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TRANSPORT POLICY PRIORITIES: THE CASE OF RUSSIAN FEDERATION SEAPORTS

ABSTRACT

The following paper presents the Russian Federation's policy on sea transport based on The Transport Strategy of The RF. On the one hand the Russian strategic programs are analyzed. On the other hand, the conduct of the strategic plans (guided by governmental assemblies) is taken into consideration.

Key words

maritime transport, Russian Federation, strategic guidelines

Introduction

Transport policy of the Russian Federation (RF) is based on primary documents adopted in the last twenty years. After a series of modifications, the guidelines were set in a document *Russian Federation Transport Strategy up to 2030* of 22 November 2008. The following analysis focuses on the execution control of the indicated strategy through introduction of a number of subordinate documents i.e. programs for the implementation of basic goals related to transport development in the Russian Federation for 2018–2024, as well as complementary activities of an organizational nature.

An analysis of available literature reveals many studies on the development of the Russian Federation's transport strategy. The texts range from euphoric publications extolling transport growth to those indicating concern over the increased activity of the Russian Federation in the Arctic, which may lead to an escalation of threats to international security. Russia's achievements in the field of transport are presented in texts such as: "Throughput of Russian seaports in 3M'2019 grew by 4.7 to 201.8 million tons of cargo" (2019); "Boom times for Russia's Arctic ports" (Staalesen, 2019), "Warming revives dream of sea route in Russian Arctic" (Kramer, 2011); "China and Russia collaborating on Arctic port" (Buxbauma, 2018). There are also scientific studies, such as "Formation of the cargo base of Ust-Luga port with allowance of the principles of integrated logistics" (Panova, Isaeva & Muchtar, 2016); *Benchmarking of Russian ports* (Kharchenko, 2013), or "Policy environment analysis for Arctic seaport development: the case of Sabetta" (Gritsenko & Efimova, 2017). More and more analyses are focusing on the importance of the Baltic Sea and maritime transport in this area for the economic interests of the Russian Federation (for example, a blog entry by Kjell Aleklett, "The Baltic Sea is of increasing importance for Russia"). At the same time, the threats posed by the RF's maritime policy are indicated among others by Sophie Hunter (2018) in the text "Is a Real Cold War Heating Up in the Arctic?"; however, this could be a topic of another research.

The purpose of this study is to present an analysis of the implementation of the program for the development of the RF's maritime transport, with particular focus on the Baltic Sea, in the wider context of strategic regulation of all transport branches. The following research thesis was adopted: centrally controlled economy enables the Russian Federation to develop maritime transport on an unprecedented scale. The methodology of the research is relatively simple, based on the analysis of federal documents and the current data on organizational work or transshipment in seaports. The article refers to the tasks and results outlined in the plans contained in Regulation No. 2101 of the Government of the Russian Federation from September 30, 2018. It also presents the state's concepts regarding improvements in implementation of federal projects, based i.a. on the premises of territorial planning in the Russian Federation.

1. Tasks and results regarding transport strategy outlined in the plans contained in the Regulation No. 2101 of the Government of the RF of September 30, 2018

The fourth part (pages 8 to 23) of the Regulation No. 2101 lists tasks and target results with regard to transport development planning in the RF. The document focuses on the following nine projects:

- federal project “Europe–West China”,
- federal project “Seaports of Russia”,
- federal project “North Sea Route”¹,
- federal project “Rail transport and transit”,
- federal project “Transport and logistic centers”,
- federal project “Communication between economic development centers”,
- federal project “Development of regional airports and regular passenger routes”,
- federal project “High speed train”,
- federal project “Internal waterways”.

Two of the abovementioned projects refer to sea transport. One of them is the federal project “Sea ports of Russia”, which includes the task of increasing the transshipment capacity of the Federation’s seaports in the North-West (Baltic), Arctic, Volga-Caspian, Azov-Black Sea as well as Far Eastern coastal areas, which in Russian documents are called “basins”. Detailed data are provided in the table below.

Table 1. Projects regarding infrastructure development in the sea ports of the Russian Federation in 2017–2024

Ocean/sea coast	Project	Total trans-shipment capacity [million tons]	Share on the basin scale [%]	Participation in entire scale of the RF’s maritime transport [%]	Implementation period
North West (Baltic)		53.8		15.1	2019–2024
	Construction of a maritime cargo and passenger transshipment area in the town Pionersky in Kaliningrad District	3 (plus 250 thousand passengers)	5.6	0.8	2017–2019

¹ Russian: Себерный Морской Путь – СМП.

Ocean/sea coast	Project	Total trans-shipment capacity [million tons]	Share on the basin scale [%]	Participation in entire scale of the RF's maritime transport [%]	Implementation period
Arctic		64.7		18.1	2018–2024
	Expansion of the Murmansk transport hub, including construction of the Lavna coal terminal	18	27.8	5	2018–2022
	Expansion of the sea port of Dikson, including the coal terminal of Chaika and the Tanalau oil terminal serving Payakhsky and Severo-Payakhsky fields	10	15.5		2019–2021
Volga-Caspian (Caspian)		1		0.3	2019–2024
Azov-Black Sea		103.9		29.1	2019–2024
	Construction of Taman bulk cargo terminal				
Far East		130.7		36.6	2019–2024
	Construction of a coal terminal in the Muchka Bay (Khabarovsk Krai)	24	18.4	6.7	2015–2022
	Development of the Vostochny-Nakhodka transport hub ^{***}	31	16.8	6.2	2019–2024
In total		354.1			

Source: own study based on the Regulation No. 2101 of the Government of the RF of September 30, 2018, item 4.2, pp. 9–12.

