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Requirements management in construction

The article examines key changes in the regulatory and technical framework of the construction industry driven by the transition to the Registry of Requirements, which applies to engineering surveys, design, construction, and demolition. Based on a study of the interconnectedness between the registry-based principle, digital transformation, and performance-based (parametric) regulation, the paper reveals the revised objectives of the Registry of Requirements as an end-to-end verification mechanism. This mechanism is designed to govern design, monitoring, and compliance verification processes across all stages of an asset's lifecycle. The authors analyze the reasons behind delaying the official launch of the Registry of Requirements, and synthesize early feedback from the professional community — for whom operating the Registry will become a routine professional activity — alongside critical assessments from specialized IT developers. Special attention is paid to the challenges and prospects of translating regulatory requirements into machine-readable and machine-understandable formats, as well as defining the conditions for the further advancement of this approach. The paper substantiates the need to modify the format for extracting and amending existing requirements. A shortage of software services designed to manage requirement systems is highlighted. The authors propose a collaborative approach to developing and practically implementing corporate and local registries of requirements within the operations of construction companies. Furthermore, the study analyzes the rules approved by the Government of the Russian Federation for developing and publishing requirements in the Registry, as well as mechanisms for resolving conflicts between them. As a systemic solution, the importance of integrating the registry-based principle with the performance-based (parametric) regulation method is argued. The authors present a new concept for a Parametric Requirement Management System in construction (PRMS). Finally, new definitions of core terms are formulated, reflecting the general concept and structural principles of the proposed System. **Keywords:** register of requirements, digital transformation, automation of processes, machine-readable format, Parametric Requirements Management System (PRMS) in construction, parametric rationing

INTRODUCTION

The digital transformation of the construction industry and the development of its technical regulation system are gaining momentum every year. New resources, information systems are emerging, document formats are being updated, etc. Administrative and professional transformations are not lagging behind the digital one. All this contributes to an increase in the volume of housing, industrial, and road construction, improves the quality of the urban environment, and forms the economic and technological sovereignty of our country. Against the background of budget financing, extra-budgetary sources of these transformations are becoming more common. In addition to these changes, norms, rules, and regulatory documents in general are being actively updated and reworked. For almost two years, the information system "Register of Requirements to be applied when performing engineering surveys, carrying out architectural and construction design, conducting an examination of project documentation and (or) examining the results of engineering surveys, construction, reconstruction, major repairs, operation and demolition of capital construction facilities" has been operating [1] (hereinafter referred to as the Register of Requirements), posted on the Sroykompleks.RF portal. According to the creators, the Register of Requirements should ensure synchronization of the entire volume of requirements of various departments in the construction industry, provide a unified approach to their purpose and application. With the introduction and development of the Register of Requirements, the industry receives a single clear mechanism on

the basis of which compliance will be designed, monitored and verified at all stages of the facility's life cycle. It will be possible to switch to automation of design processes, as well as to remove existing conflicts and inaccuracies in the regulatory and technical framework [2].

THE RESULTS OBTAINED

According to some information, the Register of Requirements already contains more than 170,000 requirements from more than 1,000 documents. The Ministry of Construction of Russia, together with FAU "FCS" and other interested departments, are optimizing and reworking the requirements, preparing them for translation into machine-readable and machine-understandable formats. The transition to the application of the Register of Requirements determines that, for example, when preparing and examining project documentation, it is necessary to work not just with current regulatory documents, but with the current requirements of the Register [3]. The new format of work will require a revision of the usual approaches to the selection of regulatory documents, and the importance of correctly documenting the justifications for design decisions will increase. At the same time, responsibility for such decisions becomes more personalized and formalized. In accordance with Federal Law No. 653-FZ dated December 25, 2023. The Register of Requirements will enter into force on March 1, 2026 [4]. In particular, this is the launch date of a new format for the examination of project documentation. But contrary to

Zvonov I.A.
Kashirina N.V.



