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RESEARCH ARTICLE

EA FRAMEWORK FOR EVALUATING CONDITIONS OF STREET VENDORS TOWARDS INCLUSIVE URBAN PLANNING STRATEGY: A CASE OF BHUBANESWAR CITY.

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Abstract

The urban informal economy has many vital components, and street vendors are a major percentage of that population. Specifically in Bhubaneswar, it is a common sighting. The population ensures access to affordable goods and services. However, the working condition is a matter of concern. This is caused due to inadequate infrastructure, regulatory ambiguity, and spatial conflicts. This study aims for a framework for evaluating the socioeconomic and locational suitability conditions of street vendors within the Bhubaneswar Municipal Corporation (BMC) to inform inclusive urban planning strategies. In this study, framework refers to structure or plan that supports the inclusivity of the city vendors in the urban fabric. Inclusive Urban planning strategies includes the involvement of all the stakeholders in the planning process ensuring diverse perspectives and needs considered to create equitable, effective and sustainable plans for the future years. The solutions offered are delineated and demarcated vending zones, proper stakeholder engagement, and its integration into the formal urban system to ensure community support. This can be achieved through a balanced urban order offering economic inclusivity, and proper spatial as well as regulatory planning.

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Introduction:-

Street vending is a crucial part of an urban economic system. Even though it looks small, the impact it has cannot be neglected. It provides livelihood to many and contributes in vibrancy in public spaces. Street Vendors form a very important segment of the unorganized sector in the country. It is estimated that on average street vendors account for about 2% of the population in various Indian cities. Women constitute a large segment of these street vendors in almost every city (swaminathan, 2009). Street vending is not only a source of self-employment to the poor in cities and towns but also a means to provide "affordable" as well as "convenient" services to a majority of the urban population. Street Vendors means a person engaged in vending of articles, goods, wares, food items or merchandise of everyday use or offering services to the general public, in a street, lane, side walk, footpath, pavement, public park or any other public place or private area, from a temporary built up structure or by moving from place to place and

includes hawkers, peddlers, squatters etc.(Chakraborty K, 2018)Street Vendors as a person who offers goods or services for sale to the public in a street without having a permanent built-up structure (National Policy on Urban Street Vendors, 2009). Vending zone means an area or a place or a location designated as such by the local authority, on the recommendations of the town vending committee, for the specific use by street vending and includes footpaths, sidewalk, pavement, embankment, portions of a street, waiting area for public or any such place considered suitable for vending activities and providing services to the general public. (NULM, 2016) However, as the 21st century progresses, the dynamic growth of city populations, the scale of physical development, and globalizing economies create new challenges for street vendors, who face changing political, economic and social contexts and increasing competition for space. (MoHUA, 2014). There is no adequate infrastructure in place for the commencement of their business. Regulatory constraints pose another major challenge as education and affordability towards legal liabilities is an important factor in these proceedings (saha, 2011). They do not even find access to basic services to improve their quality of goods, or sustain themselves materially for the business. Through this study, the street vendors of the city are targeted, and developing a comprehensive framework to evaluate their conditions with the bigger picture of formulating an inclusive urban planning strategy. The research employs a mixed-method approach, incorporating field surveys, spatial analysis, and stakeholder consultations to assess the socioeconomic conditions, spatial distribution, and regulatory environment of street vendors. This is done through careful consideration of key parameters such as infrastructure availability, legal recognition, accessibility, and economic sustainability.

The purpose of this study is essentially in providing data-driven insight to bring in the order complete. It would support reformed policies, and the development of regulations that support both vendors and urban liveability. Not just in India, but worldwide, there is lack of such inclusive policies. The primary aim of this study is to investigate the socio-economic circumstances of street vendors with a view to develop strategies addressing the challenges they encounter. This would enable formulation of a city-integrated street vendor inclusive plan. The first objective is the investigation of the present circumstances in study area. The second objective will be identifying the issues and challenges of the area. The third objective is to consider Factors like location suitability, design considerations according to urban planning, monitoring vendor activities, and regulation enforcement.

Study Area:

Bhubaneswar is one of the ideal study areas for the project, due to its Urbanization and growth of the city. This growth has led to the proliferation of street vendors who provide essential services and goods, contributing significantly to the informal economy. However, the rise in street vending activities has created challenges in urban management security and inclusivity (GoO, 2021). Population. The city has a population of approximately 8.43 million and the Municipal Governance that is The Bhubaneswar Municipal Corporation (BMC) manages urban administration and economic activities. The market and vending zones in the BMC area oversee 13 markets and 46 formal vending zones across the city, out of which a total of 1,699 small vendors operate legally within these vending zones and Over 10,000 unregistered vendors conduct business in temporary setups (GoO, 2021). The figure 1 shows the case study area in Bhubaneswar.



