


UDC 330.342.146:332.122(1-22)

JEL R10, M11, O18, I31

## Methodological approaches to research the efficiency of social infrastructure management in rural territories

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Паска І.М., Гринчук Ю.С., Батажок С.Г. Методичні підходи до оцінювання ефективності управління соціальною інфраструктурою сільських територій. Економіка та управління АПК. 2024. № 2. С. 119–128.

Paska I., Grynychuk Y., Batazhok S. Methodological approaches to research the efficiency of social infrastructure management in rural territories. AIC Economics and Management. 2024. № 2. PP. 119–128.

Рукопис отримано: 13.09.2024 р.

Прийнято: 20.09.2024 р.

Затверджено до друку: 28.11.2024 р.

doi: 10.33245/2310-9262-2024-193-2-119-128

The article is devoted to the generalization of methodological approaches to assessing the effectiveness of development management of social infrastructure in rural areas and the development of a indicators comprehensive system for such assessment. The generalization of existing approaches to determining the effectiveness of social infrastructure management allowed us to conclude that the management of a territorial community and a separate rural area is able to influence its development. The principles of forming criteria for effective management are substantiated and the following general criteria for the effectiveness of social infrastructure management in rural areas are highlighted: targeted justification of decisions; operational implementation of decisions; methods of implementing management functions; the amount of costs for implementing adopted management decisions.

It is substantiated that it is advisable to assess the effectiveness of the social infrastructure functioning of rural areas based on taking into account its capabilities for providing social services and their accessibility for rural residents. It is emphasized that indicators of the quality of rural population life should be used as the basis for assessing the effectiveness of the management of the rural areas social infrastructure, and the sources of information for conducting such an assessment are systematized.

It is proved that it is advisable to assess the effectiveness of the management of the rural areas social infrastructure based on a dynamic approach, which will allow taking into account the synergistic effect of the influence of social facilities on the development of rural areas. A comprehensive system of indicators for assessing the effectiveness of the management of the development of social infrastructure is proposed, which includes indicators of the quality of rural population life, as well as indicators of the provision, development and efficiency of the its facilities use.

**Key words:** social infrastructure, rural areas, management, quality of life, efficiency, accessibility of services.

**Problem statement and analysis of recent research.** In the pre-war period, our country developed a social policy aimed at activating rural development through the decentralization of local development, however, the full-scale invasion of the Russian Federation troops completely, and in some regions partially, practically limited the processes of improving the quality of life of rural residents. Among the main trends in the development of the social sphere of rural areas, the following should be highlighted: optimization of the network of educational, health, cultural and sports institutions; insufficient accessibility and quality of basic social services; reduction of the reproductive, educational, professional and cultural potential of the rural population. Modern living conditions and life activities of rural residents have exacerbated the existing contradictions in the development of rural areas between existing needs and financial resources, between the need for comprehensive service to the population and the territorial accessibility of social infrastructure organizations in rural areas. Under such conditions, rural development requires modernization of social infrastructure, which will allow satisfying a wide range of needs of the population through the effective functioning of all social infrastructure institutions and will contribute to the sustainable development of rural areas. In this regard, the relevance of studying issues related to assessing the effectiveness of management of social infrastructure development by local self-government bodies of rural areas arises.

The study of scientific literature on the problems of social infrastructure development of rural areas has made it possible to establish that domestic researchers consider the effectiveness of management in terms of improving the quality of rural population life, increasing labor productivity in agricultural production, ensuring the availability of social services, etc.

