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STRATEGIC MANAGEMENT OF REGIONS' SOCIAL INFRASTRUCTURE

Abstract.

Today, the development of social infrastructure has a significant impact on all processes taking place in society. Therefore, one of the priority areas of socio-economic development of Ukraine and its regions is the issue of expansion and reconstruction of social infrastructure.

The study identified the main problems of social infrastructure in the regions of Ukraine, including: imbalance of its development, the mismatch of incomes of a significant part of the population of social services, differentiation of local budget expenditures on social activities, the problem of high quality social services.

The main tasks of effective management of social infrastructure are established, among which the important role belongs to staffing, interterritorial cooperation, study of the advanced world experience, including about the ways to finance the development of the social sphere. It is substantiated that an effective tool for financial support of social infrastructure development is the usage of the mechanism of public-private partnership, which will provide: reduction of the burden on regional and local budgets; strengthening the material and technical base of the social sphere; comprehensive safety and energy efficiency of social infrastructure institutions; innovative nature of the development of education, health care and other activities of the social sphere through the modernization

of organizational and technological conditions. The main types of strategy for the development of social infrastructure of the regions of Ukraine are outlined, taking into account the world experience.

Keywords: *concession, management, program-target planning, development, social infrastructure, strategy, management.*

Introduction. One of the urgent problems of modern Ukraine is the issue of raising the living standards of citizens and creating such living conditions that would meet global standards, which in turn largely depend on the effective functioning and development of social infrastructure. However, different levels of economic development of regions and financing of social infrastructure, and consequently different opportunities for their development, are the main reasons for regional differentiation of public consumption of services provided by these industries [1].

During the years of independence in Ukraine there has been an increase in differentiation in the distribution of economic results. This is mainly due to declining real incomes and, as a consequence, increasing differentiation in the availability and consumption of social infrastructure services.

Social infrastructure is a multifaceted and complex phenomenon in the development of any territorial community, as it has a very important impact on the development of the population of the region and the country as a whole. This is manifested in general in well-being and material and spiritual development through the objects of social infrastructure - schools, theaters, libraries, hospitals and so on.

At the present stage of Ukraine's development, when the issue of reforming of the structure of municipal governance has become extremely acute, it is impossible to do without the renovation of social infrastructure facilities. It is known that after Ukraine's independence, local authorities did not make sufficient efforts to radically develop infrastructure, but only maintained them in satisfactory condition. This, of course, was the cause of the tragic situation of these objects at the present time. Therefore, there is no doubt that the problems of renewal and radical improvement of social infrastructure as an object of local development management are very relevant and need to be addressed.

Literature review. Many scientists have devoted their works to the study the state of development of social infrastructure, among them Borodina O., Hnybidenko I., Kolomytseva O., Kondratev V., Libanova E., Siduniak O. etc.

Research in the field of social development is mainly aimed at solving problems of overcoming social and regional differences in providing the population with services of social infrastructure, guaranteed achievement of service standards, i.e. at the problems of quantitative provision of educational, health and cultural institutions. However, there is a lack of research

that examines the issue of strategic management of social infrastructure development, without which its functioning can not meet today's requirements.

Aim of the research. The purpose of the study is to develop recommendations for improving the strategic management of social infrastructure of the administrative region of Ukraine.

Materials and methods of the research. The methodological and theoretical basis of the study are the works of domestic and foreign economists, the recommendations of research institutions. During the research the inductive method was used, which provides collection, systematization and generalization of facts related to the problem of formation and effective functioning of social infrastructure; deductive method, method of abstract comprehension of the collected information; monographic, analytical, graphic and other methods.

Results of the research and discussion. The priority role of social infrastructure in the development of society is determined by the fact that it contributes to the man reproduction, his spiritual and physical development, the creation of comfortable living conditions. Now in the world there is an intellectualization of all spheres of activity and growth of knowledge intensity of manufactures and a life is noted. The development of social infrastructure is a necessary condition for improving the quality of life, improving the environment, as well as improving the level of education, skills, culture, physical health and mental resilience of the individual.

Social infrastructure should not be considered separately from the needs and interests, values of the population. The needs and interests of the population of the region formed the basis of a set of social standards and became the most important basis for the management of social infrastructure in the settlement, the region. However, as rightly noted by many researchers and experts [11; 18], it is impossible to be limited to the normative approach at planning and solving of daily tasks of development of city infrastructure. The normative approach must be implemented taking into account the needs and values of people, the views of the expert community, which is a prerequisite for improving of the social infrastructure in each municipality, in each city. Of course, the decisions and actions taken depend, first of all, on the level of economic development of the region, as well as the welfare of people, effective demand for social services. Fig. 1 presents the place of social infrastructure in the regional socio-economic system [4].