The implementation of the projects in the North-Western (Baltic) area is currently related to the 2017–2019 construction in of a maritime cargo transshipment and passenger area in Pionersky in Kaliningrad Oblast [Region]. This investment is to ensure an increase in the transshipment capacity of the Federation's seaports by 3 million tonnes, as well as provide service for additional 250,000 passengers. On the level of the entire North West basin this means a 5.6% increase, while on the Federation's level – 0.8%. The transshipment capacity of the Federation's seaports in the North Western (Baltic) area is expected to reach

(Regulation No. 2101, 2018, p. 11) the level of 53.8 million tonnes in 2019–2024 – 15.1% of the total increase in the Federation’s transshipment capacity. However, it should be noted that the North West (Baltic) ports represent only 15.2%, of the seaport transshipment capacity of the entire Federation while the Far Eastern and Azov–Black Sea ports (in total) provide two-thirds (66.25%) of this capacity. Even the transshipment capacity of the Federation’s seaports located in the Arctic Basin exceeds (18.27% of the entire RF’s capacity) that of the Baltic ports. The mentioned projects are also complemented by the intention (Regulation No. 2101, 2018, p. 12) to renovate in 2019–2024 7 icebreakers and bring one new vessel into service, so that in total 8 new units will be available to ensure uninterrupted operation of the Federation’s freezing seaports. The plans also include expansion of the roads leading to the ports of the indicated areas in 2019–2024. In case of the Baltic area, this applies to e.g. Route A-181 “Scandinavia”².

The second federal maritime transport project is “Northern Sea Route”. The Regulation of 30 September 2018 defines in this context two tasks:

- “Development of the Northern Sea Route (NSR)”,
- “Increasing cargo transport on the Northern Sea Route to 80 million tons”.

The first of these tasks includes (to secure vessel movement in the NSR area): the construction of GMDSS³ system facilities (by 2021), implementation of projects to ensure navigational and hydrographic security of vessels on the NSR (2019–2024), construction of a base and piers for rescue vessels in Murmansk (in 2021), as well as construction of hydrographic vessels, units for piloting ships and rescue vessels built to an ice class⁴ (2019–2024). The second outlined task

² The A-181 Federal Road “Scandinavia” (until 2017 called the M10 route, a designation that is now assigned to the route from Moscow to St. Petersburg) begins in St. Petersburg and runs through Vyborg to the Russian-Finnish border. Its continuation in Finland is Route 7.

³ GMDSS – The Global Maritime Distress and Safety System is a World Maritime Emergency Communication and Safety System, i.e. a set of safety procedures, equipment, radio and satellite communications intended to ensure the safety of navigation and to enable rapid and effective alerting of accidents at sea, transmission of information important for the safety of ships and communication during search and rescue operations.

⁴ The ice class is a designation of the ship’s hull structure indicating its adaptation to navigation in waters with a specific degree of ice coverage. The Polish Register of Shipping (PRS) uses the designations: YLA, YL, L1, L2 or L3, as well as for small vessels: Lm1 and LM2. According to Russian Maritime Register of Shipping of 1999, they are: LU5, LU4, LU3, LU2 and LU1.

includes construction of four icebreakers powered by liquefied natural gas in 2019–2024 (to accompany transport vessels in case of worsened ice conditions). This is to enable the use of the Sabetta-Yamal port intended for the export of liquefied natural gas. An increase in the cargo transport along the NSR is also to be achieved directly through the development of port infrastructure, such as constructing terminal (Utrenny) of liquefied natural gas and gas concentrate at the port of Sabetta in 2019–2024. This should also include the construction of such facilities as underwater hydro-technical infrastructure, ice protection installations, and facilities for securing shipping. Financial resources for the implementation of the above projects are indicated in Chapter 5 of the Regulation No. 2101 (2018). Dedicated funds for implementation of both maritime transport projects are listed in the following table.

Table 2. Financial resources planned for the implementation of the Federal Projects “Sea ports of Russia” and “Northern Sea Route”

Funds in [million rubles]	Financing period						
	2019	2020	2021	2022	2023	2024	2019–2024
Federal project “Sea ports of Russia”							
Total project budget	137970.21	216350.608	238526.035	166116.224	102871.463	65226.413	927060.973
Federal budget contribution	34916.6	37282.914	66234.387	36387.351	35778.843	25685.293	236285.388
Extra-budgetary funds	103053.61	179067.694	172291.648	129728.893	67092.62	39541.12	690775.585
Federal project “Northern Sea Route”							
Total project budget	49549.507	114904.736	142155.416	145554.366	69151.766	66135.566	587451.356
Federal budget contribution	30917.229	37592.84	49344.819	49973,299	48243,299	49813.299	265884.785
Extra-budgetary funds	18632.278	77311.896	92810.597	95581.067	20908.467	16322.267	321566.571
Total expenditure on federal maritime transport projects							1514512.329

Source: own study based on the Regulation No. 2101 of the Government of the RF of September 30, 2018, item 5, pp. 24–26.

However, providing substantial financial resources for the abovementioned tasks can be problematic. This can be reflected e.g. by the total value of the Fragile States Index⁵ (FSI) achieved by the Russian Federation (see Table 3 below) – 79.2 places Russia among countries at risk. This is also confirmed by the FSI dynamics in 2007–2017⁶⁷. While the estimated expenditures for the two abovementioned maritime transport projects are 1,514,512,329 rubles, only 33.15% (502,179,173 rubles) is to come from the RF’s budget, i.e. from state-controlled funds.

Table 3. 2017 values of Fragile States Index for selected countries

Stability threat rating	Country	State stability value
2	Somalia	113.4
67	Russia	79.2
85	China	74.7
151	Poland	40.8
158	USA	35.,6
160	Great Britain	33.2
165	Germany	28.1
177	Norway	20.5
178	Finland	18.7

Source: Messner, J. J. (2017). *Fragile States Index*. (pp. 34–37). Washington, DC: The Fund for Peace. Retrieved from <https://reliefweb.int/sites/reliefweb.int/files/resources/951171705-Fragile-States-Index-Annual-Report-2017.pdf>

An interesting angle in the analysis is the percentage distribution of funds among individual transport branches (see Table 4 below), which shows that the RF’s priorities in this field are the development of rail transport (29.54%

⁵ The Fragile States Index is published annually by the Fund for Peace, which has operated since 1957. Methodology for calculating the values requires determining the following indicators: cohesion (C1 and C2), economic (E1, E2 and E3), political (P1, P2 and P3), social (S1 and S2) and cross-cutting (X1) (Messner 2017).

