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REWIEV ARTICLE

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Pilot projects on maritime spatial planning in the Russian Federation

Planowanie przestrzenne obszarów morskich – projekty pilotażowe w Federacji Rosyjskiej

Authors' Contribution:
A – Study Design
B – Data Collection
C – Statistical Analysis
D – Data Interpretation
E – Manuscript Preparation
F – Literature Search
G – Funds Collection

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Abstract: Russia is at the beginning of the introduction of the maritime spatial planning (MSP)as a governance tool for its vast marine areas. The whole process has been accelerated recently with government decision to prepare relevant pieces of legislation in support of MSP. This paper provides a comprehensive picture of the history of introducing maritime spatial planning (MSP) in Russia. It describes key milestones and progress achieved so far. It concludes with the list of key drivers but also obstacles that shape dynamics of the process of introduction of MSP in Russia. It seems that Russia is at moving into right direction and will join Baltic family of MSP users and promoters.

Keywords: Management of sea resources, Russia, marine spatial planning

Streszczenie: Rosja jest na początku drogi prowadzącej do formalnego umocowania w swoim ustawodawstwie planowania przestrzennego obszarów morskich jako narzędzie zarządzania swoimi rozległymi akwenami. Cały proces przyspieszył y niedawno w związku z decyzją rządu o przygotowaniu odpowiednich aktów prawnych. W niniejszym artykule zaprezentowany został kompleksowy obraz procesu wprowadzania planowania przestrzennego obszarów morskich w Rosji. Opisane zostały jego zasadnicze etapy i postępy osiągnięte do tej pory. W końcowej części zawarta jest lista kluczowych czynników wspierających i opóźniających to ambitne zamierzenie, czyli czynniki, które kształtują dynamikę procesu wprowadzenia planowania obszarów morskich w Rosji. Wydaje się, że Rosja zmierza w dobrym kierunku i dołączy do Bałtyckiej rodzinę krajów wykorzystujących i promujących to planowanie.

Słowa kluczowe: Zarządzanie zasobami morza, Rosja, morskie planowanie przestrzenne

Introduction

Maritime spatial planning (MSP) has not been existing in Russia so far. The focus was instead on integrated coastal management covering both land and water side of the coastal zone. With the new opportunities coming from exploitation of the sea areas such as minerals extraction or blue bio-tech the interest of Russian stakeholders to use the more intensively sea resources has been moved seaward. Thus a need to plan in a proper way the use of the sea areas and coordinate efforts of different entities has emerged. This seems to be a huge institutional task quite new for public authorities in Russia. The challenge seems immense. Russia has vast sea areas under its jurisdiction. Not many maritime countries can be compared with the Russian Federation on the area of maritime waters under their jurisdiction. The territory of Russia is surrounded by 14 quite different (in oceanographic cultural and economic terms) seas belonging to three oceans (the Atlantic Ocean: the Baltic, Black, Azov Sea, the Arctic Ocean: the Barents, White, Pechora Sea, Kara, East Siberian, Chukchi Sea and the Laptev Sea, the Pacific Ocean: the Bering, Okhotsk, Japan Sea and the undrained Caspian Sea). On the territory of Russia, 12 major watersheds (Fig. 1) can be defined. In accordance with the Water Code of the Russian Federation, the Ministry of Natural Resources and Environment (MoE) operates these watersheds through the network of River Basin Councils and management. Some of those seas as for instance the Baltic Sea are intensively used [28] and are under immense environmental pressure.

Aim and methodology

The research on maritime governance in Russia has been developing [27] but the maritime planning issues are absent in those analysis. This paper fills in this gap. It provides a comprehensive picture of the process of introducing maritime spatial planning (MSP) in Russia. The purpose of this paper is to identify the main drivers and obstacles for development of MSP in Russia. This paper was written using the informed insider view or participation approach. The author was a scientific leader during the development of MSP legislation in Russia. For identification of the drivers and obstacles a critical review of the existing MSP experience in the Baltic Sea region and other countries was conducted. The results were compared with the author's own experience gained during the preparation of MSP legislation in Russia. All these have allowed for identification of the key processes shaping dynamics of introduction of MSP in Russia.

Sea governance in Russia

According to the Constitution of the Russian Federation, all powers for managing the maritime areas of the Russian Federation are state owned and implemented by the federal government. But the single controlling maritime authority is absent. Interdepartmental Maritime Board performs a coordinating role, however, it has no control functions. In reality it leads to the fact that the management of marine resources usage is carried out by federal agencies, mostly on a sectoral basis.

The need for an integrated approach to the management of the activities in the marine and coastal areas of the Russian Federation is long drawn to head overdue and is recognized by the public and the government of Russia. Despite the lack of legislation on maritime spatial planning (MSP) in the last 15 years a number of pilot projects on MSP have been carried out, guidelines and methodologies for integrated management of coastal zones have been designed and proposals for supplementation of the Russian legislation have been made.

Russian planners as a members of the international organization such as VASAB, have participated as observers in the international pilot projects on MSP in the Baltic and Barents Seas [25] Then some pilot plans have started to be elaborated in Russia itself.

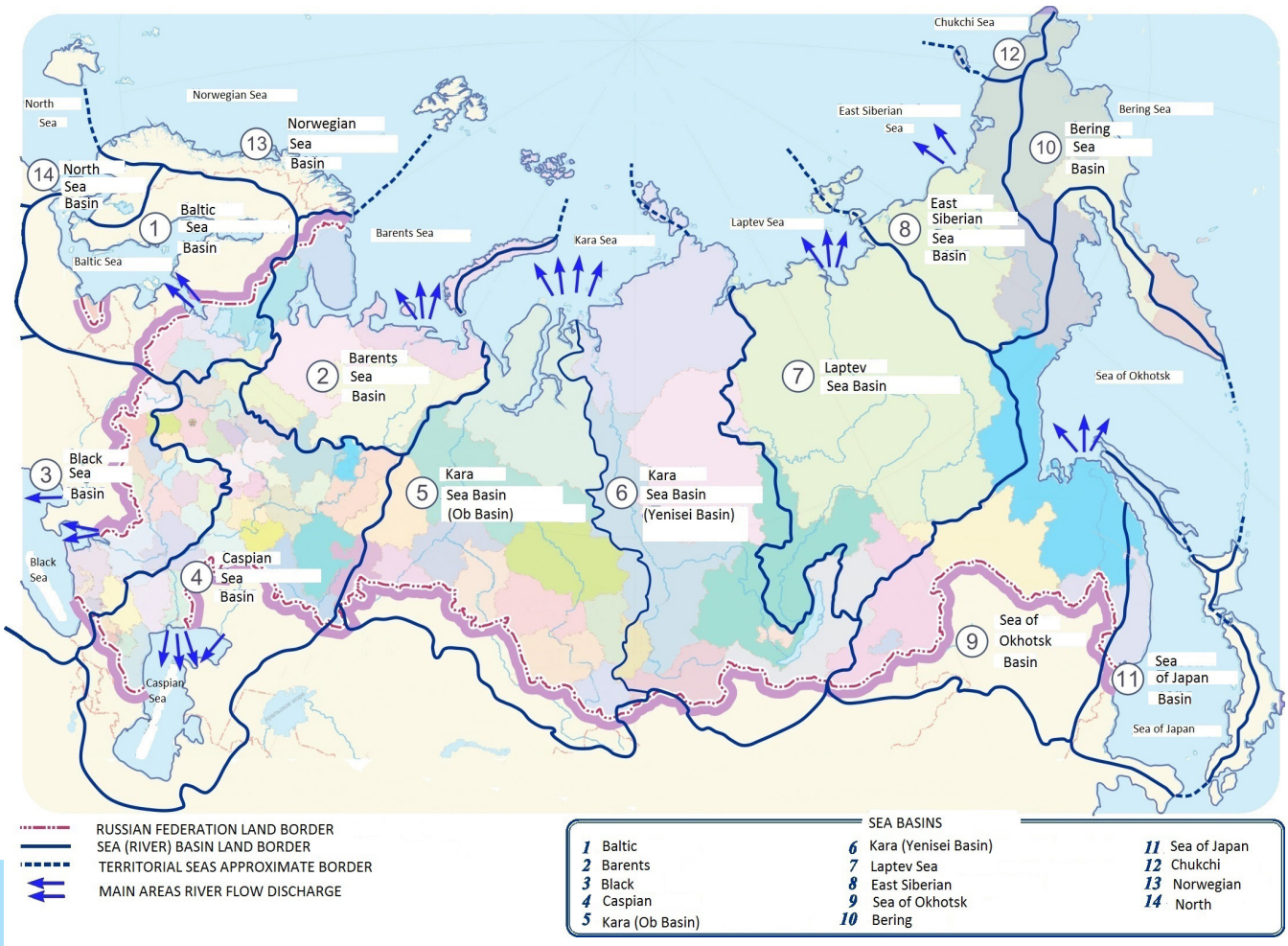

Fig. 1 Large catchment areas in the Russian Federation

Examples of the Russian pilot projects on MSP

Master Plan of St. Petersburg

It is believed that the first attempts of maritime spatial planning in Russia have happened at the end of the 20th century. Construction of Defense Complex Structures (DSC) of Leningrad (now St. Petersburg) from flooding (DSC) [1] has led to the formation of a closed water area of Neva Bay which caused the necessity to determine the rules of its usage. The main priorities underlying in the project are safety and ecology of water areas of the city and the surrounding area. On both sides of DSC a 300 meter wide corridor has been allocated which together with the very protective structures (dams) formed a special area of urban management.

The investment has opened up additional possibilities for the development of the sea port of St. Petersburg and the necessity appeared to plan the territory and water area in the zone of special regulation. The designed scheme of the territory and surrounding water areas planning of Defence Complex Structures (DSC) [2] suggests the development for port and logistics usage of protective dam facilities and the 300-meter water area on both sides of it (Fig. 2 and 3). Unfortunately only few provisions of these plans have been turned into reality.

Development of guidance documents for the integrated management of coastal zones

Since 1997 the Russian State Hydrometeorological University (RSHU) (St. Petersburg), have performed a large number of educational and practical works, from which the theoretical and methodological foundations of integrated coastal zone management (IMCZ) have been developed in Russia. Thanks to that a large number of textbooks on IMCZ have been created. Initially, efforts have been focused on the management side of the process [3] [4]; afterwards IMCZ has been developed using maritime spatial planning tools (MSP).

G. Ghoghoberidze and A. Domnin identified in their research "possible conflicts between the types of maritime activities in water areas of the Russian part of the South-Eastern Baltic and developed recommendations for their alleviation". They also conducted field analysis of the usage of the Russian water area of the South-eastern Baltic, systematized and mapped data on the existing maritime uses (Fig. 4) and come up with tables of conflicts [5].

All these have allowed to start collaboration with the neighbours. A number of bilateral projects have been executed jointly such as the Russian-Polish project on the development of joint action on usage of the Kaliningrad / Vistula Lagoon [6]. The Polish-Russian co-operation resulted in joint , monographs, atlases and the program of future management of Vistula Lagoon region shared by Poland and Russia (Fig. 5), which includes:

- Usage of cities of Kaliningrad and Elbląg as points of growth of the coastal territory;
- Development of alongshore relations;
- Emphasis on the development of competence and capacity of coastal municipalities;
- Joint spatial development of the bay area and the surrounding area.

