



Project no: **INCO 003739**

Project acronym: **INCOFISH**

Project title: **Integrating Multiple Demands on Coastal Zones with Emphasis on Aquatic Ecosystems and Fisheries**

Instrument: **Specific Targeted Research Project (STREP)**

Thematic Priority: **International Cooperation**

Deliverable reference number and title:

**WP 10.1. Deliverable: 'Report on national legal commitments to sustainable marine fisheries (with data base)'**

**Country profile RUSSIAN FEDERATION**

Due date of deliverable: Month 10

Actual submission date: Month 8 + 18

Start date of project: **01/05/2005**

Duration: **3 years**

Organisation name of lead contractor for this deliverable: University of Bremen

<b>Project co-funded by the European Commission within the Sixth Framework Programme (2002-2006)</b>		
<b>Dissemination Level</b>		
<b>PU</b>	Public	
<b>PP</b>	Restricted to other programme participants (including the Commission Services)	
<b>RE</b>	Restricted to a group specified by the consortium (including the Commission Services)	
<b>CO</b>	Confidential, only for members of the consortium (including the Commission Services)	

## **WP 10.1. Deliverable: 'Report on national legal commitments to sustainable marine fisheries (with database)'**

Summary:

Workpackage 10 has developed a database, including

- a) country profiles,
- b) a web-based annotated links inventory (<http://www.incofish.org/IncoFishv1/Results/AnnoLinksWP10.php>) and
- c) a web-based fisheries ministries compendium ([http://www.incofish.org/IncoFishv1/Workpackages/WP10/ministry\\_guide.php](http://www.incofish.org/IncoFishv1/Workpackages/WP10/ministry_guide.php)).

The database provides easy access to national and international legislation and legal information regarding sustainable marine fisheries. It is aimed at government officers, NGOs, businesses as well as academics.

While the 'links inventory' and the 'fisheries ministries compendium' offer pre-selected access to internet sources focussing on fisheries legislation and respective administrative structures world wide, the 'country profiles' present a 15 to 35 pages overview of national legislation concerned with sustainable marine fisheries and empirical information concerning fisheries management.

Up to now, existing databases had merely offered comparatively unspecific links and rather general information about national conservation measures regarding marine fisheries resources.

To attain the above described objectives, a common structure, based on indicators, has been developed for the country profiles, including

- the respective country's participation in international agreements concerned with the conservation of marine fisheries resources,
- its participation in regional fisheries bodies,
- an overview of respective national legislation towards sustainable marine fisheries (distinguishing between coastal and EEZ fisheries),
- a review of available empirical information on management actions and the state of the marine resources.

Moreover, pertinent internet-links and a bibliography are included. Based on this structure, profiles of South-Africa, India, Russia and Sri Lanka have been elaborated.

The 'links inventory' is divided into three sub-sections. The first two sections offer useful link lists and websites with relevance to international fisheries law. The third section presents information available on the web on national fisheries laws. All annotations follow the same structure giving a brief overview of the provider, the content and the available information of the web-pages.

The 'fisheries ministries compendium' offers a comprehensive link list giving access to nearly all ministries responsible for fisheries issues world wide. The list briefly describes what the user will find on the ministries' web-portals.

The data base is available on the INCOFISH portal. To further its usefulness, the database will also be linked to other data bases.

## D 10.1 Profile of Russia's legal commitments to sustainable marine fisheries (March 2006)

Evelina Dimitrijeva and Evanson Chege Kamau.  
Research Center for European Environmental Law (FEU)

### I. International legal commitments to sustainable marine fisheries

#### 1. *Participation in international agreements*

	Date of Signature	Date of Ratification	Entry into force
International Agreement between the Government of the Russian Federation and the Government of the Republic of Belarus regarding co-operation in the sphere of fisheries (2002)		13 Mar 2002	
Agreement in the form of the exchange of notes between the Government of the Russian Federation and the Government of the Kingdom of Norway regarding prolongation of the Agreement on joint control over the fisheries and regulation of fisheries in the contiguous area of the Sea of Barents adjoining continental coast of the Norway and Russia (2001)	11 Jan 1978	29 Jun 2001	29 Jun 2001
International Agreement between the Government of the Russian Federation and the Government of the Republic of Lithuania regarding co-operation in the sphere of fisheries (Moscow 1999)		29 Jun 1999	04 Feb 2000
Agreement between the Government of Norway, the Government of Iceland, and the Government of the Russian Federation concerning certain aspects of cooperation in the area of fisheries (St. Petersburg 1999)		15 May 1999	

	<b>Date of Signature</b>	<b>Date of Ratification</b>	<b>Entry into force</b>
Protocol between the Government of Iceland and the Government of the Russian Federation under the Agreement between the Government of Iceland, the Government of Norway and the Government of the Russian Federation concerning Certain Aspects of Co-operation in the Area of Fisheries (St. Petersburg 1999)		15 May 1999	
Agreement between the Government of the Russian Federation and the Government of the People's Republic of China on guiding principles of the joint economic activity on some islands and adjacent defined areas of water of the borderline rivers		10 Nov 1997	
Agreement on fisheries between the Islamic Republic of Iran and the Russian Federation		17 Jun1997	
Agreement for the Implementation of the Provisions of the United Nations Convention on the Law of the Sea relating to the Conservation and Management of Straddling Fish Stocks and Highly Migratory Fish Stocks (New York 1995)		04 Aug 1995	11 Dec 2001
International Agreement between the Government of the Russian Federation and the Government of the Republic of Estonia regarding co-operation in the sphere of fisheries (Moscow 1994)		03 Jun 1994	03 Jun 1994
Fisheries Agreement of 1997 between the Government of the Estonian Republic and the Government of the Russian Federation on cooperation in protection and sustainable use of transboundary waters (Moscow 1997)		20 Aug 1997	
Agreement between the State Committee of Fisheries and the Fishing Industry of the Ukraine and the Federal Fisheries Committee of the Russian Federation regarding fisheries		14 Sep 1993	14 Sep 1993

	<b>Date of Signature</b>	<b>Date of Ratification</b>	<b>Entry into force</b>
Fisheries Agreement between the Russian Federation and the Ukraine		24 Sep 1992	24 Dec 1992
International Agreement between the Government of the USSR and the Government of the Republic of Korea on fisheries co-operation (1991)		16 Sep 1991	
United Nations Convention on the Law of the Sea (Montego Bay 1982)		10 Dec 1982	16 Nov 1994
Convention for the Conservation of Salmon in the North Atlantic Ocean (Reykjavik 1982)		02 Mar 1982	01 Oct 1983
Convention on multilateral cooperation in North-East Atlantic fisheries (London 1980)		18 Nov 1980	17 Mar 1982
Convention on the Conservation of Antarctic Marine Living Resources (Conberra 1980)		20 May 1980	07 Apr 1982
Convention on Future Multilateral Cooperation in the Northwest Atlantic Fisheries (Ottawa 1978)		24 Oct 1978	01 Jan 1979
Convention on Fishing and Conservation of the Living Resources in the Baltic Sea and the Belts (Gdansk 1973)		13 Sep 1973	28 Jul 1974
Protocol to the Convention on the International Council for the Exploration of the Sea (Copenhagen 1970)		13 Aug 1970	12 Nov 1975
Convention on the Conservation of the Living Resources of the Southeast Atlantic (Rome 1969)		23 Oct 1969	24 Oct 1971
Convention on Conduct of Fishing Operations in the North Atlantic (London 1967)		01 Jun 1967	26 Sep 1976

	<b>Date of Signature</b>	<b>Date of Ratification</b>	<b>Entry into force</b>
International Convention for the Conservation of Atlantic Tunas (Rio de Janeiro 1966)		14 May 1966	21 Mar 1969
Convention for the International Council for the Exploration of the Sea (Copenhagen 1964)		12 Sep 1964	22 Jul 1968
Agreement concerning Cooperation in Marine Fishing (Warsaw 1962)		28 Jul 1962	22 Feb 1963
The Antarctic Treaty (Washington 1959)		01 Dec 1959	23 Jun 1961
Convention concerning Fishing in the Black Sea (Warna 1959)		07 Jul 1959	21 Mar 1960
North-East Atlantic Fisheries Convention (London 1959)		24 Jan 1959	27 Jun 1963
Convention on the Territorial Sea and the Contiguous Zone (Geneva 1958)		29 Apr 1958	10 Sep 1964
Convention on the High Seas (Geneva 1958)		29 Apr 1958	30 Sep 1962
Convention for the Regulation of the Meshes of Fishing Nets and the Size Limits of Fish (London 1946)		05 Apr 1946	05 Apr 1953

## **2. Participation in Regional Fisheries Bodies**

CCAMLR	Commission for the Conservation of Antarctic Marine Living Resources
CCSBT	Commission for the Conservation of Southern Bluefin Tuna
ICCAT	International Commission for the Conservation of Atlantic Tuna
IWC	International Whaling Commission
NAFO	Northwest Atlantic Fisheries Organisation
NASCO	North Atlantic Salmon Conservation Organisation
NEAFC	North East Atlantic Fisheries Commission
NPAFC	North Pacific Anadromous Fish Commission
ICES	International Council for the Exploration of the Sea

---

## **II. National legislation towards sustainable marine fisheries**

### **1. General fisheries management measures**

The management of marine fisheries in the Russian Federation is governed by the Federal Act on Fisheries and Conservation of Aquatic Biological Resources 2004 ('Fisheries and Conservation Act'). The Act lays down management measures that are equally applicable to both coastal zone and EEZ apart from a few exceptions (see II. 2 below). The Act does not define where the so-called 'coastal fishing' takes place. It only differentiates coastal fishing from industrial fishing in that coastal fishing sets its objective in delivering all catches to the territory of the Russian Federation (Art. 1).

