

**IMPLEMENTATION OF DEVELOPMENT PLAN
BY
LEGAL TOOL OF
THE TOWN PLANNING SCHEME
(A CASE OF AUDA)**

*Urban Infrastructure Development
Using
The Town Planning Scheme Process
A Case of AUDA.*



AUDA

Ahmedabad Urban Development Authority

Introduction

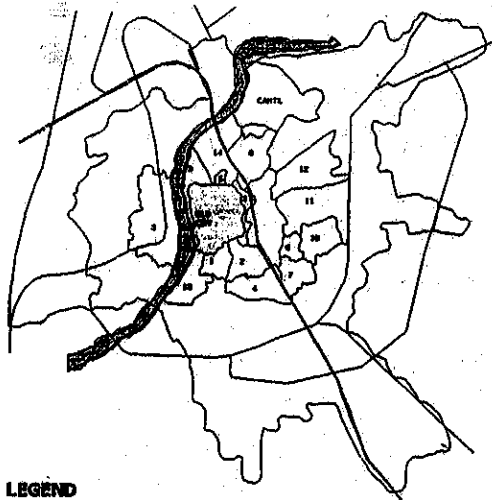
The planning proposal of its broader level is proposed in Development Plan prepared for the Urban Area. This proposal given broadly areas under different use zones, reservations for different purposes and road, infrastructure network. These proposals are required to be implemented after making detailed projects. & for individual cases. The implementation of the same is through other Laws such as land acquisition Act.

Most states in India use the method of bulk land acquisition. In this method, land is acquired in bulk by the development agency under the Land Acquisition Act, and compensation is paid to the land owners on the basis of prevailing land price Roads and infrastructure are then provided using government funds or loans. Lastly, serviced plots are sold for urban uses at market rates. In this case the increment in land value goes to the development agency, not the original land owners. Moreover the process takes considerable time for implementation and required large chunk of money. Where as in the case of the provision in the Gujarat Town Planning & Urban Development Act, 1976. The chapter of Town Planning Scheme is a built in provision of the Act to implement planning proposal, without going through the procedure of another Act.

How does the Town Planning Scheme Process work ?

The basic concept of Town Planning Schemes is pooling together all the land under different ownerships and redistributing it in a properly reconstituted form after deducting the land required for open spaces, social infrastructures, services, housing for the economically weaker section, and road network. This process enables the local authority to develop land without fully acquiring it and gives it a positive control over the design and the timing of the urban growth. This method is extensively practiced in Gujarat and Maharashtra, selectively in Kerala and occasionally in Andhra Pradesh and Tamil Nadu.

