

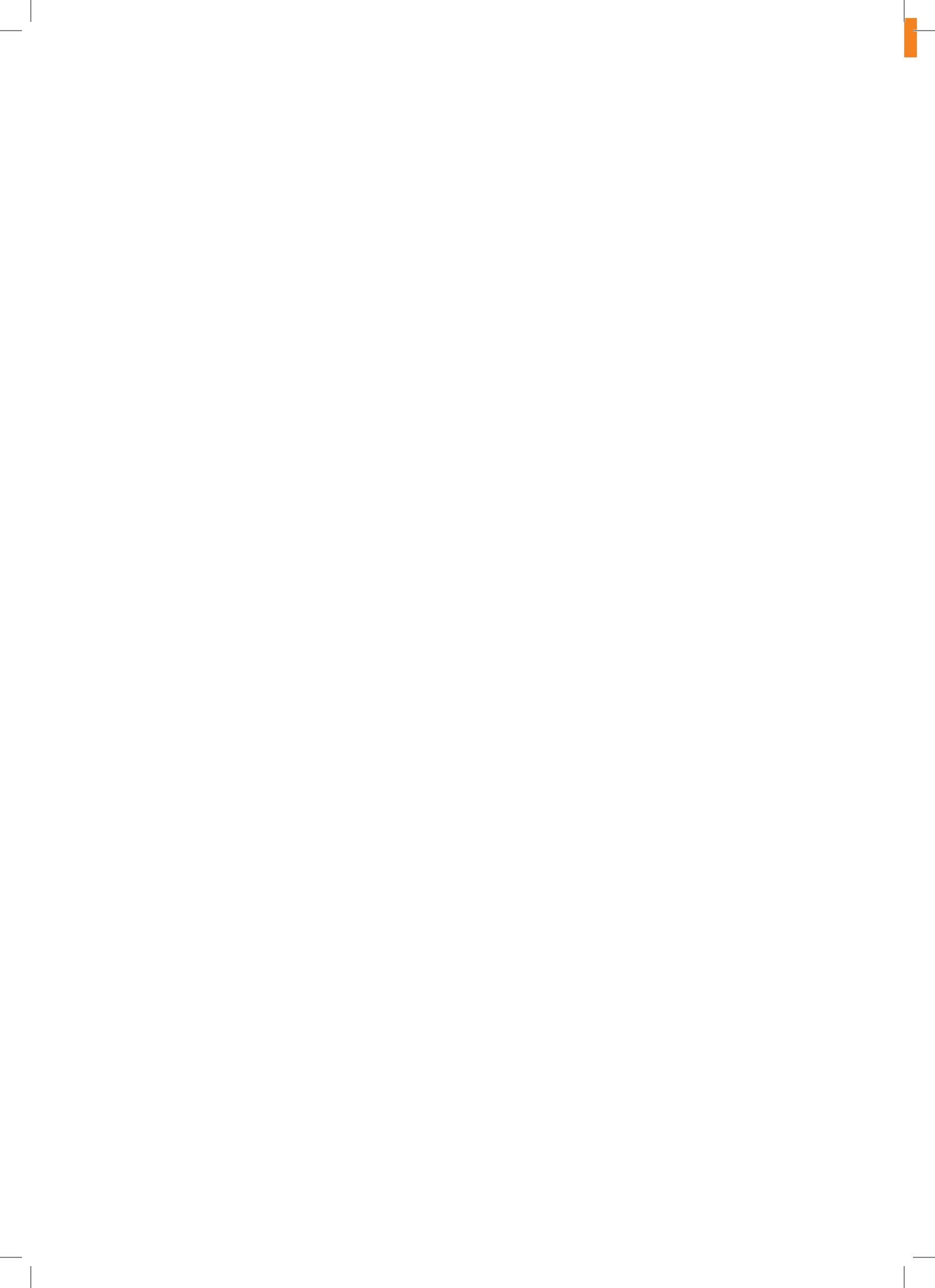


Ministry of Housing
and Urban Affairs
Government of India



Pilot on Formulation of
**LOCAL AREA PLAN (LAP) &
TOWN PLANNING SCHEME (TPS)**
For Selected Cities

July 2018



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1. Background

India's urban population accounts for 11 percent of the world's urban population and UN projections indicate that this will increase to 13 percent by 2030. It is also estimated that most of the population increase in India between 2015 and 2030 will take place in urban areas, during which it will add 165 million people to its urban base of 377 million. Moreover, an estimated 180 million rural people live near to India's 70 largest urban centres, a number that will increase to 210 million by 2030.

