

Topical Issues of Cross-Border Cooperation Research

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Annotation. The National Research Institute for Development Communications (NICRUS) initiated an expert project «Models of cross-border cooperation: current theoretical and methodological approaches». Within the framework of it, leading scientists and experts on integration and regional development conducted an analysis of topical issues and approaches to the study of cross-border cooperation. The article presents the main theses of the project's foresight session and an expert assessment of trends in cross-border cooperation in the context of the transformation of the world order.

Keywords: cross-border cooperation, integration, region, macroregion, novorossiysk federal district, cross-border management, model of cross-border cooperation.

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Introduction

On October 4, 2022, after the adoption of the relevant constitutional laws, 4 new subjects became part of the Russian Federation: Donetsk and Luhansk People's Republics, Kherson and Zaporozhye regions. This historic event and its consequences made it necessary to change the list of Russian border and border geostrategic territories. If after the return of Crimea and Sevastopol to Russia in 2014, the countries of the collective West, having reduced the scale of investment interaction with Russia, limited themselves to a small package of economic and individual sanctions, then the new stage of anti-Russian sanctions in 2022 has an unprecedented scale and completely paralyzed cross-border cooperation on the western borders of Russia (with the exception of Belarus).

Along with the negative trends in Russia's relations with European countries, in 2022 there was an intensification of economic ties in the southern (Azerbaijan, Armenia, Iran, India, Turkey) and eastern directions (PRC).

The need to change Russia's foreign policy strategy, the so-called "pivot to the East", was proclaimed back in 2012 as a factor in the development of Siberia and the Far East. In 2014, the development of cooperation with Asian partners helped Russia absorb the negative consequences of worsening relations with the United States and its allies. In 2022, there is a large-scale reversal of Russia's economic ties to the south and east, already in the interests of the economy of the whole country. The importance of the Black Sea and Caspian areas of cooperation is growing, including the development of the international North-South transport corridor to gain wide access to the goods of Azerbaijan, Iran and India.

The definition of the geographical boundaries of cross-border cooperation (municipality, region, macro-region), the choice of specific approaches for various territorial levels (1) are being updated. It is necessary to improve the definition of border areas, which currently establishes the existence of a land border as a mandatory criterion. Because of this, many regions with significant potential are not included in cross-border cooperation (for example, St. Petersburg, the Arkhangelsk and Novgorod regions, and others). It is advisable to expand the criteria for classifying a region as a border area, taking into account transport accessibility, the intensity of international relations with neighboring countries, the possibility of using waterways (coastal navigation), the unity of the ecosystem, ethnic culture, and others. Also, in the new geopolitical conditions, there is a need to identify specific formats for Russia's cross-border cooperation for the CIS countries (Azerbaijan, Georgia, Ukraine), the EAEU (Belarus, Kazakhstan), the European Union (Poland, Latvia,

Lithuania, Estonia, Norway, Finland), the Asia-Pacific Region (China, Mongolia, North Korea).

To discuss these problems and develop common approaches to research on the platform of the National Research Institute for the Communications Development with the participation of leading scientists from Moscow, St. Petersburg, Dagestan, Samara and Belgorod regions, an expert project "Models of cross-border cooperation: topical theoretical and methodological approaches" is being implemented. This article reflects the results of the first foresight session of the project.

Materials and Methods

The research materials were scientific publications, publications in periodicals, questioning of experts. In the course of the study, general scientific methods were used, including methods of system analysis, synthesis, and methods of expert assessments, modeling, and others.

Results

Experience of cross-border cooperation in new conditions

Cross-border cooperation as a format of economic and humanitarian integration remains relevant for Russia, despite the tension in relations with European countries.

The modern world is moving from globalization to the formation of separate macro-regions. Insufficiently integrated frontiers of these macro-regions can be a source of instability, and in the context of aggravated global confrontation and rivalry, they can be contested by neighboring unfriendly states. On the contrary, the establishment of strong ties in the border areas, the removal of the barrier functions of the border with neighboring friendly states can be considered as a natural and necessary step in terms of the formation and development of a single Eurasian space.

The change in the list of border territories is directly related to the prospects for Russia's relations with its neighbors, especially along the entire perimeter from the Norwegian border to the Azerbaijani one. Now this border performs mainly a barrier function, and the line of the Russian-Ukrainian border is an open military confrontation (which brings to the fore the task of ensuring border security to the detriment of everyone else). In this regard, on the western borders (with the exception of the Belarusian one), humanitarian, economic and political ties of the border territories turned out to be frozen.

It is important to consider cross-border cooperation from the standpoint of the development of Russian regions and the improvement of the welfare of the population. At present, the standard of living in the western border regions of Russia is significantly

inferior to the countries of the European Union and even the Republic of Belarus. For neighboring states to be interested in long-term cooperation with Russian regions, they must be attractive and successful in the socio-economic and humanitarian spheres. Special federal support is needed for the accelerated development of border areas, including through the implementation of large-scale infrastructure projects at the interregional and macro-regional levels.

One of the organizational and managerial decisions could be the creation of a new Novorossk macro-region and federal district by separating the Republic of Crimea and the city of Sevastopol from the southern macro-region and the federal district, including the Donetsk and Lugansk republics, Zaporozhye and Kherson regions in this structure. The experience of integration into the Russian legal and administrative space accumulated by Crimea and Sevastopol will help speed up these processes in the new territories.

When creating programs for the development of border areas, a thorough analysis of what underlies cross-border cooperation is necessary. For some, this is trade and economic cooperation, for others it is just trade, for others it is cultural ties, for others it is the separation of families, friends, human contacts that have developed over decades. Basically, these are "linear" ties, but multi-vector, systemic ones are needed, for example, the creation of joint ventures, a system of mutual investments. Not a single cooperation, not a single agreement, not a single integration scheme works if people do not see its results, if they do not understand that it is beneficial for them. The benefits of cross-border cooperation must be confirmed by concrete visible results.

