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Belyakov M.V.
Kostryukova A.S.

Theoretical and methodological foundations for determining cadastral and market value

The paper provides a comparative analysis of the essential characteristics of cadastral and market value of land plots as key categories of appraisal activities in the Russian Federation. Methodological approaches to determining each type of value are examined, and their fundamental differences are identified in terms of the purpo es of establishment, calculation methods, frequency of revision, and the degree of influence of market factors. It is substantiated that the cadastral value, being derived from the market value, often demonstrates significant deviations from real market indicators due to the mass nature of the assessment and the limited availability of initial data. The problematic issues of ensuring the reliability of the state cadastral assessment are analyzed, including the shortcomings of the methodology, the unreliability of the initial data of the USSRE and the personnel problems of budgetary institutions. Promising directions for improving the accuracy of SCV in connection with the transition to the use of a single digital platform "National Spatial Data System" from 2026 are considered. The conclusion is made about the need for an integrated approach to solving the problem, combining the improvement of the regulatory and methodological framework, improving the quality of information support and the introduction of a single software for conducting SCV. Practical recommendations for improving the accuracy of cadastral valuation based on modern digital solutions are proposed. The research results can be used to improve the methodological support for state cadastral valuation and in the educational process when training specialists in the field of land management and cadastres.

Keywords: *cadastral value, market value, state cadastral valuation, land plot, Unified Digital Platform, National Spatial Data System, assessment reliability, land management, cadastres*



Belyakov Michail Vladymyrovich,
Master's student of Department of Construction Organization and Real Estate Management; Moscow State University of Civil Engineering (National Research University) (MGSU); 26 Yaroslavskoe shosse, Moscow, 129337, Russian Federation; mr.bmv2015@mail.ru



Kostryukova Anna Sergeevna,
Master's student of Department of Construction Organization and Real Estate Management; Moscow State University of Civil Engineering (National Research University) (MGSU); 26 Yaroslavskoe shosse, Moscow, 129337, Russian Federation; kosssstrr@gmail.com

INTRODUCTION

The modern system of land resource management and real estate taxation in the Russian Federation is based on two fundamental valuation categories — the cadastral and market value of land plots. Despite their apparent similarity, these concepts have fundamental differences in terms of their application purposes, determination methods, and degree of reliability. The cadastral value, serving as the basis for calculating land tax and rental fees, has a direct impact on the economic interests of millions of landowners and users [1]. The market value, in turn, reflects the real worth of an object in a free market and is used in civil law transactions [2, 3].

The problem of the discrepancy between these two types of land value becomes particularly relevant in the context of the reform of the state cadastral valuation (SCV) system, which began with the adoption of Federal Law No. 269-FZ in 2020, and entered a new stage on January 1, 2026, with the introduction of Federal Law No. 243-FZ dated July 23, 2025, and the transition to the use of the National Spatial Data System (NSDS) [4, 5]. The aim of this study is to identify the essential differences between the cadastral and market value of land plots and to determine ways to improve the accuracy of the cadastral valuation based on an analysis of current trends in the development of appraisal activities.

APPROACHES TO DETERMINING CADASTRAL AND MARKET VALUE

The concept of cadastral value of a real estate object includes the result of the valuation of the real estate object obtained as of a specific date, determined based on price-forming factors and methodological guidelines for cadastral valuation. The cadastral value is determined for taxation purposes based on market information and other information related to the economic characteristics of the use of the real estate object. State cadastral valuation is a set of procedures aimed at determining the cadastral value of real estate objects, which is carried out simultaneously for all objects registered in the Unified State Register of Real Estate (USRRE) within the territory of a constituent entity of the Russian Federation [5].

In turn, market value, in accordance with the Federal Valuation Standard, is the most probable price at which the subject of valuation can be disposed of on the open market, subject to a number of conditions: the transaction is carried out between well-informed parties acting in their own interests and not under duress [6]. The fundamental difference between market value and cadastral value lies in the individual nature of its determination, whereas cadastral value is mass-based and is calculated for all objects simultaneously. However, upon closer examination, there are many more differences.

