

National (Tehran) Convention Action Plan of the Russian Federation Executive Summary

The National (Tehran) Convention Action Plan is developed as the ground for the correlation of activities to address the national and transboundary environmental problems of the Caspian Sea based on the priorities of the state environmental policy of the Russian Federation in the Caspian Sea region, Tehran Convention provisions, plans and forecasts of the social and economic development of the near Caspian subjects of the Russian Federation.

The document is developed using the information and data of the federal executive bodies, executive bodies of the state power of the subjects of the Russian Federation, scientific and public organizations, as well as in consultations with the experts from the organizations mentioned.

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Methodology, partners, time-frames and funds

The National Action Plan for the Tehran Convention implementation (NCAP) is one of the forms for the consolidation of the Caspian states efforts to implement the provision of the Tehran Convention.

Methodology for the NCAP development is based on the comparative analysis of the articles of the Tehran Convention and its Protocols, basic factors of environmental instability at the Caspian Sea, as well as provisions of the Federal Targeted Programmes (FTPs) sectoral programmes and Programmes for socio-economic development of the region.

The term for initial implementation of activities, which is the basis for the NCAP, is envisaged for the period by 2013, during which there are possibilities for the corrections, to be linked with the adoption of new FTPs with activities impacting the environmental state of the Caspian, and with revisions to the federal budget of the Russian Federation under implementation. At this, the present document provides the amount of activities implemented in 2011 in comparative purposes.

The major financial sources for the NCAP implementation are the national ones. The NCAP formation is accounting the important factor that the amounts of funding for the programmatic activity in the region is subject for annual adjustment under the drafting of the federal, regional and local budgets in term of the actual possibilities .

National implementation plans, developed under the CEP, and experience resulted from the development and implementation of these plans

All action plans developed under the CEP were made accounting the provisions of the relevant plans and programmes implemented in the region, were of the recommendation nature, and were bound to the implementation of the socio-economic development programmes from the financial and organizational side.

In general, such plans provide the decision-makers in the near Caspian subjects of the Federation with the synthesis of necessary activity related to the specific environmental problems of the near Caspian region.

State environmental policy/strategy and means for its implementation

The "Grounds of environmental policy of the Russian Federation for the period by 2030" were developed pursuant to para 17 of the Instruction of the Government of the Russian Federation of July 12, 2010, VP-P9-3955, made in line with the list of orders of the President of the Russian Federation of June 6, 2010, Pr-1640 as the outcome of the meeting of the Presidium of the State Council on "Improvement of the system of the state regulating in the environmental protection sphere". The development of the document was carried out with the participation of the federal executive bodies, executive bodies of the subjects of the Russian Federation, scientific and public organizations.

At the present time the environmental policy of the Russian Federation is based on the Constitution of the Russian Federation, acting Russian legislation, international regulatory legal acts, as well as the national strategic documents, such as:

- Concept of the Russian Federation transition towards the sustainable development (1996);
- Environmental (Ecological) Doctrine of the Russian Federation (2002);
- Concept of the Long-Term Socio-Economic Development of the Russian Federation for the period by 2020 (2008);
- Climate Doctrine of the Russian Federation (2009);
- Strategy of the Russian Federation national safety for the period by 2020 (2009);
- Water strategy of the Russian Federation for the period by 2020 (2009);
- Energy strategy of the Russian Federation for the period by 2030 (2009);
- Strategy of socio-economic development of the Northern-Caucasus Federal District for the period by 2025 (2010);
- Strategy of socio-economic development of the Southern Federal District for the period by 2025 (2011),

and other directive and legal acts that determine the state strategy.

In 2002-2011 the Government of the Russian Federation adopted a number of the Federal Targeted Programmes, envisaging the addressing of environmental protection and resources-savvy programmes, including:

- "Increase in utilization efficiency and resources capacity development in the fisheries complex»;
- "Conservation and restoration of fertility of soils of agricultural lands and agro-landscapes»;
- "Socio-Economic development of regions of the south of Russia»,

as well as a number of other programmes. The relevant programmes of the subjects of the Russian Federation include:

- Sectoral Targeted Programme "Urban planning for the development of areas and settlements in the Astrakhan oblast for 2006-2012»;
- Complex Targeted Programme "Social development of rural areas in the Astrakhan oblast by 2010»;
- "Socio-Economic development programme of the Astrakhan oblast for 2010-2014»;
- Sectoral Targeted Programme "Conservation and restoration of fertility of soils of agricultural lands in the Astrakhan oblast for 2011-2013»;
- Long-Term Complex Targeted Programme "Development of water management complex of the Astrakhan oblast in 2012-2020»;

- Long-Term Complex Targeted Programme «Establishment of integrated waste management system in the Astrakhan oblast for 2011-2015 and for the perspective by 2020» and others.

Socio-Economic and environmental situation in the near Caspian subjects of the Russian Federation

The near Caspian region is characterized with extremely uneven demographic situation, mixed national composition, uneven situation at the labour markets, lowered urbanization (in Astrakhan oblast there is 67% of urban population, in Kalmykia – 44%, and in Dagestan – 43%) and prevailing of agrarian type of economy. Overcoming of negative trends is related to the risks of environmental impact increasing in the region.

Astrakhan oblast has relatively high financial and economic capacity and developed multi-sectoral economy. The major place in its GRP structure is occupied with industry, what is determined by the role of oil-and-gas complex in the oblast economy. The service sectors, as well as construction and agriculture, which the irrigated farming is the ground for, are actively developing. The fisheries raw base in the oblast is in the crisis condition due to the exhausting of natural commercial resources of hydrocoles.