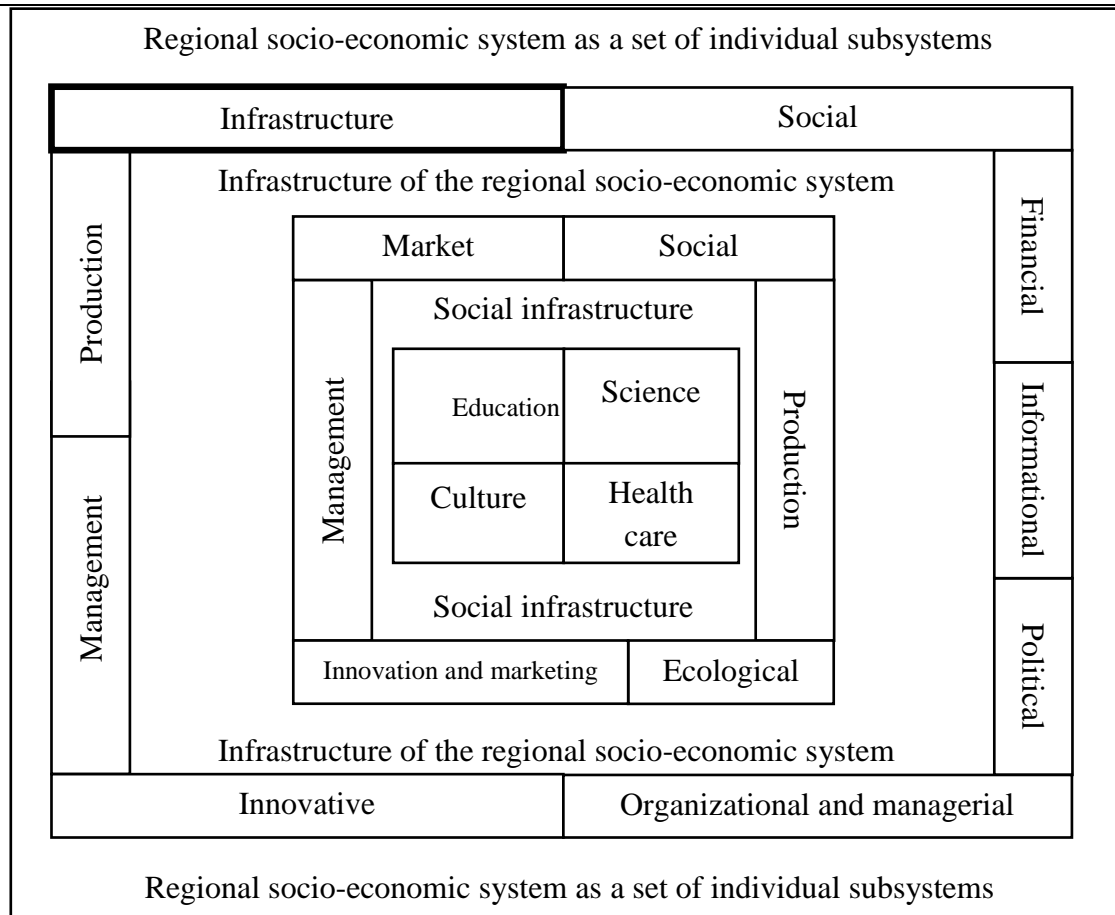


Fig. 1. The place of social infrastructure in the regional socio-economic system

Social infrastructure has an extensive system of enterprises and organizations of both production and social nature. This infrastructure has a fairly large number of employees and requires significant amounts of funding from the state budget. In our opinion, without a proper level of development of local executive bodies, i.e. local communities, it is impossible to improve social infrastructure as a driving force for the development of local self-organization. Therefore, the question arises of ensuring effective management of social infrastructure by specialists in the field.

Management of social infrastructure of society is designed to provide favorable living conditions for the population, the development of economic, social and spiritual spheres. Its purpose is to fully meet the needs of the population in social, housing, communal, cultural, health and sports and other services.

Among the most important problems of social infrastructure management in the region and cities is the imbalance of infrastructure, which is manifested in the fact that the social sphere and its corresponding social infrastructure are developing unevenly in terms of spatial location and range of services provided to the population. The presence of social infrastructure in the region does not always guarantees a high level and quality of life. Residents of small towns and villages feel this especially acutely.

Along with the imbalance in the development of social infrastructure, a rather acute management problem is the irrational placement of social facilities, which complicates the usage of available resources by the

population. For example, this is often complicated by poor organizational performance of public transport. Therefore, the principle of "step-by-step accessibility" of the organization of institutions for the provision of social services is violated.

Another important problem that hinders the development of social infrastructure and reduces public satisfaction with the level of social services is the mismatch of incomes of a significant part of the population in most regions of Ukraine. As well as mismatch of prices set for social services, which makes services to be not in demand due to low solvency of the population [14]. This is manifested primarily in key areas of life: unaffordable housing, high cost of educational services, high prices for quality health care.

Today, the problem of high quality social services providing in the context of high depreciation of fixed assets in general is very acute. It should be noted that expenditures on social infrastructure are decreasing in dynamics, except for expenditures on public order and security (Table 1) [2]. However, without innovative replacement of obsolete technologies, it is difficult to pursue an effective policy of reproduction of social infrastructure.

Today, Ukraine demonstrates its uniqueness in terms of the level of differentiation of the demographic, social and economic nature of the regions. Interregional asymmetry largely depends on the territorial distance of the regions from each other. Unfortunately, the problem of leveling interregional differentiation is a priority in the development of the regions of Ukraine, as the gap

in their development complicates the implementation of a unified policy of socio-economic transformation, development of social infrastructure.

Table 1

**Expenditures of the consolidated budget of Ukraine by functional classification,
% to GDP [2]**

Indicator	2012	2013	2014	2015	2016	2017	2018	2019	2020*
Expenses	34,9	34,8	33,0	34,2	35,1	35,4	35,1	35,9	32,9
National functions (without debt service)	2,1	2,0	1,7	1,6	1,6	1,9	2,1	2,2	2,1
Public debt service	1,8	2,3	3,1	4,3	4,0	3,7	3,3	3,6	3,2
Defense	1,0	1,0	1,7	2,6	2,5	2,5	2,7	2,6	2,7
Public order, security and the judiciary	2,6	2,7	2,8	2,8	3,0	3,0	3,3	3,5	3,6
Economic activity:	4,4	3,5	2,7	2,8	2,8	3,4	4,0	4,3	4,4
- agriculture, forestry and fisheries	0,5	0,5	0,4	0,3	0,2	0,4	0,4	0,4	0,4
- coal industry	0,9	1,0	0,6	0,1	0,1	0,1	0,1	0,1	0,1
- road management	1,1	1,1	1,1	1,4	1,1	1,4	1,7	1,7	2,0
Environmental protection	0,4	0,4	0,2	0,3	0,3	0,2	0,2	0,3	0,3
Utilities	1,4	0,5	1,1	0,8	0,7	0,9	0,9	0,8	0,7
Health care	4,1	4,2	3,6	3,6	3,2	3,4	3,3	3,2	2,9
Mental and physical development	1,0	0,9	0,9	0,8	0,7	0,8	0,8	0,8	0,8
Education	7,2	7,3	6,3	5,7	5,4	6,0	5,9	6,2	5,6
Social protection and social security	8,9	10,0	8,7	8,9	10,8	9,6	8,7	8,3	7,0
- transfers to the Pension Fund	-	5,7	4,4	4,8	6,0	4,5	4,2	4,5	3,8
- housing subsidies	-	0,1	0,1	0,7	1,6	2,2	2,0	1,4	1,0
Net loans provided by the state	0,3	0,0	0,3	0,2	0,1	0,1	0,1	0,1	0,1
Budget balance	-3,6	-4,4	-4,5	-1,6	-2,3	-1,4	-1,9	-3,2	-2,1