Zvonov Ilya Alexandrovich,
Senior lecturer at the Department of "Organization of Construction and Management of Real Estate"; Moscow State University of Civil Engineering (National Research University) (MGSU); 26 Yaroslavlshossee, Moscow, 129337, Russian Federation; SPIN-code: 6197-7370, Scopus AuthorID: 57204363101, ORCID: 0000-0002-4854-9903; ZvonovIA@mgsu.ru



Kashirina Natalia Vladimirovna,
lecturer; Moscow Polytechnic University; 38 Bolshaya Semyonovskaya St., Moscow, 107023, Russian Federation; SPIN-code: 2752-6270, ORCID: 0000-0003-1787-441X; natalia.vk90@gmail.com

► expectations, the entry into force of the Register of Requirements did not take place on the specified date. But on the contrary. Long before this date, Federal Law No. 507 of 12/28/2025 [5] postponed the application of the provisions of the Register of Requirements during the examination of project documentation to March 1, 2027. And already this year, the Government of the Russian Federation amended the relevant by-laws by Resolution No. 179 dated February 21, 2026 [6]. Why did this happen? Some open sources analyze the reasons for such a transfer and note that the implementation of such large-scale digital tools as the Register of Requirements requires quite a lot of debugging time. And the extra time in the preparatory period helps to reduce the number of failures and errors during the application period. Due to the postponement, participants in the construction industry also get time to refine their systems and corporate solutions, as the transition to working with the Register of Requirements will require major changes in the practice of specialists and the architecture of IT systems. According to IT industry experts developing digital solutions for construction, the primary task is to create such digital registers that will contain all the information necessary for a specialist, understandable application services for working with it [7]. In this case, we can already talk about full-fledged digital technology, and this is not currently available in the current version of the Register of Requirements.

There are also criticisms of the Requirements Registry: long loading of search results, the relationship between requests and the data provided is not always clear, difficulties with searching by requirement ID or document number, significant differences in search results from the results obtained in the usual “manual” way, lack of instructions for working with the Registry. As a result, there is a lack of trust in this information system.

When selecting and interpreting regulatory and technical documentation, the specialist performs the following actions:

- extracts specific mandatory requirements (norms, conditions) from the text;
- highlights the requirements relevant to the current stage of the facility's life cycle (design, construction, operation);
- uses them as source data for engineering calculations, performance verification, and development of technical and design solutions;
- aligns requirements with CIM;
- compares the prepared results and reporting materials with the previously identified requirements, which ensures the passage of expertise.

But there are significant limitations at each of these stages:

- requirements are extracted primarily based on the personal experience and qualifications of a specialist;
- there is no systematic fixation of references to specific paragraphs and provisions of regulatory documents;
- structured registers of requirements suitable for reuse and control are not being formed;
- references in the accounting documentation are usually given to regulatory documents in general, without precise reference to the requirements;
- there is no integration with CIM in any form (for example, in the form of links);
- conformity assessment is performed either expertly (based on experience) or through reinterpretation of the original regulatory documents, which increases labor costs and the risk of discrepancies.

NEW PERSPECTIVES

Due to the fact that the entry into force of the Register of Requirements has been postponed for a year, there is time to finalize and eliminate most of the technical problems. However, there is a possibility that technological and functional issues will remain. In the case when the only source of requirements is the Registry, a number of issues arise related to the possibility of integration with the TIM, with convenience and flexibility of application, with the prospects of translating requirements into a machine-readable format. At the moment, these tasks can only be solved manually with high resource costs.

In Fig. 1, you can clearly see that today's work with requirements is, in fact, limited by the available formats for working with regulatory documents. That is, the small task of updating several requirements entails at least an annual decision on the release of a new standard, for example.

At the same time, the introduction of the Register of Requirements is designed to ensure the transition from working with Registers of Documents to working with requirements. Since it is the marking of requirements, not documents, that will automate the process of examining project documentation and information model (IM), and in the future automate the design process. However, if the work remains in alternating “Document – Requirement – Document – etc.”, then difficulties will arise even when integrating requirements with the Construction Information Classifier (CIC). Even now, specialists in the field of construction and design are working with regulatory requirements, but this process remains largely unsystematic and non-automated. Due to the fact that in the Register of requirements on the Sroykomplex portal. In the Russian Federation, it is not