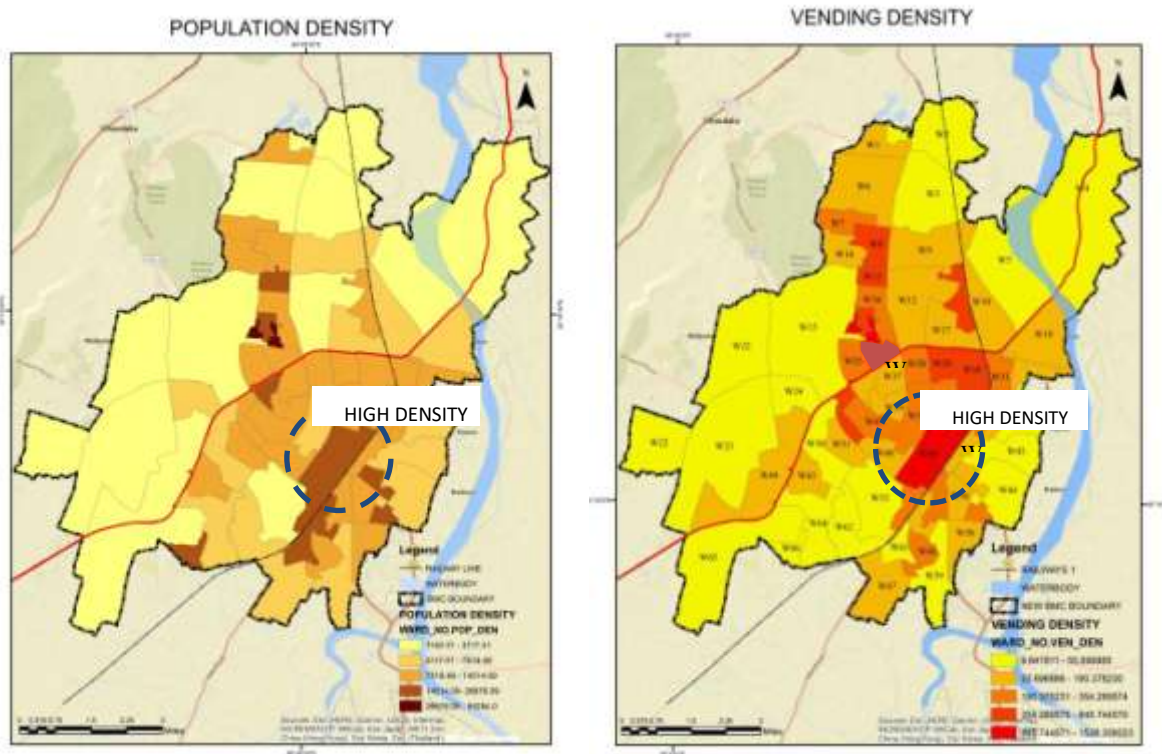
Figure 1:- India, Odisha, Bhubaneswar and identified study ward.**Selection of Wards:**

Following the city-level overview of Bhubaneswar, a ward-level vendor density analysis was conducted to identify high-intensity vending zones that significantly influence pedestrian activity. Using secondary data sourced from the Bhubaneswar Municipal Corporation (BMC) and primary field inputs, a thematic map was developed in GIS to visualize the spatial distribution of street vendors across all 67 municipal wards.

This ward-wise analysis enabled the identification of areas with the highest concentration of vendors. The driving factors for the selection of the wards are:

1. High street vendor density
2. Presence of key commercial landmarks such as Unit 1 Haat and Market Building, ID market etc.
3. Frequent pedestrian congestion and vendor encroachment
4. Mixed land use, including commercial, residential, and institutional activities

The selection of this pilot ward allowed for focused analysis of the spatial interactions between street vendors and pedestrians, providing a representative microcosm of the broader urban vending dynamics observed across the city.

**Map 1 and 2:-**Population density and vending density of wards in Bhubaneswar BMC area respectively

The chosen wards 40 and 41 which includes the Janpath and the Rajpathstretches shows high population density as well as high vending density with maximum number of vending zones which will provide better insights of congestion and encroachment of street vendors in the wards. The wards have maximum residential and commercial land use with Railway connectivity and actively operating bus routes.

Data Sources:

The study depends on a mixed-methods approach combining both primary and secondary data sources to gain a multidimensional understanding of the street vending ecosystem in Bhubaneswar. The sample size was selected on basis of simple random sampling (Noor et al., 2022) which depends on the population size of the ward. The questionnaire survey was used to obtain data for this study. Information obtained included socio-demographic information on age, gender, and income amongst other questions. Primary data collection involved field surveys

across selected high-density vending zones, including Rajpath, Janpath, and Unit-1 Haat, covering approximately 234 respondents. Vendor profiling included demographic attributes (age, gender, education), vending type (mobile, stationary, peripatetic), years in business, daily income, operating hours, and experiences of vulnerability (e.g., harassment, confiscation, eviction). Spatial data were collected using GPS tools to map vending clusters, utilities, access routes, and surrounding land use types. Additionally, observations were made regarding sidewalk encroachments, traffic conflicts, and pedestrian mobility. Secondary data sources included Census 2011 and BMC population records, Bhubaneswar Development Plan 2030, Street Vendors Act, 2014 and Rules, 2017, Existing land use and zoning maps, Traffic and parking data from IRC and HCM guidelines, Open-source platforms like SAGE Journals and Maps of India for urban infrastructure. This comprehensive data repository forms the empirical foundation for the suitability analysis and policy recommendations.