This increasing population has been accommodated in two 'Areas' in cities. First, most Indian cities have grown organically and through accretion over time, often growing out of the merger of smaller unplanned settlements. Older markets, residential and institutional areas have become city centres, densified over time and are being put to modern and often incompatible uses, without adequate upgradation of requisite infrastructure or public facilities. This has led to congested inner city areas and reduction in the availability of road space, public spaces, etc. Second, the ever-increasing demand for urban land to meet the needs of the growing urban population has led to expansion of cities on their peripheries. This horizontal expansion of cities has largely been 'unplanned'. These two 'Areas' which have accommodated the growing population can be called brownfield and greenfield areas respectively.

The Smart Cities Mission of the Ministry of Housing & Urban Affairs (MoHUA) has followed an Area Based Development approach to address the lack of infrastructure and services in these brownfield and greenfield areas. Smart Cities are undertaking retrofitting of brownfield areas to transform existing neighborhoods and systematically develop in greenfield sites located on the outskirts of the city. However, there is also an urgent need for Indian cities to do the physical planning for redevelopment of existing brownfield areas and facilitate planned urban expansion in greenfield sites. Therefore, existing 'Areas' will have to be redeveloped by preparing Local Area based Plans (LAP). At the same time, Town Planning Schemes (TPS) will have to be implemented for planned urban expansion in greenfield 'Areas'. The pilot aims to achieve these two objectives of physical planning. Importantly, LAPs and TPS are the physical planning tools that supplement the retrofitting/redevelopment and greenfield strategies of the Smart Cities Mission.

Local Area based Plans create a framework for enhancing the public spaces, and areas under roads by enabling redevelopment of the existing built-up environment. This involves adoption of tools such as Form Based Codes (FBCs). FBCs address the relationship between building facades and the public realm, the form and mass of buildings in relation to one another, the scale and types of streets and blocks, open spaces and streetscapes, tree cover, etc. Unlike conventional zoning which regulates only the intensity of development, building setbacks, building heights, etc., FBCs emphasize site design and building form as it relates to streetscape and adjacent uses creating an appealing 'Area'. In TPS, existing land holdings are merged and redistributed in a planned manner after making deductions for street Right-of-Way and land

for public uses. Land owners derive immense benefits as they receive developed plots within an organized layout, along with all urban services like roads and other urban infrastructure.

The cost for providing urban infrastructure and amenities under such LAPs and TPS can be financed through Value Capture Financing (VCF) tools such as betterment charges and sale of reserved plots. The Ministry of Housing and Urban Affairs has already formulated a Value Capture Policy Framework and started its implementation.

One of the key challenges for implementing the above strategies is the lack of appropriate capacity at the state and local level. The use of new planning techniques such as LAP, TPS and FBCs would require significant training and capacity building of planners. It would also be important to ensure that only those planners who are trained in the knowledge and implementation of these tools are charged with the responsibility of preparing and overseeing them for their respective cities / urban areas. The LAP and TPS will only be successful when this capacity is built at the local level. Cities and towns will require both financial and technical assistance to undertake plan preparation through TPS and LAP. Realizing the importance of undertaking the planning exercise at the local level, Ministry of Housing and Urban Affairs has launched this separate “Pilot on Formulation of Local Area Plan and Town Planning Scheme (LAP and TPS)” under the AMRUT Mission.



Anticipated development in CBD of Ahmedabad through Local Area Plan

2. Goal and objectives of pilot

The goal of the pilot is to support the preparation of Local Area Plans (LAP) and Town Planning Scheme (TPS) on a pilot basis in States/Cities and build local capacity for undertaking such tasks. Once adequate numbers of planners are trained in these processes, states should be able to replicate this exercise on their own in several of their towns and cities to meet the challenges of planned urban development.

