

### **Annex III Environmental Management in Rostov Oblast**

The executive power in the Russian Federation consists of the state bodies (federal level or level of the subject of the Russian Federation, that is oblast level of power) and municipal self-governance bodies (local level of power). State bodies include federal ministries, committees or services and their divisions in 89 subjects of the Russian Federation. Their activity is financed from the Federal budget with the co-financing from the oblast budget. Municipal (local) bodies are financed only from the local budgets.

Rostov Oblast consists of 43 rayons, 23 towns and cities, 25 urban-type communities and 725 settlements that are separate administrative units.

In accordance with the article 72 of the Russian Constitution and the Federal law of the RF "On the Environment Protection" of January 2002 state management of environmental protection and use of the natural resources in Rostov Oblast is carried out by the interregional and territorial subdivisions of the state bodies and the Administration of Rostov Oblast. The Federal law "On local self-governance" determines the role of the municipalities in this field.

#### **Principal Environmental Agencies**

The institutional structure of environmental management and also the role and responsibility of the principal organisations are presented below in accordance with the information provided by the Committee of Nature Protection and Natural Resources of the Administration of Rostov Oblast (CNPNR).

Rostov-on-Don is the capital of the Southern Federal District (**SFD**), which includes 13 subjects of the Russian Federation. The diagram on the next page presents the structure of environmental management in Rostov Oblast. Six ministries, committees and services are responsible for environment protection and management of natural resources at the federal level. Each of them has its own subdivision at the oblast or local level. However, there are also interregional structures whose activities are not directly connected with any subject of the Russian Federation.

The territorial part of the federal system of environmental management and use of the natural resources in the south of Russia is the Department of the State Control and Perspective Development in the field of nature use and nature protection of the Ministry of Natural Resources (MNR) in the SFD. Other territorial organisations under direct subordination of the MNR are the Donskoe River Basin Management Agency (DRBMA) and the Main Department of natural resources (MDNR) of the MNR in Rostov Oblast. The role of the organisations of other federal ministries and agencies in Rostov Oblast is limited by carrying out strictly defined functions and as a rule it is concentrated on the protection of only one environmental media.

The structure of nature protection and natural resources management in Rostov Oblast has been changed several times since the merger of the State Environmental Committee and the MNR in 2000. Currently there are two acting structures working in parallel - the above-mentioned MDNR and the oblast Committee of Nature Protection and Natural Resources, which is subordinated to the Oblast Administration. The Committee is responsible for the coordination, implementation of state environmental policy, collection of payments for nature use and for financing of environmental activities.

In accordance with the Law "On the Nature protection" and the Administrative Code of the RF, the Committee performs the function of state environmental control at the enterprises of Rostov Oblast. The Committee has its own subordinate structures in the majority of the rayons of the oblast.

Currently the functions of the newly created MDNR are not clearly defined. At the regional level, at present the federal structure for nature protection and management of natural resources in Rostov Oblast does not exist. The Committee cooperates with the Department of State control and MDNR but is not under direct federal subordination.

### **Functions and Powers**

The following organisations manage the environmental activities and use of the natural resources at the oblast level:

