

Chapter 2

The Field: Profile of the Cities

2.1 Introduction

A brief background of the cities has been discussed including the demographic profile, sociocultural and economic features as well as government responses to the problems of the street vendors in each of these cities. The government's initiatives on financial accessibility of street vendors have been mainly highlighted in this chapter, and the information has been presented here based on various secondary reports and expert interviews with different government officials, namely, civic authorities such as CEOs and Mayors of municipal corporations; trade union members; and others.

This chapter begins with an introduction of the cities in which the study was conducted. As mentioned previously, the present study covers 15 cities, namely, Ahmedabad, Bengaluru, Bhopal, Bhubaneswar, Delhi, Guwahati, Hyderabad, Jaipur, Kanpur, Kolkata, Lucknow, Mumbai, Patna, Ranchi and Vijayawada. For a regional comparison of the state of financial inclusion and exclusion of street vendors across the country, we have presented cities according to region. We have presented Delhi, Jaipur, Kanpur and Lucknow under northern region, while Bhopal represents central region. Patna, Ranchi, Kolkata and Bhubaneswar have clubbed under eastern region, while Guwahati has been taken into consideration under the north-eastern region. Hyderabad, Vijayawada and Bengaluru have been grouped as the southern region, while Mumbai and Ahmedabad represent the western region.

Table 2.1 shows the total population, the total number of street vendors and vendors' proportion to the total population in each city. The total population in each city has been drawn from the United Nations Population Division, Department of Economic and Social Affairs, Urban Agglomerations, 2007, and Census of India, 2001. Estimating the number of street vendors is not easy because of the informal nature of their occupation. Their numbers depend on time of day and/or the season of the year. Some vendors only sell in the morning, afternoon or evening, while some sell only on weekends, and others sell only during certain seasons. However, we have tried to estimate the total number of street vendors using the records of

Table 2.1 Total population, street vendors and their proportion to the population in 15 cities

Name of the city	Population	Street vendors	Proportion of street vendor (percent)
Ahmedabad	5.4 million	100,000	1.85
Bengaluru	6.8 million	100,000	1.47
Bhopal	1.7 million	14,000	1.00
Bhubaneswar	6.5 million (Census 2001)	30,000	0.46
Delhi	15.9 million	300,000	1.89
Guwahati	8.19 million (Census 2001)	15,000	0.18
Hyderabad	6.4 million	100,000	1.50
Jaipur	2.9 million	100,000	3.45
Kanpur	3.2 million	100,000	3.12
Kolkata	14.8 million	100,000	1.01
Lucknow	2.7 million	100,000	3.70
Mumbai	19.0 million	250,000	1.31
Patna	2.2 million	50,000	2.27
Ranchi	1.0 million	35,000	3.50
Vijayawada	1.1 million	7,729	0.71

Source: United Nations Population Division, Department of Economic and Social Affairs, Urban Agglomerations 2007 and Census 2001

trade unions, associations and municipal corporations as its sources. The proportion of the street vendor to the total population in the each city has also been quantified. It is seen that the proportion of the total street vendors to the total population of cities like Jaipur, Kanpur, Lucknow and Ranchi has been significantly increasing alongside rapid urbanisation and city development.

Let us begin with a brief profile of the cities included in the study. We will begin with the northern cities like Delhi, Jaipur, Kanpur and Lucknow.

2.1.1 Delhi

Delhi is the capital of India. The river Yamuna and lower reaches of the Aravalli Mountains are the two main geographical features of the city. Delhi borders the three states of Haryana, Uttar Pradesh and Rajasthan. The city is divided into several zones—north-west, north, north-east, east, New Delhi, central, west, south and south-west (Economic Survey of Delhi, 2005–2006). The city presents vast employment opportunities attracting people from all over the country. This has turned Delhi into a hub of culture, festivals and religion. There are four major languages spoken in Delhi which are English, Hindi, Punjabi and Urdu.

2.1.2 Government Responses

The urban poor in Delhi have few programmes benefitting them. Only recently, the Delhi government rolled out some plans for them. The programmes include those covered by the SJSRY of the central government. Some of the vendors have benefitted from urban housing (RAY Programme). In addition, street vendors have also been benefitted from the Workers Welfare Board set up in similar fashion in states like Tamil Nadu. NASVI campaigned vigorously to extend the Rashtriya Swasthya Bima Yojana (RSBY) to the street vendors. Besides, it also motivates its member organisations to spread awareness among street vendors, particularly food vendors to avail benefits from the scheme of 'Upgradation of Quality of Street Food'. NASVI members at a few places have availed microfinance for the food kiosks. Since the main stakeholders involved in the implementation of the scheme also include vendors and their associations, NASVI sees to it that the regulatory provisions under the scheme must not be used arbitrarily against poor food vendors. Street vendors in the city have also benefitted from health programmes like DOT. A good number of women vendors have also availed benefits of the Janani Suraksha Yojana (JSY) in several areas.

2.1.3 Jaipur

Jaipur¹ is the capital of Rajasthan. The Jaipur region/Jaipur Development Authority (JDA) area is 1,464 km² and comprises the following spatial units:

- (a) The Jaipur Municipal Corporation (JMC) that includes the walled city and the rest of JMC
- (b) Rest of JDA area that includes satellite towns and the villages

The city is divided into eight geographical zones comprising 77 wards. Jaipur is surrounded by the Nahargarh hills in the north and Jhalana in the east, which is a part of Aravalli range. To the south and the west of the city are also prevailing hillocks, but they are isolated and discontinuous in formation. The southern end of the city is open and stretches towards Sanganer and beyond.

Jaipur ranks first in the state with the highest urban population. According to the JMC, 87 % of the total population lives in the JMC area, of which 7 % lives in the walled city. The population growth rate in JMC area has increased partly due to migration and partly due to expansion. The number of migrants was 27 % in 2001. According to the 2001 Census, the migrants from urban area increased to 53.4 %, and share of rural migrants decreased to 46.6 %.