Thus, the essence of the economic concept of "efficiency" is considered on the basis of the correlation of the obtained net result of activity with the costs incurred [1]. Accordingly, a dual task arises to obtain the maximum result based on the use of available resources or to achieve a certain result with minimal costs. Considering the issue of assessing the effectiveness of social infrastructure development management, it was found that the issue of methodology, approaches, techniques, and criteria for analyzing

social infrastructure is extremely complex. We share the opinion of scientists who emphasize the complicated process of studying social infrastructure due to the need to take into account not only the various substructures and institutions that make up the structure, but also the indirect, synergistic effect that it has on the rural area, region, and society. [2]. It should be noted that universal methods for analyzing social infrastructure have not been developed; today, various approaches and methods are used to study social infrastructure objects and the results of their operation, which can be divided into quantitative and qualitative.

The main methodological principle of assessing efficiency is the principle of systematicity [3]. It should be noted that the concept of "economic efficiency" characterizes the activities of economic systems, the main feature of which is the cost nature of the means of achieving goals (results). At the same time, the essence of the concept of "efficiency" is characterized by specific features in different areas of activity. We believe that the issue of the effectiveness of social infrastructure management should be considered in the form of a following concepts ratio: "goal - time - methods (methods) - level of complexity - costs". In scientific research, an approach to assessing management efficiency based on taking into account the effectiveness of the activities of management personnel is widespread, provided that the following requirements are met: accessibility; objectivity - requires substantiation of the criterion for a specific position; transparency - provides for a clear definition of the results expected from the manager; correspondence of the position to the functions performed; employee motivation - requires focus on achieving results; comprehensibility and connection with the final results of work; dynamism – means the ability of personnel to develop in accordance with changes in the internal and external environment [4].

It was found that the assessment of managerial personnel is proposed to be carried out according to two groups of criteria: competencies and work performance [5]. We agree with this point of view, since the effectiveness of managers depends on the level of knowledge and skills, the ability to use them in practical work, as well as the personal qualities of a person. We believe that it is also advisable to conduct an assessment of the management of territorial communities based on a competency approach.

Based on the opinion of scientists who emphasize the dependence of social infrastructure development on internal factors [6], we can assume that a high potential for positive changes is formed at the level of the territorial community, in particular, local government bodies. The authors concluded that the essence of the process of managing social infrastructure involves motivating the object of management to purposefully demonstrate its own activity. Therefore, the management of a territorial community and a separate rural area is able to achieve the established strategic goals provided that the criteria for assessing the effectiveness of its social infrastructure development management are clearly identified.

It is worth noting that the management of the social sphere of territorial communities is a dynamic process that depends on the ability of the community to effectively organize the provision of social services, involve local residents in management, flexibly adapt to changing conditions and ensure the sustainability of the development of the local area [6]. As a result, the researchers concluded that the effectiveness of social service management depends on the amount of financing for infrastructure facilities, as well as on the qualifications of management personnel. Therefore, the effectiveness of the functioning of social infrastructure facilities in rural areas is determined by the level of satisfaction of the needs of local residents in certain types of social services and their accessibility.

In addition, as a criterion for the effectiveness of management of the social infrastructure development in rural areas, it is proposed to use indicators of improving the quality of the rural population life and achieving sustainable development of rural areas [7; 8]. It is obvious that effective management of social infrastructure in rural areas will contribute not only to meeting the needs of rural residents in social services, but also to increasing trust in the governing bodies of the territorial community. The results of the studies discussed above form a scientific basis for finding ways to manage the development of social infrastructure in rural areas. However, the issue of methodological support for assessing the effectiveness of social infrastructure facilities management in villages is not sufficiently addressed and a comprehensive system of indicators needs to be substantiated.

**The aim of the research** is to generalize methodological approaches to assessing the effectiveness of management of the

development of social infrastructure in rural areas and to develop a comprehensive system of indicators that includes parameters of the rural residents life quality and the efficiency of the social facilities use.

**Material and methods of research.** The theoretical and methodological basis of the study is a systematic approach to studying the effectiveness of social infrastructure development management and generalizing the factors that influence this process. The theoretical and methodological basis of the study was the works of domestic scientists in the field of rural areas social infrastructure, as well as methodological approaches to assessing the effectiveness of social infrastructure development management.