* prognosis

Social services and programs of the state development of branches of social infrastructure should carry out function of smoothing of the strongest inequality. The degree of this inequality can be estimated using two complementary approaches. The first estimates the distribution of financial resources - how much is spent on the development of social infrastructure budgets of the regions and what is the condition of the objects of social infrastructure. The second assesses the amount of resources received by households and the extent to which it helps to equalize the ability of the population to consume services provided by social infrastructure sectors, and, accordingly, the need to develop social infrastructure sectors.

However, it is impossible to combine the results of the two approaches due to the difficulty of comparing two different sources of information. In addition, it is impossible to compare how much money has been allocated from the budget for social infrastructure development services and services provided by its industries, and how many services have been provided to households in the region on average - in the current information base.

The analysis of each of these tasks is a scientific

and practical value and allows to draw meaningful conclusions. First, regional differences in the provision of social infrastructure and the ability to provide services, and then the level and profile of poverty in the regions are considered [12]. This sequence of analysis allows to determine the policy of the authorities in the regions on the development of social infrastructure, the ability to provide services and its results in the form of regional inequality and the ability of households to receive these services. Thus, at a qualitative level it is possible to assess the effectiveness of budget policy and implemented programs for the development of social infrastructure. In addition, comparing the economic indicators of the regions of one "weight category", it is possible to determine which tools should be used to improve their development. It should be noted that in Ukraine there are significant interregional disparities in the provision and condition of social infrastructure (financing of housing, health care, education, etc.).

To establish the nature of the level of consumption of social infrastructure services by the population of the Ukrainian regions during 2009-2020, we conducted an integrated grouping of them by the level of local budget expenditures on social development and household expenditures on social infrastructure services (Table 2).

The level of consumption of social infrastructure services by the population of the regions of Ukraine

The level of consumption	2009	2013	2017	2020
Low	Vinnitsia region Volyn region Zhytomyr region Zakarpattia region Kirovograd region Odessa region Poltava region Rivne region Sumy region Kherson region Chernihiv region	Vinnitsia region Volyn region Zhytomyr region Odessa region Rivne region Sumy region Kherson region Khmelnyskyi region Chernihiv region	Zhytomyr region Kirovograd region Odessa region Rivne region Kherson region Khmelnyskyi region Cherkassy region Chernihiv region	Volyn region Zhytomyr region Kirovograd region Odessa region Rivne region Sumy region Khmelnyskyi region Chernihiv region
Medium	Dnipropetrovsk region Zaporizhzhia region Lviv region Mykolaiv region Ternopil region Kharkiv region Khmelnyskyi region	Dnipropetrovsk region Zaporizhzhia region Ivano-Frankivsk region Kyiv region Lviv region Poltava region Ternopil region Kharkiv region Cherkassy region Chernivtsi region	Vinnitsia region Volyn region Dnipropetrovsk region Zaporizhzhia region Kyiv region Lviv region Mykolaiv region Poltava region Sumy region Ternopil region Kharkiv region Chernivtsi region	Vinnitsia region Dnipropetrovsk region Zaporizhzhia region Ivano-Frankivsk region Lviv region Mykolaiv region Poltava region Ternopil region Kharkiv region Kherson region Chernivtsi region Cherkassy region
High	Ivano-Frankivsk region Kyiv region Cherkassy region Chernivtsi region Kyiv city	Zakarpattia region Mykolaiv region Kyiv city	Zakarpattia region Ivano-Frankivsk region Kyiv city	Kyiv region Zakarpattia region Kyiv city

A comparison of the results of the grouping shows that during 2009-2020 there were significant changes in the distribution of regions by the level of consumption of social infrastructure services by the population of the regions of Ukraine. So, if in 2009 the group with a high level included five regions, then since 2013 only three regions. In addition, there was an increase in the number of regions with an average level of consumption due to the relocation of regions from other groups. Disparities between regions cannot disappear over time and will always remain relevant in terms of economic development, provision of social infrastructure, regions, and the gap between leading and outsider regions will constantly increase as capital flows from the largest economic centers in peripheral areas, the backwardness of which is explained by the constant delay in the adoption of innovations of various kinds.

At the same time, the formed disparities at the level of economic development and provision of social infrastructure of the regions are not standard, as growth centers may appear in new places, including in the former peripheral areas [12].

The right approach to the choice of regions in which the development of certain objects of social infrastructure will be stimulated or, on the contrary, limited, is one of the most important components of the process of development and implementation of regional policy in the field of social infrastructure.

The process of choosing a region – the object of

regional policy – consists of several stages, namely:

- selection of a network of regions that should become objects of regional policy (such regions may be units of one of the levels of administrative-territorial division or specially designated areas);
- selection of indicators of socio-economic development of regions in general and indicators that show how the region is provided by its objects of social infrastructure, analysis of which helps to make the decision on the assignment of certain territories to the objects of regional policy;
- typology of regions, which is necessary for the correct choice of regional policy instruments;
- determining the number of regions to be supported, etc.

The redistribution of funds between regions always causes dissatisfaction - the territories that receive financial support consider its size insufficient. Those who do not receive support consider the scale of redistribution to be excessive. Therefore, the process of selecting areas of financial incentives should be as objective as possible, which is achieved primarily through the use of various socio-economic indicators and infrastructure indicators that should reflect the state of health and physical culture, education, housing and utilities.

It should be borne in mind that infrastructure indicators may not always reflect reality, because the available statistics usually does not take into account age,

load of various elements of social infrastructure, the possibility of infrastructure using of some regions (like higher educational institutions, hospitals) by residents of other places.

A very important condition for the correct choice of regions - objects of social infrastructure development is the availability of statistical data, this requires a well-established system of territorial socio-economic monitoring.

