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Border Settlements of Kazakhstan as an Impulse to Balanced Territorial Development

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Abstract

The article is devoted to the development of the border territories of Kazakhstan, in particular, the study of the border territories of settlements of the North Kazakhstan region. The author presents his own vision of the development of border depressive regions and develops proposals for improving state policy and management of regional development of territorial spaces. An organizational and institutional mechanism for the development of border territories based on the formation of special economic zones as investment and innovation platforms for the development of production and infrastructure facilities is proposed. The problem with the formation of such special zones is the lack of economic resources consisting of production and human potential. The Northern macroregion has great potential in the development of the agro-industrial complex, however, the lack of human resources, due to large migration to neighboring regions of Russia and other regions of Kazakhstan, as well as the deterioration of the socio-economic situation of the population, due to a lack of investment and budgetary resources, environmental problems can lead to the extinction of many settlements of the North Kazakhstan region. The solution to such problems, while remaining the prerogative of the state, requires their solution at the present moment. The development should be based on cross-border cooperation of neighboring countries based on the modeling of foreign economic relations based on the functional features of borders in the new conditions of cross-border and integration interaction of countries.

Keywords: Border Area, Balanced Development of Territories, Neighboring Countries, Special Economic Zones, Settlements.

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Қазақстанның шекара маңындағы елді мекендері теңдестірілген аумақтық даму серпіні ретінде

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Түйін

Мақала Қазақстанның шекара маңындағы аумақтарын дамытуға, атап айтқанда Солтүстік Қазақстан облысы елді мекендерінің шекара маңындағы аумақтарын зерттеуге арналған. Шекаралас депрессивті өңірлерді дамытудың өзіндік пайымы ұсынылды және мемлекеттік саясатты жақсарту және аумақтық кеңістіктердің өңірлік дамуын басқару үшін ұсыныстар әзірленді. Өндірісті және инфрақұрылымдық объектілерді дамыту үшін инвестициялық-инновациялық алаңдар ретінде арнайы экономикалық аймақтарды қалыптастыру негізінде шекара маңындағы аумақтарды дамытудың ұйымдастырушылық-институционалдық тетігі ұсынылды. Мұндай арнайы аймақтарды қалыптастыру проблемасы өндірістік және адами әлеуеттен тұратын экономикалық ресурстардың жетіспеушілігі болып табылады. Солтүстік макроөңір агроөнеркәсіптік кешенді дамытуда үлкен әлеуетке ие, алайда Ресейдің көршілес облыстарына және Қазақстанның басқа да облыстарына үлкен көші-қон салдарынан адам ресурстарының жетіспеушілігі, сондай-ақ халықтың әлеуметтік-экономикалық жағдайының нашарлауы, инвестициялық және бюджеттік ресурстардың жетіспеуі себебінен экологиялық проблемалар Солтүстік Қазақстан облысының көптеген елді мекендерінің жойылуына әкеп соғуы мүмкін. Мемлекеттің құзырында қала отырып, мұндай проблемаларды шешу қазіргі уақытта оларды шешуді талап етеді. Дамудың негізінде елдердің трансшекаралық және интеграциялық өзара іс-қимылының жаңа жағдайларында шекаралардың функционалдық ерекшеліктері негізінде сыртқы экономикалық байланыстарды модельдеу негізінде шектес елдердің шекара маңы ынтымақтастығы жатуы тиіс.

Түйін сөздер: шекара маңы аумағы, аумақтардың теңгерімді дамуы, шектес елдер, арнайы экономикалық аймақтар, елді мекендер.