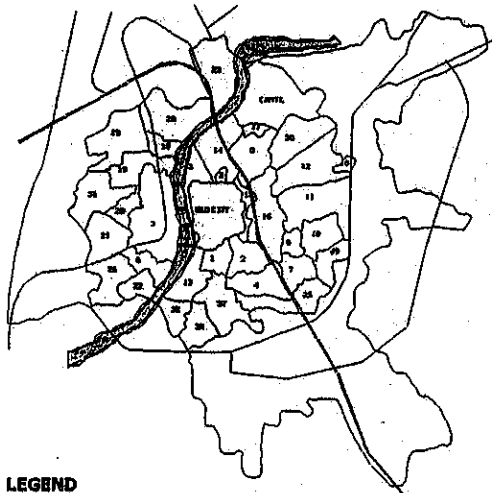
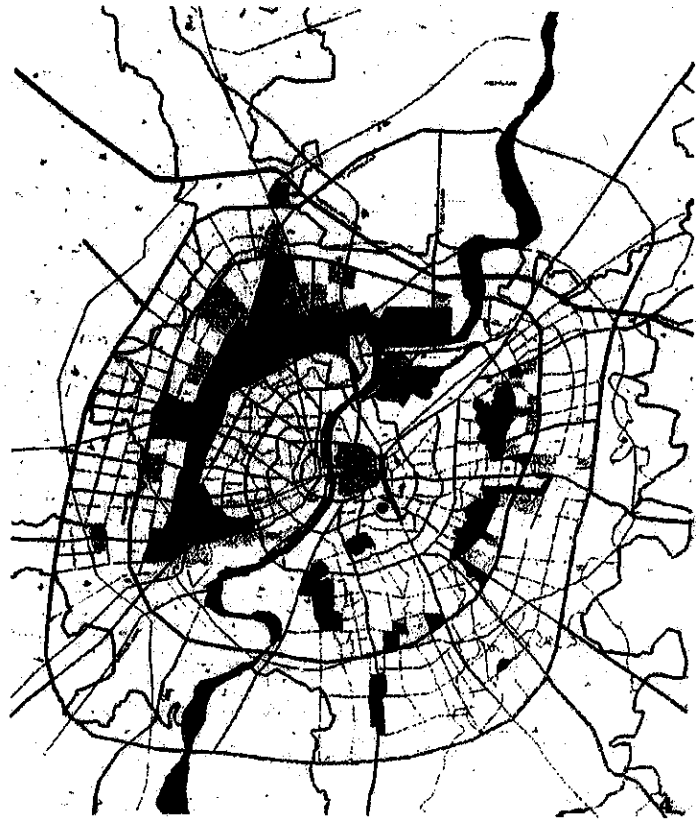
To achieve the ultimate objectives of the Development Plan, Town Planning Schemes are prepared giving micro-level planning for smaller areas of about 100 hectares that are already under pressure of urban development. Town Planning Schemes are conceptualized as a joint venture between the local authorities and the owners of the plots who voluntarily agree to pool their land, redistribute that land among themselves and share the development costs.



LEGEND

- Old City
- T.P. Schemes declared under the Act of 1915

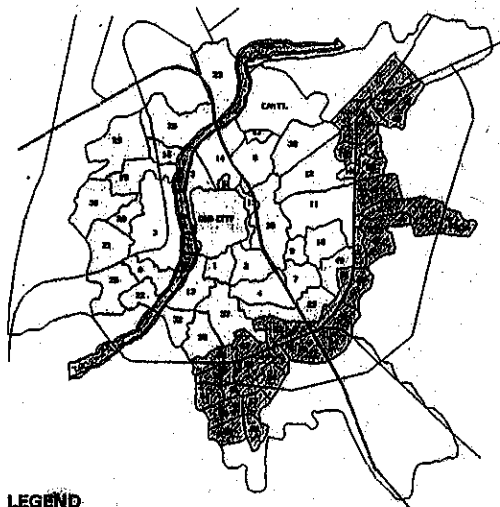
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LEGEND

- Old City
- T.P. Schemes declared under the Act of 1915
- T.P. Schemes declared under the Act of 1954

2



LEGEND

- Old City
- T.P. Schemes declared under the Act of 1915
- T.P. Schemes declared under the Act of 1954
- ▨ T.P. Schemes declared under the Act of 1976

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Fig. 1 Drawing showing T.P.Schemes done in AMC area under the Act of 1915

Fig. 2 Drawing showing T.P.Schemes done in AMC area under the Act of 1915 and 1954

Fig. 3 Drawing showing T.P.Schemes done in AMC area under the Act of 1915, 1954 and 1976

Fig. 4 Diagram showing the phasing of T.P.Schemes in the AUDA area as proposed in the Draft Development Plan, 2011

An area of 1-2 sq.km is taken for a T.P.Scheme so that it can be manageable for preparation and implementation. For Preparing a Town Planning Scheme, the land parcels having common ownership are marked as one original plot on a map and all such original plots are pooled together for planning purposes. After carving out the public roads and sites for public purposes the remaining area is laid out into regular shaped plots called final plots. As a result of area consumed in roads and public purpose plots, the final plots are normally allotted on or very close to their respective original plots. Though the final plot is reduced in size, it is very much improved in terms of shape, build ability and accessibility. The owner gets compensation for the area deducted from his original plot. Also since the final plot has got better accessibility and in turn better potentiality for development, its value is enhanced. The net amount of increment in value of the plot derived after deducting the amount of compensation payable for the loss in area is levied from the owners under the system of the Town Planning Act.

