

Kulakov K.Yu.
Abdalov R.E.

Integrated development of the territory:
the principle of the mechanism and its
attractiveness for developers



Kulakov
Kirill Yuryevich,

Doctor of Economics, Professor of
the Department of Organization
of Construction and Real Estate
Management; Moscow State
University of Civil Engineering
(National Research University)
(MGSU); 26 Yaroslavskoe shosse,
Moscow, 129337, Russian
Federation;
ID RSCI: 360164,
ORCID: 0000-0003-2081-7045;
kkulakov@bk.ru



Abdalov
Roman Evgenyevich,

Postgraduate student of
the Department of Organization
of Construction and Real Estate Man-
agement; Moscow State University
of Civil Engineering (National Re-
search University) (MGSU); 26
Yaroslavskoe shosse, Moscow,
129337, Russian Federation;
SPIN-code: 2291-2191,
AuthorID: 1226983,
ORCID: 0009-0006-2366-6397;
abdalov.romain@yandex.ru

The purpose of this scientific paper is to analyze aspects of the attractiveness of integrated development of territory (IDT) projects for developers. To this end, a phased study was conducted, which began with an examination of the basic concept of the IDT mechanism and, based on regulatory and legal provisions and applied design, described the conceptual basis of IDT, which includes functional and target vectors of action and four types of IDT through which the mechanism manifests itself. Next, assumptions are made about the prerequisites for the emergence of IDT mechanism, including, for example, growing interest in the complexity and clustering of economic systems, as well as a high demand for innovative development in all spheres of life. The authors note that the key actors in the implementation of IDT project are the developer and government representatives, which have special powers and whose joint interaction allows for positive synergy to achieve one of the most important national goals of creating a high-quality and safe living environment. The authors argue that developers should be recognized as the main actors in the IDT project, because without their resources, the high-quality transformation of the territory designated by the government is impossible. From this point of view, the authors conducted an analysis and formulated the concept of the investment attractiveness of IDT project, and based on the advantages and imperfections of the mechanism, they identified the main aspects of IDT project's attractiveness for a development company. In conclusion, the authors analyzed the multiple effects of IDT mechanism, which can improve the lives of stakeholders — investors (developers), government representatives, citizens, and businesses — by exerting a positive influence on each of them. Thus, it is assumed that further research and development of the topic of investment attractiveness assessment within the framework of pre-investment studies will increase the effectiveness of mutually beneficial partnerships between developers and the state in the field of IDT, allowing for the creation of a sustainable environment for life.

Keywords: *integrated development of territories (IDT), real estate development, developer, government, housing conditions, urban environment, land assets, investment attractiveness of the IDT project, pre-investment study*

The current challenges facing the construction industry in the Russian Federation, including, for example, the inadequacy of housing conditions and related infrastructure to meet the modern needs of society and difficulties with effective and rational land use, essentially determine a single federal-level task of comprehensively improving the accessibility, quality, and safety of housing for the population [1]. In addressing this complex task, the government, in collaboration with scientific and business communities, is constantly searching for, studying and implementing effective approaches and tools that meet the advanced demands of civilization transmitted throughout the world and are aimed at even the slightest improvement in reproductive activity. Such searches for new forms and meanings gave rise to the mechanism of integrated development of territory (IDT), thereby giving a significant impetus to the expansion of the horizons of residential real estate development.

The IDT mechanism has been rapidly evolving in the Russian Federation for several years now. At the end of December 2020, following the results of reviews, Federal Law No. 494-FZ of December 30, 2020, "On amendments to the Urban Planning Code of the Russian Federation and Certain Legislative acts of the Russian Federation in order to ensure the integrated development of territories" [2] was approved and put into effect. Upon entering into force, this document introduces a number of

additions and amendments to the Urban Planning Code of the Russian Federation (UPC of RF), mainly concerning the IDT mechanism [3]:

- the concept of IDT is defined as a set of measures carried out in accordance with the approved documentation on the planning of the territory and aimed at creating favorable living conditions for citizens, updating the living environment and common areas of settlements, municipal districts, and urban districts;
- four types of IDT have been identified, each with its own distinctive features and implementation procedure;
- within the framework of IDT projects, the possibilities for the expropriation of land plots and other types of real estate for the needs of the state and municipalities have been expanded;
- the procedure for adopting and implementing IDT decisions has been established, and provisions for concluding IDT agreements have been defined;
- provisions have been introduced to protect the rights of interested parties (landowners, citizens) during the implementation of IDT projects, among other things.