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Приграничные населенные пункты Казахстана как импульс к сбалансированному территориальному развитию

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Аннотация

Статья посвящена развитию приграничных территорий Казахстана, в частности исследованию приграничных территорий населенных пунктов Северо-Казахстанской области. Представлено собственное видение развития приграничных депрессивных регионов и разработаны предложения для улучшения государственной политики и управления региональным развитием территориальных пространств. Предложен организационно-институциональный механизм развития приграничных территорий, на основе формирования специальных экономических зон, как инвестиционно-инновационных площадок для развития производства и инфраструктурных объектов. Проблема формирования таких специальных зон заключается в нехватке экономических ресурсов, состоящих из производственного и людского потенциала. Северный макрорегион имеет большой потенциал в развитии агропромышленного комплекса, однако нехватка людских ресурсов, вследствие большой миграции в соседние области России и другие области Казахстана, а также ухудшение социально-экономического положения населения, по причине нехватке инвестиционных и бюджетных ресурсов, экологические проблемы может привести к угасанию многих населенных пунктов Северо-Казахстанской области. Решение таких проблем, оставаясь прерогативой государства, требует их решения на современный момент. В основе развития должно лежать приграничное сотрудничество сопредельных стран на основе моделирования внешнеэкономических связей на основе функциональных особенностей границ в новых условиях трансграничного и интеграционного взаимодействия стран.

Ключевые слова: приграничная территория, сбалансированное развитие территорий, сопредельные страны, специальные экономические зоны, населенные пункты.

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Introduction

Kazakhstan has a fairly extensive territory (about 3.0 thousand square kilometers – 9th place in the world), but at the same time the population density index (6.48 people per 1 square kilometer) is very low compared to other countries (184th place), which indicates one of the problems of uneven territorial settlement. Practice shows that most of the concentration of human resources occurs in territories with natural resource potential for the creation of industrial enterprises, and the formation of infrastructure and services for the socio-economic development of the territorial unit. As a result, there is an uneven distribution of economic resources, a decrease in the pace of development of the national economy, which deepen the disproportions in the development of territories and generate further polarization in the socio-economic development of territorial units – regions, districts and settlements under their administrative subordination (urban and rural).

The organizational and institutional mechanism for decision-making to eliminate negative trends and problems in territorial development is the state's prerogative, which is important in a market economy. Currently, National priorities, the National Development Plan of the Republic of Kazakhstan until 2025 (National Plan), the National Security Strategy of the Republic of Kazakhstan have been developed and approved. The National Plan provides for a Nationwide Priority 10. "Balanced territorial development", within the framework of which it is planned to implement a set of measures aimed at unlocking the potential of regions in order to increase their competitiveness. At the same time, by 2025, it is planned to make the transition "from central management to increasing the independence of the regions" and "from regional imbalances to ensuring external and internal connectivity, stimulating business activity." Two Regional Policy Concepts have been developed and implemented, the purpose of which was to eliminate contrasts in the level of development of regions, districts, urban and rural settlements. It would seem that at the regulatory and legal level, the state has created conditions for eliminating the unevenness in territorial development. However, the focus of the measures taken is one-sided and mainly involves supporting successful territories in the form of "growth points" (macro-regions, hub cities, agglomerations, cities of the "first, second and third level") while overcoming problems and eliminating negative trends faced by the backward, both in economic, so, in social terms, the regions remain unresolved for long periods.

This is especially true of settlements located at great distances from administrative centers on border territories. Agriculture and trade remain the predominant and often the only vector of development in the territory of border areas. At the same time, the border area is not only a "buffer" preventing negative processes in the implementation of interstate interaction but also solving the problems of the local population on both sides of the border. Such local issues may include the development of socio-cultural ties, the management of local public affairs, the regulation of migration flows, the solution of infrastructure issues, and providing the population of border areas with various types of energy, transport, and communication, medical, educational, public services, environmental protection. In addition, "local special economic zones" of mutually beneficial trade, economic, scientific, technical, and tourist cooperation are being created in the border territories. Border territories as an object of regional management were considered for the first time in the Program of development of regions of Kazakhstan until 2020 (Regional Development Program, 2020). In accordance with this program, the types of economic territories are defined, among which border territories are identified – administrative-territorial entities and settlements located at a distance of up to 50 km from the state border. This program aims to create conditions for the development of the socio-economic potential of the regions of Kazakhstan through the formation of a rational territorial organization of the country, stimulating the concentration of population and assets in the centers of economic growth.

