



BHUBANESWAR DEVELOPMENT AUTHORITY
Akash Shova Building, Lok Seva Marg, Kharavela Nagar, Unit-III
Bhubaneswar

No. 17/86/BDA, Bhubaneswar,
BDA - PLAN - MIS - 0005 - 2025

Dated: 03.09.2025

STANDARD OPERATING PROCEDURE

**FOR ISSUE OF CERTIFICATE FOR DISPOSAL OF CONVERSION OF
LEASEHOLD TO FREEHOLD APPLICATIONS OF GA&PG DEPARTMENT,
GOVT. OF ODISHA**

The GA and PG Department, Govt. of Odisha have approved the rationalization of assessment of conversion fee in respect of land leased out by GA&PG Department for residential purpose vide order no.- 19899 dtd. 13.06.2025. The said order stipulates at the time of submission of application for conversion of leasehold land to freehold status, the applicant requires to file a certificate issued by the competent authority of BDA/ BMC towards building construction without any plan deviation or compounding of plan deviation (i.e. regularised) or deviation within the permissible limit (i.e. not regularised).

Later, to expedite the issue of the afore-said certificate for disposal of the lease conversion applications, it has been decided to issue the relevant certificate by BDA in place of BMC considering the expertise and manpower available with BDA. An office order bearing No. 26984 dated 07.08.2025, issued by the GA&PG Department, Government of Odisha, outlines the procedural steps to be followed for expediting the disposal of conversion cases.

In view of the above, for streamlining the issue of certificate for disposal of conversion of leasehold to free-hold applications by GA&PG Department, Govt. of Odisha; following Standard Operating Procedure (SOP) shall be followed:—

A. Institutional Arrangement – Setting up of a Specific Cell in Planning Division, BDA:

- To streamline the process for the issuance of certificates, a dedicated Certificate Issuance Cell shall be set up in the Planning Section of BDA under the Town & Regional Planning Member, BDA with following manpower for overseeing and managing the entire process.

Sl. No.	Manpower in the cell	Nos.
1	Document Verifying Officer (Dealing Assistant / DEO)	1 no.
2	Amin / Field Inspector	4 nos.

3	Planning Assistant	2 nos.
4	Planning Officer	1 no.

- This cell shall take up the applications in a special drive to dispose of the applications in a time bound manner, in respect of approx. 100 pending applications directly entrusted by GA&PG Department, Govt. of Odisha to BDA/BMC.
- The Town & Regional Planning Member shall monitor the whole process of issuance of certificate to the applicant. Initially, the Cell will function with the manpower as detailed out in the aforesaid table. However, depending upon the volume of application, the Planning Member may decide to enhance the manpower in the Cell and shall assign additional manpower either from the Planning Section, BDA or engaging resource persons on out-source basis to deliver the tasks in addition to their existing roles & responsibilities. While assigning manpower from the Planning Section, it shall be seen that such assignment shall not hamper the core planning functions and service delivery.

B. PROCESS TO BE FOLLOWED:

1) SUBMISSION OF APPLICATION BY APPLICANT:

- The applicants (both pending and new) submit their application to the Planning Member, BDA in the prescribed format as appended to order no.- 26984 dtd. 07.08.2025 issued by GA&PG Department, Govt. of Odisha (**Annexure-1**) along with the following documents:
 - Copy of the Registered Lease deed
 - Copy of the approved building plan
 - Copy of the approval letter
 - Other documents, if any.

2) DOCUMENT VERIFICATION: On receipt of application from the applicant, the same shall be checked by the Document Verifying Officer regarding the completeness of the application and indicate the submitted documents in the Document Verifying Officer's Checklist (**Annexure- 2**).

The Document Verifying Officer shall complete the above-mentioned tasks within 1 day from receipt of the application in Planning Section, BDA.

Case-1: In case of duly filled and completed applications, the same shall be forwarded to the Area Amin/Field Inspector for site verification.