For clarity, the differences between cadastral and market value are systematized in Table.

Based on the data presented, it can be concluded that the cadastral value is derived from the market value, and due to the mass nature of the valuation and the limited nature of the initial data, it often shows significant deviations from real market indicators, which has a negative impact on the process of conducting the cadastral valuation [9].

Manukhina L.A.
Geraskin Yu.M.

PROBLEMATIC ISSUES RELATED TO ENSURING THE RELIABILITY OF STATE CADASTRAL VALUATION

An analysis of the practice of conducting SCV allowed us to identify several groups of problematic issues that negatively affect the accuracy of determining the cadastral value of land plots.

Problems related to organization and staffing

In the constituent entities of the Russian Federation, state budgetary institutions vested with the authority to conduct state-controlled appraisals face problems related to insufficient staffing, the lack of clear requirements for employees' qualifications, and insufficient funding. These factors objectively reduce the quality of appraisal work and increase the likelihood of errors.

Methodological problems

The lack of a unified methodology and methodology for conducting SCV in the past led to the fact that different regions used different approaches and methods, which created inconsistencies in the evaluation results. A number of contradictions and gaps have been identified in the Methodological Guidelines on SCV, in particular: the procedure for solving the problem of the discrepancy between the type of permitted use of the land plot according to the document and its actual use has not been regulated; a contradiction has been revealed between the Methodological Guidelines and the Federal Law "State Cadastral Valuation" regarding the lack of authority from Rosreestr to provide the SBI with the necessary information on transactions with real estate [5, 8].

Inaccuracy of the source data

The use of unreliable source data when conducting SCV, which are taken from the USSRE, is one of the most serious problems. Errors in information about the characteristics of land plots — area, location, type of permitted use — directly affect the assessment result. There is a lack of market information, especially in municipalities with an underdeveloped real estate market, a lack of information on the engineering support of facilities and contradictory information from the Unified State Register of Legal Entities [10].

Technological problems

Until 2026, there was no unified software package for conducting the SCV that would take into account all the requirements of the Methodological Instructions [8]. Different state budgetary institutions used different software products, which led to data fragmentation and lack of transparency in the algorithms for calculating the cadastral value.

Problems of interdepartmental cooperation and information exchange

A significant problem remains the lack of effectiveness of interagency cooperation in the implementation of SCV. To determine the cadastral value, information is needed from various sources: USSRE data, information on real estate transactions from

Comparative characteristics of cadastral and market value of land plots

Comparison criterion	Cadastral value	Market value
Purpose of the assessment	Taxation, rent, redemption price	Purchase and sale transactions, collateral, insurance, investment projects
Assessment method	Mass assessment methods	Methods of individual assessment (comparative, income-based, cost-based) [7]
Review frequency	No more than once every 4 years (in federal cities — once every 2 years) [5]	Determined as of the valuation date for a specific transaction.
Nature of the assessment	Mass-scale, applicable to all regions simultaneously	Individual, for a specific object
Accounting for market factors	Limited, based on generalized indicators	Complete, taking into account all individual characteristics
Subject of the assessment	The authorized body of the constituent entity of the Russian Federation [5]	Appraiser (an individual entrepreneur or a legal entity)
Legal regulation	Federal Law No. 237-FZ, Methodological Guidelines [5, 8]	Federal Law No. 135-FZ, FSO I–VI, No. 5, 7 [6, 7]



Manukhina Lyubov Andreevna,
Candidate of Economic Sciences, Associate Professor at the Department of Construction Organization and Real Estate Management; Moscow State University of Civil Engineering (National Research University) (MGSU); 26 Yaroslavskoe shosse, Moscow, 129337, Russian Federation; AuthorID: 676588, SPIN-code: 7435-9741, Scopus AuthorID: 57194450337, ORCID: 0000-0003-4300-7002; ManuhinaLA@mgsu.ru