Since the IDT mechanism is only in the early stages of its development in the country, there is no unified information system responsible for the operational control of IDT projects. Open sources pro-

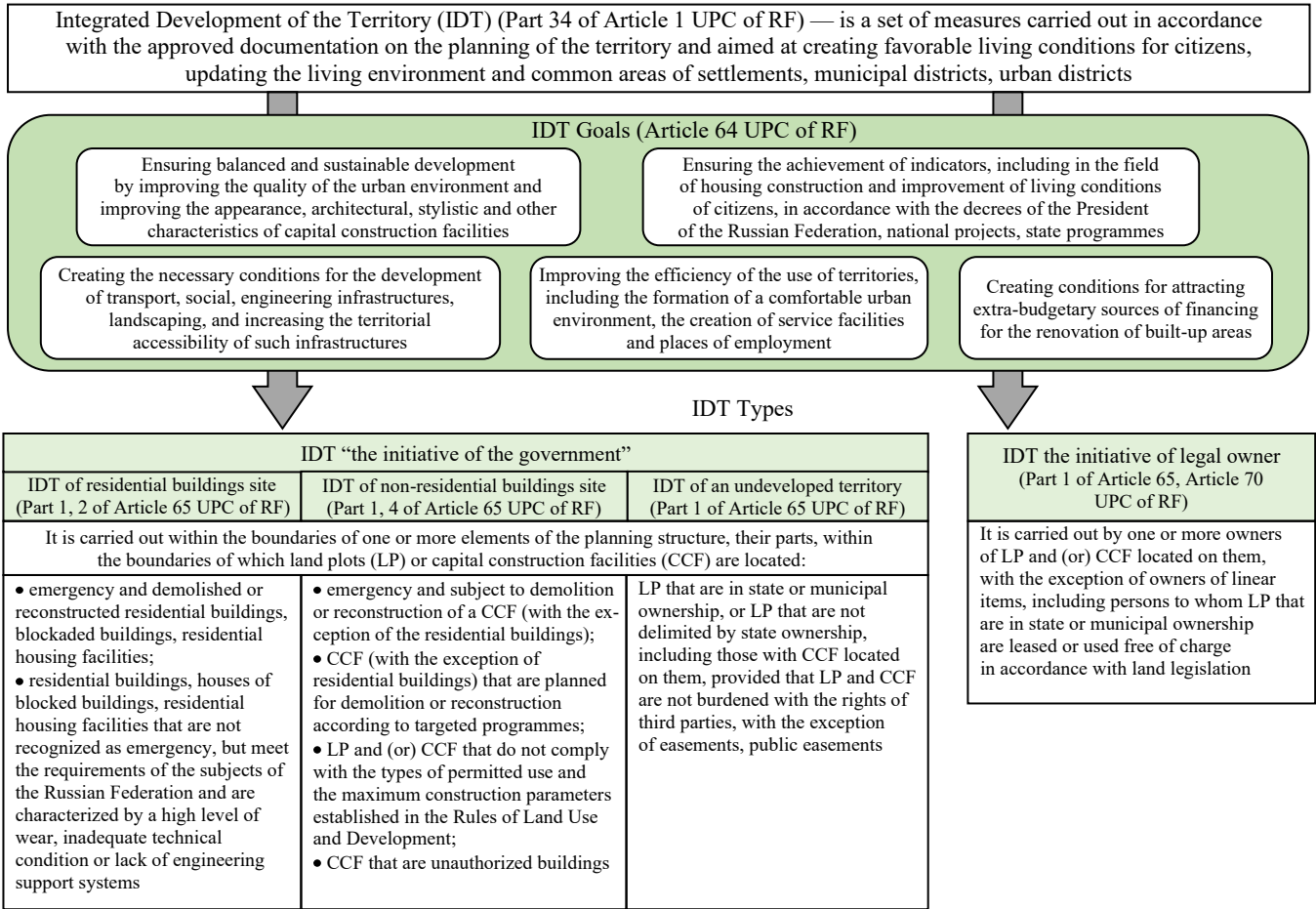


Fig. 1. The conceptual basis of the IDT mechanism (compiled by the author)

vide the following statistical data for mid-2025, characterizing business activity in the field of IDT [4]:

- in 77 constituent entities of the Russian Federation, 1,013 territories with a total area of almost 22.6 thousand hectares and an urban development potential of 165.32 million square meters, including 122.8 million square meters of residential space, are in the active stage of IDT implementation;
- 830 decisions on IDT have been adopted, including almost 40 % (308 decisions) on residential IDT, with a total area of 16.4 thousand hectares and an urban development potential of 124 million square meters, of which 86.96 million square meters are residential space;
- during the implementation of the IDT residential development programme, approximately 270,000 square meters of housing was resettled, including 230,810 square meters of housing in disrepair, thereby improving living conditions for 151.80 people.