⁶ The FSI growth in 2007–2017 was e.g. for Germany 10.3 (described as significant), for Poland 6.8 (described as strong), and for the Russian Federation 2.0 (determined as marginal), (Messner, 2017, p. 40).

⁷ Risks associated with functioning of states can be also determined with the use of Financial Fragility Index (FFI). The Financial Fragility Index (FFI) determines the susceptibility of the state system to the financial crisis, where small disturbances / disruptions can have disproportionately large effects (for more information, see: Tymoigne, 2011).

of total expenditure), the expansion of maritime transport (23.85% of total expenditure) and the improvement of communication between the Federation's economic development centers (26.9%).

Table 4. Distribution of funds for the implementation of individual federal transport-related projects in 2019–2024 according to Regulation No. 2101 (2018)

Transport branch/ general scope	Federal project theme	Federal project number	Planned total investment in 2019–2024 in [million rubles]	Percentage of transport-related projects
Road transport	Europe – West China	1	655057.821	10.31%
Maritime transport	Development of Russia's seaports	2	1514512.329	23.85%
	Northern Sea Route	3		
Railway transport	Rail transport and transit	4	1875302.653	29.54%
	High speed railways	8		
Air Transport	Development of regional airports and passenger routes	7	267458.098	4.21%
Inland waterway transport	Inland waterways	9	276382.188	4.35%
Logistics	Logistics centers	5	45580.000	0.72%
Communication	Communication between centers of economic growth	6	1713498.384	26.9%
In total	In total		6348061.474	100%
	Budgetary resources		3028772.892	47.71%
	Non-budget funds		3260612.781	51.36%

Source: own study based on the Regulation No. 2101 of the Government of the RF of September 30, 2018, item 5, pp. 24–30.

As shown in the table above, the estimated expenditure for all nine transport projects includes 6,348,061,474,000 rubles. Only 47.71% (3,028,772,892,000 rubles) is planned to be implemented from state-controlled funds, i.e. from budget funds. The authors of the analyzed documents also refer to this problem (Regulation No. 2101, 2018, p. 33). As to maritime transport and the project No. 2, “Sea ports of Russia” in particular, it was pointed out that a lot would depend on off-budget contractors – for example, the construction of a new fleet of polar icebreakers will be financed from the funds of the Rosatom⁸ corporation.

⁸ Rosatom – The Russian State Corporation for Nuclear Energy.

At the same time, the specified transport projects will be implemented in conjunction with the “Digitization of transport and logistics”, project run by the Ministry of Transport of the Russian Federation, which is part of the national program “Digitization of the Economy of the Russian Federation”. Sub-chapter 5 regarding additional information is complemented by the presentation of risk factors related to project implementation as well as the suggested risk mitigation measures.

A significant part of the Regulation No. 2101 (2018, Chapter II, pp. 37 onwards) focused on energy infrastructure, where federal programs are run by the Ministry of Energy, headed by Pavel Sorokin. The government side is supervised by Deputy Prime Minister Dmitry Kozak. Besides energy (electricity generation and distribution) and heating, the programs also cover the transport (via pipelines) (Regulation No. 2101, 2018, pp. 59 onwards) of crude oil and refined products, as well as gas and gas condensate. One of the related projects was the development of pipelines (planned for 2018 as part of the “North”⁹ project) to increase the supply of petroleum products (up to 25 million tons per year) to the port of Primorsk (Regulation No. 2101, 2018, p. 63).

To sum up, there are more and more indicators that maritime transport is becoming increasingly important for the Russian Federation. Almost the quarter of priority development tasks and projects are devoted to it, focusing on the least developed sea coasts like the Baltic and the Arctic. The former is important as the Baltic ports are the shortest route to Western Europe, while the latter’s significance is related to extraction of natural resources discovered in the Arctic, particularly energy resources. The majority of Russian achievements regarding transshipment capacity (and export) in the Far East region are dependent on the availability of the Northern Sea Route, which should be secured by increasingly developed infrastructure. However, ambitious plans can be thwarted by insufficient financing, so national (mainly governmental) management of projects is of great significance.

2. State control over Russian transport projects

In Russia, state supervision over the implementation of projects relevant to the entire Federation has long traditions. For example, on November 6, 2015, the Russian government adopted Regulation No. 1199 on monitoring the implementation of large projects financed with the participation of the state, including

⁹ The North Project (Russian: Проект Север).

infrastructure projects financed under federal targeted projects, as well as under the National Welfare Fund. In this context, supervision included also major projects described by the Regulation of the Government of the RF of March 18, 2016 No. 449. The document mentions 73 projects. 51 of them (almost 70%) are concerning transport issues, including 6 projects focused directly (and 2 indirectly) on sea transport:

- construction of a seaport in Sabetta village area on the Jamal Peninsula, including preparation of an approach channel for seagoing vessels (item 24 on the list);
- construction of a new-generation universal nuclear-powered icebreaker (item 45);
- construction of 2 serial icebreakers (project 22220) with 60 MW capacity nuclear drives to be commissioned in 2019 and 2020 (items 46 and 47);
- launching a bulk cargo transshipment terminal in the port of Taman (item 59);
- development of the Vostochny–Nakhodka transport terminal/junction in the Primorsk Krai, with a railway connection (stage I) to the port of Vostochny in the Partizansky region (item 60);
- development of the Vostochny–Nachodka transport terminal/junction in Primorsk Krai, with maritime transport projects (stage II) in the Vostochny port area in the Partizansky region (item 61);
- comprehensive development of the Murmansk Transport Junction (stage I), i.e. construction of a railway line between Vychodnoy, Murmashi and Lavna stations, including construction of a railway bridge over the Tyloma River (item 62);