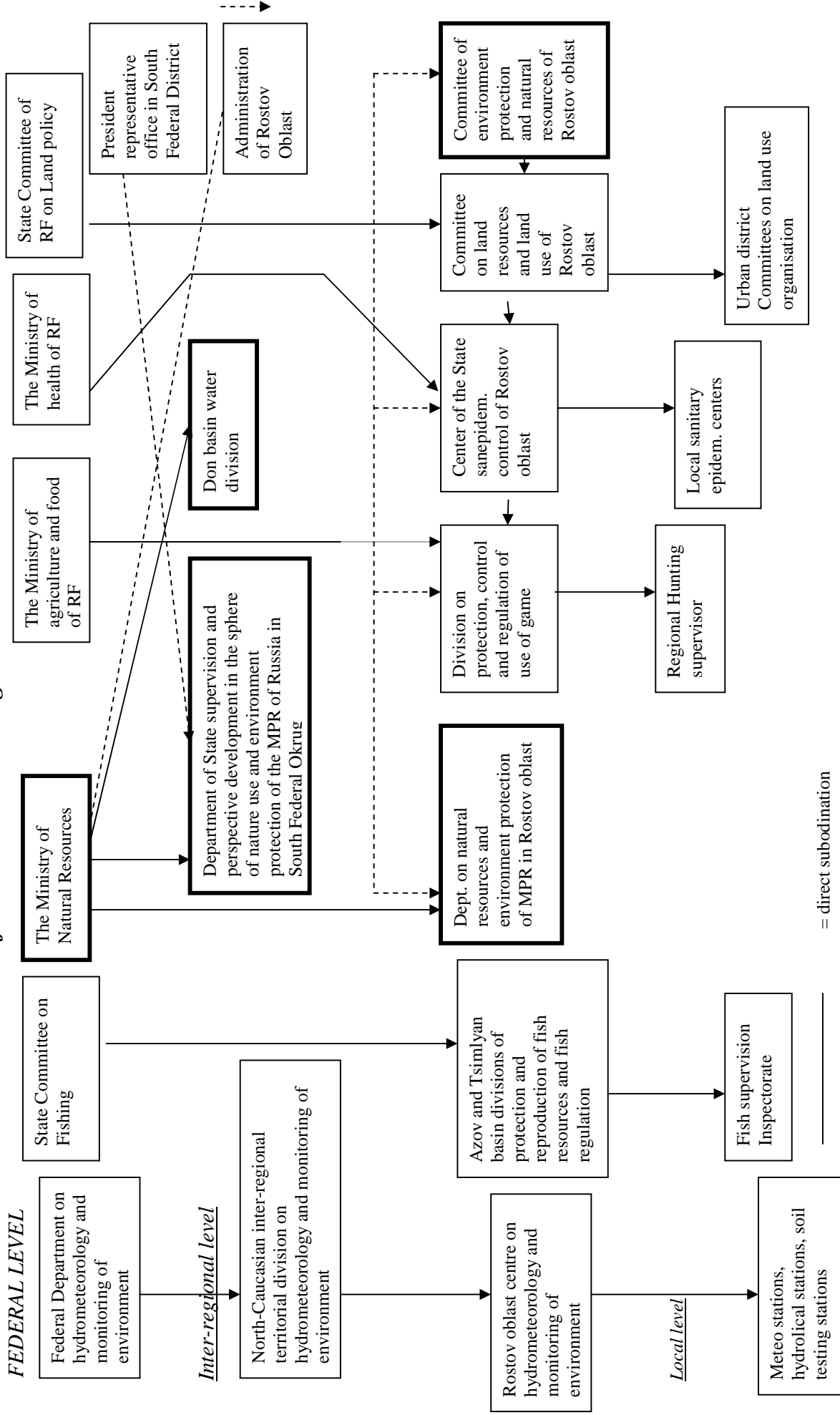
- Department of the State Control and Perspective Development in the sphere of nature use and nature protection of MNR in the SFD;
- Committee of Nature protection and Natural resources of the Administration of Rostov Oblast;

Main Department of the natural resources (MDNR) and nature protection of the MNR of Russia in Rostov Oblast;

- Donskoye River Basin Management Agency;
- North Caucasian affiliate of the federal service of Russia for hydrometeorology and monitoring of the environment;
- Rostov Oblast Centre for hydrometeorology and monitoring of the environment;
- Centre of State sanitary and epidemiological inspectorate of Rostov Oblast;
- Federal service of the land survey;
- Department for protection, control and regulation of hunting in Rostov Oblast;
- Azov Inspectorate for protection, reproduction of fish resources and regulation of fishing;
- Tsimlyanskaya Inspectorate for protection, reproduction of fish resources and regulation of fishing.

Department of the State Control of the SFD on the territory of Rostov Oblast has the powers of the federal state body of management in the sphere of study, use, reproduction and protection of natural resources, environment and ensuring ecological security.

# Structure of environmental management in Rostov Oblast



The functions of the Committee of the Environment Protection and Natural Resources are:

