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Current stage of development of mechanisms for regulating the procedures for technological connection of capital construction projects

The paper presents a comprehensive analysis of the mechanisms of state regulation of interaction between developers and resource supply organizations (RSO) in the context of technological connection of capital construction facilities to engineering networks. The study covers a wide range of aspects: from analyzing the current regulatory framework and its application practice to identifying typical violations that occur at various stages of implementation of connection procedures, as well as evaluating the effectiveness of state and municipal control institutions in this area.
Particular attention is paid to the legislative transformations that took place in the period 2023–2025, including the strengthening of antimonopoly regulation, the initiative to introduce digital platforms to simplify administrative procedures and increase transparency in the interaction of market participants. The authors consider the concept of "technological processes" of interconnection not only as an engineering and technical, but also as a socio-economic and legal category, including both physical connection to water supply, sanitation, heat, gas, electricity and communications networks, as well as integration into the digital infrastructure of "smart" cities.
Based on a systematic legal analysis, key systemic problems have been identified that hinder the effective implementation of developers' rights and ensure the reliable functioning of engineering infrastructure. These include: legal uncertainty in the interpretation of certain norms, an imbalance in the distribution of risks between participants in interaction, inconsistency in tariff policy and investment programmes of RSO, as well as insufficient coordination between federal and regional authorities.
The purpose of the study is to develop scientifically sound recommendations for improving legal regulation in the field of technological connectivity, aimed at increasing the investment attractiveness of the construction sector, ensuring legal certainty and stimulating the introduction of innovative, including digital, solutions into the engineering infrastructure of the modern urban environment.
Keywords: *government regulation, technological connection, engineering networks, life support for real estate, heat consumption, resource supply organizations*

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INTRODUCTION

Engineering support for capital construction facilities is one of the fundamental components of modern urban planning and life support for urbanized territories. It ensures the functional suitability of buildings and structures, as well as compliance with the requirements of sanitary and epidemiological well-being, energy efficiency and sustainable development of the urban environment [1–3]. Despite the apparent technical and legal regulation of this process, in practice, the procedure for technological connection to engineering networks, including electricity, water supply, sanitation, gas and heat supply systems, often becomes a critical moment in the implementation of investment construction projects.

These difficulties are caused by a complex of interrelated legal, administrative and economic factors. Among them are the ambiguity of the regulatory framework, which allows for different interpretations of certain provisions by participants in legal relations; excessive bureaucratization of administrative procedures, the lack of unified standards of interaction between developers and resource supply organizations (RSO) (Figure), as well as systemic risks associated with the monopoly position of the latter in local engineering infrastructure markets. In a number of cases, there is abuse of a dominant position on the part of RSO, expressed in the imposition of unjustified conditions, artificially inflating tariffs for accession, or deliberately delaying deadlines for fulfilling obligations. According to a study by the Higher School of Economics describing approaches to regulating tariffs for connecting capital construction facilities to infrastructure, in 76.5 % of cities the developer will face some form of opaque tariff regulation in the field of connection to heat supply systems, 45.1 % in the field of water supply and 49 % in the field of sanitation [4].

In practice, the procedure for technological connection of construction projects for developers is accompanied by a multi-stage coordination of technical conditions, each of which initiates a chain of individual requirements from RSO, some of which go beyond federal standards and require additional engineering surveys, redesign or purchase of specialized equipment [5–7]. The lack of unified forms of documents and the variability of local regulations lead to repeated approval cycles, which increases the duration of the preparatory stage. The procedure for removing engineering networks from a building site, namely, a change in the compensation policy from property to monetary, stretches work deadlines for builders for years instead of 3–6 months [8]. At the same time, RSO often forms connection tariffs without a public cost audit, which leads to a significant increase in the developer›s capital expenditures, destabilization of the project's financial model and disruption of approved implementation schedules. According to

an article from the Vedomosti online publication, in some cases, connection costs can reach up to 10 % of the construction budget [9]. Delays in issuing an act of admission or commissioning of engineering networks delay the deadline for obtaining Permission to put the facility into operation, provoking penalties and increasing the cost of maintaining the construction site and interest on loan agreements. The combination of these factors transforms technological connection from a routine procedure into a critical moment, through which a part of the working capital of construction companies is lost annually and the deadlines for implementation are disrupted.

In response to these challenges, the Government has stepped up regulatory activities in this area. The Ministry of Construction and Housing and Communal Services of the Russian Federation, the Federal Antimonopoly Service (FAS of Russia), as well as relevant federal and regional executive authorities play a key role in this process. Their efforts are aimed at creating a balanced regulatory environment that ensures the harmonization of the interests of all participants: developers as subjects of investment activity; resource supply organizations, as operators of critical infrastructure; and end users, including future tenants and owners of real estate.