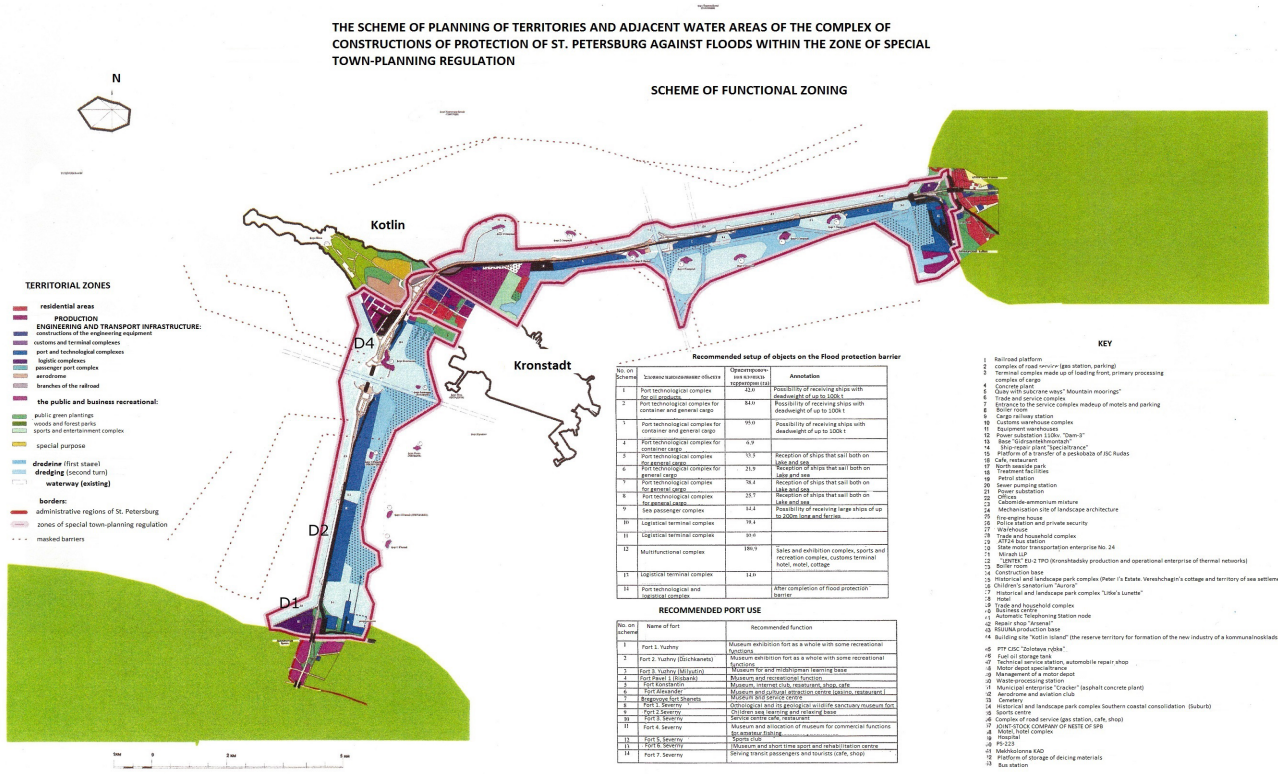

Fig. 2. The circuit layout of areas and offshore water areas of Complex of structures protecting St. Petersburg from flood

Tab. I. MSP procedures for optimizing the environmental management and prevention of conflicts within LME BS

MSP PROCEDURES	AIM	METHODOLOGICAL APPROACH	TERRITORIAL SCOPE OF MSP	COMPONENTS, MODULES	RESULTS
Procedure 1 Formation of common rules for using maritime areas of LME BS	Determination of environment and resource creation functions (abilities) of LME BS and limits of its stability (vulnerability)	Concept of management of large marine ecosystems in which ecosystems itself are the main objects of management	IMS BM, including water areas under the jurisdiction of the Russian Federation and the Kingdom of Norway, including the border areas	1 - biological productivity 2 - fish fauna and fishing 3 - pollution and ecosystem health 4 - socioeconomics 5 - management	1 – allocation of ecoregions , subregions and other taxons on the basis of mapping; 2 – determination of quantitative characteristics (indicators) of state of components (modules) of LME BS in each of taxons 3 - establishment of environmental regimes in specific ecoregions and subregions
Procedure 2 Conjugate spatial analysis of activities in water area of LME BS	Determination of degree of spatial closeness and total anthropogenic impact on LME BS	Concept of the integrated management of coastal zone	Coastal area of the Barents Sea within the territory of the Russian Federation	1 - sectors (industries) of maritime affairs 2 - socio-economic system of the coastal zone 3 - environment 4 - management	Elaboration of recommendations to eliminate or prevent the problem of conflict arising in water areas with a high density of economic activity
Procedure 3 Establishment of differential regimes of sea treatment and adaptation of sectors (activities)	Reduction of natural and industrial risks and improvement of security of LME BS in conditions of the increased economic activity	Coordination of priorities of development of sectors (industries) of Maritime Affairs with priorities of sustainable development of LME BS	Ecoregion (the Russian part LME BS); subregions with distinctive features of abiotic conditions, habitats and species of the living world; Parts of water areas in which the economic and other activity is made	1 - security of LME BS and its structural elements (ecoregions and subregions) 2 - socioeconomics 3 - management	Elaboration of strategy of balanced development of maritime complex and LME BS

Source: own elaboration

A number of proposals of research organizations on MSP and IMCZ of seas surrounding the shoreline of the Russian Federation have been made. This topic is studied by the Federal Governmental and Academic Institute (Council for the Study of Productive Forces), Murmansk Marine Biological Institute of Kolsk Scientific Center of RAS, G. Luzin Institute of Economic Problems of Kolsk Scientific Center of RAS, Institute of Oceanology of RAS, in particular the Atlantic branch, etc. The International World Wildlife Fund (WWF) and Global Environment Fund (GEF) has provided a great support in these studies.

Tools of maritime spatial planning

An idea of maritime spatial planning was brought to Russia by VASAB in the frame of East West Window Project [26]. In 2008 the first event discussing MSP was organised in Kaliningrad. It was an International Conference "Integrated management, sustainable development indicators, spatial planning and monitoring of the South-Eastern Baltic coastal regions" ant it covered both ICZM and MSP. Also Germany was instrumental in bringing MSP to Russia. In 2014, the Russian-German project "Ecology-oriented approaches to the use of the space of the Baltic Sea of the Russian Federation" was launched. The purpose of the project is the exchange of information between the German and Russian sides on the current situation of maritime planning in both countries and to further conduct a pilot project in the Russian water area with the usage of the German experience in environmental-oriented MSP.

In 2012 JSC Institute NIIP Gradostroitelstva, St. Petersburg, executed the research project "Elaboration of tools of maritime spatial planning and proposals on its usage on the example of the Baltic Sea"[7] commissioned by the Ministry of Economic Development. In this very work on the basis of the international experience, and in accordance with the existing legislation of the Russian Federation an attempt was done to identify key principles of Russian legislation on MSP. The following has been proposed:

- To identify the authorized executive body of the Russian Federation to be responsible for the development of the maritime spatial planning in the future, for coordinating the usage of maritime space;
- To develop a law "Maritime spatial planning in the Russian Federation"; proposals on the text of the law were presented as part of reporting materials;
- To dilute (divide) the government powers in sea water areas analogously with the coastal areas, identifying for each of them (federal, regional and municipal levels) its own set of powers and boundaries of water areas under its jurisdiction;
- to develop pilot maritime spatial plans of several water areas in the territorial sea and the exclusive economic zone of Russia taking into account the proposed division of powers of various government levels.

In the report, a lot of attention was paid to the comprehensive analysis of the state and use of maritime areas and the attempt to apply the ecosystem approach to planning. The authors proceed-

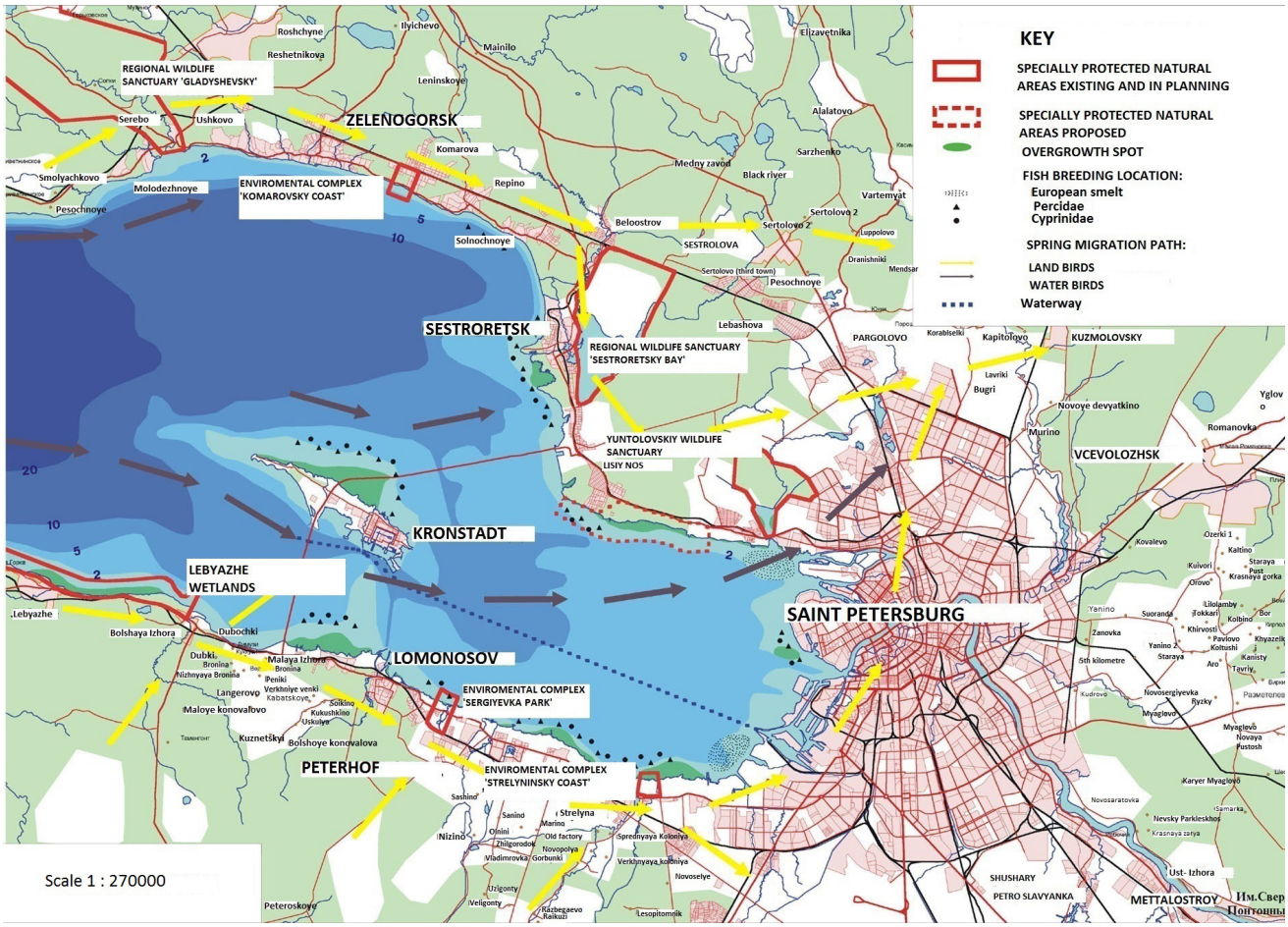

Fig. 3. Water areas of the Gulf of Finland and Neva Bay

ed from the assumption that the water area is a part of the territory covered with water, and it should be subject to the approaches adopted for land in the Town Planning Code of the Russian Federation, taking into account the peculiarities of marine areas. Proposed in the federal law draft on maritime spatial planning is essentially a paraphrase of the sea waters on the provisions of the Town Planning Code and creates compatibility between Russian maritime planning documents and the relevant documents of the European Union. The paper noted that the introduction of notion "MSP" as the legal concept of the Russian Federation will require many changes in the existing legislation, in particular Water, Town Planning, Land, Tax Codes and other documents.