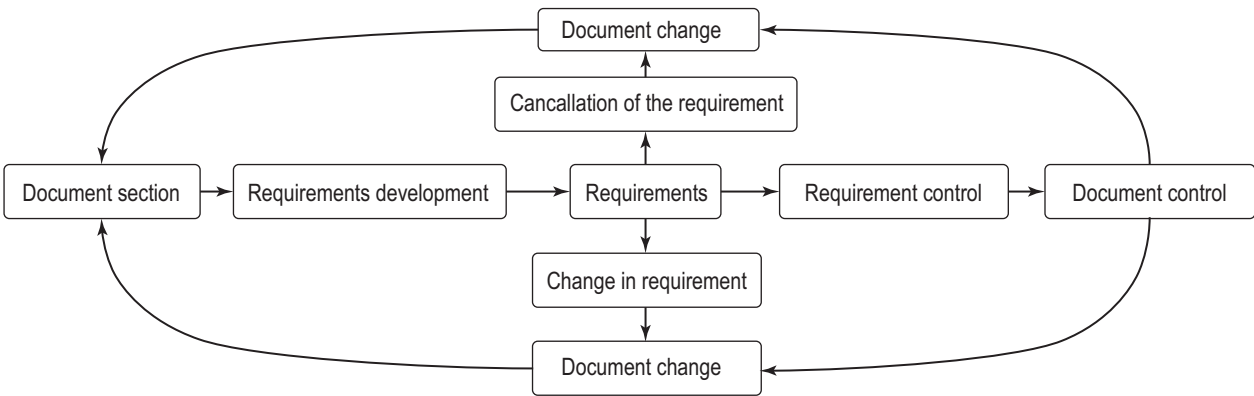


Fig. 1. The existing format for working with requirements

possible to create thematic collections of requirements in the user's personal account. In previous publications, the authors proposed and justified a separate tool for working with requirements — Corporate registers of requirements. The authors defined them as databases in which the regulatory requirements that the company applies and fulfills within the framework of its specific activities are structured and systematized [8]. By analogy, if we exclude the “corporate” nature, these may be Local registers of requirements, which can be defined as databases in which regulatory requirements are structured and systematized, which an individual specialist applies and fulfills within the framework of his specific activities. It should be noted that the format of local registries was successfully applied by the authors during the development of the SRT series last year. But these proposals will only help builders in the transition period to reduce time losses, improve the accuracy of working with requirements and allow the use of additional services that will inevitably appear in the near future. However, there remains a problem due to the fact that the procedure for introducing and replacing requirements in the Registry takes a considerable amount of time. In accordance with the new version of the Decree of the Government of the Russian Federation No. 1417 dated August 31, 2023 (as amended on April 4, 2025) [9], the Ministry of Construction, the Federal Agency for Technical Regulation and Metrology will need to be involved in identifying and eliminating contradictions between the requirements of the Register and, for example, the draft standard planned for inclusion. The developer of the standard, the Government Commission for Regional Development, as well as the authority that approved the standard. At the same time, the organization of interaction between these associations must be implemented within up to 70 working days.

There are already hundreds of thousands of requirements in the Register of Requirements at the moment, and their number is constantly increasing. As a result, the amount of responsible and complex work will increase many times in the future. Obviously, without systemic changes, this approach to norm transformation will not be much more promising than the traditional approach, in which regulatory documents were updated entirely and gradually. There is another direction for the transformation of the regulatory system in the construction industry — the transition to a parametric method of rationing. The integration of the two stated approaches can provide productive changes. The authors justified the organizational possibility of such integration in previous publications in the form of an algorithm according to which regulatory requirements are collected in local registries, divided into qualitative or quantitative parameters for more convenient operation and for the possibility of configuring checklists to facilitate automation of the conformity assessment process [10]. This approach can facilitate the transition to requirements management. Due to the fact that only the requirements necessary for the work (both mandatory requirements and requirements from the company's service station) will be used, updated and monitored, and not the entire documents. By analogy with the standardization tools in other industries, the authors propose to develop a System of Parameterized Requirements Management in construction (SPTS). It should be noted that management is proposed to be given a “parameterized” character, that is, focused on interaction with the components of requirements. This feature cannot be identified with the elements of the introduction of the parametric method of normalization. Fragments of the conceptual framework of such a system were proposed by the Engineering Division of the State Atomic Energy Corporation ROSATOM in 2018 [11]. But at that time, there was no need to switch to a parametric

method of rationing, structuring requirements, or switching to automated processes and typescript formats. Therefore, the conceptual framework considered each requirement as something indivisible, regardless of the form of presentation, volume and structure of the content. The system of parameterized requirements management in construction proposed by the authors is based on deeper approaches. Some proposed provisions for the current content of the satellite are listed below.