The main reasons for migration to the city have been employment, marriage and members moving along with the households which include mostly the aged, the

¹ Information on Jaipur city has been retrieved from <http://www.jaipurmc.org/PDF/02-Chapter2.pdf>; accessed in July 2011.

female members, children and domestic help. Employment accounts for nearly one-fourth of the total number of migrants in Jaipur. The second important reason for migration is marriage for female vendors. Business and education bring only small number of people to Jaipur. Rajputs are main caste groups in the area, and in the city, both Hindus and Muslims are Rajputs. Among the various clans, the Meenas and Kachawas are predominant.

2.1.4 Government Responses

The government of Rajasthan passed the national policy on street vendors in 1997 for implementation. The JMC has started issuing identification cards to all street vendors in the city. For issuing the identity cards, government initiated a drive, issuing forms to all vendors and announcing a cut-off date by which time the completed forms had to be submitted to the authorities. SEWA has been doing a commendable job to extend social security coverage under the Vishwakarma Pension Scheme which was initiated in Jaipur in 2008.

2.1.5 Kanpur

Kanpur² is situated on the banks of river Ganga. Located in central Uttar Pradesh, it is surrounded by the two main rivers of India, the Ganges in the north-east and the Pandu River (Yamuna) in the south. The districts surrounding Kanpur are Hamirpur in the south and Unnao in the north-east. The arid region of Bundelkhand lies just south of Kanpur. Kanpur district along with Kanpur Dehat district lies between the fertile Doab region of Ganga and Yamuna rivers. The river Yamuna marks the boundary between Avadh and Bundelkhand. It is not only one of the most important industrial centres of north India but also biggest city of Uttar Pradesh. In Kanpur City Development Plan under JNNURM, there are 67 wards in the inner old city area and 43 wards in the outer city area. The city's architectural and industrial heritage has not been obliterated completely, because some buildings in the old city have remnants of its glorious past. Kanpur nonetheless remains a vibrant city with overpopulated streets and chaotic traffic. Kanpur is famous for its leather products, and the city is one of the biggest producers of textile and leather products which are exported in bulk. English and Hindi are the major spoken languages. Unfortunately during the past, a number of factories have been closed down leading to mass unemployment. Kanpur's dwindling economy is dependent on the thriving trade of street vending.

²The information on Kanpur has been depicted from <http://kanpurnagar.nic.in>; accessed in June 2011.

2.1.6 Government Responses

There are no such schemes that especially cater to the vendors. When the vendors' policy was first instituted, it failed miserably due to a lack of awareness among the civic authority and vendors alike. Presently, the corporation is considering rehabilitating the vendors, with the formation of vending zones, there is no scheme in sight.

2.1.7 Lucknow

Lucknow³ is the capital of Uttar Pradesh which lies along the banks of the river Gomti. It is situated along the northern Gangetic plains of India. Lucknow is surrounded by rural towns and villages like the orchard town of Malihabad, historic Kakori, Mohanlalganj, Gosainganj, Chinhat and Itaunja. On its east lies Barabanki district; in the west, Unnao district; in the south, Raebareli district; and in the north, Sitapur and Hardoi districts. The Gomti river meanders through the city dividing it into the Trans-Gomti and Cis-Gomti regions. Lucknow is located in the seismic zone III.

2.1.8 Government Responses

In July 2011, the Lucknow Municipal Corporation (LMC) came up with a policy to setting up vending zones in the city as envisaged in the JNNURM project, but there is no exclusive programme towards vendors' access to finance. However, the vendors in Lucknow are yet to respond to the programme by registering themselves.

Let us now discuss about the government's responses in the central part of India. We have considered Bhopal from the central in our study, and we will present the current status of government initiatives towards this section of urban poor.

2.1.9 Bhopal

Bhopal⁴ is the capital of Madhya Pradesh in central India. The city of Bhopal is divided into two parts—the old city and the new city. Old Bhopal is in the north, while the new city is towards the south. The old part of Bhopal has a predominant

³ Information on Lucknow has been gathered from <http://lucknow.me/geography.html>; accessed in May 2011.

⁴ The information on Bhopal has been depicted from <http://www.bhopalmunicipal.com>; accessed in June 2011.

Muslim population, and the major languages include Hindi, Urdu, English and Marathi. Bhopal is also known as the city of lakes. It has 66 wards. That apart, Bhopal houses a large number of industries including those that specialise in electrical goods, cotton, chemicals and jewellery and handicrafts. Bhimbetka, Bhojpur, Islam Nagar, Samasgarh and Manua Bhan Ki Tekri are the city's tourist hotspots.

2.1.10 Government Initiatives

Under SJSRY and Janshree Bima Yojana (JBY) programmes, street vendors are benefitted. Mukhya Mantri Rikshaw Chalak Evam Hatthela Kalayan Kari Yojana in 2009 is the government scheme in Bhopal city which mainly focuses on welfare measures such as registration and issuance of identity cards for street vendors, financial assistance to mobile vendors, financial assistance of Rs. 1,000 to the pregnant street women vendors, financial assistance for vendors' marriages and medical assistance to street vendors.

Now we will discuss government's initiatives in eastern and north-eastern part of India. We will also give a brief introduction of these cities. Patna, Ranchi, Kolkata and Bhubaneswar have been grouped as eastern part of India while discussing and information on Guwahati has been represented from north-eastern region.

2.1.11 Patna

Patna,⁵ the largest town, is the capital of Bihar. Located on the southern bank of the river Ganga, it is well connected by rail and road. Patna is the main administrative and educational centre of Bihar, though it has a few ancient sacred places as well as places of tourist interest. While Hindi and Urdu are the official languages in the state, the local dialect Maghi is also very widely spoken. Among the 38 districts of Bihar, Patna, Munger and Begusarai were the three most prosperous districts.