- Together with the other executive bodies of Rostov Oblast and territorial federal bodies, development of the main directions of reproduction, use and protection of natural resources, protection of the environment, development of the system of specially protected territories and preservation of biological diversity.
- Participation, together with the other executive bodies of Rostov Oblast and territorial federal bodies in development and implementation of the federal and regional target programmes that include issues of nature use and protection of the environment.
- Development of the corresponding sections of the comprehensive forecast of the social and economic development of the oblast for the short-term, medium-term and long-term perspective.
- Performing methodological guidance and coordination of activities for development and implementation of regional target programmes according to the area of their competence.
- Performing within the range of their competence functions of the state customer and carrying out works for the state needs.
- Drafting decrees, orders of the Head of the Oblast Administration (the Governor) and of other legal documents of Rostov Oblast within their competence.
- Performing powers of the executive bodies of the subjects of the Russian Federation in the field of ecological expertise according to the Federal law "On Ecological expertise".
- Preparation of proposals for improving the mechanisms of economic regulation of the rational nature use and protection of the environment within the competence of Rostov Oblast.
- Participation within the limits of their competence in provision of efficient distribution, use and control of target spending of funds from the federal and oblast budgets that were allocated for implementation of federal and regional programmes.
- Preparing of analytical materials in the matters of their competence.
- Participation in the organisation of activities for creating and ensuring the performance of an integrated system of monitoring of the environment and use of the natural resources.
- Participation in the state ecological control, in state control of the rational use and protection of natural resources, of use and protection of water bodies, control of the state, use and protection of the forestry fund, as well as of trees and other plants not included in the forestry fund, control of the reproduction of forests, protection of ambient air, control of protection of the fauna and their environment, control of meeting the environmental requirements when treating wastes (except the radioactive ones).
- Participation in the forming of the system of protected areas in Rostov Oblast.
- Preparing the agreements about cooperation and differentiation of powers between the Administration of Rostov Oblast and the federal executive bodies in the matters of their competence.
- Cooperating with the Ministry of Natural Resources of the Russian Federation and its territorial bodies.
- Cooperation with the federal structures that are located in the Oblast and also with other organisations and institutions in the matters of their competence.

- Providing methodological guidance for activities of environmental structures of the bodies of local governing.
- Creating informational systems in the matters of their competence.

The bodies, described below, carry out federal and regional management of natural resources and also implement environmental policies by regulation of the use of natural resources with the help of issuing licences, permits and through enforcement.

State Centre for Environment Monitoring monitors the quality of the environment (surface waters, ambient air in the cities with heavy traffic, etc). The Centre of the State Epidemiological Inspectorate carries out monitoring from the point of view of protecting people's health: sanitary quality of the drinking water at water intakes and wells, water in the recreation areas, air quality in the urban areas and working areas of the industrial enterprises.

The DRBMA and CNPNR carry out the management and protection of water resources. The DRBMA manages surface water resources and the use of rivers, lakes and other water bodies for economic purposes and provides for protection from floods.

The functions of the CNPNR of RO are the following.

- Performs the management of regional water bodies in Rostov Oblast.
- Participates in the development, agreement, state expertise and implementation of the schemes of integrated use and protection of water resources on the territory of the oblast.
- Sets limits of water use (water consumption and wastewater treatment) for the citizens within the limits established in Rostov Oblast for federal water bodies, and sets limits of water use (water consumption and wastewater treatment) for regional water bodies.
- Signs contracts with water users for long-term and short-term uses of water bodies on the basis of licences and agrees on the license conditions.
- Prepares proposals and documents on the differentiation of ownership rights for natural resources on the territory of the oblast, including water bodies, minerals, etc. It also takes inventory of natural resources that are in the ownership of the oblast.

### **Main Environmental programmes and activities in the project sectors**

The State Environmental Policy is formulated in the document "Ecological Doctrine of the Russian Federation" which is presented further in detail in the Action Plans of the government of Russia. Federal programmes are developed with the aim to implement the environmental policies. Such conceptual papers are seldom developed at the regional level.

#### **1) National Environmental Action Plan**

The first National Environmental Action Plan (NEAP) was developed for the period of 1998-2000. Prior to this, Environmental Action Plans of the government of the Russian Federation were approved twice a year by government decrees. The NEAP for 1999-2001 has already lost its validity.

In 2001-2002 a special Working Group under the guidance of the MNR prepared in sequence seven editions of the "Ecological Doctrine of the RF". In May 2002 the latest edition of this document was sent to the government of Russia for approval and was consequently approved in July 2002.

According to the plans of the MNR a new "National Environmental Action Plan" was developed by the end of 2002. However, taking into account the fact that "the Doctrine" was approved only in July, the timing for completing the NEAP in time seemed to be doubtful.

The Department of management, planning and coordination of the environmental activities within the MNR is responsible for control and reporting on NEAP implementation and for coordination of activities on development and implementation of the regional environmental Action Plans (REAPs).

The order of the State Committee of Ecology of 31 December 1998 started the process of REAP development. According to the recommendations, a Working Group should be organised for REAP development. This group should include representatives of the organisations dealing with environment protection in the Oblast, representatives of large industrial enterprises and municipalities that have a poor environmental situation, representatives of environmental funds, scientists and ecologists, NGOs, commercial banks and mass media.