In each case, the effective development of the border area will give a new impetus to the development of the entire economy of the state based on the use of the mechanism of intensification and increase in the volume of various kinds of exchanges and interaction of neighboring countries. For Kazakhstan, such neighboring countries are Russia and China. Most of the border of Kazakhstan falls on Russia. Based on the fact that at the moment there is a military situation between Russia and Ukraine, it can be assumed that the unpredictability of further military actions radically changes the economic situation in Kazakhstan. This involves the development of new areas of cross-border cooperation and ensuring the economic security of the adjacent territories of Kazakhstan with Russia. These questions are the subject of another study. Now we need to indicate the results of the conducted research on the PTF Program of the CS of the Ministry of Education and Science

of the Republic of Kazakhstan ¹. Our survey of the border territories of the North Kazakhstan region allows us to identify the socio-economic situation in the region and the prospects for cross-border cooperation of neighboring countries for the development of their border territories, contributing impact to the development of the entire national economy.

There are settlements in the North Kazakhstan Region that tend to completely fade away, mainly these are not only rural, but also in the past town-forming settlements or small towns (district centers) - Bulayevo, Mamlyutka, Tayynshy, Sergeevka, which, according to the proven methodology for identifying the level of vulnerability and depressiveness of settlements, are defined as depressive. The authors of the conducted research on the PTF Program selected the following algorithm for applying the methodology, which consisted of the following seven steps: the first step is the justification of criteria for the implementation of the rating assessment and on its basis the sampling of settlements by their main groups; the second step is the sampling of settlements by their following groups: a) small towns with a population of up to 50 thousand people; b) single-industry towns, the development of which depends on the functioning of the city-forming enterprise; c) border, strategically important settlements located at a distance of up to 50 km from the State border of the Republic of Kazakhstan; d) villages and rural support settlements; the third step is the substantiation of a system of relative indicators for analysis; the fourth step is the development of analysis tools, including questionnaires for conducting express surveys and expert assessments of socio-economic development of selected localities; the fifth step is to conduct express surveys and expert assessments and summarize their results; The sixth step is to collect information and in-depth analysis of the level and main trends of socio-economic development or the decline of the economy and social sphere of modern settlements of Kazakhstan; the seventh step is to identify problems and risks that hinder development and lead to the decline of the economy, infrastructure and social sphere in settlements of Kazakhstan. Residents of the above-mentioned small towns equate themselves more with the rural population. The root cause of this trend is: low population density, low standard of living of the population, high unemployment, low level of industry as a result of the shutdown of production due to lack of investment resources, both private

and public, moral and physical depreciation of fixed assets, underfunding of proposed construction projects, including underutilization of budget funds and exhaustion of natural and labor resources. The negative point is the intensification of migration processes – outflows of the population both inside the country and the region, and abroad, mainly to Russia, which is geographically close, due to the above reasons. In addition, there is a lag in socio-economic indicators from other “central” regions of the country, weak infrastructure provision (the main problem is roads, provision of water, heat, central sewerage). The problems of development of the border regions of Kazakhstan, their lag in socio-economic development from the average republican level is currently one of the priorities in the state policy on foreign economic relations and cross-border cooperation.

It should be noted that the importance of the Russian-Kazakh border area as a potential core of Eurasian integration will objectively increase under the influence of economic shifts taking place in the post-Soviet space, and it is necessary to create institutional and infrastructural conditions for its full use.

Literature review

Based on the survey methods, an extensive literature review was conducted, which allowed us to determine the scientific approach for identifying the main theoretical and methodological provisions and scientific concepts on the subject of the study. In the context of the growing process of globalization and worldwide informatization, the spatial redistribution of resources and the results of sustainable growth are not the basis of regional policy. Modern concepts of regional development in Europe proceed from the need for effective participation of individual regions in the global processes of the international division of labor and in increased international competition, which deepens the processes of cross-border relations in the direction of interregional and intercountry cooperation. For example, this is discussed in the following works, (Hall & van der Wee, 1995; Agnew, 2001), Also of interest is the work of Perkmann (2003). The 1990s have seen a strong surge in the number of cross-border regions all over Western and Eastern Europe. The article analyses the emergence of these local cross-border institutions in public governance by addressing their context, dimensions and causal underpinnings. First, it offers a brief background on the history of cross-border regions in Europe and related EU policies to support them. The work