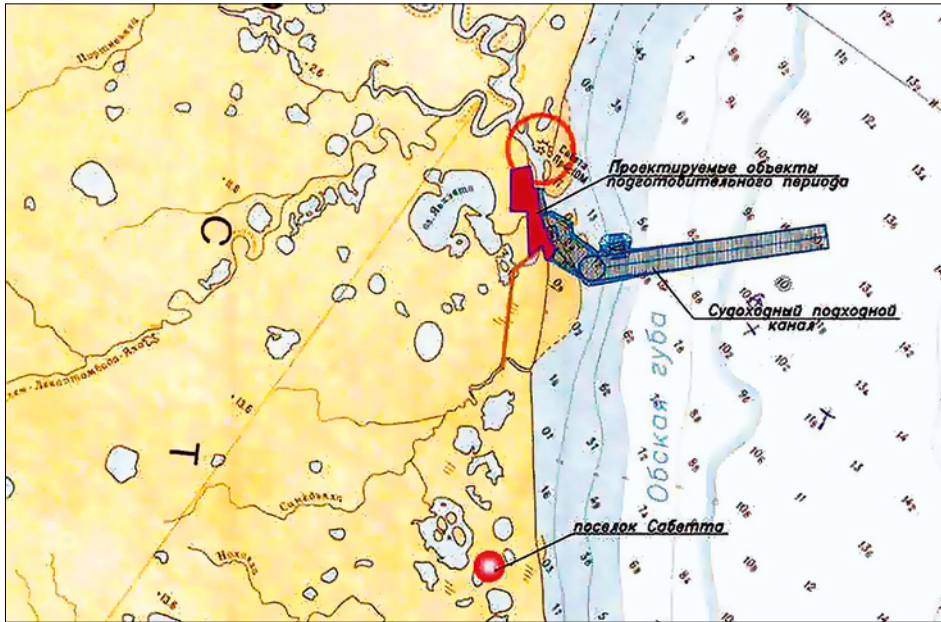
By the Regulation No. 1093 of September 15, 2018, the RF government established methods of adding new investment projects to the abovementioned lists. A working group of 44 people including i.a. the Minister of Transport of the RF, Evgeni Ditrîh¹⁰ is to serve this purpose, working on supplementing the existing plans for federal projects (Ministry of Transport of the RF, 2018; Regulation No. 449 of March 18, 2016)¹¹. In the field of maritime transport, this applies

¹⁰ Evgeni Ditrîh was simultaneously excluded from the coordinating council established at the Ministry of Transport to coordinate transport projects, where he was replaced by his first deputy Ivan Alafinow.

¹¹ The list of these projects was based on the Regulation of the Government of the RF of 18 March 2016 No. 449.

e.g., to the access roads (M-25 and A-290) to the Black Sea ports of Kavkaz and Taman (Regulation No. 554 of March 28, 2019).

Figure 1. Geographical realities of the Sabetta port



Source: Ministry of Transport of the Russian Federation.

Legal acts indicating the course of action are complemented by executive ones. For example, on March 28, 2019, Regulation No. 554 of Russian Federation Government was issued, ordering in the first point the expansion of the Sabetta seaport area (task: Arctic SPG 2¹²) through reclaiming additional land. The area thus obtained is to be used i.a. for the construction of a natural gas transshipment terminal and gas condensate facility, which is to ensure annual handling of up to 21.6 million tons of this raw material (19.8 million tons of gas and 1.8 million tons of condensate). This terminal (also known as Utrenny) is to include a station for compressing (liquefying) gas from the Salmanowsky Basin located on the Gydan Peninsula. The expansion of hydrotechnical infrastructure (including quays and piers) of the port itself as well as of access infrastructure (hard surface

¹² The acronym SPG (Russian СПГ – сжиженный природный газ) stands for liquefied natural gas (LNG).

roads) and transshipment is to be accompanied by an entire series of parallel investment (Regulation No. 554, item 2)¹³ activities to ensure, i.a. development of other infrastructure related to industry (including e.g. shipyards), energy, communications, installations and safety measures (including navigation), as well as defense industry. The above regulation also imposes an obligation on the Ministry of Transport of the Russian Federation to prepare (within 12 months from the date the abovementioned regulation enters into force) a legal act on changing the borders of the port territory. These activities are the implementation of point 15 of the Decree No. 204 of the President of Russian Federation of May 7, 2018 regarding the guidelines for development of the Northern Sea Route and increasing the amount of cargo transported along this route to 80 million tons per year.

What is also interesting in terms of megaproject organization is authority transfer in the field of transport to large enterprises/state-owned corporations, often with global potential. For example, on the portal of the Russian Federation Government, a project (Pravitelstvo Rossii, 2018a) of a legal act on transferring to the Rosatom¹⁴ corporation a number of (federal) powers in the sphere of development and functioning of the Northern Sea Route and adjacent territories was brought before the State Duma (the Parliament of the Russian Federation). This refers to Regulation No. 1374 of July 6, 2018, which provides for the concentration of a number of competences and prerogatives granted to the abovementioned corporation with regard to i.a. shipping, shipping safety, development of port and energy infrastructure in the aquatic area of the Northern Sea Route and the adjacent territories, as well as provision and development of all kinds of related services. Thereby, Rosatom is to become the only infrastructural operator and state service center for inshore and offshore activities along the Northern Sea Route and adjacent territories. The corporation is to ensure activation of this route in the Arctic as a transport route of federal significance, including by developing the infrastructure of seaports operating there, thereby increasing the capacity of this sea route for goods (so that it can function irrespective of

¹³ Regulation No. 554, ed. cited, second point.