Agricultural complex, and foremost – livestock sector, occupies the leading place in the economy of the *Republic of Kalmykia*. The desertification risks are high in Kalmykia. The adverse consequences of economic activity in Kalmykia for the Caspian marine environment are the lowest in the region.

Republic of Dagestan has the developed industry, especially – food. The perspectives of the economic development of Dagestan are connected with the development of energetic and mineral-and-raw resources. Crop production, oriented at the viticulture (for wine-making), horticulture, and vegetable growing are prevailing in the agriculture. Over 2.5 million ha of lands are subject for desertification, and almost half of agricultural lands is salted.

The concrete work towards the implementation of the provisions of the multilateral environmental agreements is carried out by the MNRE of Russia and other federal executive bodies and state institutions under their authority, as well as the relevant executive bodies of the state power of the subjects of the Federation and state institutions under their authority. In the course of the reformation of the state management system and under the lack of the corresponding coordinating bodies, there are risks emerging related to complexification of agreement and procrastination of adoption of the necessary managerial decisions.

The existing environmental protection legislation of the Russian Federation to a significant degree is of the referral, framework nature, which supposes the availability of extensive system of bylaw acts to ensure the implementation of the legislation requirements and concretization of its provisions. Therefore, in particular, application in Russia of the provisions of the Tehran Convention does not contradict the acting national legislation.

This legislation allows for performing nature use and ensuring environmental protection within the legal field. Nevertheless, the task of its further improvement and preparation of the necessary bylaw regulatory acts in the sphere of nature use and environmental protection remains as the priority one aimed at the establishment of harmonized legal field that ensures the achievement of sustainable development.

National priority issues to be covered by the NCAP and their inter-relation with the priority regional issues and transboundary problems in environmental field

The national priorities for NCAP are built on the correlation of activities on environmental protection and rational use of natural resources, envisaged by the FTPs and regional socio-economic development plans of the Republic of Dagestan, Republic of Kalmykia and Astrakhan oblast, and requirements of Tehran Convention, protocols to it and provisions of its SCAP.

The developed Russian NCAP accounts processes of reformation of the state bodies for the environmental management, is based on the conceptual grounds of the state environmental policy in the near Caspian region, and includes such directions as:

- prevention, control and reduction of pollution;
- introduction of new methods and technologies for environmental protection, environmentally friendly economic and social development, reproduction and rational use of natural resources, resources-saving, energy-saving, re-use and safe disposal of wastes;
- prevention of environmental emergencies;
- conservation and rational management of commercial bioresources, especially ó sturgeons, based on the conservation of biological diversity, prevention and control of alien species introduction, conservation of the most important habitats and improvement of specially protected land/water areas system, including the transboundary areas;
- improvement of management system for nature use and environmental protection.

Major stakeholders and their interaction (at the country and local levels)

The Decree of the President of the Russian Federation (12.05.2008 724) endorsed the Structure of federal executive bodies, in line with which the state management in the field of environmental protection is implemented by the federal executive bodies and state executive bodies of the subjects of the Russian Federation.

Distribution of powers among the state executive bodies of the Russian Federation and state executive bodies of the subjects of the Russian Federation is carried out pursuant to the Constitution of the Russian Federation, federal laws and agreements on distribution of subjects of competence and authorities among these bodies.

Moreover, the provisions of a number of legislative and other regulatory documents and the agreements between the federal executive bodies and state executive bodies of the subjects of the Russian Federation envisage the transfer of some authorities in the sphere of environmental protection and natural resources use from the federal bodies to state executive bodies of the subjects of the Russian Federation. At this, the control for the implementation of the functions transferred is performed by the federal ministry, which has transferred the functions in question.

All federal ministries and agencies do carry out their activity directly and in interaction with the other federal executive bodies, state executive bodies of the subjects of the Russian Federation, local administrations, public associations and other organizations.

Activity that could be carried out nationally taking into account the NCAP

Pursuant to the Tehran Convention articles and themes of its possible protocols the basic measures should be taken in the following respective areas:

- prevention, control and reduction of pollution;
- prevention of environmental emergencies related to the oil spills;
- biological diversity conservation;
- prevention against introduction and control of alien species;
- rational use of biological resources;
- implementation of integrated monitoring of the state of the marine environment of the Caspian Sea;
- carrying out procedures of the Caspian Sea environmental impact assessment;
- taking into account water level fluctuations.

Possible obstacles and proposals to overcome them

One of the possible obstacles could be the lack of direct funding of the present NCAP, while the financing of activities envisaged in it could be made actual at the costs of the Russian Federation contribution to the Tehran Convention and at the costs of other sources.

The Russian NCAP represents the different-level and multidirectional document, developed in line with both the structure of the Tehran Convention, protocols to it and its SCAP, and the concrete activities, envisaged for implementation by the different socio-economic development programmes at the level of the subjects of the Russian Federation. As a result, it is enough complicated to clearly identify and envisage the relevant funding for all Tehran Convention provisions, and in this regards it seems rational to merge the concrete table format, which envisage the amounts of funding, ground on the above mentioned programmes, and possible measures that are suggested at the expert level by all stakeholders of the national and regional level.

Also, it should be noted that application of indicators of successful NCAP implementation will depend on amounts and availability of finances, as well as activities implemented by all stakeholders under the other activity and relevant international projects.

Concrete NCAP activities are provided in the relevant table attached to the Russian Federation NCAP document.