Patna has long been a major centre of trade in agricultural products. It is most active exports being grain, sugarcane, sesame and medium-grained Patna rice. It is also an important business centre of eastern India. The hinterland of Patna is endowed with excellent agro-climatic resources, and the gains of the green revolution have enabled the older eastern part of Patna (locally called as Patna City) to develop as a leading grain market of Bihar and one of the biggest in eastern India. Patna has a big and rapidly expanding consumer market, both for Fast Moving Consumer Goods (FMCG) as well as for other consumer durable items. A large and growing population and expanding boundaries of the city are spurring the growth of the service sector.

⁵ Information on Patna has been gathered from https://www.patnanagarnigam.org/ContentPages/PMC_Home.aspx and <http://www.nidan.in/>; accessed in May 2011.

2.1.12 Government Initiatives

Issues concerning street vendors in Patna have constantly been in focus, and the city has seen extreme agitations and political movements in recent times. The State Level Convention on Street Vending jointly organised by the Centre for Civil Society, Nidan and NASVI on 20 January 2011 (Street Vendors' Day). The civic administration actively participated along with 3,000 street vendors across the state. The agenda was to find the street vendors better means to survive and continue with their business activities. NASVI has been actively involved in staging protests and demonstrations against the government's indifferent attitude towards the vendors' causes. Sections 276 and 291 of Bihar Municipal Corporation Act grant licence right to vendors. Hence, NASVI points out that the government must find ways and means to regulate hawker business rather than trying to eliminate them. Astonishing facts as found in the study conducted in Patna along with seven other cities in 2002 suggest that Bihar bestows the right upon the police to arrest street vendors (articles.timesofindia.indiatimes.com).

The National Democratic Alliance (NDA) government had promised to promote integrated urban development and law for the street vendors in the state, but it was false propaganda. The UPA President-led National Advisory Council endorsed NASVI's demand for a central law for the street vendors. However, nothing has been done till date. As NASVI national coordinator Arbind Singh points out, 'We tried a number of times to convince and influence the Bihar government to address the critical issues faced by street vendors, such as livelihood insecurity, forced eviction, harassment and torture by municipal authorities and police, through strict implementation of the mandates of National Policy for Street Vendors and enactment of law, but no follow-up action has been taken' (TOI,⁶ 27 May 2011).

As far as the employment programme or social security programmes are concerned, there is an SJSRY programme in Patna, but street vendors are not in any way directly benefitting from it. There are many social welfare programmes listed in the Patna Municipal Corporation (PMC) documents that have not been implemented. In the Patna City, PMC tried to provide identity cards (ID cards) to the street vendors in some areas to prevent local leaders from collecting money from them illegally. In addition, PMC has tried to legalise space for vending. The ID cards issued by the PMC in the Budha Market area have not been renewed for the last 6 months.

2.1.13 Ranchi

Ranchi, the capital of Jharkhand, is located in the Chhotanagpur plateau. Situated on southern part of the Chhotanagpur plateau, Ranchi forms the eastern edge of the

⁶TOI stands for Times of India.

Deccan Plateau. The area surrounding Ranchi has been endowed with natural attractions, and it is referred to as the 'City of Waterfalls'.

The city witnessed a sudden surge in population after the declaration of the new state of Jharkhand in 2000. The population of the city has grown from 599,000 to 846,000 during 1991–2001 recording a 41 % decadal growth rate. The growth rate has been varying during the past decades. About one-fourth of the total population belongs to Scheduled Caste and Scheduled Tribe category. About one-third of the population is classified as urban poor. One-third of the households live in slums. These are essentially tribal villages engulfed by urban development.

Ranchi has been an important commercial, administrative and educational centre of the region. The city mainly thrives on tertiary activities. The district has 540 industrial units in close proximity to the city, contributing to the city economy. These units are mainly general engineering, foundry, electrical, steel casting, electronics, chemical, refractory, etc. Owing to the rising employment opportunities and opening of numerous regional and state-level offices, banks and marketing companies, the city witnessed an influx of migrants.

2.1.14 Government Responses

Ranchi is governed by the Ranchi Municipal Corporation Act of 1959, while the other Urban Local Bodies (ULBs) are governed by the Bihar Municipal Act of 1922. The Jharkhand Municipal Bill is pending. The Department of Urban Development looks after the various schemes which are funded proportionally by the central government. As of now, only Ranchi, Dhanbad and Jamshedpur are covered under JNNURM scheme. In addition, some central funding is available through Urban Infrastructure Development Scheme for Small and Medium Towns (UIDSSMT), Integrated Housing and Slum Development Programme (IHDSP), Basic Services to Urban Poor (BSUP), SJSRY, NRCP, NLCP, NUIS and ILCS (Debroy et al. 2011).

There is no scheme as such that is run by the Ranchi Municipal Corporation (RMC) for the street vendors. However, according to Mayor, RMC, a few vendors have been benefited from the Jawaharlal Nehru National Urban Renewal Mission (JNNURM) schemes under SJSRY. RMC has the provision to provide licences to mobile vendors who use carts for vending activities. RMC has issued a few licences to cart vendors through the Street India Organisation (SIO). The licences are provided for 1 year that can be renewed after a year. The SIO forwarded an application that would enable vendors to operate in RMC areas. After that, RMC came forward and provided vendors with space. Very few vendors have been benefited, and only the vendors who were associated with the SIO have been issued licences.

The response towards street vendors has been positive after the unions have pressured the municipal authorities. After the anti-encroachment drive, the RMC proposed to build new complex and also promised to provide space to the vendors. The RMC selected the following sites for the construction of market complexes.

The areas are Old Taxi Stand, Bakri Bazaar, Upper Bazaar, S.K. Sahay Daily Market, Jaipal Singh Stadium and Naga Baba Khatal.