Below are given the key objectives of the pilot:

1. Establishing a framework for redevelopment of existing areas through the development of LAP
2. Enabling planned expansion in peri-urban areas through TPS
3. Supporting Value Capture techniques to finance infrastructure investments
4. Creating enabling legal framework where required
5. Training and certification of planners at city and state level to ensure proper implementation of the above strategies

3. Coverage

The list of 25 cities covered under the pilot is given in Annexure-I

4. Conditions to be met for funding under pilot

The following criteria must be met by states/cities in order to be considered for funding under the pilot:

- (i) Stakeholders' consultation: While preparing the LAP or TPS, the Urban Local Body (ULB)/ Urban Development Authority (UDA) shall initiate stakeholders' consultation to assess the city's needs, prioritize requirements and facilitate implementation of LAPs/TPS.
- (ii) Review of statutory framework in the state to take up redevelopment and spatial expansion plans: The State/ULB/UDA shall assess the legal provisions available in the state for preparation and implementation of LAPs and TPS, and for implementation of VCF tools, and make relevant modifications/amendments wherever necessary to enable the same.
- (iii) Nodal Agency: The State Government shall identify a nodal agency, preferably the State Town and Country Planning Department, which is responsible for preparation and notification of the statutory Master Plans. The Town and Country Planning Department shall coordinate with and advise the ULBs/UDAs in the State for preparation of the plans for redevelopment and spatial expansion.
- (iv) Capacity Building of personnel: A minimum of six officials from the ULB/UDA along with two officials from the State would be required to undergo training by a Training Entity identified by the MoHUA/TCPO. Such trained officials should be mandatorily involved in the preparation of LAP/TPS. Additionally, the State/ULB shall ensure that sensitization programmes are conducted for political representatives and decision makers.

The State shall appoint an Anchor Institution for supporting the State/Cities in undertaking the above tasks (ii) and (iv), from amongst a list of empanelled institutions provided by the MoHUA/Town and Country Planning Organization (TCPO).

The Anchor Institution will:

- Study the existing State-specific legal and regulatory frameworks, and suggest changes for implementation of LAP and TPS;
- Provide technical support to States/Cities from time to time for planning and implementing projects;
- Provide any other technical support to States/Cities for implementing the provisions of the pilot.

5. Major deliverables

Eligible cities can submit proposals for development of LAP and TPS for funding under the scheme. TCPO will provide handholding support to the state nodal agency. The list of deliverables is presented hereunder:

Sr No	Deliverables	Timeline and contents of submission
1	Preliminary Proposal for LAP/TPS	<p>Within 2 months from the start of the preparation of LAP/TPS</p> <ul style="list-style-type: none"> • Information on human resource to be engaged for the project, trained & certified, • Preliminary delineation of the site(s) identified for Local Area Plan and Town Planning Scheme (Drawings in the scale of 1:500/ 1:1000), • Approximate number of land/property owners, population of the area, • Map of the city, • Nature of interventions planned
2	Draft Preparation of LAP/TPS	<p>Within 8 months from the start of start of the preparation of LAP/TPS</p> <ul style="list-style-type: none"> • Detailed survey drawings (in 1:500 scale), • Revised Development Control Regulations (if any) for the delineated area, • Costing of infrastructure development and identified projects, • Proposed fund mobilization • Final layout of land plots (in 1:500 scale), • List of land owners, deductions made, final plots allotted, • Proposed infrastructure plan, • Calculation of land for common use, reserved land and affordable housing etc. (as applicable)
3	Final Draft LAP/TPS	To be submitted within 2months after the submission of draft LAP /TPS

6. Methodology for preparation of LAP & TPS

a. Redevelopment through Local Area Plan (LAP)

LAP creates a framework for enhancing the public realm (public spaces, areas under roads etc.) by enabling redevelopment of the existing built environment and preparation of a new layout with enhanced infrastructure provision. The area under LAP can range between 50 hectare to 500 hectare or more. In preparation of Redevelopment Plan through LAP it is desirable to prepare the maps on GIS Platform. Following is the process for preparation of Local Area Plans:

Sr No	Stage / Activities	Timeline
A	Preliminary Stage	2 Months
1	Identification and delineation of the project area	
2	Preliminary Gazette Notification	
3	Consultation with the Land/Property owners and other stakeholders	
4	Compilation of the list of property owners, and ownership pattern	
5	Institutional arrangement, overview of process	
B	Draft Stage	10 Months
1	Detailed area survey and data collection, analysis of existing infrastructure (Scale 1:250/1:500) <ul style="list-style-type: none"> • Mapping of physical infrastructure • Land Use mapping and social infrastructure mapping • Conducting street survey, mapping of all installations and trees • Plot wise building information • Ground Penetration Radar (GPR) can be used for assessment of existing infrastructure 	
2	Review of all the existing plans prepared for the city, like: <ul style="list-style-type: none"> • Master Plan/ Development Plan and Zonal Plan • Plan prepared under Smart Cities Mission • Plan prepared under AMRUT • City Development Plan • City Mobility Plan • Plan prepared under HRIDAY • Any other special purpose plan 	
3	Preparation of Redevelopment Plan by way of Local Area Plan <ul style="list-style-type: none"> • Layout Plan showing linkages, connectivity and appropriate setbacks if required • Proposed land use (if amended) • Proposals for redevelopment • Change in DCR for additional FSI or TDR for value capture 	
4	Identification of projects for urban infrastructure and redevelopment	

