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Management of the pre–project stage of an investment and construction project: aspects of the implementation of normative and methodological support for the activities of organizations

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The scientific paper highlights the issue of the current level of development of technical regulation in construction, in particular, regulation of the pre-project stage of an investment and construction project (ICP). In recent years, the concept of managing the life cycle of a real estate object has become firmly entrenched in investment and construction activities, implying a focus on managing each state of the system — from the idea to the liquidation of the object. However, in practice, construction projects participants manage the pre-project stage of ICP without due attention and responsibility. The author emphasizes that the neglect of the work of the pre–project phase is caused by a number of reasons, one of which is the lack of understanding of the structure and content of the pre-project phase and awareness of the possible benefits of its results. It is assumed that regulatory support could act as a theoretical basis and assist ICP entities in real conditions. To assess the assumption, an analysis of the system of the domestic regulatory framework was carried out and content elements were identified that will be useful in the implementation of the pre-project stage of ICP. According to the results of the analysis, it turned out that the regulatory support of the pre-project phase of ICP is imperfect in the lens of the current stage of the evolution of the construction industry. Today, the development of a universal mechanism for regulating the pre-project stage of ICP is difficult to implement, since we are surrounded by a huge variety of diverse and completely dissimilar buildings and structures. The author proposes the introduction of normative and methodological support (NMS) at the organizational level, based on already established norms and rules, available methods and practical recommendations and developed corporate mechanisms. To form the organizations of the construction industry their own model for conducting the pre-project stage of ICP, the author has developed a pyramid of NMS properties, which clearly reflects the basic principles that documents and information used by ICP participants in practice should have. Taking into account the vectors of development of the construction sector and the Russian national economy, the proposed author's initiative is able to have a comprehensive positive effect.

Keywords: *pre-project stage of an investment and construction project, management of the pre-project stage, normative and methodological support, technical regulation, competitiveness of organizations*

In the context of the decomposition of the life cycle, the initial phase of an investment and construction project (ICP) is the pre-project stage, which is a systematic set of measures and procedures, the main purpose of which is to assess the viability of the project and form a reliable basis for it [1, 2]. In order to achieve this goal, a large amount of labour and resource-intensive research, analytical, evaluation, and often creative work is carried out [3, 4]. Taking into account the main features of construction products (stationarity and continuity with the earth, long duration of the production cycle, large-scale level of material consumption and high cost of finished products) and the internal and external circumstances affecting it, important tasks are to determine the optimal composition of pre-project works, strict control of the timeliness and quality of their implementation, awareness of the expediency and importance of each individual the pre-project process, a judicious assessment of the results of the pre-project stage and planning of their application in the next steps.

To date, great attention and interest are paid to the processes of design and survey work, construction and operation groups, promising horizons for their improvement are constantly being explored and progressive reforms are regularly introduced to achieve national, regional and sectoral goals and objectives. The pre-project stage often suffers from a lack of attention from players in the investment and construction industry, especially in the focus of commercial projects where investments are the own funds of a private investor (individual or legal entity). As a rule, the pre–project stage for participants in commercial construction projects is limited to a block of not always interconnected operations devoid of logical sequence and extremely limited in time and resources — chaotic market analysis, superficial assessment of the land plot, approximate calculation of technical and economic indicators, formation of an architectural sketch of the future object, disorganized collection of title and initial permits. The key problem points causing the disorder of the pre-project phase system are:

- the desire of stakeholders to minimize the loss of financial, labour and time resources;
- the lack of understanding among the project participants of the structure and content of the work of the pre-project stage and the possible profit from its final results;
- the absence or inconsistency of the company's project management mechanisms and tools with the modern challenges of the national economy (low level of business process development, low professional qualifications of full-time employees).