Case-2: In respect of incomplete applications, the deficiencies identified in the applications shall be clearly noted in the 'Remarks Section' of the Checklist and subsequently forwarded to the Planning Assistant (PA) to initiate compliance from the applicant within a period of seven (07) days.

The Planning Assistant (PA) shall issue compliance letter directly to the applicant from his/her end and dispose all such cases within a period of 1 day from the date of receipt of file from the Dealing Assistant / DEO.

Failure to comply within the stipulated timeframe from the applicant's end shall warrants **rejection of the application**. In case of submission of compliances within the stipulated period, the application shall be again scrutinised *de novo*.

The timeline prescribed for disposal of application at Para C shall start from the date of submission of complete application.

3) SITE VERIFICATION: In respect of completed applications in Case-1 and in Case-2 where applicant submits the compliances within the stipulated time frame to the satisfaction of Authority as mentioned above; then the Field Staff (Amin / Field Inspector) shall inspect the site to assess the extent of construction undertaken by the applicant considering the approved layout plan & approval letter.

The detail site inspection checklist shall be filled up by Amin/ FI supported by the site visit photographs and findings from the site inspection as per **Annexure- 3**.

After site visit and preparation of the site inspection report by the Amin/ Field Inspector; the same shall be forwarded to the Planning Assistant for scrutiny of the application.

The site inspection shall be completed within a period of 5 days from the receipt of the applications from the Document Verifying Officer.

4) SCRUTINY OF THE APPLICATION: After receipt of the application from the Field Staff; the Planning Assistant shall thoroughly scrutinize the application taking into account the approved / regularized building plan, permission letter and Site Inspection Report w.r.t various building parameters.

The Planning Assistant is required to prepare a Checklist on building parameters as per **Annexure- 4.**

Upon completion of the scrutiny of the application, the Planning Assistant shall submit his/her findings on the following aspects:

- i. Whether there is any encroachment made by the applicant beyond the allotted plot and/or over the government land/ road.
- ii. Whether any approval has been granted by BDA/ BMC or any other competent Authority earlier over the plot of land based on the documents submitted by the applicant?
- iii. Whether the residential building has been constructed as per the plan approved by BDA/ BMC without any plan deviation.
- iv. Whether the plan deviation has been regularized by way of compounding under the provisions of Regularization Scheme/ Rules/ Regulations.
- v. If any deviation is identified from the approved plan/ construction undertaken without approval; then whether the deviation/ unauthorised construction is within the permissible limit as per the extant Planning & Building Standards rules/ regulation.

The Planning Assistant shall complete the scrutiny of the application within a period of 4 days from the date of receipt of the application from the Field Staff and forward the same to Planning Officer for final review.

5) FINAL REVIEW BY THE PLANNING OFFICER: After receipt of the application from the Planning Assistant (PA), the Planning Officer shall check the application based on the documents submitted by the applicant, site inspection findings and scrutiny report of the Planning Assistant regarding the permissibility of issuance of certificate.

In cases where ambiguities are observed in the assessment/ application; the Planning Officer shall conduct a site visit, accompanied by the Planning Assistant and the Field Inspector. This visit shall be undertaken to ensure accurate assessment and verification of the submitted details.

The Planning officer shall submit his/ her recommendation to the Town & Regional Planning Member, BDA within a period of 3 days from the date of receipt of the application from the Planning Assistant (PA).

6) ISSUANCE OF CERTIFICATE: Based on the recommendations of the Planning Officer; the Town & Regional Planning Member, BDA shall issue the Certificate in the prescribed format (as appended to order no.- 26984 dtd. 07.08.2025 issued by GA&PG Department, Govt. of Odisha) as per **Annexure- 5**. The certificate in favour of the applicant shall be issued within a period of 2 days from the date of receipt of the application from the Planning Officer.

In cases, where the deviation is beyond the permissible limit, the applicant shall be intimated regarding the same and the application for issuance of certificate shall be disposed by way of refusal. A copy of the Letter for Refusal shall be intimated to Director of Estates, GA&PG Department for information. A proceeding under Section- 91 (1) of ODA Act, 1982 shall be initiated by BDA/ BMC as the case may be.