The recent amendment in the Gujarat Town Planning & Urban Development Act in 1999 upper limits for some specific uses, such as 15% of the land area to be uses for roads, 5% for play grounds, gardens, and open spaces, 5% for schools, dispensaries and other social amenities, 10% for providing housing for the society and economically weaker section and up to 15% of the land can to be appropriated and then sold at market rates for the purpose of housing and commercial purpose to recover the cost of infrastructure provision.

What is the history of the T.P.Scheme process ?

In Gujarat, urban development through Town planning Schemes has been carried out since as early as 1917 A.D., which is when the first ever Town Planning Scheme was declared for the Jamalpur area of Ahmedabad city, which was also the first Town Planning Scheme in the whole of India. The first Town Planning Act was enacted in 1915 A.D. by the Bombay province, called The Bombay Town Planning Act, 1915. This Act provided for growth of parts of the city but did not provide for the preparation of an overall framework for the orderly growth and improvement of the entire city in the form of a Development Plan. So it

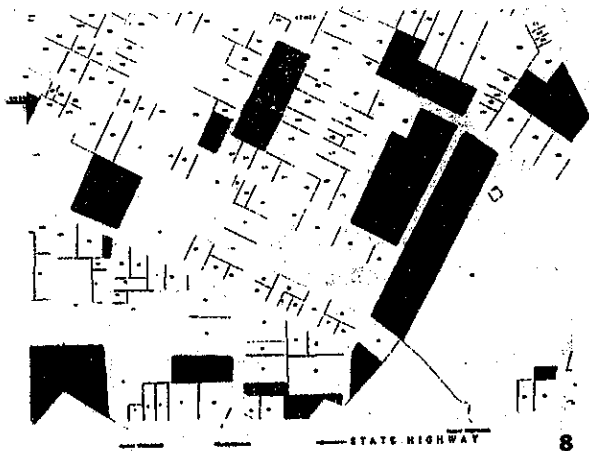
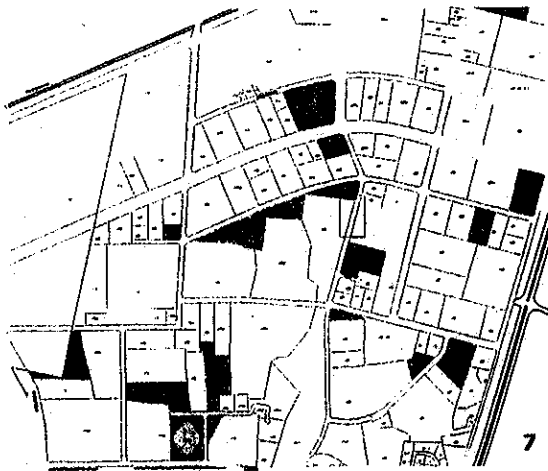
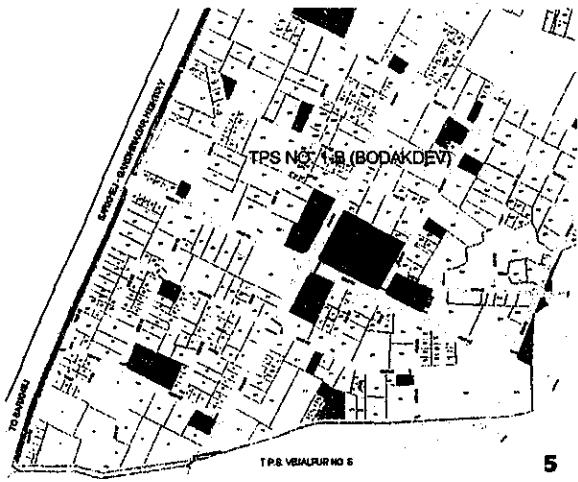


Fig. 5-8 Various Town Planning Schemes prepared and implemented by AUDA on the western periphery of Ahmedabad

was modified and re-enacted in the form of the Bombay Town planning Act, 1954, which came into force from April, 1957. Under this act, it was made obligatory for each local authority to carry out a survey of the area within its jurisdiction and to prepared and publish a Development Plan.