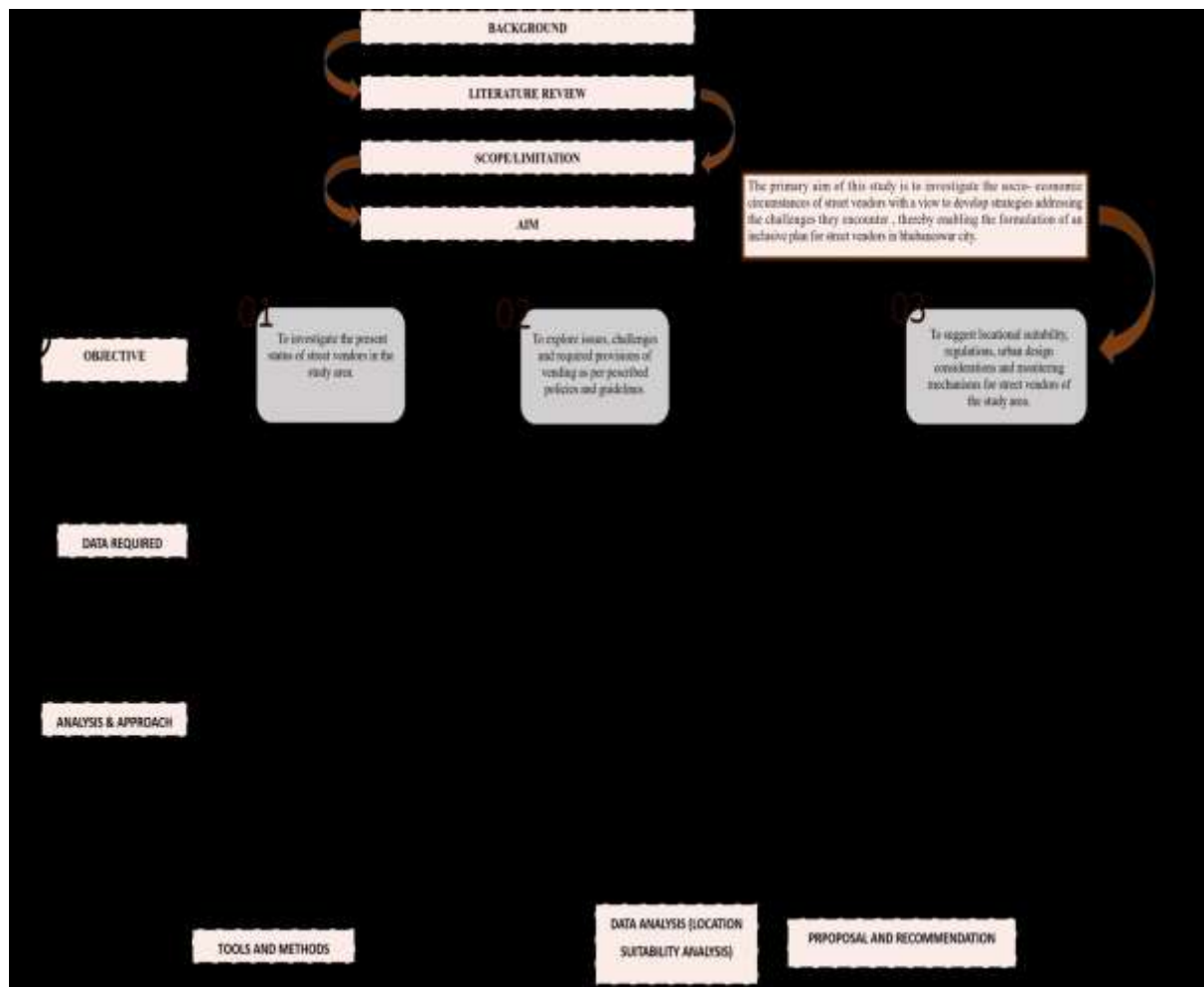


Figure 2:- Showing methodology flow diagram.

Methodology:-

The first step of the methodology involves identifying the study boundary, which is limited to the jurisdiction of the Bhubaneswar Municipal Corporation (BMC) due to time and resource constraints. The second step focuses on data collection of the selected high-density ward, comprising both primary and secondary sources. Primary data includes on-site surveys to capture vendor locations, demographics (age, income, type of goods), legal status, and real-time site issues such as congestion, encroachment, parking, and access to infrastructure. Secondary data involves extracting relevant information on pedestrian count, sidewalk dimensions, land use of the ward, existing infrastructure and hygiene. The third step involves vendor profiling and spatial assessment by using ArcGIS 10.8, where data on clustering and distribution of vendors is analysed to identify key vending zones and hotspots. This is followed by a detailed policy review to identify gaps in the implementation of the Street Vendors Act, 2014 and the

Odisha Street Vendor Rules, 2017, particularly in the classification of zones into "No Vending zones," "Time-Restricted Vending zones," and "Restriction-Free Vending zones." In the fourth step, the methodology applies Multi-Criteria Decision-Making (MCDM) using the Analytic Hierarchy Process (AHP). This step involves formulating a hierarchical structure of criteria such as accessibility, infrastructure, environment, and population characteristics, along with associated attributes like street type, lighting, water supply, and encroachment level. Expert opinions and user perceptions are used to assign pairwise weights, which are then normalized to generate locational suitability scores. The fifth step involves spatial modelling using to map and visualize the suitability of different zones based on weighted criteria and ranking them on the suitability analysis. Accessibility mapping, ECS (Equivalent Car Space) calculations for parking, and pedestrian Level of Service (LOS) analysis through HCM (Highway Capacity Manual) standards are performed to evaluate the impacts of vending on public infrastructure through mapping in ArcGIS 10.8. Finally, the analysis culminates in proposal formulation, where specific locational, regulatory, design, and financial recommendations are developed to enhance vendor inclusivity, operational ease, and urban liveability.

Data Analysis:

Pilot Study Area: Ward 40 and Ward 41, Bhubaneswar

To conduct an in-depth analysis of vendor-pedestrian interactions, Ward 40 in Bhubaneswar was selected as the pilot study area, based on its high vendor density and significant commercial activity. The ward includes prominent urban landmarks such as Ashok Nagar, Bapuji Nagar, Unit 1 Haat, and BMC Market Building, which serve as major public destinations and attract heavy footfall throughout the day.

Key Characteristics of Ward 40 and Ward 41:

- Area: 457.14 acres (1.85 sq. km)
- Nature of the Ward: Predominantly residential with strong commercial and institutional presence
- Existing Population (2021): 13,179
- Projected Population (2030): 17,132
- Street Vendors: 1,528 (approx. 2.5% of current population)
- Projected Vendor Demand (2030): 1,956 (based on vendor-to-population ratio)

Land Use Summary – Ward 40 and Ward 41

Ward 40 has a mixed land use pattern with residential, commercial, and institutional areas located in close proximity. High activity zones like Unit 1 Haat, Rajpath, and Market Building attract large footfall, making them prime spots for street vendors. However, the lack of dedicated vending and pedestrian infrastructure has led to encroachment of footpaths and roads, causing congestion. The dense and compact nature of land use in the ward highlights the need for better spatial planning to balance vendor activities with pedestrian movement.