The governmental resolution No. 704 of November 20, 2003 limited the coastal fishing area to 12 nm, thus covering Russia's territorial sea.<sup>1</sup> The Fisheries and Conservation Act on the other hand seems to allow coastal fishery beyond this limit

---

<sup>1</sup> See Art. 2, Federal Act on the internal maritime waters, territorial sea and contiguous zone of the Russian Federation 1998, available online at [http://www.un.org/Depts/los/LEGISLATIONANDTREATIES/PDFFILES/RUS\\_1998\\_Act\\_TS.pdf](http://www.un.org/Depts/los/LEGISLATIONANDTREATIES/PDFFILES/RUS_1998_Act_TS.pdf).

(Art. 30(2), 31(1)). In the absence of a clear definition and/or delimitation, the Fisheries and Conservation Act seems not to lay emphasis on where the fish is caught in order to make a differentiation between coastal and industrial fishing. This would imply that fishing activity beyond the territorial sea, including the high seas, that delivers caught fish to the territory of the Russian Federation would still be termed as coastal fishing. It is not yet clear whether later definitions, e.g. in the draft Russian Federal Act on Coastal Fisheries (see II. 2 below), will stick to the 12 nm limit.<sup>2</sup> However, there are views that a 12 nm coastal fishery whose administration is subjected to a regional authority is unfavourable for effective and profitable year round fishery since it excludes access of fleets from other regions.<sup>3</sup> That implies that fleets from other regions have no access to valuable commercial fish and invertebrate species when they immigrate to coastal regions outside the jurisdiction of their regional authority.<sup>4</sup> Meanwhile, the Federal Fisheries Agency has given an indication that later definitions are likely to do away with this limit.<sup>5</sup>

The Federal Act on the Exclusive Economic Zone 1998 ('Federal Act on the EEZ')<sup>6</sup> states that the EEZ of the Russian Federation extends to 200 nm 'from the baseline

---

<sup>2</sup> According to a Russian newspaper, "*Rybnaja Stolica*" (1/2003, 1-2), one of the regional authorities proposed to increase the coastal fishing area to 40 nm but this idea was not very welcome by the central government.

<sup>3</sup> Cf. Gennady G. Matishov et al., '*The impact of fisheries on the dynamics of commercial fish species in Barents Sea and the Sea of Azov, Russia: A historical perspective*', *Ambio* Vol. 33 No. 1-2 (Feb. 2004), 63-67 at 67; cf. Yury Korolev and Jon Sigurdarson, 'Survey of the fish industry in Russia', supplement to a report produced by Eurofish International Organisation (October 2005), accessed online on 11.09.2006 at <http://www.vur.is/files/SKyrsla%20FISH%20INDUSTRY%20IN%20RUSSIA%20II%20Jon%20S.%20og%20Yury%20Korolev.pdf#search=%22russian%20federal%20law%20N166%20on%20fishery%20and%20preservation%20of%20aquatic%20biological%20resources%20%22>, p. 8.

<sup>4</sup> Cf. Gennady G. Matishov et al., '*The impact of fisheries on the dynamics of commercial fish species in Barents Sea and the Sea of Azov, Russia: A historical perspective*', *Ambio* Vol. 33 No. 1-2 (Feb. 2004), 63-67 at 67; cf. Yury Korolev and Jon Sigurdarson, 'Survey of the fish industry in Russia', supplement to a report produced by Eurofish International Organisation (October 2005), accessed online on 11.09.2006 at <http://www.vur.is/files/SKyrsla%20FISH%20INDUSTRY%20IN%20RUSSIA%20II%20Jon%20S.%20og%20Yury%20Korolev.pdf#search=%22russian%20federal%20law%20N166%20on%20fishery%20and%20preservation%20of%20aquatic%20biological%20resources%20%22>, p. 8.

<sup>5</sup> Yury Korolev, *ibid*.

<sup>6</sup> Available online at [http://www.un.org/Depts/los/LEGISLATIONANDTREATIES/PDFFILES/RUS\\_1998\\_Act\\_EZ.pdf](http://www.un.org/Depts/los/LEGISLATIONANDTREATIES/PDFFILES/RUS_1998_Act_EZ.pdf).

from which the breadth of the territorial sea is measured, except as otherwise stipulated by international treaties to which the Russian Federation is a party' (Art. 1). It also defines the status of the EEZ of the Russian Federation, the sovereign rights and jurisdiction of the Russian Federation in its EEZ and the exercise thereof. According to Article 5, in the EEZ the Russian Federation shall exercise:

- (1) Sovereign rights for the purpose of exploring, exploiting, commercialising, conserving and managing living and non-living resources, and with regard to other activities for the economic exploration and exploitation of the exclusive economic zone;
- (2) Sovereign rights for the purpose of exploring the seabed and its subsoil and exploiting mineral and other non-living resources, and with regard to the commercial exploitation of living organisms belonging to sedentary species of the seabed and its subsoil.

The basic principles of Russian fishery legislation are laid down in Art. 2 of the Fisheries and Conservation Act. These are: a) the priority of the conservation and rational use of marine living resources over the use as proprietary rights objects; and b) the participation of citizens and non-governmental organisations.

Chapter 4 of the Fisheries and Conservation Act (Arts. 34–39) regulates the system of allocation of the right to use aquatic biological resources. This right is based on a catch licence for aquatic biological resources, or a contract of use of a fishing tract (Art. 11).

Licences are issued by the federal executive governmental body charged with fishing (Art. 36(1), 42(3)), i.e. the Federal Agency for Fisheries.<sup>7</sup> They give licensees fishing rights for the purposes of industrial fishing in particular coastal fishing; fishing for scientific research and control purposes; fishing for educational and cultural-enlightenment purposes; fishing for the purposes of fishery science, reproduction and acclimatisation of aquatic biological resources; and for the other purposes envisaged by the Fisheries and Conservation Act (Art. 34(1)).

---

<sup>7</sup> Decision of the Government of the Russian Federation No. 295 of June 17, 2004.

Art. 34 regulates the 'simple conditions' for obtaining a license: The potential user has to supply personal data and to meet the requirements of sustainable fisheries and environmental protection. Art. 35 lists the terms of a fishing licence which must include: information concerning the user, vessel and fishing area and/or fishing tract; species that the licensee is permitted to fish; quotas; gear and methods to be used as well as the period of fishing; requirements on the protection of the environment; and other terms and conditions governing the procurement (catch) of aquatic biological resources and preservation of their habitat.

From 2001-2003, the Russian Federation distributed fishing quotas through a strategy introduced by Decree No. 1010 that was adopted on December 27, 2000.<sup>8</sup> Accordingly, fish quotas were allocated by auction to the highest bidder<sup>9</sup> on an annual basis.<sup>10</sup> This system aimed at increasing the share of resource rent diverted to the state budget, curb unfair distribution of quotas, stop illegal catches and ensure profitability of fishing industry by decreasing the fishing capacity.<sup>11</sup> Unfortunately, the auction quota distribution system failed to achieve its aims as a lot less TAC than intended was sold, industry profits declined whereas industry indebtedness drastically rose, and illegal fishing increased because firms purchased quotas so as to cover operations on a greater scale than could be well monitored.<sup>12</sup> These shortcomings led to the abandonment of the quota auction system in 2003 and the adoption in 2004 of a new fish quota allocation system<sup>13</sup> except for cases envisaged in Art. 29 and 32. These involve species about which little is known or commercial species in areas about which little is known or that have no significance for fishing

---

<sup>8</sup> Elena Anferova et al., 'Fish quota auctions in the Russian Far East: a failed experiment', 29 *Marine Policy* (2005) 47-56.

<sup>9</sup> Ibid.

<sup>10</sup> Irina Konstantinova, 'New Russian fishing quotas distribution system', <http://strategis.ic.gc.ca/epic/internet/inimr-ri.nsf/en/gr124495e.html>, accessed online on 31.08.2006.

<sup>11</sup> Elena Anferova et al., 'Fish quota auctions in the Russian Far East: a failed experiment', 29 *Marine Policy* (2005), 47-56 at 47, 51ff.

<sup>12</sup> Ibid.

<sup>13</sup> Elena Anferova et al., 'Fish quota auctions in the Russian Far East: a failed experiment', 29 *Marine Policy* (2005), 47-56, at 47, 55 f. Also Irina Konstantinova, 'New Russian fishing quotas distribution system', <http://strategis.ic.gc.ca/epic/internet/inimr-ri.nsf/en/gr124495e.html>, accessed online on 31.08.2006.

purposes, and transfer of shares from one person to another, respectively. According to Art. 38 of the Fisheries and Conservation Act, these quotas are allocated by auction: sale by auction is organised by the federal executive body charged with fishing, i.e. the Federal Agency for Fisheries. The procedure for holding auctions is approved by the federal executive body charged with normative-legal regulation in the field of fishing and preservation of aquatic biological resources (Art. 38(3), 15(1)), i.e. the Ministry of Agriculture of the Russian Federation.<sup>14</sup>

The new fish allocation system gives fishing rights for a five-year fixed term based on the company's catches in the previous seasons.<sup>15</sup> To obtain an industrial quota, 'a fishing company has to be transparent, provide a historical annual catch record for the last 5 years (Art. 31(1)), have fished out the previous year's officially allocated quota, possess fishing vessels with equipment for satellite transmission of data on the size of catch and real-time monitoring of the vessel's location and movement'.<sup>16</sup> Regulations of the Government of the Russian Federation No. 704 'On Quotas for Fishing (Harvesting) Aquatic Biological Resources' (entered into force on 20 November 2003) list grounds for denial to allocate quota shares to applicants<sup>17</sup> which include: damage to aquatic biological resources; non-compliance with lawful claims of public officials to stop the vessel at sea for inspection and making obstructions to these officials performing their duties; breach of international treaties of the Russian Federation related to conservation and exploitation of aquatic biological resources; refusal to take on board a maximum of 2 scientists from the research institutions of the Federal Agency for Fisheries who conduct monitoring of aquatic stocks for the

---

<sup>14</sup> Decision of the Government of the Russian Federation No. 315 of June 28, 2004.