Geraskin Yuri Mikhailovich,
Candidate of Technical Sciences, Associate Professor at the Department of Construction Organization and Real Estate management; Moscow State University of Civil Engineering (National Research University) (MGSU); 26 Yaroslavskoe shosse, Moscow, 129337, Russian Federation; ID RSCI: 296774, Scopus AuthorID: 57197806961, WoS ResearcherID: AAE-8696-2022, ORCID: 0000-0001-8343-9040; y.geraskin@gmail.com

Rosreestr, information on engineering infrastructure from municipal authorities, data on urban planning regulations and restrictions. The lack of a unified system for exchanging these data leads to their irrelevance, inconsistency and, as a result, to a decrease in the accuracy of the assessment. It is not uncommon for the USSRE to lack up-to-date information about the type of permitted use of a land plot or its area, and requesting information from related departments takes a long time and requires additional administrative procedures. This problem is particularly acute in relation to objects that have not been inventoried or surveyed. The solution to this issue is seen in the creation of a single digital platform that accumulates all the necessary data in real time, which is implemented within the framework of the NSDS.

A UNIFIED DIGITAL PLATFORM AS THE FOUNDATION FOR IMPROVING THE ACCURACY OF STATE CADASTRAL VALUATION

In response to the identified problems, Federal Law No. 243-FZ was adopted in 2025, significantly reforming the cadastral valuation system [5]. Starting from January 1, 2026, cadastral valuation is carried out in all constituent entities of the Russian Federation using the advanced federal state geographical information system "National Spatial Data System" (NSDS) [8]. The transition to the NSDS platform has ensured a unified calculation algorithm across the entire country, increased its transparency, and improved the accuracy of cadastral valuation results. This unified digital platform contains spatial data that serve as price-determining factors. In addition, this innovative methodology actively employs modern Earth remote sensing technologies, using high-resolution satellite images, as well as precise ground geodetic measurements.

The NSDS digital platform is not just a tool for calculating cadastral value, but a full-fledged ecosystem that unites all key information resources in the field of land and property relations [11]. Within this platform, spatial data are collected and processed, serving as the basis for determining price-determining factors when conducting cadastral valuation. A key element of the platform is the cartographic component, which provides external information systems with access to official cartographic layers and spatial analysis tools.

As of the end of 2025, 64 regions participated in the NSDS project; another 11 joined in 2026, including the federal city of Sevastopol. More than 120 information systems — data providers — are integrated with the platform, and the NSDS cartographic component is already built into 15 federal and regional information systems. The NSDS includes 16 subsystems and 26 digital services [12]. The necessary decisions have been taken to ensure the mandatory use of NSDS data in the provision of state and municipal services; this work is planned to be completed by the end of 2028 [12].

The platform's attendance is showing steady growth: by the end of 2025, more than 50 million visits were recorded, and 6–7 million hits are observed monthly, taking into account the use of the cartographic component [12]. Specialized services are in particularly high demand: "Land for Construction" saw a 10-fold increase (from 26,000 to 260,000 visits), "Land Simple" saw an increase from 160,000 to 1.8 million visits, and the "FGIS ECP NSDS Map" service received 59 million visits in 2025, compared to 1.5 million in 2024 [12].

The regulatory framework is also developing actively: as part of the implementation of Federal Law No. 317-FZ, 10 entities in the first wave of implementation have completed 97 % of the activities related to making changes to administrative regulations; in total, changes have been made to 1,892 regulations in 317 government bodies [12]. In 2026, another 15 entities of the Russian Federation will be additionally included in this work [12].