The development of the social infrastructure of a particular region is an important and difficult task for the authorities. The region is a complex system with territorial localization, characterized by instability of budget legislation, financial constraints, ambivalent nature of management, for the development of which

must be organically combined economic rationality, economic growth, increasing revenue of local budgets and social efficiency, which is determined by the level and quality of life of the population.

The tasks of effective management of social infrastructure development in the region should include: analysis of the needs in qualified personnel, forecasting the needs of social infrastructure in staff, taking into account trends in its development, system of accumulation and implementation of social infrastructure modernization experience, creating conditions for experience exchange by local government leaders, development of areas of inter-territorial cooperation within the region, etc. (Fig. 2).

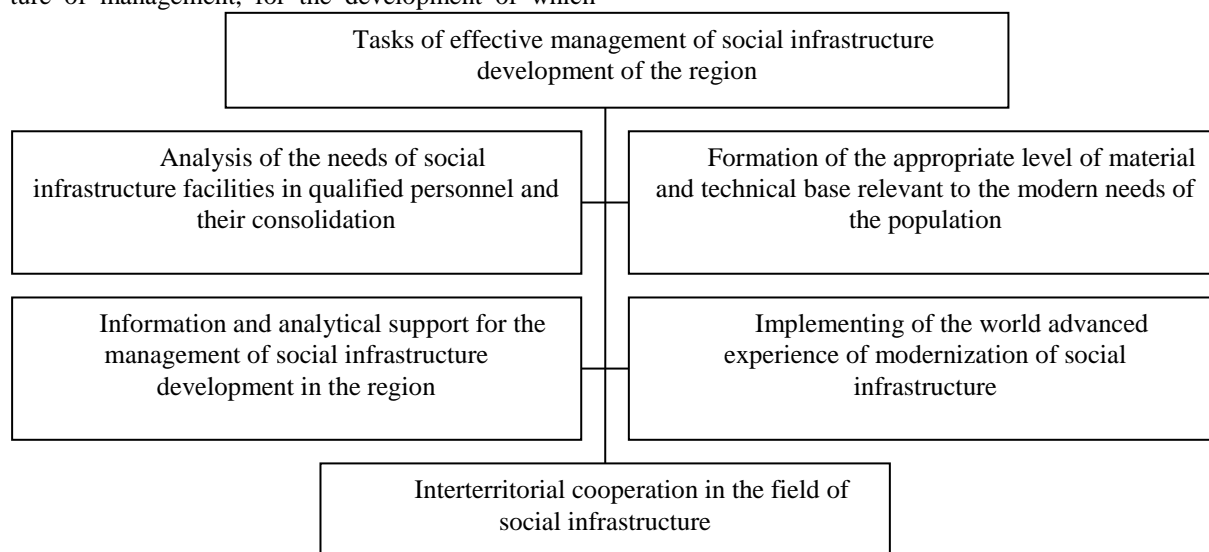


Fig. 2. The main tasks of effective management of social infrastructure development in the region

1. Staffing of social infrastructure facilities.

In addition to staffing the activities of regional government and local government, in modern conditions, also important is the formation of conditions conducive to the consolidation of highly qualified personnel for the types of social infrastructure. Modernization of social infrastructure facilities, optimization of their activities in accordance with the modern needs of the population requires effective organizational activities aimed at the selection, placement, professional development and improvement of relevant personnel. In our opinion, the organization of staffing of social infrastructure facilities of a particular administrative unit of the region should include such areas of activity as forecasting of the demand for specialists, appropriate professional orientation, selection and organization of training of young people living in this area, involvement and employment.

In modern conditions of dynamic outflow of youth abroad there is an urgent need to develop such mechanisms of personnel policy which, on the one hand, would promote the organization of effective career guidance, professional self-determination of youth, and on the other, would provide realization of its interests, its creative potential. Mechanisms in the system of regional personnel policy, able to balance the social order in the labor market and the interests of professional choice of young people are necessary. Personnel policy

should provide professional selection, as well as professional training in accordance to the needs of the social infrastructure of the region in personnel, on the basis of a tripartite agreement (student - university - customer company) [8].

The regional management system should be clearly focused on ensuring the development of social infrastructure by highly qualified personnel in accordance with the needs of socio-economic development of the territory. Thus, the structure of educational, health, cultural and other social infrastructure facilities should not only be clearly defined and specialized, but also territorially diversified with the creation of spatially localized and functionally connected multilevel networks of social infrastructure institutions. This will create additional opportunities for the development of social infrastructure in the region and will provide needed staff to enterprises, organizations and private businesses. Improving the quality of social services, creating favorable living conditions in the region, will create an opportunity to reduce the outflow of migration [13].

2. Formation of the appropriate level of material and technical base of social infrastructure relevant to the modern needs of the population.

Creating a system of methodological, logistical and personnel support for the development of social in-

infrastructure of the region requires significant investment. Thus, one of the priority tasks of today is to strengthen the financial and economic base of social infrastructure development. Changing the budget and tax policy of the state is one of the areas of activity in this area. Modern decentralization policy facilitates the redistribution of tax revenues between the state and the regions. The process of formation of united territorial communities plays a significant role in this process. Ensuring the transparency of inter-budgetary relations provides for a clear standard of deductions to the local budget of a number of taxes, primarily corporate income tax, which provides a high level of motivation of local authorities to socio-economic development, including social infrastructure.

However, only budget financing of infrastructure development will not give a tangible result, a conceptually new approach is needed, which would allow consolidating the efforts of the state, population, entrepreneurs to improve the level and quality of life, socio-economic development of the region and its territories.

Measures to create a favorable investment climate, develop innovative projects, and support small and medium-sized businesses can help attract additional financial support for the development of social infrastructure. The basis for the implementation of certain areas should be regional marketing technologies, which provide targeted activities that combine the efforts of regional, local authorities, business and the population, focused on identifying and creating competitive advantages of the territory, unique local goods and services for socio-economic development region, among them its social infrastructure, improving the level and quality of life of the population [19].