PARAMETERIZED MANAGEMENT OF REQUIREMENTS IN THE FIELD OF CONSTRUCTION

The first step is to define the term “requirement”. In accordance with CP 555.1325800.2025, a requirement is a provision (regulatory document) containing quantitative and (or) qualitative criteria that must be met [12]. A regulation is defined as a logical unit of the content of a regulatory document in construction. There are no definitions for “logical unit” and “criteria” in the document, so it is difficult to say what should be understood by them and what properties they possess. GOST R 59194–2020, used in the development of the aforementioned joint venture, contains the following definition of the requirement: This is the required (expected) quantitative or qualitative characteristic or property of an object, as well as related restrictions and conditions [13]. The ISO/IEC/IEEE 29148:2018 standard states the following: requirements are statements that identify the operational, functional parameters, characteristics, or limitations of a product or process. In addition, it is determined that they must be: unambiguously measurable; verifiable and suitable for acceptance of the product or process by the customer [14]. The latter definition seems precise and succinct, and it also traces a connection with the basics of the parametric method of normalization. However, there is a problem related to the multilevel nature of the industry's rationing system, according to which almost half of the requirements contain references to other regulatory and technical documents. Therefore, it will be impossible to apply the definition from ISO/IEC/IEEE 29148:2018 without appropriate adaptation. The definition from GOST R 59194–2020 is not suitable for use in the construction sector, as it contains assumptions focused on the engineering industry.

According to the authors of the article, the definition from CP 555.1325800.2025 could be supplemented and clarified: a requirement is a provision of a regulatory document containing logically interrelated criteria, conditions and parameters that must be fulfilled (provided). In the context of the proposed approach (PRMS), when the appearance of requirements will not necessarily occur “through a document”, it is possible to give a shorter definition. For example: a requirement is a logically interrelated application conditions, criteria, and parameters that must be fulfilled (provided). In this context, a parameter can be defined as a feature, usually quantitative, on the basis of which an assessment, classification, and determination of the measurable characteristics of the system are performed. Criteria can be defined as a set of indicators for identifying parameters. a condition is an integral part of a requirement that indicates the circumstances or events under which the requirement applies. It is also necessary to separate the concept of “parameter”, which is used in the definition of the term “requirement”, from the concept of “parameter”, which is used in the context of parametric normalization. In the first case, a parameter is a sign of any requirement. In the second case, the parameter is a sign of a requirement for the functional (operational) characteristics of an object or process. Next, it is necessary to define the term “requirements management”. In the context of the introduction of parametric rationing, the following definition can be proposed: requirements management is a set of types of

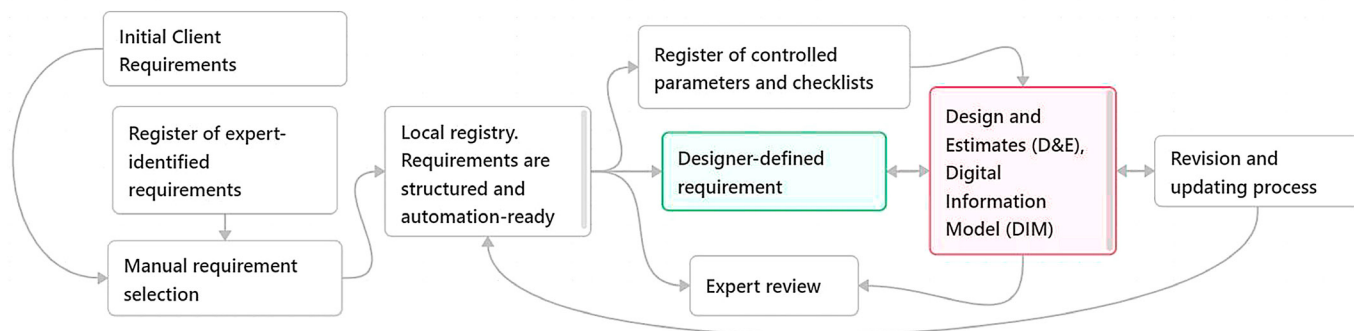


Fig. 2. The proposed algorithm for working with requirements

engineering and management activities for the formation, analysis, structuring, parameterization (markup), validation, updating, documentation, cross-linking, changing requirements for standardization objects. It should be noted that the requirements under the operating conditions of the system will be heterogeneous. Within the framework of the preliminary classification, it is already possible to distinguish the initial and design requirements. The initial requirements can be understood as the requirements obtained as a result of an analysis of the needs of an interested party, for example, a functional construction customer. Separating the initial requirements into a separate category may be a good solution in order to combine the approach to the transformation of rationing, namely the approach to working with the Register of Requirements and the method of parametric rationing, in its functionally oriented understanding.