According to CEO, RMC, the work is in progress in four of the selected sites. The RMC plans to build a market based on *Palika Bazaar* model. After the development of the market, the vendors will also be provided place for vending. The RMC also conducted a survey of street vendors but covered only three streets, namely, Kutchery Chowk to Overbridge, Kutchery Chowk to Lalpur Distillery Bridge and Lalpur to Kantatoli Chowk which covers 1,731.

2.1.15 Schemes Which Have Indirectly Benefited the Vendors

These schemes which have indirectly benefited the vendors are the SJSRY and the BSUP. Under the SJSRY, there are five main schemes which are running in Ranchi's urban areas. These schemes are Urban Self Employment Programme (USEP), Urban Women Self Help Programme (UWSHP), Wage Employment Programme (WEP), Step-Up Programme (SUP) and Urban Community Development Programme (UCDP). Among these programmes, one programme, the USEP, has benefited the urban poor.

2.1.16 Urban Self Employment Programme (USEP)

A loan of up to Rs. 200,000 is provided to the urban poor, especially the Below Poverty Line households, under this programme. The only eligibility criterion being that the applicant be a Ranchi resident for a minimum period of 3 years. The government provides 25 % subsidy under this scheme. The minimum amount is not fixed and depends on the borrowers. The urban poor who live below the poverty line can apply directly to the SJSRY Cell or through their wards. After scrutiny by the cell, the forms are forwarded to the banks for loans. During the last 1 year, 104 applications were sent by the cell to the nationalised banks. Of the 104 applicants, 16 were granted loans, and 17 were rejected, and there was no response for the remaining forms. After the loans are disbursed, a 6-month moratorium is provided to the customers. After the completion of the 6-month period, the repayment starts as per bank guidelines. The repayment period is between 3 and 5 years. This programme has certainly benefited few vendors who are operating in the Ranchi region.

2.1.17 Urban Women Self Help Programme (UWSHP)

According to JNNURM Cell, RMC, the SHGs are provided loans through the banks under UWSHP. This SHG requires a minimum of five members to have BPL cards. Men can also be members of this group. The government provides subsidies of up to 35 % towards the loan amount. However, this scheme has not been much successful, nor have the remaining three programmes.

The main hurdles faced by the cell to implement the programmes are:

The banks need guarantors for heavy loans as well as additional information needed for mandatory compliance with Know Your Customer (KYC) norms. Very few banks have shown positive intent towards such government schemes. For instance, the State Bank of India (SBI) has a separate cell for such schemes and sanctioning of loans.

The Urban BPL Survey is yet to be finalised. Besides, there is no proper identification list for the cell nor for the banks. Unless the final list of BPL holders is released, banks will have difficulty sanctioning loans.

Furthermore, banks are reluctant to sanction loans to those people who are from encroached areas. The recent anti-encroachment drive has aroused concern among the banks and adversely affecting the sanctioning of loans.

2.1.18 Kolkata

Kolkata,⁷ the capital of West Bengal, is located in the eastern part of India. It is situated on the west banks of the river Hooghly. It is one of the metropolitan cities of India and is the seventh largest in terms of area and population. Kolkata is the main business, commercial and financial hub of eastern India and the north-eastern states. It is home to the Calcutta Stock Exchange—India's second-largest bourse and many industrial units operated by large Indian corporations with products ranging from electronics to jute. Some notable companies headquartered in Kolkata include ITC Limited, Bata India, Birla Corporation, Coal India Limited, Damodar Valley Corporation, United Bank of India, UCO Bank and Allahabad Bank.

Not surprisingly, it also has a large hawker population. Street vendors in Kolkata have had an unfortunate past. Following the infamous *Operation Sunshine* in 1997 that was jointly undertaken by the KMC and Kolkata Police, vendors were under constant threat of eviction. However, interestingly, the number of hawkers in Kolkata has continuously risen, and the civic authorities are finding it increasingly difficult to contain their escalation. The last eviction in Gariahat took place in early 2010.

⁷ The Information on Kolkata city has been retrieved from <https://www.kmcgov.in/KMCPortal/jsp/KolkataStatistics.jsp>; accessed in June 2011.

Apart from the traditional hawking areas in Gariahat, Hatibagan, areas, in the last 5 years or so, hawkers have been trying to encroach areas like Park Street, New Park Street, Sarat Bose Road and Rashbehari Avenue. The government is, therefore, all the more anxious to control their rising numbers and preventing them from expanding their areas of operation.

The West Bengal government has recently taken up the task of implementing the National Hawker Policy across the state. The final draft of the West Bengal Urban Street Vendor Policy clearly outlines the objectives, intent and key features as well as the proposed institutional framework for implementing the policy. The work has begun with the drawing up of the list of hawkers in the city by using digital technology for the issuance of photo identity cards. However, the work temporarily slowed down reportedly due to a change of power in the state.

The civic authorities clearly point out that till now all that has been done for the hawkers is the issue of identity cards. The question of formal credit accessibility is to be taken up in the near future. According to the Secretary of the Kolkata Street Hawkers Union, once the hawkers have identity cards and their activities are formally recognised by the issuance of business licences, the problems concerning their credit accessibility will ease. The banks will be encouraged to lend money to the hawkers once they are satisfied with their repayment capacities.

2.1.19 Government Responses

There is, at present, no employment or social security programme that is targeted solely at street vendors, though the SJSRY programme tries to address the matter to some extent, and many vendors have come to benefit from it. The list of beneficiaries includes women under the Below Poverty Line (BPL) category who have taken loans from the Thrift and Credit Societies formed under the direction of the SJSRY programme.

The work of SJSRY under the KMC has gained momentum since 2005. The programme started with the formation of 1,100 Neighbourhood Groups (NHGs), 800 Thrift and Credit Societies and 44 Neighbourhood Committees (NHCs).