## **2) Regional Environmental Action Plan for Rostov Oblast**

The Regional Environmental Action Plan for Rostov Oblast was developed within the framework of the Project for the Environmental Management that was financed through the World Bank loan. The implementation of the project for REAP development was carried out by the North Caucasian branch of the Centre of project preparation and implementation (CPPI) in 2000 - 2001. After the activities were completed the REAP was passed to the Oblast Committee of the Nature Protection of the Administration of Rostov Oblast, which in turn presented it to the government of Rostov Oblast. This REAP was approved by the government of RO.

The main result was a list of measures for improving the system of environmental management and rational use of the natural resources as well as specific investment activities at the enterprises and in towns oriented towards a considerable reduction of the negative impact on the environment. These investment activities were ranged with the use of a special technique that allowed identifying the most feasible and efficient ones.

The main aspects of the REAPs are the following:

- A special accent is made on the radical improvement of the system of the environmental management (including the sphere of setting standards for economic activities) using experimental mechanisms of financing;
- Identification of the strategic directions and main tasks of the environmental policy, mechanisms of their implementation;
- Development of the recommendations and environmental activities oriented towards the solution of the priority environmental problems and ensuring considerable reduction of the negative impact on the health of population, which serves the priority when formulating targets and objectives for the Action Plans;

The Action Plan is based on the following main principles:

- Step by step implementation of environmental policy taking into account the real social and economic situation and possibilities for implementing environmental activities in order to achieve the policy objectives;
- Giving top priority to solve environmental problems in those places in RO that have a more unfavorable environmental situation ("hot spots");
- Gradual transition from the activities oriented to a reduction of negative consequences of environmental pollution to prevention of pollution;
- Development of economic methods of regulation of nature use;
- Increasing efficiency of implementation of environmental policies through the assessment of ecological and economic effectiveness of investment activities.

The Action Plan contains both sections having strict instructions for subjects of the nature uses and sections giving recommendations and serving as a basis for the development of environmental policies at the regional level, for selection and specification of environmental policy priorities, for strategic planning - development and implementation of the target environmental programmes for the solution of priority problems. Financing of the activities proposed in the Action Plan is envisaged in the framework of the budget process implementation on the basis of annually approved budgets taking into account the analysis of the progress of the activities already included in the Action Plan.

The Action Plan is an open document and its correction and updating is envisaged during the process of implementation, also taking into account the changing social economic and ecological situation in the oblast.

The REAP envisages both organisational activities and activities directly oriented to the improvement of the environmental situation in Rostov Oblast. Given below are the characteristics of the main groups of activities.

Organisational activities mostly contain proposals for improvement of the structure of environmental management in Rostov Oblast and the development of normative and legal documents.

Activities for ambient air protection: the main activities are the switching of 4 power-generating units of the Novocherkasskaya combined heat and power plant (**CHPP**) to gas, switching to gas of a number of boiler-houses currently burning coal, rehabilitation of electrostatic filters and flue gas-purifying installations at enterprises and development and further implementation of the programme for ambient air improvement in Rostov-on-Don.

Activities for protection of water resources - the main accent in this section is made on the reconstruction of existing wastewater treatment facilities.

Unfortunately, the REAP is not a document that is "obligatory for execution". However, obligations for initiating and financing of projects should be considered beforehand as well as a subject for further negotiations between the project sponsors and other stakeholders.

### **3) Other Programmes**

Other environmental activities that were carried out in Rostov Oblast are described in detail in the State Report "On the state of environment in Rostov Oblast in 2000" published in 2001. Main activities in the "Report" are grouped in the following sections:

- **Water resources, their state, protection and use;**
- **Production waste and consumption waste;**
- Sanitary state of the soil;
- Forestry fund;
- Flora and fauna;
- Fish resources;
- Impact of the ecological factors on the health of the population;
- Specially protected natural areas;
- Ambient air pollution by economic sectors;
- Use of natural resources by economic sectors;
- Economic regulation of nature use;
- State ecological expertise, setting norms and issuing licences;
- International cooperation and
- Environmental education.

#### 4) Activities for protection of water resources

Pollution of water bodies is the second most important problem of Rostov Oblast after air pollution. The problem is worsened by the geographical location of the oblast as in addition to its own polluted water the oblast receives polluted waters from neighbouring Ukraine. There is a regional programme for "Provision of Population of Rostov Oblast with drinking water" that passed a state ecological expertise 2000.