Historically, border areas were attractive because, along with legal channels of commodity flows, there were smuggled supplies of products and raw materials, which provided additional benefits to economic activity. So Odessa in 1817 received the status of a free port (duty-free trade regime), which instantly increased business activity dozens of times, turning the provincial city into one of the world's major shopping centers. The well-known expression "all smuggling is done in Odessa" reflects real economic processes, including the production of counterfeit goods.

Under the conditions of international sanctions, Russia is forced to use such means as compulsory licenses, parallel imports, "shadow fleet". This opens up opportunities for the introduction of special economic regimes for the Black Sea and Caspian border regions, focused on export-import operations with sub-sanctioned goods. In this regard, it is important to reconsider the definition of border regions, expanding their list by those that have opportunities for coastal navigation (primarily along the Black Sea - to Turkey and the Caspian Sea - to Iran).

Such formats of cross-border cooperation will help, on the one hand, control the "gray commodity flows" by the state, and, on the other hand, mitigate the responsibility of the state for the forced violation of international law.

Such prospects apply to a lesser extent to cross-border cooperation in the Baltic Sea area, although they are possible for a number of regions (for example, St. Petersburg, the Kaliningrad region) in the presence of a European partner country.

The regions adjacent to the Russian-Chinese border are in completely different conditions. 30 years ago they were transformed into transit regions. The modern multiple increase in commodity flows makes it necessary to form transport and logistics hubs in them as soon as possible. And here we are talking about cross-border cooperation.

From 2007 to 2021, significant theoretical and practical experience in cross-border cooperation has been accumulated, primarily with the countries of the European Union and Norway.

Although the Russia-EU programs have never reached the highest level of cross-border cooperation defined by the EGTC standards, Russia has gained valuable experience in mastering the advanced tools and understanding of the necessary level of institutionalization of this process. The standards of European cross-border cooperation programs can be used in all Russian border areas. In this regard, it is optimal to develop a common model of cross-border cooperation for all Russian regions. And the specifics of each of them can be taken into account at the local level in the course of the actual implementation of international obligations.

In this regard, an example already functioning in Russia is the interregional cooperation of the Russian Federation with the CIS countries, where model agreements are supplemented by road maps and well-developed plans and developed plans for their implementation. Unification has another positive effect - a unified approach to the state's participation in future cross-border cooperation programs.

Cross-border cooperation is part of the integration process; its full implementation largely depends on the actual intentions of the parties involved to implement the integration. This depends not only on economic feasibility, but also on the political will of the parties involved. It is unacceptable to use the formats of cross-border cooperation for economic development and the gradual separation of the involved territories from Russia.

Practice shows that the region as a whole has economic capabilities that allow it to conduct effective economic activity even with geographically distant partners. Therefore, an artificial focus on cross-border ties can harm the rational distribution of available resources. At the same time, in a depressed economic and social situation, in order not to lose the competition for labor resources, a number of Russian border municipalities need to create more comfortable living conditions for the population and significantly improve their well-being. But the infrastructure projects necessary for this require significant investments, and the interaction of state bodies and the synchronization of existing legal regimes is most often beyond the competence of municipal authorities. In this regard, cross-border cooperation programs should be organized by the decision of the federal authorities of the countries involved with the formation of the budget for programs in the areas of cross-border cooperation (based on the complexity of the tasks for sustainable development of territories) from public funds, and be supervised at the level of interested federal ministries.

Although the municipality is the basic management level of cross-border cooperation, it should also be possible to determine the geographical scope of cross-border programs in each case separately, depending on the actual characteristics and needs of municipalities.

In some cases, it may be expedient to involve, for example, regional capitals, since economic, scientific, human resources are concentrated in large cities and it is unreasonable to refuse to use them for a positive effect from the proposed projects.

Cross-border cooperation and integration

Even in the context of a limited geography of cooperation, a low level of cooperation and economic ties at the regional and municipal levels, the importance of cross-border cooperation is that it increases the degree of integration in supranational entities (the Eurasian Economic Union, the Union State of Russia and Belarus, the Commonwealth of Independent States, the Shanghai Cooperation Organization etc.).

Within the framework of the Union State, all regions of the Republic of Belarus cooperate with almost all regions of Russia. Therefore, bilateral cooperation has gone beyond the geographical boundaries of border areas and has become an integral part of a multidirectional integration process. A new special cross-border cooperation program is needed, focusing on three Belarusian (Vitebsk, Gomel and Mogilev) and three Russian (Bryansk, Pskov and Smolensk) regions (4). This program can be adopted at the level of the Union State and should be aimed at strengthening socio-economic, political and humanitarian bilateral contacts.

There are more than seventy centers in Russia with the term “Eurasian integration” in their names (6). And Eurasian integration, including in the European-Asian Economic Union, is impossible without the cooperation of the regions, which are an integral part of the countries that are members of the union. Therefore, the level of cross-border cooperation will inevitably affect the effectiveness of integration processes not only within the EAEU, but also in the SCO, and also, to a certain extent, in the CSTO.

It is necessary to classify cross-border cooperation, which depends on both current interstate relations and the prospects for integration projects (5). This will allow us to come up with standard software solutions and cases for specific border areas.

Conceptual and programmatic components of cross-border cooperation

The task of socio-economic development of border geostrategic territories is set in the Strategy for Spatial Development of the Russian Federation until 2025. This task is also present in the development strategies of the subjects of the Russian Federation.