In modern market conditions, it is necessary to institutionalize sustainable models of government behavior in cooperation with business, the formation of a conceptually new and consistent policy of transition from administrative coercion to charity and free transfer of funds for social infrastructure to focused investment, mutually beneficial cooperation. Consumer attitude to business by the government, narrowly pragmatic focus on the use of business resources in the development of social infrastructure are becoming untenable in today's economy [9].

Within the framework of public-private partnership in accordance with the Law "On Public-Private Partnership" of 01.07.2010 42404-VI and other legislative acts of Ukraine, concession and property management agreements may be concluded (except for the conditions provided in the agreement, including organized within the framework of public-private partnership, investment obligations of a private partner), joint activities and others. To date, the most widely used form of public-private partnership is the concession model and models based on the delimitation of property rights to the object of the PPP agreement [16].

Given the widespread practice of raising funds from private organizations to address issues of local importance, it is necessary to legislate for local governments the authority to preferential taxation for enterprises participating in programs for the development of

social infrastructure of the territory. Another motivation mechanism is the introduction of tax benefits for enterprises that provide non-repayable private investment (return of part of the investment within a certain share of paid tax payments). Very important is the public support for entrepreneurial activity, which ensures the development of social infrastructure: coverage of their activities in the local press, recognition, moral stimulation.

3. No less important component of effective management of social infrastructure development of the region is **informational and analytical support**. Management of social infrastructure development processes should be focused on ensuring the quality of social services, which is possible only in the presence of complete, reliable information about the nature and specifics of the development of the studied processes. In-time, high-quality information based on statistical observations and research results is a necessary factor for effective management [20]. However, statistics alone does not provide complete and reliable information on the level of social infrastructure development. Important elements of information and analytical support are expert support of management activities and monitoring of public opinion.

Monitoring of social infrastructure should provide constant, systematic collection and processing of information on the infrastructure condition, the level of satisfaction of the population with their functioning. This will allow to develop the base of regional statistics, to establish regular surveys of the population, to become the basis for effective management decisions. Only objective information will make it possible to adequately reflect the state, dynamics of development of social infrastructure, the quality of services provided, the level of their relevance to the needs and expectations of the population.

4. For the development of social infrastructure in the regions of Ukraine, management decisions on its development is of great importance **to explore world experience**, as social infrastructure is one of the dominant factors in meeting the diverse human needs and regional development. Modern conditions of economic destabilization require the transformation of management models and financing of the processes of development of social infrastructure and its facilities. The development of social infrastructure ensures the availability of various life benefits of the population, guarantees of social and environmental security, improving the level and quality of life of the population.

According to the forecast data of the world's largest auditing and consulting company Price Waterhouse Coopers, by 2025 the total investment in infrastructure projects will exceed 78 trillion. Dollars. In comparison, the total world economy in 2013 amounted to 87 trillion. dollars USA. At the same time, two-thirds of this amount will fall on the countries of the Asia-Pacific region. Economic efficiency, according to experts, can reach 25% of investment in infrastructure projects in energy, transport infrastructure, utilities, telecommunications, etc. [6]. Forecast data on the planned average annual investment in infrastructure in the period up to year 2020 are presented in Fig. 3.

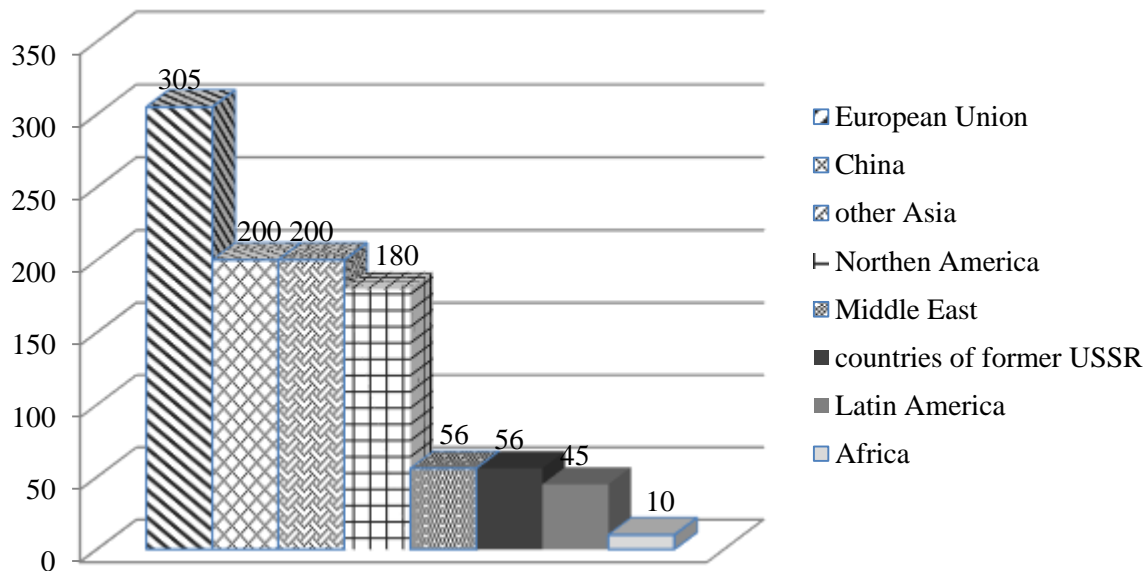


Fig. 3. Forecast data on the average annual volume of investment in infrastructure projects in the period up to 2020, mln. USA [10]

In turn, this will require increased funding from both the public and private sectors. It is not without reason that the development of social infrastructure is seen by many countries as a platform for the future development of the country.

According to experts, investment in infrastructure projects in the transport and telecommunications sectors of the economy at 1% of GDP of the national economy lead to an acceleration of annual GDP growth per capita by 0.6% [6]. Every billion dollars invested in infrastructure development directly creates 15,000 jobs and approximately 30,000 additional jobs in infrastructure-related industries. The effectiveness of investing in the development of social infrastructure can be seen in 25-30 years. Infrastructure development in developed countries possesses 6-8% of GDP, in China 8-10% of GDP, India and Brazil - 4-6%, Latin America - 1-2% [10]. All this proves the complexity and versatility of management decision-making requirements for the development of social infrastructure and its facilities at the local, regional and state levels.