5	Strengthening sustainability component - conservation of urban lakes by delineating and declaring no-development areas, parks, plantation plan for road side and open areas	
6	Formulation of strategy for use of VCF tools	
7	Benefits and impact assessment	
8	Consultation with the Land/Property owners and other stakeholders - incorporating suggestions and objections	
9	Implementation strategies and proposed timelines	
C	Final proposal	2 Months
1	Submitting LAP to Government for approval	
2	Gazette Notification	

b. Urban expansion through Town Planning Scheme (TPS)

TPS can be implemented in areas identified for planned urbanization in the future. The planning process consists of merging and redistribution of land parcels in the urban expansion zone. The area of the TPS can range from 50 to 500 hectares or more. In preparation of Urban Expansion through TPS it is desirable to prepare the maps on GIS Platform. The process is given below:

Sr No	Stage / Activities	Timeline
A	Preliminary Stage	2 Months
1	Identification and delineation of the project area	
2	Publication of Preliminary Gazette Notification	
3	Consultation with the Land/Property owners and other stakeholders	
4	Compilation of the list of property owners, and ownership pattern	
B	Draft Stage	8 Months
1	Detailed area survey and data collection, analysis of existing infrastructure (Scale 1:250/1:500)	
2	Preparation of a list of land owners and map identifying the land under individual ownerships	
3	Detailed data collection and analysis of future infrastructure requirements based on projected population	
4	Original plots merged and Final Plots redrawn on map after making provisions of land for public purposes (Road, parks, affordable housing, conservation of wetlands, reserved land for commercial sale etc.) (Scale 1:250 / 1:500) [Emerging provisions of TOD, TDR, Area Based FSI, New and renewable energy, environment conservation for urban lakes, disaster management, rain water harvesting etc. Overall plan to be in accordance with the Norms and Standards as prescribed in URDPFI Guidelines, 2014 to the extent feasible and practical]	

5	Area calculation for deduction of land from each plot	
6	Identification of projects of urban infrastructure and redevelopment	
7	Preparation of phasing plan if necessary	
8	Allocation of Land Use to individual plots <ul style="list-style-type: none"> • Layout plan showing linkages, connectivity and higher setbacks if required • Assessment of betterment levy • Special DCRs for TPS 	
9	Strengthening sustainability component – conservation of urban lakes by delineating and declaring as development free, parks, plantation plan for road side and open areas	
10	Formulation of strategy for use of VCF tools	
11	Benefits and impact assessment	
12	Consultation with the Land/Property owners and other stakeholders -incorporating suggestions and objections	
13	Implementation strategies and proposed timelines	
C	Final proposal	2 Months
1	Submitting TPS to Government for approval	
2	Gazette Notification	



Plot reconstitution through Town Planning Scheme

c. Training and Certification

The following training strategy will be followed:

	Training	Participants
1	1-Day Sensitization Programmes	For political representatives and key decision makers at State/City level
2	3-Day Basic Programmes	For planners, engineers and architects and other staff likely to be involved with implementation of the pilot
3	3-Day Advanced Programmes	For technical officers who have undergone Basic training, where advanced concepts such as uses of software and GIS, use of VCF tools etc. would be covered

The Basic and Advanced courses will be certificate courses, where certificate of completion of training will be provided after a test. A list of illustrative areas that would be covered under such training programmes is given below:

Local Area Plan (LAP)

- Introduction to the concept (including advantages, differences with conventional zoning etc.)
- Tools and techniques
- Form-Based Codes (regulating plan, building form standards, public space standards, street standards, architectural standards)
- Value Capture Financing tools

Town Planning Scheme (TPS)

- Introduction to the concept (including advantages, differences with conventional land acquisition and land development models)
- Delineation of area for TPS and processes involved (including stakeholder consultations)
- Detailed studies/surveys and land ownership database
- Development of plan for land readjustment (including new infrastructure, land for public purposes, equitable deductions from each land holding etc.)
- Value Capture Financing tools
- Plan implementation (including procedural modalities, institutional set up etc.)