The following methods were used in the study: dialectical and monographic - when generalizing the place and role of social infrastructure in the reproductive process, sectoral and territorial development; abstract-logical method in the process of generalizing the conditions and factors that affect the quality of the rural population life and the effective use of social infrastructure, formulating conclusions; the method of system analysis, deduction and induction, formalization provided the generalization of a indicators complex system that allow a comprehensive assessment of the effectiveness of social infrastructure management, describe the relationships and interdependencies between them.

**Research results and discussion.** It is obvious that the effectiveness of the system of social infrastructure facilities management in rural areas depends not only on the organizational structure of community local self-government, resource provision, especially financial, and numerous external and internal factors, but also on the professionalism of management in taking into account external environmental factors. The system of criteria for management effectiveness should comply with the following general principles: the strategic nature of management decisions, taking into account current problems and prospects for the development of the human potential of rural areas; the rationality of management decisions; taking into account differences in the development of social infrastructure facilities.

Among the general criteria for the effectiveness of social infrastructure management at the level of the territorial community, the following can be distinguished: targeted justification

of decisions; operational implementation of decisions; methods of implementing management functions; the amount of costs for implementing adopted management decisions. Thus, the relationship that underlies the assessment, «goal - time - methods (methods) - level of complexity – costs», will help to reveal the essence of the criteria for the effectiveness of the process of managing the social development of rural areas. It should be noted that in domestic practice there is no generalized methodological approach by which the effectiveness of local self-government of a community is assessed, although foreign practice proves the opposite. Thus, in the province of Ontario (Canada), such an assessment has been introduced since 2001, based on the formation of information on the results of the municipal government activities according to 35 criteria covering nine areas of activity. The methodological approach used for such an analysis is characterized by low labor intensity, since it takes into account parameters that can be presented in absolute terms, analyzed and verified. It is obvious that such an approach contributes to ensuring the effective activities of municipal authorities, transparency in making management decisions and social responsibility. We believe that in order to diversify the management functions at the level of the territorial community, which include solving social, economic and environmental problems within the framework of ensuring sustainable development and stability under conditions of martial law, there is a need to improve the methodological approach to assessing the effectiveness of local self-government.

As noted by Ukrainian scientists, the current methodology for assessing the effectiveness of local self-government bodies requires improvement, as it is characterized by the following shortcomings: in most cases, local self-government bodies formally determine the achieved indicators; the current official methodology does not take into account the specifics of each territorial community; negative cause-and-effect relationships are observed between the indicators of assessing the effectiveness [9]. In this regard, some researchers suggest that the assessment of the management effectiveness at the level of the territorial community be carried out on the basis of a complex indicator, which includes a composite index of the indicator for assessing the effectiveness of the municipal services organization and a complex

indicator for assessing the effectiveness of the local self-government bodies activities of settlements [10]. We believe that each of the above indicators includes a rather cumbersome list of indicators in the calculation, which complicates the process of forming information, its presentation in absolute terms and the possibility of comparison.

In addition, most studies on the effectiveness of social infrastructure management do not generalize the system of indicators or present it in a limited way. One of the tasks of this study is to substantiate the indicators that characterize the effectiveness of social infrastructure facilities management at the level of the rural territory, the achievements of which should be oriented by each territorial community.

The social sphere of the rural territory is a special direction of both scientific and practical activity, the purpose of which is to create appropriate conditions for the life of the rural population and the life quality. At the same time, this is a specific area in terms of reproduction, development and preservation of social potential in order to achieve sustainable rural areas development. We believe that it is advisable to consider the effective indicators of the social infrastructure functioning at the level of the rural territory in terms of its social-service and spatial nature [11]. Thus, the service-social component is determined by the possibilities of providing services for rural residents, taking into account the localization of social infrastructure facilities, and the spatial component is characterized by their accessibility in space.