For the development of social infrastructure in the world, the principle of public-private partnership is used to attract non-state investment resources. This is primarily due to the fact that budget expenditures can not cover the growing needs for social infrastructure. McKinsey Global Institute estimates that by 2030th year the amount of necessary investments for infrastructure development worldwide will reach 57 trillion. dollars USA [7]. This figure is bigger than the cost of all infrastructure facilities built to date.

For example, in Canada, economic development corporations have been established on the basis of public-private partnerships, which are directly involved in attracting investment resources for the development of social infrastructure [15]. One of the important incentives for private partners in Canada is that the country's legislation provides payments to the respective recipi-

ents for their participation in large strategic infrastructure concession projects, including social ones, which contributes to improving living standards and / or economic growth. This has led to the involvement of private partners in concession agreements for the reconstruction of water treatment plants, construction of recreation areas, construction of public buildings and more.

When using public-private partnership for the development of social infrastructure, it is primarily meant a partnership that consists of equal participation of the parties in the implementation of long-term projects within the framework of agreements of various specific forms. The most common form of public-private partnership is a concession. The term "concession" comes from Latin. *concessio* (permission, concession) and in general case means an agreement between business and the state, which fixes the conditions of use of private property by a private partner. According to the International Bank for Reconstruction and Development, the concession is used in 66% of contracts between public authorities and private partners in the field of transport infrastructure in developing countries and countries with economies in transition.

World experience proves another positive feature of concessions usage in the development of social infrastructure, namely not only improving the quality of social services, but also reducing their cost. Thus, in Argentina, in Buenos Aires, the use of a 30-year concession in water supply and sewerage has not only reduced public investment, improved the entire water supply and sewerage system, increased the number of consumers, but also reduced water and sewerage tariffs. Water tariffs in Monterrey, Colombia, were reduced by 26% due to the transfer of the water supply and sewerage system to the Spanish FCC consortium [17]. In Germany, electricity tariffs have been reduced due to concession agreements between municipalities and

utility owners. Private partners are accepted into the relevant utility company as shareholders who make a property contribution to the joint venture. In France, while maintaining state ownership in electricity, heat, gas supply through concessions for a period of 40-75 years had a positive impact on tariffs for consumers. Concessions for electricity supply are issued by the Prefectural Council and agreed with the communes, the department and the central government.

Countries such as Australia, Bulgaria, the Czech Republic, Portugal, Hungary, Poland, the Philippines, Chile, and some cities in the United States also have a positive experience of using the concessions for a period of 25-30 years, as a result of which tariffs for various housing and communal services have been reduced.

The use of public-private partnership on the basis of a concession ensures the development of social infrastructure that contributes to the satisfaction of mental and material needs, achieving a higher standard of living, ensuring social protection of the population. The conditions for involving private partners are enshrined in the legal norms of countries, each of which has its own characteristics, but the general features are that they take into account the interests of society as a whole and different social groups and segments of the population and each individual.

5. The main areas of inter-territorial cooperation in the field of social infrastructure may be the construction of large socio-cultural facilities, transport communications, landfills, burial sites. However, as a rule, the solution of the issue of territorial location of the above-mentioned objects is accompanied by inter-territorial conflicts, which slows down the process of social infrastructure development. A similar problem arises in the process of creating united territorial communities, the formation of which involves solving the problem of territorial location of support schools, hospitals and other social infrastructure.

In the transition period, the management of integrated development of rural areas requires the use of local governments program-target method. Such forms of government have recently become widespread in developed countries.

The program-target method in modern conditions is important for the comprehensive implementation of urgent regional tasks that provide maximum efficiency of use of funds. Each program must be developed under the conditions of targeting, contain tasks for specific performers and have a detailed management system [5]. Such programs are funded by central and local budgets.

The essence of the program approach in development planning lies in its main elements, which are both necessary conditions for the application of the program-target approach and stages of implementation to achieve the main goal:

1) identifying and justifying of the most important complex problems of socio-economic development, which are important (priority). These problems are usually intersectoral (interdepartmental) and interregional in nature. They cannot be resolved only within the framework of sectoral or territorial plans (programs). Talking about the choice of problems we mean such an

important requirement of the program approach, as the predominance of socio-economic criteria in the choice of directions of development and in building a system of indicators and objectives of the program;

2) defining specific goals that detail the structure of the identified problems and characterize the expected end results in the relevant field of development. Thus, the program approach concretizes and implements the fundamental feature of socio-economic planning - the target orientation of the program, as well as the practice of allocating of its leading links;

3) identification of those elements of the economy (industries, types of production or services, economic areas, project organizations and governing bodies), the functioning and development of which is necessary to achieve certain goals and solve the chosen economic problem. These elements become objects of planning in the formation of the program, their clear definition allows to implement such a principle of planning as a clear targeting of planned tasks and orientations;

4) development of a system of measures (program planning) that implement the defined goals and cover the solution of the problem as a whole, comprehensively, in the unity of scientific and technical, economic, social and organizational and managerial aspects. Provision of measures with resources, i.e. targeted allocation of resources to ensure the implementation of certain functions. This is the development of the principle of plan resource provision, which is mandatory for both current and future planning.

The specifics and advantages of the program approach in planning are expressed in the fact that the object of planning is not identified with any specific element of the organizational structure of economic management. This approach is intersectoral, non-departmental, and therefore allows the preparation of planning decisions to take into account such important relationships that are not taken into account in the sectoral approach or can be taken into account only partially.

In this approach, in contrast to the established and predominant practice of sectoral planning, the purpose of planned projecting is not quantitative indicators of industry development, type of production, but complex problems, achieving not intermediate, but definite, final in terms of economic needs results that are provided by different types of activities.

A necessary condition for the application of the program-target approach is the identification and justification of the most important complex problems of socio-economic development, which play an important (priority) role in the village (settlement). These problems, as a rule, have intersectoral (interdepartmental) and interregional character [3]. They can not be solved only within sectoral or territorial plans (programs), so when identifying the problems, we should take into account such an important requirement of the program approach as the predominance of socio-economic criteria in choosing areas of development and development of indicators and program tasks.