As one of the recommendations there was a suggestion to use basin approach to MSP relying, in particular, on special basin districts defined in Water Code of the Russian Federation (in Russia there are 20 basin districts: Baltic, Barents and White Sea, Dvina-Pechora, Dnieper, Don, Kuban, Western-Caspian, Upper Volga, Oka, Kama, Lower Volga, Urals, Upper Ob, Irtysh, Lower Ob, Angara-Baikal, Yenisei, Lena, Kolyma-Anadyr, Amur) and their control system in the form of basin councils and basin management. The application toolkit was supported by proposals on the methodological apparatus of MSP and illustrated by model plans of two Russian water areas in the Baltic Sea – the eastern part of the Gulf of Finland and south-eastern part of the Baltic Sea. The obvious disadvantage of model plans include a lack of baseline data used by the authors of the project. Among the advantages, there is the fact that this model is a perfect match with shore (territorial) planning and without difficulty, allows to join the land and sea parts of the spatial plan (Fig. 6, 7, 8, 9).

Report has been presented in several articles in scientific and journals [8][9][12][11]. Later there was an attempt to combine the maritime plan of the Kaliningrad region developed in the framework of the paper with the pilot plan of the Lithuanian Sea [7]developed in the framework of the international project *PartiSEApate*. Unfortunately, the attempt ended in failure (Fig. 10). Obviously, there is a need for uniformity in data used in maritime planning – mapping layout, source data, symbols, cross-border plans and language. It should be noted that discrepancies occur in the domestic territorial planning documents. The reasons are the same – different coordinate systems, dates of execution and scale of maps; various software products used by planners; different design organizations' symbols.

Integrated management plans of the water area of the Barents Sea

The research work carried out in 2013 by the Institute of FGAI on the instructions provided by the Ministry of Economic Development [13]

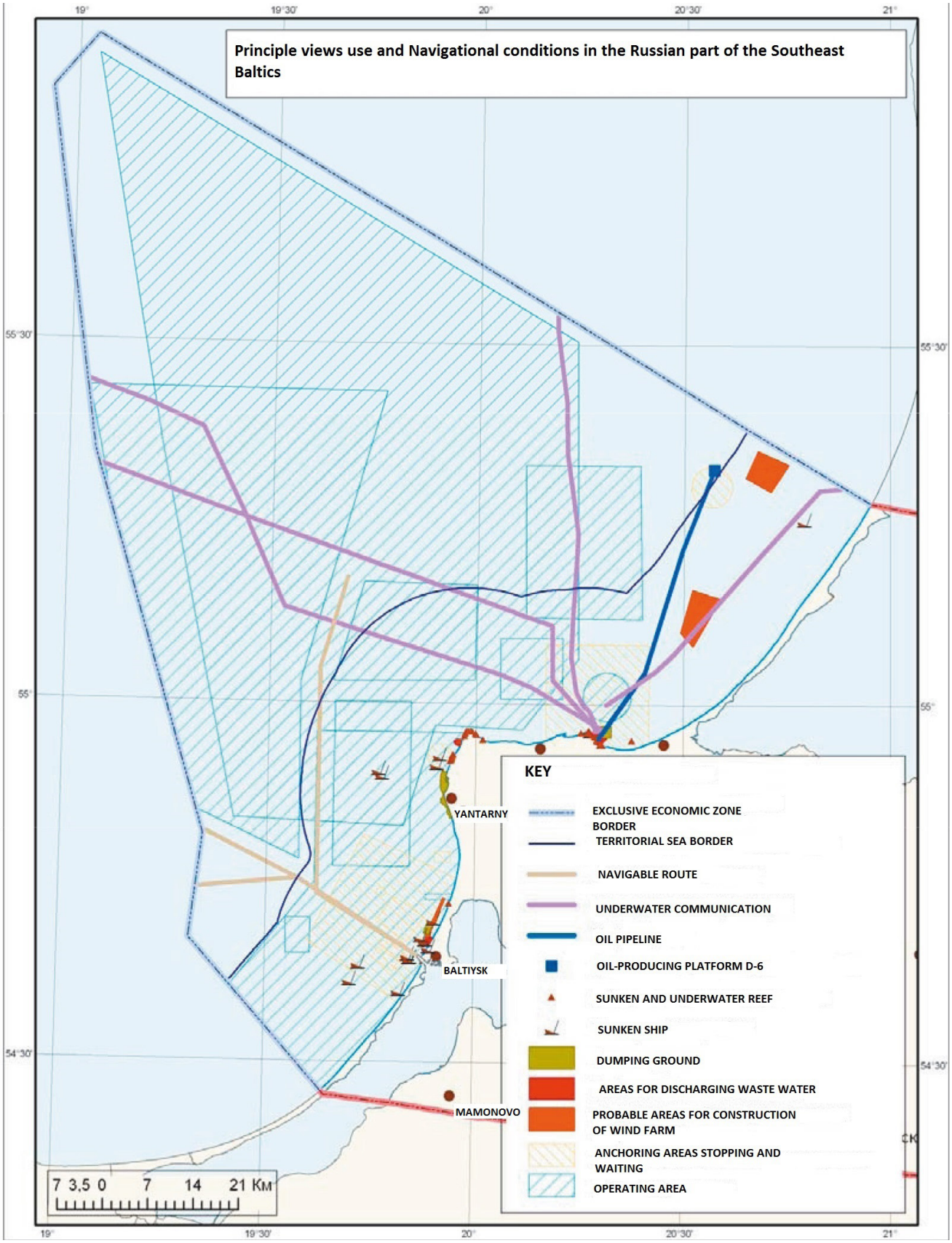

Fig. 4. The main types of usage of water areas and navigation conditions in the Russian part of the South-Eastern Baltic. From the article of G. Ghoghoberidze, A. Domnin "Possible conflicts between the types of maritime activities in water areas of the Russian part of the South-eastern Baltic Sea and elaboration of recommendations for their prevention", 2010.

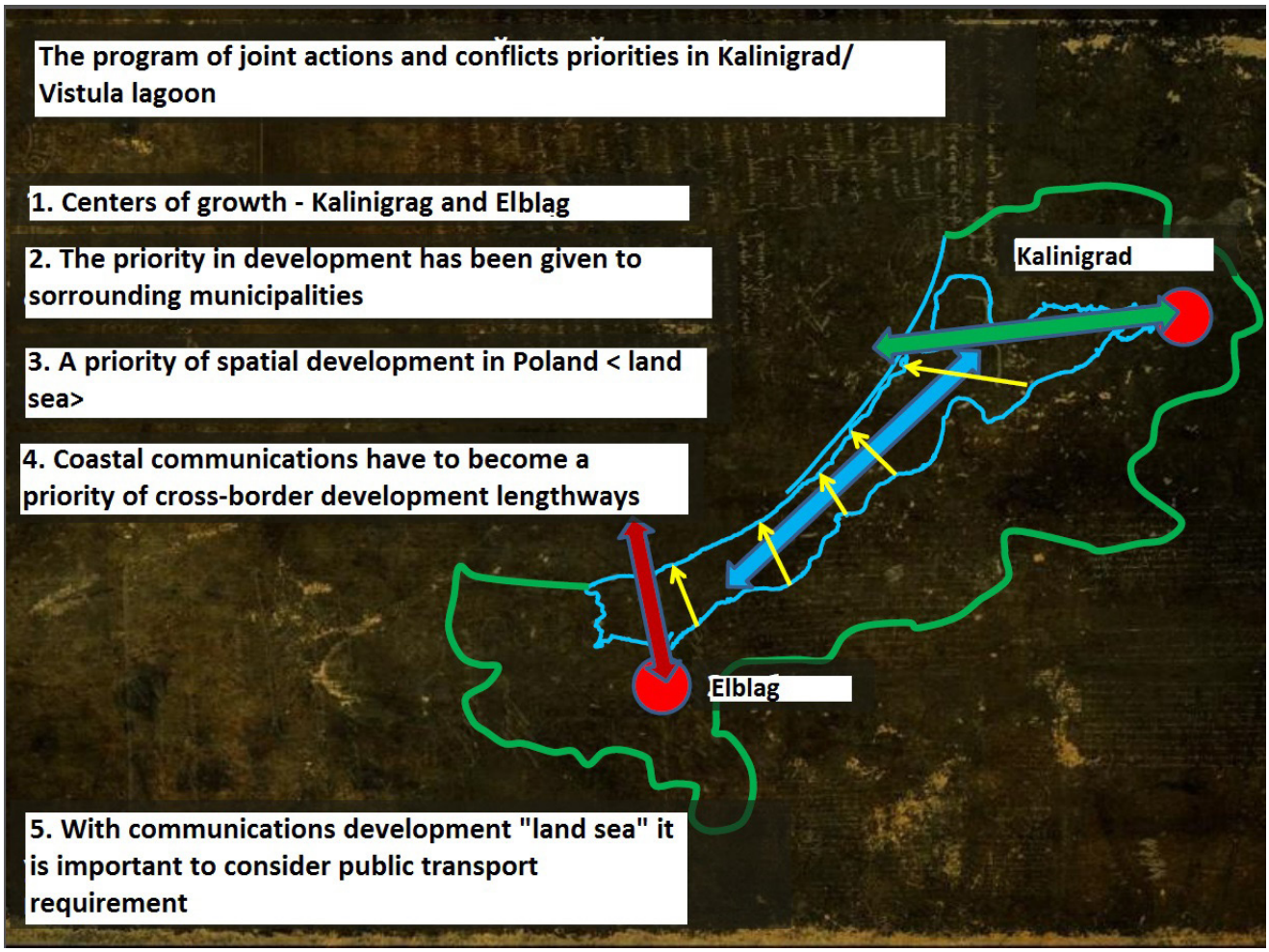

Fig. 5. Directions of the Polish-Russian research at the Kaliningrad / Vistula Bay. The report by D. Domnin and B. Chubarenko states "Experience of elaboration of program of integrated management of transboundary segments of coastal zone of the Kaliningrad region", 2014.

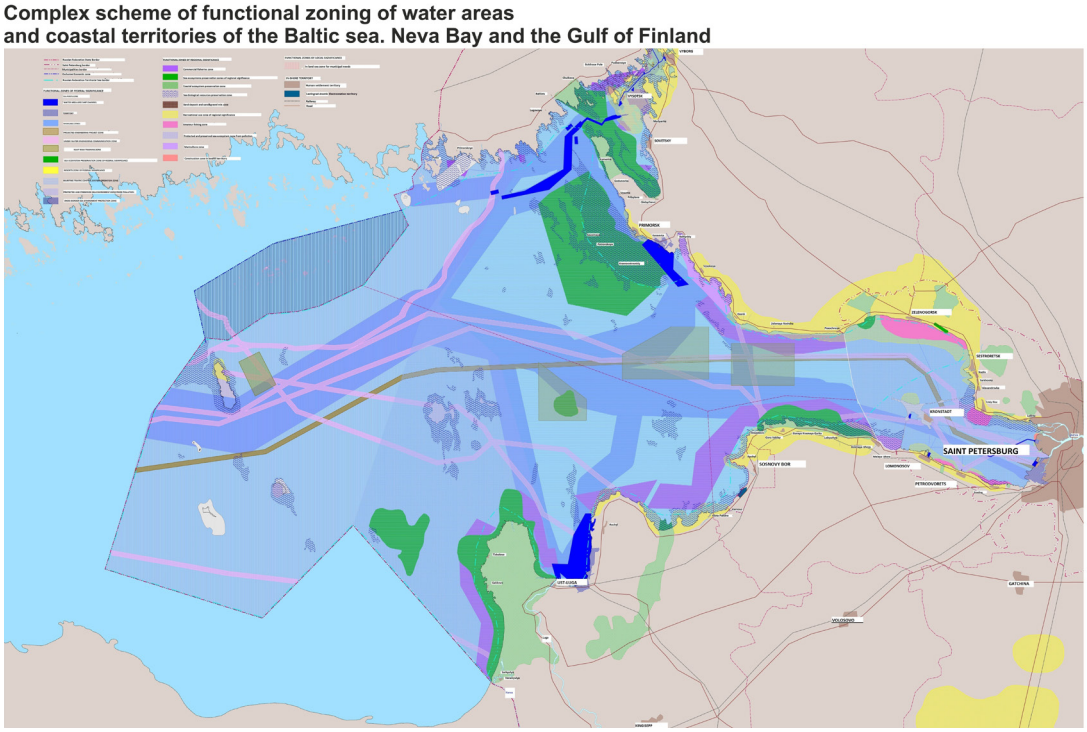

Fig. 6. Complex scheme of functional zoning of the Baltic Sea, coastal areas of the Leningrad region and St. Petersburg. Neva Bay and the Gulf of Finland.