The generalization of scientific literature has allowed us to establish that the study of the results of the functioning of the social infrastructure of rural areas is based on different methodological approaches, however, most researchers emphasize the need to take into account the standard of living of rural residents. Thus, some authors suggest that such an assessment be carried out on the basis of a set of indicators that characterize the standard of living of the population: average wages, rates of increase in the subsistence minimum, unemployment rate, differentiation of the population by income level, the amount of support for the self-employed, the development of small and medium-sized businesses [12]. Other authors emphasize the need to increase the indicators of the living standard of the rural population, since their income differs significantly from urban residents, and the involvement intensity in



production processes in some cases is higher, since rural residents work intensively in their personal farms. That is why it is proposed to assess the development of rural areas based on indicators of the provision of social infrastructure facilities that affect the reproduction of the workforce, the level of needs satisfaction in social and cultural and household services, and the improvement of demographic indicators [13; 14].

Another indicator that should be included in the analysis is the number of rural areas residents, since a sufficient level of social infrastructure development in rural areas ensures a high concentration of the population, and vice versa. This allows us to explain the migration of the rural population to cities and foreign countries in order to find work in the pre-war period, which intensified at the beginning of the full-scale invasion of the Russian horde, as rural residents of occupied and front-line regions were forced to move to safer regions and abroad [15]. In this regard, when assessing the effectiveness of managing the social development of rural areas, it is also important to analyze the dynamics of the residents number of a particular territory, natural growth, migration, etc.

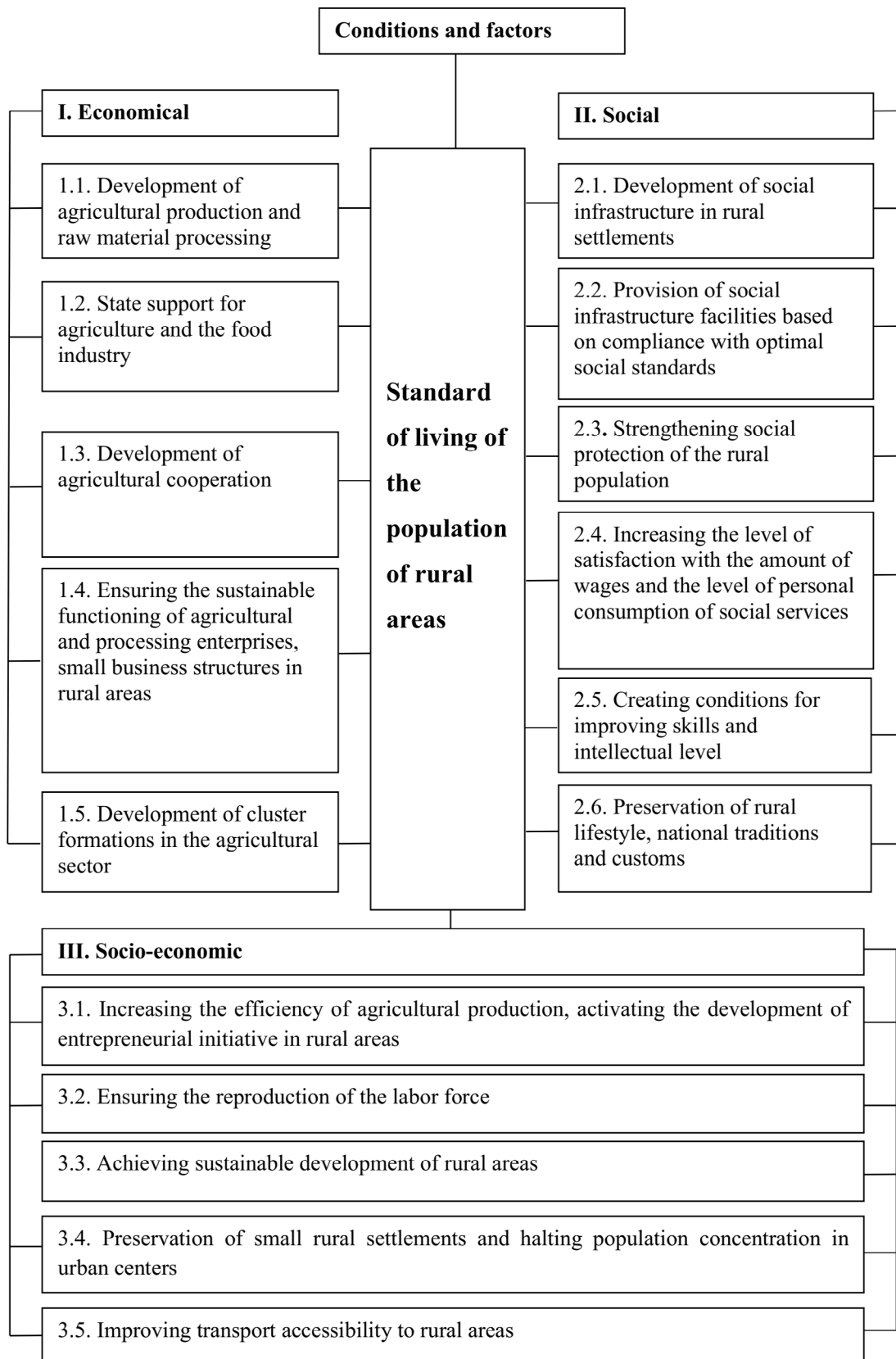
We believe that the standard of rural population living should be considered on the basis of a indicators set that characterize the level of population satisfaction with material and spiritual benefits, on the one hand, and the conditions that ensure the sustainability of the living achieved standard, on the other. At the same time, the main condition for improving the quality of life is to improve social infrastructure, provide support to the self-employed, and promote the development of entrepreneurial initiative. Undoubtedly, the level of personal consumption and the size of the average per capita income of the rural areas population are determined by the development of agricultural production, entrepreneurial activity, as well as the production potential of individual peasant farms. Without exaggeration, ensuring effective management of agricultural production, activating the development of entrepreneurial initiative within a specific rural area is directly dependent on the level of social infrastructure development, which generally determines the socio-economic level of a rural settlement development and the region as a whole. In addition, the issue of human capital of a rural area, the level of development of which is influenced by social infrastructure facilities [16],