¹⁴ (Russian) Росатом – The Russian State Corporation for Nuclear Energy. It brings together enterprises and scientific institutions, including all nuclear energy companies in Russia not associated with the armed forces. Also manages a fleet of Russian atomic ice breakers. It satisfies 40% of the global demand for enriched uranium. It controls 17% of nuclear fuel production in the world. Rosatom was also entrusted with the task of implementing Russia's international obligations in the field of peaceful use of nuclear energy and the international regime for non-proliferation of nuclear materials. For more, see: <https://www.rosatom.ru/en/>

the season), as well as developing navigation security system in these waters. Rosatom is to be the main distributor for the abovementioned investment of budget funds, as well as a propagator of political assumptions regarding the functioning of the Federation in these regions. The relevant act (Regulation No. 525 of the Government of the RF on introducing changes in the functioning of the Rosatom state corporation in terms of federal/state management of development and reliable functioning of the Northern Sea Route) was adopted by the Duma on December 11, 2018 (Pravitelstvo Rossii, 2018c). The Federation Council ratified the document on December 21, and it entered into force on December 27, 2018. The regulation concerns the development and implementation of the assumptions of the state/federal policy regarding the functioning of the Northern Sea Route, including the operation of icebreaker ships ensuring uninterrupted voyages on the abovementioned route, development of seaports located on the edge of the Northern Sea Area, organization of navigation (including cooperation with captains of passing vessels), establishing communication rules for voyages, ensuring adequate navigation infrastructure (including the appropriate technological level of services provided in ports), ensuring the functioning of the navigational and hydrographic security system, as well as organizing the federal system for preventing or removing possible spills of environmentally hazardous petroleum substances in the marine environment. The government of the Russian Federation, however, reserved for itself the right to approve of the Northern Sea Route infrastructure development plan.

At the same time, the portal of Russian Federation Government entry dated December 17, 2018 (Pravitelstvo Rossii, 2018b) presented the Resolution No. 1576 of December 17, 2018 regarding the subsidization of Russian ship owners from the federal budget for the performance of fast sea passenger services in the Black Sea. In this case, the subsidy covered the route between Sevastopol and Yalta, as well as between Novorossiysk and Sochi, where the Federation was to ensure faster transport by a Kometa 120M hydrofoil (120 passenger capacity) while maintaining the current ticket price of 450 rubles per person¹⁵.

In the Russian Federation there are many collegial institutions designed for audit and consulting purposes, which are parallel to ministerial institutions. Some of them are dedicated exclusively to maritime affairs. For example, the government portal of the Russian Federation in the entry dated January

¹⁵ For example, on the Sevastopol–Yalta route, subsidies were planned for 2 cruises back and forth daily, in the months May – June. With the route length of 95 km, the duration of the trip was not to exceed 1 hour and 45 minutes.

29, 2019 reports on the meeting of the Marine Board¹⁶ headed by Yury Borisov (Pravitelstvo Rossii, 2019a). The meeting concerned the functioning and development prospects of internal Russian waterways (between the Baltic, White, Black, Caspian and Azov Seas), as well as undertakings aimed at developing Russian merchant fleet, increasing its competitiveness, and expanding intra-federal transport. Starting the meeting of the Board, Deputy Prime Minister Borisov pointed out that internal water transport of the RF was the subject of a debate of the Government Presidium on August 15, 2016 (Pravitelstvo Rossii, 2019a). On this basis, many guidelines were generated, including those regarding compliance with the normative requirements of water classification (among others setting the minimum depth of waterways at 4 m), development of hydrotechnical infrastructure, as well as providing state support in vessel construction. The Chairman also emphasized that the fulfillment of the guidelines articulated by the President of the RF allowed stopping the evident decrease in cargo turnover on inland waterways. He noted that the implementation of the comprehensive Waterway Development Plan up to 2024 will allow extension of inland waterway network to the total of 11,000 kilometers, while their capacity should increase to 70 million tons. In order to update the sea merchant fleet, the state pledged to support ship owners' enterprises. This includes subsidies for shipbuilding, for example, the so-called Utilization grant, i.e. support offered to shipowners who decided to update the tonnage or extend their transport potential by leasing vessels. According to the deputy prime minister, 170 sea vessels or river-sea vessels have been acquired in the last seven years, with more than 80 of them launched in Russian shipyards. This contributed to the fact that in the last 5 years the tonnage of Russian merchant fleet has increased by 30%. The deputy prime minister also confirmed plans to increase the capacity of the Northern Sea Route to 80 million tons of cargo per year. However, this means acquiring 100 ice-capable vessels (i.e. able to operate in Arctic waters), including icebreakers, tankers, gas carriers, coal carriers, as well as auxiliary, rescue and navigation-hydrographic security vessels.

Plans to increase the transshipment potential of liquefied gas do not apply solely to the Far North region. Analysts emphasize that energy and transport should be considered the most promising sectors of the Far East economy (Radomska, 2018). Thus the vision of the Federation being a resource base for Asian countries is expanding. This is evidenced by the content of the Regulation

¹⁶ The Marine Board at the Government of the RF – (Russian) Морская Коллегия при Правительстве Российской Федерации.

No. 436 of the Government of the RF of March 14, 2019 regarding the investment project for the construction of a liquefied gas transshipment terminal in Kamchatka Region in accordance with the provisions of the abovementioned Regulation of Russian Federation Government No. 2101 of September 30, 2018. The project called “Marine liquefied natural gas transshipment complex¹⁷ in the Kamchatka Region” will allow increasing the capacity of gas transport using the Northern Sea Route from 9.7 million cubic meters of gas in 2017 to 31.4 million in 2026. This is the outcome of the plans adopted by the Ministry of Development of the Far East¹⁸ (project number DM-P9-36pr) dated 10 August 2018 for construction of that transshipment complex in Petropavlovsk-Kamchatsky in the Bechevinskaya Bay (*Бухта Бечевинская*). The investment value is 70 billion rubles. The purpose of the complex is to reload gas supplied throughout the year on ice-capable tankers¹⁹ setting off from the port of Sabetta to tankers unsuitable for Arctic voyages for further transport to the countries of the Asia-Pacific Region. The planned complex includes two floating liquefied gas storage facilities, the approach channel to the Bechevinskaya Bay, the quays for port terminals/units, and a control system of vessel traffic safety. A gas distribution system is to be constructed at the same time to cover the local demand.

