



RESEARCH ARTICLE

# State Support Measures for the Implementation of the Maritime Doctrine Within the Framework of Ensuring Russia's National Security

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**ABSTRACT**

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Maritime activity is a key area of the Russian Federation, ensuring national interests and sustainable socio-economic development. Its multifaceted nature requires considering the specifics of each element and applying targeted state support measures as the foundation for successful functioning and competitiveness. Based on the prioritization of national interests and the comprehensive study of maritime activity as the fundamental state approach, a content analysis of the Russian legislation was conducted. It has been revealed that despite the variety of types and instruments of state support being implemented, chronic and systemic barriers limiting their effectiveness persist. There are many entities involved in regulating support measures, with overlapping functions preserved. It has been determined that the emergence of new technologies and the shift toward an import substitution policy in shipbuilding lack adequate and up-to-date regulatory support. The activities of governing bodies aimed at improving the support instruments, both in terms of types and functionality, are substantiated and justified. Improving the measures applied within state programs and developing new types that address the chronic problems of maritime activity, creating an integrated information system that unites the types of activities classified as support-related in the Maritime Doctrine, and forming a regulatory framework that reflects the transformation of socio-economic relations are the directions that will increase the effectiveness of state maritime policy and its initiatives.

## INTRODUCTION

The geopolitical confrontation and sanctions on the Russian Federation set new goals and objectives, in which the issues of developing maritime activity, given the country's geographical position and significant resource potential, become increasingly important and relevant. In the third edition of the Maritime Doctrine of the Russian Federation, the challenges and threats to maritime activity are, for the first time, clearly defined in connection with risks to national security. It is stated that "a set of actions and factors posing danger to maritime activity constitutes a risk of threats to the national security of the Russian Federation in the maritime sphere (Decree of the President of the Russian Federation No. 512, 2022). The new version of this strategic document, which replaced the edition of June 17, 2015 (No. Pr-1210), includes in the list of major risks to maritime activity not only the traditional ones (such as insufficient participation of the Russian merchant fleet in global international transportation, significant dependence of Russia's foreign trade activities on maritime transport and the operation of marine pipeline systems, etc.), but also new risks reflecting the current level of social and economic development. These include the introduction of financial, economic, and technological restrictions affecting production, logistics, and other types of

cooperation between enterprises and companies involved in shipbuilding and the oil and gas sector, as well as sudden and hard-to-predict pandemics of dangerous diseases. This situation determined the need to adjust the strategic goals of the national maritime policy, which are “linked to ensuring the national security of the Russian Federation and its sustainable socio-economic development, including strengthening the production base and creating new jobs” (Decree of the President of the Russian Federation No. 512, 2022). The effective implementation of maritime activity is possible only through the comprehensive development and improvement of the conditions and supporting areas, such as education and personnel training, shipbuilding and port infrastructure, protection and preservation of the marine environment, national security and international cooperation, as well as regulatory and state governance frameworks.

## LITERATURE REVIEW

The state's participation in regulating maritime activity is generally viewed in modern literature within a broad framework that is determined by various aspects of the topic under consideration. A synthesis of the results of content analysis of Russian and international scientific publications allows us to logically distinguish groups of issues most frequently addressed: systemic (legislative and financial), functional (reflecting the specifics of a particular type of maritime activity), and regional (focused on local issues of specific territories).

Identifying the competitiveness of civil shipbuilding as a key factor in the growth of a maritime nation's economy, Sinitsin (2023) considers it necessary to clarify the legal regulation of ship construction issues. Sinitsin argues that it is precisely the efficient functioning of the modern shipbuilding industry that will determine the quality and level of water transport infrastructure as an element of the national economy. Sinitsin also emphasizes that the stability of foreign economic transport and production relations, the profitability of foreign trade activities, and the level of economic and food security in the constituent entities of the Russian Federation will largely determine the prospects for developing water transport infrastructure. Finally, the exploration of natural resources in the Arctic, as well as maintaining and developing a system of economic advantages, will ensure Russia's leadership along the Northern Sea Route (Sinitsin, 2023). The analysis of the current model of legal regulation in the field of civil shipbuilding revealed the absence of a fundamental legislative act in this area, along with the inclusion of shipbuilding regulation in a system of multi-sectoral and multi-level legal acts, and the predominance of a large body of special environmental, technical, and technological requirements for the shipbuilding process and for the technical and technological means applied in this field.