By design requirements, the authors propose to understand the requirements obtained as a result of the decomposition and analysis of the initial requirements in the preparation of the design assignment and the preparation of project documentation. Even now, in a qualitative way, PRMS will be able to separate and process “parent” and “child” requirements. This, in turn, will ensure the traceability of the requirements. This is a property of requirements that determines the ability to trace the sources of their formation and all their child requirements. a mandatory function of the system should be to work with checklists. With their help, it will be possible to select requirements for a specific section of the project documentation or for one of the tasks of the technical customer. Checklists can serve two important roles. The first is the role of a structured set of agreed and interrelated initial requirements and constraints for the facility under construction, formulated by the stakeholders. The second is the role of a structured set of coordinated and interrelated design requirements for an object, its elements, operating conditions, etc. Using the same checklist, you can quickly and accurately monitor accounting and compliance with requirements. And if the requirement is parameterized, then it can be implemented in an automated mode, without complex manual markup, as it is found today, and without the use of trained neural networks, as many see it tomorrow. When working with checklists, it is possible to assign statuses of their fulfillment to requirements. This status can be determined based on the results of verification or validation of an object for compliance with these requirements. The use of structured aggregates corresponds to the provisions of GOST R 21.101–2026 [15] regarding the control of requirements and parameters. It follows from the above that new standards need to be developed in new digital formats. Otherwise, there is a risk that requirements will be isolated from existing standards, and new ones will appear, from which requirements will also need to be manually isolated. The optimal solution available today

may be the following combination: development of GOST + parallel development of a local registry of requirements for this GOST + parallel development of a local registry of criteria and parameters for requirements. an abbreviated algorithm for working with requirements in this case is shown in Fig. 2.

This will be a real mechanism for translating regulatory documents into a more convenient digital format for work and automation. This also allows for a faster and more balanced transition to parametric normalization in a natural way.

CONCLUSIONS

In the context of the transformation of the rationing system, aimed, among other things, at automating the design and construction processes, taking into account the promising development of information technology, an important task is to change the approach to requirements management when working with the Register of Requirements. At the same time, management should include both the collection, monitoring of relevance and changing requirements, as well as the development of new documents, taking into account the subsequent possibility of working with specific requirements. The proposed PRMS does not involve restructuring or completely changing the usual patterns of action and appears to be a tool to begin to systematize the work already being done and prepare opportunities for simple automation at the first stages, in the future — to provide prospects for the transition to parametric standardization, integration of requirements into information models, the development of algorithms for automating more complex tasks related to regulatory regulation in the construction sector.

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Управление требованиями в строительстве

В статье рассмотрены ключевые изменения в нормативно-техническом регулировании строительной отрасли, обусловленные переходом к работе с Реестром требований, подлежащих применению при выполнении инженерных изысканий, проектировании, строительстве и сносе. На основе исследования взаимосвязи реестрового принципа, цифровой трансформации и параметрического нормирования раскрыты скорректированные задачи Реестра требований как сквозного механизма контроля, на основании которого будут осуществляться процессы проектирования, контроля и проверки соответствия на всех этапах жизненного цикла объекта. Проанализированы причины переноса сроков официального введения в действие Реестра требований, обобщены первые отзывы профессионального сообщества, для которого в будущем работа с Реестром станет повседневной профессиональной практикой, а также критические оценки профильных IT-разработчиков. Особое внимание уделено проблемам и перспективам перевода нормативных требований в машиночитаемый и машинопонимаемый форматы, а также определению условий для дальнейшего развития этого подхода.

Обоснована необходимость изменения формата выделения и корректировки существующих требований. Отмечен дефицит сервисов по работе с системами требований. Предложен авторский подход к формированию и практическому применению корпоративных и локальных реестров требований в деятельности строительных компаний. Проанализированы принятые Правительством РФ правила разработки и размещения требований в Реестре требований, а также механизмы устранения противоречий между ними. В качестве системного решения аргументирована важность интеграции реестрового принципа с методом параметрического нормирования. Представлена авторская концепция Системы параметризованного управления требованиями в строительстве (СПУТС). Сформулированы авторские определения базовых терминов, отражающие общую концепцию и принципы построения предлагаемой Системы.