The pilot covers all steps from conceptualization to preparation of LAP and TPS. Implementation of such proposals for redevelopment and urban expansion shall be the responsibility of the State Government/ULB/UDA.

7. Roles and responsibilities

Role of State Government Departments/Urban Local Bodies/Urban Development Authorities

- Ensuring the preparation of redevelopment plan through LAP and Planned Urban Expansion through TPS
- Monitoring the physical and financial progress

Role of Ministry of Housing and Urban Affairs and Town and Country Planning Organization

- Provision of funds for the technical components listed above in Section 6. Funds can be made available from the existing flagship programmes like AMRUT Mission and Capacity Building for Urban Development (CBUD) programme for training.
- Monitoring the physical progress in consultation with State Governments.
- Coordinating between the State Government Departments/ULBs/UDAs, Lead Institution for Capacity Building and Planning Institutions.
- TCPO shall coordinate training and certification of planners. It shall also host a repository of knowledge on Land Redevelopment /Spatial Expansion.
- With support of external institutions, TCPO will enable:
 - Preparation of curriculum
 - Conducting training needs assessment or use of existing training needs assessments
 - Conducting Training of Trainers
 - Preparation of testing system for trained individuals

8. Funding pattern

The funding for the scheme shall be in the form of grant admissible to the selected cities, which shall be released in three installments as given in Section 9. The expenditure for formulation of Local Area Plan and Town Planning Scheme shall be funded by the MoHUA from AMRUT/CBUD.

Cost of creation of any infrastructure like services, roads and other infrastructure for implementation of the urban expansion or redevelopment plans is not to be included under this pilot. All components inadmissible under AMRUT will also be inadmissible under the pilot.

9. Provision of funds

An amount of Rs.50 crore would be provided @ Rs 2.00 crore per city for identified 25 cities for preparing Local Area Plan and Town Planning Scheme given at Annexure-I. The indicative cost estimate for preparing LAP and TPS is given in Annexure-II.

Sl No.	Percentage of total funds	Stage of releases (3 Installments)	Remarks
1	20%	Submission of preliminary proposal	The preliminary proposal shall be submitted to TCPO based on the recommendations of State Level High Power Steering Committee (SHPS) of AMRUT Mission.
2	40%	Submission of Draft Plan(LAP/TPS)	The second installment shall be released based on the submission of utilization certificate for at least 75% of the first installment of central assistance released.
3	40%	Submission of Final Plan(LAP/TPS)	The third installment shall be released based on the submission of utilization certificate for at least 75% of the second installment of central assistance released.

The Central Assistance for the scheme would be 100% and shall be released in 3 installments as indicated above. The pilot is spread over a period of three years. The cities will submit proposals as and when they have completed the training programme.

10. Review and monitoring mechanism

Review and monitoring will be done on a regular basis using the framework of AMRUT Mission.

National Level

An Apex Committee of AMRUT Mission, chaired by the Secretary, (MoHUA) and comprising representatives of related Ministries and organizations will supervise the pilot.

The composition of the Apex Committee will be:

Secretary, (HUA)	Chairman
Secretary, (Department of Expenditure)	Member
Secretary, (Department of Economic Affairs)	Member
Principal Advisor (HUD), NITI Aayog	Member
Secretary, (Drinking Water & Sanitation).	Member
Secretary, (Environment, Forest & Climate Change).	Member
Additional Secretary, (UA), MoHUA.	Member
Additional Secretary, (Housing), MoHUA.	Member
Additional Secretary, (D&C), MoHUA.	Member
Joint Secretary & Financial Advisor, MoHUA	Member
Joint Secretary (SBM), MoHUA	Member
OSD (UT), MoHUA	Member
Adviser, (CPHEEO)	Member
Chief Planner, TCPO	Member
Director, (NIUA)	Member
Joint Secretary (AMRUT)	Member Secretary

State Level

A State level High Powered Steering Committee (SHPSC) has been set up under the AMRUT Mission. The SHPSC chaired by the State Chief Secretary, shall steer the pilot in its entirety. An indicative composition of the SHPSC is given below.