Russia has adopted the Concept of Cross-Border Cooperation. Over the past twenty years, two editions of this concept have already been adopted in Russia - in 2001 and in 2020. Significant changes have been made to the latest edition, taking into account the current international situation. In February 2021, the Government of Russia approved a plan for the implementation of the Cross-Border Cooperation Concept. An analysis of these documents shows that a number of provisions again need to be revised, taking into account the new geopolitical realities. There is a need to revise agreements with the EU countries on

participation in the programs of the Black Sea basin and the Arctic. It is important to consider the implementation of some other provisions (including the promotion of international transport corridors, export-import, transit transport links and bilateral transport).

In 2015, the Concept for the Development of Border Territories for the Regions of the Far Eastern Federal District was adopted. It defines the «Far Eastern border territories» as the territories of municipalities of the regions bordering the PRC and the DPRK. The concept describes their current state, specifies the goals, objectives and priority areas of state policy, names the time frame, risks and expected results of the concept implementation. Certain provisions of the Concept need to be updated, taking into account the priority of the “Eastern vector” in Russian foreign policy (7). At the same time, this Concept is an example of creating a specific strategic planning document in the field of cross-border cooperation for a specific macro-region of Russia. In our opinion, this experience should be extended to other macro-regions defined in the Strategy for Spatial Development of the Russian Federation until 2025, which have border areas.

At the same time, it must be remembered that cross-border cooperation is not only the presence of a common land border, but also a system of economic and humanitarian international relations at different levels (2). Therefore, in defining border areas, one should take into account not only the border factor, but also the potential of international relations, transport accessibility, and ethno-cultural community.

Cross-border models of cross-border cooperation

Overcoming the stereotypical perception of the border as a barrier to multidimensional integration has led to the emergence of the phenomenon of cross-border partnerships, which is focused on the implementation of joint projects and the development of border areas (8). Cross-border relations are established between at least two partners operating on both sides of the border. Such cooperation is carried out, as a rule, on the microscale of specific conditions of the transboundary environment, determined by the political, economic and socio-cultural contexts (Figure 1).

As the Scandinavian experience shows, cooperation in cross-border partnerships, as a rule, is based on short-term relationships, which subsequently do not always lead to sustainable long-term relationships. At present, for cross-border cooperation, Russia uses methods of vertically oriented management, where the main subject is the state (an agreement is signed, a plan of joint actions is developed, the authorities carry out organizational work and control the implementation of the plan). In our opinion, this does not sufficiently take into account the factor of motivation and stimulation of stakeholders (primarily local communities and businesses), which deprives cross-border cooperation of flexibility. In this regard, for the transition of a short-term cross-border partnership to a long-term one, a flexible problem-oriented approach is needed, based on the application of the best practices of project and program management and digitalization.

The tools of a flexible problem-oriented approach are programs, projects, and a digital platform. The goal of the program may be to improve the level and quality of

life of the population of the border regions on the basis of cross-border cooperation. The program should be implemented on the principles of equal and mutually beneficial cooperation, respect, sovereignty; it should support the exchange and transfer of experience, the implementation of innovative approaches, interaction between authorities, business and the population. Financing of such a program should be carried out on a parity basis. For the countries of the European-Asian Economic Union, the operator of financing is the Eurasian Development Bank. The priorities of the program are determined by the goals, priorities, key strategies and plans of the participating countries. Program beneficiaries can collaborate on any topic within the identified priorities.

For the development of cross-border interaction, it is promising to use modern models based on the ecosystem approach within the framework of the platform economy. A digital platform of the Russian Export Center has been created in Russia, where potential exporters can receive the necessary information on various aspects of foreign economic activity, consultations, and receive training. Regional offices of the Russian Export Center, in our opinion, could become a link between potential participants in cross-border cooperation. It is also possible to create a separate regional platform with the possibility of further integration with the platform of the Russian Export Center.

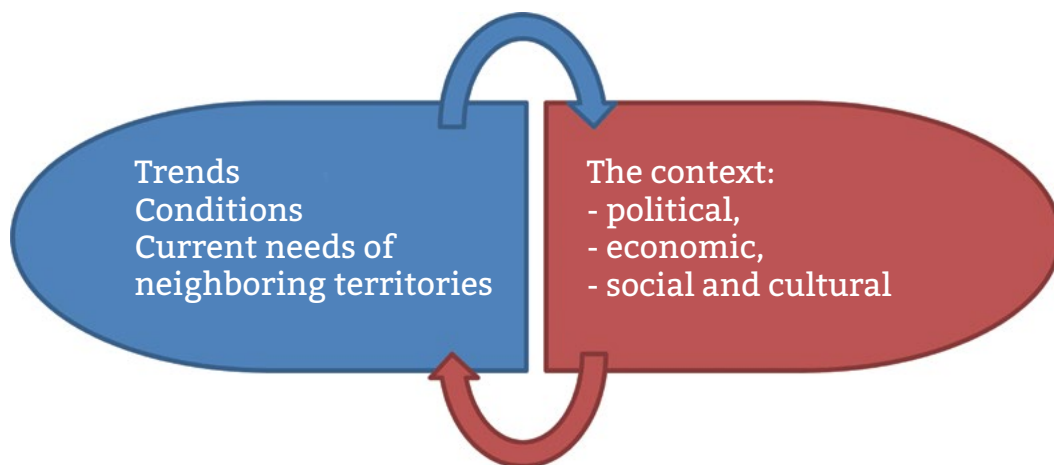
A diagram of such a model of cross-border cooperation is shown in Figure 2. For its implementation, it is necessary to create a platform to which all potential participants in cross-border cooperation (state and municipal structures, interested business and representatives of the local community) can be connected. Participants of the cross-border partnership can use the platform to generate requests for solving problems, create and implement joint projects (including those with the possibility of state co-financing).