Ключевые слова: реестр требований, цифровая трансформация, автоматизация процессов, машинопонимаемый

формат, Система параметризованного управления требованиями в строительстве (СПУТС), параметрическое нормирование

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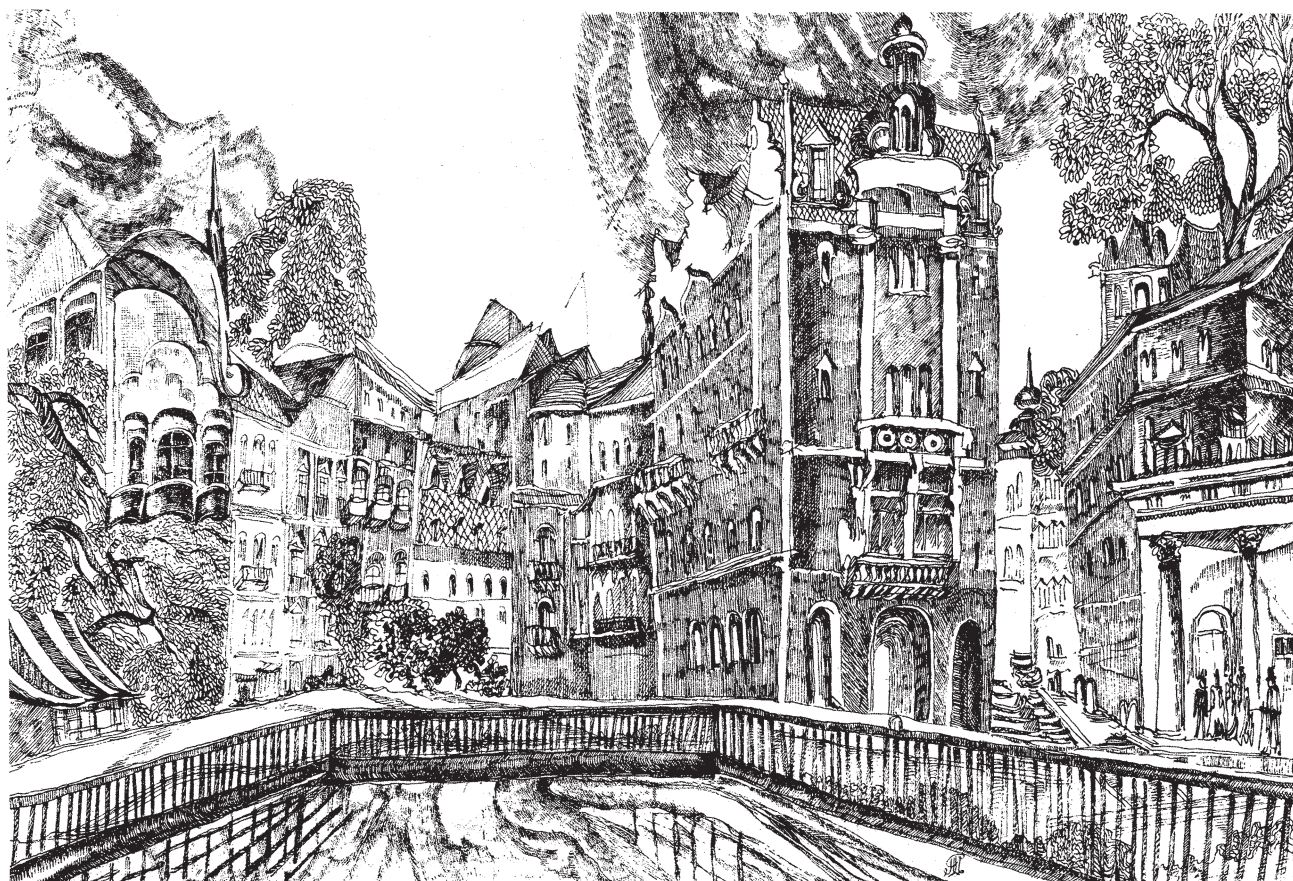
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Об авторах: **Звонов Илья Александрович** — старший преподаватель кафедры «Организации строительства и управления недвижимостью»; **Национальный исследовательский Московский государственный строительный университет (НИУ МГСУ)**; 129337, г. Москва, Ярославское шоссе, д. 26; SPIN-код: 6197-7370, Scopus AuthorID: 57204363101, ORCID: 0000-0002-4854-9903; ZvonovIA@mgsu.ru;

Каширина Наталия Владимировна — преподаватель; **Московский политехнический университет**; 107023, г. Москва, ул. Большая Семеновская, д. 38; SPIN-код: 2752-6270, ORCID: 0000-0003-1787-441X; natalia.vk90@gmail.com.

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Карловы Вары