damage. The traditional dualistic view of "good" and "bad" species lost significance and was increasingly replaced by an ecological, and in some sectors of society even romantic, view emerging after World War II (Callicot 1998; Kruuk 2002; Konold 2004). People increasingly developed interest in preserving wildlife species, because they enjoyed their presence and because they identified a set of positive values associated with such species. Last but not the least the modern mass media like cinema and broadcast have brought imaginations about wildlife even to citizens in the largest cities. Who in Europe was not impressed by

Bernhard Grzimeck's "Serengeti shall not die" or Sir David F. Attenborough's amazing series on BBC? Both television series were only representatives for a whole genre that has shaped the perception of nature by people throughout the last decades.

Decision makers and politicians—on behalf of a majority of people not directly affected by wildlife damage—adopted legal and institutional frameworks in order to protect wildlife and prevent it from going extinct. In Europe, the Habitats Directive and the Birds Directive are the most relevant legal regulations in this area, and national laws have to conform to these Directives. These changes in civil society's attitudes towards wildlife and the success of conservation management have enabled some wildlife populations to prosper again and return to areas from where they had disappeared and even spread to new habitats (e.g., Enserink and Vogel 2006).

When wildlife returns, divergent beliefs and interests trigger and exacerbate conflicts among humans (White et al. 2009). While society at large enjoys the presence of wildlife, rural resource holders often have to carry the burden of wildlife damage unless the conflicts are well managed. The consequence is a polarization of the society into urban versus rural residents and local development versus national conservation interests (Conover 2002) that can lead to severe conflict among stakeholder groups. Thus, the need to reconcile such conflicts is the logical consequence of the change of fundamental paradigms in human-wildlife relationships from a purely utilitarian view to a perspective that includes non-utilitarian values of nature and wildlife. If reconciliation fails, either local resource holders loose, wildlife looses since their fate is still in the hands of the local habitants or both of them loose. The challenge in wildlife management is to convert such a *loose–loose* scenario into a *win–win* situation (Woodroffe et al. 2005).

Human-wildlife conflicts encompass two main aspects. The first, more materialbased aspect deals with the conflicting "interests" of humans and wildlife competing for the same resources. The second aspect refers to intra-societal or stakeholder relations; protectors of wildlife species, in particular larger vertebrates, are in conflict with the human competitors for the resource who do not want to accept the damage caused by wildlife.

Various species and types of resources can be involved in human-wildlife conflicts depending on conditions and human perspectives. Typical "conflict species" are large carnivores, fish eaters, raptors (eagles etc.), large herbivores, bears, beavers, large owls, and some corvids (e.g., Common raven *Corvus corax* etc.) (Woodroffe et al. 2005). Typical resources involved in human-wildlife conflicts are livestock and game species, farmed and wild fish, but also crops and fruits (Conover 2002).

In this book we do not cover abundant, non-protected species causing damage to crops or forests, such as wild boar (*Sus scrofa*), deers, rodents, and European starling (*Sturnus vulgaris*). These species are not involved in the type of conflict that is the topic of this book. There is a widely-shared consensus that they may be managed and controlled or even eradicated in the most effective way or by means,

which conform to a general ethics of animal rights (Caughley and Sinclair 1994). Rare and protected species suffering from habitat destruction (e.g., Baier et al. 2006) or any kind of human resource exploitation, such as by-catch of marine turtles, birds, or mammals (Piatt and Nettleship 1987; Lutcavage et al. 1997; Read et al. 2006), are also not the target of this book, although they also frequently cause conflicts between stakeholders. Nevertheless, some of the principles developed in this book may be applied to such conflicts as well.

So, what is this book about? The book is dedicated to the reconciliation of conflicts rising from the protection of species and the use of biological resources by humans. Next to presenting a number of illustrative case studies, the major objective of this book is to provide a generic framework for human-wildlife conflict reconciliation. In this way, our objective clearly is to move beyond a case-by-case approach. For successful human-wildlife conflict reconciliation, integrative biodiversity research is required, involving interdisciplinary and applied approaches (Jentsch et al. 2003). Conflicts evolve between people: between individual actors or stakeholder groups that hold different views, values, and interests. Hence, for successful biodiversity conflict reconciliation, (1) ecologists and social scientists need to closely collaborate and (2) societal actors and stakeholders need to be involved in participatory research. In short, the human dimensions of wildlife management become essential, especially when dealing with human-wildlife conflicts (Ring 2009).

Thus, this book is about damages caused by protected vertebrates and their management causing considerable conflicts within society. It is about key features of typical conflict species, about economics, attitudes, and positive or negative emotions. Such, often strong, emotions arise when animal species are regarded as good or bad: charismatic and cute or blood thirsty beasts. Such conflict-species are often adaptable and elusive and therefore difficult to manage.