The NHGs comprise 10–12 women of the BPL category. Each NHG has an account with a nationalised bank, a secretary, president and cashier. Each NHG member has to deposit Rs. 30 to the group every month for six consecutive months. After 6 months, loans are applied for by the members within the group, and these loans are advanced only to those who have a genuine purpose for taking these loans, that is, for income generation and/or accidental purposes. The interest rate is a nominal 2 % for 10 months. When the NHG is almost a year old, revolving money amounting to Rs. 1,000 (in the name of each member) is given to it.

The programmes aim at imparting vocational skills to the members with a view to making them economically independent. Under the Urban Women Self Employment Programme (UWEP), after the training programme ends, members are given individual loans of up to Rs. 200,000 for business purposes, and subsidies of up to

25 % are awarded to them. In addition to individual loans, group loans of up to Rs. 300,000 and subsidies of 35 % are given.

Women from the groups are also encouraged to work as community organisers, with the incentive that an efficient community organiser may avail of microcredit facilities. The programme which was popularly known as the Development of Women and Children in Urban Areas (DWCUA) under the SJSRY which advanced loans of up to Rs. 500,000 with subsidies amounting to 50 % to the NHG (subject to the condition of having at least ten men in the concerned NHG) has now broken down to the UWEP, where the group loan amount has fallen to Rs. 300,000, with the subsidy being 35 % and subject to the condition of having at least five men in the NHG. An important point about these NHGs is that the members are automatically licensed to take up vending in their areas and cannot be evicted by the KMC since they are registered under the SJSRY programme. The social security programmes which have been constituted under the SJSRY initiatives by the KMC target the women of the BPL category with an aim to make them economically independent through the generation of income opportunities.

2.1.20 *Bhubaneswar*

Bhubaneswar, the largest city, is the capital of Orissa. Due to the large number of temples, it is also referred to as 'Temple City of India'. The city lies on the eastern coastal belt of India. It is an important Hindu pilgrimage centre. Along with the holy city of Puri and the land of the sun temple, Konark, Bhubaneswar forms the apex of the famous 'Golden Triangle', one of the most important tourist and pilgrimage destinations in India. The city attracts a tourist population of 3.8 lakh annually.

The major economic activities of the city are trade and commerce, tourism and industry along with associated administrative and educational activities. The declaration of Bhubaneswar as an electronic city has helped to attract non-polluting information technology-based establishments (Urb-ENVIS Bhubaneswar 2004). Bhubaneswar is famous for the production of various handicraft items like zari work, stone inlay, marble crafts, silver filigree and carpet craft. Its stone inlay and applique work are world famous.

2.1.21 *Government Initiatives*

The Bhubaneswar Municipal Corporation has set up 43 vending zones in the city rehabilitating 1,599 street vendors. The corporation is now in the process of regularising and relocating the vendors to the neighbourhood market complex which it proposes to set up in each of the 60 wards. Land has been identified and proposals submitted to the government in the General Administration Department

for alienation in respect of 57 wards, of which 28 proposals are under process for obtaining government approval.

There are no schemes that have been primarily targeted towards the financial accessibility of the street vendors in Bhubaneswar. Some work has been done towards the construction of vending zones so that vendors can conduct their business in a more 'structured way'. They have, to some extent, benefitted by the schemes which the state promotes for the welfare of the urban poor.

The SJSRY programme has benefitted some vendors. The Urban Self Employment Programme (USEP loan and subsidy) in which in addition to a Rs. 200,000 loan, a subsidy amount of Rs. 50,000 is given. The USEP also covers programmes related to training on different employment generation programmes like hatcheries or goat rearing or mushroom farming. The urban poor at large have also benefitted from the Urban Wage Employment Programme (road and construction). Women have benefitted from the DWCUA programme and the organisation of Thrift and Credit Societies.

The social security measures that have indirectly benefitted the vendors include the provision of the Public Distribution System (PDS) for BPL families. Along with this, there are schemes like the Antyodaya Anna Yojana (AAY) and Annapurna Yojana. For senior members, they have constituted the National Old Age Pension Scheme and the Mahababu Pension Yojana and the National Family Benefit Scheme (NFBS).

2.1.22 Guwahati

Guwahati⁸ lies in the south-eastern part of Kamrup district, and it is the capital of the state Assam. It is surrounded by Nalbari district in the north, Darrang and Marigaon districts in the east, the state of Meghalaya in the south and Goalpara and Barpeta districts in the west. Guwahati Municipal Corporation covers an area of 216 km², and Guwahati Metropolitan Development Authority covers an area of 340 km².

According to the International Institute for Environmental and Development, Guwahati is among the first 100 fastest growing cities of the world and is the fifth largest growing Indian city. The major components of Guwahati's urban structure are Pan Bazaar, Paltan Bazaar, Fancy Bazaar and Uzan Bazaar. Located on the banks of the Brahmaputra River, it is the most important trade hub and the largest commercial, industrial and educational centre of the north-eastern region.

It is a major wholesale distribution centre, a marketing and retailing hub. Thousands of people are continuously migrating to Guwahati from different regions

⁸ The information of Guwahati has been collected from <http://gmcportal.in:8080/GMCPortal>, <http://www.docstoc.com/docs/8713630/Guwahati-The-City>, and www.assamtribune.com; accessed in June 2011.

in search of income-generating activities and better livelihood. The other reasons for migrating are family connections, marriage and education to name a few. Almost 25 % of the total population of Guwahati comprises migrants. Among them, a large number of people belonging to poor section have engaged themselves as street vendors for survival. Male street vendors from the busy central areas of the city like Fancy Bazaar, Paltan Bazaar, Machkhowa, Ganeshguri and Bhangarh are seen to borrow mainly from friends, relatives and other informal agencies. Their income level is high. The MFIs dominate the other parts of the city. Apart from moneylenders, banks and microfinance institutions work towards providing credit to the street vendors.