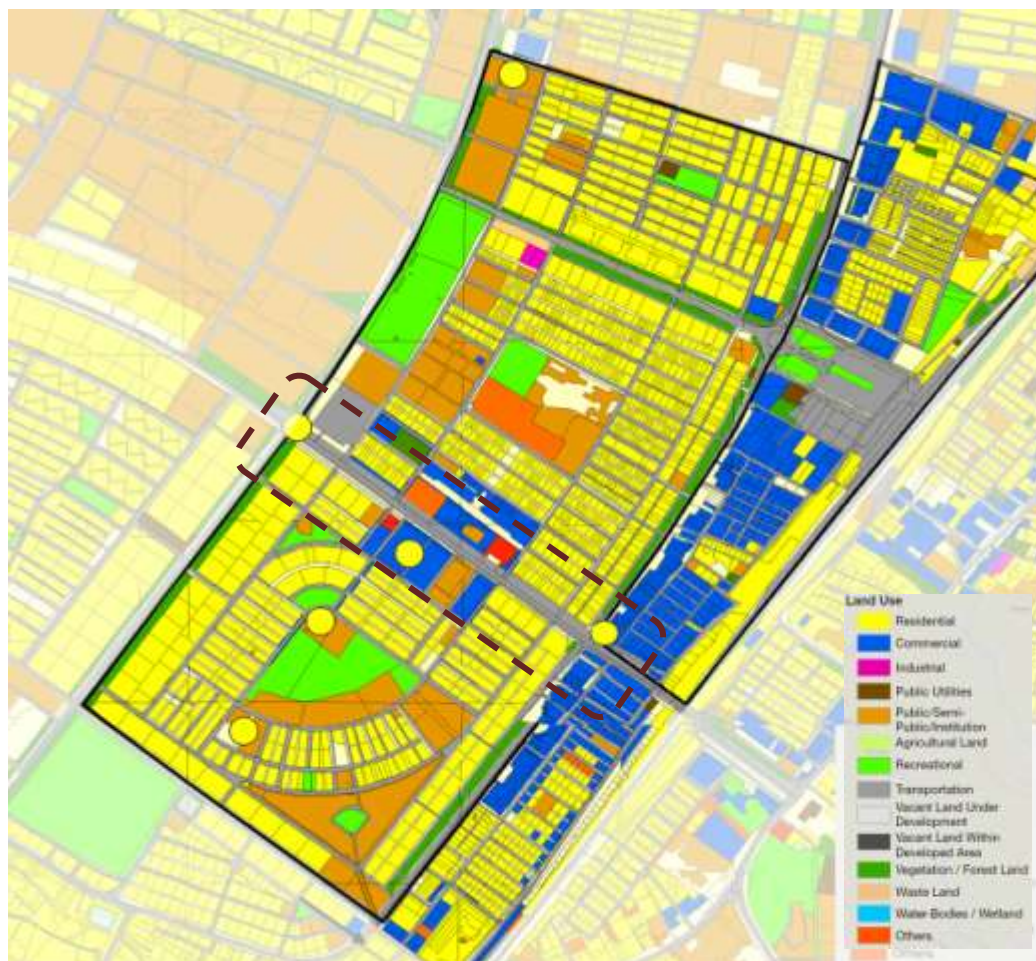
Vendor Typology and Categories – Ward 40 and Ward 41

In Ward 40, street vendors are classified into three main typologies based on their mode of operation: stationary, peripatetic, and mobile. A significant majority—80% of vendors—are stationary, meaning they operate from fixed spots, often occupying footpaths and roadside edges. Peripatetic (10%) vendors move within a localized area on foot, while mobile vendors (10%) use carts or cycles to navigate the ward.

Table 1:- Vendor type.

Vendor Type	Numbers	%
Mobile	152	10
Peripatetic	152	10
Stationary	1224	80
Total	1528	100%

The vendor categories reflect the diversity of goods and services offered. The dominant category is non-processed food (45%), including fruits, vegetables, and groceries. This is followed by clothes and accessories (25%), and processed food such as snacks and beverages (8%). Other categories include household articles (5%), services (8%), and miscellaneous items like cosmetics, utensils, and plastic goods.



Map 3:- Existing land use of Ward 40 and ward 41.

Table 1:- Vendor Categories.

Categories	Numbers	%
Clothes & Accessories	382	25
Household articles	68	5
Non-processed Food	687	45
Others	137	9
Processed Food	122	8
Service	132	8
Total	1528	100%

Profile of Street Vendors – Ward 40 and Ward 41

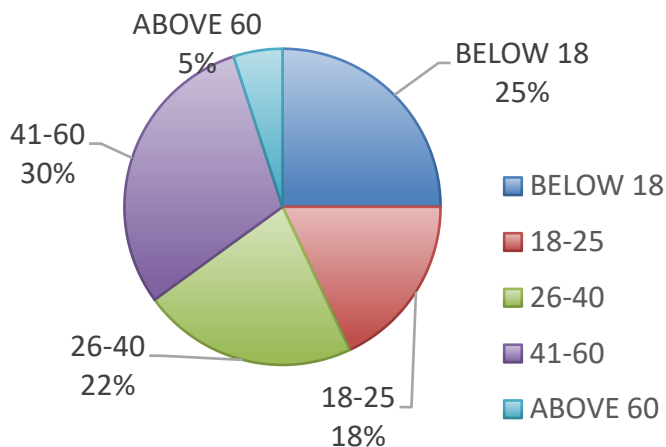
A structured primary survey was conducted with a sample size of 234 street vendors in Ward 40 using simple random sampling, calculated based on a 95% confidence level and a 5% margin of error. The survey aimed to understand the demographic, economic, and operational characteristics of street vendors in the area.