Ultimately, each of these factors characterizes a low level of managerial, economic, financial and

production-technical approaches at the pre-project stage, which entails a qualitative degradation of the results of subsequent stages and the project as a whole in the long term, and subsequently a decrease in competitiveness in the market. Otherwise, with competent management of pre-project operations, budget savings at each subsequent stage after the pre-project stage can amount to about 20 % [5]. In order to avoid obtaining the results of the low-quality pre-project stage, a meaningful and rational use by ICP participants of effective tools for the implementation of the pre-project stage of the ICP life cycle is required.

Regulatory support, which is one of the most important means of achieving planned results in construction, can act as a reliable mechanism for creating a solid theoretical arsenal and a true guideline for the implementation of pre-project works [6]. In the organizational activity of ICP management, normative regulation occupies an integral part and, mainly, determines the features of management decisions, regulates the provisions on certain types of work and processes within the life cycle of a real estate object, requirements for used building materials, structures, buildings and structures [7–9]. The great importance of normative regulation for the construction complex of the Russian Federation is confirmed by the multifaceted administration and constant monitoring by state regulators, as well as the systematic development of special measures for the qualitative transformation of the regulatory block. The Strategy for the development of the construction industry and housing and communal services of the Russian Federation for the period until 2030 with a forecast until 2035, adopted at the end of 2022, presents a package of initiatives for the transformation of technical regulation, aimed at comprehensive improvement of the construction sector and the country's economy as a whole [10, 11]. The list reflects the following target vectors: reduction of administrative and bureaucratic burden and elimination of contradictions between separate documents; elimination of redundant regulatory documents and updating of existing requirements and provisions; formation of an advanced system of regulatory documentation for innovative and energy-efficient solutions in construction.

To assess the situation with regulatory support in the context of the ICP pre-project stage, a systematic review of legal acts, technical standards and methodological documentation in force in Russia was carried out. After analyzing the domestic regulatory system, a selection of documents was made, that reflect the provisions on individual procedures and processes [12–18], affecting the pre-project stage of ICP and potentially being, in the author's opinion, the supporting elements for the formation of algorithms, approaches and methods of pre-project study by project participants in modern practice:

1. Urban Planning Code of the Russian Federation (Federal Law No. 190-FZ of 12/29/2004).

2. Land Code of the Russian Federation (Federal Law No. 136-FZ of 10/25/2001).

3. GOST R 57363–2023. Project management in construction. Activity of the project manager (technical customer).

4. GOST R 71177–2023. Managing large construction projects using integrated contracts.

5. GOST R 58917–2021. Technological engineering and design. Feasibility study of the investment project of an industrial facility. General requirements.

6. CP 11-101–95. The procedure for the development, coordination, approval and composition of justifications for investments in the construction of enterprises, buildings and structures.

7. MRR 2.2.16–00. Recommendations on the organization and conduct of marketing research before the development of pre-project and project documentation in order to determine the commercial effectiveness of the territory.

After a detailed analysis, the received information was aggregated and a summary table was formed, the main purpose of which is to assess the significance of documents and their individual provisions for applied use in investment and construction activities (Table).

The study of this issue has shown that at the moment there is a number of imperfections in the regulatory support of the pre-project stage of ICP that require updating and rationalization, among which:

- the concept of "pre-project stage" is absent in regulatory documents, and the definition of the term "pre-project preparation of construction" as close as possible to it in meaning (according to clause 3.3 of GOST R 57363–2023 this is a set of works carried out in order to substantiate urban planning activities in the territory, and obtaining the right to carry it out) does not reveal the actual essence of ICP pre-project works in full;
- there is no common understanding of the structure and content of the pre-project stage in regulatory resources, which causes disagreements and misunderstandings among the parties in practical terms among members of the scientific community, experts and participants in the investment and construction sector;
- there is no single document containing the main, most complete and standard requirements and provisions for the implementation of the pre-project stage of the ICP (for example, as Decree of the Government of the Russian Federation No. 87 of 02/16/2008 "The composition of sections of project documentation and requirements for their content" for design work);
- a series of current regulations and methodological recommendations are outdated and no longer meet the modern challenges of socio-economic, scientific and technological development of the Russian Federation, in particular the current realities of the digital economy, the evolutionary level of the construction industry and the relevant criteria for the competitiveness of companies in the investment and construction sector.