cannot be ignored. In the aspect of this study, it is important to use methodological approaches to determine quantitative indicators of human capital assessment. It is known that human capital is determined on the basis of three approaches: income, cost, comparative. We believe that the impact of social infrastructure on the value of rural area human capital should be determined on the basis of the cost method by taking into account the accumulated costs of obtaining general, vocational, higher education, special training, health care, labor movement, etc.

We have substantiated the conditions and factors that influence the improvement of the life quality of the rural areas population, taking into account the preservation and development of social infrastructure facilities, which are presented in Fig. 1. As we can see, the issue of the living standard of the rural population is considered at the economic, social, socio-economic (aggregated) levels, however, a social factor is present in each block.

Taking into account the impact of management decisions on the development of social infrastructure on the quality of population life is a rather complex process that requires a clear delineation of indicators and sources of information. Thus, today, for a qualitative assessment of the effectiveness of the local government bodies activities, a method of surveying rural residents based on digital tools can be used. For this purpose, it is advisable to place a special questionnaire on the official website of the local government, the answers to which will allow an assessment of the local government body effectiveness.

In our opinion, a survey via the Internet will allow assessing the degree of rural residents satisfaction with the management of the rural territory social sphere only partially, exclusively among residents who actively use digital technologies. As a result, the assessment obtained using this approach may be biased and unreliable, which proves the need to conduct sociological surveys that will ensure a wide coverage of the target audience and the involvement of respondents from different social groups. At the same time, it should be taken into account that the majority of rural residents are not sufficiently informed about the powers of the management of the territorial community, so their assessment will be generalized and can only be used to assess the situation of management effectiveness as a whole.