Demographic Profile:

The demographic profile of street vendors reveals key insights into the nature of this occupation. Age distribution analysis indicates that the 41–60 age group constitutes the largest segment at 30%, closely followed by those aged 26–40 years (22%) and then the 18–25-year bracket (18%). This suggests that street vending is a significant source

of livelihood for middle-aged individuals. Furthermore, the gender composition of the sector is notably skewed towards males, who represent 63% of the vendors, compared to 37% female representation. In terms of literacy, the data highlights generally low levels of formal education, with 42% having studied up to the 10th standard and a substantial 17% being illiterate. This educational background likely contributes to a reliance on informal occupations like street vending due to limited opportunities in the formal job market.

AGE DISTRIBUTION



GENDER COMPOSITION

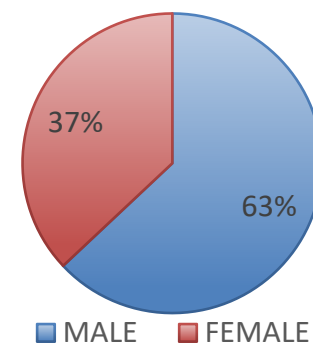
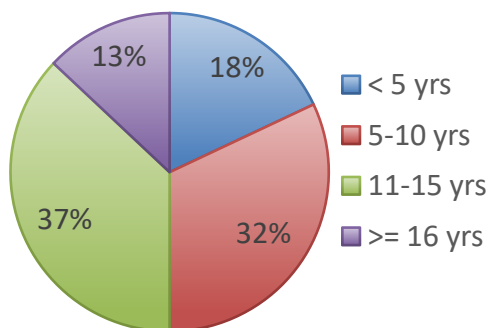


Figure 3 and Figure 4:- Age Distribution and Gender composition.

YEARS IN BUSINESS



LITERACY RATE

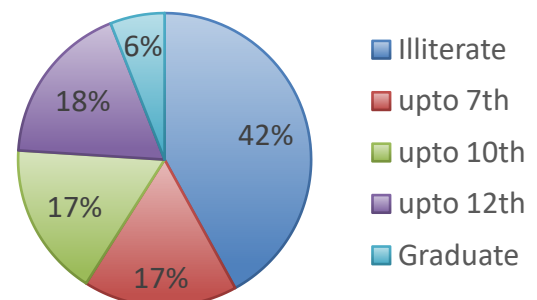


Figure 5 and Figure 6:- Literacy Rate and Years in business.

Economic & Occupational Profile

The operational characteristics of street vending reveal both the longevity of engagement and the challenging economic realities faced by vendors. A significant proportion of vendors demonstrate long-term commitment to this occupation, with 37% having been in business for more than 16 years and another 32% operating for 11–15 years. Despite this long tenure, the monthly income for a majority of vendors remains modest, with 40% earning between ₹5,001 and ₹10,000, and a substantial 35% earning less than ₹5,000 per month. This income distribution underscores the low-income nature of street vending and the reliance on daily sales for sustenance. Contributing to this economic reality are the demanding working hours, with 40% of vendors working between 8 and 12 hours daily, and another 37% working for more than 12 hours each day, highlighting the necessity of long hours to secure a livelihood.

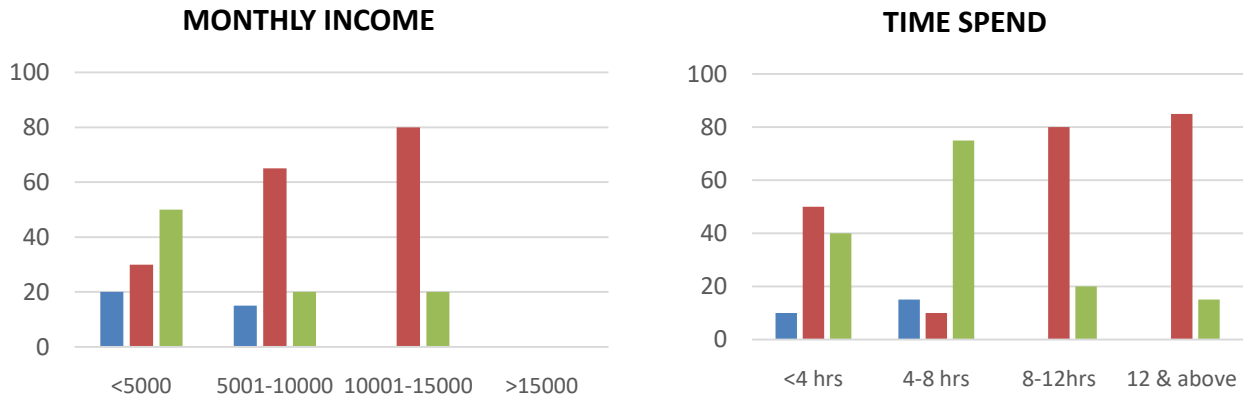
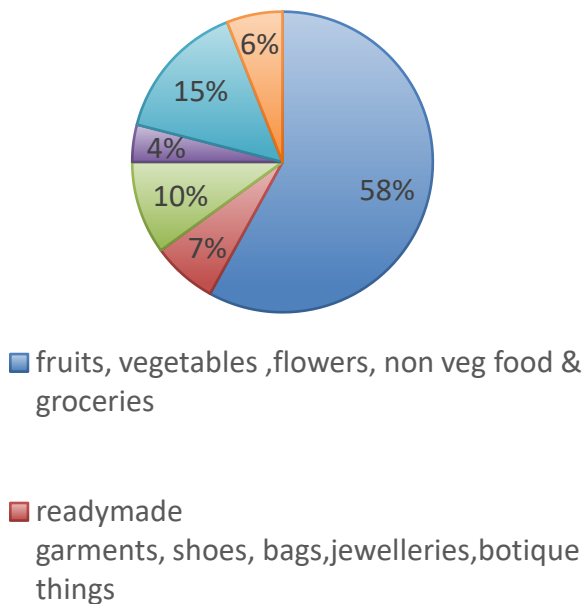


Figure 7 and Figure 8:- Monthly Income and time spend on vending.