In North America there is a long-standing tradition in the human dimensions research related to wildlife management, and dealing with human-wildlife conflicts (e.g., Arner and Dubose 1982; Hygnstrom et al. 1994; Hadidian et al. 1997; Conover 2002; Treves et al. 2006; Brown 2009; Unsworth and Petersen undated). Within this tradition, the U.S. Fish and Wildlife Service was established as a governmental authority to deal with damage and conflicts due to wildlife. It was also here that the focus in wildlife management gradually shifted from wildlife itself towards better considering the human dimensions: Wildlife management is people management (Leopold 1933; Maehr et al. 2001; Westley and Miller 2003; Fascione et al. 2004; Manfredo et al. 2009). It is therefore crucial to focus on humans, their behavior and attitudes, in order to reconcile such conflicts (Conover 2002).

In Europe, there is no central authority dealing with the management of damage and the reconciliation of conflicts caused by wildlife. As in most other parts of the world, human-wildlife conflicts are usually addressed in a case-by-case approach, which may differ considerably among and within countries. Generic approaches based on experience from other, similar conflicts have not yet been developed though recently White et al. (2009) developed a framework for assessing and understanding human-wildlife conflicts. Lessons learned from case studies and Against this background, researchers from the natural and social sciences from nine European countries joined in a project to develop a generic framework for the reconciliation of human-wildlife conflicts consistent across national boundaries. The project's acronym was named FRAP, standing for Framework for Biodiversity Reconciliation Action Plans. FRAP was funded by the EU and used fisheries and larger fish-eating vertebrates (Baltic grey seal *Halichoerus grypus*, Eurasian otter *Lutra lutra*, and great cormorant *Phalacrocorax carbo sinensis*) as model cases to evaluate and illustrate successful (and less successful) approaches for conflict reconciliation (http://www.frap-project.net). As for many other human-wildlife conflicts the relationships between fisheries and the conservation of these vertebrates differ strongly across Europe and among species, ranging from no conflict at all to escalations on a local, regional, or even international level. This is well illustrated by the case studies presented in this book.

In the first part of the book we present case studies of human-wildlife conflicts in Europe and the various practical approaches used for conflict reconciliation. The case studies focus mainly on fish-eating vertebrates and fisheries, with a chapter on the golden eagle (*Aquila chrysaetos*) and reindeer (*Rangifer tarandus*) husbandry broadening this scope. As far as possible, the presentation of the cases follows the structure of the generic framework for conflict reconciliation, as presented in the book's second part. Thus, our framework is illustrated with examples from the conflicts between the conservation of seals, otters, respectively cormorants and fisheries. We evaluated existing information and studied the conflicts for regions that differ either in the ecological basis of the conflict or in the use of socio-economic mitigation strategies. The major regional comparisons are Denmark versus Italy for cormorants, Central Europe versus Portugal for otters and Finland versus Sweden for grey seals. The case studies conclude with lessons learned, be it from failures or success stories, and recommendations for improved conflict reconciliation.

In the second part of the book we draw on the experience from the case studies and the multi-disciplinary background of the FRAP team. We present a generic framework for the development of reconciliation action plans that adequately considers the human dimensions of such conflicts and the need for participatory research. The generic framework provides guidelines on how to analyze and assess the ecological and socio-economic basis of conflicts. It continues with evaluating and developing successful mitigation strategies, including technical mitigation, monitoring and population viability modeling, and mixes of policy instruments. It concludes with the design of participatory decision strategies and recommendations for effective stakeholder interactions.

While this generic framework was written from an EU perspective, many of its principles can be directly applied to other European countries not involved in FRAP

or with little modifications to human-wildlife conflicts in other parts of the world as well. When the framework is transferred beyond the EU context, national regulations, institutional and cultural differences will certainly become more relevant (Ring 2009). In low-income regions, where poorer people are affected by human-wildlife conflicts, sustainable livelihood issues need to be properly integrated into conflict management strategies (Woodroffe et al. 2005; Johannesen 2007). Transfering the framework to wildlife endangering human life itself [such as wolf (*Canis lupus*) and brown bear (*Ursus arctos*)] might need a more explicit recognition of the emotional aspects of the conflict by psychological or anthropological research.

Last, but not least we hope that our integrative approach to biodiversity conflict reconciliation helps to improve our capacity to reconcile such conflicts in order to facilitate a sustained and acceptable coexistence of humans and wildlife.

