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Hawking Space and National Policy on Urban Street Hawkers:

A study of NDMC, Delhi

Shweta Sharma^a *

^aAssistant Professor, Department of Planning, School of Planning and Architecture, Vijayawada 521104, A.P., India

Abstract

National Policy on Urban Street Hawkers (NPUSV) passed in 2009 made it mandatory for all the master plans of cities/ towns to demarcate an area for hawkers to carry out their daily activities. The policy advocated that spatial planning should take into account the natural propensity of street hawkers to locate in certain places at certain times in response to the patterns of demand for their goods/services and thereby make hawking zone, restricting hawking zones and no hawking zones in cities. Quantitative space norms were mentioned whereby it was mentioned that there is a need to fix space norms for hawking at both city/zonal development plan and local/layout plan levels, but these quantitative norms were left open ended to be worked out by each city/ town. The present paper is an attempt to elaborate on quantitative norms for NDMC area of Delhi.

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* Corresponding author. Tel.: +917 8008469727
E-mail address: shwetaplanner@gmail.com

1. Introduction

Lack of gainful employment coupled with poverty in rural areas has pushed people out of their villages in search of a better existence in the cities of developing countries. It has been agreed upon that the major motivation behind such migration has been economic in nature. The ‘push’ factors operating in rural areas were strong enough to send large supplies of labour to urban areas. These migrants do not possess the skills or the education to enable them to find good paid, secure employment in the formal sector, and they have to settle for work in the informal sector.

There is another section of the population in these countries which is forced to join the informal sector. They are workers who were earlier employed in the formal sector. They lost their jobs because of closures, down-sizing or mergers in the industries they worked in and they or their family members had to seek low-paid work in the informal sector in order to survive. The closure of several industries due to a variety of reasons – outsourcing of work to the informal sector, mergers of some of the corporations, downsizing of the production units, etc – has resulted in large scale unemployment. In most cases, the informal sector has absorbed these people.

The activities in the informal sector can be categorized into two sections – the self-employed and casual (non-permanent) labour. A major section of the self-employed workers are street hawkers. The rise in the number of street hawkers is largely due to the lack of employment in other sectors but it is also directly linked to the expansion of the informal sector. A street hawker is broadly defined as a person who offers goods or services for sale to the public without having a permanent built up structure but with a temporary static structure or mobile stall (or head load). Street hawkers may be *stationary* by occupying space on the pavements or other public/private areas, or may be *mobile* in the sense that they move from place to place carrying their wares on push carts or in cycles or baskets on their heads, or may sell their wares in moving bus etc. In this policy document, the term urban hawker is inclusive of both traders and service providers, stationary as well as mobile hawkers and incorporates all other local/region specific terms used to describe them, such as, hawker, *pheriwalla*, *rehri-patri walla*, footpath *dukandars*, sidewalk traders, etc. (NPUSV 2009). In India, the National Policy for Urban Street Hawkers/Hawkers notes that street hawkers constitute approximately 2 per cent of the population of a metropolis. The total number of street hawkers in the country is estimated at around 10 million. This number is likely to increase even further. The sheer size of this sector in an urban economy implies that equal, if not more attention be paid to spatial and location requirements of this sector, as the formal sector activities in the urban planning process.

The spatial issues stem out of conflicts of spatial patterns of hawking activity and duties of city Governments to provide facilities for residents. Hawking, which essentially depends on display of goods at critical locations where pedestrian traffic is high due to concentration of activities, often conflicts with regular traffic. In purely residential areas the spaces are not reserved for hawkers but the services are required by population residing in those areas. The places form where the hawkers purchase their goods remaining in the centre it becomes difficult for hawkers to remain mobile in these far-away residential areas. Although NPUSV is an attempt to provide space for hawkers in cities/ towns, yet the basis for working quantitative norms are still open-ended. The study attempts to explore spatial pattern of hawking and work out quantitative norms for providing hawking space in NDMC, Delhi as advocated by NPUSV.