C. PERIOD FOR DISPOSAL OF APPLICATIONS: The office order issued by GA&PG Department vide letter no. - 26984 dtd. 07.08.2025 stipulates a 15-day timeframe for issuance of certificate. Accordingly, a timeframe of 15 days is proposed under this SOP in respect of pending applications submitted by the GA&PG Department, Govt. of Odisha.

Further, the regular applications shall be disposed of within the same timeframe as far as possible; however, in any case the disposal of such applications shall not exceed 30 days.

The time period for meeting the compliance, if any, by the applicant shall not be considered in the recommended overall timeframe.

ANNEXURE-2
DOCUMENT VERIFYING OFFICER'S CHECKLIST

(See Para-2 of SOP for issue of Certificate for filing application for conversion of leasehold residential plot to freehold status)

Sl. No	Particulars	Status [Put ✓ whether submitted or Not]
1	Application in prescribed format as appended to the GA&PG Dept. Order dtd. 07.08.2025	<input type="checkbox"/>
2	Copy of the Registered Lease deed	<input type="checkbox"/>
3	Copy of the approved building plan	<input type="checkbox"/>
4	Copy of Sanctioned Plan / Approval letter	<input type="checkbox"/>
5	Building photographs (min. from 2 sides) duly signed by the applicant	<input type="checkbox"/>
6	Other documents, if any. <u>Specify the same below:</u>	<input type="checkbox"/>
Remarks: <p>Whether OC has been submitted particularly in case of Apartment building?</p> <p><input type="checkbox"/> Yes <input type="checkbox"/> No <input type="checkbox"/> Not Applicable</p> <p>The application is found to be duly and completely submitted. <i>(To be forwarded to the Area Amin/Field Inspector for the purpose of site inspection.)</i></p> <p><input type="checkbox"/></p> <p>The application is incomplete and deficiencies found in the application. <i>(To be forwarded to the Planning Assistant (PA) to initiate compliance from the applicant)</i></p> <p><u>Details of the deficiencies in the application:</u></p>		
7		<input type="checkbox"/>

ANNEXURE-3

SITE INSPECTION CHECKLIST

(See Para-3 of SOP for issue of Certificate for filing application for conversion of leasehold residential plot to freehold status)

A. Building Plan Approval Status		
1	Whether building approval/ Occupancy Certificate taken earlier over the plot of land?	<input type="checkbox"/> Yes <input type="checkbox"/> No
2	If yes, please mention the file number and year of approval	
B. Approach Road		
1	Width of Approach Road	
2	Nature of road	<input type="checkbox"/> Kutcha <input type="checkbox"/> Morum <input type="checkbox"/> Concrete <input type="checkbox"/> Metalled <input type="checkbox"/> Blacktop
C. Site Situation / Infrastructure Status		
1	Plot size (as per measurement)	
2	Geo-coordinates of the plot	
3	Existing use of the building	<input type="checkbox"/> Residential <input type="checkbox"/> Commercial <input type="checkbox"/> Any other use, Please specify:
4	Category of existing use of building	If residential, <input type="checkbox"/> Apartment building <input type="checkbox"/> Individual residential building If commercial /any other use; specify the same below:
5	Purpose of allotment as per lease deed <i>(Mention the same considering the submitted lease deed)</i>	
6	Whether the applicant encroached the Govt Land/Road Land/ Drainage channel?	<input type="checkbox"/> Yes <input type="checkbox"/> No
7	Whether construction is undertaken well within the allotted plot?	<input type="checkbox"/> Yes <input type="checkbox"/> No

8	Whether construction is undertaken beyond the allotted plot and encroaching the neighbour's plot?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
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D. Building Status