Initiatives to expand regulatory and legal frameworks through the development of a unified document are proposed in (Neupokoev, 2021). In our opinion, this would make it possible to implement an integrated approach to maritime activity and differentiate it into functional and regional areas of national maritime policy with due regard to their priority depending on socio-economic and geopolitical conditions.

The analysis of issues related to the implementation of state support measures for domestic shipbuilding (Dudkina and Frolova, 2023) highlights the absence of a modern project development practice that meets customer requirements, as well as the low level of localization in the production of ship equipment. Ultimately, this affects the interests of the customer, the shipbuilding enterprise, and the budgetary system of the Russian Federation. Scholars identify both technological and financial causes: technologically, project development in Russia's fishing fleet sector is limited to the adaptation of foreign vessel concept designs; financially, customers' use of borrowed funds to finance orders leads to additional expenses for loan servicing, while shipyards face financial pressure due to production downtime and penalty payments for delays in vessel delivery. As a result, ships remaining on the slipways prevent the shipyard from taking new orders because its capacity is already maximum and idle due to the lack of necessary components.

From the perspective of administrative and economic measures influencing shipbuilding production, as well as the possibilities for their improvement considering economic development objectives and international experience, these issues are examined in the works of Far Eastern scholars (Osipov et al., 2016). The wide variety of forms of state influence on shipbuilding, ranging from direct management to the use of various economic incentives, is determined by multiple factors affecting the state.

The possibility of applying state support measures over time reflects the need to improve the system of strategic planning (Malyshev, 2020). Based on the analysis of the implementation timelines of sectoral state support measures by vessel type, as defined in the Shipbuilding Industry Development Strategy until 2035, a discrepancy was identified in the resource provision for subsidies to cover interest payments on loans and installments after 2030.

Organizational features in approaches to maritime spatial planning in international practice indicate that the establishment of two separate planning systems (one for land space and one for maritime space) is the dominant trend in EU countries (Casimiro and Guerreiro, 2019). Literature (Baldwin and Mahon, 2014) substantiates the need for and provides examples of the development of practical tools in the form of a state information system aimed at increasing the efficiency of maritime activity.

The presented overview demonstrates that the study of maritime activity has a comprehensive character and can consider contemporary global trends.

## MATERIALS AND METHODS

### Research design

The study was conducted within a qualitative approach using the method of content analysis. This choice was determined by the multifaceted nature of maritime activity and the diversity of state support measures established in the Maritime Doctrine of the Russian Federation. The aim was not to test a hypothesis but to identify systemic patterns, barriers, and overlapping functions within the existing regulatory and institutional framework. The methodological foundation of the study is the state-centered approach, which assumes the prioritization of national interests in the formation of maritime policy and in the assessment of the effectiveness of applied support measures.

### Data collection

The empirical base consisted of official documents of the Russian Federation regulating maritime activity and state support instruments: editions of the Maritime Doctrine, shipbuilding development strategies, the National Security Strategy, federal laws on seaports and merchant shipping, as well as state programs and government decrees. In addition, statistical and analytical materials from the Ministry of Industry and Trade, the Ministry of Transport, and the Ministry of Finance were used. Comparison of Russian practice with international experience allowed us to conduct cross-verification of the results and identify both similar and differing approaches to state support in the maritime sector.