The current act which is the Gujarat Town Planning and Urban Development Act was introduced in 1976, which came into force from February, 1978. In this Act, the physical planning of a TP Schemes was separated from its financial aspects and also the process was divided into three stages Draft Scheme, Preliminary Scheme and Final Scheme with a view to expedite the process.

This principal Act had three major loose points.

1. Lack of a fixed time limit for the completion of the Scheme.
2. Inability to acquire land for construction or roads till the Final Scheme was sanctioned.

Convinced of the inherent merits of the TP Scheme process, AUDA initiated a number of innovations and persuaded the Gujarat Govt. through Gujarat Urban Development Authorities Association to amend the Gujarat Town Planning and Urban Development Act, 1976 in 1999 to revitalize the TP Scheme process. These medications include:

1. A provision to complete the entire process of TP Scheme preparation and finalization in a period of 27 months.
2. The possession of land for roads is enabled as soon as the Draft Scheme is sanctioned. This arrests haphazard growth and allows for faster implementation of the Scheme in terms of construction of roads and infrastructure.

A case study of Ahmedabad Urban Development Authority (AUDA)

AUDA along with preparations of development plan also identified pockety for Town Planning Schemes to implement proposals of Development Plan along with planning at micro-level. Out of these areas the priority is given to the development and immediately development areas.

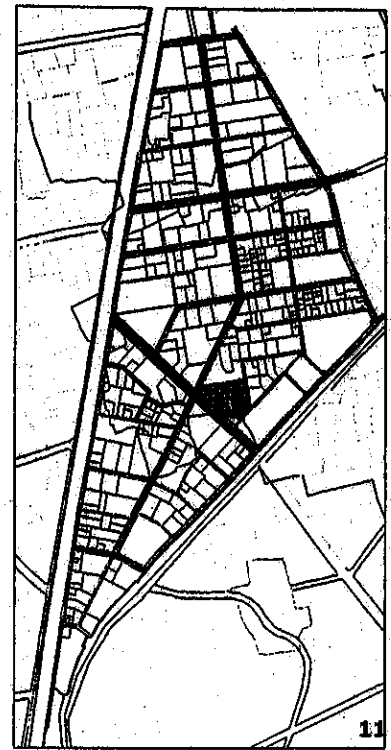


Fig. 9 Drawing showing the original plots in the Prahladnagar T.P. Scheme area

Fig. 10 The first step in the process - the imposition of a road network on the area

Fig. 11 The next step - reconstitution of original plot into final plot after deductions

Fig. 12 Finally, allocation of reserved plots and land uses

**Prahlad Nagar –
A model Town
Planning
Scheme**

The Prahlad Nagar TP Scheme was undertaken as a model development to demonstrate the merits of the revitalized TP Scheme process. AUDA believes the Prahlad Nagar Project can be a model not only for development agencies in Gujarat's cities but for agencies in other cities that are striving to provide well planned and adequately serviced land for rapid urban growth in a fair and equitable manner.

The total area of the Prahlad Nagar project is 162 hectares. In the 1987 Development Plan, this land was reserved for housing to be developed by the Gujarat Housing Board. In the current plan it has been de-reserved. Four Town Planning Schemes have been prepared to cover the area. They are however, being taken together as one project for implementation. At an average density of 150 persons per hectare, the project area may accommodate a population of 24,300. Going by trends in nearby localities, this density may increase to a saturation level of 400 persons per hectare by 2020. At this stage the population would be 64,800.

Location :

Prahlad Nagar is located in the southwest corner of the Ahmedabad adjacent to the Sarkhej –Gandhinagar Highway. It is bordered on the west by the highway and on the east by the railway line to Dhandhuka. Prahlad Nagar will serve the housing and social infrastructure needs of industrial development that is already happening in the southwest part of AUDA and adjacent areas outside AUDA. The Sarkhej – Gandhinagar highway is poised to become a major commercial and institution artery of Ahmedabad.