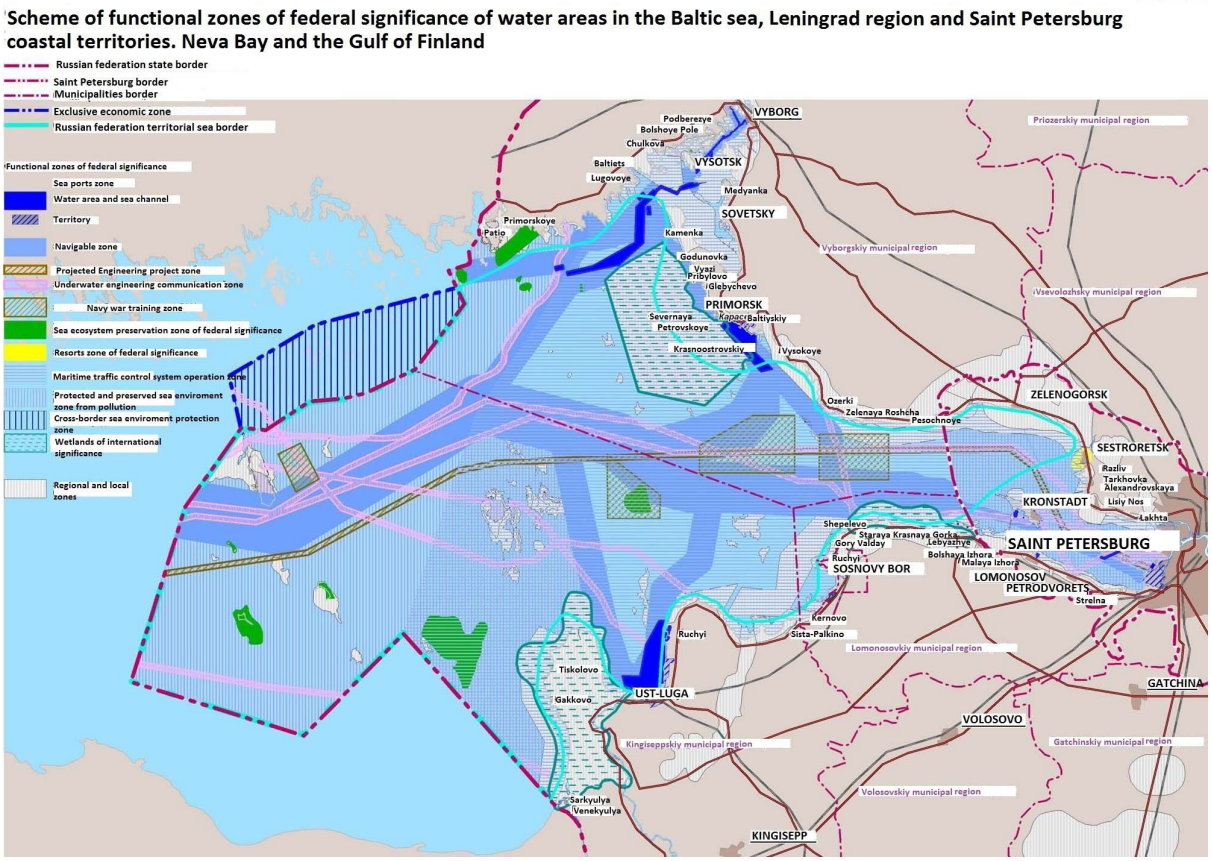

Fig. 7. Scheme of functional areas of federal significance of the Baltic Sea, coastal areas of the Leningrad region and St. Petersburg. Neva and the Gulf of Finland.

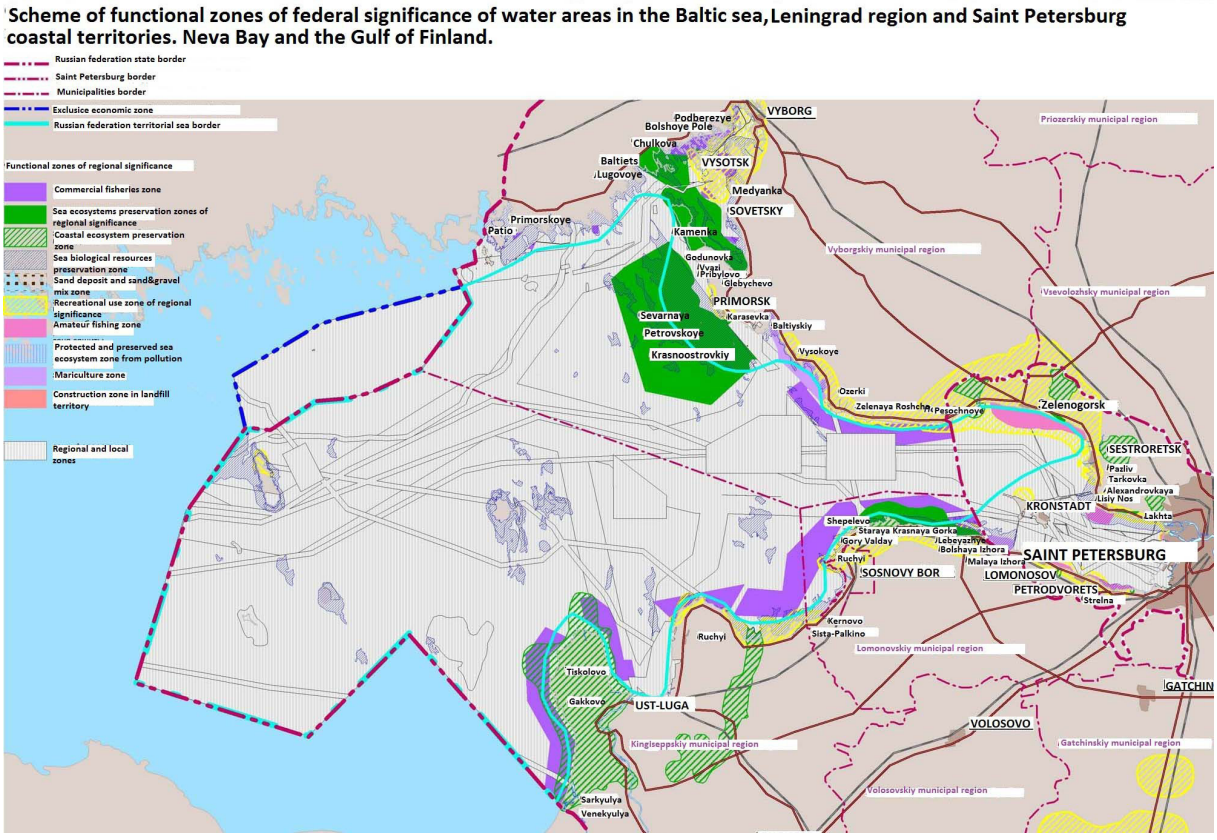

Fig. 8. Scheme of functional areas of regional significance of the Baltic Sea, coastal areas of the Leningrad region and St. Petersburg. Neva and the Gulf of Finland.

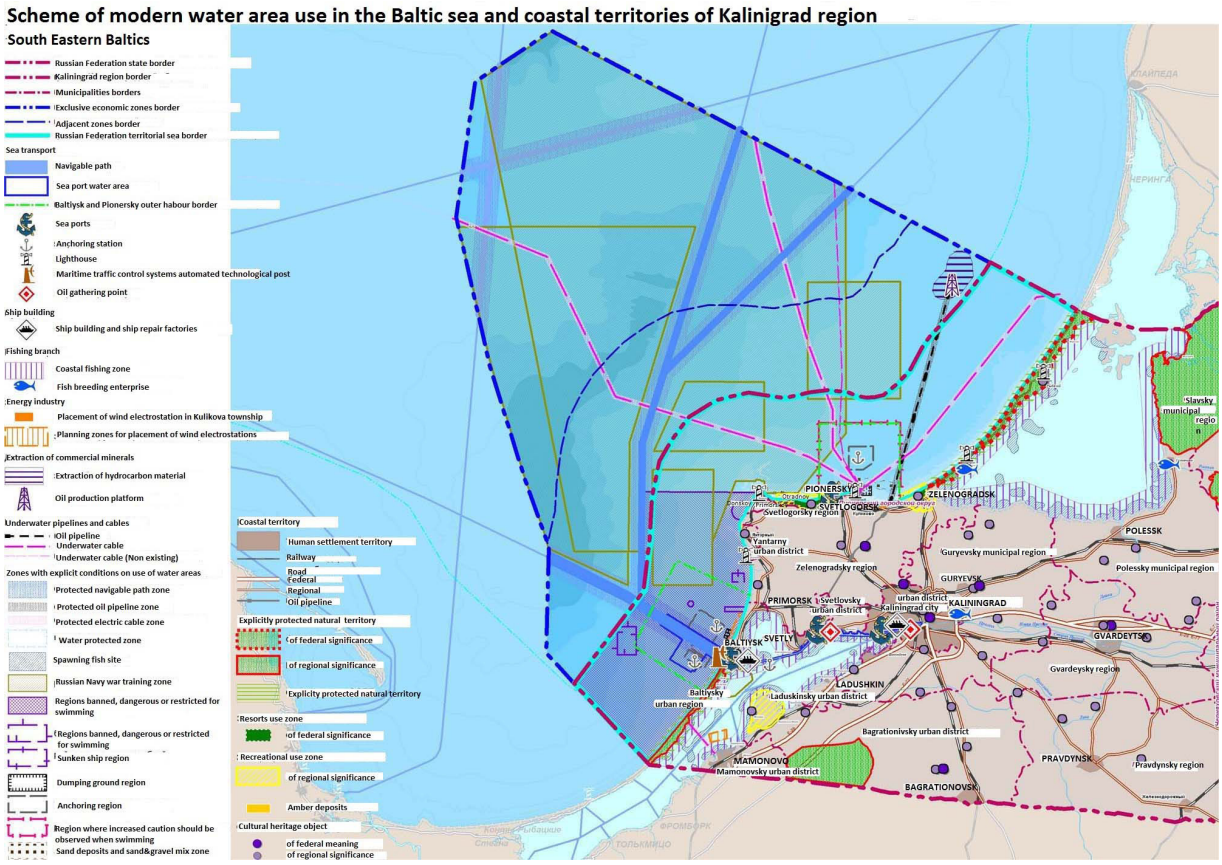

Fig. 9. Scheme of modern usage of the Baltic Sea and the coastal territory of the Kaliningrad region.