In the future, such a platform will make it possible to create an interstate electronic document management that will reduce the time and cost of processing (including customs) projects and transactions. In general, the ecosystem approach and the platform economy imply a significant expansion of the range of services demanded by participants in cross-border interaction.

Expert assessment of factors and levels of cross-border cooperation

For the purposes of the study, a questionnaire survey was conducted among the participants of the foresight session. Based on the analysis of the results of the survey, conducted using the methods of expert assessments, the influence of cross-border cooperation factors for the levels of government (municipality, region, macro-region) is highlighted.

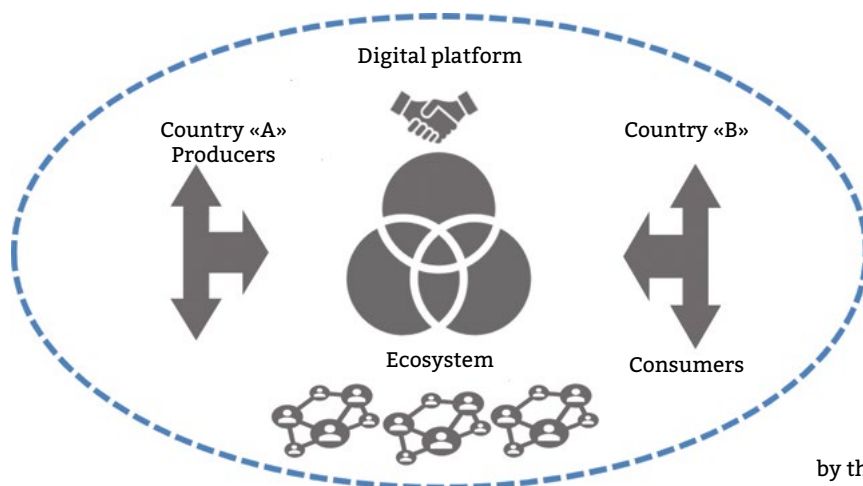
Figure 3 shows the results of assessing the impact on the development of the basic elements of cross-border cooperation for different levels of the subject of management (municipality, region, macroregion). Experts note a high (7–8 points) degree of influence A (the presence of cooperation between economic entities) at all levels of government,

Figure 1. Model of flexible cross-border management (by G.A. Khmeleva)

Source: compiled by the authors

the presence of a border contact line (B) has an average degree of influence (5–6 points). Influence C (transport and logistics corridors) is maximum at the level of the macro-region (8 points) and region (7.4 points), minimum – at the level of the municipality (5 points). Guarantees of foreign investment and property (D) are the most significant at the level of the macro-region (8 points) and the region (7.6 points), the least – at the level of the municipality (5.4 points). Administrative and customs barriers (E) have the maximum impact at the regional level (8 points), the minimum – at the level of the macro-region (5.5 points) and the municipality (6.2 points). F (cross-border trade) influences to the maximum extent at the level of the municipality (8.2 points), to the minimum extent – at the level of the macro-region (5.5 points) and the region (6.2 points). Family and personal ties (G) are the most significant at the level of the municipality (7 points) and the region (6.4 points), the least - at the level of the macro-region (4 points). For elements H (common language) and I (common culture), the influence at different levels is approximately the same (6.4–7 and 6.4–6.6 points, respectively). The importance of element J (common historical roots) is the same at the level of the region and municipality (5 points) and increases at the level of the macro-region (6.75 points).

Thus, at the level of the municipality, F (cross-border trade), G (family and personal ties) and I (community of culture) influence to the maximum extent. At the regional level - B (border contact line) and E (administrative and customs barriers). At the macro-region level - A (the existence of cooperation between economic entities), C (transport and logistics corridors), D (guarantees of foreign investment and property), H (common language) and J (common historical roots). The results obtained can be used in determining the subjects of jurisdiction and powers of the federal government, subjects of the Russian Federation and municipalities in the field of cross-border cooperation.

Figure 2. Diagram of the cross-border cooperation model in the platform management economy (by G.A. Khmeleva)

Source:
compiled
by the authors

The experts ranked the formats for realizing the potential of cross-border cooperation for different levels of the subject of management (the results of the assessment are shown in Figure 4).

According to the assessment, A. (cross-border production clusters) has a significant impact at the level of the region and macro-region (8 points), and at the level of the municipality - only an average (6 points). B (free economic zones) is recognized as the most effective at the regional level (8.6 points), less effective at the macro-region level (7 points) and municipality (6 points). International cross-border territories (C) have the greatest impact on the realization of the potential of cross-border cooperation at the level of the region (8 points) and the macro-region (7.6 points), and to the least extent – at the level of the municipality (5.8 points). D (transit centers) has approximately the same impact at all levels (municipality – 6.8; region and macro-region – 7.4). Joint management of the same territory by several states (E) is recognized by experts as significant at the municipality level (8 points), at other levels the levels are considered minimal (region – 5 points, macro-region – 4.25 points). Thus, the experts believe that the size of the territories of joint management and functionality will be close to the size and functions of the municipality.