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(Blatter, 2004) states that at the present moment there is a trend toward glocalization. The modern political system that has separated the world is turning into clearly divided spatial places. Spaces, and places, as territorial states, are no longer the only conceivable basis for the creation and definition of primary political communities and institutions. Johnson (2009) showed that trans-boundary regions play an important role in territorial restructuring in Central Europe, but not necessarily in the way EU regional policy intends.

The studies reflecting the processes of cooperation between Kazakhstan and Russia in various fields, including economics, politics, economic security, education, the formation of infrastructure projects, etc., have been studied. Problems related to political, historical processes and integration cooperation and trade and economic relations between Kazakhstan and Russia, integration interaction of neighboring countries are studied in the works of both Russian scientists, and so are the Kazakh ones. For example, Russian scientists studied cross-border cooperation within the framework of EU and CIS cooperation programs, as well as integration processes between the countries such as Vardomsky (2008) and Libman (2006). Kazakhstani scientists described regional development which is closely related to the theories of regional economics and regional management (Bozhko, 2010; Turkeeva, 2017). The collective monograph of the authors (Imanbayev, Novikov, & Kharlamov, 2020). Here it is necessary to note chapter 2 of the monograph and the article by the authors A.S. Kharlamov and B.B. Imanbaev "Cooperation between Russia and Kazakhstan in the field of space and high technologies." For Kazakhstan, the export of high-tech goods is very important. But, so far, Kazakhstan has not been able to switch to high-tech exports. The volume of high-tech and medium-tech goods in the manufacturing industry in all exports of Kazakhstan is no more than 0.41%. The conclusions and proposals of the authors are very timely and relevant. It is also necessary to pay attention to the work of Russian scientists (Gusakova, & Maslova, 2019) The article reveals the change in the role of Russia in Kazakhstan and identifies its positions in trade, investment, and humanitarian assistance to the country. The economic potential of Kazakhstan, which is most often found in a foreign economy, is described. Certain key countries seeking to increase their presence in Kazakhstan have compared their place and role in trade and direct investment in Kazakhstan.

The work has an undeniable practical sensibility. Thus, the literature review showed that the problem of interest to the authors is partially reflected in the works of other authors. The economic and political relations between Kazakhstan and Russia are dependent, a historical and political process, which began in 1991. and a comprehensive study of the problems and their priority interests in bilateral governance is supposed, as well as the features in the adjacent border areas, which are becoming increasingly important today.

Methods

Survey methods include the use of a wide range of qualitative methods of analysis and evaluation based on structural, functional, and institutional approaches. An extensive literature review was conducted: scientific publications, including articles by foreign authors, state programs, and regulatory legal acts on this issue in the Republic of Kazakhstan and abroad. All scientific literature in accordance with the study was reviewed and studied on the topics of «depressed territories», «border territories», «rural territories», «environmental disasters», etc. In foreign and domestic theory and practice, there is and is used a wide range of general methodological approaches to determining the specifics, scale, and level of use of the economic potential of the territory, assessing the impact of various factors on socio-economic processes in the region.

In this article, we focus primarily on quantitative indicators that were collected during 2009-2019. Among the important advantages, according to the author's concept of considering the region, we distinguish the following:

- (1) the openness of data, the possibility of visualization, including virtual data;
- (2) multilevel data acquisition (external, internal, interregional, interstate);
- (3) specificity determined, among other things, by the social resources of the region (human resources, infrastructure, social capital, etc.);
- (4) inertia, characterized even within the framework of a limited economic approach, including in the system of «center-region» relations.

It should be noted that there are specific methodological approaches to conducting regional economic research. In particular, at the regional level, criteria-based approaches and groupings of indicators are most often used, based mainly on assessing available data. Therefore, in this study, we decided to use a system of factors and indicators of development/extinction.