The Regulation of the Russian Government No. 834-r dated April 26, 2019, approves the investment implementation plan for the project “Marine transshipment complex of liquefied natural gas in the Murmansk District”. This project involves construction of two floating gas storage facilities, an auxiliary pier and indispensable land infrastructure and is planned to conclude in 2023, with the budget of 70 billion rubles. In total, as a result of all the described projects – including the construction of the Utrenny terminal at the seaport of Sabetta and the preparation of the approach channel in the Gubskaya Bay on the basis of Regulation No. 436-r dated March 14, 2019 – gas transshipments are to reach 41.1 million tons.

On June 6, 2019, Deputy Prime Minister Maxim Akimov held a conference (Pravitelstvo Rossii, 2019d) where the construction of the multimodal transport and logistics hub Bronka (located near Sankt Petersburg sea port)²⁰ was

¹⁷ Russian – Морской Перегрузной Комплекс – МПК.

¹⁸ The Far Eastern Federal District covers 36.1% of the area of FR. As a result, the Ministry of Development of the Far East and Arctic was formed in the Russian government, which has been headed by Aleksandr Kozlov since May 18, 2018.

¹⁹ It is planned to build 10 such vessels for use on the Northern Sea Route.

²⁰ Russian – Транспортно-Логистический Центр – ТЛЦ Бронка.

discussed in the context of complementary railway projects implemented in St. Petersburg in the Leningrad Oblast, which are to increase the region's transport accessibility. Regulations No. 1281-r and 1283-r of June 14, 2019 contain decisions²¹ on increasing the transshipment capacity of the Arctic transport corridor based on the Northern Sea Route, i.e. giving the Dikson²² seaport the status of an international port and increasing its transshipment capacity of crude oil by constructing a terminal. Under the Regulation 1281, the port of Dikson was included in the list of open-access ports for foreign vessels. There is a planned development of a terminal for exporting coal mined in the Lemberova River field. Simultaneously, an oil terminal is to be built for the export of crude oil extracted in the Payakhsky and North Payakhsky field. The construction of a terminal for exporting coal mined in the Saradasaysko field is also planned. At the same time, Regulation 1283 contained supplementary provisions regarding preparations for the construction of the sea terminal in the North Bay for loading oil transported through the port of Dikson.

Regulation No. 1365 of the Government of the RF regarding the implementation plan of the Strategy²³ for the development of Russian maritime ports in the Caspian Basin and connecting them to rail and road infrastructure up to 2030 (Pravitelstvo Rossii, 2019e) was published on June 25, 2019. This strategy predicts the development of the port potential of the Caspian Region, including the construction of a new seaport in Dagestan, development of rail and road connections to ports as well as the improvement of the tourist potential of the region. Its purpose is to connect Caspian ports to main hubs and international transport corridors, and thus to make the Caspian Region a transport hub of its own. One of the objectives is to achieve by 2030 an increase in the handling of twenty-foot containers to 265,000 units per year.

²¹ The above decisions are the aftermath of the Strategy for the development of the Arctic zone of the Russian Federation and ensuring state security for the period up to 2020, as well as the Strategy for socio-economic development of Siberia up to 2020, signed by the President of the Russian Federation on 20 February 2013 (the latter was approved by Regulation of the Government of the RF No. 1120, of June 5, 2010).

²² The Dikson port is located in Krasnoyarsk region, next to the settlement of Dikson in the southeast of the Kara Sea.

²³ The strategy for the development of Russian maritime ports in the Caspian Basin and their connections with rail and road infrastructure up to 2030 were approved under Regulation No. 2469 of the Russian Federation Government dated June 8, 2017.

To sum up, in the Russian Federation there are many projects whose direct objective is improvement of maritime transport capacities. The center of gravity is the Arctic Region with its natural resources. As they are exported mainly to Asian countries, in particular to China, Russia began to use extensively the sea route from the Arctic towards the Far East, as an alternative route leading through the Indian Ocean. Keeping the so called Northern Sea Route open for shipment, predominantly of gas as well as crude oil and coal, requires from the Russian government large investments and efficient approaches, which means either direct management by governmental boards or, alternatively, entrusting the execution to a big governmental consortium. However, no matter which management type is used, development activities should be coordinated with local territorial planning.

3. Territorial planning in the Russian Federation

The executive act referred to in the above projects (Regulation No. 554 of the Government of the RF of October 9, 2019) provides for the implementation of federal guidelines of 2013 (Regulation No. 384 of the Government of the RF of March 19, 2013). This is noted in the entry on the website of the Russian Federation Government dated April 1, 2019 (Pravitelstvo Rossii, 2019c). The acts prepared by the Ministry of Transport of the Russian Federation introduce the guidelines (Regulation No. 384 of 19 March 2013) and simultaneously take into consideration the Territorial Planning Scheme in the sphere of federal transport (rail, air, sea and inland waterways) and motorways of federal importance. The abovementioned document states, among others, that the Ministry of Transport of Russian Federation is to set directions for projects using budget funds, as well as for programs financed from so called shared funds (partially financed by the state), such as: “Russian Railways”, “Russian Hard-Surface Roads” and other means at the disposal of economic (often local) entities. This mostly applies to projects of state-level importance. The Territorial Planning Scheme is a platform for joint coordination of investment projects, necessary due to the multitude of planning documents that are implemented at the same time. For example, it is worth emphasizing the fact that one of the objectives of the already mentioned Regulation (No. 834-r) “Plan of priority projects for the implementation of the investment project *Maritime liquefied natural gas transshipment complex in the Murmansk Oblast*” is to ensure gas supply in the Murmansk area, contributing thus to its economic and social

development. The Ministry of Energy of the Russian Federation in consultation with NOWATEK-Murmansk was to prepare appropriate proposals regarding the demand for gas (point 1 of the plan) by the fourth quarter of 2019²⁴. This means that projects related to transport can be implemented in parallel to several other projects related to different areas of the economy and social life. For example the list of programs for 2013 included:

- Transport strategy of the Russian Federation up to 2030,
- Strategy for the development of rail transport in the Russian Federation until 2030,
- Strategy for social-economic development of federal districts until 2020,
- Targeted program – Development of Russia’s transport system in 2010–2015,
- Targeted program – Modernization of the unified organization system of air traffic in 2009–2015;
- Targeted program – Economic and social development of the Far East and Zabaykalsky Krai until 2013,
- Targeted program – Social and economic development of the Kuril Islands (Sakhalin Oblast) in 2007–2015,
- Targeted program – Social and economic development of the Chechen Republic in 2008–2012,
- Programs for the construction of the Olympic infrastructure and development of the city of Sochi as a resort,
- Territorial planning schemes of RF facilities in the field of transport, including the Scheme of territorial planning for transport services in Moscow Oblast (Pravitelstvo Rossii, 2013).