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Part I Lessons Learned from the Analysis of Model Conflicts



Grey seal (Halochoerus grypus) in Hel, Poland. Photo: Mateusz Włodarczyk

Baltic Seal Reconciliation in Practice

The Seal Conflict and its Mitigation in Sweden and Finland

Karl Bruckmeier, Håkan Westerberg and Riku Varjopuro

Abstract This chapter presents the results of case studies on human-wildlife conflicts conducted in Sweden and Finland. In both cases the conflict is between the conservation of the grey seal (*Halichoerus grypus*) and small-scale coastal fishing. The characteristics of the conflict between grey seal protection and fishery can be shown by way of a systematic comparison between the two countries and model regions as done here. Thus one can also better see what can be learned from the comparison of the cases. The main messages from both case studies in the Baltic Sea are formulated with regard to the significance of coastal fishery (as resource manager, not only resource user), with regard to single conflict mitigation measures, such as seal hunting and technical solutions to the conflict, and with regard to a combination of measures and overall approaches to conflict management. All these messages converge to the conclusion that much more can be learned from the management of the seal conflict than the resolution of that specific conflict: one by one the lessons learnt turn out to be steps of a more encompassing strategy of sustainable resource management in the coastal zone.

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1 History and State of the Conflict

1.1 Emergence of the Grey Seal Problem in the Baltic Sea

The number of grey seals in the Baltic declined during most of the twentieth century for several reasons (Härkönen and Hårding 2001). The Baltic grey seal is protected on the basis of the Convention on the Protection of the Marine Environment of the Baltic Sea (HELCOM) and the EU Habitats Directive. Due to the rapid growth of the seal population since the early 1980s the conflict with coastal fishermen has increased in Finnish and Swedish coastal waters because of damage to gear and loss of catch by seals. In the model regions, like in the whole Baltic Sea the number of seals is growing. In both countries the conflict has gained a lot of attention even though it is only one of several environment-related conflicts threatening coastal fishery. It can be seen as the last in a long chain of problems and conflicts. The coastal fishery is in decline because of its competitive disadvantages compared with the large-scale industrialized fisheries, but also because of the deteriorating quality of coastal waters and less availability of fish.

The problem with grey seals in the Baltic includes several aspects that successively have come into focus:

- A problem of nature or species protection Due to a combination of high hunting pressure and environmental toxins, such as DDT (Olsson et al. 1994; Hårding and Härkönen 1999; Nyman et al. 2003), the grey seal became endangered during the 1960—70s and was protected. However, the rapid recovery of the population since the 1980s has caused new conflicts and controversies about the continued necessity of protection.
- A problem of resource use. Seals, as a consequence of their growing number and changing behavior, compete with the coastal fishermen for the same resource.

International discussions and negotiations have taken place especially between HELCOM parties, resulting in a recommendation for protection of seals in 1988. In Finland, hunting became more and more restricted since 1975 until a total ban on hunting came into force in 1982, whereas the seal reserves were designated as late as in 2001. In Sweden the hunting of grey seal was banned in 1967 in Skagerrak and Kattegatt and from 1975 onwards in the Baltic, with the exception of protective hunting at fishing gear. Protective hunting was completely stopped in 1988. Parallel to the ban of seal hunting a number of seal reserves were established in the 1970s in Sweden.

The latest turn in protection has been that the ban of hunting begins to be modified—although still valid, the door is open for gradually increasing the number of seals hunted. (Protective) hunting of the grey seal has been allowed again since 1997 in Finland and 2001 in Sweden. The seal hunting can be understood in different ways and different interpretations prevail in the Swedish and Finnish model regions. It can be interpreted as still in accordance with the HELCOM rules by following an exemption introduced in 1995 under which



Fig. 1 The Baltic sea model regions and the major haul-out sites of Baltic grey seals (marked with circles; data from the Biomad database, Museum of natural history, Sweden, and RKTL, Finland). The 10 m depth contours are shown in the model region inserts A and B. *Sources*: Modified version from Wahlberg et al. (2003)

limited hunting is allowed for specific purposes or it can be understood as a gradual return to a practice of free hunting as it has been until the 1970s.

1.2 The Case Studies: How to Reconcile an Increasing Conflict?

For comparative conflict analysis two model regions were chosen, one in each country. The choice of the model regions is based on areas representing a characteristic example for the conflicts in each of the countries, and, for the Swedish region, also due to an increasing conflict with the southward expansion of the seal population. The Swedish region covers the archipelago of county Södermanland and Östergötland. In Finland the region called Kvarken is on the west coast in a narrow sea area between Sweden and Finland (see Fig. 1).

The case studies are presented together for several reasons among which the main one is, that the ecological features of the conflict are the same (see below). How the conflict is mitigated reflects the ecological peculiarities of the species-specific conflict and furthermore the socio-economic peculiarity of small-scale coastal fishery as the main economic sector affected. The mitigation measures

generated so far have, according to their technical character, been similar for both countries, targeting the stakeholder group of coastal fishermen. However, there are also remarkable differences in the conflict management approaches with regard to the managerial coordination of the conflict and the approaches to involve stakeholders.