Chief Secretary	Chairman
Principal Secretary(UD)	Member Secretary
Principal Secretary(PHE)	Member
Principal Secretary(Finance)	Member
Principal Secretary(Housing)	Member
Principal Secretary(Environment & Forest)	Member
Representative of TCPO, MoHUA	Member
State Mission Director	Member
Chief Town Planner/Director State Town and Country Planning Department	Member Convener

The SHPSC shall review the plans and oversee the progress of the implementation of the Pilot.

National Level Technical Review and Monitoring Committee

The committee will be set up at TCPO for providing technical assistance to Apex Committee and SHPSC.

TCPO will examine and submit its recommendations to the Apex Committee for the release of installments. The composition of Monitoring and Review Committee is as under:

Chief Planner, TCPO	Chairman
Nominee from Ministry of HUA	Member
Representative from School of Planning and Architecture, Delhi	Member
Representative from the State(s)	Member
Town & Country Planner (Metropolitan & UT Division), TCP	Member & Convener

Annexure-1

List of cities to be covered under the LAP/TPS scheme

Sl. No	City	State
1	Greater Visakhapatnam	Andhra Pradesh
2	Guwahati	Assam
3	Vadodara	Gujarat
4	Indore	Madhya Pradesh
5	Chennai	Tamil Nadu
6	Bengaluru	Karnataka
7	Thiruvananthapuram	Kerala
8	Warangal	Telangana
9	Pune	Maharashtra
10	Varanasi	Uttar Pradesh
11	Jaipur	Rajasthan
12	Amritsar	Punjab
13	Patna	Bihar
14	Faridabad	Haryana
15	Bhubaneswar	Odisha
16	Ranchi	Jharkhand
17	Raipur	Chhattisgarh
18	Panaji	Goa
19	Shimla	Himachal Pradesh
20	New Kolkata	West Bengal
21	Srinagar	Jammu and Kashmir
22	Dehradun	Uttarakhand
23	Aizawl	Mizoram
24	Gangtok	Sikkim
25	Imphal	Manipur

Annexure-II

Cost estimates (indicative) for preparing LAP/TPS

Sl.No.	Cost of preparation of TPS Plan (For 100 ha site)	Amount in Rs.
A	Mapping & Survey	
1	Acquisition and updation of Cadastral maps	1,00,000
2	Conducting detailed physical survey of area by Total Station/Drone Survey	2,50,000
3	Preparation of detailed base map	2,00,000
	Sub-Total	5,50,000
B	Manpower cost (including stakeholders consultation)	
	Senior planner @ Rs. 1,00,000 per month for 33% of time for 10 months	3,33,000
	Assistant planners (two) @ Rs. 40,000 for 10 months	8,00,000
	junior staff (2) @ Rs. 30,000 for 10 months	6,00,000
	Sub-Total	17,33,000
C	Establishment cost (50% of manpower cost)	8,66,500
	Sub-total	8,66,500
	Total cost for 100 Ha (A+B+C)	31,49,500
	Total cost of TPS for 300 Ha	94,48,500
	Cost of preparation of Local Area Plan (For 100 ha site)	
A	Mapping, Survey & Consultation	
1	Acquisition and updating of base map	2,00,000
2	Conducting detailed physical survey with Total station/Drone Survey	2,50,000
3	Conducting traffic surveys	1,00,000
	Sub-Total	5,50,000
B	Manpower cost (Including Stakeholders' consultation)	
1	Senior planner/Urban designer @ Rs. 1,00,000 per month for 50% time over 10 months	5,00,000
2	Junior urban designers (two) @ Rs. 40,000 for 10 months	8,00,000
3	junior staff (2) @ Rs. 30,000 for 10 months	6,00,000
	Sub-Total	19,00,000
C	Establishment Cost (approx 50% of Manpower cost)	9,00,000
	Sub-total	9,00,000
	Total Cost for 100 Ha (A+B+C)	33,50,000
	Total cost of one TPS and one LAP of 300 Ha for each city	1,94,98,500
	Contingency (Stationary, Documentation)	5,01,500
	Total LAP& TPS Cost for per city	2,00,00,000
		(Rupees Two Crores)
	Total cost of twenty five cities	50,00,00,000 (Rupees Fifty Crores)

1. An amount of Rs.50 Crore* would be required for preparing Redevelopment through LAP and Spatial Expansion through TPS for selected 25 cities in 25 states.
2. States can have flexibility in terms of change in the component(s) and cost against each of them.





Ministry of Housing and Urban Affairs, Government of India

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