The conceptual basis of the IDT mechanism, on which the practical implementation of integrated development projects is based, consists of its functional and target vectors of action, as well as types of IDT characterized by their specific features (Fig. 1) [3].

The target guidelines of the IDT concept, enshrined in the domestic legal framework, are the consequences of national economic tasks that need to be solved. Thus, several key prerequisites for the genesis and implementation of IDT can be identified.

Firstly, the central figures are the strategically important goals outlined in legal doctrines, mainly related to improving housing

conditions and creating a high-quality and safe urban environment. To this end, the current Strategy for the development of the construction industry and housing and communal services of the Russian Federation has defined priority tasks: commissioning more than 1 billion square meters of housing stock (for the period from 2021 to 2030), a steady reduction in substandard housing and improvement of housing conditions for certain categories of citizens, improvement of the environment and urban infrastructure [1]. In this situation, where high rates of reproduction are necessary, the IDT programme has been nominated as a driver of business activity and effective productivity in the creation of real estate and related infrastructure.

Secondly, there is the separate issue of land, which consists of an acute shortage of high-quality land resources for construction in central areas of the city and the need to increase the urban development potential of settlements. Today, we are witnessing a high level of urbanization of urban areas and the irrational distribution of land in large settlements, resulting in low functionality of urban space and problems with logistics corridors, natural landscape zones and accessibility of social facilities. The IDT programme, which involves simplified land acquisition schemes, is designed to ensure the effective use of territories where it is possible to build housing and the infrastructure necessary for life support [1].

Thirdly, current approaches to urban planning and decision-making are focused on the interests of the present or immediate future (up to 5 years), with little consideration given to the potential of the territory in the longer term (10–20 years). It is believed that



Fig. 2. Developer and government impacts and the synergy of their partnership (compiled by the author)

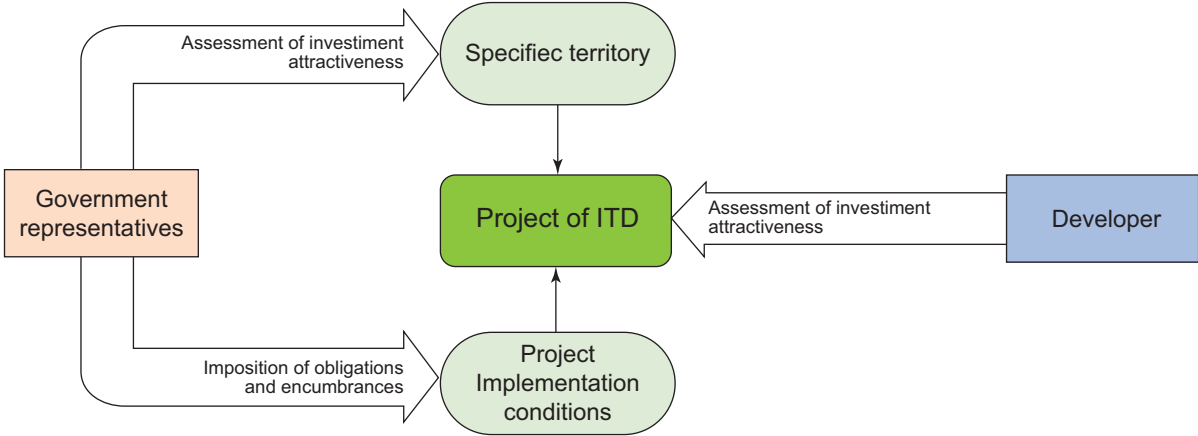


Fig. 3. Assessment of investment attractiveness within the framework of the IDT (compiled by the author)

such a conservative approach, which involves low activity in the implementation of innovative solutions, hinders territorial and spatial development. However, the direct identification of promising urban development vectors at an early stage in a complex territorial planning system would significantly reduce wasteful costs and errors in urban development activities [5, 6].