2. Aims and Objectives

The aim of the study is to provide quantitative norms for accommodating street hawkers/hawkers for hierarchy of commercial centers in Master Plan of Delhi.

The main objectives of the study are:

1. To analyze existing policy framework regarding hawking activity in Delhi.
2. To work out quantitative standards for hierarchy of commercial centers in NDMC.

Based on these objectives an analytical framework was formulated, where the areas for study were selected and a methodological framework was devised to collect and analyse data.

3. Methodology

Stage 1: Literature Search

The concept of hawking, merits and demerits of hawking activity, vis-s-vis conflicts with other interest groups, can

be evaluated by secondary source data. Policy initiatives by Government and non – Government organizations for hawking profession were collected via secondary sources.

Stage 2: Primary data collection

A sample survey of all hawking establishments in the case study area was carried out with the help of a brief questionnaire. The questionnaire collected information about the nature, characteristics of hawking activities, hawkers' dependence on the site context, and the related problems and issues

Stage 3: Analysis of primary and secondary information

Site specific quantitative norms were worked out based on the primary and secondary data collected.

Stage 4: Issue identification, proposals and recommendations

The specific outputs of the terminal project have been produced in form of recommendations for accommodating hawking in selected case study

4. Study area

The Delhi metropolitan area lies within National Capital Territory of Delhi (NCT). The NCT has 3 local municipal corporations: Municipal Corporation of Delhi (MCD), New Delhi Municipal Council (NDMC) and Delhi Cantonment Board. The capital of India, New Delhi, falls under the administration of NDMC. The Zone D area includes the NDMC area. The NDMC area constitutes the core of the city. This is the old imperial Delhi, the capital established in 1911. It includes the government of India headquarters, government housing, private housing, the Central Business District of the city; and prominent institutional areas. Although low figures are recorded for resident population, NDMC has a large floating population, being the Central Business District for Delhi city as a whole. It is estimated that the daily floating population in the NDMC area has increased from an approximate number of 10, 00,000 persons per annum to 15, 00,000 per annum. (Source: Estimates Committee Report).