2.1.23 Government Responses

Though there is a national policy for the protection of livelihood rights of the urban street vendors, conditions are yet to improve. The Society for Social Transformation and Environment Protection (SSTEP) has been demanding that the government address the grievances of the street vendors as per the national policy. The SSTEP has also organised the vendors into an association to voice their rights.

According to the Mayor, Guwahati Municipal Corporation (GMC), inspired by the vending zone success story in Bhubaneswar, has decided to build similar zones in the city. According to them, the setting up of vending zones would not only bring discipline to the business of the vendors but also free the pavements and roads from encroachment.

Let us discuss about the government's role towards street vendors in cities like Hyderabad, Bengaluru and Vijayawada which we have considered from southern part of India in our study.

2.1.24 Hyderabad

The fifth largest city in India, Hyderabad,⁹ which is the capital of Andhra Pradesh is also popularly known as the country's IT hub. Situated in the Deccan Plateau, flanked by hills and rocky terrain, the city's natural landscape is fast eroding, giving way to urban sprawls. Hyderabad is also famous for its educational hub consisting of IT parks and engineering colleges. The city is the foremost destination for the Microsoft Development Centre in India. The growth of Hyderabad's economy is largely due to its software services. The city is sometimes referred to as 'Cyberabad' owing to the presence of large numbers of IT firms in the city.

⁹The information on Hyderabad has been collected from <http://www.ghmc.gov.in>; accessed in May 2011.

The state's industrial policy is very liberal, thereby encouraging huge investments in sectors like IT, biotechnology and pharmaceuticals, though traditional sectors such as textiles, leather, minerals and food processing harmoniously coexist. The fusion of Islamic and Hindu traditions is a hallmark of *Hyderabadi* culture. Urdu, Telugu and English are the most commonly spoken languages there.

2.1.25 Government Responses

The Draft of the Andhra Pradesh Street Vendors' Bill 2011 will come into action soon. The draft is a modification of the 2004 National Urban Street Vendor Policy, which consisted of parameters like demarcation of zones, constitution of Town Vending Committees (TVCs) and the registration of street vendors. However, the static vendors were excluded from the policy, warranting that the policy needed to be modified. A survey was conducted by YUVA in 2009 which found that vending zones can be demarcated taking into consideration the natural markets. A natural market is an area that becomes a vending area automatically.

The main provisions in the draft are the issuance of identity cards for the demarcation of vending zones, formation of a Town Vending Committee (TVC) and specifying the role of urban bodies contributing to the TVC. They are planning to provide identity cards to vendors above the age of 18. Also, the photograph on the identity card should be a family photograph with spouses and children above 14 years of age. This implies that, in the absence of the parents, the child who is 14 years and above can also vend.

The Zonal/Town Vending Committee shall demarcate vending zones and holding capacity as prescribed. As mentioned earlier, the demarcations of the vending zones are not yet formalised. Two out of three zones will have vending privileges, namely, vending zones and natural vending zones. Vendors will be penalised for operating in No Vending Zone or Red Zone.

In addition to the draft for vendors, the financial aspect has also been considered, where they plan to form a Common Interest Group for street vendors. The interest group can be formed on the basis of vending activity or common location shared by a group of vendors. In an interview, the Director of Mission for Elimination of Poverty in Municipal Areas (MEPMA) stated that the 'aim of forming the Common Interest Group is not to portray a group formed for monetary benefits'. However, the financial wing of MEPMA plans to provide financial aid at a nominal rate of interest. As an example, in a district called Sircilla, provisions for debt swapping were made to the poor by MEPMA. In such a case, the person who has availed loans from various MFIs and SHGs could take a loan from the bank for the same amount and repay the debt. This initiative was taken so as to reduce the suicide rates by people due to high debt accumulated as a result of several loans taken simultaneously from various nonbank sources, thereby converting several loans into one loan with a lower rate of interest, called debt swapping. By forming a Common Interest Group, MEPMA is perhaps planning to follow the Grameen Model of Lending.

2.1.26 Social Security Measures

In the course of the study, it has been observed that the Andhra Pradesh civic authority has taken keen interest in the uplift of the urban poor. An aftermath was the formation of MEPMA in the year 2007, with a mission to improve the quality of life of poor people (300,000) of Andhra Pradesh. It is headed by the Chief Minister as the Chairman and also includes departments such as Rural Development, Women and Child Development, Finance Department and Municipal Administration.

The policies formulated by MEPMA are in general aimed at alleviation of poverty. The MEPMA has various schemes for:

- (a) The Draft Andhra Pradesh Property Rights to Slum Dwellers Act 2011 aims to make Andhra Pradesh a slum-free state where housing facilities will be given to the slum dwellers.
- (b) The Draft of the Andhra Pradesh Street Vendors' Bill 2011 has been formulated by MEPMA that caters to the well-being of the street vendors of Andhra Pradesh.

2.1.27 Bengaluru

Bengaluru¹⁰ or Bangalore is the capital of Karnataka. Bengaluru is located on the Deccan Plateau in the south-eastern part of Karnataka. Bengaluru is divided into three districts, namely, Bengaluru North, Bengaluru South and Anekal. The city is home to some well-recognised colleges and research institutions in India. Many public sector heavy industries, software companies, BPOs, aerospace, telecommunications and defence organisations are located in the city, which is also known as the Silicon Valley of India because of its position as the nation's leading IT exporter. The population of Bengaluru stands at 5.69 million. Kannadigas form majority of the population. In addition, Bengaluru attracts an equal number of immigrants both from across the state and from across the country. It is home to around two million immigrants born in Tamil Nadu, Andhra Pradesh, Kerala, Rajasthan and Maharashtra.