Fourthly, one of the trends in the country's economy in recent years, including in the investment and construction sector, is the complexity, consolidation and enlargement of activities and projects [7]. The increasing clustering of territories (residential, social, industrial), progressive modular construction, the formation of digital platforms and common data environments, and other integrated solutions have already taken root and are widely used in the practice of the urban development sector, increasing the pace of socio-economic and, at the same time, scientific and technological development.

Fifthly, the IDT programme, derived from the concept of the common good, correlates perfectly with the paradigms of sustainable development and ESG-concept, which assume the progressive movement of all spheres of activity towards the development of society in three directions at once: social responsibility, economic efficiency and environmental well-being [8, 9]. Both within the framework of individual IDT projects and as a cumulative result of the systematic implementation of the IDT campaign, it is assumed that the current needs of all interested parties will be met without

harming the environment but, on the contrary, striving to improve the ecological situation.

IDT, which involves a project-based approach, is built on the relationships between specific subjects. Through cooperation, developers and government representatives are able to create conditions for the sustainable and harmonious development of the territory. Government structures, as the ideological drivers of the IDT programme, are responsible for strategic planning — they dispose of land assets and provide comprehensive infrastructure and regulatory support. The developer, as the key creator of residential real estate, in turn, invests resources, contributes organizational capital (both physical and intellectual) and implements a full cycle of territorial transformation. Such a mutually beneficial partnership stimulates the improvement of the urban environment, the creation of new jobs and the improvement of living conditions for the public, which together brings us closer to achieving the National goal of a “Comfortable and safe living environment” (Fig. 2).

Urban planning, which is primarily a function of the government, is designed to determine and coordinate the spatial organization of the territory, to form a balanced and rational territorial structure for land management in order to achieve planned social and economic objectives [5]. Territorial and spatial planning activities include measures for the multifaceted regulation of urban development, counteracting negative market trends and acting as an

important tool for ensuring sustainable development and improving quality of life.

Today, the regulatory and methodological support for the IDT mechanism is being systematically developed, which should clarify some of the provisions of the mechanism and eliminate existing imperfections in the regulatory framework. For example, regulatory documents are being actively developed, in particular, a set of rules entitled "Urban Development. Comprehensive Development of Territories: General Provisions for Building Urban Environment Models" which contains provisions on the formation of high-quality residential development, using the principles of organizing urban environment models in the development of urban planning documentation. For the government representatives, which is rightfully the initiator of IDT, a methodological toolkit has been accumulated for the careful selection and evaluation of territories for IDT, preparation, initiation and implementation, as well as spatial and economic modelling of IDT projects [10, 11]. This documentation allows state bodies to conduct their activities with greater confidence.

The base for project activities in the field of development planning for developers who appear as implementers of the territory development programme, methodological tools based on the results of the analysis are currently insufficient, which generates a large number of uncertainties and uncertainty on the part of developers to enter into the IDT project. As a result, this problem leads to low investor interest in the territorial transformation process and, ultimately, to a slowdown in the implementation of the IDT programme. In this case, it is fair to note that for a developer investing their financial and non-financial resources, it is important that the IDT project be attractive for investment (Fig. 3).

In the current circumstances, it seems appropriate to introduce the author's term "investment attractiveness of the IDT project" and, based on the existing conceptual framework, provide a more precise definition [12–14]. The concept of the investment attractiveness of a IDT project is proposed to be understood as an interconnected system of criteria reflecting the advisability of investing different resources to the IDT project, taking into account the cumulative potential of the developer (subject) and a comprehensive description of the characteristics of the specific IDT project (object) and the possibility of obtaining a multifaceted positive effect (both financial and non-financial) for all stakeholders in the event of a subject-object relationship.

The investment attractiveness of IDT for developers lies in the following positive aspects [15, 16]:

- the location of most of the land plots sold within the framework of IDT in already developed or developing areas, mainly in an accessible environment with socially significant infrastructure;
- assistance from government representatives at various levels in the implementation of the IDT project and an acceptable administrative burden for developers;
- a potential increase in the liquidity and margin of the investment object due to modern approaches to the organization of the territory, internal technological efficiency and the external appearance of the development product;
- relatively low cost of entering the IDT project and, consequently, obtaining a land plot for development, compared to obtaining rights to a land plot within the framework of classic point development;
- the possibility for developers to obtain preferences from the government on other projects;
- low probability of future perturbations of investment objects

planned for placement or already placed within the framework of the IDT;

- potential increase in the organization's brand recognition and growth in public loyalty.