<sup>15</sup> Gennady G. Matishov et al., 'The impact of fisheries on the dynamics of commercial fish species in Barents Sea and the Sea of Azov, Russia: A historical perspective', *Ambio* Vol. 33 No. 1-2 (Feb. 2004), 63 - 67 at 67; Irina Konstantinova, 'New Russian fishing quotas distribution system', <http://strategis.ic.gc.ca/epic/internet/inimr-ri.nsf/en/gr124495e.html>, accessed online on 31.08.2006; cf. WWF, 'Analysis of illegal fishery for cod in the Barents Sea', WWF-Russia report (August 2005), available online at [http://www.illegal-fishing.info/uploads/WWF\\_IUU\\_fishingbarents2005.pdf](http://www.illegal-fishing.info/uploads/WWF_IUU_fishingbarents2005.pdf).

<sup>16</sup> Russian fishing industry discussions at the Federal and regional levels, <http://www.bisnis.doc.gov/bisnis/bisdoc/0408RFEfish.htm>. Cf. Irina Konstantinova, 'New Russian fishing quotas distribution system', *ibid*; cf. WWF, 'Analysis of illegal fishery for cod in the Barents Sea', *ibid*.

<sup>17</sup> See also WWF, 'Analysis of illegal fishery for cod in the Barents Sea', *ibid*.

state, and to pay their expenses during their stay on board; and user's catch below 50% of allocated quota shares in each of the previous two succeeding years.

Tables 1 and 2 below show how quotas are broken down<sup>18</sup> as well as fish catches and sea food production<sup>19</sup>, respectively.

**Table 1: Distribution of quotas according to utilization**

Percentage (%) of TAC	Activity/User
70%	Industrial quota - distributed among fishing companies
20%	Distributed among regional state institutions for fishing in the 12 mile zone
10%	Quotas for scientific institutions and foreign countries

---

<sup>18</sup> Data taken from Irina Konstantinova, 'New Russian fishing quotas distribution system', <http://strategis.ic.gc.ca/epic/internet/inimr-ri.nsf/en/gr124495e.html>, accessed online on 31.08.2006.

<sup>19</sup> USDA Foreign Agricultural Service, 'Russian federation fishery products annual 2005', GAIN Report RS5068 (2005), available online at <http://www.fas.usda.gov/gainfiles/200509/146131066.doc>. The report warns that data provided in the production, supply, and distribution tables of this report may differ from official Russian statistics because they also include estimated data provided by trade sources on production and unreported exports. Official data is provided for comparison purposes only.

**Table 2: Fish Catches and Seafood Production in Metric Tons, 2001-2004**

Product	2001	2002	2003	2004
<b>Fish and other fish products:</b>				
Total catch	3,620,522	3,257,632	3,284,989	2,965,113
<b>Including:</b>				
Inland catch	272,581	273,762	291,175	243,915
<b>Including:</b>				
Fresh basins	210,284	218,636	236,993	191,231
Catch in Russian economic zones	2,464,125	2,065,471	2,105,750	1,762,121
Catch in 200 mile zones of foreign countries	666,508	663,939	533,921	577,369
Catch in open ocean areas outside of 200 mile zones	217,677	254,460	354,143	358,648
<b>Catch by fish varieties:</b>				
Herring	402,839	314,602	343,458	298,510
Sardine	3,544	9,108	4,815	6,014
Sprat (kil'ka & salaka)	96,392	69,232	76,656	53,802
Saury	35,884	44,302	50,895	71,216
Lancet fish	22,242	23,705	14,177	24,555
Mackerel	62,519	82,144	53,005	11,640
Sea perch	46,620	47,609	53,638	44,591
Jack mackerel	25,118	41,695	18,277	71,590
Plaice	114,139	88,177	85,101	67,724
Halibut	28,722	27,625	25,030	24,601
Sturgeon, total	622	491	513	191
Coregonus, total	9,987	9,260	9,640	9,983
Salmon, total	224,458	191,694	271,370	183,728
Cod fish, total	1,729,274	1,386,922	1,651,291	1,563,055
Includes: cod (theragra)	322,112	283,453	246,154	261,288

<b>Product</b>	<b>2001</b>	<b>2002</b>	<b>2003</b>	<b>2004</b>
Chalcogramma (lat.)	1,120,889	831,179	1,003,009	857,460
Haddock	40,060	40,598	43,479	55,408
Total seafood and crayfish	149,949	158,805	131,636	128,233
Includes crayfish and mollusks	144,249	147,479	122,006	117,871
Crabs	46,903	41,904	43,046	32,940
Shrimp	17,782	12,210	9,734	10,289
Mollusks	79,560	93,361	69,220	74,631
Fish; food products, including canned products	3,056,642	2,961,362	3,032,837	2,962,581
Non-canned edible fish products	2,843,303	2,740,699	2,786,072	2,700,869
Fish, live (excluding herring)	343,915	N/A	N/A	
Fish frozen (excluding herring)	1,675,293	1,661,025	1,700,809	1,621,093
Fish chilled (excluding herring)	104,919	N/A	N/A	N/A
Fillet frozen (excluding herring)	92,667	49,441	67,732	48,504
Salted herrings	33,354	34,420	41,834	49,506
Herring, all types of processing	407,124	372,966	374,755	362,995
Smoked fish (excluding herring)	26,579	28,683	33,498	40,673
Fish dries and dry-cure	9,133	9,971	10,487	11,356
Spiced and marinated products	2,424	2,478	3,487	3,872
Culinary products	11,608	16,818	37,736	50,448
Balyk products	1,284	1,641	2,077	2,019
Food, feed, and industrial products	187,895	163,807	121,336	83,753
Caviar, total	28,034	21,652	24,965	24,195
Including sturgeon	24	24,5	14,7	9,9
Including salmon	6,120	5,674	7,084	6,202

Product	2001	2002	2003	2004
Fish and seafood fat	2,801	2,472	1,809	1,739
Fish feed meal	98,399	66,636	67,360	61,767

Source: Russian State Statistics Committee

The new system of quota allocation<sup>20</sup> was highly criticised especially by small firms.<sup>21</sup> Since they had difficulties in purchasing quotas under the previous auction system, they are only able to purchase limited quotas as new allocations are based on previous quotas.<sup>22</sup> As a result, the new procedure is said to have fortified the status quo of resource allocation thus favouring big companies.<sup>23</sup>

Art. 39–40 regulate the conclusion of a contract of use of a fishing tract. This may be done between the federal executive body and persons belonging to small-numbered indigenous peoples of the North, Siberia and the Far East of the Russian Federation or with communities of such peoples. Such a contract grants the right to use a definite fishing tract for one or several of the following purposes: industrial fishing; fishing for the purpose of maintaining the traditional way of life and pursuing the traditional economic activity of the peoples mentioned above, and also organisation of amateur and sport fishing (Art. 18). The terms and conditions of such a contract

---

<sup>20</sup> The old system of quota allocation by auction adopted a strategy of reducing the fishing capacity by raising fishing quotas to a minimum of 50-100 tonnes. Consequently, smaller boats which could only afford to purchase 10-50 tonnes no longer took part in fisheries. With the new system, they have no chance of resuming their business. Those which could purchase between 50-100 tonnes in the previous years likewise have no chance of raising their shares. For details see Elena Anferova et al., *'Fish quota auctions in the Russian Far East: a failed experiment'*, 29 *Marine Policy* (2005) 47-56.

<sup>21</sup> Irina Konstantinova, *'New Russian fishing quotas distribution system'*, <http://strategis.ic.gc.ca/epic/internet/inimr-ri.nsf/en/gr124495e.html>, accessed online on 31.08.2006.

<sup>22</sup> Ibid.

<sup>23</sup> Ibid. According to a WWF report, 'the names and number of fisheries organisations participating in cod fishery of Barents Sea in 2004-2008 will remain virtually unchanged' as long as the companies do not commit violations listed in Regulations No. 704: about 200 Russian medium and large-size ocean-going vessels and about 150 small-size (below 15 m long) coastal fishing vessels took part in (Barents Sea) cod fishery in 2004. The list of participants barely changed in 2005. See WWF, *'Analysis of illegal fishery for cod in the Barents Sea'*, WWF-Russia report (August 2005), available online at [http://www.illegal-fishing.info/uploads/WWF\\_IUU\\_fishingbarents2005.pdf](http://www.illegal-fishing.info/uploads/WWF_IUU_fishingbarents2005.pdf).

are contained in Art. 40 of the Act and include: the name, area and boundaries of the fishing tract; information on the user of the fishing tract; permitted types of fishing/fishery activity; the period and terms of use of the fishing tract; requirements for preservation of aquatic biological resources and the habitat thereof; and procedure, conditions and terms for paying the fees<sup>24</sup> for use of the fishing tract. Thus, the Fisheries and Conservation Act employs a combination of economic and administrative regulatory methods.