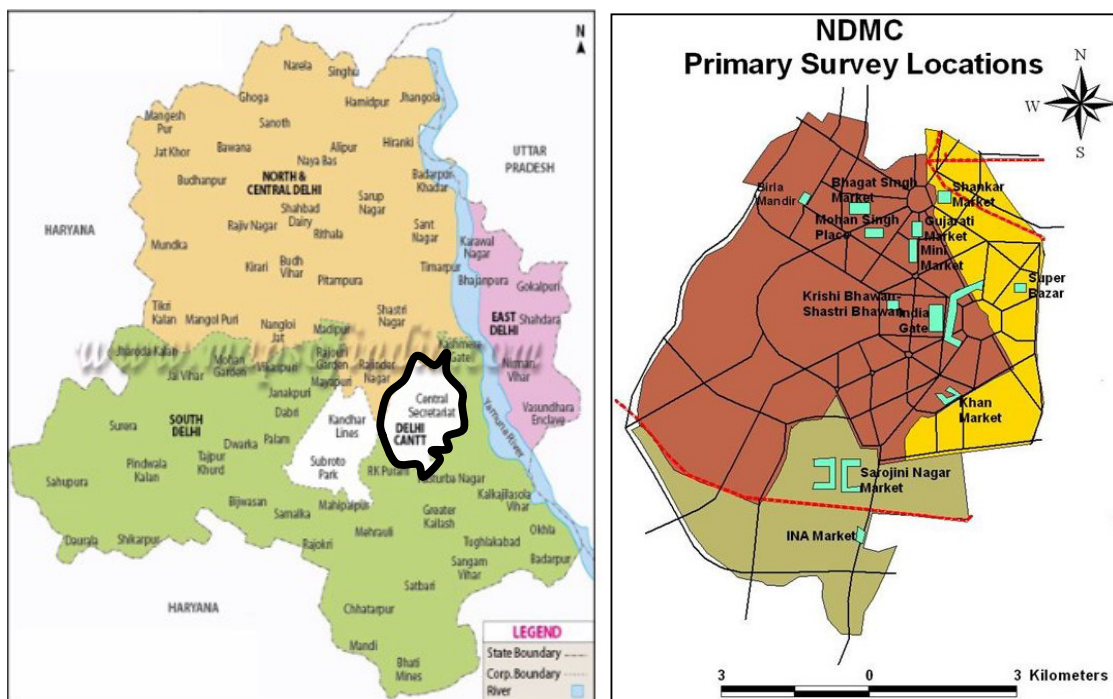


Fig. 1. (a) NDMC location in Delhi; (b) Primary survey locations.

Criteria for selection of case studies:

1. Presence of high pedestrian population – since they are usually the target consumer group of hawkers' products
2. Presence of MRTS & high traffic flow – ensures high connectivity and a large inflowing pedestrian population
3. Presence of formal retail and commercial establishments – ensures a consumer base for hawkers & free access to on – site facilities

On the basis of these criteria, commercial areas in NDMC are in the following hierarchy:

- First, *Connaught Place and Extension (CBD)* located at Connaught Place
- Second, *Community Centres (CC)*, located at Gole Market, Khan Market, Malcha Marg (Chanakyapuri), Yashwant Place (Chanakyapuri),
- Third, *Local Shopping Centres(LSC)*
- Fourth, *Non-heirarchy Commercial Centres (NHCC)* located at Laxmi Bai Nagar, INA Market, Palika Bazar (Connaught Place), State Emporia, Sen Nursing Home, Press Area (Bahadur Shah Zafar Marg) and Sarojini Nagar market.

5. Data Analysis

5.1. Spatial Aspects of Hawking

Only 3% of NDMC comprises of the commercial land use. This translates to 1.31 km² of the total land area of 43.74 km². Delhi has 5 lakh street hawkers, of whom only 1 lakh are accommodated in NDMC area. All the hawking units in NDMC were covered through primary survey conducted from June to August 2015. The important spatial parameters studied are as follows:

Table 1.Spatial dimensions of commercial centers

Parameters	Units
Floor Area under Commercial Establishments	1.31 km ²
Total number of hawking units	1,00,000
Floor space area occupied by hawkers	0.03 km ²
Land Rate	Rs. 33/ ft ²

Source: Primary Survey

On the basis of the concept of the retail floor area, there can be 1-2 (1.10 precisely) hawking units per 1000m² of retail floor space in a CBD, 3 – 4 (3.66 precisely) hawking units per 1000m² of retail floor space in a Non – Hierarchical Commercial center, 4 – 5 (4.37 precisely) hawking units per 1000m² of retail floor space in a Local Shopping center and 5 – 6 (5.48 precisely) hawking units per 1000m² of retail floor space in a Community center.

5.2. Types of hawkers

Semi-stationary and stationary hawkers are in the ratio of 25:75. There is a clear-cut dominance of stationary hawkers. Mobile vending largely consists of selling eatables, *Pani Wallah*, soft drink stalls etc. They are also the ones selling fruits and flowers who carry their stuff in a basket and keep on shifting their place of squatting.

5.3. Size of hawking unit

The size of hawking unit is important to be taken into consideration as it indicates whether the hawkers have enough storage space to keep their surplus material and also whether the hawking units are infringing on the pavements or not. The following space requirements have been worked out considering the storage and squatting space required by hawkers of each product type. Also given below is the distribution of stalls in each of the commercial center. The highest concentration seems to be of pans/ cigarette hawkers across CBD, CC and LSC, while Belts, Accessories & Shoes, Mehndi/ Jewellery items/ Jewellery Boxes, Tea Stalls, Flowers, handicrafts hawkers have a maximum concentration in NHCC. It is the service providers such as barbers which occupy minimum space in NHCC and are absent in CC and LSC.