The growth of IT has presented the city with unique challenges. The encouragement of high-tech industry, for example, has not favoured local employment development, but has, instead, increased land values and forced out small enterprise.

According to Census 2001, the city underwent extraordinary growth post 1971. In more recent times, following the expansion of jurisdiction of the Bengaluru Mahanagara Palike (BMP) to constitute Bruhat Bengaluru Mahanagara Palike

¹⁰ Information on Bengaluru has been collected from <http://www.bbmp.gov.in>; accessed in July 2011.

(BBMP) in 2007, the estimated population is around eight million. The number of street vendors is estimated to be around 100,000 or approximately 1.4 % of the total population.

The BBMP initiative for the urban poor follows a scheme for SC/ST development, including credit facility. But the scheme has not materialised. The BBMP has not found a credible source of data regarding street vendors separately, since the inclusion of the urban poor is treated as a collective issue of occupations engaged by low-income groups within the population.

2.1.28 Vijayawada

Vijayawada,¹¹ also known as Bezawada, is located on the northern banks of the river Krishna in Andhra Pradesh. Situated at a distance of 257 km² from Hyderabad, it is bounded by the Indrakiladri hills on the west and Budameru River on the north and river Krishna on the south. It is the third largest city in Andhra Pradesh. The Vijayawada urban agglomeration consists of areas under the Vijayawada Municipal Corporation (VMC), Mangalagiri municipality, gram panchayats and outgrowths of Kanuru, Prasadampadu, Ramavarappadu, Yanamalakuduru and Tadepalli. Its location has been of great significance insofar as the export of agriculture produce and a base of settlement for the rich peasants of coastal Andhra Pradesh, especially of the Krishna delta, are concerned. It acts as a major commercial centre to a host of wholesale and retail activities in consumer goods, textiles, automobiles, industrial products, etc. It is also a major trading hub, where Virginia Tobacco, cotton and turmeric are processed.

2.1.29 Government Initiatives

The town planning wing identified and earmarked the places for those street vendors who were registered with the corporation. As a pilot project, the VMC took up the registration of street vendors of Besant Road and issued identity cards to them. The bankers have agreed to sanction loans to those street vendors, and applications have been issued. The vendors could repay the loans in easy instalments either fortnightly or weekly. Loans would be sanctioned under the SJSRY scheme. The beneficiaries would be given a subsidy of Rs. 5,000 out of a total assistance of Rs. 20,000. The bank loan would be Rs. 14,000, with Rs. 1,000 as beneficiary contribution. The objective of the loan was to help the vendors, who were borrowing cash at heavy rate of interest.

¹¹ Information on Vijayawada has been retrieved from <http://www.ourvmc.org/jnnurm/ch2.pdf>; accessed in June 2011.

Earlier, the officials explained that the scheme was aimed at protecting livelihoods and regulating the street vendors. Granting and renewing registration certificates, issuing identity cards to persons above 18 years of age and earmarking vendor zones in master and zonal plans were some of the features. The VMC has identified Besant Road, Canal Road, Rythu Bazar Lane (from Bandar Road to Vijaya Talkies) and Indira Gandhi Municipal Stadium half circle as major places for implementation of the programme. The vendors would be organised into groups, and credit facility through banks would be provided to them. The measures include:

- Extension of SJSRY to the Street Vendors—provision of Rs. 20,000 loan (5,000 subsidy, 14,000 with 8.5 % interest and Rs. 1,000 beneficiary contribution).
- Development of Women and Children in Urban Areas (DWACUA)—under this programme, street vendor women also have access to formal credit.
- Municipality negotiated with many banks to give loans to street vendors.

Next let us begin any exclusive government's programmes for the street vendors in Mumbai and Ahmedabad which we have considered from western parts of India for our study.

2.1.30 Mumbai

Considered the financial capital of India, Mumbai¹² is the capital of Maharashtra. It is located on the western coast of India facing the Arabian Sea. Mumbai is referred to as an island city because it is a cluster of seven islands, and it got its name from Mumbadevi (the goddess of the Koli fisherfolk). Three small rivers run within the periphery of the island city, and its coastline is dotted with numerous creeks and bays. On the east is Salsette Island, an area infested with mangroves, while the west is generally sandy and rocky. Mumbai is at sea level with its average elevation ranging from 10 to 15 m. Mumbai is located along the Ulhas River on the western coast of the 'Konkan' region of India just south of the Tropic of Cancer. The island city is divided into two different regions, one the city itself and the other its suburbs.

Once a textile manufacturing hub, the city's socio-economic structure has witnessed a sea change due to a paradigm shift in business activities—a switch from 'manufacturing activities' to 'services'. This has resulted in a dramatic change in employment opportunities and job profiles in virtually every sector. Some of these sectors are financial, construction, tourism, information technology (IT), telecommunications, entertainment and automobile garages, which are expected to provide huge employment opportunities, both direct and indirect, over the next 5 years. However, the bulk of the new jobs have been generated in the informal sector. As far as government initiatives on street vendors are concerned, there is no programme as such.

¹² The information on Mumbai has been gathered from http://planningcommission.nic.in/reports/sereport/ser/stdy_empgen.pdf; accessed in June 2011.

2.1.31 Ahmedabad

Ahmedabad¹³ is the largest city of Gujarat which is situated in the western region of India on the bank of Sabarmati River. Popularly called Manchester of India, due to its thriving textile industry, the city is surrounded by the smaller towns of Danilimda, Naroda, Odhav, Ranip, Sahijpur Bogha and Sardarnagar. It is widely known for its various institutions including the Gandhi Ashram, Sardar Patel Smarak Bhavan, Indian Institute of Management (IIM), Ahmedabad Textile Industry's Research Association (ATIRA), Indian Space Research Organization (ISRO), Community Science Centre, National Institute of Design, Gujarat Chamber of Commerce and Industries and Ahmedabad Management Association (AMA).