Type of Vendors

The classification of street vendors based on the products they sell provides insights into the economic activities within the sector. The majority of vendors (55%) deal in essential goods like fruits, vegetables, groceries, and non-vegetarian food, highlighting the role of street vending in providing basic necessities. A significant portion (25%) focuses on readymade garments, footwear, jewellery, and boutique items, indicating a market for more discretionary purchases. Processed food and edibles constitute a smaller segment (8%), while a diverse range of other services and goods, including electronics and cosmetics, make up the remaining 12%. This categorization helps understand the variety of goods and services available through street vending and the different consumer needs being met.

TYPE OF VENDORS (BASED ON PRODUCT)



MODE OF VENDING

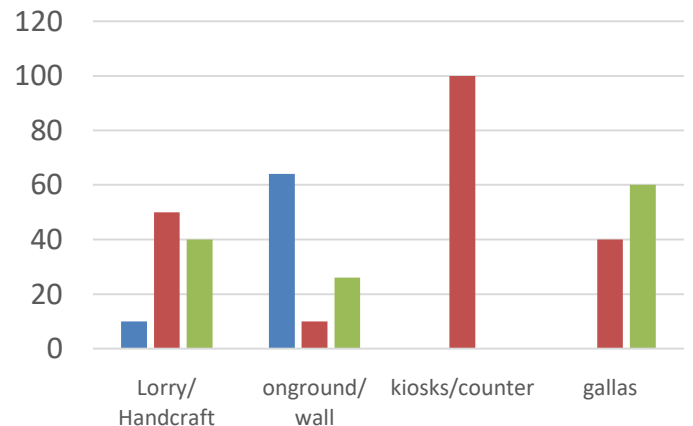


Figure 9 and Figure 10:- Types of Vendors based on product and mode of vending.

Typology of Street Vendors – Spatial Mapping

To understand the spatial distribution and operational characteristics of street vendors in Ward 40, a typology map was prepared based on the structure and mobility of vending setups. The vendors were categorized as stationary, peripatetic, and mobile, and their physical structures were mapped using GIS tools.

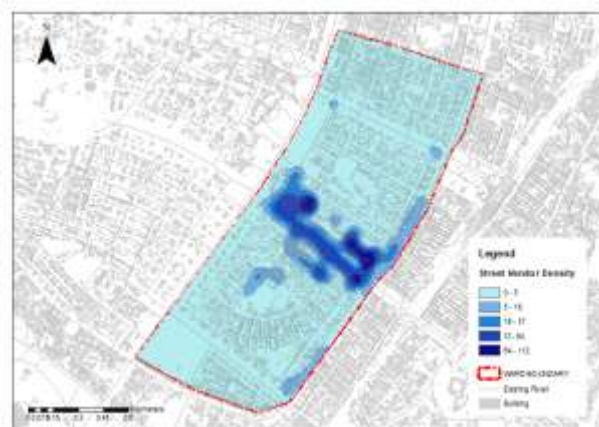


Map4:- Spatial mapping of Typology of street vendors.

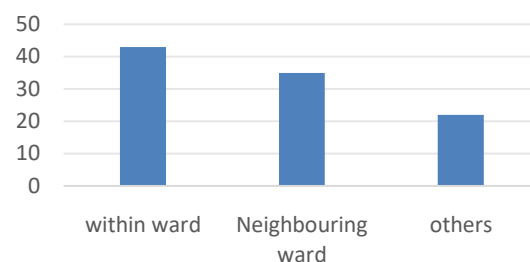
The map reveals that stationary vendors dominate the corridor, particularly along Rajpath, near Unit 1 Haat, BMC Market Building, and intersections like AG Square. These vendors operate from fixed locations using stalls, kiosks, or gallas, often occupying significant portions of footpaths or road edges. Mobile vendors, using carts or cycles, were observed on the inner lanes and secondary roads, while peripatetic vendors, who carry goods manually, tend to cluster near entry points to markets and busier pedestrian paths.

Cluster Analysis

A cluster analysis was conducted to identify spatial concentrations of street vendors within Ward 40 using GIS-based heat mapping techniques. The resulting density map highlights key hotspots where vendors are heavily concentrated, particularly along the Rajpath corridor between Rajmahal Square and AG Square.