Adherence to strategic planning documents and the implementation of national projects and state programmes of the Russian Federation contributes to the systematic recovery of the national economy from recession and the achievement of target indicators in the next 5–7 years. Experts consider the urgent need to develop an ICP life cycle management system to be an important issue in the construction segment of the economy. As one of the solutions to this issue, motivated proposals are put forward to create uniform rules for the implementation of ICP, taking into account the digital transformation of construction, effective project management tools and the introduction of process and product innovations [19]. In the future, this consideration can be successfully integrated into the reform being developed to improve the regulatory block, especially from the perspective of the two initiatives most actively discussed by the industry regulator and the professional community — optimization of technical regulation and the transition from a prescriptive method of rationing to a parametric one [9, 10]. The fulfillment of both tasks entails the creation of the latest principles of "seamless" management of the ICP life cycle and each stage separately.

As it turned out earlier in this study, the regulation of the pre-project stage of ICP has a number of specific problems. On the other hand, it is not possible to develop a universal mechanism that will

Analysis of the significance of regulatory documents for the pre-project stage

Name of the document	The relevance of the action (as of March 1, 2024)	Useful components for the ICP pre-project stage	Scope of application in the pre-project stage of ICP
Urban Planning Code of the Russian Federation (Federal Law No. 190-FZ of 12/29/2004)	Valid (last updated in February 2024)	+ regulations on the preparation and approval of territorial planning documents; + regulations on the preparation and approval of standards for urban planning design; + regulations on the preparation and coordination of land use and development rules; + regulations on territorial zones, urban planning regulations, types of permitted use of land plots and capital construction buildings; + requirements for documentation on territory planning (territory planning project, territory surveying project)	1. Primary audit of the land plot. 2. "Best Use" analysis for a land plot. 3. Assessment of the urban development potential of the territory. 4. Feasibility study. 5. Creating a concept / draft design
Land Code of the Russian Federation (Federal Law No. 136-FZ of 10/25/2001)	Valid (last updated in February 2024)	+ regulations on land registration; + provisions on comprehensive aspects of land use; + provisions on property and legal relations regarding land plots; + regulations on supervision and land protection	1. Primary audit of the land plot. 2. "Best Use" analysis for a land plot. 3. Assessment of the urban development potential of the territory
GOST R 57363–2023. Project management in construction. Activity of the project manager (technical customer)	Valid (last updated in September 2023)	+ definition of the term "pre-project preparation of construction"; + presentation of the pre-project stage by the stages of initiation and planning; + theoretical provisions on the composition and content of the stages of project initiation and planning	1. Project analysis. 2. Project management and its individual elements
GOST R 71177–2023. Managing large construction projects using integrated contracts	Valid (last updated in January 2024)	+ presentation of the pre-project stage by stages of initiation, evaluation, selection and definition; + provisions on the composition and content of the stages of initiation, evaluation, selection and determination for large construction projects with integrated EPC-contracts; + presentation of tasks, key results, decisions taken and areas of responsibility of project participants within the stages of initiation, evaluation, selection and definition for large construction projects with integrated EPC-contracts	1. Project analysis. 2. Project management and its individual elements
GOST R 58917–2021. Technological engineering and design. Feasibility study of the investment project of an industrial facility. General requirements	Valid (last updated in January 2022)	+ provisions on the procedure for the preparation, composition, content and functional purpose of project documents developed for the purpose of feasibility studies of industrial facilities	1. Feasibility study. 2. The investment plan. 3. Preparation of a business plan. 4. Justification of investments
CP 11-101–95. The procedure for the development, coordination, approval and composition of justifications for investments in the construction of enterprises, buildings and structures	Not valid	+ the procedure for preparation and approval, as well as the composition and content of documentation on the justification of investments; + templates for calculation and analytical tables to justify investments	1. Feasibility study. 2. The investment plan. 3. Preparation of a business plan. 4. Justification of investments
MRR 2.2.16–00. Recommendations on the organization and conduct of marketing research before the development of pre-project and project documentation in order to determine the commercial effectiveness of the territory	Valid (last updated in November 1999)	+ conditions and procedure for the preparation and conduct of pre-project marketing research; + background information and templates for conducting marketing research	1. Pre-project marketing research. 2. Creating a marketing strategy. 3. Preparation of a business plan