The results of the assessment by experts of the localization of the potential for cross-border cooperation and the use of digital technologies for different levels of the subject of management are presented in Figure 5. The geographical boundaries of the potential for cross-border cooperation are most localized at the level of the municipality (8.6 points) and the region (7.2 points), to a lesser extent degree – at the macro-region level (5.2 points). The use of modern digital technologies is most significant at the level of the region (8 points) and macro-region (7.6 points), to the least – at the municipal level (6.6 points). The possibility of creating an integral system of indicators and a model of the impact of cross-border cooperation on the development of the territory is attributed

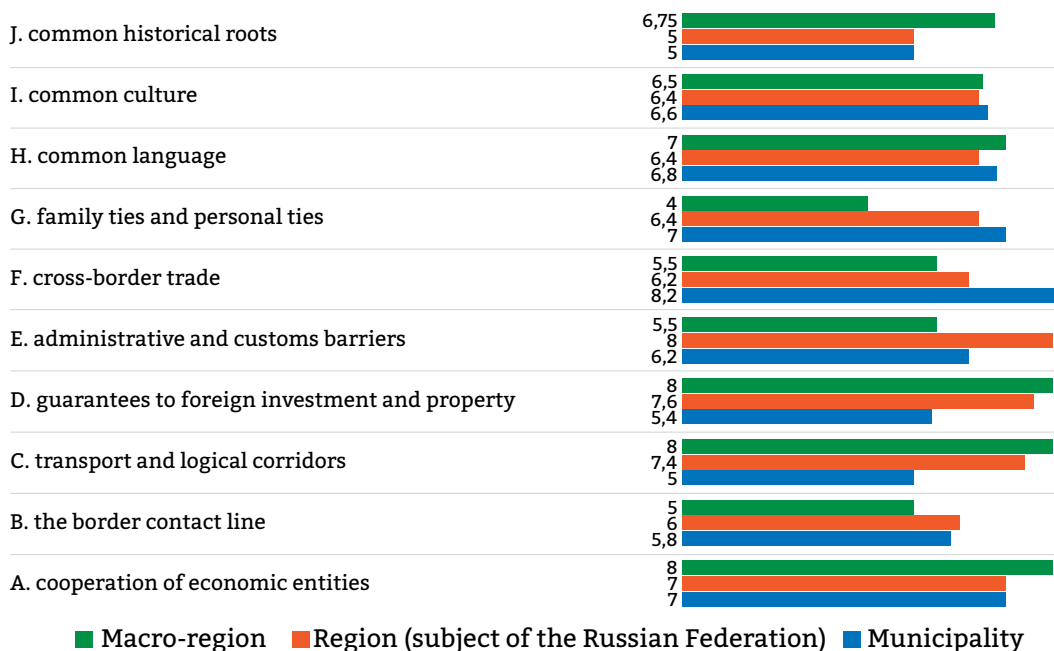
by experts to a greater extent to the level of the macro-region (8.8 points) and the region (6.8 points) and slightly to the level of the municipality (4 points). This indicates the need to form management structures in the field of cross-border cooperation, mainly at the macro-regional and regional levels.

Experts assessed the prospects for Russia's cross-border cooperation formats for a number of CIS countries, the EAEU, the European Union, and the Asia-Pacific region (Figure 6). Based on the aggregate scores, three countries received a score close to the maximum: Kazakhstan (88.5% of the maximum), Belarus (84.9%), China (78.1%). For Kazakhstan, the main prospects are associated with the organization of cross-border production clusters and the creation of transit centers (9.5 points). For Belarus, the creation of free economic zones received the highest rating (9.25 points). For China – the creation of transit centers (8.8 points). For these three countries, the cases of joint management of the same territory by several states (E) received the lowest score.

The second group of countries with high prospects: Azerbaijan (67.6%, priority – the creation of transit centers – 9 points, at least – cases of joint management of the territory – 4 points) and Mongolia (58.8%, priority – the creation of free economic zones, at least – creation of international cross-border territories – 4.75 points).

The third group of countries has medium prospects: Finland (43.2%, priority – the creation of transit centers – 6.5 points, minimum – the creation of international cross-border territories – 3 points), North Korea (37.2%, priority – the creation of cross-border production clusters – 5 points, minimum – creation of international cross-border territories – 2.5 points), Georgia (38.8%, priority – creation of free economic zones – 5.5 points, minimum – international cross-border territories – 2.6 points).

The fourth group of countries has low prospects: Ukraine (26%, priority – E. cases of joint territory management – 5 points, at least – international cross-border territories and transit centers – 1 point), Poland (22%, priority – cross-border production clusters – 5 points, minimum – E. cases of joint management of the territory), Norway (21.2%, priority – E. cases of joint management of the territory – 3 points, minimum – the creation of free economic zones – 1.6 points). Although almost all formats of cross-border cooperation between Russia and Ukraine are now recognized as unpromising, experts identify as a likely option for the joint management of the same territory by several states, when, under a peace agreement between Russia and Ukraine, Ukrainian territories that need to be controlled by both countries may be under Russian control (possibly also with the participation of the UN) – now this refers to the small territories of the Mykolaiv and Kharkiv regions of Ukraine. The need for joint control of territories may be caused, in particular, by the prevention of repressions against Ukrainian citizens who collaborated with the Russian military administration. All this indicates the need for the earliest possible development of scientific and legal foundations for the management of such territories, the conditions for their socio-economic and humanitarian development. The high assessment of Norway was influenced by the presence of a free economic zone on the Svalbard archipelago, where two mining companies mainly operate – the Norwegian Norske and the Russian Arktikugol.