On the other hand, practical experience in implementing the programme, as well as individual studies and expert opinions, indicate the existence of shortcomings and vulnerabilities in the IDT mechanism, which, in general, predetermine the problems of the IDT programme in the Russian Federation and its unattractiveness to investors [17–19]:

- the existence of legal gaps related to imperfect legislative regulation (issues of real estate seizure for IDT purposes, participation in bidding procedures, determination of IDT boundaries, and others);
- irrational assessment by the government representatives of the terms and costs of implementation IDT projects, characterized by values that are not comparable with the real capabilities of the developer;
- unsatisfactory quality of the land plot, characterized by territorial, technical and legal encumbrances;
- high probability of a "zero cycle" burden on the developer in the IDT project — the need to use the developer's resources to resettle residents from dilapidated housing, demolish existing buildings on the site, and carry out large-scale planning of the allocated territory;
- high probability of social burden on the developer in the IDT project — the need to use the developer's resources to build social infrastructure facilities — kindergartens, schools, healthcare facilities, sports and administrative and business facilities;
- high probability of the IDT project imposing a burden on the developer in the form of obligations to create communal and transport infrastructure — the need to use the developer's resources to renovate or build new engineering and technical support networks, carry out aesthetic and architecturally expressive landscaping of the territory and construct the required street and road network infrastructure.

Thus, the IDT mechanism has both certain advantages and obvious shortcomings, creating dissonance for the developer. In such conditions, the difficult and strategically important decision to invest in the IDT project should be made on the basis of an assessment of investment attractiveness, taking into account the opportunities and risks of an individual investor and involving a thorough systematic analysis of past and present experience, as well as future market trends.

A systematic approach involves the integration of multiple process components, each of which is focused on a specific area of the project (urban planning, finance, juridical, etc.) [20]. In a changing economic environment, it is extremely important to consider these elements together in order to understand their interrelationships and influence on each other. It is advisable to implement such a systematic approach at the pre-investment stage in order to form a comprehensive and holistic understanding design feature, which will allow us to predict potential difficulties and identify the best ways to resolve them before investing funds. Based on the results of the pre-investment study, in addition to an accurate and reasonable assessment of the investment attractiveness of the IDT, in the event of a positive investment decision, the developer gains confidence in its activities at all stages of the project life cycle,

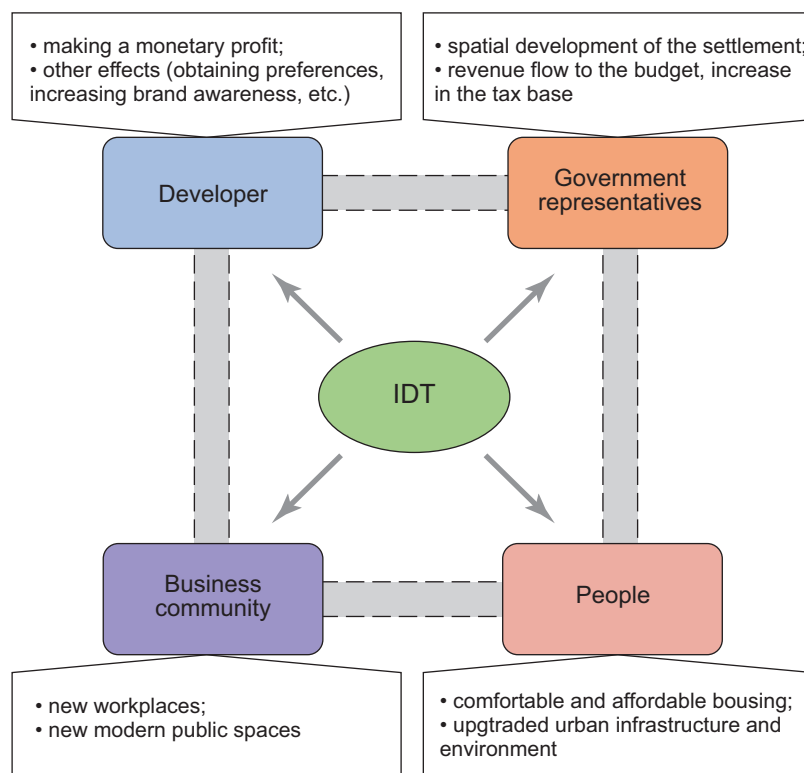


Fig. 4. Positive multiple effect of implementing the IDT mechanism on different participants (compiled by the author)

which significantly increases the likelihood of its successful completion in accordance with the planned objectives [21, 22].