Layout

The layout of Prahlad Nagar was conceived as an integral part of the fabric of the city as conceived in the Development Plan. The first step was therefore to fix the precise alignment of the city level roads proposed in the DP and passing through the project area. The internal street layout has been designed keeping in mind basic principals such as establishing proper hierarchy of roads, ensuring alternate routes for traffic and achieving proper geometry of junctions. Proposed social amenities such as parks and schools have been located so as to minimize walking

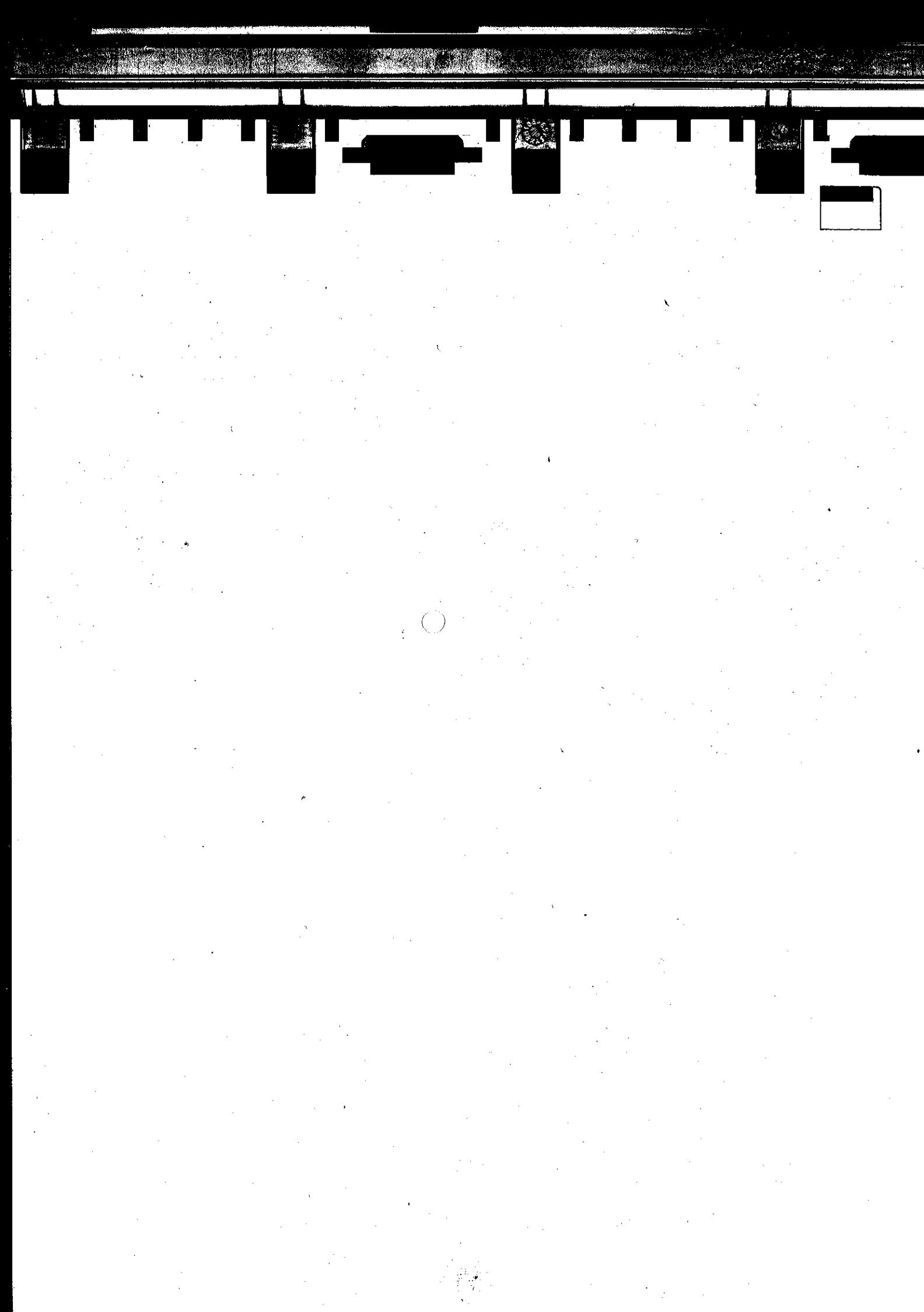




Fig. 13-15 Photographs of Prahlad Nagar area showing the new roads under construction

distance within the project area.