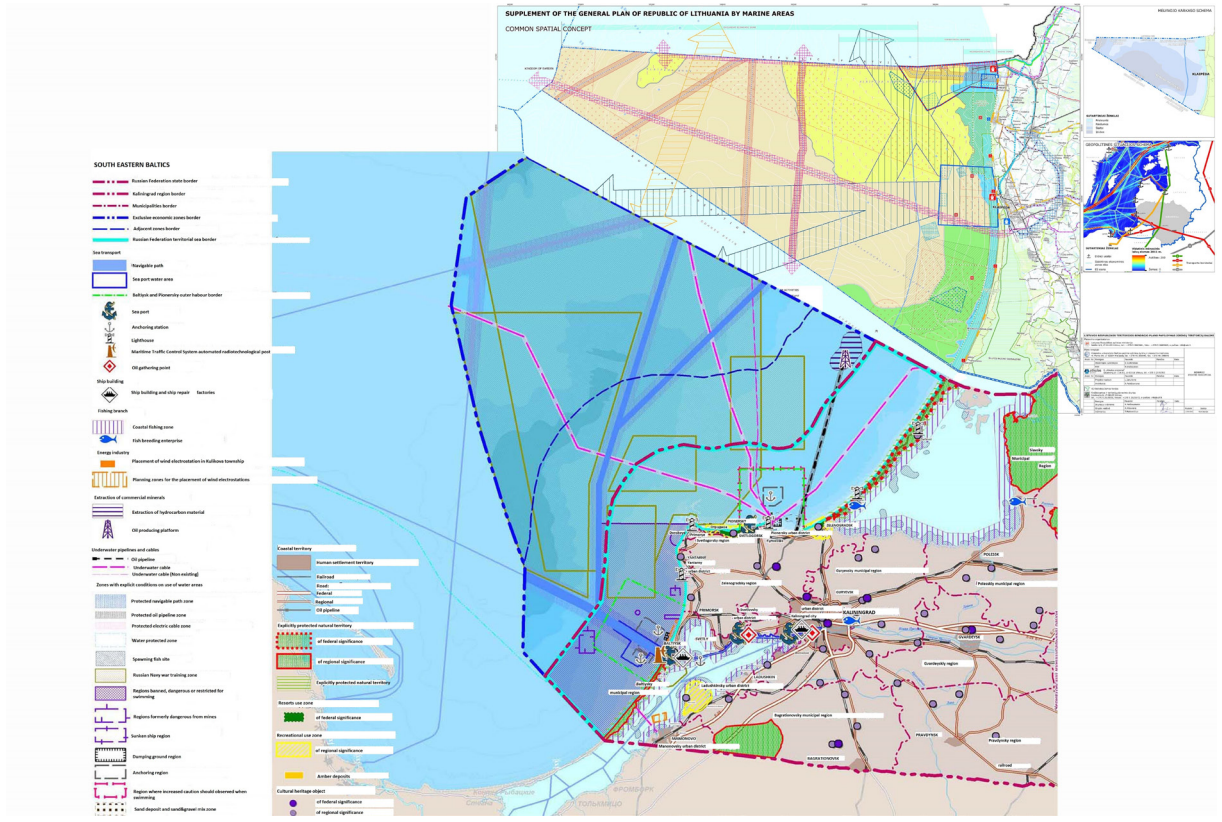

Fig. 10. MSE of the Kaliningrad region (Russia) and MSE of the Lithuanian Sea.

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was dedicated to the elaboration of methodology of maritime spatial planning and integrated management plan of marine wildlife in the Barents Sea. The purpose of research was to develop proposals to improve the efficiency and safety of the use of marine areas and natural resources in the border areas of the Arctic zone of the Russian Federation in the conditions of intensification, competition and globalization of maritime activities, climate variability and high vulnerability of the Arctic marine ecosystems to anthropogenic impacts in relation to large marine ecosystem. According to the report the result was a project of methodology of maritime spatial planning for creation of integrated management of maritime activities within large marine ecosystem of the Barents Sea and a draft plan of the integrated management of marine wildlife in all Russian Arctic seas which is based on an ecosystem approach including a list of normative legal acts necessary for its implementation with substantiating materials.

Much attention in the paper is paid to justification of boundaries of large marine ecosystems, particularly the Barents Sea (LME BS) and the integrated approach to maritime spatial planning. The criteria for allocation of boundaries of LME BS is highlighted and certain types of natural resources are described in detail – fishing, shipping, oil and gas production. A lot of attention is paid to the impact of the certain types of human activity on marine organisms, especially the impact of oil spills and oil products (examples – Fig. 11, 12).

Procedures of MSP have been defined and proposed to be used for optimization of marine wildlife and conflict prevention in the water areas of LME (Tab. 1).

The authors have proposed to include specific instruments on MSP into water legislation, which should also be linked to Town Planning and other legal acts of the Russian Federation. As a basis for methodology of MSP tools of Scheme of Complex Use and Protection of Water Objects (SKIOVO) has been suggested. In this paper there are no examples of application of the elaborated methodology of maritime spatial planning. Complex functional zoning used in town planning projects is only suggested as one of the methods possible for using in MSP.

In 2014 the work program of the Russian-Norwegian cooperation in the field of environmental protection for the years 2014-2015 was elaborated [14]. Once more the ecosystem approachwas widely. Areas of limited human activities (ALHA) were defined, data on bio and geo diversity and human impact were collected and compiled (examples in Fig. 13, 14), several conflict areas were highlighted (examples in Fig. 15, 16). [15]. The work will result in a comprehensive management plan for the Russian part of the Barents Sea based on the relevant maritime spatial plan.

Year of the Gulf of Finland – 2014

In 2014 joint work on studying and monitoring of the ecological state of Gulf of Finland was undertaken jointly by Russia Estonia and Finland focusing on:

- Biological and geological diversity;
- Fishery resources and fishing;
- Harmful substances and the ecosystem of the Gulf of Finland;
- Safety of maritime navigation, especially in winter conditions.

Materials will serve as the basis of a joint maritime spatial plan of the Gulf of Finland, that will be prepared by the three countries.

Materials of the Russian researches have been collected in the report „Development of proposals and recommendations to the draft of the National Programme Gulf of Finland – 2014" [16]. Unfortunately, neither the report nor the presentation of detailed studies have been made available to the public so far. According to oral presentations done by the authors at various for the following input to development of MSP in Russia has been noticed: a Guide of the Intergovernmental Oceanographic Commission of UNESCO Step-by-Step Approach toward Ecosystem-based Management procedure [29] has been identified as the methodological basis of maritime spatial planning in Russia.

Data on bio and geo diversity in the Russian part of the Gulf of Finland and the anthropogenic load has been collected and analysed (Fig. 17, 18). [16]

Comparison of data on human activities and ecological state of the Gulf of Finland made it possible to highlight the conflict-zones between the peculiar sectors of activity and areas of natural threats on the bay (Fig. 19). However, a synoptic analysis of the impact on the ecosystem of the Gulf of Finland, zoning of water areas and establishment of restrictions (rules of use) have not been done and allocation of jurisdiction zones in line with the competences of various level authorities has been missing. The paper concludes with recommendations to governmental bodies. There are specific separate recommendations for the federal, regional and municipal authorities, and some enterprises. But they generally refers to the management plan, and not to the maritime spatial planning.

Legal and legislative framework of the Russian Federation within the MSP

Marine doctrine and Development Strategy of maritime activities of the Russian Federation

As one of the basic principles of the national maritime policy, Maritime Doctrine of the Russian Federation [17] (approved by decree of the President of the Russian Federation №1387 since 27.07.2001) establishes an integrated approach to maritime activities. However, over the 10 years that have passed since the adoption of Maritime Doctrine, no practical steps in this direction has been taken. Only in 2010 development strategy of maritime activities of the Russian Federation until 2030 (SDMA RF) [18] (approved by the disposal of the Russian

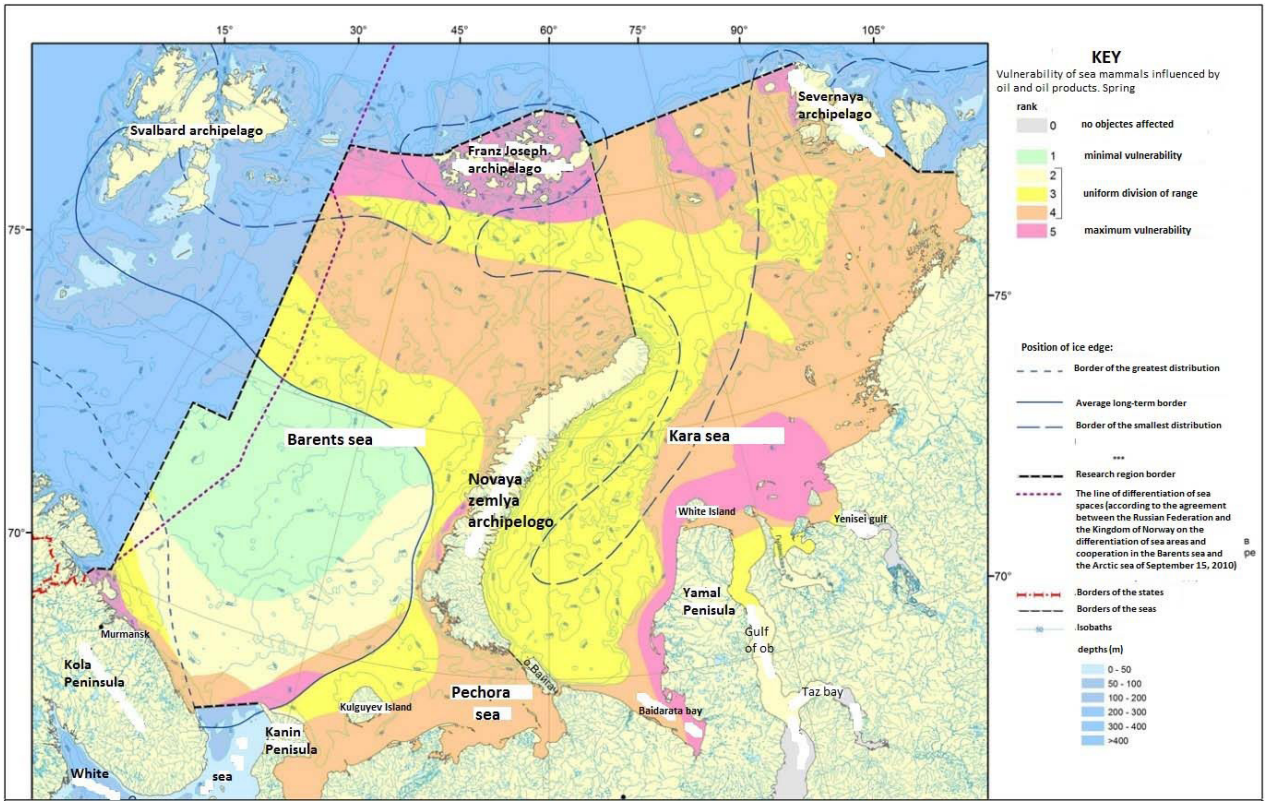

Fig. 11. Map of vulnerability of marine organisms to the effects of oil and oil products (for example, marine mammals) in the spring period according to the report of SOI, 2013.