2 The Seals' Interaction with Coastal Fisheries

The resource competition between seals and the fishery is both direct and indirect. The direct competition takes place in a form of damage to fishery:

- Loss of catch—removal of fish from nets or damaged fish; escaped fish from damaged gear,
- physical damage on nets, and
- the extra work necessary to repair damaged gear or to empty the gear more frequently to decrease the risk of seal damages.

Indirect effects are the spreading of parasites from seals to fish, making the fish unfit for consumption, and a widespread loss of fishing grounds where the level of damage makes fishing impossible. Below we concentrate mostly on the direct damages, because that has been the main topic in debates and the only reason for mitigation activities in both countries.

2.1 Development of the Grey Seal Population

The historic maximum of the grey seal population was around the turn of the nineteenth century, when the total number was 88,000-100,000 animals (Hårding and Härkönen 1999). A combination of bounties and more efficient hunting weapons caused a steady decrease during most of the twentieth century. In addition the burden of polychlorinated toxins in the Baltic decreased the condition and reproductive capacity of the seals from the 1950s and onwards (Olsson et al. 1994; Nyman et al. 2003), which led to a minimum population of probably just a few thousand animals in the mid 1970s. The Baltic grey seals are counted yearly from aircrafts and boats within Swedish, Finnish, and Estonian monitoring programs (Fig. 2). The major field efforts take place in March to count the number of newborn pups on the ice and during molt in late May, when the majority of grey seals are hauling out (Helander and Karlsson 2003). Since the early 2000s, monitoring has been coordinated between the Baltic countries to avoid double counts. The population has increased throughout the 1990s with an annual growth of 8.7 % (Helander and Karlsson 2003) except of the southern part of the Baltic Proper, where the growth is about 5.8 %. The development is illustrated in Fig. 3.



Fig. 2 An aerial photograph of a grey seal islet, taken on a counting flight on 9th June 2005. *Photo:* Riku Lumiaro, SYKE

A major uncertainty with the monitoring program is to estimate how large the fraction of the population is, which is in the water and thus is uncounted during the census. By taking pictures of seals and analyzing a catalogue of identified individuals during a number of years, as was done in Sweden 1998–2002, an independent estimate can be made of the total population size. This shows that the counted number is at least 20 % below the actual population size. The seal combined count in 2004 was 17,640 seals, which means that the estimated amount of grey seals exceed 20,000 (Halkka et al. 2005).

The total number of seals is not the only relevant aspect in relation to interactions with coastal fishing, since the seals do not stay in one place during the year. The grey seal hauls out on rocky islands in the Swedish and Finnish archipelago. During the molting period in late May to early June the largest aggregations of grey seals are found on land and ice (Bonner 1981; Curry-Lindahl 1970). Compared to the extent of the vast archipelagos in the Baltic Sea, the present number of preferred haul-out sites (see Fig. 1) is surprisingly low (Sjöberg 1999). Satellite telemetry studies have shown that even though the movements of individual grey seals may extend throughout the entire Baltic Sea, most seals prefer to confine their movements to within 50 km of their favorite haul-out sites (Sjöberg and Ball 2000; Dietz et al. 2003). Grey seals of the Gulf of Bothnia prefer to forage in daytime and haul out at night (Sjöberg et al. 1999). Because seals move in such a large area their numbers in the model regions vary a lot.



Fig. 3 Development of the grey seal population between 2000 and 2005, the period when monitoring in the Baltic has been coordinated and using comparable methods. The estimate is based on a correction derived from the individual photographic identification project (Hiby et al. 2006)

2.2 Damage Assessment Relating to Diet of Seals

In order to assess the loss of commercially important fish from predation by seals the diet composition and consumption rate has to be known. For the model regions in the Baltic grey seal case such data were lacking and a comprehensive study was conducted to quantify the present diet of the seals (for more details see Lundström et al. 2006). The digestive tract contents from 145 grey seals collected between 2001 and 2004 in the Baltic Sea were examined. By using additional hard-part structures other than otoliths, and species-specific size and numerical correction factors biases introduced by erosion of otoliths was compensated for. In the absence of numerical correction factors based on feeding experiments for some species, correction factors based on a relationship between otolith recovery rate and otolith width was used. A total of 24 prey taxa were identified but only a few species contributed substantially to the diet. The estimated diet composition was, independently of the prey number estimation method and diet composition estimation model used, dominated by herring (Clupea harengus), both by numbers and biomass. In addition to herring (Clupea harengus), common whitefish (Coregonus lavaretus) and sprat (Sprattus sprattus) were important prey, but cyprinids (Cyprinidae), eelpout (Zoarces viviparus), flounder (Platichthys flesus)