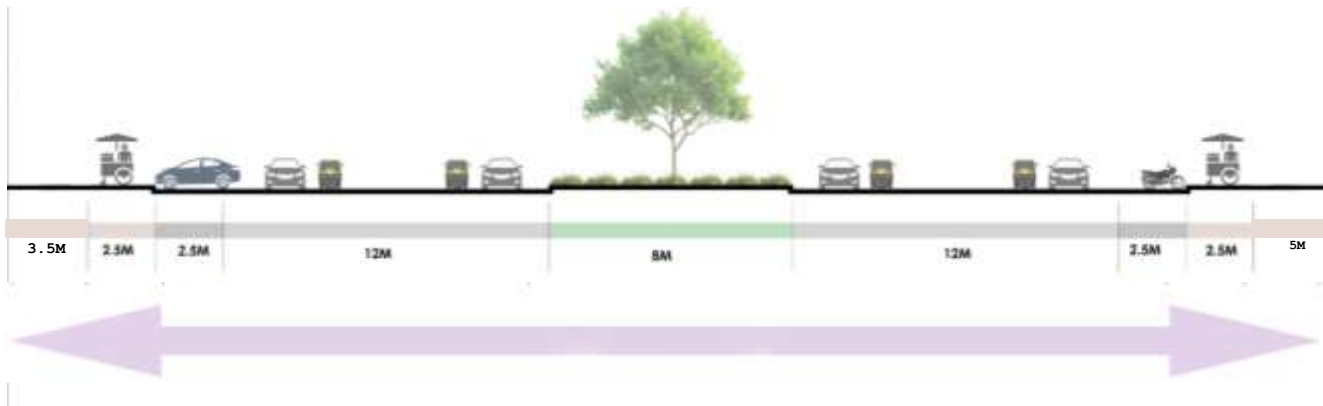
MOVEMENT OF STREET VENDORS



Map 5:-Street Vendor Density.**Figure 12:-Movement of street vendors.**

The analysis reveals that vendor clusters are not evenly distributed but tend to concentrate around market entrances, road intersections, and transit access points, leading to severe pedestrian congestion and frequent encroachment onto footpaths and carriageways. The cluster map thus serves as a valuable tool in identifying priority areas for reorganization, infrastructure provision, and policy enforcement, ensuring a balanced coexistence of vendors and pedestrians.

The movements are generally from the ward-40 itself or from the residential units of ward-41 or neighbouring wards in search of workplace and sustaining livelihoods. The storage unit in the ward-41 influence the purpose of major typology of fruit selling between the street vendors.



PEDESTRIAN COUNT RAJPATH

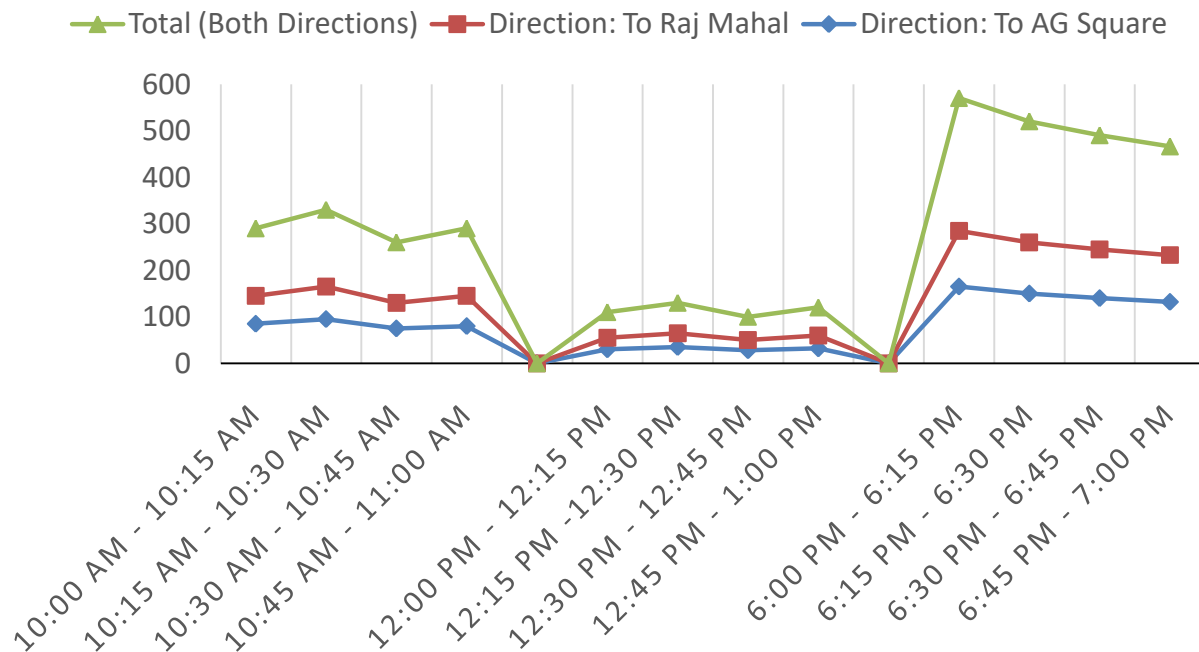
**Figure 13 and Figure 14:- Existing cross section of Rajpath, Pedestrian count of Rajpath.**

Table 3:- PLOS Calculation.

Sl. No	Corridor name	Direction	Peak pedestrian volume	Hour	Total pedestrian volume	Max flow (ped/min/m)	Los Category
1	Rajpath	To AG Square	587		1023	34.1	LOS D
		To Raj Mahal	436				
5	IG Park Road	To IG Park	425		953	31.76	LOS D
		To Market Building	528				

The figure15 shows extensively encroach street vendors upon the footpaths, displaying goods directly on walking surfaces in front of the vending zones. In several spots, such as near the Unit 2 Market entrance and along the Unit 1 haat edge, pedestrians are left with little to no walking space and are forced onto the main carriageway. This creates direct conflict with moving vehicles and two-wheelers, especially during peak hours.





Figure 15:-Existing conditions of street vendors in the ward 40 and 41.

Results:-

For the first objective, the study conducted in Wards 40 and 41 of Bhubaneswar highlights the significant presence and socio-economic relevance of street vendors in the urban ecosystem. With a population density and vendor count among the highest in the city, these wards exhibit vibrant but congested commercial activity along stretches like Janpath and Rajpath. Approximately 1,528 vendors were identified, the majority (80%) being stationary and concentrated around key nodes such as Unit 1 Haat and BMC Market. The demographic profile of vendors revealed that the largest age group was between 41–60 years, and 63% of vendors were male, indicating a middle-aged, male-dominated workforce. Education levels were generally low, with 17% illiterate and 42% only having completed education up to the 10th standard. Most vendors earned modest incomes (with 75% earning below ₹10,000 per month) and worked long hours, often exceeding 8–12 hours a day, indicating street vending as a primary livelihood rather than a secondary occupation.