Territorial planning uses a unified geographic information platform (GIS – Geographic Information System), prepared by the Ministry of Regional Development of Russia (abolished in 2014). The platform provides 1:100,000 scale maps. The Federation also uses foreign expertise, aiming to create a unified transport environment on the basis of a balanced transport infrastructure. This very likely evokes associations with the Fourth Book of European Union Transport. The European Commission published its 4th White Paper on March 28, 2011 as *The Roadmap to a Single European Transport Area – Towards a competitive*

²⁴ PAO NOVATEK is the largest independent producer of natural gas in Russia. The company is principally involved in exploration, production, processing and marketing of natural gas and liquid hydrocarbons and has more than 20 years of operational experience in the Russian oil and natural gas sector. (<http://novatek.ru/ru>).

and resource efficient transport system. The White Paper 2011 is a far-reaching document with very ambitious goals. The ultimate objective of future action is to create a single European transport area in which the transport sector will be highly competitive and in addition will use non-renewable natural resources very sparingly.

However, Russians use the foreign experiences very carefully. Thus the Regulation No. 384 of 19 March 2013, The Scheme of Territorial Planning in the sphere of federal transport includes the specification of territorial plans in the first phase (up to 2020) and in the second phase (up to 2030). In the case of sea transport, the first phase includes plans to increase the capacity of seaports and the load capacity of the Russian commercial fleet for the transport of goods and passenger routes important for local societies. There are development plans (listed in the following tables) for 50 facilities located in 35 ports in the Baltic Region of the Russian Federation, in the Far North (the White Sea, the Barents Sea, the Kara Sea, the Laptev Sea, the East Siberian Sea), in the East Siberia and the Far East (the Chukchi Sea, the Bering Strait, the Bering Sea, the Okhotsk Sea, the Japanese Sea, the Tatar Strait) as well as in the Southern Area (the Black Sea, the Caspian Sea and the Azov Sea).

Table 5. Territorial planning of the Russian Federation regarding development of maritime transport infrastructure – Stage I (up to 2020) – the Baltic Region of the Russian Federation (Baltic Sea)

Number of infrastructure projects	Ports with infrastructure investments	Target transshipment capacity	Other data
Area of the Baltic region of the Russian Federation (the Baltic Sea)			
11			
	Vyborg	Infrastructure reconstruction. Increasing transshipment capacity to 3 million tons per year.	
	St. Petersburg	Plans include i.a. the development of the container terminal in the coal harbour (for vessels with a draft of 4m). Development of the Bronka multifunctional transshipment complex (1.9 million TEU per year), also for vessels with the draft of 11.2m, which are to moor at 6 quays 1386m with a length of 1386m.	As part of the development of the container terminal, construction of a car terminal on the Island of Kronstadt with a handling capacity of 27.2 thousand cars per year.

Number of infrastructure projects	Ports with infrastructure investments	Target transshipment capacity	Other data
	Ust-Luga	Expansion of the port area to north and east including a container terminal (transshipment capacity up to 30 million tons). Development of liquid cargo transshipment infrastructure to increase the port's transshipment to 180 million tons (including 38 million tons of petroleum products, 6 million tons of gas condensate, 3.5 million tons of LNG). Development of the coal terminal (1.5 million tons) and the terminal for other mineral products (7 million tons). Development of the groupage terminal (4 million tons). Development of the Ro-Ro terminal (250,000 loading units).	
	Baltiysk	Construction of a container terminal (in the Primorsky Bay) with a transshipment capacity of up to 66 million tonnes. It also should be a regional center for heavy container reloading.	
	Kaliningrad	Construction of a general cargo handling terminal (5.5 million tons). Construction of the (second part of) transshipment terminal for crude oil and gas condensate (3.5 million tons). Construction of a container terminal with a throughput capacity of up to 2.2 million tons.	
	Primorsk	Construction of a container reloading terminal, metal reloading terminal, iron ore and other mineral resources reloading terminal, as well as a terminal for reloading petroleum products. In total, the port's handling capacity is to reach 43 million tons.	
	Total 6		

Source: Based on Regulation No. 384 of the Government of the RF of March 19, 2013 on Territorial Planning in the field of federal transport, <http://static.government.ru/media/files/41d4b89abe8d587d3d58.pdf>, pp. 68–75.

Table 6. Diagram of territorial planning of the Russian Federation in the field of development of maritime transport infrastructure – Stage I (up to 2020) – the Far North Region of the RF (White Sea, Barents Sea, Kara Sea, Laptev Sea, East Siberian Sea)

Number of infrastructure projects	Ports with infrastructure investments	Target transshipment capacity	Other data
Area of Eastern Siberia and the Far East RF (Chukchi Sea, Bering Strait, Bering Sea, Okhotsk Sea, Japanese Sea, Tatar Strait)			
18			
	Vanino	Increasing transshipments to 29.52 million tons per year	Construction of a transshipment terminal in the Muchka Bay with a transshipment capacity of 36.4 million tons per year (coal terminal 25 million tons)
	Petropavlovsk-Kamchatsky	Projects include increasing the transshipment capacity to 3 million tons per year. Increase of infrastructure seismic resistance. Construction of a maritime station (area 8.5 thousand m ²). Increasing the service capacity of the Nikolskoy terminal to 4000 passengers per year.	
	Nabil	- * -	
	Shahtjersk	- * -	
	Korsakov	- * -	
	Homsk	- * -	
	Nevelsk	- * -	
	Nahodka	- * -	
	Vostochniy	- * -	
	Beringovskiy	- * -	
	Magadan	- * -	
	Anadyr	- * -	
	Posjet	- * -	
	Total 13		

Source: Based on Regulation No. 384 of the Government of the RF of March 19, 2013 on Territorial Planning in the field of federal transport, <http://static.government.ru/media/files/41d4b89abe8d587d3d58.pdf>, pp. 68–75.