The NSDS is integrated into the work of federal agencies. The Russian Ministry of Agriculture uses the "Land for a Farmer" service, which has registered more than 6,800 plots with an area of over 558,000 hectares in 53 regions [12]. By the end of December 2025, 35 constituent entities of the Russian Federation had gained access to the service [12]. The Ministry of Economic Development, using the maps component of the NSDS in the Federal State Information System "Territorial Planning", carries out automatic spatial analysis, which has significantly accelerated the process of approving general plans [12]. The Ministry of Digital Development has integrated the map component of the NSDS into the Public Services Portal, and the "Smart Cadastre" service is used to identify unregistered capital construction objects [12].

It is important to note that the implementation of the NSDS yields a significant economic effect that goes far beyond the scope of the cadastral valuation itself. Thus, according to Rosreestr, the digital transformation of land data and the optimization of cadastral registration and registration of rights based on the NSDS have already reduced the investment and construction cycle by 87 days — from 1,021 to 934 days, that is, by about 9 % [13]. This is achieved by improving the quality and accessibility of spatial data, which reduces the time required to conduct engineering surveys, prepare design documentation, and obtain permits.

The new system enables the prompt acquisition of the necessary information and the timely updating of the value of real estate objects, provides a clear picture of the cadastral value level in different locations, and allows for a comparative analysis of cadastral value indicators in neighboring or comparable territories. The task of the FSIS ECP NSDS is to collect all significant spatial data in one place: information about land, capital construction objects, boundaries, zones with special usage conditions, etc. [14]. The data will come from multiple federal and regional systems, and a unified electronic cartographic framework will serve as a map for their visual representation [14]. As a result, an interactive environment will be created, where, in a single window, you can see the boundaries of the plot, information about rights, data on protected, nature conservation, or other zones, and urban planning restrictions [14].

How the FGIS NSDS is useful to ordinary people:

- free verification of the boundaries, value, and encumbrances of the plot when buying or selling real estate;
- searching for permitted zones and checking utilities during construction planning;
- selection of available land based on specified parameters when looking for land for business, tourism, or farming.

Online registration of a lease, easement, and urban planning plan without unnecessary bureaucracy [14].

The transition to a common digital platform for all participants in the process — from independent appraisers to regional authorities — will ensure the use of uniform calculation methods and maximum transparency of the procedure [15]. To ensure a smooth transition and prevent errors, a two-year adaptation period is provided: in 2026–2027, the use of the previous systems is still permitted [15]. Feedback mechanisms will enable citizens to participate more actively in the assessment process, and the cadastral value itself will be determined more objectively [15].

PRACTICAL RECOMMENDATIONS FOR IMPROVING THE ACCURACY OF CADASTRAL VALUATION

However, despite the introduction of the new system, other problems related to ensuring the reliability of SCV remain relevant. Based on the analysis conducted, the following practical recommendations for addressing them have been formulated:

1. Improving the information base. A systematic inventory of the USSRE information on land plots is needed, and contradictions and inaccuracies should be eliminated. As noted in the research, inventory is an important tool for improving the quality of cadastral valuation.

2. Development of methodological support. Further elaboration of methodological guidelines on SCV is required, along with the elimination of identified contradictions, particularly in terms of accounting for the actual use of land plots and interaction with other government bodies.

3. Strengthening human resources. It is necessary to establish clear qualification requirements for SBI employees involved in the implementation of the SCV, and to ensure their regular professional development. In addition, it is advisable to introduce a system of independent assessment of the quality of appraisers' work, which will improve the professional level of specialists and reduce the risks of errors during the SCV.

4. Use of modern technologies. Active use of remote sensing technologies, geoinformation systems, and spatial analysis methods to take into account priceforming factors.

5. Ensuring transparency and feedback. Creating effective mechanisms for submitting and reviewing comments on the results of the SCV by right holders.

CONCLUSION

The comparative analysis of cadastral and market values of land plots allows us to conclude that these categories, while closely related, have fundamental differences in terms of their application purposes, determination methods, and degree of reliability. The cadastral value, due to the mass nature of the assessment, the limited availability of initial data, and methodological shortcomings, often does not correspond to market realities, which creates social tension and reduces the efficiency of taxation.