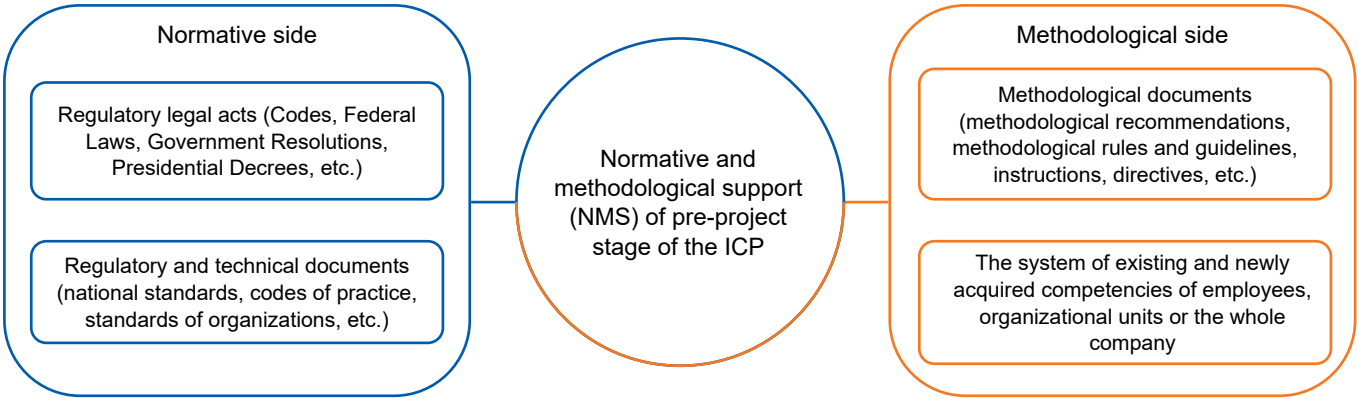

Fig. 1. The content of normative and methodological support for the pre-project stage of the ICP (developed by the author)

standardize the requirements for the links of the ICP pre-project stage due to the rich variety of real estate objects, their individual attributes and the specifics of each individual project. Based on the above, it is proposed to implement the most appropriate means of technical regulation for the pre–project stage and to assist participants in the successful implementation of the ICP, maintaining a balance between fixed directives and practical recommendations based on real experience — normative and methodological support (NMS). The concept of "normative and methodological support" is interpreted by the author as an interconnected set of regulatory requirements and methodological guidelines that regulate and describe the specifics of the execution of work processes and aimed at achieving design, tactical and strategic goals as desired end results (Fig. 1).

In fact, the normative and methodological support in the pre-project stage of ICP is a structured resource synthesizing a large set of requirements, instructions and useful reference and recommendation information and aimed at the effectiveness of processes within the pre-project stage of ICP [20, 21]. Each organization in the construction industry, which has a direct or indirect connection with pre-project work, independently forms its own NMS platform in accordance with established short-term business goals and long-term corporate mission. As a fundamental model reflecting the inherent content of the NMS system and recommended for use as a basis for building a policy for conducting the pre-project stage, a pyramid of properties of normative and methodological support for the pre-project ICP stage is presented (Fig. 2).