Figure 3. The influence of the basic elements of cross-border cooperation on the development of different levels of the subject of management (municipality, region, macroregion)

Source: compiled by the authors on a survey of participants in the foresight session

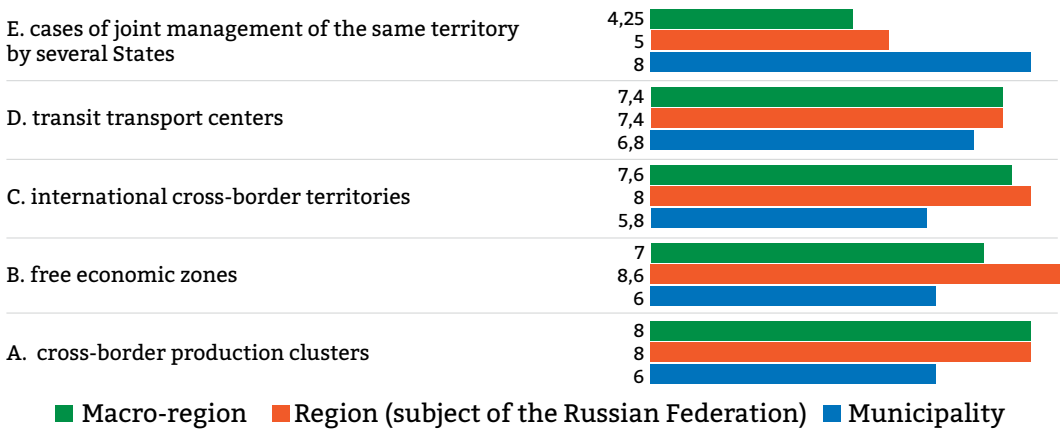
Experts assess the prospects for the fifth group of countries as low. The group includes Latvia, Lithuania and Estonia with estimates for all cooperation formats of 15% of the maximum, the most promising for the creation of transit centers – 2 points, the least is for the E (cases of joint territory management) - 1 point.

A number of regions of Russia do not have a land external border, but they carry out active external relations, having a sea border in the zone of small cabotage. The experts assessed the prospects for cross-border cooperation with the CIS countries, the European Union, the USA, Turkey, Iran, South Korea and Japan (Figure 7).

In the context of anti-Russian sanctions, the use of the potential of the Caspian Sea border area has the greatest prospects, as there is an almost twofold increase in cooperation with Iran (+3.25 points) and small prospects for cooperation with Turkmenistan (+0.26 points).

At the Black Sea border area, there is an increase in prospects in cooperation with Turkey (+0.75 points) and a significant decrease with Romania (-1.75 points) and Bulgaria (-2 points).

For the Baltic Sea border area, experts also note a decrease in the potential for cooperation with Denmark (-2.75 points), Sweden (-3.25 points), Germany (-3.75 points).

Figure 4. Ranking of formats of cross-border cooperation potential by importance for different levels of the subject of management (municipality, region, macroregion)

Source: compiled by the authors on a survey of participants in the foresight session

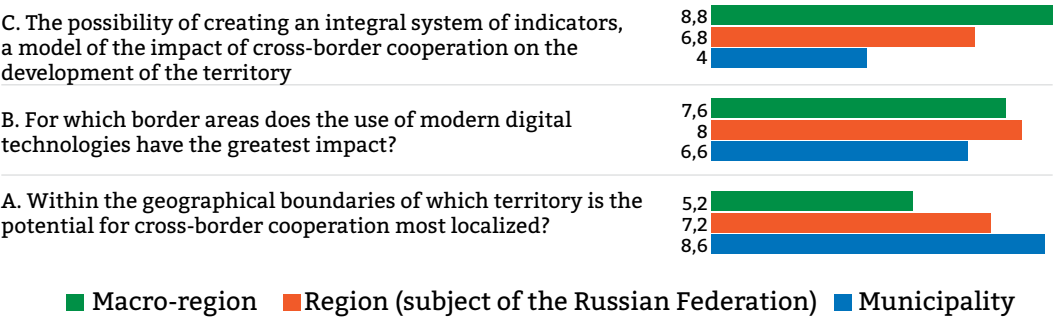
In the Asia-Pacific direction, experts assessed the intensity of the decrease in the potential for cooperation as the maximum: with the United States (-3 points), South Korea (-3.5 points), Japan (-4 points).

As we see in Figure 7, a comparison by experts of the prospects for multilateral ethnocultural interaction shows that for the regions of the countries of the Russian World (-0.1), the East Asian cultural sphere (+0.05) and the Uighur-Mongol-Tungus-Manchu peoples (+0.2) the impact of anti-Russian sanctions is considered minimal. For the regions of the Baltic Sea countries (-4.8) and the Arctic Council (-3.55) - the maximum. To a lesser extent, the introduction of anti-Russian sanctions affected the interaction with the regions of the Central Asian countries (+1.2), and for the regions of the Turkic world (+1.5) and the Black Sea (-2.15) the impact is more significant.

The experts assessed the degree of statistical indicators (A, B, C, D, E, F, G, H, I, J) to determine the potential for cross-border cooperation for different levels of management entities (municipality, region, macro-region), the results of the assessment are shown in the diagram (Figure 8). All indicators were considered significant. Experts recognized the regional level as the key for all indicators (77.8% of the maximum), the second place was taken by the municipal (69.4%), and the macro-regional (62.75%) was third. In two cases (indicators F. area of international migration and H. transport infrastructure and accessibility), the importance of the macro-region exceeds the importance of the municipality. In one case (I. income of the population and consumer demand), the significance of the municipality and the region coincided at the maximum point.