### Data processing

The collected material was subjected to systematic content analysis, which allowed us to identify recurring categories, regulatory gaps, and chronic barriers limiting the effectiveness of support measures. Texts were coded by thematic clusters: legal and financial mechanisms, institutional fragmentation, sectoral and regional priorities, and implementation instruments. The results formed the basis for recommendations aimed at improving regulatory tools and aligning them with the long-term objectives of national security.

The ongoing transformational processes in global social relations and the emergence of new challenges and threats determined the need to revise the first edition of the Maritime Doctrine. In the edition approved by Decree No. 512 of June 31, 2022, Section IV, Ensuring Maritime Activity, which replaced Implementation of the National Maritime Policy, provides a more detailed description of the types of activities that ensure and create the conditions for carrying out maritime activity. The content analysis of strategic planning documents helped identify correlations between the substantive elements of the Maritime Doctrine (by types of activity) and other documents in certain areas (Table 1).

**Table 1. Regulation of support for maritime activity in the Russian legislation**

| Type of activity | Document                                             | Regulatory direction                                                                             |
|------------------|------------------------------------------------------|--------------------------------------------------------------------------------------------------|
| Shipbuilding     | National Security Strategy of the Russian Federation | Strengthening Russia's leading positions and competitive advantages in the shipbuilding industry |

|                                                       |                                                                                                                                                                                                            |                                                                                                                                                                                                                                                                                                                                                                                                                  |
|-------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|                                                       | State Program of the Russian Federation “Development of the Defense Industry Complex”                                                                                                                      | Prompt resolution of critical scientific, technical, and technological challenges in the development of naval equipment                                                                                                                                                                                                                                                                                          |
| Staffing, education, and training                     | Consolidated Strategy for the Development of the Manufacturing Industry of the Russian Federation up to 2024 and for the period until 2035                                                                 | Development and expansion of domestic production of training vessels for maritime and inland water transport to train highly qualified Russian specialists in water transport management, as well as the construction of a new generation of icebreaker fleet                                                                                                                                                    |
|                                                       | Concept for Workforce Development in the Transport Sector up to 2035                                                                                                                                       | Among the priority areas are:<br>– Systemic modernization of specialized education;<br>– Digitalization of training processes;<br>– Creation of an environment that attracts and fosters industry change leaders                                                                                                                                                                                                 |
| Safety assurance                                      | Federal Law “On Sea Ports in the Russian Federation and on Amendments to Certain Legislative Acts of the Russian Federation” (as amended)                                                                  | Establishes requirements for radar-based vessel traffic management systems, port infrastructure facilities necessary for the operation of the Global Maritime Distress and Safety System, safety-related objects, and automated information systems; covers the navigation control and management service, as well as systems for managing the movement of autonomous vessels within the port and its approaches |
| Maritime safety                                       | Merchant Shipping Code of the Russian Federation, April 30, 1999, No. 81-FZ (as amended on June 22, 2024)                                                                                                  | Regulates relations arising from commercial shipping                                                                                                                                                                                                                                                                                                                                                             |
| Search and rescue support                             | Federal Law “On Amendments to the Air Code of the Russian Federation”, June 29, 2015, No. 166-FZ (latest version)                                                                                          | Regulates the use of aviation in conducting search and rescue operations at sea                                                                                                                                                                                                                                                                                                                                  |
|                                                       | “Rules for Interaction of Federal Executive Authorities, Executive Authorities of the Constituent Entities of the Russian Federation, and Organizations in Conducting Search and Rescue Operations at Sea” | Regulates interagency coordination                                                                                                                                                                                                                                                                                                                                                                               |
| Medical and health care                               | Orders of the Ministry of Health of the Russian Federation                                                                                                                                                 | Define, in particular, the procedures for medical examinations and certifications                                                                                                                                                                                                                                                                                                                                |
| Maritime infrastructure security                      | Spatial Development Strategy of the Russian Federation for the Period up to 2025                                                                                                                           | Development of trunk transport infrastructure, including ensuring the operation and growth of cargo traffic along the Northern Sea Route as a fully functional international transport corridor, as well as the development of the icebreaker fleet                                                                                                                                                              |
| Combating maritime piracy and terrorism               | Federal Law “On Combating Terrorism”<br>Federal Law “On Countering Terrorism”                                                                                                                              | Issues related to determining the amount of compensation for damage caused by the seizure of water transport or damage caused by the use of water transport                                                                                                                                                                                                                                                      |
| Protection and preservation of the marine environment | Transport Strategy of the Russian Federation until 2030 with a forecast for the period until 2035                                                                                                          | Improving the safety and environmental friendliness of inland water transport, ensuring the renewal and growth of the fleet’s tonnage                                                                                                                                                                                                                                                                            |