1	Number of Floors	As per approved plan / regularization plan	Existing Status
2	Floor-wise use		
3	Height of building		
4	Construction Status	<input type="checkbox"/> Completed <input type="checkbox"/> Under construction <input type="checkbox"/> Not constructed / Vacant plot	
5	Setback	Setback as per approved plan / regularization plan	Existing setback
	Front setback (in mtr.)		
	Rear setback (in mtr.)		
	Right side setback (in mtr.)		
	Left side setback (in mtr.)		
	Whether there is any setback deviation from the approved/ regularized plan?	<input type="checkbox"/> Yes	<input type="checkbox"/> No
6	Whether the construction is undertaken as per the approved/ regularized plan in terms of building use, setback, ground coverage etc.?	<input type="checkbox"/> Yes	<input type="checkbox"/> No

E. Site Inspection Report

1	Issues/ Observation/ Remarks: (if required, attach a separate sheet)
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2	Photographs indicating the deficiency (To be provided in hard copy in the file)	<input type="checkbox"/> Submitted <input type="checkbox"/> Not Required
3	Site sketch map attached (The team shall mandatorily enclose a site sketch map indicating the existing building line, setbacks, and any deviations from the approved plan, if applicable.)	<input type="checkbox"/> Yes <input type="checkbox"/> No

Signature:

Amin

Field Inspector

ANNEXURE-4

PLANNING ASSISTANT'S CHECKLIST

(See Para-4 of SOP for issue of Certificate for filing application for conversion of leasehold residential plot to freehold status)

Sl. No	Particulars	Status		
		As per approval/ regularized plan	As per existing	Compliance (Put ✓ if complied)
1	Building Use			<input type="checkbox"/>
	Whether the existing use of the building is conforming to the purpose of allotment as per lease deed?	<input type="checkbox"/> Yes <input type="checkbox"/> No		
	Setback			
	Front setback (in mtr.)			<input type="checkbox"/>
	Rear setback (in mtr.)			<input type="checkbox"/>
	Right side setback (in mtr.)			<input type="checkbox"/>
	Left side setback (in mtr.)			<input type="checkbox"/>
	Whether there is any setback deviation from the approved/ regularized plan?	<input type="checkbox"/> Yes <input type="checkbox"/> No		
	Number of Floors			<input type="checkbox"/>
	Ground Coverage Area			<input type="checkbox"/>
	Built-up Area			<input type="checkbox"/>
	Whether there is any BUA deviation from the approved/ regularized plan?	<input type="checkbox"/> Yes <input type="checkbox"/> No		
	In the event of any deviation from the approved or regularized plan, whether the existing construction is eligible for compounding in accordance with the prevailing setback norms ?	<input type="checkbox"/> Yes <input type="checkbox"/> No		
Applicable setback norms as per the ODA (P&BS) Rules, 2020				
	Front setback (in mtr.)	Rear setback (in mtr.)	Right side setback (in mtr.)	Left side setback (in mtr.)

	Particulars	Status		
		As per approval/ regularized plan	As per existing	Compliance (Put ✓ if complied)
	Provision of Parking Space			<input type="checkbox"/>
	In case of Apartment building, whether the applicant has obtained Occupancy Certificate as per the provisions of the Rules/ Regulation in this regard?		<input type="checkbox"/> Yes <input type="checkbox"/> Not applicable	<input type="checkbox"/> No
	Whether the existing construction is as per the OC layout plan granted, where OC is obtained for Apartment building?		<input type="checkbox"/> Yes <input type="checkbox"/> Not applicable	<input type="checkbox"/> No
	In case of apartment building where Occupancy Certificate is not issued; the applicant is required to submit the Occupancy Certificate from the Competent Authority before applying for issue of certificate for conversion of leasehold to free-hold status.		<input type="checkbox"/> Applicable <input type="checkbox"/> Not applicable	
Findings as per the scrutiny of the application / Site Inspection Report <i>(Put ✓ as applicable)</i>				
	Whether the residential building has been constructed as per the plan approved by BDA/ BMC without any plan deviation.			<input type="checkbox"/>
	Whether the plan deviation has been regularized by way of compounding under any Scheme of the State Government.			<input type="checkbox"/>
	If any deviation is identified from the approved plan/ construction undertaken without approval; then whether the deviation/ constructed part is within the permissible limit as per the prevailing planning & building standard rules/ regulation?			<input type="checkbox"/>
	Whether there is any encroachment beyond the allotted plot and over the government land/ road?			<input type="checkbox"/>