The pyramid, which is a template for managing the pre–project stage of ICP by its functional purpose, is based on two principles — theoretical and ideological maturity (theoretical beginning) and adaptability to project conditions (practical beginning).

1. Theoretical and ideological maturity is characterized by the fact that various kinds of documentation or information used by ICP participants during operations within the framework of the ICP pre-project stage should have its own established theoretical basis. This principle consists of three properties that normative and methodological support should have — thoroughness, relevance and innovation.

The thoroughness is determined by the presence of mandatory fundamental justifications for the applied standards and methods, formed on the basis of scientific and practical achievements and experiences of previous years. Such documents that have been developed by government agencies, associations, expert groups or individual scientists and industry specialists, as well as scientific papers, author's manuals and notes approved by authorized attestation commissions, have thoroughness.

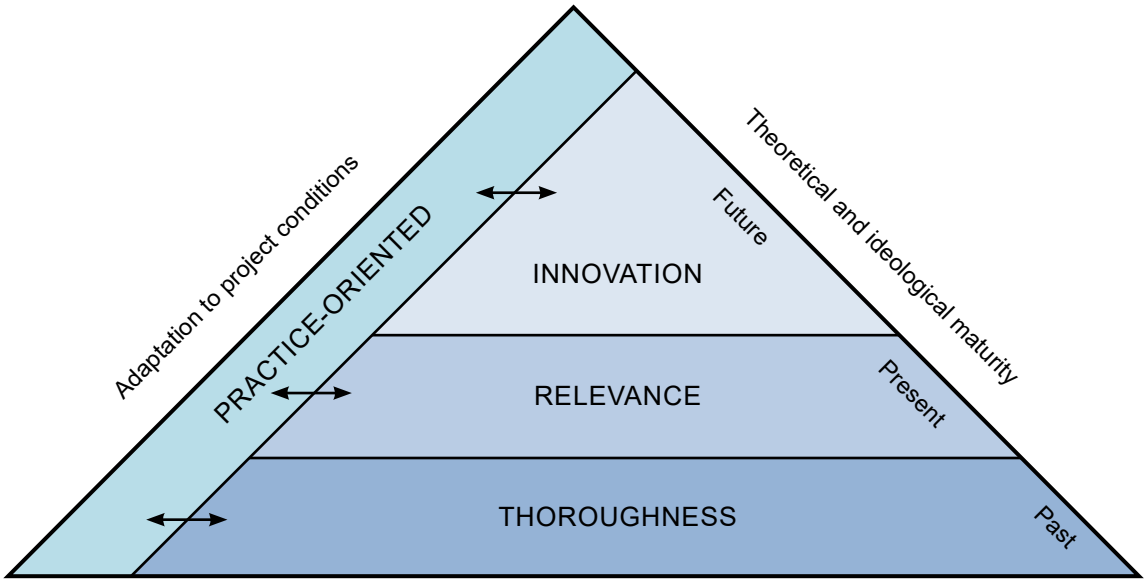

Fig. 2. Pyramid of properties of normative and methodological support for the pre-project stage of the ICP (developed by the author)

The relevance translates the condition according to which the information that is accessed during the implementation of the pre-project phase must be substantive, meeting both the current officially established rules and the all-encompassing needs of the present time.

The innovation in the presented model is expressed as a property in which the information materials used contain the potential for the development of innovative solutions based on them in the near future in the interests of investment and construction activities and its surrounding areas.