In recent years, a set of measures has been implemented to optimize legal and administrative regulation in the field of technological connectivity: digital services are being introduced (including within the framework of the national Housing and Urban Environment project), deadlines for approving and issuing technical specifications are being regulated, tariff approaches are being reviewed and antimonopoly control mechanisms are being strengthened. Nevertheless, the effectiveness of these measures remains a matter of debate, as significant barriers remain on the ground that hinder the achievement of the stated goals. In this regard, the relevance of this study is due to the need for a comprehensive assessment of the existing legal and institutional mechanisms for regulating the interaction between builders and RSO.

The purpose of the article is to conduct a systematic analysis of the regulatory framework, identify key problem areas in the practice of implementing technological connection procedures. The results of the study can serve as a basis for the development of scientifically sound recommendations for improving legal regulation and improving the efficiency of engineering support for construction projects in the Russian Federation.

MATERIALS AND METHODS

In the course of this study, a comprehensive methodological approach was applied, combining regulatory, statistical and comparative analysis. The information base is based on the current regulatory legal acts of the federal level, as well as orders of the Ministry of Construction and methodological recommendations of FAS of Russia [10].

According to official data published by the FAS of Russia on August 21, 2025, since the beginning of this year, the agency has brought to administrative responsibility a number of RSO for violations related to the procedure of technological connection to the networks of the communal infrastructure.

During the monitoring, FAS of Russia identified 43 cases of violations in the field of water supply and sanitation. In 14 of them, given the nature and severity of the violations, the anti-monopoly authority issued warnings as preventive measures aimed at preventing repeat offenses without immediately imposing financial sanctions. This approach indicates the application of a differentiated regulatory strategy that combines both punitive and preventive tools.

For a contextual comparison, it should be noted that for the whole of 2024, in similar areas of activity, including water supply, sanitation and heating, the total amount of fines imposed by FAS of Russia on RSO amounted to 9.2 million rubles, and the total number of violations identified reached 79 cases. Thus, by the middle of 2025, a significant intensification of law enforcement activity is being recorded: the volume of sanctions imposed in the eight months of this year is about 78 % of the annual figure of the previous period, which may indicate both an increase in the number of appeals from interested parties and increased proactive control by the antimonopoly authority departments [11].

In its official commentary, FAS of Russia emphasizes the inadmissibility of violations of the rules for connecting to public infrastructure networks, which directly affect both the interests of investors in the construction industry and the rights of citizens to access basic life support services. The Agency declares its readiness to promptly respond to any cases of abuse of a dominant position by monopoly operators, especially in conditions where such actions hinder the implementation of investment projects or create unreasonable administrative barriers. It is emphasized that the protection of competition and ensuring transparency of technological accession procedures remain priority tasks of antimonopoly policy in the context of the implementation of national goals in the field of housing construction and sustainable urban development.

These data indicate the continuing tension in law enforcement practice in the field of engineering and confirm the need for further improvement of both the regulatory framework and the mechanisms for its implementation at the regional level.

On May 21, 2025, the President of the Russian Federation approved a list of instructions following the meeting of the Presidium of the State Council on the topic “The development of infrastructure for life”, which took place on April 15, 2025. The key points related to infrastructure organizations are listed below:

- the possibility of reducing the established regulatory deadlines for the technological connection of capital construction facilities to electricity, gas, heat, water supply and sanitation networks, as well as the introduction of a phased advance system, in which subsequent financing is carried out only after the resource supply (network) organization confirms the actual completion of work in the amount corresponding to the previously paid advance is valid until October 1, 2025;
- to conduct an experiment in the Moscow Region to create an electronic service for consultations with the balance holders of federal network facilities until October 1, 2025;
- to prevent the introduction of requirements for developers in the regulatory legal acts of the subjects of the Russian Federation and municipal legal acts that are not provided for by federal legislation and are not included in the unified register of documents, information, materials and approvals, established by the legislation of the Russian Federation on urban development activities, until November 1, 2025;
- methodological assistance to municipalities in bringing legal acts into line with federal legislation — until October 1, 2025;
- introduce a moratorium on changes to the requirements for the construction of social infrastructure facilities for up to five years in order to prevent an increase in their cost — until June 15, 2025.