- * - further information in the regulation

Table 7. Diagram of territorial planning of the Russian Federation in the field of development of maritime transport infrastructure – Stage I (up to 2020) – the number of infrastructure projects, including the number of ports

Number of infrastructure projects	Number of ports at which infrastructure investments take place
The Baltic region of the Russian Federation (Baltic Sea)	
11	
	6
The Far North Region of the RF (White Sea, Barents Sea, Kara Sea, Laptev Sea, East Siberian Sea)	
5	
	6
Eastern Siberia and the Far East Region of the RF (Chukchi Sea, Bering Strait, Bering Sea, Okhotsk Sea, Japanese Sea, Tatar Strait)	
18	
	13
The Southern Region of the RF (Black Sea, Caspian Sea, Azov Sea)	
16	
	9
In total	
50	35

Source: Based on Regulation No. 384 of the Government of the RF of March 19, 2013 on Territorial Planning in the field of federal transport, <http://static.government.ru/media/files/41d4b89abe8d587d3d58.pdf>, pp. 68-75

In the case of sea transport, in the second phase (up to 2030) it is expected (Regulation 834-r, 2019, pp. 89–132) that the capacity of seaports and their efficiency will be increased in coordination with the launch of a logistics system including import terminals as well as terminals at major transport hubs (so-called dry ports). It also means investing in the 33 sea ports of the Federation. In the Baltic and Arctic region, this applies to the five ports indicated in the table below.

Table 8. Development projects in the Baltic and Arctic ports with regard to territorial planning of the Russian Federation – Stage II (up to 2030)

Ports with infrastructure investments	Planned development projects. Target transshipment capacity
St. Petersburg (Big port)	The development of the port associated with the development of transport and logistics complexes. Development of a container terminal with a transshipment capacity of 17.6 million tons.
Ust-Luga	Increasing the capacity of the container terminal to 35 million tons. Development of the terminal (for various types of cargo) at the Ust-Luga river with a capacity of 10 million tons
Kaliningrad	Increasing the transshipment capacity of the universal complex for handling general cargo (up to 11.6 million tons).
Arkhangelsk	Construction of a new transshipment terminal. Reconstruction of the approach track to the deep-water coal, mineral fertilizers and containers terminal Severny (28 million tons) in the northern part of the port.
Balga	Construction of a port (in the Kaliningrad region) for transshipment of containers, rolling and liquid cargoes with a handling capacity of 131.5 million tons.

Source: Based on Regulation No. 384 of the Government of the RF of March 19, 2013 on Territorial Planning in the Federal Transport Area, <http://static.government.ru/media/files/41d4b89abe8d587d3d58.pdf>, p. 125.

In the second phase (up to 2030) as part of the development of the Northern Sea Route, this applies to 3 ports (Dikson, Tiksi and Pievek²⁵), where planned development projects include modernization of bays and port facilities to ensure mooring of rescue and hydrographic vessels and storage of rescue group equipment, as well as equipment for removal of pollutant spills. It should be possible to station units and equipment for bunkering ships and for providing supply of water and other necessities. These ports are also to provide repair facilities for ships (Regulation 834-r, 2019, p. 127).

To sum up, there is a plethora of plans, programs and projects concerning development of several areas of social life and its economic circumstances. Russian governmental agencies play the leading role in the development of those ideas and their implementation. However, the outcome of programs must be planned

²⁵ In order to satisfy the need of electric power supply, a sailing atomic power plant was recently moored at the harbor of Pievek.

in detail beforehand and the process of development needs a framework, in this case provided by territorial planning, because the activities in both spheres are interdependent.

Summary

The President of the Russian Federation considers the development of transport infrastructure to be among the most important challenges the state is facing. However, he also emphasizes that the implementation of strategic transport strategies would not be possible without ensuring harmonization (in the interest of the strategy being implemented) of regional policy. On the one hand, the authors of the RF transport strategy are pointing out the irregularity in development of port maritime services in specific regions of the RF. On the other hand, attention is drawn to the priority given to certain regions, i.e. the Arctic with its natural resources and newly opening transit possibilities. In the context of changes in maritime transport of the Russian Federation, comprehensive development of functioning ports and construction of a number of new ones is recommended. It is worth stressing that the current main transport branch, i.e. rail transport, is being balanced by sea transport. Both of these branches supplemented by air transport have also to contribute to the development of communication between the Federation's economic development centers, which will also help improve less developed regions, such as the Far East. In order to overcome its problems, the country should secure a balance between central and local supervision.

Attention is drawn to the use of proven mechanisms for central control over the processes of achieving strategic goals (with the participation of the prime minister, deputy prime ministers and ministers); however, at the same time the implemented projects are clearly integrated and harmonized with regional plans to provide also for social needs. The implementation of priority projects in the Northwestern (Baltic) area in 2017–2019 was supplemented by undertakings of comparable importance in other regions of the Federation's coast. The second federal maritime transport project, the "Northern Sea Route", is being intensively developed: the increase in freight transport by sea at the level of the entire Federation is mainly based on an increase in transit by this particular route to 80 million tons of cargo. Financial control mechanisms of projects are important; such projects should also bring to the regions benefits resulting from the development of transport. While depending on central subsidies, these projects are to a large extent covered by local funds. Complicated procedures for the settlement of investment projects ensure the implementation of individual programs.

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