2. The principle of adaptability to project conditions is embedded in the NMS property model, since the issue of compliance of the provisions of regulatory acts with the actual construction picture with all its features seems significant. The property responsible for adaptability to design conditions in the focus of pre-project work is practice-oriented. Practice-oriented approach can be defined as functional flexibility, conflict-free perception of ongoing changes and transformation under them. In practice, this implies that, under the control of ICP subjects, the sources of the NMS system should be maneuverable, able to seamlessly assimilate to a specific project environment, taking into account all possible changes. Due to the existing features, the activities of the pre-project phases for the implementation of real estate objects of different functional purposes differ in their composition and content, therefore it is advisable to provide for the possibility of flexible use of the information fund not only for one type of project, but also for others without cardinal transformations of the meaning of the resources used. For example, the NMS feasibility study of a multi-storey residential complex in the city center, according to the practical beginning of the presented model, implies its application for conducting a feasibility study of a logistics center in the production area, but taking into account the comprehensive features between the two projects.

An important subtlety of the developed pyramid is the inextricable relationship between practical and theoretical principles. In fact, this means that theoretical information should be correlated with the applied approaches and tools in real processes, and practical experience should be successfully integrated into new documents and scientific papers.

Accordingly, the proposed idea of implementing normative and methodological support for the pre–project stage of ICP, including the developed pyramid model of properties, can be widely used in investment and construction activities and will allow to establish internal organizational processes and solve a number of global strategic tasks in the construction industry, namely:

- for organizations in the investment and construction sector: development of their own methods and algorithms for conducting the ICP pre-project stage, reduction of budget, time and labour costs of ICP due to high-quality project initiation and planning processes, improvement of the quality of product solutions for real estate objects;
- for the construction industry: increasing the level of competitiveness of organizations in the construction sector, improving the system of technical regulation in construction, reducing waste construction costs, stimulating a decrease in the number of objects under construction, large-scale development and innovation;
- for the national economy: increasing the profitability of construction organizations, sustainable development of territories, increasing investment rates in the construction of buildings and structures.

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Управление предпроектной стадией инвестиционно-строительного проекта: аспекты внедрения нормативного и методического обеспечения деятельности организаций

В научной работе освещается вопрос нынешнего уровня развития технического регулирования в строительстве, в частности регулирования предпроектной стадии инвестиционно-строительного проекта (ICP). За последние годы в инвестиционно-строительной деятельности прочно укоренилась концепция управления жизненным циклом объекта недвижимости, подразумевающая сфокусированность на менеджменте каждого состояния системы — от идеи до ликвидации объекта. Тем не менее на практике участники строительных проектов осуществляют управление предпроектной стадией ICP без должного внимания и ответственности. Автором подчеркивается, что пренебрежительное отношение к работам предпроектной группы вызвано рядом причин, одна из которых — отсутствие понимания структуры и содержания предпроектной фазы и осознания возможной пользы ее результатов. Предполагается, что выступить в качестве теоретической базы и оказать содействие субъектам ICP в реальных условиях могло бы нормативное обеспечение. Для оценки предположения был проведен анализ системы отечественной нормативной базы и выделены элементы содержимого, которые будут полезны в применении при реализации предпроектной стадии ICP. По результатам проведенного анализа выяснилось, что нормативное обеспечение предпроектной фазы ICP несовершенно в объективе актуальной ступени эволюции строительной отрасли. Сегодня разработка универсального механизма для регламентирования предпроектной стадии ICP трудноосуществима, так как нас окружает колоссальное множество разнообразных и абсолютно не похожих друг на друга зданий и сооружений. Автором предлагается внедрение на организационном уровне нормативного и методического обеспечения (NMS), основанного на уже закрепленных нормах и правилах, имеющихся методиках и практических рекомендациях и выработанных корпоративных механизмах. Для формирования организациями строительной отрасли собственной модели ведения предпроектной стадии ICP автором разработана пирамида свойств NMS, доступно отражающая основные принципы, которыми должны обладать документы и информация, применяемая участниками ICP в практической деятельности. Учитывая векторы развития строительного сектора и национальной экономики России, предложенная авторская инициатива способна оказать всесторонний положительный эффект.

Ключевые слова: *предпроектная стадия инвестиционно-строительного проекта, управление предпроектной стадией, нормативное и методическое обеспечение, техническое регулирование, конкурентоспособность организаций*

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