As a result of the study, factors were identified and selected, such as: social, economic, infrastructural, environmental, on which the socio-economic development of certain regions of Kazakhstan generally depends. In our case, we focused more on socio-economic factors. For the extended study, all of the above factors were applied based on indicators. In total, 34 quantitative indicators were identified, which were grouped based on the main factors, in our opinion, and grouped into key blocks: social (11), economic (11), infrastructural (7), environmental (5). Based on all the grouped indicators, it is possible to analyze the state and trends of development/decline of settlements and identify the main factors whose influence determines the vulnerability of a particular area of socio-economic development. The information basis for the calculation of indicators, their analysis for the purpose of further use of its results at all levels of government in Kazakhstan were: official statistics; departmental information (akimats of city and district levels, ministries and departments, etc.); information obtained from the websites of regions, cities, districts, and villages; information based on sociological surveys of the population and other methods, as well as scientific publications and developments on this issue.

In general, the study showed that a single methodological identification of depressive and sensitive areas is not endangered. Moreover, the methods used to assess the region's socio-economic situation and its development potential differ significantly. The most common methods are: comprehensive assessment of the potential by type of resources; rating assessment method, which is the most widespread, because it allows for a comparative assessment by region; integral assessment methods, which have the advantage that, on the one hand, allow for a comprehensive assessment, on the other, make it possible to compare the results by region; methods for evaluating the effectiveness of potential used based on the multiplicative criterion.

Discussion and result

Based on the theoretical aspects of foreign and domestic scientists, the author's understanding of the scientific definition of "border territory" suggests the following. Border territory is the area of the territory of any country that is located near the border of states, both by land and by water. It must have functional features and features that define it. The signs consist of the following. Such a territory should be adjacent to the land and water space, where there is a boundary line that provides a

border regime based on the national security of the country, including economic security related to material and financial flows. This implies the functional features of the border - dividing, connecting, conflict resolution, filtering of cross-border flows of labor, commodity and other resources. However, in conditions of increasing interregional trends and deepening of cross-border and integration processes, the border as such does not become a barrier; but on the contrary, its mechanism manifests itself in contact and integration functions. That is, the forms, directions, and tasks of interaction between states for the purpose of the socio-economic development of border territories are changing. The border area is not a lifeless spatial enclave. Still, a space consisting of settlements, which can be cities and towns, that is, administrative-territorial entities forming a separate border area and having specific development features.

It is possible to identify such specific features, but at the present moment, for the most part, this specificity lies in the state orientation of the measures taken, which, as we indicated above, mainly involves the support of successful territories in the form of "growth points" (hub cities, agglomerations, cities of the "first, second, third level"), while overcoming problems and eliminating negative trends faced by backward regions, both economically and socially, remain unresolved for long periods of regional policy, conducted by the state.

Practice confirms the need for an adequate state regional policy for the development of remote areas from the center, and especially border areas, where it is necessary to constantly monitor and assess the implementation of state programs on territorial development.

This follows from the fact that strategic tasks on the allocation of productive forces for the creation of new enterprises, on rational financing of regions are not always realized, which indicates a low management mechanism, there are problems with effective management by regional and local authorities, the underdevelopment of the self-government system. Back on September 1, 2020. President K. Tokayev in his Address to the People of Kazakhstan noted that it is necessary to significantly restructure approaches to the territorial and spatial development of the country. Our regions differ in economic and industrial specialization, the standard of living, and quality of public services. Therefore, territorial development should be built taking into account the competitive advantages of different regions. Almost 30 million people live in the

border regions of Kazakhstan and Russia, and several million-plus cities are located. Close cooperation with Russian authorities and organizations to promote Kazakhstani goods and attract investment is a very important factor in the development of Kazakhstan's border area»².