Ultimately, the development of the program is reduced to determining the list and content of measures

for its implementation, their mutual linking in terms, allocation of resources. These measures cover, as a rule, not only the scope of the program, but related, related areas. The list of such activities is specific to each program.

With separation from directive planning, various regional programs should become an important form of coordination of the activities of enterprises, organizations, local governments and public administrations, and individual citizens with regard to the development of the social infrastructure of rural areas. Improving the system of indicators for the development of social infrastructure of the village can be implemented with the help of next points:

- the system of indicators should reflect the regional aspect, which characterizes the features of demographic and socio-economic development;
- assessment of the effectiveness of social infrastructure should take into account the time factor.

Thus, at different levels of development of the social sphere (village, district, city, region, state) the purpose and objectives of development are specified. In addition, when determining the effectiveness of social infrastructure development, it is necessary to apply the principle of complexity, which involves the analysis of different options, taking into account the achievement at the end of the forecast period (for each industry separately) scientifically sound regulatory level or close to

this value.

Effective management of social infrastructure in the region is realized through the development of strategies for its development, which is possible only with a significant intensification of efforts of government, business and community in certain areas.

According to experts, the goals of any organizational system, including regional, should be considered in the form of a "goal tree". It is built on the principles of deductive logic, by dividing goals into sub-goals in the transition from one level to another. The defining component of the "goal tree" of regional governance are strategic goals related to the quality of the economic system, its preservation or transformation. Strategic goals are transformed into tactical ones, which capture large blocks of action to achieve the first; and tactical - in the operational, which determine the daily specific actions to achieve the first and second groups. The hierarchy of the "tree of goals" and objectives, as a rule, corresponds to the organizational structure of regional systems. Thus, after considering the strategies for the development of social infrastructure of the regions of the state, we propose to choose those types that best meet the state of the region's infrastructure and have the appropriate potential for its implementation. Therefore, we turn to the consideration of possible strategies for the development of social infrastructure of the regions (Fig. 4).

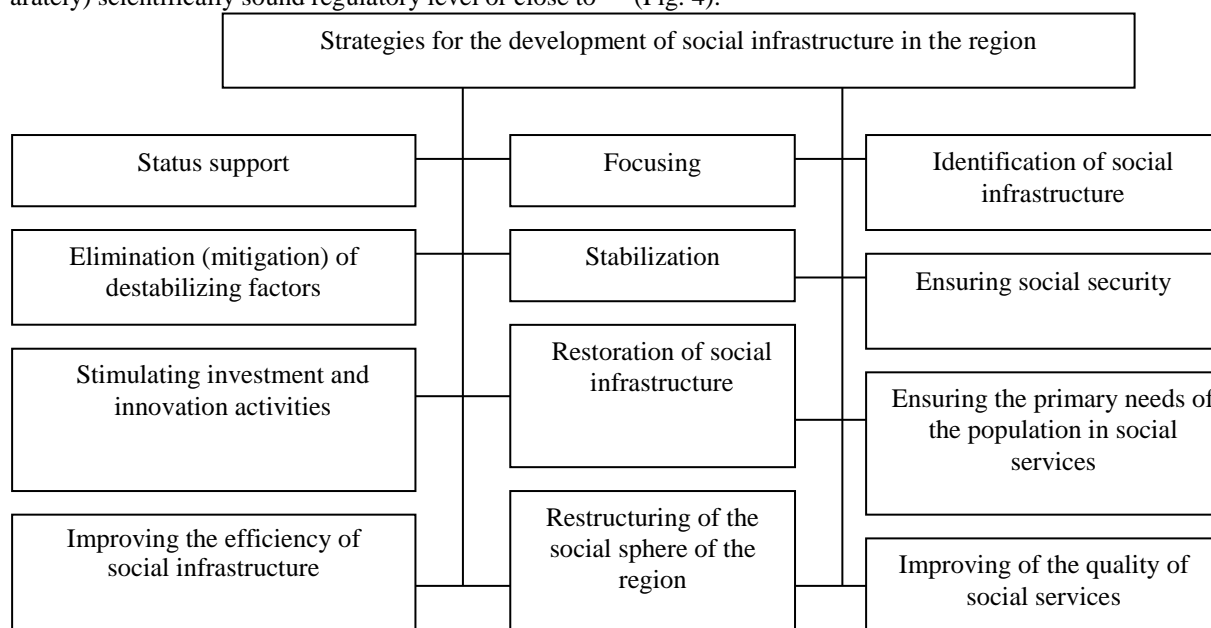


Fig. 4. Types of strategy for the development of social infrastructure in the region

The strategy of maintaining the status envisions maintaining the leadership status on the basis of activating the social infrastructure. We suggest to apply to regions that have a high level of all signs of social infrastructure development. The main direction of the strategy is to maintain leadership positions by increasing the effective use of social infrastructure, activation of untapped sources of growth (introduction and development of new methods).

The strategy of elimination (mitigation) of destabilizing factors influencing the development of social infrastructure is aimed at territorial accessibility, i.e. reducing of average distance from the consumer to the

location of the infrastructure institution. Territorial accessibility of social infrastructure facilities is in fact a criterion for the optimal location of these facilities and the effectiveness of their development.

The strategy of focusing is characterized by the selection of one or more objects of social infrastructure, in which are put the main efforts.

The stabilization strategy has its own characteristics. Depending on the real social situation in the region, it is recommended to use one of two possible approaches to the practical implementation of the stabilization strategy:

- 1) development of programs and projects by local

authorities in close cooperation with the community, taking into account the national, historical and cultural features of the area;

2) increasing the motivation and stimulation of the population of the region (stabilization of a certain region), formation of a quality social environment, improvement of the demographic situation, cultivation of people's desire to self-identify with a certain territory.