Signature:

Planning Assistant

ANNEXURE-5

(Certificate format as appended to order no.- 26984 dtd. 07.08.2025 issued by GA&PG Department, Govt. of Odisha)

Certificate

The application dtd. _____ filed by Sri _____
S/o/ D/o H/o _____ at _____
PS _____ District _____ has been
verified.

On verification of records and field, it is found as follows:

a) The applicant/ lessee/ substituted lessee (Legal heirs) namely and has/have constructed residential building over the leasehold plot relating to Drg. Plot No..... as per Drg. No..... area.....Mz.....

B)The residential building has been constructed as per the plan approved by BDA/BMC without any plan deviation.

Or

The plan deviation is within the permissible limit

Or

The plan deviation has been regularized by way of compounding.

Planning Member, BDA

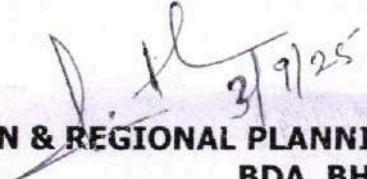
ANNEXURE-6

FORMAT FOR MAINTAINING THE FILE REGISTER

(See Para-D of SOP for issue of Certificate for filing application for conversion of leasehold residential plot to freehold status)

Sl. No.	Application No.	Mouza	Plot No.	Scheme Name	Name & Address of Applicant	Date of Application	Status of Application (Approved / refused / forwarded to Enforcement)	Date of Disposal

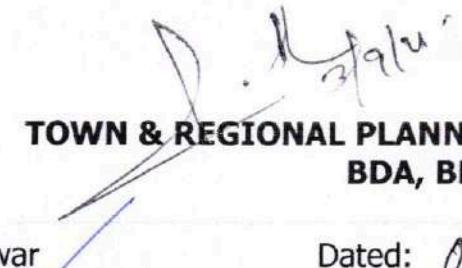
BY ORDER OF VICE-CHAIRMAN


**TOWN & REGIONAL PLANNING MEMBER,
BDA, BHUBANESWAR**

Memo No. 17187 / BDA, Bhubaneswar

Dated: 03.09.25

Copy to All APs / ATP / JTP / AADs / SO-Planning Section and Investigator, BDA for information and necessary action.


**TOWN & REGIONAL PLANNING MEMBER,
BDA, BHUBANESWAR**

Memo No. 17188 / BDA, Bhubaneswar

Dated: 03.09.25

Copy to BDA Notice Board / Sr. IT Manager, BDA for hosting in BDA website.


**TOWN & REGIONAL PLANNING MEMBER,
BDA, BHUBANESWAR**

Memo No. 17189./ BDA, Bhubaneswar

Dated: 03.09.25

Copy to All Members and Secretary, BDA for kind information and necessary action.

**TOWN & REGIONAL PLANNING MEMBER,
BDA, BHUBANESWAR**

Memo No. 17190./ BDA, Bhubaneswar

Dated: 03.09.25

Copy to the City Planner, BMC for kind information.

**TOWN & REGIONAL PLANNING MEMBER,
BDA, BHUBANESWAR**

Memo No. 17191./ BDA, Bhubaneswar

Dated: 03.09.25

Copy to the Director- Estate, GA&PG Department, Govt. of Odisha for kind information.

**TOWN & REGIONAL PLANNING MEMBER,
BDA, BHUBANESWAR**

Memo No. 17192./ BDA, Bhubaneswar

Dated: 03.09.25

Copy to CA to Vice-Chairman, BDA for kind information of Vice-Chairman, BDA.

**TOWN & REGIONAL PLANNING MEMBER,
BDA, BHUBANESWAR**