The introduction of the Unified Digital Platform "National Spatial Data System" starting in 2026 is a crucial step towards improving the accuracy and transparency of state cadastral valuation. A unified calculation algorithm, centralized storage of spatial data, the use of remote sensing technologies, and the involvement of property rights holders in the valuation process create the necessary conditions for establishing a fair and economically justified cadastral value of land plots.

Further improvement of the cadastral valuation system requires a comprehensive approach that combines the development of the regulatory framework, improving the quality of information support, strengthening the human resources of budgetary institutions, and actively using modern digital technologies.

Implementing all these areas will significantly reduce the gap between cadastral and market value, increase citizens' and businesses' trust in the cadastral valuation system, and ensure fair taxation of real estate.

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Теоретико-методологические основы определения кадастровой и рыночной стоимости

В статье проведен сравнительный анализ сущностных характеристик кадастровой и рыночной стоимости земельных участков как ключевых категорий оценочной деятельности в Российской Федерации. Рассмотрены методологические подходы к определению каждого вида стоимости, выявлены их принципиальные различия по целям установления, методам расчета, периодичности пересмотра и степени влияния рыночных факторов. Обосновано, что кадастровая стоимость, являясь производной от рыночной, в силу массового характера оценки и ограниченности исходных данных часто демонстрирует существенные отклонения от реальных рыночных показателей. Проанализированы проблемные вопросы обеспечения достоверности государственной кадастровой оценки, включая недостатки методологии, недостоверность исходных данных ЕГРН и кадровые проблемы бюджетных учреждений. Рассмотрены перспективные направления повышения точности ГКО в связи с переходом на использование Единой цифровой платформы «Национальная система пространственных данных» с 2026 года. Сделан вывод о необходимости комплексного подхода к решению проблемы, сочетающего совершенствование нормативно-методической базы, повышение качества информационного обеспечения и внедрение единого программного обеспечения для проведения ГКО. Предложены практические рекомендации по повышению точности кадастровой оценки на основе современных цифровых решений. Результаты исследования могут быть использованы при совершенствовании методического обеспечения государственной кадастровой оценки и в учебном процессе при подготовке специалистов в области землеустройства и кадастров.

Ключевые слова: *кадастровая стоимость, рыночная стоимость, государственная кадастровая оценка, земельный участок, Единая цифровая платформа, Национальная система пространственных данных, достоверность оценки, землеустройство, кадастры*

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Об авторах: **Беляков Михаил Владимирович** — магистрант кафедры ОСУН; **Национальный исследовательский Московский государственный строительный университет (НИУ МГСУ)**; 129337, г. Москва, Ярославское шоссе, д. 26; mr.bmv2015@mail.ru;

Кострюкова Анна Сергеевна — магистрант кафедры ОСУН; **Национальный исследовательский Московский государственный строительный университет (НИУ МГСУ)**; 129337, г. Москва, Ярославское шоссе, д. 26; kosssstrr@gmail.com;

Манухина Любовь Андреевна — кандидат экономических наук, доцент кафедры ОСУН; **Национальный исследовательский Московский государственный строительный университет (НИУ МГСУ)**; 129337, г. Москва, Ярославское шоссе, д. 26; AuthorID: 676588, SPIN-код: 7435-9741, Scopus AuthorID: 57194450337, ORCID: 0000-0003-4300-7002; ManuhinaLA@mgsu.ru;

Гераськин Юрий Михайлович — кандидат технических наук, доцент кафедры ОСУН; **Национальный исследовательский Московский государственный строительный университет (НИУ МГСУ)**; 129337, г. Москва, Ярославское шоссе, д. 26; РИНЦ ID: 296774, Scopus AuthorID: 57197806961, WoS ResearcherID: AAE-8696-2022, ORCID: 0000-0001-8343-9040; y.geraskin@gmail.com.

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