|                                                           |                                                                                                                                                                       |                                                                                                                                                                                                                                      |
|-----------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Information support                                       | Strategy for the Development of Maritime Activities of the Russian Federation up to 2030                                                                              | Development and utilization of a unified state information system on the situation in the World Ocean as a core cross-sectoral information and technological framework to support the implementation of the national maritime policy |
| International legal support and international cooperation | Merchant Shipping Code of the Russian Federation<br>Federal Law "On Internal Maritime Waters, the Territorial Sea, and the Contiguous Zone of the Russian Federation" | Definition of rights arising from navigation involving foreign citizens and/or legal entities, as well as the establishment of legal regimes for Russia's internal and territorial waters                                            |

**Compiled by the authors**

The presented set of strategic planning documents, which clearly illustrate their interrelation, reflects the persistence of a systemic issue: the diversity of regulatory acts at different levels and the fragmentation across government agencies.

The implementation of strategic goals and objectives that ensure national priorities in maritime activities is formalized through state programs, as well as national, federal, and departmental projects.

At the same time, the Program's system of measures includes actions related to:

- 1) Ensuring scientific and technological groundwork for the creation of shipbuilding products;
- 2) Developing technologies for the operation of marine equipment and for the exploration of offshore field systems that are in demand in the short term;
- 3) Establishing production capacities and infrastructure.

As important instruments of state support, measures to stimulate demand for industry products should be considered, including mechanisms for subsidizing interest rates and lease payments. Additionally, the development of leasing mechanisms and the creation and implementation of programs for the disposal of vessels nearing the end of their service life are also important.

Due to the launch of activities under the National Project on Technological Leadership "Industrial Support for High-Level Transport Mobility", certain measures within the framework of the Russian State Program "Development of Shipbuilding and Offshore Field Exploration Equipment" were consolidated under the new federal project "Production of Ships and Ship Equipment" (2025).

Despite the relatively high level of development of the regulatory framework and the long-term implementation of several measures (Monitoring gosudarstvennoi programmy Rossiiskoi Federatsii, 2025), several problems have emerged in the shipbuilding and ship repair sectors, which are systemic in nature (Table 2).

The content analysis of strategic planning documents has revealed several key financial and investment challenges identified in previous studies (Decree of the Government of the Russian Federation No. 2553-r, 2019). These include dependence on borrowed funds, high interest rates, elevated production costs, significant volumes of ship component and material purchases, long construction periods for ships and marine equipment, and cash flow gaps caused by VAT refunds being issued only after project completion – all of which result in a low level of profitability.

Among the most critical issues that are systemic are the methodological challenges inherent in strategic planning. These include issues of setting limits and volumes, ensuring comparability of time horizons, and maintaining accessibility in terms of funding sources and cost parameters. For instance, while Strategies, Plans, and other policy documents define functional and regional directions for financing, the inconsistency of implementation timelines, ministerial fragmentation, bureaucratic barriers to interagency coordination, duplication of tools, and limited capacity for comprehensive monitoring caused by the absence of statistical data due to short implementation periods hinder the timely evaluation of their effectiveness (Table 2). We can agree with Tarkhanova (2012), who argues that "the methodology of maritime spatial planning remains underexplored in Russian science. Given the absence of a generally accepted concept or unified approach to the

organization of maritime spatial planning, the overarching goals of these processes are the preservation and maintenance of the dynamic and integrated nature of marine ecosystems through the development and harmonization of economically sustainable activities at sea with due regard to the natural characteristics of the modern marine environment”.