Articles 30–31 lay down the procedure of assessment and distribution of TACs and quotas as well as the hierarchy of Government authorities in doing so. The Federal Agency for Fisheries drafts the list of species of aquatic biological resources subject to fishery.<sup>25</sup> After the positive state ecological examination it goes to the Ministry of Agriculture (Art. 30(1)) which in turn makes consultation with the Ministry of Natural Resources after which the list is approved.<sup>26</sup>

The Government of the Russian Federation, based on the proposal of the Federal Agency for Fisheries (previously known as State Committee for Fisheries), annually approves the total quotas for harvesting (fishing) aquatic biological resources<sup>27</sup> (Art. 30(3), 31(1)) in the inland waters, territorial waters, on the continental shelf, in the exclusive economic zone of the Russian Federation, in the Sea of Azov and the Caspian Sea and in the lower reaches of the rivers flowing into the seas, as well as in

---

<sup>24</sup> According to Art. 40(7) of the Fisheries and Conservation Act 2004, no fees shall be charged for the activities stated in Art. 25, i.e., ‘fishing for the purpose of maintaining the traditional way of life and pursuing the traditional economic activity of small-numbered indigenous peoples of the North, Siberia and the Far East of the Russian Federation’ as well as ‘persons deemed part of said peoples and by the communities thereof’.

<sup>25</sup> Decision of the Government of the Russian Federation No. 580 of 22 September 2005 on procedure for approval of list of species subject to fishery; Yury Korolev and Jon Sigurdarson, ‘Survey of the fish industry in Russia’, supplement to a report produced by Eurofish International Organisation (October 2005), accessed online on 11.09.2006 at <http://www.vur.is/files/SKyrsla%20FISH%20INDUSTRY%20IN%20RUSSIA%20II%20Jon%20S.%20og%20Yury%20Korolev.pdf#search=%22russian%20federal%20law%20N166%20on%20fishery%20and%20preservation%20of%20aquatic%20biological%20resources%20%22>, p. 7.

<sup>26</sup> Ibid.

<sup>27</sup> Total quotas for 2005 were set up by the Decree of the Russian Government No. 1668-r of 18.12.2004.

the fisheries area regulated by the Joint Russian-Norwegian Fisheries Commission.<sup>28</sup> The quota shares by fishing areas, resource type and ways of utilization are allocated by the Federal Agency for Fisheries (Art. 30(1)):<sup>29</sup> quota shares for 2004-2008 were allocated by the Interdepartmental Commission.<sup>30</sup> The WWF Russia-report<sup>31</sup> contains a list (table 6) of fishing companies and their (Barents Sea fishery) cod quotas for 2005 divided in regions.

Annual admissible catches of aquatic biological resources in the inland waters, in the territorial waters, above the continental shelf and in the EEZ, and quotas of aquatic biological resources according to international agreements are divided into the following types of quotas:<sup>32</sup>

1. quotas for harvesting on the continental shelf and in the EEZ (commercial quotas);
2. quotas for harvesting in the inland waters, in the territorial waters, above the continental shelf and in the EEZ (coastal quotas);
3. quotas for fishing for scientific and research purposes;
4. quotas for fishing for educational and cultural purposes;
5. quotas for harvesting for the purpose of aquaculture, farming and adaptation of aquatic biological resources;

---

<sup>28</sup> Regulations of the Government of the Russian Federation No. 704 on Quotas for Fishing (Harvesting) Aquatic Biological Resources (entered into force on 20 November 2003).

<sup>29</sup> Cf. WWF, 'Analysis of illegal fishery for cod in the Barents Sea', WWF-Russia report (August 2005), available online at [http://www.illegal-fishing.info/uploads/WWF\\_IUU\\_fishingbarents2005.pdf](http://www.illegal-fishing.info/uploads/WWF_IUU_fishingbarents2005.pdf): quota shares for 2005 were established by Orders of the Federal Agency for Fisheries No. 171, 177, 178, 179, 180, 182 and 240.

<sup>30</sup> WWF, 'Analysis of illegal fishery for cod in the Barents Sea', *ibid.*

<sup>31</sup> *Ibid.*

<sup>32</sup> Federal Act on Fisheries and Conservation of Aquatic Biological Resources 2004, Art. 16, <http://www.akdi.ru/GD/proekt/079218GD.SHTM>. For an English text see Yury Korolev and Jon Sigurdarson, 'Survey of the fish industry in Russia', supplement to a report produced by Eurofish International Organisation (October 2005), accessed online on 11.09.2006 at <http://www.vur.is/files/SKyrsla%20FISH%20INDUSTRY%20IN%20RUSSIA%20II%20Jon%20S.%20og%20Yury%20Korolev.pdf#search=%22russian%20federal%20law%20N166%20on%20fishery%20and%20preservation%20of%20aquatic%20biological%20resources%20%22>, pp 17-36; cf. WWF, 'Analysis of illegal fishery for cod in the Barents Sea', WWF-Russia report (August 2005), available online at [http://www.illegal-fishing.info/uploads/WWF\\_IUU\\_fishingbarents2005.pdf](http://www.illegal-fishing.info/uploads/WWF_IUU_fishingbarents2005.pdf), accessed online on 14.09.2006.

6. quotas for fishing for recreational purposes;
7. quotas for harvesting to ensure traditional life style of indigenous peoples in the North, Siberia and the Far East of the Russian Federation;
8. quotas for harvesting in the areas regulated by international agreements of the Russian Federation in the field of fisheries and conservation of aquatic bioresources;
9. quotas for harvesting in the EEZ for foreign countries' fishers set in accordance with international agreements of the Russian Federation in the field of fisheries and conservation of aquatic bioresources.

Article 43 ascribes the competence to regulate, control and enforce activities in the fishery sector to the Ministry of Fishery and Conservation of aquatic biological resources. Chapter 6 of the Act (Arts. 44–50) regulates conservation and environmental protection of aquatic biological resources. Article 44 enumerates measures of improving the aquatic environment such as activities for hydrological, hydrogeochemical and ecological improvement. Article 45 provides for the artificial reproduction of aquatic biological resources. Article 46 provides for the establishment of high-value and rare aquatic biological resources. According to Article 47 the water quality is regulated by the federal executive governmental body. It is absolutely forbidden to dump pollutant substances in the waters of the Russian Federation.

Articles 48–50 lay down rules for the management of marine protected areas (MPAs). Particularly, industrial fishery in these areas is limited.

Articles 52–53 prohibit the use of explosives, poison, fire arms and electric shock devices as fishing methods. In case of violations, administrative and criminal consequences are provided. Illegal catches and prohibited fishing gear shall be confiscated. Poachers are fined and may be held liable for damages. In some cases (e.g. for use of explosives) criminal proceedings will be initiated.

Zilanov recognises gaps in the Russian legislation with regard to the management of fisheries resources and emphasises that in Russia, the fishing quotas are allocated not to the vessels, but to the resource users who own the vessels. He advocates the

Norwegian system whereby quotas are allocated to the vessels and not to owners of vessels. This kind of allocation is independent from the change of vessels' owners and ensures stable fishing quotas for the defined period.<sup>33</sup>

### *The case of the Barents Sea*

Russia has access to fourteen seas: the Sea of Azov, the Black Sea, the Baltic Sea, the Barents Sea and the White Sea connecting to the Atlantic Ocean; the Kara Sea, the Laptev Sea, the East Siberian Sea and the Chuckchi Sea in the Arctic Ocean; the Bering Sea, the Sea of Okhotsk and the Sea of Japan in the Pacific Ocean; the Pacific Ocean itself; and the Caspian Sea. The Fisheries and Conservation Act is valid for all of them. In the following, we shall only analyse the Barents Sea being one of the most discussed examples in literature. The Barents Sea is governed by a complicated legal regime because Russian and Norway's claims to jurisdiction overlap there.<sup>34</sup> This results in certain difficulties for fisheries management even at single species level, not to mention ecosystem based fisheries management. In the Barents Sea, Russia has proclaimed an EEZ. According to the Bilateral Treaty from 29 June 2001, the Government of the Russian Federation and the Government of the Kingdom of Norway prolonged the Provisional Russia-Norwegian Agreement on joint control over the fisheries and regulation of fisheries in the contiguous area of the Sea of Barents adjoining continental coast of Norway and Russia. Total allowable catch (TAC) for the Barents Sea was introduced in 1978 as a main fisheries management measure for species such as cod, haddock, capelin, redfish, greenland halibut, herring and others (see table 3 below for TACs and national quotas of Russia and Norway for the period 1994-2005). In addition, there are several closed areas in the Barents Sea where cod and haddock juveniles distribute: most of the large closed

---

<sup>33</sup> V. K. Zilanov, 'About the fishery economics in the Russian Federation', [http://www.nasledie.ru/oboz/N11\\_01/11\\_14.HTM](http://www.nasledie.ru/oboz/N11_01/11_14.HTM).

<sup>34</sup> S. Busch Rønning, 'Two countries sharing a renewable resource - the allocation of the renewable natural resources in the Norwegian-Russian fisheries management regime of the Barents Sea: a multidisciplinary study', thesis submitted in partial fulfilment of requirement for the Master of Science in International Fisheries Management, Department of Social and Marketing Studies, Norwegian College of Fishery Science, University of Tromsø, Norway (2002), available online at <http://www.nfh.uit.no/dok/IFM/thesis/ronning2002.pdf>, p. 32.

areas are situated in the Russian EEZ. Besides, the Svalbard area is also closed for fishing in some seasons to prevent by-catch of juveniles.