**Fig. 1. Conditions and factors that contribute to improving the living standards of the rural areas population, taking into account the development of social infrastructure facilities.**

Source: developed by the authors.

It should be noted that the shortcomings of existing methodological approaches to assessing the effectiveness of management of local self-government activities in rural areas include a statistical approach, which involves taking into account only the quantitative dynamics of certain indicators. We believe that a more promising approach for conducting research in this area is a dynamic approach, which allows taking into account the synergistic effect of the influence of social infrastructure on the development of human capital, life quality, increasing the level of social needs satisfaction and accessibility of social services for the rural population, increasing the efficiency of the agricultural development and processing enterprises, and activating entrepreneurial initiative, which will ensure a comprehensive assessment of the management quality of the territorial community in terms of the social infrastructure development of the rural area.

Rational placement of social infrastructure creates conditions for effective use of resources as the basis for social development of the territorial community and the region. Taking into account the needs of the rural population allows to improve the provision of cultural and household services, accessibility and the possibility of obtaining them, which will contribute to the rational use of free time of rural residents. The level of satisfaction of the needs of the population of rural areas in social infrastructure services and the creation of certain conditions and amenities requires different costs, which requires calculating the efficiency of their use. Thus, the main indicators of the use efficiency of social infrastructure are the level of capacity utilization (the ratio of the actual number of users of services of a certain social facility to the design (planned) number; the actual number ratio of places for consumers of social services to the minimum permissible value; the level of wear and social facilities tear; the number of social facilities buildings that are in a state of emergency, etc.).

The social sphere of rural areas is represented by organizations that provide services to rural residents, in some cases free or preferential benefits, so it is not attractive to private entrepreneurs. This is what proves the possibility of assessing the effectiveness of social infrastructure development as a social investment project. With this approach, the overall effectiveness of the social project is distinguished, which includes both the effectiveness of the investment project and its significance, that is, the economic effect, as well as budgetary and social effects [17].

In addition, the effectiveness of social infrastructure use and development can be carried out

on the basis of assessing the change in the load indicators of objects providing social services, as well as the level of satisfaction of the population with their quality in dynamics. At the same time, the level of social infrastructure development will affect the change in the life quality of the rural population, which is manifested in its deterioration, improvement and preservation of the achieved level, which is reflected in the increase or decrease in the volume of construction and major repairs of social infrastructure, the degree of social infrastructure objects wear and tear and the dynamics of socially significant objects introduction; the share of social objects equipped with all types of equipment; the quality of services provided. As noted above, the traditional approach to assessing the effectiveness of the social infrastructure use objects is determined by the costs of their maintenance and the effect, which is determined by payments from the budget of the territorial community and income from the population's payment for social services provided. It is obvious that each social infrastructure facility has its own characteristics in terms of load level, accessibility, return on investment, level of consumer demand, and maintenance costs. We believe that in order to assess the effectiveness of social infrastructure management, it is advisable to use indicators in the following areas: educational institutions, healthcare, sports and cultural facilities, transport and communications, heat, water, gas supply, and housing. Most of these indicators are included in the Passport of the territorial community. In addition, it is advisable to use absolute and relative indicators - per 100 residents, per 100 children, per 1 m<sup>2</sup>, per 1 service. The algorithm for determining the indicators of the use effectiveness of social infrastructure facilities, which should be used as the basis for assessing the effectiveness of local self-government bodies of a rural community, is presented in Fig. 2.

The data presented in Fig. 2 shows that we have divided all indicators into three groups, which characterize the following aspects: provision of the rural population with social infrastructure facilities, development of social infrastructure facilities, efficiency of use of infrastructure facilities.