Strategy for stimulating investment and innovation activities. One of the reasons for insufficient social growth is the lack of innovation and investment activity in the country and improvements in the investment climate. This is due to the fact that innovations that were previously carried out through centralized sources have been reduced to a very small size. The crisis of the economy, the disorder of the financial and credit system, inflation, acute tensions in public life lead to the adoption, primarily of temporary measures. This is a consequence of the liberal strategy of transformation, which was initially aimed at the state's refusal to support investment in the real sector of the economy. All this has destabilized the capital investment market and deprives the national economy of the impulse to resume economic growth, and at the same time to address the exacerbated social problems.

The strategy of stimulating investment and innovation activities of the state regions should include the following strategic goals:

- to develop the investment policy of the region with the involvement of the community (to obtain a special status of the territory, due to the presence of potentially dangerous production, which requires special requirements for its operation, which should be aimed at creating appropriate conditions for attracting investors; to develop a local document, which determines the investment and innovation policy of the region, to develop regulations at the local level, which regulate the procedure for transferring facilities to concession and privatization);

- increase the revenue side of the region's budget by improving the investment and innovation attractiveness of the city (to improve the land market, develop mechanisms for using alternative sources to finance urban infrastructure, create a competitive environment for housing and communal services, create an information network for potential investors to obtain information regarding the resource potential of the region and the regulatory framework necessary for investors to carry out their activities, to create conditions for the development of small and medium business in the city, to create modules in the non-residential (industrial, communal) area to accommodate various infrastructure facilities).

The main measures of the strategy of stimulating investment and innovation activities of the regions of the state are:

- formation of strategic guidelines for the development of the region;
- ensuring the development of social infrastructure in the region.

Strategy for the restoration of social infrastructure: an important place in the implementation of the strategy

of restoring the social infrastructure of the region belongs to regional marketing. Regional marketing makes it possible to position the region in relation to other regions, to form a program for creating properties of the region.

The advantages should be aimed at the development of those types of social activities that will ensure the development of the region of the state.

The main measures of the strategy for the restoration of social infrastructure are:

- formation of strategic guidelines for the development of the region;

- formation of directions of development and placement of social infrastructure of the region, partial structural restructuring of the region's economy.

Strategy for improving the efficiency of social infrastructure: local governments need to ensure the proper functioning of social infrastructure, while maintaining the network and functional purpose, without reducing the level of quality of service to the population. Social infrastructure facilities must have a real owner who can ensure their effective use. Functioning and development of the social sphere, improving the quality of housing and communal, social, household services are of positive importance for each citizen individually and for the state as a whole, because it is the development of the social sphere determines the level of welfare.

The strategy of restructuring the social sphere of the region, which is to increase the level of social infrastructure through the following strategic goals:

- improvement of the territory of the region, which provides: ensuring the safety of the city, construction of new and renovated existing playgrounds and sports grounds, expanding the network and ensuring the operation of public toilets, lighting streets, neighborhoods, areas near schools, expanding the availability of public purpose areas for people with disabilities (it is good to make an inventory of housing and social facilities for compliance of housing and public buildings with the requirements of current building codes and to determine the location of the necessary devices for groups with disabilities);

- development of resource potential of the territorial community, which includes: improvement and repair of the city's communication network, provision of housing for city citizens in need of better living conditions, construction (reconstruction) and purchase of social and affordable housing.

Thus, the proposed strategy provides:

- participation of the general public and business structures in the development and adoption of important decisions for the community;

- high development of social infrastructure;
- optimal placement of social infrastructure, which will lead to social security of the state regions.

The strategy of improving the quality of social services envisions modernization of existing sewage treatment plants, replacement of external engineering networks of heat, water supply and sewerage of the city, providing uninterrupted water supply to the region, reconstruction and overhaul of roads and streets, completion of reconstruction of outdoor lighting. to carry out

reconstruction and overhaul of the existing housing stock, etc.

Social security strategy. In order to meet the basic needs of the population of the region in social services and improve the living standards of the population would be rational:

- improving family planning, improving the system of providing appropriate qualified medical care to families wishing to have children;
- improving the health of the population by increasing spending on health care, especially adolescents, youth, as well as reducing the level of occupational diseases, domestic and occupational injuries;
- restoration of the network of preschool educational activities, especially in rural areas, in order to ensure the availability of preschool education;
- providing support to vulnerable groups, comprehensive development of

The strategy of meeting the primary needs of the population in social services should determine the set of social interests that have a significant impact on the formation of the demographic situation, preservation of the gene pool of the people of Ukraine, creating conditions for normal life and reproduction, and provide targeted measures to realize these social interests. The strategic direction of social security, which is closely related to the demographic situation in the country, especially in the period of economic transformation, is to preserve the labor and scientific potential of the country.

Social infrastructure identification strategy. To implement this strategy should provide:

- general increase in the number of social infrastructure institutions;
- increasing the volume, range and improving the quality of services provided;
- sufficient organizational and financial preparation of regions for investment in terms of attractiveness of facilities.

The developed types of strategies for the development of social infrastructure of the regions of the state will help increase the level of social infrastructure of the regions, smooth regional asymmetries in the levels of social infrastructure and eliminate differentiation in the levels of social security of the regions.

Conclusions. Today, the elements of social infrastructure are considered more in isolation from each other, in the context of private technical, industrial, organizational or economic tasks. Practical experience shows that all components of social infrastructure should be the subject of a single, integrated management process.

The effectiveness of management of social infrastructure development is determined primarily by the possibilities of high-quality organizational and personnel support, the complexity of which lies in the need for its multi-vector development, given the new requirements for regional government and local government as a guarantor of social infrastructure and staffing of objects of infrastructure of the region. Among other tasks of social infrastructure management, financial support of its development using the mechanism of public-private partnership plays an important role; information

and analytical support for the development of social infrastructure in the region, which consists in the formation of a powerful information base through the collection and processing of information on key issues of social infrastructure, analysis of public assessments of the quality and availability of services provided in social infrastructure; identification of objects of priority financing.

Today, various regional programs should become an important form of coordination of the activities of enterprises, organizations, local governments and public administration, individual citizens in the development of social infrastructure in rural areas.

The proposed types of strategies for the development of social infrastructure in the region will help increase its level of social development, smooth regional asymmetries in the levels of social infrastructure and eliminate the differentiation in the levels of social security of the region as a whole.

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