**Table 2. Functional areas and funding volumes for the development of the Northern Sea Route up to 2035**

| Functional section                                                            | Funding volumes, billion rubles |                      |                      |
|-------------------------------------------------------------------------------|---------------------------------|----------------------|----------------------|
|                                                                               | Total                           | Federal budget funds | Extrabudgetary funds |
| Cargo base                                                                    | 7.84                            | 7.84                 |                      |
| Transport infrastructure                                                      | 791.84                          | 79.43                | 121.59               |
| Cargo and icebreaker fleet                                                    | 539.06                          | 119.54               | 276.76               |
| Safety of navigation on the Northern Sea Route                                | 438.04                          | 409.28               | 6.77                 |
| Navigation management and development of navigation on the Northern Sea Route | 13.73                           | 3.8                  | 1.43                 |
| TOTAL                                                                         | 1,790.5                         | 619.89               | 406.55               |

**Compiled by the authors (Order of the Government of the Russian Federation No. 2115-r, 2022)**

## RESULTS AND DISCUSSION

The need to enhance the competitiveness of maritime activity in the Russian Federation, as a key factor ensuring national security and sovereignty, is being addressed not only by specialized agencies but also by other federal, regional, and municipal structures. In April 2024, during a roundtable discussion on the topic “State Support Measures for the Construction of Maritime and River Fleet Vessels of the Russian Federation and the State of the Industry” organized by the Federation Council Committee on Economic Policy, the main trends and challenges in the industry’s development were discussed, and recommendations were provided to government bodies regarding the advancement of state support measures (Table 3).

**Table 3. Recommendations to government bodies on the development of state support measures for maritime activity**

| Body                                                         | Measure                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |
|--------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| The Government of the Russian Federation                     | 1) Support the development of new measures of state support for the shipbuilding industry, providing the necessary additional budget funding for their implementation (under the technological sovereignty project “Production of Ships and Ship Equipment”);<br>2) Support the allocation of federal budget subsidies to Russian shipbuilding organizations in the Far Eastern Federal District to compensate for part of the costs associated with the construction of civilian vessels (under the technological sovereignty project “Production of Ships and Ship Equipment”).                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     |
| The Ministry of Industry and Trade of the Russian Federation | 1) Update the “Strategy for the Development of the Shipbuilding Industry for the Period up to 2035”;<br>2) Consider the possibility of amending Government Decree No. 295 (Cluster Investment Platform) to include the following provisions: – allowing the targeted use of concessional loan funds for both OPEX and CAPEX when constructing Floating Power Units (FPUs); – allowing the EPC contractor to attract concessional loan financing and subsequently allocate these funds in accordance with its contractual obligations; – allowing the performance indicator to be met through the sale of electricity generated by FPUs.<br>3) As part of the extension of the national project “International Cooperation and Export”: – provide for the possibility of attracting long-term concessional co-financing through the State Development Corporation “VEB RF” by including activities related to the construction of FPUs and the subsequent sale of the electricity they generate in the federal project “Industrial Export” under the national project “International Cooperation and Export”; – expand the list of monitoring indicators to include, among others, the fact of electricity export generated by high-tech FPU products. |