The GDP of Ahmedabad was 59 billion USD in 2010. The government has started a programme to attract more foreign investment. Gujarat is the fastest growing state in India at present. A diverse labour force of migrant workers from different parts of Gujarat and neighbouring states is integral to the economy of the city. These workers provide vital household labour and services for the city's large middle class.

2.1.32 Government Responses

In February 2010, the Ahmedabad Municipal Corporation's (AMC) standing committee sanctioned the urban street vendor policy for Ahmedabad by the Centre for Environmental Planning and Technology (CEPT). The report notes that there will be four committees: Town Vending Committee, monitoring committee, local area committee and ward level vending committee. There will be timely inspection, and it will be the committee's responsibility to ensure the smooth implementation of the policy. CEPT has proposed to divide the city into three zones: green, red and amber. In the green zone, vendors can do business without licence in the residential areas where roads are less than 15 m wide. In the amber zone, vendors can do business in designated areas with less than 15 m wide roads for 3 h in morning and evening each. Red zones will not have any vendor activity. Areas which have more than 30 m wide roads fall in the red zone. CEPT has also proposed a green vending market, where an informal market with no restriction on vendor will be developed.

The Ahmedabad Municipal Corporation (AMC) has finally begun the work of organising street vendors. After dragging its feet over the implementation of the national street vendor policy, the AMC is now setting in motion the work of counting the number of street vendors in the city. To get an idea about how to plan the hawkers' zone in various areas, the AMC has invited expression of interest to carry out a survey of the total number of hawkers in the city. Results of the survey will help in defining a better strategy and provide details to the civic body for the same.

¹³ Information on Ahmedabad City has been gathered from http://www.amcgujarat.com/amc_web/ahd/ah_city.aspx, <http://www.egovamc.com>, and <http://www.infoahmedabad.com>; accessed in May 2011.

2.2 Conclusion

In brief, street vendors have not been receiving any adequate attention from the civic authorities across India significantly despite the fact that the number of vendors has been constantly rising in all the major cities over the years. Some cities have witnessed large agitations against the authorities during evictions, and on the other hand, some civic authorities are actively working towards organising vendors and regulating their activities in some cities. In all these densely populated cities, the civic authorities are expected to regulate the activities of vendors including assigning vending zones for them, spreading awareness among them as well as securing provision of some basic amenities.

Among the regions, it can be seen that the civic bodies in northern cities—Delhi, Kanpur, Lucknow and Jaipur—have paid the least attention to the situation of vendors. In Delhi, some vendors have been indirect beneficiaries of the SJSRY programmes through urban housing and social security under RSBY and JBY. NASVI has been actively fighting for securing rights of vendors in the city as well as organising awareness campaigns. Kanpur and Lucknow have not sufficiently addressed the needs of vendors in the city though both have seen rising number of vendors in recent years. However, the Lucknow Municipal Corporation has come up with a proposal to build vending zones. Nevertheless, there is no proposal whatsoever on addressing financial needs of vendors. On the other hand, in Jaipur, in the north-western part, civic authorities have initiated towards organising vendors and registration for them. Bhopal in central India is observed to have taken quite a few steps to revive the situation of street vendors. Welfare measures have been extended to them which also include monetary assistance. However, there is no conclusive evidence to show that vendors in the city have adequately benefitted from the programmes.

The cities in eastern and north-eastern India like Patna, Ranchi, Kolkata, Bhubaneswar and Guwahati have received mixed responses from the civic bodies towards the needs of vendors. For instance, in Patna, the civic bodies openly treat street vendors as illegal establishments and are keen on evicting them. There are many violent agitations that have broken out at several places to resist government moves. As a result, some efforts have been taken to secure vendors by the issue of identity cards and space demarcation. In contrast, in the other cities like Ranchi, Bhubaneswar and Guwahati, the civic authorities are eager to address the needs of vendors and have taken up issues towards regularising and relocating vendors and issuing identity cards. In Ranchi and Kolkata, some vendors are indirect beneficiaries of SJSRY programmes.

Among the cities in the southern part of the country, Hyderabad has focused upon and started taking initiative programmes associated with street vendors since the Andhra Pradesh government is coming up with the draft plan on the urban street vendors which consist of organising vendors and regulating them. It also addresses vendors' credit needs and social security requirements. The municipal corporation of Vijayawada has made efforts to secure the trading rights of vendors by issuing

identity cards and registration of vendors, and now banks are also eager to lend money under the SJSRY programmes. On the other hand, Bengaluru has not sufficiently addressed the needs of vendors.

Interestingly, in the city of Mumbai which is estimated to have the highest number of street vendors, the civic bodies have done almost nothing to secure vendors' needs. However, in Ahmedabad, various committees have been constituted to look after needs of vendors and to organise the vendors. Recently, the authorities have started to register street vendors and issuing them business licences.

To sum up, most of civic authorities are still to work upon the needs of vendors, although few cities have started working on issuing identity cards and business licences. However, the efforts are few and far between. It has been noticed that some vendors in some cities have benefitted from the SJSRY but they are mostly indirect beneficiaries. The civic authorities in none of these cities have adequately done to secure the livelihood of vendors, whereas nearly 2 % of the total population in each city is obtaining their living from this activity. The work for issuing identity cards and business licences has just begun, and it will take a long time until their financial needs are properly addressed. In city like Bhopal where trade unions are active, some work has been done for addressing financial requirements for business and social security, but the problem is again the lack of awareness among vendors.

Since the present study is predominantly based on data primary sources, data analysis and discussion have been presented in the following chapters. A detailed analysis on nature of credit, sources of credit and other information has been presented in the next chapter. A brief socio-demographic and economics profile of the selected respondents in 15 cities has been discussed at the beginning of the next chapter.

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