The project area had 297 plots. These "Original Plots" have been reconstituted into 286 "Final Plots." All the Final Plots have approximately 52% of the area of the Original Plots. The 48% land thus freed up by the reconstitution has been used to provide roads, land for social amenities and land for resale by AUDA to recover the cost of infrastructure provision. The detailed break-up of proposal of the scheme is as follows

Proposal break up	%
1. Roads	19.83
2. Water bodies	1.24
3. Institutional (schools, police station and neighbourhood centres)	5.54
4. Parks and gardens.	4.66
5. Socially and economically backward class housing	7.89
6. Residential (reconstituted plots returned to original owner)	48.43
7. Residential for AUDA land bank	7.77
8. Commercial AUDA land bank.	4.64
Total	100.00

Conceptual framework of cost and revenue

When Original Plots are reconstituted into Final Plots in a Town Planning Scheme, some land is deducted by the Development Authority, for which the owner is eligible to get compensation at prevailing market price of undeveloped land. When the Development Authority makes infrastructure investments such as roads, streetlights and sewer lines, the value of the Final Plot appreciates. Since the value appreciation is a result of the investments made by the Development Authority, the owner has to contribute a share of the increment in land value. This is known as "Incremental Contribution". The difference between Incremental Contribution and compensation for a plot is due to be paid by the owner of the Development Authority *vice versa*.

In this particular project, AUDA started deriving method of implementing the scheme at faster rate and promote development. AUDA took possession of lands under road and constructed road with street lighting at priority bases. This encouraged developer to develop their lands in this area. While giving development permission with mutual consent the reconstituted plots were given to respective land owners and the land allotted to AUDA for different purposes were taken by AUDA. On these land AUDA started developing gardens, percolating wells and other social services, where ever possible. Therefore even the scheme is not finalized by the Government majority of the implementation is completed.

Implementation

At present the construction of major roads, provision of streetlights, tree plantations, development of gardens, rain water harvesting systems, laying of sewerage lines within the scheme area is already complete with in three years time span. Thus Prahlad Nagar sets an example in the history of the process of TP Schemes with its well planned design, timely implementation and financial self-reliance. All the final plots demarcation is also carried out by owner itself and approximetly 50 development permission is being issued.

In nutshell, the whole area is developed through scheme before people starts living in this area.