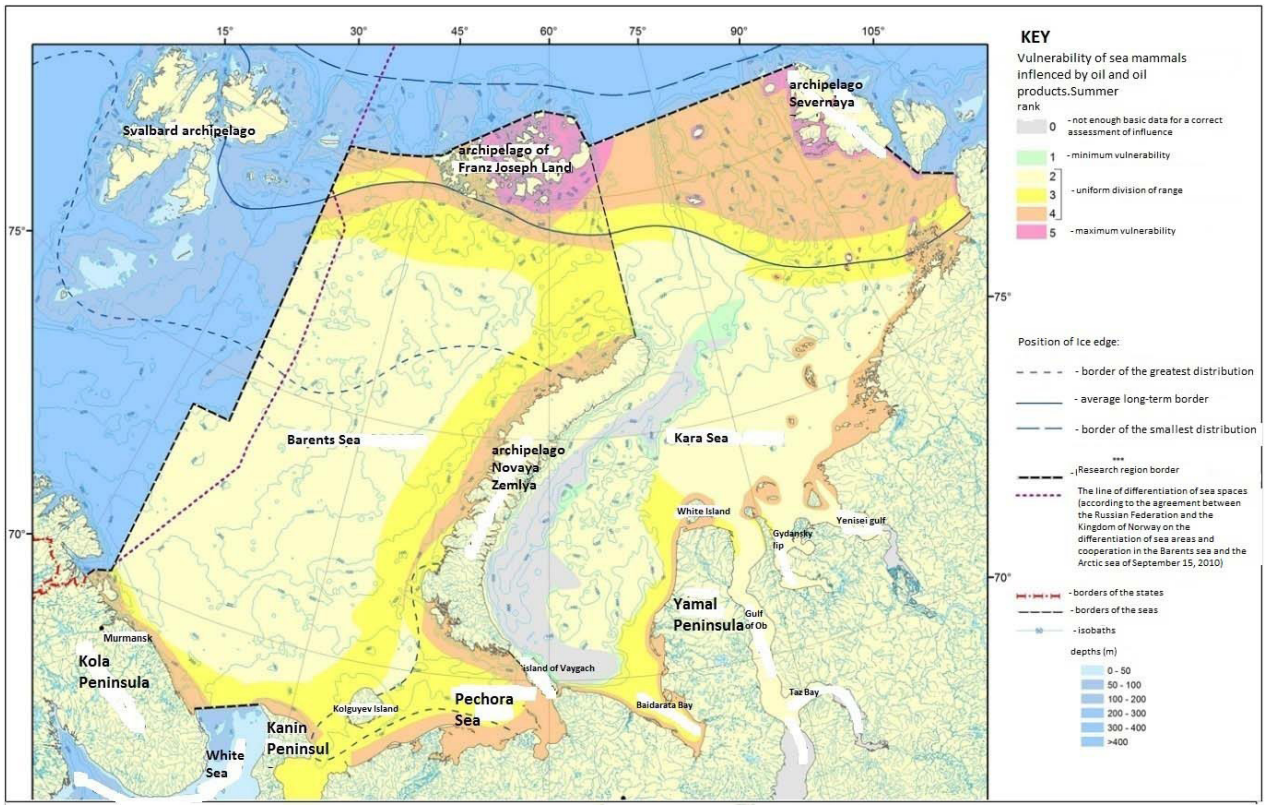

Fig. 12. Map of the vulnerability of marine organisms to the effects of oil and oil products (for example, marine mammals) in the summer period according to the report on SOI, 2013.

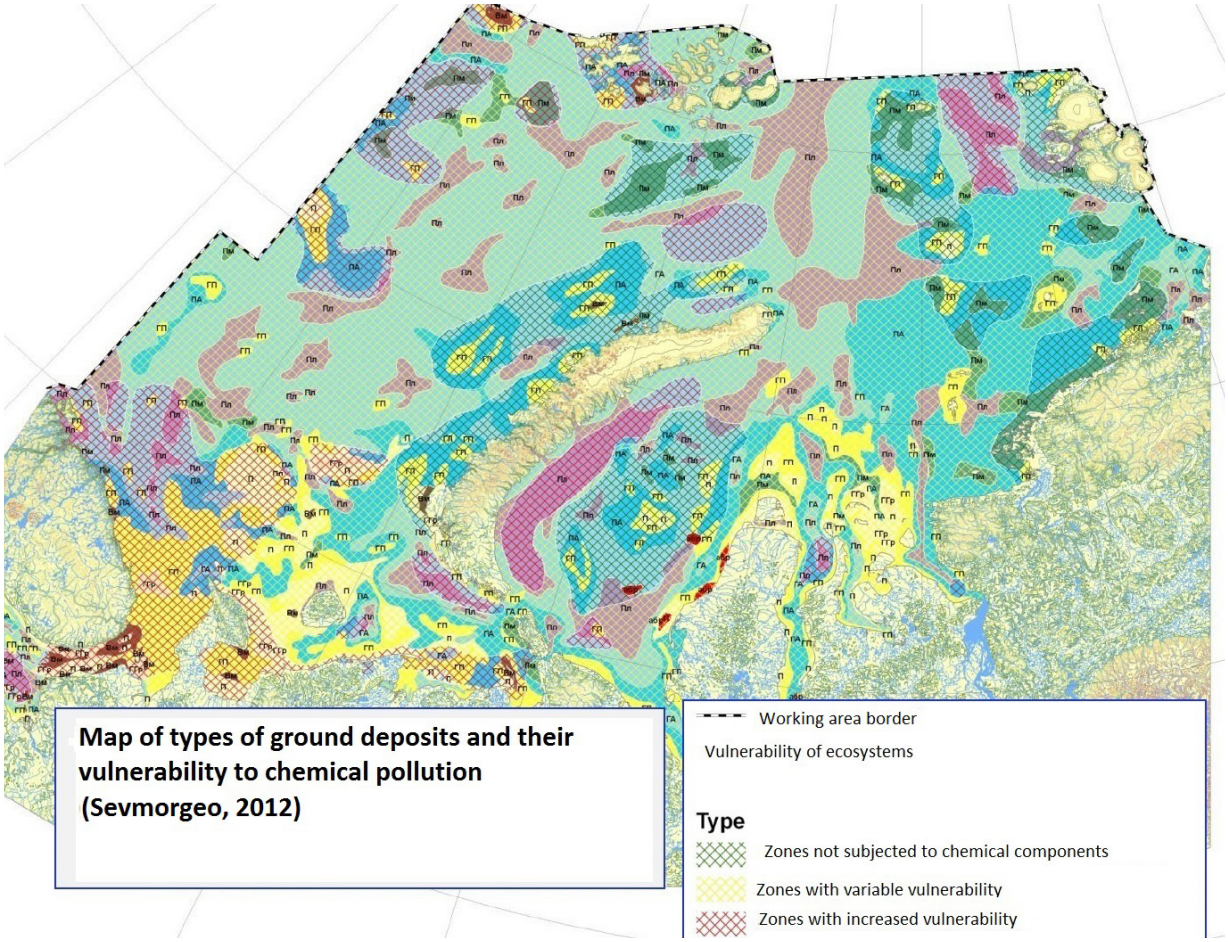

Fig. 13. Map of types of sediments in the Barents Sea and their vulnerability to chemical contamination.

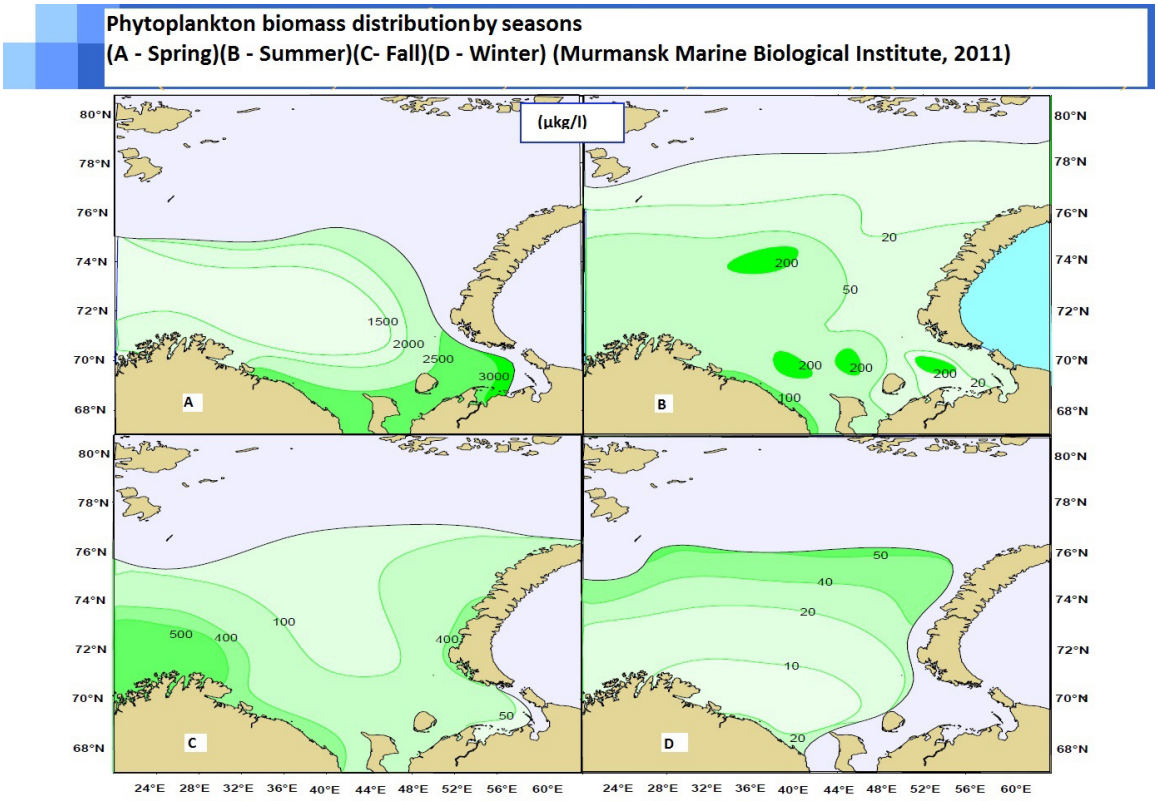

Fig. 14. Distribution of phytoplankton biomass in the Barents Sea on seasons.

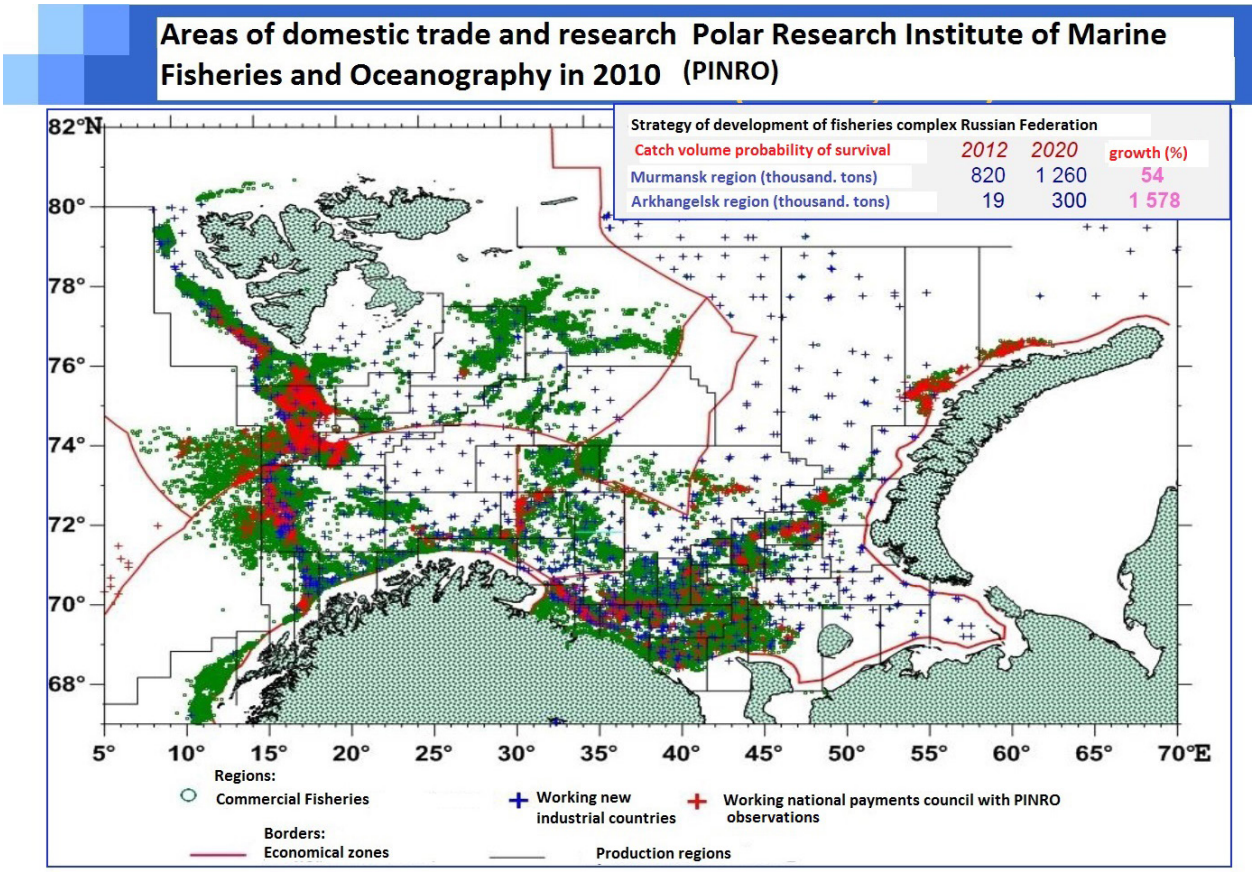

Fig. 15. Areas of domestic fisheries and research of PINRO in 2010.