**Table 3: Total Allowable Catches and national quotas of Russia and Norway as established by the Joint Russian-Norwegian Fisheries Commission in 1994-2005**

Year	TAC, thou. tons	Quota of the third countries	Russian quota, thou. tons	Norwegian quota, thou. tons
1994	660+80	88.0	316.0	336.0
1995	660+80	88.0	314.0	338.0
1996	660+80	88.0	318.0	334.0
1997	810+80	104.0	347.0	359.0
1998	614+80	80.0	301.0	313.0
1999	440+80	59.0	224.5	236.5
2000	350+80	55.2	181.4	193.4
2001	355+80	55.9	183.55	195.55
2002	355+80	55.9	183.55	195.55
2003	355+80	55.9	183.55	195.55
2004	466+40	68.8	212.6	224.6
2005	464+42	66.6	213.7	225.7

Source: WWF Russia-report, [http://www.illegal-fishing.info/uploads/WWF\\_IUU\\_fishingbarents2005.pdf](http://www.illegal-fishing.info/uploads/WWF_IUU_fishingbarents2005.pdf).

## 2. *Special fisheries management measures in the coastal zone*

Currently, there are moves to introduce separate management measures for the coastal zone. One of the aims of these management measures is to try and secure onshore fish processing by obligatory landings of the in-shore (coastal) fleet.<sup>35</sup> It is said that 'the complexity of the controlling functions has become an obstacle to bring fish back to Russian ports'.<sup>36</sup> There are about 40 official bodies exercising executing,

<sup>35</sup> Yury Korolev and Jon Sigurdarson, 'Survey of the fish industry in Russia', supplement to a report produced by Eurofish International Organisation (October 2005), accessed online on 11.09.2006 at <http://www.vur.is/files/SKyrsla%20FISH%20INDUSTRY%20IN%20RUSSIA%20II%20Jon%20S.%20og%20Yury%20Korolev.pdf#search=%22russian%20federal%20law%20N166%20on%20fishery%20and%20preservation%20of%20aquatic%20biological%20resources%20%22>, p. 11.

<sup>36</sup> Ibid., pp. 6, 10.

monitoring and controlling functions in the industry with officials who carry out disconcerted work.<sup>37</sup> This causes delays in controls, unloading of a single fishing vessel taking at times 7–10 days.<sup>38</sup> Therefore, services and conditions at Russian ports also need to be improved in order to encourage in-shore landings. It is hoped that separate management measures for the coastal zone will counteract these and other impediments, thus giving vitality to coastal fisheries. Their adoption, however, is expected to bring about new challenges as fishermen would be limited to their coastal regions. This could result in conflicts as coastal zones are not equally rich in fish stocks – especially if the draft law adopts a 12 nm coastal fishery zone. Meanwhile, the Federal Agency for Fisheries has casually announced that the 12 nm notion would not be contained in the draft.<sup>39</sup> This discourse is presented below.

A draft Russian Federal Act on Coastal Fisheries has been developed and discussions are going on as to whether its adoption will affect Russian fisheries positively or negatively. Until then, coastal fisheries continue to be managed through the general fisheries measures of the Fisheries and Conservation Act with, as already mentioned above, a few exceptions which are presented below.

Article 20 of Chapter 3 of the Fisheries and Conservation Act explicitly regulates the coastal zone fishery, which may only be carried out by individuals or legal entities registered in the Russian Federation. The types of industrial vessels, fishing gear and fishing methods permitted in the coastal zone can be regulated by the federal executive governmental body of each region.

Articles 26, 27, 28 and 30 of the Fisheries and Conservation Act give the State Government power to regulate coastal zone fishery, restrict or prohibit fishing in specified MPAs, number of vessels, use of fishing gear and catch of rare fish species contained in the Red Data Book of the Russian Federation.<sup>40</sup>

---

<sup>37</sup> Ibid., pp. 7, 10.

<sup>38</sup> Ibid.

<sup>39</sup> Ibid., p. 11.

<sup>40</sup> The red data book of the Russian Federation, <http://www.sevin.ru/redbook/mainan.html>.

According to Art. 40, fishermen must apply for licences and pay prescribed fees. An exemption to this rule is made in Art. 25 regarding the fishing activities of small numbers of indigenous people in the Arctic region, Siberia and the Far East of the Russian Federation in order to secure their traditional life style.

### *Reform activities*

On 12 April 2005, the government of the Russian Federation and the Administrations of the Russian Far East held several events to discuss problems facing the Russian fishing industry and to elaborate an effective strategy to overcome obstacles limiting the industry's effective development. Among the major drawbacks identified were the 'lack of a Russian federal Act on coastal fisheries, obsolete fleet and processing equipment, and poaching'.<sup>41</sup> The main issue of the discussion was the draft of a Russian Federal Act on Coastal Fisheries.<sup>42</sup> The draft emphasises the economic aspects of industrial fishing, which is defined in Article 1 as 'the entrepreneurial activity of procuring (catching) aquatic biological resources through the use of special facilities intended for accepting, processing, re-loading, transporting and storing a catch and products of processing of aquatic resources'. However, it also promotes ecologically sustainable development by regulating industrial fishing and forbidding overfishing.

According to the basic definition in Art. 1 of the draft, coastal fishery is the industrial fishery that aims to land the catch on the Russian coast. The coastal fishery zone means the internal waters, territorial sea and EEZ of the Russian Federation, where the coastal fishery subjects realise their catch of the aquatic biological resources. The subjects of the coastal fishery are defined as the individuals and legal entities who fish in the coastal zone of the Russian Federation and are registered as taxpayers in the Russian Federation.

---

<sup>41</sup> J. Grigorjev, 'The Coastal zone fisherman', Newspaper archive online (2006), <http://rybakprim.ru/arh06-4.htm>.

<sup>42</sup> Draft of the Russian Federal Act on Coastal Fisheries 2005, <http://gov.murman.ru/projects/pro-001.shtml>; <http://gov.murman.ru/projects/>.

Article 2 describes the basic aims for the coastal fishery: delivery of catches of aquatic biological resources for processing or sale in the territory of the Russian Federation and creation of profitable economical conditions for the coastal zone population, including the small numbers of indigenous people in the Arctic region, Siberia and the Far East. The stimulation of a modern, highly effective and competitive fishing industry and the development of the social infrastructure of the coastal zone are further aims of the draft.

Articles 11 and 16 of the draft describe the allocation of possible locations for industrial facilities in each coastal region. According to Art. 11, the right to use aquatic biological resources in any given coastal fishing area is granted based on the results of competition. Use rights are allocated to the most attractive competitor in terms of possession of own equipment for storage and preservation of fish and fish products, stable level of wages, lack of debts and commitments towards the conservation and rational use of aquatic biological resources. Based on the results of the provided criteria, the industrial user would have the possibility to make a contract for coastal fishing.

According to the head of the fishing administration of Primorje, Igorj Ulejskij, the Primorje fishermen strongly oppose the draft: the Fisheries and Conservation Act already applies to industrial coastal fisheries and to the use of aquatic biological resources in the coastal zone. The separate regulation of coastal zone fisheries does not have any economical, political or biological background and is unable to promote the development of the coastal infrastructure. Issues concerning industrial fisheries in the coastal zone and the EEZ used to be regulated consistently by the Fisheries and Conservation Act.<sup>43</sup> According to Ulejskij, the new Russian Federal Act on Coastal Fisheries would only cause conflicts between the different coastal regions and is unable to promote sustainable fishery in these regions. According to the draft, only the Primorje fishermen can fish in the Primorje territorial waters; in the Habarovsk region, only fishermen from Habarovsk can do so, and so forth. It means that the

---

<sup>43</sup> Coastal zone fisheries management association, 'An interview with the head of the fishing administration of the Primorje Igorj Ulejskij' (2005), <http://arpp.pk.ru/news/show/?id=107>.

fishermen of Primorje would not be allowed to fish in the waters of Sahalin or Kamchatka and may only revert to fishing in the EEZ. Ulejskij criticises this development, saying that it would not be fair to fishermen because of the unequal fishing conditions in the coastal zone sections. According to Ulejskij, the Fisheries and Conservation Act provides sufficient means to revive Russia's fishing industry.<sup>44</sup>

Natalja Komarova, chairman of the Committee of the Environmental Assets and Management of Natural Resources, however, strongly supports the development of separate laws on coastal zone management.<sup>45</sup> She argues that in numerous countries of the world, more than 90% of fish products in fresh and frozen forms originate from coastal fishery and aquaculture. Coastal fishery does not only possess specific economic but also social aspects. Creation of one single fishing job, she continues, produces a minimum of 6-8 other jobs in other spheres of the economy, viz in trade, transport, fish processing and repair of vessels. The sum of the socio-economic effects of this chain is so great that many governments give direct and indirect financial support to coastal fishery which might seem unprofitable. She also adds that coastal fishery comprises an inseparable part of the economy of coastal regions. Therefore, she concludes, the authors of the draft law believe that the strategic development of coastal regions must be realised in close relationship with the general strategy of socio-economic development of the whole region, i.e., in the framework of the complex program of administration of coastal laws. If her arguments are well understood, we may conclude that a separate legislation for coastal zones will help decentralise management of coastal fishery. This will give the regional authorities prerogative to manage coastal fishery more effectively, thus reviving and giving vitality to coastal fishery - which is of great economic potential - and by doing so bring economic benefits back to the regions.