For the second objective, the study found that street vendors face several critical challenges that hinder both their livelihoods and urban liveability. One of the most pressing issues is the widespread encroachment of pedestrian space, with over 36% of vendors occupying more than 4 square meters of sidewalk area, forcing pedestrians onto busy roads. This has led to significant traffic and safety concerns, especially along Rajpath, where the pedestrian Level of Service (LOS) was rated at D during peak hours. Infrastructure deficiencies, including lack of access to clean water, proper waste disposal, public toilets, and street lighting, were also noted. Furthermore, regulatory challenges such as weak enforcement of the Street Vendors Act, ambiguous legal status for many vendors, and frequent harassment or eviction without due process contribute to a climate of insecurity. The presence of more than

10,000 unregistered vendors operating outside designated zones exacerbates spatial conflicts and hinders organized urban planning efforts.

For the third objective, to identify optimal areas for inclusive vending, the study employed a Multi-Criteria Decision-Making (MCDM) approach using the Analytic Hierarchy Process (AHP). Four key criteria—Accessibility, Infrastructure, Environment, and Population—were analyzed, with Accessibility receiving the highest weight (0.52), emphasizing its importance for both vendor success and pedestrian flow. Locations such as Janpath, Rajpath's Fruit Vendor Association Zone, Mahila Thana, Mahavir, and Elahi Vending Zones were found to be most suitable due to their strategic positioning and infrastructure support. The spatial mapping, clustering, and buffer analysis using GIS tools provided insights into optimal vendor placements that minimize conflicts while maximizing reach.

The Table 4 shows the criteria weight and the attribute weights derived from the AHP- MCDM Technique. The global weights are calculated from the derived weights which provides the overall insights of suitability for different locations in the case ward. The Table 5 shows ranking of different locations in the case ward as per the AHP calculation.

Table 4:- Criteria and Attributes weights calculation (AHP).

Criteria (C)	Criteria Weight (W1)	Attribute (A)	Attribute Weight (W1.2)	Global Weight (W1xW1.2)
ACCESSIBILITY (C1)	0.52	Variety of Goods	0.65	0.33
		Type of Roads	0.325	0.16
		Street Light	0.108	0.05
INFRASTRUCTURE (C2)	0.35	Open Circulation Area	0.60	0.210
		Parking Space	0.30	0.105
		Water Supply	0.10	0.035
ENVIRONMENT (C3)	0.13	Encroachment by Mobile Vendors	0.60	0.078
		Land Use	0.10	0.060
		Waste Disposal	0.30	0.039
POPULATION (C4)	0.06	Population Count	1.00	0.013

Table 5:- Location Ranking.

LOCATION	RANKING
BMC VENDING ZONE OF JANPATH STRECHES	1
BMC VENDING ZONE OF RAJPATH STRECHES (Fruit vendor association vending zone, Mahila thana vending zone, Indian airlines vending zone, Bajrang vending zones, Loknath vending zones (WARD 40))	2
MAHAVIR VENDING ZONE (WARD 40)	3
ELLAHI VENDING ZONE (WARD 40)	4

Discussions:-

Based on the findings of the locational suitability assessment and stakeholder analysis, the study puts forward a set of strategic interventions aimed at improving the functionality, inclusivity, and sustainability of street vending in Bhubaneswar. It recommends the redesign of vending stalls to enhance aesthetics and optimize space usage, ensuring that vending structures are both visually cohesive and spatially efficient. The provisioning of essential utilities including public toilets, drinking water facilities, and solid waste disposal units within designated vending zones is proposed to address hygiene and infrastructure gaps. In densely populated or high-traffic areas, the study

suggests adopting time-sharing models, where vendors operate in shifts to reduce congestion and improve accessibility. Additionally, it advocates for the productive conversion of underutilized urban spaces, such as areas beneath flyovers or along building setbacks, into formally regulated vending zones, thereby utilizing city space efficiently. Institutional strengthening is another key recommendation, with the formation of empowered Town Vending Committees (TVCs) that include representatives from Market Sanga, Bhubaneswar Municipal Corporation (BMC) officials, and local NGOs to ensure participatory governance and fair dispute resolution. The enforcement of zoning regulations is emphasized, particularly around sensitive areas such as heritage sites, educational institutions, and busy intersections, where No Vending Zones must be strictly implemented to maintain urban order and safety. Furthermore, the study highlights the importance of spatial planning based on Right-of-Way (ROW) standards, recommending that vending be allowed only in areas where a minimum of 3 meters of clear space exists beyond the carriageway and pedestrian footpaths, thus ensuring a balanced coexistence between mobility infrastructure and informal vending activities.

Conclusion:-

Street vending in Bhubaneswar remains a crucial, yet contested, part of the urban planning with directs towards the inclusivity of the public into Governance. While the **Street Vendors Act, 2014** provides a foundation, ground-level enforcement and spatial planning still remains a concern in most urban fabrics. This study identified that accessibility and infrastructure are the most decisive factors for suitable vending locations. A data-driven approach combining socio-economic profiling, spatial mapping, and AHP-based analysis can guide inclusive urban policies in the future years of Bhubaneswar. The proposed framework advocates for integrating vendors into the urban ecosystem through legal recognition, better infrastructure, and participatory governance. By addressing existing gaps and conflicts through spatial, institutional, and policy-level interventions, Bhubaneswar can become a model for inclusive urban development where informal livelihoods are protected and cities remain liveable and organized.(saha, 2011)

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