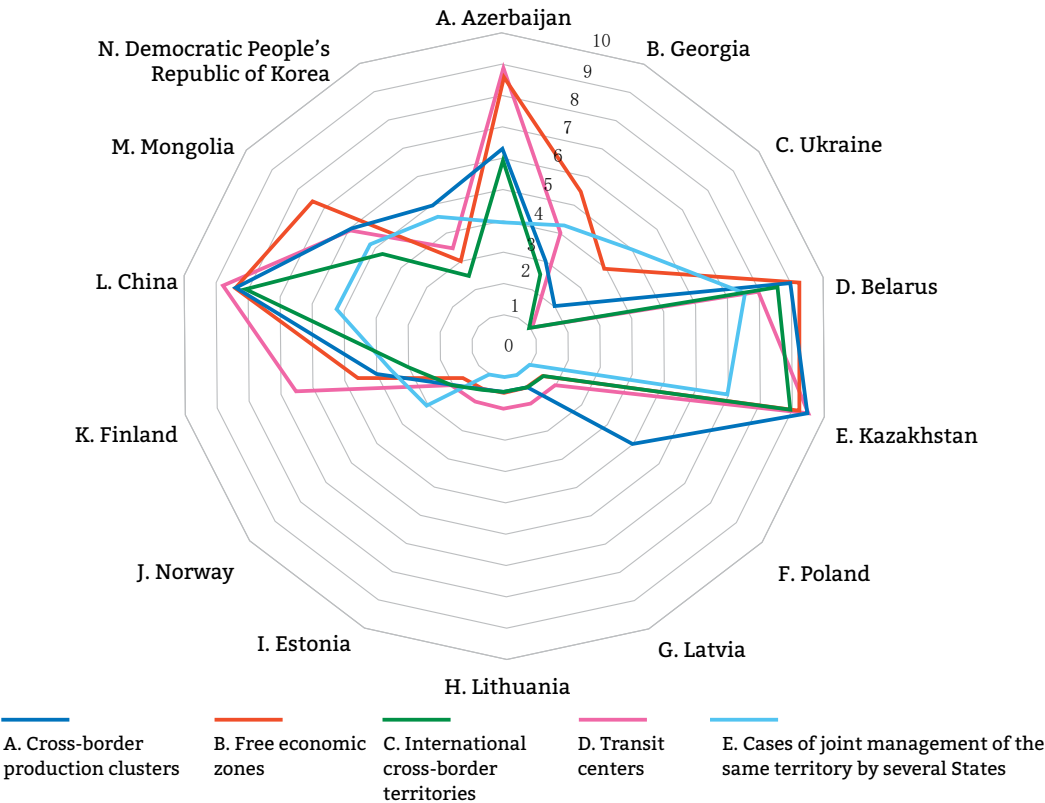
The results of the assessment can be used to determine the potential of cross-border cooperation in strategic planning, in budget planning, in the distribution of functions between executive authorities of different levels.

Figure 5. Assessment of localization of the potential of cross-border cooperation and the use of digital technologies for different levels of the subject of management (municipality, region, macroregion)



Source: compiled by the authors on a survey of participants in the foresight session

Figure 6. Assessment of the prospects of Russia's cross-border cooperation formats for the CIS countries, the EAEU, the European Union, and the Asia-Pacific region



Source: compiled by the authors on a survey of participants in the foresight session

Figure 7. Assessment of the prospects for the potential of cross-border cooperation of Russia in the situation of only a maritime border in the zone of small cabotage with the CIS countries, the European Union, the USA, Turkey, Iran, South Korea, Japan



Source: compiled by the authors on a survey of participants in the foresight session

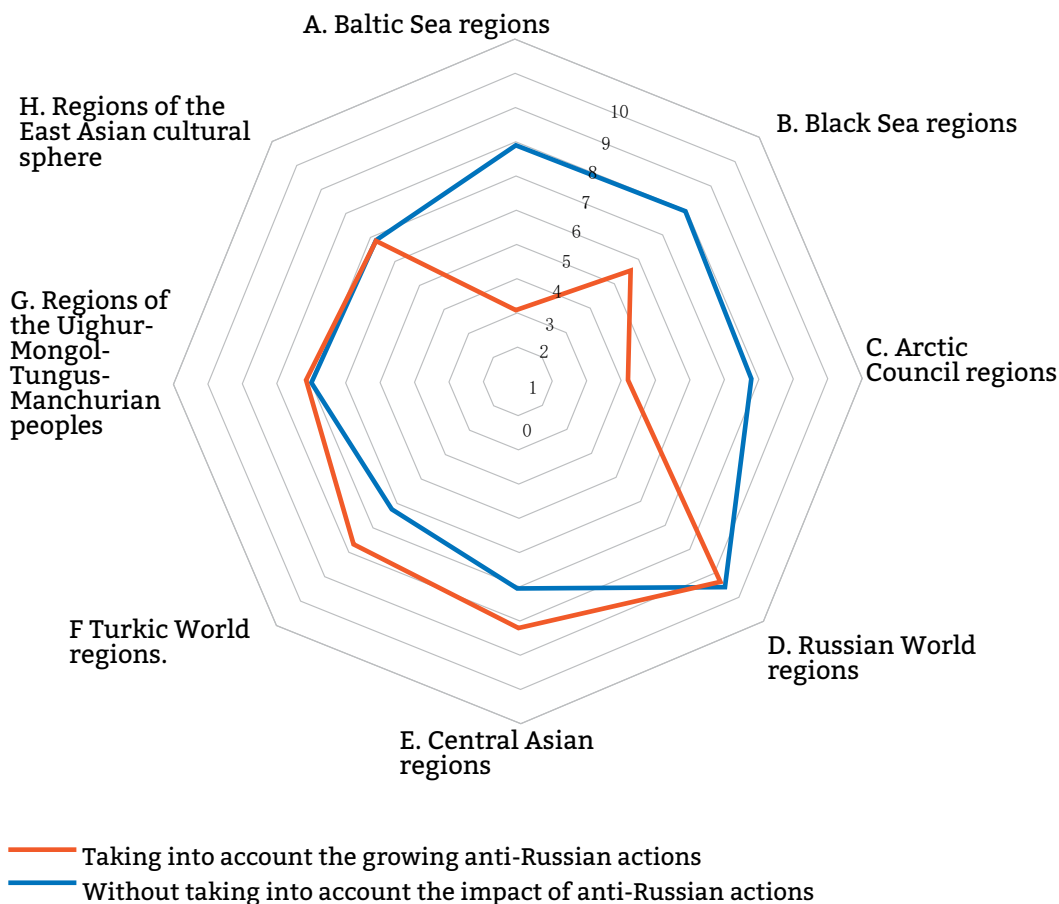
Conclusion

Because of the change in the state border line of Russia, changes are required to the list of border and geostrategic territories.