Based on the above, it seems promising that, under the current conditions, the proposed concept of assessing the investment attractiveness of IDT project by a developer as part of pre-investment research will serve as a tool for forming a realistic picture of the future development of the territory within the IDT and determining the most effective scenarios for its implementation. The developer's entry into the IDT project can subsequently have a significant impact on various project participants, from state and municipal authorities and developers to citizens and business representatives. For government representatives, the IDT becomes a tool for systematic planning, allowing them to harmonize interests and ensure the sustainable development of the urban environment and the economic climate as a whole. Developers make a profit and gain new opportunities to implement large-scale projects. The population and the business community benefit from infrastructure upgrades, improved living standards and better conditions for business. Thus, the IDT has a multiple effect and thereby forms an interconnected system in which the coordinated efforts of all programme participants (stakeholders) enable them to reap positive benefits in the future (Fig. 4) [23–26].

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Комплексное развитие территории: принцип механизма и его привлекательность для девелоперов

Целью данной научной статьи является анализ аспектов привлекательности проектов комплексного развития территории (КРТ) для девелоперов. Для этого было проведено поэтапное исследование, в начале которого рассмотрено основное понятие механизма КРТ и на основании нормативно-правовых положений и прикладного замысла описана концептуальная основа КРТ, содержащая в себе функционально-целевые векторы действия и четыре вида КРТ, через которые механизм имеет свое проявление. Далее выдвинуто предположение о предпосылках возникновения механизма КРТ, среди которых, например, возрастающий интерес к комплексности и кластеризации экономических систем, а также высокая потребность в инновационном развитии всех сфер жизнедеятельности. Авторы отмечают, что ключевыми субъектами реализации проекта КРТ являются девелопер и государство, обладающие особенными действующими силами, и совместное взаимодействие которых позволяет добиться положительной синергии для достижения одной из наиболее важных национальных целей по формированию качественной и безопасной среды жизнедеятельности. Выдвинуто суждение о том, что именно девелопера следует признать основным актором проекта КРТ, потому как без его ресурсов качественная трансформация выделенной государством территории невозможна. С этой точки зрения проведен авторский анализ и сформулировано понятие инвестиционной привлекательности проекта КРТ, а также на основании преимуществ и несовершенств механизма определены основные аспекты привлекательности проекта КРТ для девелоперской компании. В заключении авторами проанализирован множественный эффект механизма КРТ, который способен улучшить существование заинтересованных сторон — инвестора (девелопера), государственных структур, население, бизнес, оказывая на каждое из них свое положительное влияние. Таким образом, предполагается, что

дальнейшие исследования и развитие тематики оценки инвестиционной привлекательности в рамках предынвестиционной проработки повысят эффективность взаимовыгодного партнерства девелоперов и государства в области КРТ, позволяя создавать устойчивую среду для жизнедеятельности.

Ключевые слова: комплексное развитие территории (КРТ), девелопмент недвижимости, девелопер, государство, жилищные условия, городская среда, земельные активы, инвестиционная привлекательность проекта КРТ, предынвестиционная проработка

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Об авторах: **Кулаков Кирилл Юрьевич** — доктор экономических наук, профессор кафедры Организации строительства и управления недвижимостью; **Национальный исследовательский Московский государственный университет (НИУ МГСУ)**; 129337, г. Москва, Ярославское шоссе, д. 26; РИНЦ ID: 360164, ORCID: 0000-0003-2081-7045; kkulakov@bk.ru;

Абдалов Роман Евгеньевич — аспирант кафедры Организации строительства и управления недвижимостью; **Национальный исследовательский Московский государственный университет (НИУ МГСУ)**; 129337, г. Москва, Ярославское шоссе, д. 26; SPIN-код: 2291-2191, AuthorID: 1226983, ORCID: 0009-0006-2366-6397; abdalov.romain@yandex.ru.

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