The President's instructions have become an important impetus for systemic changes in the regulatory framework governing the interaction of developers with resource supply organizations. In particular, as early as August 2025, the Government of the Russian

Resolution of the Government of the Russian Federation No. 1246 of August 20, 2025 On Amendments to Resolution of the Government of the Russian Federation No. 861 of December 27, 2004

Aspects of regulation / Categories of rules	Categories of applications	Major applicants	Configuration of the application	Deadline for submission of document	Payment by invoice	Document management	Small applications
Before 2025	Only legal entities proprietors (150–670 kW)	>150 kW — special conditions	10 days from the act/notification	10 days for everyone	Uniform deadlines	Paper documents	Simplified procedure
Since 2025	Any persons, including individuals (150–670 kW)	>670 kW — special conditions	60 days from the invoice	10 days — general; 20 days — 150–670 kW	5–15 days depending on the category	Only electronic ones with EDS	Mandatory participation of energy supervision
Regulatory Framework	Section II, paragraph 12	Section II, paragraph 15	Section IX, paragraph 103	Section IX, paragraph 105	Section IX, paragraph 106	Section IX, paragraph 110	Appendix No. 17, paragraphs 6, 8

Changes in the rules of technological connection

Federation implemented one of the key guidelines — optimizing the timing and procedures for technological connection to the grid through amendments to the current resolution.

The data presented in Figure illustrates the key changes made to Decree of the Government of the Russian Federation No. 861 of December 27, 2004 "Approval of the Rules for Technological Connection of Power Receiving Devices ..." as a result of the issuance of Decree of the Government of the Russian Federation No. 1246 of August 20, 2025, which entered into force on September 2, 2025 [12]. The data is grouped according to six main parameters of the applicant's interaction with the RSO: the category of applicants, criteria for classifying as "large" applications, deadlines for confirming the application, deadlines for submitting documents, payment procedure and workflow. The comparison is made for two time periods "until 2025" and "from 2025", which allows us to identify the direction of the reform and its practical consequences.

The changes introduced in 2025 to the Rules of Technological Connection represent a systemic reform aimed at expanding access to engineering infrastructure, unifying and simplifying procedures for most applicants, digitizing and formalizing interaction through electronic document management and the use of electronic digital signature, differentiating terms and conditions depending on the scale and complexity of the project, improving the responsibility of RSO for the quality and timeliness of the provision of services [13].

These measures comply with modern international standards for regulating engineering infrastructure and are aimed at creating a favorable investment climate in the construction industry. They also contribute to the implementation of national goals in the field of housing, sustainable urban development and digital transformation of public administration [14]. The mandatory participation of energy supervision in the procedure for small applicants has been introduced, which means increased control over compliance with technical requirements, increased connection security, and a guarantee that even small facilities will be connected in accordance with the Rules of Electrical Installation (REI) and SNiP.

Table 1. Identified problems and measures to eliminate them

Problem	Proposed solution/implemented measure	Status	Comment
Ambiguity of the regulatory framework, allowing for discrepancies	Resolution No. 861 has been reformed, unified rules for technological connection have been introduced since September 2, 2025	Partially solved	Monitoring of the application of the new rules on the ground and explanatory work are required
Excessive bureaucratization of procedures	Proposal for the introduction of digital services, including within the framework of the national project "Housing and Urban Environment"	In process	Effectiveness depends on the readiness of the regional RSO and the level of digital literacy of applicants
Lack of uniform standards for interaction between developers and RSO	Development and implementation of unified electronic forms and terms of interaction, stipulated in Resolution No. 1246	Partially solved	Adaptation at the regional level and training of participants in the process are required
Abuse of authority by RSO (overstating tariffs, delaying deadlines)	Strengthening antimonopoly control: in 2025, an increase in the number of violations and fines was recorded	Partially solved	Preventive measures and tariff transparency need to be strengthened
Local barriers not provided for by federal legislation	Instruction of the President of the Russian Federation (May 2025) to prevent the introduction of requirements not included in the unified register	In process	Methodological assistance to municipalities and compliance control of legal acts are required
Insufficient transparency and deadlines for approvals	An experiment in the Moscow region to create an electronic approval service with the balance holders of federal networks	In process	Scaling of successful experience to other regions is required

Table 2. Problems of technological connection and proposals for their solution

Problem	Possible solution
Heterogeneous practice of implementing federal standards of technological connection at the level of subjects of the Russian Federation and municipalities	The introduction of a multi-level system of vertical legal control and feedback, the consolidation of personal administrative responsibility of the heads of regional authorities and RSO for the admission of local acts contrary to federal law
Shortage of feedback mechanisms and quantitative assessment of the quality of services provided by resource-supplying organizations	Formation and constant updating of the publicly available rating mechanism of RSO, integrated into a single digital platform for technological connection, with mandatory consideration of quantitative (connection time, frequency of violations, fee amount) and qualitative (satisfaction of applicants, transparency of procedures) indicators; parallel implementation of a system for filing, reviewing and publishing substantiated complaints with open review statistics, for ensuring public and antimonopoly control
Insufficient level of legal competence of applicants (developers, design organizations) regarding the regulatory and legal regulation of procedures for technological connection to utility networks	Creation of a system of legal education for applicants, including the development and integration into digital platforms of technological connection, interactive training modules reflecting current regulatory changes; conducting webinars and face-to-face consultation sessions; creating a constantly updated online directory of typical errors and judicial practice on technological connection

However, the success of the implementation of these changes will depend on the readiness of regional RSO to introduce digital services, the level of legal literacy of applicants and the effectiveness of control by executive authorities and antimonopoly authorities.