According to Ajbulatov, Mihajlichenko et al., Russian federal legislation does not regard the coastal zone as an integral, natural 'land-sea' complex. A peculiarity of the

---

<sup>44</sup> Ibid.

<sup>45</sup> Fish of Kamtchatka, Online-Magazine, 'An interview with Natalja Komarova' (2005), [http://www.fishkamchatka.ru/2005/content.phtml?content=1/18\\_01\\_20052&n=01](http://www.fishkamchatka.ru/2005/content.phtml?content=1/18_01_20052&n=01).

current legislation is that even the use of one particular natural resource – be it fish, aquatic invertebrates, aquatic mammals, algae, other aquatic animals and plants – is regulated by various legislations depending on the activity. State control of conservation, protection, registration and use of resources lies in the hands of various government bodies. This leads to overlapping and ill-definition of responsibilities.<sup>46</sup> It also means that it is impossible to conceive, leave alone implement, integrated management and planning for coastal regions. If economic activity in the coastal zone is to be regulated, account must be taken of the environment and existing ecosystems when designing industrial, recreational, commercial and reserved zones.<sup>47</sup>

### III. Review of available empirical information

#### 1. Management actions

The Russian Fisheries and Conservation Act has been in force since 2004, but the need to strengthen enforcement has already been recognised.

About 80% of the catch in Russia is harvested illegally. Poaching is the result of an ineffective system of state protection and control over biological resources caught in the Russian EEZ. The coast guard fails to control catch volumes and to track illegal catches.<sup>48</sup>

The Russian Federation Fisheries Development Concept<sup>49</sup> tries to overcome the problem of poaching and suggests some changes in the legislation, such as

---

<sup>46</sup> Cf. Yury Korolev and Jon Sigurdarson, 'Survey of the fish industry in Russia', supplement to a report produced by Eurofish International Organisation (October 2005), accessed online on 11.09.2006 at

<http://www.vur.is/files/SKyrsla%20FISH%20INDUSTRY%20IN%20RUSSIA%20II%20Jon%20S.%20og%20Yury%20Korolev.pdf#search=%22russian%20federal%20law%20N166%20on%20fishery%20and%20preservation%20of%20aquatic%20biological%20resources%20%22>, pp. 6, 7, 10.

<sup>47</sup> N. A. Ajbulatov, Y. G. Mihajlichenko et al., '*Development of scientific-legal provision of the Russian Federation Law on coastal management: Scientific Report*' (Moscow: Oceanographic Society, 2000) (in Russian).

<sup>48</sup> WWF, 'Heavy impacts of poaching', [http://www.wwf.ru/about/what\\_we\\_do/seas/fish/bracon/eng/](http://www.wwf.ru/about/what_we_do/seas/fish/bracon/eng/).

<sup>49</sup> Russian Federation fisheries development concept for the period until 2020, <http://hunt.rin.ru/html/article2452-1.html>.

aggravating the legal consequences for breaches of fisheries rules. The concept promotes intensified co-operation between states. The aims of this co-operation are the mutual exchange of information about the landings and transshipment of catches in ports in order to counter illegal export of fish products.<sup>50</sup>

The average annual catch of cod<sup>51</sup> in 1960-1977 was 786,000 tonnes and in 1978-2004 it was 485,000 tonnes. According to reports of the WWF-Russia of August 2005<sup>52</sup>, overfishing of cod quotas was registered several times between 1978 and 2000. In some periods, the catch was twice as high as national quotas, for instance in 1981, 1982, 1984 and 1985. According to reports of Russian mass media, however, during the last 22 years Russia has fished annually about 37 000 tonnes less than allowed. These reports, though, did not consider illegal catches, discards and cod fishing for sport and recreational purposes in the coastal area. Annual fishing for recreational purposes in the coastal area can make up 10 000 to 20 000 tonnes.<sup>53</sup>

Besides, the development of a national system of MPAs can be regarded as one of the urgent federal tasks. The main goal of such a system is to consolidate present and newly created protected areas to embrace unique and special parts of the Russian seas. Unfortunately, most representatives of the fishing industry do not welcome the creation of marine protected areas. However, the opinion is growing that the development of a MPAs system would reduce risks of ecological disasters (such as overfishing and oil spills).<sup>54</sup>

Zilanov recognizes that the long-term sustainable development of the Russian coastline is at risk because of inadequate resource protection measures, the lack of national and local coastal zone management policies and competition among the

---

<sup>50</sup> Ibid.

<sup>51</sup> For 1994-2005 Russian and Norwegian (Barents Sea fishery) cod TACs see table 3.

<sup>52</sup> WWF, 'Analysis of illegal fishery for cod in the Barents Sea', WWF-Russia report (August 2005), available online at <http://www.wwf.no/pdf/IUUfishingbarents2005.pdf>.

<sup>53</sup> State Fishery Committee of the Russian Federation, 'Social-economical developments forecast of fishery complex in Russia', Annual Report 2004-2006, available online at <http://www.gkr.ru/cat132>.

<sup>54</sup> WWF, 'Marine protected areas of Russia', [http://www.wwf.ru/about/what\\_we\\_do/seas/zapoved/eng/doc348/page1/](http://www.wwf.ru/about/what_we_do/seas/zapoved/eng/doc348/page1/).

users without mechanisms for settling disputes. Current amendments to the draft of the Russian Federal Act on Coastal Fisheries and discussions at the federal and regional levels may mark the beginning of a positive turning point for the Russian Far East and Russian fishing industry.<sup>55</sup>

### *The case of the Barents Sea*

Despite the fact that many different regimes and management measures apply to the Barents Sea, their respective implementation can be regarded as successful. Within the framework of Russian-Norwegian cooperation on a bilateral basis, the scientists from both countries annually coordinate plans and conduct complex joint scientific investigations, and make recommendations for the meetings of the Joint Russian-Norwegian Fisheries Commission. The investigations include joint voyages of research vessels for the purpose of assessment of the stocks of main commercial fish species of the Barents Sea and the Norwegian Sea collection and analysis of hydrographic information, and development and improvement of the observation methods. The main element of the cooperation is preparing and holding Russian-Norwegian symposia on, inter alia, licensing procedures, joint research projects and other issues connected with fisheries in the Barents Sea and the Norwegian Sea.<sup>56</sup>

However, some important problems remain. For instance, the problem of differing minimum mesh sizes in the trawl code for the EEZs of Russia (125 mm) and Norway (135 mm) is not yet resolved. Similarly, the issue of minimum commercial sizes of cod (42 cm for the EEZ of Russia and 47 cm for the EEZ of Norway) still needs to be resolved.

---

<sup>55</sup> V. K. Zilanov, 'The use of TAC as a management measure in the Barents Sea fisheries', the 11<sup>th</sup> joint Russian-Norwegian symposium: ecosystem dynamics and optimal long-term harvest in the Barents Sea fisheries (2004), available online at [http://www.imr.no/\\_\\_data/page/5894/Zilanov\\_The\\_use\\_of\\_TAC\\_as\\_a\\_manegment\\_mea\\_sure\\_in\\_the\\_Barents\\_Sea.pdf](http://www.imr.no/__data/page/5894/Zilanov_The_use_of_TAC_as_a_manegment_mea_sure_in_the_Barents_Sea.pdf).

<sup>56</sup> V. Borovkov, V. Shleinik, K. Drevetnyak, S. Belikov, S. Zabavnikov, and E. Shamray, 'International cooperation of the PINRO in the research of North Atlantic and the Seas of the North-European basin', <http://www.vitiaz.ru/congress/en/thesis/28.html>.

Considering the problem of the Barents Sea, Zilanov states that, to ensure that fisheries are conducted according to the agreed TAC, Russia has to take the following measures:

- \* establish a joint Russian-Norwegian fisheries monitoring and control centre for the whole Barents Sea and give this centre the necessary authority to carry out joint Russian-Norwegian control over fishing activities at sea and in ports and to close and open areas and stop fishing when TACs are exhausted;
- \* harmonise legislation for both countries in the field of fisheries management, control and enforcement in the Barents Sea.<sup>57</sup>

## 2. *State of marine resources*

The Russian Federation has the longest coastline in the world: 60,000 km. It also has the most extensive coastal zone, which covers about one third of its territory and is home to about 17 million people. Urban and industrial development and tourism in the coastal zone have caused many problems in Russian seas. The major issues of concern are contamination, mainly with heavy metals, persistent organic pollutants (POPs) and oil, and degradation of coastal zones. Overfishing is also a serious problem in many seas.<sup>58</sup>

The ecosystems of the Black Sea and the adjacent Sea of Azov have experienced drastic changes during the past ten years. Most pollutants enter from rivers (mainly the Danube but also the Dnieper, Dniester and Don) which bring down nutrients, oil, heavy metals, pesticides, surfactants and phenols. Eutrophication and overfishing, together with increased numbers of a species of jellyfish accidentally introduced in the 1980s, have led to a drastic decline in fish catches. Falling industrial activity since the early 1990s has resulted in less pollution of coastal waters, but the construction of

---

<sup>57</sup> V. K. Zilanov, 'About the fishery economics in the Russian Federation', [http://www.nasledie.ru/oboz/N11\\_01/11\\_14.HTM](http://www.nasledie.ru/oboz/N11_01/11_14.HTM).