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|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| The Ministry of Finance of the Russian Federation, jointly with the Ministry of Industry and Trade of the Russian Federation                                                                                | 1) Ensure the improvement of the mechanism for applying a 0% VAT rate for ship repair enterprises;<br>2) Present proposals for expanding preferential leasing programs in shipbuilding and identifying additional financing sources, including exploring the possibility of increasing the number of program operators;<br>3) Extend subsidies to Russian organizations to reimburse part of the costs related to interest payments on loans and lease payments under leasing agreements (in cases where the customer of the fishing vessel construction and the borrower under the construction loan are different legal entities within the same group (holding);<br>4) Introduce amendments to the Tax Code of the Russian Federation to allow VAT refunds during the construction of FPUs, similar to existing exceptions for exporting companies, replacing the current 0% VAT rate applied upon the sale of completed vessels;<br>5) Develop a leasing program for docks to meet the needs of ship repair enterprises. |
| The Ministry of Transport of the Russian Federation                                                                                                                                                         | Amend the Merchant Shipping Code of the Russian Federation with the following provision: "Vessels with nuclear power installations may only be owned by the Russian Federation, with the exception of vessels with nuclear power installations of the nuclear icebreaker fleet and floating facilities with nuclear power installations, including floating power units."                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |
| The Ministry of Agriculture of the Russian Federation, jointly with the Federal Agency for Fisheries, the Ministry of Industry and Trade of the Russian Federation, and associations of fishing enterprises | Conduct an analysis of the existing state support measures in the shipbuilding industry to assess their applicability for the sector's needs, and prepare corresponding amendments to the current regulatory acts.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |
| The Ministry of Economic Development of the Russian Federation, jointly with the Ministry of Industry and Trade of the Russian Federation                                                                   | Expand the Foreign Economic Activity Commodity Nomenclature (FEACN) classifier to include additional categories of shipbuilding products, primarily ship component equipment and ship repair equipment.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                      |

**Compiled by the authors (Rekomendatsii kruglogo stola, 2025)**

The proposed measures are aimed at improving both direct and indirect support mechanisms. However, attention should also be given to the following aspects:

- The development and adjustment of financial support mechanisms. The potential of public-private partnership instruments will become more attractive if regulatory bodies consider initiatives coming from "the bottom up" (Mery ekonomicheskoi podderzhki morskogo predprinimatelstva, 2022). Representatives of private businesses in the maritime sector propose: 1) providing interest-free subsidies to enterprises in the maritime transport industry; 2) temporary suspension of VAT; 3) introduction of a moratorium on bankruptcy; 4) possibility of reducing port fees for vessels flying the Russian flag; 5) increasing the financial capacity of the Russian Reinsurance Company; 6) providing financial support to logistics companies that open alternative cargo delivery routes.

At the same time, it is necessary to ensure flexibility and promptness in applying tax benefits and making amendments to the Budget Code of the Russian Federation. The architecture of interdepartmental coordination is still characterized by bureaucratic constraints that limit the achievement of desired outcomes.

- In the legislative sphere, it is important to promptly define the legal boundaries and norms regulating the operation of new facilities (such as the introduction of unmanned technologies, etc.);
- Defining maritime spatial planning as part of a new geopolitical framework highlights the need to develop a mechanism to guide the industry's strategic growth. This mechanism should include the assessment of the potential and limits of market self-regulation, financial and industrial integration, and a system of state support and intervention measures (Bodansky and Pomerance, 2021).

## CONCLUSION

At present, maritime activity as a complex system is supported by a wide range of state measures and instruments. The practical implementation of these measures across various interrelated areas has both positive aspects and certain elements requiring adjustment. For example, the provision of subsidies to compensate part of the costs related to the construction of new vessels has enabled customers to avoid significant payment imbalances and, consequently, to smooth the distribution of resource allocation for vessel procurement over the years. The transition to project financing within the framework of national projects and state programs has ensured the construction of new domestic civil vessels (84 units in 2022, 108 units in 2023). At the same time, the persistence of accumulated “systemic” problems in the financial component, such as high credit burdens, low profitability, and insufficient own funds, emphasizes the need to improve the existing toolkit and adapt its application to current conditions. Similarly, the long-standing “chronic” dependence on imported components and technologies highlights the need to develop both specialized manufacturing sectors (such as shipbuilding) and supporting industries. Based on the experience of many maritime powers, it is evident that without state support, maritime activity cannot be competitive.

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