Table 2.Distribution of hawking units as per their size

Product type	Unit size (m)	Space Occupied (m ²)	CBD (%)	CC (%)	LSC (%)	NHCC (%)
Garments	1.8 x 1.2		29%	13%	-	11%
Newspapers/Magazines/ Books, processed foods	1.2x 1.2		08%	-	34%	-
Belts, Accessories & Shoes, Mehndi/ Jewellery items/ Jewellery Boxes, Tea Stalls, Flowers, handicrafts	1.2 x 0.9		21%	-	24%	65%
Non-processed foods, Minor HH articles	0.6 x 0.6		-	35%	-	-
Services providers	0.3 x 0.3		11%	-	-	02%
Pans/ Cigarettes	0.6 x 0.3		31%	52%	42%	22%
Total			100%	100%	100%	100%

Table 3. Required hawking space as per size of the stall

Size of stall	Area (m ²)	CBD		CC		LSC		NHCC	
		Units	Area (Km ²)	Units	Area (Km ²)	Units	Area (Km ²)	Units	Area (Km ²)
1.8 x 1.2	2.16	15370	0.033	1820	0.003	-	-	2200	0.005
1.2 x 1.2	1.44	4240	0.006	-	-	4420	0.006	-	-
1.2 x 0.9	1.08	11130	0.012	-	-	3120	0.003	13000	0.014
0.6 x 0.6	0.36	-	-	4900	0.002	-	-	-	-
0.3 x 0.3	0.09	5830	0.0005	-	-	-	-	400	0.00003
0.6 x 0.3	0.18	16430	0.002	7280	0.001	5460	0.0009	4400	0.0008
Total		53000	0.0535	14000	0.006	13000	0.0099	20000	0.0198

Considering the present population of hawkers in NDMC, the total space at present with the hawkers is 0.03km². However, as depicted in table 2, if we consider the actual space required by hawkers in all the four commercial centers, then the space required is 0.09 km². In February 2015, Delhi government ordered civic bodies and police not to remove hawkers if they have been doing their business for years at a particular place and all the natural markets are bound to be declared as hawking zones.

6. Recommendations

6.1. Policy Level recommendations

Delhi Master Plan Norms for 2001 or 2021 for informal sector should be strictly implemented by MCD and NDMC, in their jurisdiction areas. Moreover, Master Plan of Delhi, perspective 2021, should provide a detailed implementation procedure for allocating its norms for hawking on ground. DDA should identify the implementing authority, the mechanism and the criterion for allocating hawking space on ground, in the master plan. Development

Authorities should strictly adhere by allocating hawking spaces, while designing and approval of building layout plans.

6.2. Implementation Level recommendations

The vendors should be organized so that they can voice their issues and fight for their rights. This can be achieved through Participatory Planning. It includes involvement of all stakeholders in formulation and implementation of street vending activity. 3 important stages of integration of street vending activity:

- i. Organizing the activity and giving legal place to hawkers
- ii. Implementation of planning guidelines – street design and execution
- iii. Regulation of activity

Participatory approach is recommended at all stages for the hawking activity. At the first stage Soft Systems Methodology (SSM) should be adopted whose basic premise is that if people participate in the process of finding out about the problem situation and learning about the ways to improve it, then they are more likely to understand the improvements being suggested, feel ownership of them and be committed to change. At the second and third stages, Participatory Monitoring and Evaluation (PME) must be adopted. PME produces important benefits including valid, timely and relevant information for management decision making and project improvement.

A very important step in this direction would be to do Stakeholder Analysis. Stakeholders in this case are:

- i. Primary Stakeholder : Those whose interests are affected by the issue or those whose activities strongly affect the issue
- ii. Secondary Stakeholder: Those who possess information, resources and expertise needed for strategy formulation and implementation
- iii. Key Stakeholder: Those who control relevant implementation instruments.

Stakeholder analysis would be a vital tool for identifying people, groups and organizations that have significant and legitimate interests in integration of street vending activity.