Meanwhile, the nature of socio-economic differences between the border regions of Kazakhstan varies. In general, these differences are determined by such factors as the geo-economic situation of the region, which allows servicing transit flows of people and goods, attracting investments; accumulated economic and cultural potential; export potential and financial base of development; creative potential of the social environment of regions and regional managers; the established international relations of Kazakhstan, carried out through border areas. In practice, in accordance with the choice of the concept of border formation, the principles and nature of the development of border areas are determined. It seems that for the development of border areas, there is a special need to form new forms to realize the economic potential of such areas. As a result of the study, it was revealed that this form would be new institutional and infrastructural formations, for example, such as special economic zones (SEZ). The creation of SEZs in economically backward regions can change the "balance of power" between the developed regions of the country and the "periphery" towards the latter. The existing system of SEZ benefits will attract investments in the form of financial resources, technological, managerial, and social innovations, giving impetus to the development of backward regions. Their formation within the border territories and on the border, the availability of raw materials from the states, creates conditions and prerequisites for attracting investment not only in the enclave zones of the SEZ but also creates requirements for attracting investment in lagging industries of national economies. This is an undoubted plus. But, as the situation in some regions of the country shows, it is not always possible to create such enclave zones to attract significant investments. Economic resources consisting of production and human potential are needed. Based on the economic potential of the North Kazakhstan region we are studying, the implementation of the resolutions of the Government of the Republic of Kazakhstan on the creation and functioning of such zones is not only possible but also necessary at the moment. The North Kazakhstan region is part of the

² https://www.akorda.kz/ru/addresses/addresses_of_president/poslanie-glavy-gosudarstva-kasym-zhomarta-tokaeva-narodu-kazahstana-1-sentyabrya-2020-g

Northern macro-region of the national economy. Geographically it borders with Omsk, Tyumen and Kurgan regions of the Russian Federation, which significantly affects the dynamics of population, migration and employment in cities such as Petropavlovsk, Bulayevo, Mamlyutka and adjacent villages. In addition, the imbalance studied by us in these indicators directly affects the creation of the Internal Regional Product of the region (GRP) and socio-economic stability. This macro-region specializes most of all in agriculture (grain), but at the same time, the region also has industrial potential, which was a prerequisite for the creation of the SEZ "QYZYLJAR" in 2019. This is the first and only special economic zone in the border region of Kazakhstan and Russia. Its operation has been designed for 25 years. The long-term practice of attracting investments in SEZ indicates that their formation within the border territories and on the border, including land and sea border zones, and the availability of raw materials from states, creates conditions and prerequisites for attracting investments not only in the enclave zones of SEZ but also creates prerequisites for attracting investments in lagging industries national economies. This is an undoubted plus. The negative point here is the underdeveloped economy of the border regions, the peculiarities of social instability, the paucity, which is not attractive for significant investments. In order to develop bilateral trade and economic relations between states, it is necessary to develop infrastructure based on consulting and other services: financial, insurance, legal, and information.

The planned specialization of the SEZ activities in the North Kazakhstan region will be aimed at producing and processing food products, building materials, furniture, electronics, and mechanical engineering. The analysis of macroeconomic indicators of the North Kazakhstan Region showed that today the region's share in the country's GDP is the smallest compared to other regions – 1.6%. GRP per capita amounted to 332.8 thousand tenge, which is the 13th indicator among 16 regions. The mechanism for implementing investment projects of FEZ participants will allow establishing a socio-economic situation, providing jobs to the population, which will stop the outflow of people and give impetus to the development of the entire region. Today, the population decline in the region already poses a threat of extinction to several settlements. For example, we can name the district of North Kazakhstan region – the district of M.Zhumabayev, where the city of Bulayevo is located. The constant outflow of the population

will lead to the fact that the city will have to change its status to a village. The reason is low salaries (on average 80 thousand. tenge) and lack of work. The population of Bulaevo, according to the statistics for 2020, is 7653 people. Of these, an average of 4,300 people are employed. The unemployment rate is 5.0%. Based on the fact that half of the active population is unemployed,

the above figure of 5.0% is questionable. At the same time, most of the population is engaged in agriculture, and its volume per capita exceeds the industry volume twice. We can say that there is virtually no industrial production except for the production and processing of agricultural products. The table clearly shows the factors and indicators of the development/extinction of Bulaevo for 2015-2020.