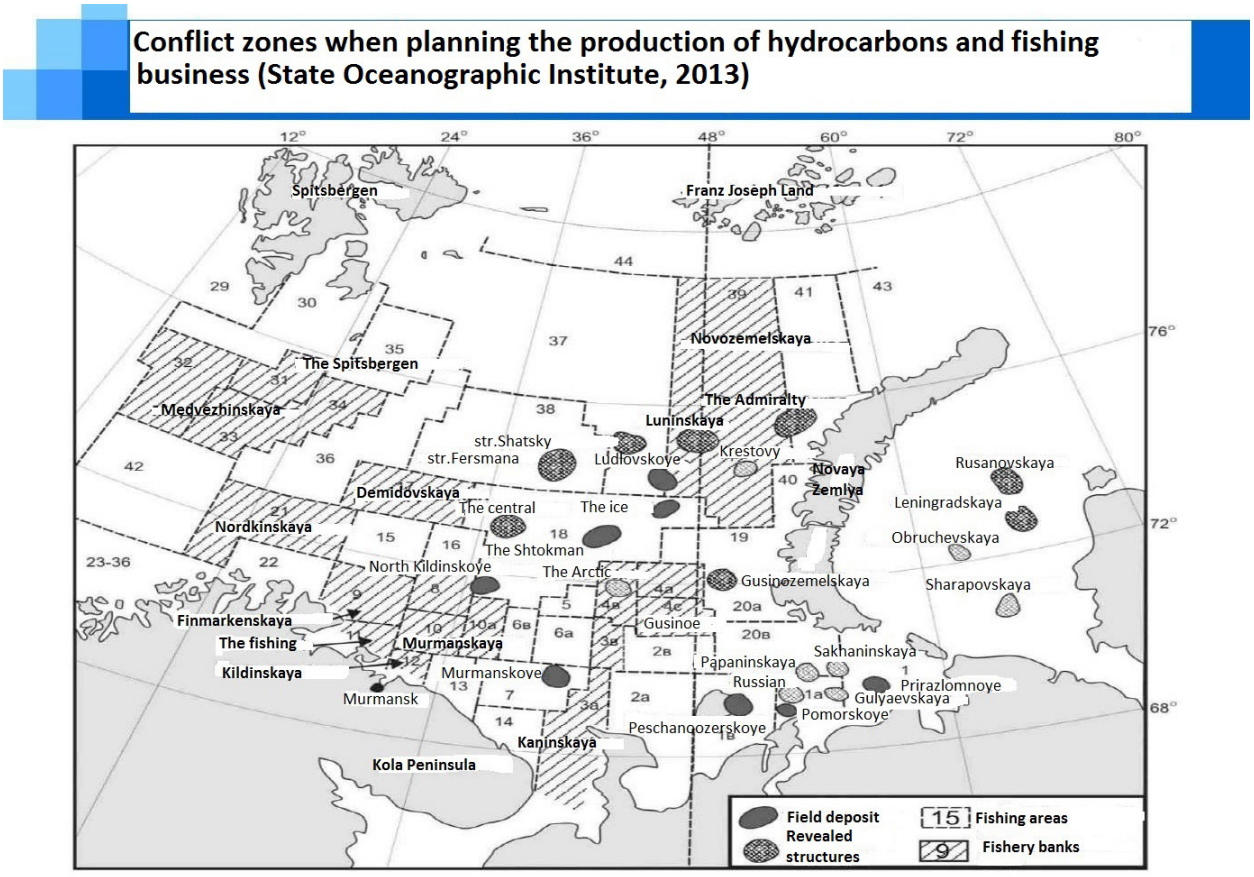

Fig. 16. Areas of conflict in the planning and production of hydrocarbons fisheries.

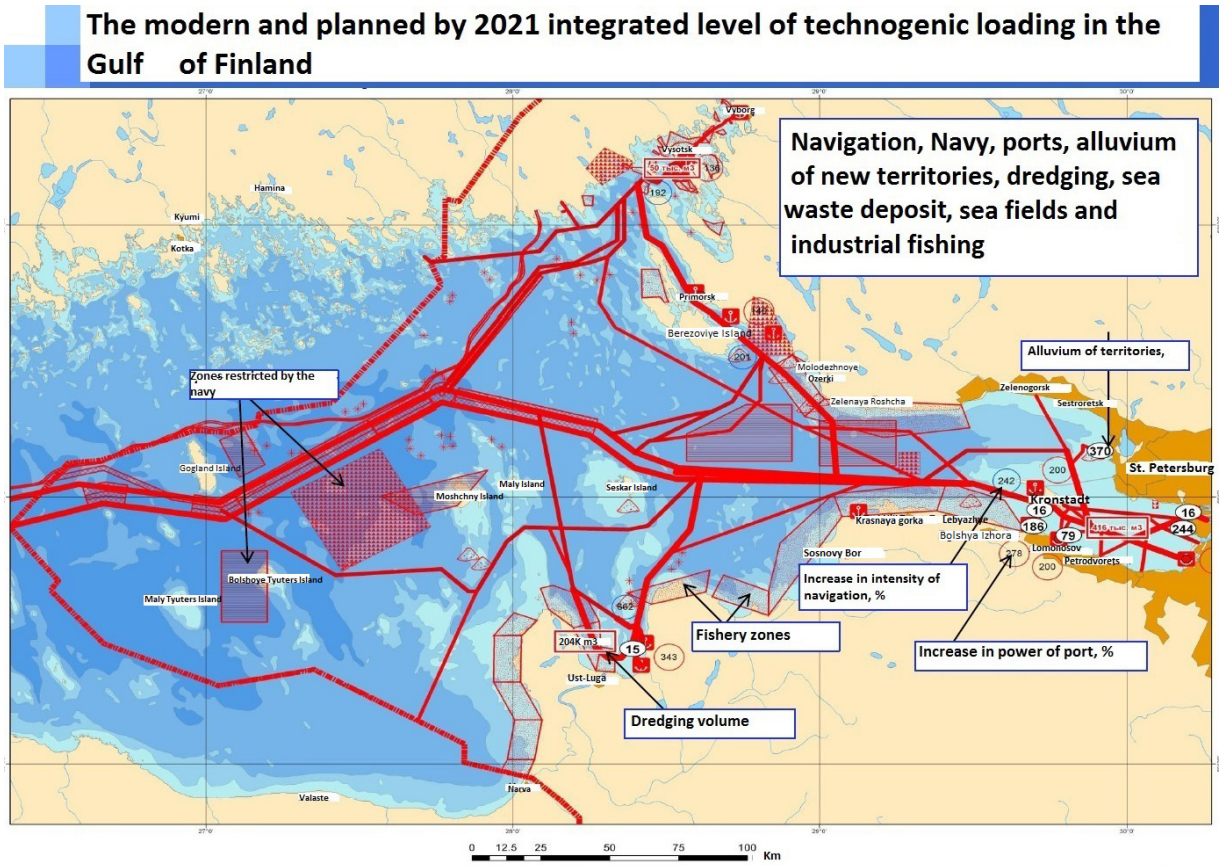

Fig. 17. Existing and planned by 2021 the integral level of anthropogenic impact in the Gulf of Finland.

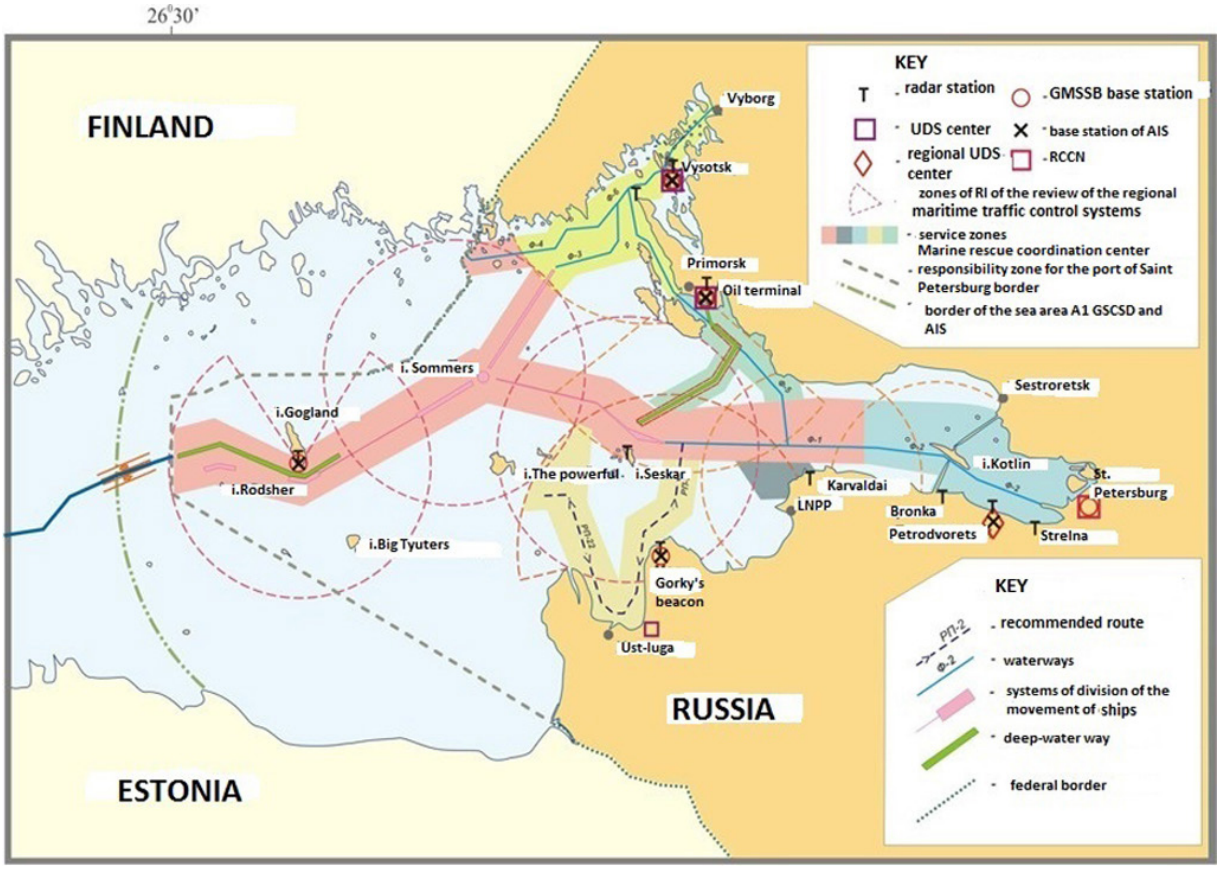

Fig. 18. Existing and planned by 2021 anthropogenic pressure on the ecosystem of the Gulf of Finland.