6.3. Case Study Level recommendations

The National Policy stresses on demarcation of “Hawking” and “No – Hawking Zones”. Hawking zones should be allowed in all commercial centers along with formal shops, shopping centers and complexes. But care must be ensured that a distinct distance is maintained between the shops and the hawking units, so that a clash with formal shop owners is avoided. Care must be taken to ensure hawking stalls and formal shops selling similar type of goods, e.g. clothes, must be kept distant from each other. A distance of at least 2.1m (for 4 pedestrians to sufficiently pass through) must be maintained between a formal shop and a hawking stall.

Besides the presence of hawkers in commercial centers, which have been mentioned above, following key locations are the nodes, where hawking and no-hawking zones can be made for hawkers:

- a) Pedestrian Pathways & Corridors: Pathways wider than or equal to 4m can accommodate hawking, but stalls need to be separated by a distance of atleast 5m (1m each for storage, while rest 3 m for passage of atleast 4 pedestrians).

This pathway width is being recommended on the basis of the following formula:

$$\text{Pathway Width} = V (M) / S$$

Where, V = Volume, Pedestrians / Minute (110 pedestrians / Minute)

M = Space Module (2.90 m² / pedestrian)

S = Walking Speed (79.25 m / min.)

Stalls can be prescribed at a distance of 1.5m from the pathway, with top covers, and above consideration. Pedestrian corridors less than 4m wide should not cater to hawking, as it creates a situation of congestion.

Roadside Footpaths: Roads with footpaths wider than 5m can accommodate hawking stalls, with a 1.5m width for hawkers, and a 1.5m to be left for customer base. The rest needs to be vacant for pedestrians. This pathway width is being recommended on the basis of the following formula:

$$\text{Pathway Width} = V (M) / S$$

Where, V = Volume, Pedestrians / Minute (280 pedestrians / Minute)

M = Space Module (1.46 m² / pedestrian)

S = Walking Speed (79.25 m / min.)

No hawking zones should be on roads less than or equal to 10m, roads without footpaths or with footpaths less than 5m. Hawkers should not be located where speed limit is 80km/h or higher, unless safety and efficiency is not compromised and where motorists are forced to park in the kerb side lane, where parking or standing restrictions apply

b)Transport Nodes and Parking areas: Hawking zones should be along bus stands and M.R.T.S. entry / exit points, certain static structures can be constructed, at a fixed distance of atleast 10m, from parked vehicles, or entry/ exit points. Structure should only be on footpaths, not on carriageway, obstructing vehicles. During non – working hours, or weekends parking areas can accommodate hawking stalls. No hawking zones should be made in road spaces designated as bus bays, atleast 10m (to accommodate one bus vehicle) from both sides of a bus stand (to avoid accidents), along entry/ exit points of an M.R.T.S. terminal, till a radius of 10 – 15m and during work hours, no hawking must be permitted within a parking area, or along its entry/ exit points.

7. Conclusion

Street hawkers can be assets to the urban system if they are given the opportunity to contribute to its development. Being a part of the marginalized urban poor, they are treated as trouble-makers whose sole purpose is to create chaos on the streets. Whenever the question of citizens' initiatives for improving cities arises, the reference is invariably to the middle and upper middle class. The vast majority of the urban population is not only kept out of these initiatives but they are, more often than not, regarded as the main problem. The fact is that no plan for improving the city can be successful without the participation of the urban poor. They need to be integrated into the planning process and in the campaigns for better environment. With the NPUSV and passing of The Street Hawkers (Protection of Livelihood and Regulation of Street Vending) Act, 2014, it would be mandatory to making hawking and no-hawking in each city/ town of India. A proper allocation of hawking space can be done with reference to accommodating them according to their space requirements worked out on basis of products sold, as has been done in the present study. The results revealed that NDMC is falling short of 0.06 km² only in the commercial markets besides pedestrian pathways & corridors, roadside footpaths and transport nodes and parking areas which also have potential to accommodate hawkers. If the contradiction of considering hawkers to be a burden or a necessity by the consumers is resolved, then hawkers will also become a part of the city socio – economic fabric and would lead their life with equal dignity and respect as the other citizens of Delhi.

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