It is necessary to update the Concept of cross-border cooperation of Russia, to develop appropriate concepts for all macro-regions of Russia.

It is necessary to improve the definition of the border area, taking into account not only the presence of a land border, but also a sea border in the small cabotage zone, as well as the overall potential for cross-border cooperation in the region, transport accessibility, and ethnocultural community.

Now most of the western border of Russia performs a barrier function. It is necessary to create new formats of cross-border cooperation in the conditions of unfriendly relations between neighboring countries.

Figure 8. Assessment of prospects for the use of multilateral ethno-cultural interaction

Source: compiled by the authors on a survey of participants in the foresight session

It is expedient to create in Russia on the basis of the Republic of Crimea, the city of Sevastopol, the Donetsk and Luhansk republics, Zaporozhye and Kherson regions of a new macro-region and a federal district.

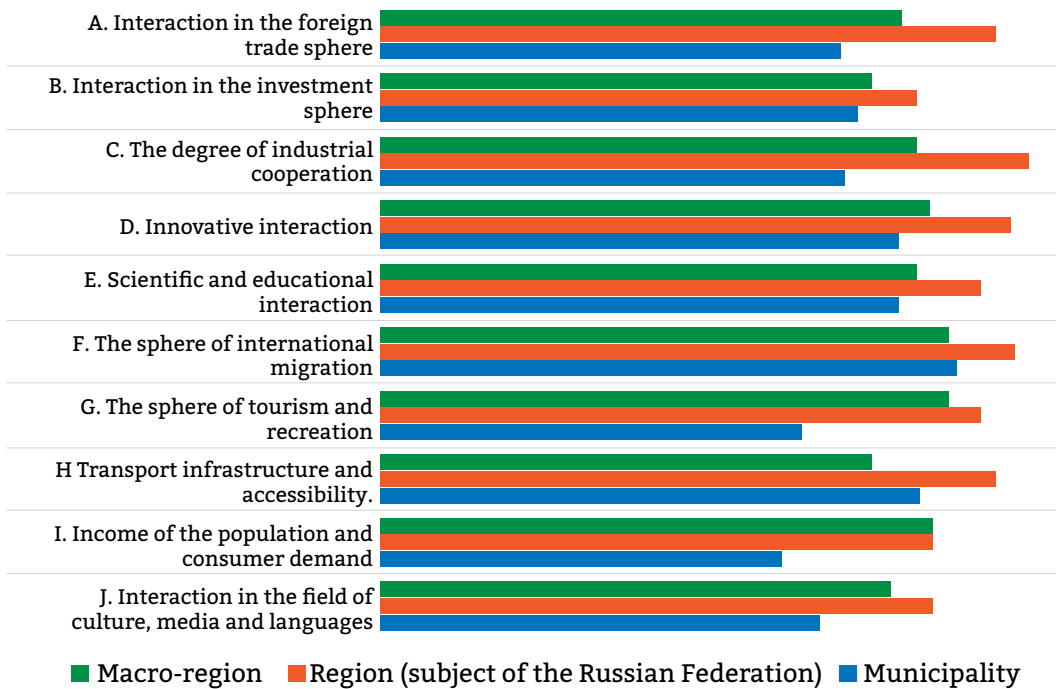
A special federal program is needed to accelerate the development of border areas, including through the implementation of large-scale infrastructure projects.

At the level of the Union State, it is expedient to implement a special cross-border cooperation program for the Vitebsk, Gomel, Mogilev, Bryansk, Pskov and Smolensk regions.

In the context of anti-Russian sanctions, it is necessary to introduce special economic regimes in the border areas to speed up export-import operations with sanctioned goods.

It is necessary to develop scientific and legal foundations for the joint management of one territory by several states at the municipal level of government.

Figure 9. Assessment of the adequacy of statistical indicators (A, B, C, D, E, F, G, H, I, J) to determine the potential of cross-border cooperation for different levels of the subject of management (municipality, region, macroregion)



Source: compiled by the authors on a survey of participants in the foresight session

The development of a common model of cross-border cooperation for the regions of Russia is relevant. The author's model of cross-border cooperation in the platform management economy is proposed.

All levels of government (municipality, region, macro-region) are significant for the implementation of the function of cross-border cooperation. For the formation of control and monitoring systems, the main managerial link is the regional one.

In modern conditions, Russia has the greatest prospects for cross-border cooperation with Kazakhstan, Belarus and China (along the land border), with Iran and Turkey (along the sea border).

For the countries of the Russian world, the Uighur-Mongol-Tungus-Manchurian peoples and the East Asian cultural sphere, anti-Russian sanctions had practically no effect on the prospects for multilateral ethno-cultural interaction. For the countries of Central Asia and the Turkic world, the prospects are slightly reduced. For the Black Sea countries, the decline is more significant, while for the countries of the Baltic Sea and the Arctic Council, the prospects are assessed as very low.

It is necessary to continue the joint research work of a group of experts in the field of cross-border cooperation between Russian regions (macro-regions) in the new conditions.

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