<sup>58</sup> UNEP, 'Global environment outlook 2000' (UNEP, 1999), available online at <http://www.unep.org/Geo2000/english/0079.htm>, Chapter Two: The state of the environment, Europe and Central Asia, marine and coastal areas.

oil terminals in the Russian Federation and Georgia and the expected increase of oil tanker traffic are likely to increase pollution again.<sup>59</sup>

The shallow Sea of Azov, which had one of the richest fisheries in the world at the beginning of the century, has been under constant pressure from major industrial activities and high use of agrochemicals. During the past 30 years, it has suffered from eutrophication and become practically devoid of fish.<sup>60</sup>

The Caspian Sea possesses 85% of the world's stock of sturgeon and is the source of 90% of all black caviar. The fisheries here have produced what is widely believed to be the highest quality caviar on the world market. In recent years, however, all of the sturgeon species native to the Caspian Sea and the rivers feeding it have undergone serious declines because of habitat loss, destruction of breeding grounds, pollution and mismanaged fisheries. The sea is contaminated by a number of chemicals which include phenols, oil products and surfactants.<sup>61</sup> 'Overfishing for caviar production is a prime culprit for the collapse of sturgeon populations', stated the director of the WWF's Global Species Programme, Lieberman. 'But loss of habitat, disruption of migration routes caused by dams, pollution and poor enforcement have also collectively decimated many sturgeon populations.'<sup>62</sup> 'The situation in the Caspian Sea is of great concern', said David Morgan, head of the scientific support unit at the Convention on International Trade in Endangered Species of Wild Fauna and Flora (CITES). 'As most of the world's caviar is harvested there, we are particularly concerned over the impact of unsustainable harvesting and illegal trade on wild sturgeon populations. There is every indication that populations are going down.'<sup>63</sup>

Since the entry into force of the Fisheries and Conservation Act in 2004, the general fish catch increased in 2005 by 12.5 % in comparison to 2004. The quota on cod,

---

<sup>59</sup> Ibid.

<sup>60</sup> Ibid.

<sup>61</sup> Ibid.

<sup>62</sup> M. Schulman, 'Caviar trade suspended - but can the sturgeon survive?' (2006), <http://www.ecobc.org/NewsToday/2006/01/TodaysNews1867/index.cfm>.

<sup>63</sup> Ibid.

pollock, haddock, capelin, redfish, greenland halibut, herring and crabs in the Seas of Okhotsk and Beringov and the regions of Kuril Islands is also implemented. Russian marine fisheries production has increased to 118.8% compared to the level of 2004.<sup>64</sup>

By way of conclusion, Russian fisheries resources can be regarded as being close to depletion. Due to the decline of the Russian industries, pollution today plays only a minor role. However, fisheries resources are seriously threatened by poaching. The new Fisheries and Conservation Act 2004, which provides more stringent sanctions for poaching, may at least help to maintain the current state of fish stocks.

---

<sup>64</sup> The coastal zone administration,  
[http://www.primorsky.ru/press/read/?id=8320&type=releases&rubic=&year=&month=&day=&s\\_year=&s\\_month=&s\\_day=&f\\_year=&f\\_month=&f\\_day=&search](http://www.primorsky.ru/press/read/?id=8320&type=releases&rubic=&year=&month=&day=&s_year=&s_month=&s_day=&f_year=&f_month=&f_day=&search).

#### IV. Bibliography

Ajbulatov, N. A., Mihajlichenko, Y. G. et al., *Development of scientific-legal provision of the Federal Russian Law on coastal management: Scientific Report* (Moscow: Oceanographic Society, 2000) (in Russian)

Anferova, Elena et al., 'Fish quota auctions in the Russian Far East: a failed experiment', 29 *Marine Policy* (2005) 47-56

Borovkov, V., Shleinik, V., Drevetnyak, K., Belikov, S., Zabavnikov, S. and Shamray, E., 'International cooperation of the PINRO in the research of North Atlantic and the Seas of the North-European basin',  
<http://www.vitiaz.ru/congress/en/thesis/28.html>

Busch Rønning, S., 'Two countries sharing a renewable resource - the allocation of the renewable natural resources in the Norwegian-Russian fisheries management regime of the Barents Sea: a multidisciplinary study', Thesis submitted in partial fulfilment of requirement for the Master of Science in International Fisheries Management, Department of Social and Marketing Studies, Norwegian College of Fishery Science, University of Tromsø, Norway (2002), available online at  
<http://www.nfh.uit.no/dok/IFM/thesis/ronning2002.pdf>

Coastal zone fisheries management association, 'An interview with the head of the fishing administration of the Primorje Igorj Ulejskij' (2005),  
<http://arpp.pk.ru/news/show/?id=107>

Deita, International Informational agency, 'The main speech of the governor Sergej Darkin' (2005), <http://deita.ru/index.php?comments,182>

Environment News Service, 'Cod could vanish from world's oceans within 15 years' (19 May 2004), <http://www.ens-newswire.com/ens/may2004/2004-05-19-01.asp>

Fish of Kamtchatka, Online-Magazine, 'An interview with Natalja Komarova' (2005),  
[http://www.fishkamchatka.ru/2005/content.phtml?content=1/18\\_01\\_20052&n=01](http://www.fishkamchatka.ru/2005/content.phtml?content=1/18_01_20052&n=01)

Matishov, Gennady G. et al., 'The impact of fisheries on the dynamics of commercial fish species in Barents Sea and the Sea of Azov, Russia: A historical perspective', *Ambio* Vol. 33 No. 1-2 (Feb. 2004)

Grigorjev, J., 'The Coastal zone fisherman', Newspaper archive online (2006),  
<http://rybakprim.ru/arh06-4.htm>; <http://rybakprim.ru>

Hønneland, Geir, 'Russian fisheries management: The precautionary approach in theory and practice', *Publications on Ocean Development* vol. 43 (2004), Leiden, Boston: Martinus Nijhoff Publishers

Konstantinova, I., 'Russian fishing industry discussions at the federal and regional levels', International Market Insight (IMI) (2004),  
<http://www.bisnis.doc.gov/bisnis/bisdoc/0408RFEfish.htm>, Problems of Russian fishing industry at the federal and regional levels discussed with the Russian Federation President Vladimir Putin

Korolev, Y. and Sigurdason, J., 'Survey of the fish industry in Russia', supplement to a report produced by Eurofish International Organisation (October 2005), available online at  
<http://www.vur.is/files/SKyrsla%20FISH%20INDUSTRY%20IN%20RUSSIA%20II%20Jon%20S.%20og%20Yury%20Korolev.pdf#search=%22russian%20federal%20law%20N166%20on%20fishery%20and%20preservation%20of%20aquatic%20biological%20resources%20%22>

Laegreid, Randi, 'The dispute over the Barents Sea', ICE Case Studies,  
<http://www.american.edu/TED/ice/barents.htm>

Mitina, A., 'If Russia has to buy fish abroad, the prices will be higher' (2004), available online at <http://english.pravda.ru/russia/economics/27-01-2004/4686-fishing-0>

Schulman, M., 'Caviar trade suspended - but can the sturgeon survive?' (2006),  
<http://www.ecobc.org/NewsToday/2006/01/TodaysNews1867/index.cfm>

State Fishery Committee of the Russian Federation, 'Social-economical developments forecast of fishery complex in Russia', Annual Report 2004-2006, available online at  
<http://www.gkr.ru/cat132/>

Stokke, O. S., 'Management of shared fish stocks in the Barents sea', in FAO, *Papers presented at the Norway-FAO Expert Consultation on the Management of Shared Fish Stocks, Bergen, Norway, 7-10 October 2002*, FAO Fisheries Report No. 695, Suppl. (Rome: FAO, 2003), available online at  
[http://www.fao.org/documents/show\\_cdr.asp?url\\_file=/DOCREP/006/Y4652E/y4652e0e.htm](http://www.fao.org/documents/show_cdr.asp?url_file=/DOCREP/006/Y4652E/y4652e0e.htm)

The coastal zone administration, 'An interview with Sergey Darkin' (2006),  
[http://www.primorsky.ru/press/read/?id=7908&type=releases&rubic=&year=&month=&day=&s\\_year=&s\\_month=&s\\_day=&f\\_year=&f\\_month=&f\\_day=&search=%F0%FB%E1%E0](http://www.primorsky.ru/press/read/?id=7908&type=releases&rubic=&year=&month=&day=&s_year=&s_month=&s_day=&f_year=&f_month=&f_day=&search=%F0%FB%E1%E0).