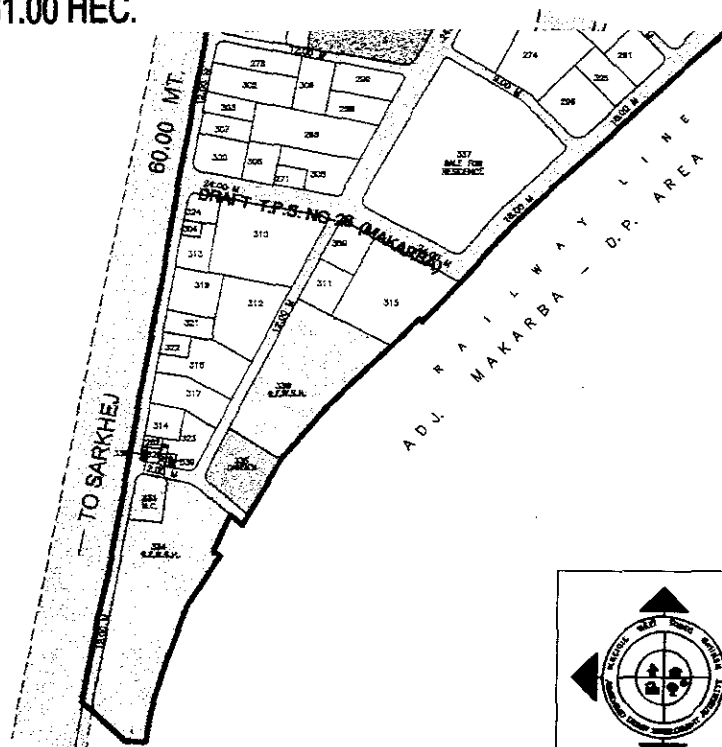
Other Schemes

Draft Town Planning Scheme	Area (in hectors)
1. Vejalpur No. 27	37.61
2. Ghat-Chand-Sola. -28	82.31
3. Sola-Gota-Chand -29	74.99
4. Gota-30	74.00
5. Thaltej-37	159.61
6. Thaltej-38	156.00
7. Sola-Hebatpur-41	98.91
8. Sola-Thaltej-42	146.80
9. Sola-43	150.68
10. Chankheda-44	217.00
11. Chandlodiya-45	80.00
12. Motera-Amiyapur-Sughad-46.	120.00
13. Nikol-101	67.41
14. Nikol-102	80.00
15. Odhav-104	114.59
Total	1659.91

PRAHALADNAGAR

DRAFT TOWN PLANNING SCHEME - NO.- 23-24-25 (VEJALPUR) & 26 (MAKARBA)

AREA: 161.00 HEC.



AHMEDABAD URBAN DEVELOPMENT AUTHORITY

ASSISTANT TOWN PLANNER	SENIOR TOWN PLANNER	CHIEF EXECUTIVE AUTHORITY
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PRAHALADNAGAR

DRAFT TOWN PLANNING SCHEME - NO.- 23-24-25 (VEJALPUR) & 26 (MAKARBA)

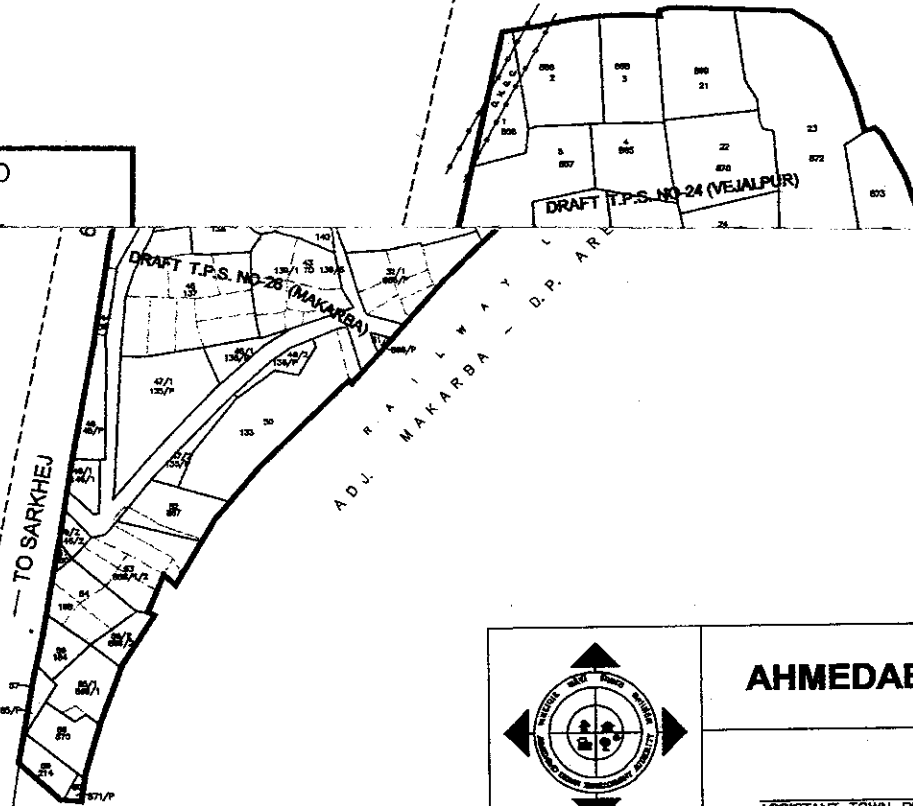
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O.P. PLAN
PLAN NO.- 2

LEGEND



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AHMEDABAD URBAN DEVELOPMENT AUTHORITY

ASSISTANT TOWN PLANNER

SENIOR TOWN PLANNER

CHIEF EXECUTIVE AUTHORITY