Table 1 - System of factors and indicators of development/extinction of Bulaevo for 2015-2020

Item	Indicator	unit of measurement	2015	2016	2017	2018	2019	2020
Socio-economic	Population size	person	7 666	7 704	7 722	7 738	7 722	7 653
	Average monthly nominal salary of one employee	tenge	71 515	75 203	88 266	91 444	94 073	135 090
	Number of employed population	person	4 271	4 327	4 338	4 584	4 264	4 542
	Unemployment rate	%	5,6	5,2	5,0	5,5	5,9	5,0
	Balance of population migration	person	-26	-26	-44	-94	-29	-50
	The volume of industrial output per capita	Thousand tenge	113,4	149,1	142,1	127,1	191,6	190,3
	The volume of agricultural products per capita	Thousand tenge	258,1	292,9	372,6	398,4	511,4	688,5

The volume of industrial output per capita is 152 thousand tenge on average over the years from 2015 to 2020, while the volume of agricultural products per capita is twice as high. Housing in the city is not actually being built, which is one of the factors of the outflow of the population for the most part to the border territories of Russia or within the region and the country. As in the whole region, the population has decreased by 2 thousand people over the past 20 years.

The rating assessment carried out as a result of the study on the system of factors and indicators of development / extinction of the districts of the North Kazakhstan region also revealed another city close to the border with Russia, Mamlyutka, which is the center of the Mamlyutsky district. This locality is classified as «depressive» by socio-economic indicators, although it is located only 40 km from the regional center of Petropavlovsk. It is the only administrative urban locality in the district, the other localities of the district are villages. The population is constantly decreasing. If in 2015. the population was 7,027 people, then by 2020, the population was 6,731 people (table).

For 6 years from 2015 to 2020, 300 people have left and the outflow continues. For the most part, as in the above-mentioned settlements,

the population is employed in the production of agricultural products. The volume of agricultural products per capita exceeds the volume of industry by 3 times. The investment opportunities of the city are extremely small, there are no permanent investments. There is a housing problem and related problems with water, heating and light. Practically, the commissioning of housing per capita is in the critical 0.4 sq.m. for a long period. According to a survey of residents, the status of the city does not solve the problems of the population. Financing per capita from the local budget according to statistics in 2015., in 2016. was not carried out. The budget is extremely insignificant in subsequent years. In 2017 - 4.7 thousand tenge, 2018 - 7 thousand tenge, 2019 - 24.5 thousand tenge, 2020 - 63.3 tenge.

These data allow us to conclude that the studied settlements have the same problems. Based on the analysis of the socio-economic situation, it was revealed that the most serious problem in the development of the region is the negative nature of demographic processes. In addition, there is a strong neglect of the urban life support infrastructure. The situation with the obsolescence of the heat and water supply network is aggravated, sewage systems in all cities have wear at the level of 70-90%.

Table 2 - System of factors and indicators of development/extinction of Mamlyutka for 2015-2020

Item	Indicator	unit of measurement	2015	2016	2017	2018	2019	2020
Socio-economic	Population size	person	7 027	7 058	6 955	6 870	6 833	6 731
	Average monthly nominal salary of one employee	tenge	72 736	85 133	84 856	89 828	113 041	132 383
	Number of employed population	person	4 052	3 909	3 706	3 836	3 840	3 637
	Unemployment rate	%	5,3	6,5	5,8	5,2	4,8	5,8
	Balance of population migration	person	-35	-44	-37	-32	-31	-36
	Volume of industrial output per capita	Thousand tenge	198,7	249,8	195,6	262,0	308,1	193,2
	Volume of agricultural products per capita	Thousand tenge	281,6	319,7	410,5	437,1	610,0	766,5

High risks of social and labor conflict associated with the limited social and labor mobility of the population. There is a problem of using abandoned housing due to the imperfection of legislation: abandoned apartments cannot be used to improve the living conditions of the remaining or newly arrived residents, since it has been impossible for years to get a waiver of the property of former tenants.