UNEP, 'Global Environment Outlook 2000' (UNEP, 1999), available online at  
<http://www.unep.org/Geo2000/english/0079.htm>

Vaisman, Alexey, *Trawling in the mist: industrial fisheries in the Russian part of the Bering Sea*, A TRAFFIC Species in Danger report, available online at  
<http://www.traffic.org/beringsea/fishery.html>

WWF, 'Analysis of illegal fishery for cod in the Barents sea', WWF-Russia report (August 2005), available online at

<http://www.wwf.no/pdf/IUUfishingbarents2005.pdf>

WWF, 'Heavy impacts of poaching',

[http://www.wwf.ru/about/what\\_we\\_do/seas/fish/bracon/eng/](http://www.wwf.ru/about/what_we_do/seas/fish/bracon/eng/)

WWF, 'Marine Protected Areas of Russia',

[http://www.wwf.ru/about/what\\_we\\_do/seas/zapoved/eng/doc348/page1/](http://www.wwf.ru/about/what_we_do/seas/zapoved/eng/doc348/page1/)

WWF, 'WWF took part in the first Far Eastern Fishery Forum in Vladivostok' (9 July 2004), <http://www.wwf.ru/resources/news/article/eng/1343>

Zilanov, V. K., 'About the fishery economics in the Russian Federation',

[http://www.nasledie.ru/oboz/N11\\_01/11\\_14.HTM](http://www.nasledie.ru/oboz/N11_01/11_14.HTM)

Zilanov, V. K., 'Sea fishery in Russia: stabilization or stagnation?' (2003),

[http://npacific.kamchatka.ru/np/magazin/2-97\\_r/articl52-61.htm](http://npacific.kamchatka.ru/np/magazin/2-97_r/articl52-61.htm)

Zilanov, V. K., 'The use of TAC as a management measure in the Barents Sea fisheries', the 11<sup>th</sup> joint Russian-Norwegian symposium: ecosystem dynamics and optimal long-term harvest in the Barents Sea fisheries (2004), available online at

[http://www.imr.no/\\_data/page/5894/Zilanov\\_The\\_use\\_of\\_TAC\\_as\\_a\\_management\\_measure\\_in\\_the\\_Barents\\_Sea.pdf](http://www.imr.no/_data/page/5894/Zilanov_The_use_of_TAC_as_a_management_measure_in_the_Barents_Sea.pdf)

---

## V. Materials

- Draft of the Russian Federal Act on Coastal Fisheries 2005 <http://gov.murman.ru/projects/pro-001.shtml>
- Federal Act on Fisheries and Conservation of Aquatic Biological Resources 2004 <http://www.akdi.ru/GD/proekt/079218GD.SHTM>
- Federal Act on the Exclusive Economic Zone of the Russian Federation 1998 [http://www.un.org/Depts/los/LEGISLATIONANDTREATIES/PDFFILES/RUS\\_1998\\_Act\\_EZ.pdf](http://www.un.org/Depts/los/LEGISLATIONANDTREATIES/PDFFILES/RUS_1998_Act_EZ.pdf)
- Federal Act on the Internal Maritime Waters, Territorial Sea and Contiguous Zone of the Russian Federation 1998 [http://www.un.org/Depts/los/LEGISLATIONANDTREATIES/PDFFILES/RUS\\_1998\\_Act\\_TS.pdf](http://www.un.org/Depts/los/LEGISLATIONANDTREATIES/PDFFILES/RUS_1998_Act_TS.pdf)
- Red Data Book of the Russian Federation <http://www.sevin.ru/redbook/mainan.html>
- Russian Federation fisheries development concept for the period until 2020 <http://hunt.rin.ru/html/article2452-1.html>
- USDA Foreign Agricultural Service, *Russian Federation Fishery Products Annual 2004*, GAIN Report RS4051 (2004) <http://www.fas.usda.gov/gainfiles/200409/146107649.pdf>
- USDA Foreign Agricultural Service, *Russian Federation Fishery Products Annual 2005*, GAIN Report RS5068 (2005) <http://www.fas.usda.gov/gainfiles/200509/146131066.doc>
-

## VI. Links

BarentsNews	<a href="http://www.barentsnews.com/index.php">http://www.barentsnews.com/index.php</a>
ECOLEX	<a href="http://www.ecolex.org">www.ecolex.org</a>
EUCC, The Coastal Union, Coastal Guide	<a href="http://www.coastalguide.org/icm/baltic/index.html">http://www.coastalguide.org/icm/baltic/index.html</a>
FAO Fishery Country Profile: The Russian Federation	<a href="http://www.fao.org/fi/fcp/en/RUS/profile.htm">http://www.fao.org/fi/fcp/en/RUS/profile.htm</a>
Federal fishery agency	<a href="http://www.mcx.ru/">http://www.mcx.ru/</a>
Fisherman, the Fishnews of the Russian Federation	<a href="http://rybakprim.ru/title.htm">http://rybakprim.ru/title.htm</a>
Fishlex Library	<a href="http://streamer.rug.ac.be/cdlaw/library/library.htm">http://streamer.rug.ac.be/cdlaw/library/library.htm</a>
Fishnet, Russian Fish on the Net	<a href="http://www.fishnet.ru/">http://www.fishnet.ru/</a>
GreenFacts	<a href="http://www.greenfacts.org/fisheries/index.htm">http://www.greenfacts.org/fisheries/index.htm</a>
Internet Guide to International Fisheries Law	<a href="http://www.intfish.net/index.htm">http://www.intfish.net/index.htm</a>
Russian Federal Research Institute of Fishery and Oceanography (VNIRO)	<a href="http://ocean.infospace.ru/engl/main.htm">http://ocean.infospace.ru/engl/main.htm</a>
Russian Federation State Committee of Fishery	<a href="http://www.gkr.ru/cat38">http://www.gkr.ru/cat38</a>

---

**Annex: List of official bodies related to the fisheries sector**

<b>N</b>	<b>Official body</b>	<b>Address</b>	<b>Telephone Fax</b>	<b>E-mail website</b>	<b>Address in Russia</b>
1.	Ministry of Agriculture	107139 Moscow, Orlikov per., 1/11	+7 095 207 8000, Fax:+7 095 207 8362 +7 095 975 5335 (Department of policy in fisheries)	<a href="mailto:info@gov.mcx.ru">info@gov.mcx.ru</a> <a href="mailto:info@drp.mcx.ru">info@drp.mcx.ru</a> (Department of policy in fisheries) <a href="http://www.mcx.ru">www.mcx.ru</a>	107139, Москва, Орликов пер, д. 1/11
2.	Federal Agency of Fisheries	107996 Moscow, Rozhdestvenskiyi boulevard, 12	+7 095 928-23-20 Fax: +7095 928-19-0	<a href="mailto:harbour@fishcom.ru">harbour@fishcom.ru</a> <a href="mailto:harbour@cnt.ru">harbour@cnt.ru</a> <a href="http://www.fishagency.ru">www.fishagency.ru</a>	107996, Москва, Рождественс кий бульвар, 12
3.	Rosselkhoznadzor (Federal Service for Veterinary and Vegetation Sanitary Supervision)	107139 Moscow, Orlikov per., 1/11	+7 975 4347 Fax:+7 207 5111	<a href="mailto:info@gov.mcx.ru">info@gov.mcx.ru</a> <a href="http://www.mcx.ru">www.mcx.ru</a>	107139, Москва, Орликов пер, д. 1/11
4.	VNIERKH Research Institute	101990 Moscow, Spasogolenischevskiyi per.,4/2	+7 095 928-00-88 Fax:+7 095 925-47-31	<a href="http://www.vnierkh.ru">www.vnierkh.ru</a>	101990, г. Москва, Б. Спасоглини- щевский пер., 4/2
5.	National Centre of Monitoring System and Communications	107996 Moscow, Rozhdestvenskiyi boulevard, 12	+7 095 504 1644 Fax:+7 095 928 7319	<a href="mailto:infofish@ncmc.ru">infofish@ncmc.ru</a> <a href="http://www.ncmc.ru">www.ncmc.ru</a>	Россия, 107996, Москва, Рождествен- ский бульвар, 12
6.	Natsrybkachestvo Federal Enterprise	199178 St.-Petersburg, Sredniyi pr.V.O.,60	+7 812 321 9602 Fax:+7 812 320 7323	<a href="mailto:nfk@mail.ru">nfk@mail.ru</a> <a href="mailto:mukhina@citi.cjm.ru">mukhina@citi.cjm.ru</a> <a href="http://www.fishquality.ru">www.fishquality.ru</a>	199178, г.Санкт- Петербург, Средний пр. В.О., 60

N	Official body	Address	Telephone Fax	E-mail website	Address in Russia
7.	Gyprorybflot	190000 St.-Petersburg, Malaya Morskaya, 18-20	Tel/Fax:+7 812 314 6036	<a href="mailto:grf@grf.spb.ru">grf@grf.spb.ru</a> <a href="http://www.grf.spb.ru">www.grf.spb.ru</a> <a href="http://www.grf.spb.ru">www.grf.spb.ru</a>	190000, г.Санкт- Петербург, ул. Малая 16 Морская, 18-20
8.	Russian Maritime Register of Shipping	191186 St.-Petersburg, Dvortsovaya Naberezhnaya, 8	(812) 314-07-43 Fax: + (812) 314-10-87	<a href="mailto:pobox@rshead.spb.ru">pobox@rshead.spb.ru</a> <a href="http://www.rshead.spb.ru">www.rshead.spb.ru</a>	191186 Санкт- Петербург, Дворцовая Набережная, 8
9.	Federal Service for Supervision of Consumer Rights and Human Welfare (former Gossanepidnadzor)	101479 Moscow Vadkovsky per., 18/20	+7 095 973 1383 +7 095 978 6805 Fax:+7 095 973 1549	<a href="mailto:depart@gsen.ru">depart@gsen.ru</a>	101 479 Москва, Вадковский пер., 18/20
10.	National Fish Resources	107996 Moscow Rozhdestvenskiy boulevard, 14	+7 095 925 1820 +7 095 925 5622 Fax:+7 095 921-57-49	<a href="mailto:nfr@nfr.ru">nfr@nfr.ru</a> <a href="http://www.nfr.ru">www.nfr.ru</a>	107996 Москва, Рождествен- ский бул., 14

Source: Korolev, Y./Sigurdason, J., 'Survey of the fish industry in Russia', supplement to a report produced by Eurofish International Organisation (October 2005), available online at <http://www.vur.is/files/SKyrsla%20FISH%20INDUSTRY%20IN%20RUSSIA%20II%20Jon%20S.%20og%20Yury%20Korolev.pdf#search=%22russian%20federal%20law%20N166%20on%20fishery%20and%20preservation%20of%20aquatic%20biological%20resources%20%22>