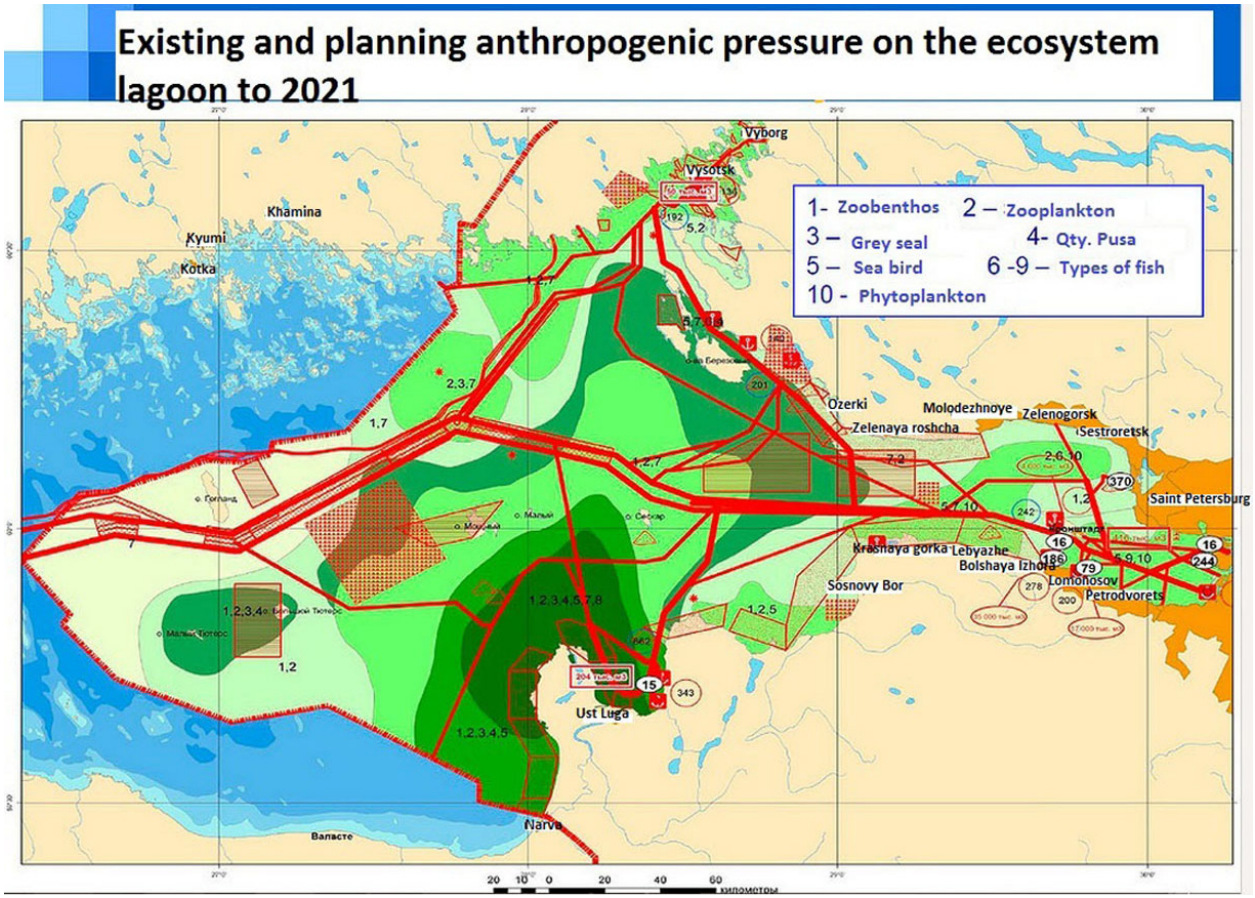

Fig. 19. Environmental threats of the Gulf of Finland (as for 28/02/2014). *

* Based on research materials "Elaboration of proposals and recommendations on the draft of the National Programme of Action" Gulf of Finland - 2014 "

Federation Government № 2205-r since 08.12 .2010) put more conscious emphasis on an integrated approach and documented the necessity of "complementing of the existing predominantly sectoral approach to the planning of maritime activities with the help of the integrated approach". [10]

SDMA RF has become the first official document introducing a number of concepts at the federal level. The concepts of "maritime spatial planning" and "integrated management of coastal zone" have been mentioned. Coastal areas have been defined as "coastal areas and coastal waters areas". The strategy does not specify the first two concepts but makes the appropriate federal authorities, primarily the Ministry of Economic Development, responsible for development of appropriate documents to ensure the fulfilment of the following goals (SRMA RF, Appendix 4):

- Introduction and development of the integrated (cross-sectoral) management at all levels, considering sea usage as the entire object of management, which is aimed at overcoming the conflict between types of usage and preservation of the marine environment;
- Expansion of marine component of the program of integrated development of coastal areas and coastal waters areas to the boundaries of water areas under the jurisdiction of the Russian Federation;
- Coordination of the mentioned programs on watershed management;
- Usage and development of the tools of maritime spatial planning.

The strategy prescribes "transition to the integrated approach to development of planning of the coastal areas and coastal water areas of a given r coasts of the country by defining them as a separate management objects under jurisdiction of public administration" (SRMA RF, Appendix 1, point 12).

In accordance with requirements of the Strategy the Ministry of Economic Development of the Russian Federation in 2013 commissioned a research project "Development of methodical support and recommendations for the integrated planning of coastal areas and coastal water areas of particular coasts of the country [19], on the basis of which Guidelines for the development of littoral maritime component of the Strategy of socio-economic development of the seaside subject of the RF were elaborated, published on the official website of the Ministry and sent to all the coastal regions. In particular, it is stated that: "... in order to optimize the usage of maritime spaces and to prevent the predicted territorial development of the coastal regions, the Russian Federation should take into account the results of functional zoning of coastal water areas obtained with the usage of

maritime spatial planning tools". It remains unclear how this can be put into practice, because the territorial planning, and together with it, maritime spatial planning are carried out after the preparation of scenarios and elaboration of socio-economic development (Article 38 of the Federal Law № 172-FZ since 06.28.2014 "Strategic planning in the Russian Federation" [20].

The bill (law) №172-FL applies also to the marine area (cf. Article 1), but afterwards however, in the text there is neither definition of "marine space" nor practical guidance on the inclusion of maritime activities to strategic planning system of the Russian Federation [21]. However it seems that , the necessary additions to the law will be made in the course of the development of the legal framework of the Russian Federation related to the usage of marine resources.

Draft of the federal law "Sea (water area) planning in the Russian Federation"

In 2014 the Ministry of Regional Development of the Russian Federation has begun to develop a draft law "Sea (water area) planning in the Russian Federation".

By the summer of 2014 the conception of the bill had been developed. To a large extent it is based on Tools of maritime spatial planning elaborated in 2012 [7]. According to the Conception [22] [23] the main planning documents for sea areas should be integrated maritime plans. The maritime plans will cover, „entity of the most significant territories and water areas of the Russian Federation having common physical-geographic, economic and geographic, political, geographic or military-geographical characteristics". The law should reflect the powers of public authorities of different levels of the Russian Federation, the actual maritime planning, ocean zoning, planning of maritime space and placement of objects of economic activity, maritime planning international cooperation, information support should be also described.

The following basic principles of maritime planning in the Russian Federation have been outlined:

- Ensuring of sustainable development of coastal areas and the coastal water areas of the Russian Federation;
- A balanced account of the natural, environmental, economic, social, national and other conditions and factors while planning the development of coastal areas and the coastal water areas of the Russian Federation;
- Comprehensive coordination of all types of maritime activities and other economic activities that use maritime space and ensuring the effectiveness of its usage with priority of marine environment protection;
- Minimizing of the negative impact of the maritime and other economic activities on the natural marine environment and conservation of the biological diversity;
- Protection of cultural heritage and maritime traditions;
- Development of specially protected sea and coastal areas;
- Coordination of the law „Sea (water area) planning in the Russian Federation" with Town Planning Code of the Russian Federation and other legislative acts;
- Introduction of liability for violation the law „Sea (water area) planning in the Russian Federation".

Unfortunately, due to the shutdown of the Ministry of Regional Development in September 2014 the work on the bill has been temporarily ceased. It is expected that it will be resumed in 2015-2016. Elaboration of the law is included in the work plans of ministries and departments, also in the work plans of the Ministry of Construction and Ministry of Economic Development of the Russian Federation (2016), the work plan of the Interim Commission of the Federation Council on development of legislation of the Russian Federation on engineering and engineering activities (2015), etc.

Federal Law "State control maritime activities of the Russian Federation"

At the beginning of 2015 on the site of the Maritime Collegium of the Russian Federation a draft of the federal law "State control maritime activities of the Russian Federation" [24] was published. The draft of the law proposes to delegate partially, authority for the management of maritime activities from the federal government to the subjects of federation and to local governments. As far as the tasks under maritime activities are concerned the Article 6 of the law stipulates "... 12) integrated planning of development of coastal areas and coastal water areas of the Russian Federation should be treated as a separate governmental task" .

However in the further articles, the bill is proposing a sectoral management of maritime activities. As the coordinating body for maritime activities at the federal level, the formation of the Marine Board , has been envisaged. The Board will be subordinated directly to the Government of the Russian Federation and it will work under the Prime Minister or Deputy Prime Minister of the Government of the Russian Federation. At the level of federal subjects a similar role will be performed by Maritime Councils subordinated to the heads of the subjects.

Mechanism of the „integrated planning", as well as the existence of an federal executive body in charge of the integrated approach to the management of maritime activities, is not provided in the bill.

Discussions

It seems that Russia is progressing towards introduction of MSP. The following can be taken as evidence of that:

1. Despite the lack of a legal base, in recent years the pilot projects to regulate the use of the sea space have been developed. This has been done within the framework of pilot projects on maritime spatial planning, integrated coastal zone management.
2. The inclusion of certain provisions supporting MSP has been done s in various regulations and laws.
3. Very helpful in this work is international co-operation in particular in the frame of the Baltic Sea and Barents regions.
4. Foreign experience has been studied and its validity to Russian needs have been assessed.

5. However Russia is s till looking for its own way of combining integrated and sectoral approach which is a challenging task having in mid long-lasting traditions in sectoral management in Russia.
5. The described efforts are slightly hectic and there is no consensus how MSP should like among key decision-makers.

Conclusions

The research presented in this paper has allowed to identify the following driving forces and barriers for development of MSP in Russia:

Driving forces

- Commitment of research community and non-governmental organizations supporting MSP in Russia,
- Bilateral and multilateral co-operation e.g. in the frame of VASAB (vison and Strategies around the Baltic Sea) and Helcom (Helsinki Commission),
- Growing importance of the sea space as developmental factor.

Barriers and obstacles

- Changes in the institutional set up,
- Tradition of sectoral management,
- Lack of qualified staff able to conduct MSP,
- Lack of relevant knowledge and information,
- Insufficient co-operation between those involved in management of the marine space.

There still important pending tasks. The primary tasks of the Russian Federation in the field of maritime spatial planning and in general in the field of regulating maritime activities are following:

- determination of the federal executive body responsible for maritime activities;
- distribution of tasks and responsibilities (delegation of authority) between levels of government (federal, regional, municipal) and determination of the administrative borders on the sea i.e. the concrete areas of jurisdiction for each level of government and for each government separately;
- resumption of work on the law "Sea (water area) planning in the Russian Federation" and amendments in other legislative acts of the Russian Federation;
- development of methodological framework (procedures) of usage planning of marine resources.

Moreover there is a need to intensify research supporting MSP and training of the competent personal able to conduct MSP in the vast sea areas under jurisdiction of Russian Federation.

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