It should be noted that the use of social infrastructure facilities is influenced by the number of rural residents, service radius, etc. That is why the local government body needs to ensure the development of social infrastructure facilities, since this will lead to both an increase in the quality of life of the population, replenishment of the budget of the territorial community and achievement of balanced development of the rural area.

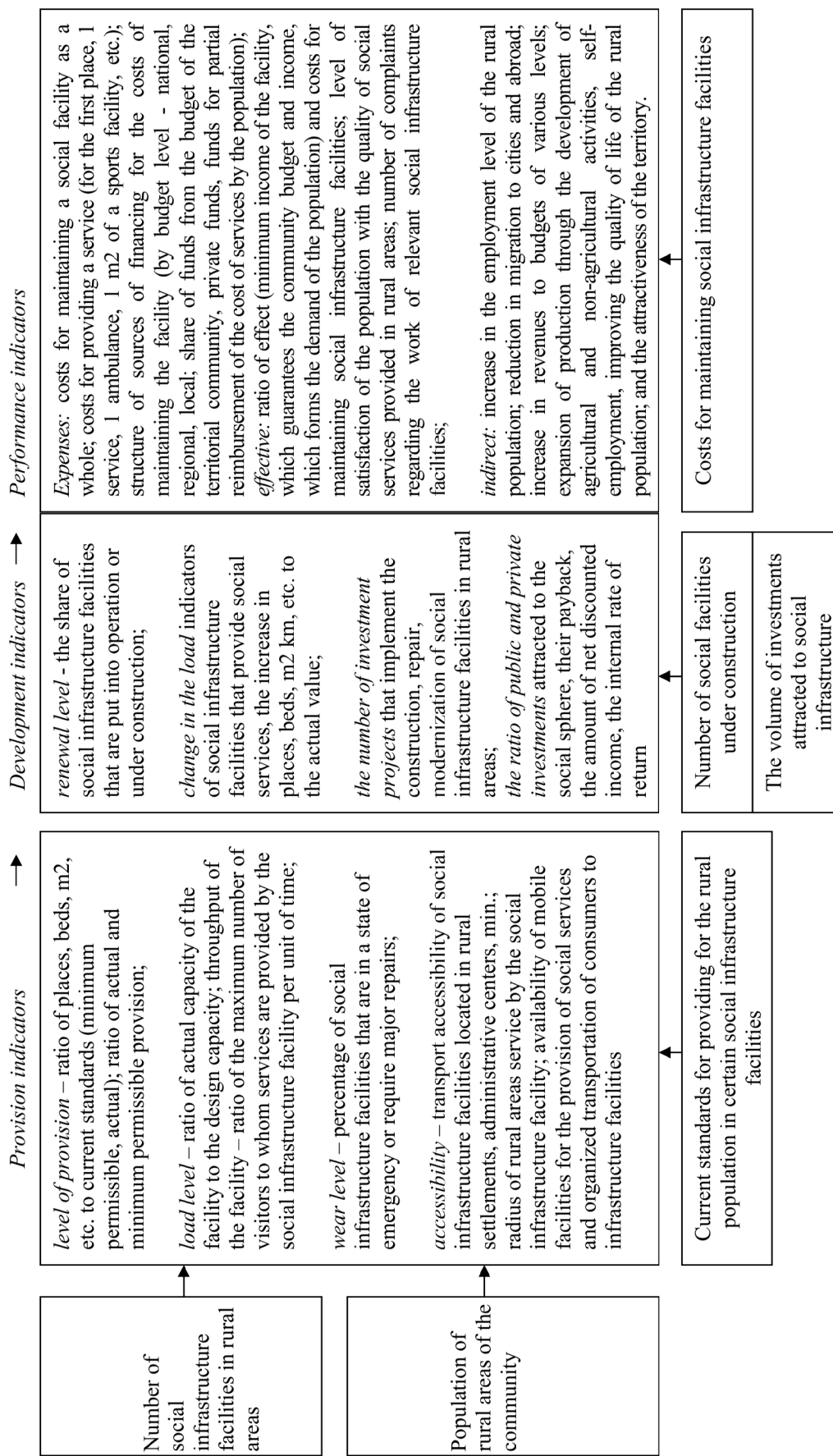


Fig. 2. Algorithm for forming indicators of the efficiency of using social infrastructure facilities

Source: summarized by the authors.