Due to the marginalization of the population, the outflow of skilled workers and specialists, as well as the influx of unskilled labor from villages, the professional and intellectual quality of labor resources has deteriorated. In turn, this trend leads to the reduction of settlements and the aging of the population, etc. In the future, in order to increase the socio-economic potential of the region, it is necessary to take active measures to improve the standard of living of the population by increasing incomes and creating a convenient infrastructure for the life of residents of the region. Apparently, it is necessary to take measures at the level of local state bodies, as mentioned above.

Industrial production, which had a specialization in mechanical engineering, is completely absent. For several years now, the “BioOperations” plant for the production of biofuels of the “KazFoodProducts” group of companies has been put into operation. Solving the problem requires not only private business investment, but also direct government support. In Mamlyutka, a flour mill - elevator for storing grain, silage and other agricultural crops requires modernization. If it is upgraded, it can take up to 300 thousand tons of grain for processing and further export, which will increase employment and social status of the population and the economy of the region.

In the future, to increase the region’s socio-economic potential, it is necessary to take active measures to improve the standard of living

of the population by increasing incomes and creating a convenient infrastructure for the residents of the region.

Conclusion

Thus, the study of settlements of the North Kazakhstan Region – small towns bordering Russia showed that they have the same problems. Bulayevo, Mamlyutka, are underfunded by the budget, so there is no social infrastructure, or socially significant cultural facilities.

If we talk about the root cause of the study of the border settlements of the North Kazakhstan Region, first of all, it is that it is a border region with Russia. Therefore, the modeling and construction of foreign economic relations between Kazakhstan and Russia should proceed from the tasks of economic efficiency, solving issues of social and political stability for these states, especially for Kazakhstan. This requires the choice of specific methods and tools for modeling these relationships. The algorithm of their modeling provides, first of all, analysis and assessment of the current socio-economic situation of the state as a whole. Further, based on the specifics of the economic and social relations of neighboring states, identifying priority areas for the development of border territories, favorable factors for full-fledged cross-border cooperation are determined.

Thus, Kazakhstan needs to adapt to the experience of the European Union, where the principle of subsidiarity (more decisions at a lower level) is one of fundamental ones. Thus, in Kazakhstan, local self-government bodies have limited powers, respectively, and more limited financial and managerial resources to solve problems of local importance. If the degree of centralization of power is high, such a model turns out to be ineffective. The authorities should ensure international activities and properly provide financial support for the

implementation of projects. Practice shows that the budget of our country's border regions does not have sufficient capacity to implement relevant projects. To implement such a model, it is necessary to harmonize interests regarding the strengthening of the central government and the expansion of powers to local self-government bodies.

To enhance the effectiveness of foreign economic relations of neighboring countries, new methods are required in the organization of cross-border cooperation. This is especially important for depressed territories. To do this, it is necessary to develop principles and cooperation areas based on various organizational mechanisms to deepen mutually beneficial ties and interests. The partner countries' norms, rules, and legislation should become the basis. Practice shows the need to form an institutional framework for cross-border cooperation (working groups, meetings, consultations, meetings). The development and strengthening of border institutions at the level of interaction of neighboring states should be based on four priorities: a) a new policy in the field of communications; b) preparation of the region for the implementation of a new policy in the field of environmental protection and land use, c) protection of natural and cultural heritage; d) synthesis of cultures, involving an updated policy in the field of culture, including training, mass media, and exchange between public organizations. By developing greater openness, border institutions should ensure the reduction of barriers within their region, rebuild the economic potential on each side of the border and enable the development of weak structures. In this way, they will help to develop a new policy in the field of investment and development, coordinated with state and international institutions.

In general, a comprehensive solution to the problems of the border regions of Kazakhstan is possible with the phased preparation and implementation of targeted state programs for the development of depressed regions. It is necessary to provide regulatory and legislative support for the development of the self-government system, the improvement of inter-budgetary relations, the formation of full-fledged development budgets in depressed regions, and the provision of various benefits.

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