RESULTS

Thus, the paper analyzes the presented data, which allows us to draw the following conclusions, shown in Table 1.

In 2025, significant steps have been taken to simplify and digitalize the processes of technological connection, a number of problems remain unresolved or require systematic monitoring and refinement. The issues listed in Table 2 remain particularly relevant.

To sustainably improve the investment climate in the construction industry, not only regulatory reform is needed, but also institutional support, including training, monitoring, feedback, and digital transparency at all levels of interaction.

In the future, it is necessary to accelerate the introduction of digital tools (register of technical specifications, electronic interaction), unification of regional procedures, and strengthening the personal responsibility of RSO officials. Only with the synergy of state control and an active business position can the accession process be transformed into a standard technical procedure.

CONCLUSIONS

In conclusion, we note that the conducted research has made it possible to comprehensively assess how the state is developing mechanisms for regulating the procedures for technological connection of capital construction facilities, implementing a set of targeted measures aimed at reducing the administrative, legal and financial barriers faced by developers. Comparing the regulatory texts, we see that the reform of recent years, aimed at tightening antimonopoly supervision, launching a "one-stop shop" on digital platforms and reducing the time for approvals, sets out more transparent and faster procedures that help reduce negative consequences for builders, namely, reduce the risks of schedule disruption and prevent unforeseen costs. However, the final effect depends on how quickly regional authorities and network companies rebuild internal processes, train staff, and start working in a new electronic environment.

The conclusions obtained indicate that in order to transform engineering connection from a risk factor into a stable service, it is necessary to bring simplification of regulations to its logical conclusion, introduce understandable and non-discriminatory tariffs, create a mechanism for quick compensation of developer's losses in case of delay, as well as strengthen the responsibility of network organizations for unjustified refusals and overcharging. The implementation of these measures will increase investor confidence, accelerate housing starts, and provide an additional incentive for the introduction of smart technologies into urban infrastructure.

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Современный этап развития механизмов регулирования процедур технологического присоединения объектов капитального строительства

Представлен комплексный анализ механизмов государственного регулирования взаимодействия между застройщиками и ресурсоснабжающими организациями (РСО) в контексте технологического присоединения объектов капитального строительства к инженерным сетям. Исследование охватывает широкий спектр аспектов: от анализа действующей нормативно-правовой базы и практики ее применения до выявления типичных правонарушений, возникающих на различных этапах реализации процедур подключения, а также оценки эффективности институтов государственного и муниципального контроля в данной сфере.

Особое внимание уделено трансформациям законодательства, произошедшим в период 2023–2025 гг., включая усиление антимонопольного регулирования, инициативу внедрения цифровых платформ для упрощения административных процедур и повышения прозрачности взаимодействия участников рынка. Авторами рассматривается понятие «технологических процессов» присоединения не только как инженерно-технической, но и как социально-экономической и правовой категории, включающей как физическое подключение к сетям водоснабжения, водоотведения, теплоснабжения, газоснабжения, электроснабжения и связи, так и интеграцию в цифровую инфраструктуру «умных» городов.

На основе системного правового анализа выявлены ключевые системные проблемы, препятствующие эффективной реализации прав застройщиков и обеспечению надежного функционирования инженерной инфраструктуры. К ним относятся: правовая неопределенность в толковании отдельных норм, дисбаланс в распределении рисков между участниками взаимодействия, несогласованность тарифной политики и инвестиционных программ РСО, а также недостаточная координация между федеральными и региональными органами власти.

Целью исследования является разработка научно обоснованных рекомендаций по совершенствованию правового регулирования в сфере технологического присоединения, направленных на повышение инвестиционной привлекательности строительного сектора, обеспечение правовой определенности и стимулирование внедрения инновационных, в том числе цифровых, решений в инженерную инфраструктуру современной городской среды.

Ключевые слова: *государственное регулирование, технологическое присоединение, инженерные сети, жизнеобеспечение недвижимости, теплопотребление, ресурсоснабжающие организации*

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