**Conclusions.** The results of the study showed that rural social infrastructure significantly affects the quality of rural population life and is an important factor in its improvement. It is proven that the social infrastructure operating in rural areas characterizes the standard of population living on the basis of creating conditions for the life and activities of residents, affects its objective results, and also by satisfying individual needs in the field of services affects the subjective assessment of rural residents. In addition, social infrastructure creates the basis for socio-economic processes in rural areas, in the region and the country as a whole, namely the quantitative and qualitative reproduction of the population, trends in social welfare, employment of the rural population and productivity of its labor, income, efficiency of agricultural enterprises and of the processing sector organizations. It was concluded that the effectiveness of social infrastructure management development should be considered on the basis of a indicators comprehensive system that characterize the standard of the rural population living, the availability of social services, as well as indicators of the provision, development and efficiency of social infrastructure use a specific rural area. For this purpose, we have systematized the indicators of social infrastructure assessment into three groups - indicators of provision, development and efficiency of its facilities use.

It is substantiated that the standard of rural population living will be determined by the state of agribusiness development with the activation of its reproductive and motivational functions. On the other hand, the sustainability of this activity will depend on numerous factors that form favorable conditions for agricultural production, the development of the processing sector of agricultural raw materials and entrepreneurial initiative. The conditions that ensure an increase in the standard of the rural population living are highlighted: social, economic and socio-economic, which makes it possible to carry out a comprehensive assessment of the state and identify options for its further improvement. One of the factors for increasing the quality of rural residents life is the reduction of population migration based on the creation of jobs and increasing wages for those employed in the countryside. Ensuring the completeness and reliability of assessing the management effectiveness of the social infrastructure development in rural areas requires the creation of an information base that would include indicators of socio-economic and environmental development of the territorial community and its individual rural settlements, as well as data from a periodic survey of residents on the assessment of the social sphere.

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### Методичні підходи до оцінювання ефективності управління соціальною інфраструктурою сільських територій

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Стаття присвячена узагальненню методичних підходів до оцінювання ефективності управління розвитком соціальної інфраструктури сільських територій та розробленню комплексної системи показників такого оцінювання. Узагальнення існуючих підходів до визначення ефективності управління соціальною інфраструктурою дозволило дійти висновку, що менеджмент територіальної громади та окремої сільської території спроможний впливати її розвиток. Обґрунтовано принципи формування та критерії ефективного управління, та виокремлено такі з них: цільове обґрунтування рішень; оперативна реалізація рішень; методи реалізації управлінських функцій; величина затрат на виконання ухвалених управлінських рішень.

Обґрунтовано, що оцінювання результативності функціонування соціальної інфраструктури сільських територій доцільне на основі врахування її можливостей щодо надання соціально-сервісних послуг та їх доступності для сільських мешканців. Наголошено, що показники рівня якості життя сільського населення необхідно покласти в основу оцінювання ефективності управління соціальною інфраструктурою сільських територій та систематизувати джерела інформації для проведення такого оцінювання.

Доведено, що оцінювання ефективності управління соціальною інфраструктурою сільських територій доцільно проводити на основі динамічного підходу, що дозволить враховувати синергетичний ефект впливу соціальних об'єктів на розвиток сільських територій. Запропоновано комплексну систему показників оцінювання ефективності управління розвитком соціальної інфраструктури, яка охоплює показники якості життя сільського населення, а також показники забезпечення, розвитку та ефективності використання її об'єктів.

**Ключові слова:** соціальна інфраструктура, сільські території, управління, якість життя, ефективність, доступність послуг.



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