Construction of facilities for protection of water bodies was carried out in accordance with the REAP of the RO until 2000. In general, construction and modernisation of 37 facilities in water supply and sanitation (**WSS**) was planned within the framework of the REAP. However, only the following facilities were completed:

Construction of the installation for production of coagulants for water treatment, in Azov;

System of circulating water supply for the Southern Department of the metallurgical plant, in Taganrog;

Cleaning up and arrangement of the area near the treatment facilities, in Taganrog;

Construction of wastewater treatment facilities near Orlovka;

Construction of the pumping station in Novocherkassk.

Due to the insufficient financing the construction works for modernisation of the treatment facilities in Shakhty and Tsimlyansk were not started.

The situation with the construction of main water-protecting facilities in 2000 (on the basis of the "Report on the state of the environment in 2000") was as follows:

1. The construction and extension of the treatment facilities at the municipal enterprise "Vodokanal" in Rostov-on-Don continued; construction of the pumping station #68 continued, re-equipping the sewage pump station near "Rostov-obuv" was completed; construction of the facilities for storm water treatment was completed in 2001.
2. Millerovo: ME "Vodokanal", construction of the sewer pumping station was carried out.
3. Kamensk-Shakhtinsky: construction of the treatment facilities was carried out.
4. Taganrog: construction of the system of circulating water supply for the Southern industrial zone is completed.
5. Novocherkassk: construction of the pumping station for wastewaters of the "Avtovokzal" is completed. Construction of the standpipe and pump station for the former Industrial district halted due to lack of funds in 2000; Novocherkasskaya CHPP: construction of fish traps at the discharge structures - no funds were available in 2000; FGE NZSP: construction of the installation for water disinfection at the treatment facilities was suspended because of the low efficiency of the suggested solutions; "NEVZ"»: modernisation of the biological treatment facilities - no funds were available in 2000.
6. Volgodonsk: construction of the storm water treatment facility in the South-Western rayon was suspended due to insufficient funds; protection of shores of the Tsimlyansky reservoir - initial project study works were completed.
7. Morozovsk: Initial project works were done for the construction of the sewer between the two treatment facilities.
8. Zimovniki: sludge dewatering facility - first priority project works are completed.
9. Belaya Kalitva: modernisation of the treatment facilities is being implemented.



Monitoring of water resources was performed at 16 water facilities. Due to insufficient federal financing, monitoring was done only of 33 water intakes instead of 38 as it was initially planned.

## **5) Activities in the solid waste management sector:**

The following activities in the sector underwent in 2000:

- About 1 million tons of the solid waste (SW) were generated in Rostov Oblast;
- Agencies of State control of SW treatment in the oblast checked 522 facilities for collection and storage of SW and detected 296 violations of the regulations;
- Results of the inspections of the areas for waste storage showed that disposal sites and officially allowed dump areas take up an area of about 1 thousand hectares. Number of unapproved dump areas for SW reduced in 2000 thanks to a change in the management system in cities and smaller settlements. Insufficient financing is the main constraining factor.
- In general, insufficient financing creates obstacles for implementing the activities on waste treatment that were planned in the REAP until 2000. Nevertheless, the following activities were carried out in the sector of the SWM in 2000:
  - Construction of the landfill for SW in Novocherkassk;
  - Completion of the construction of the landfill for SW in Volgodonsk;
  - Construction of the SW sorting station in Rostov-on-Don;
  - Construction of the site for composting biodegradable waste in Rostov-on-Don.

An experimental project on modernisation of the system of collection, transporting, recycling and storage of solid municipal waste was implemented in Rostov. The experiment allowed detecting the weaknesses in the system of the MSWM and it improved the sanitary and ecological situation in the city.

## **6) Federal Programmes**

The following federal target programmes are being implemented in Rostov Oblast:

- Federal Target Programme "South of Russia";
- Federal Target Programme "Forests of Russia";
- Federal Target Programme "State Support for the state natural reserves and national parks".

Federal programmes are mainly financed from the federal budget not fully and with a considerable delay but are eventually implemented. In particular, the following activities are anticipated in the framework of federal programmes:

- Recultivation of the landfills in Azovsky and Zimovnikovsky rayons;
- Construction of the landfill for municipal solid waste in the Oblivsky rayon.