

# Inclusive urban development?

Making space for street vending in Hanoi, Vietnam



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Sustainable Markets Group

International Institute for Environment and Development

80–86 Gray's Inn Road, London WC1X 8NH, UK

Tel: +44 (0)20 3463 7399

Fax: +44 (0)20 3514 9055

email: [info@iied.org](mailto:info@iied.org)

[www.iied.org](http://www.iied.org)

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# Inclusive urban development?

## Making space for street vending in Hanoi, Vietnam

Nguyen Thi Tan Loc\*  
Paule Moustier (CIRAD)  
Le Nhu Thinh\*  
Le Thi Ha\*

In Hanoi, Vietnam, street vendors selling fresh fruit and vegetables are a familiar and long-established characteristic of the city. They are an integral part of the city's fruit and vegetable distribution network, supplying a significant proportion of all vegetables consumed in Hanoi. They also tend to be the main earners in their own households, maintaining a living for thousands of families. However, informal street trading has become increasingly difficult for city officials to manage, with vendors perceived as causing obstructions to traffic and a threat to environmental hygiene. Legislation introduced recently to address these problems has caused a decrease in street vendor numbers, and traders face the daily threat of arrest, fines and confiscation of their property. Without legitimate places to trade, many keep on the move and risk being hurt or killed in traffic.

As well as reporting on the vital role played by Hanoi's street vendors through a census and in-depth interviews, this paper documents a model of street trading which successfully integrates the vendors into the city environment, benefiting traders, customers and local residents alike. Through meetings with stakeholders, including staff from the Department of Trade and Industry, the authors recommend practical steps that could replicate this success across every ward in Hanoi.

## The authors

Nguyen Thi Tan Loc is the head of the Department of Economics and Marketing of the Fruit and Vegetable Research Institute of Vietnam (FAVRI). She holds a Masters degree in Marketing from Supagro, the School of Agricultural Science of Montpellier. She has been involved in extensive research into the economics of production and marketing of fruits and vegetables in Vietnam, in particular on the changes relating to street vending and the development of modern distribution, in collaboration with various international partners (such as CIRAD, ADB, DFID and ACIAR). She is currently the coordinator of Malica (Markets and Agricultural Linkages for Cities in Asia), a consortium of institutes working on food marketing in South-East Asia and comprising VAAS (Vietnam Academy of Agricultural Science), IPSARD (Institute on Policy and Strategy on Agriculture and Rural Development), National University of Laos and CIRAD (Centre International de Recherche Agronomique pour le Développement) (see <http://www.malica-asia.com/>). Le Thi Ha and Le Nhu Thinh are also economists at FAVRI. They hold Masters degrees from the University of Agriculture of Hanoi and have substantial experience of surveys on fruit and vegetable marketing.

Paule Moustier has been working in CIRAD since 1990. She holds a PhD in agricultural economics from London University. Her research work is on the organisation and performance of food chains supplying cities of Africa and Asia. From 2002 to 2009 she was based in Hanoi, Vietnam, where she coordinated the research consortium Malica. She led a study funded by ADB and DFID on the development of modern distribution in Vietnam and its effects on the poor as consumers, traders and farmers. She was also responsible for the SUPERCHAIN, funded by IFAD, on linking small-scale farmers to modern distribution in Vietnam and Laos. She is currently based in Montpellier, France and is the deputy director of MOISA, a research unit on agricultural markets and stakeholders' strategies.

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# 1. Introduction

Street vending in Hanoi, Vietnam, makes a significant contribution to the city's food supply, and provides an income for thousands of vendors and their families. In 2004 more than 30 per cent of all vegetables sold in the city were sold by street vendors, and 70 per cent of all lychee fruit (Moustier *et al.* 2008). However, local police and managers of formal markets are finding it hard to cope with the increasing density of these informal traders, who are blamed for causing obstructions to traffic and downgrading the urban environment. Vendors themselves are finding their work increasingly difficult, taking risks daily to ply their trade – many have no legitimate pitch and face arrest and fines, which drives them to move from place to place through dangerous traffic.

The MALICA consortium (Markets and Agriculture Linkages for Cities in Asia) brings together French and Vietnamese research centres, and includes CIRAD, VAAS and IPSARD.<sup>1</sup> The consortium conducted various studies of street vendor activity in Hanoi in 2004 with the support of ADB and DFID (Moustier *et al.*, 2006, 2008, 2009), updating them in 2008 with the support of CIRAD (Nguyen Thi Tan Loc *et al.*, 2009), but no further studies have taken place since then. In the meantime, new legislation has come into force which affects informal traders, including a 2007 government decree on unregistered traders, and a 2009 decision of the Hanoi People's Committee, prohibiting vending on 63 streets.

City officials have enforced regulations to the point that the majority of street traders have experienced arrest, fines and confiscation of property at some point in their working lives. However, in some areas local authorities have made efforts to help unofficial sellers trade on vacant land and dead-end streets. A form of self-management has emerged at the ward level, notably in Kim Lien ward, Dong Da district. This model has proved effective in helping vendors both maintain their livelihood and enjoy the security of vending in one place without facing the risks of constantly moving on. It has also given local people in residential areas easy access to fresh food, which is especially helpful for those with restricted mobility, such as the elderly.

This paper investigates what contribution fruit and vegetable vendors make to the food supply network in Hanoi as a whole; what impact the new institutional context is having on fruit and

vegetable street vending; what successful integration of street vendors looks like; and how this can be replicated. We will first present the research objectives, then the methodology and main results, and the report ends with conclusions and recommendations.

## 1.1 Objectives

This paper was conceived after one of the authors, Paule Moustier of CIRAD, attended the IIED workshop on informal markets in Amsterdam on November 28–29 2012 (Vorley, 2013). The authors set out to update previous research on the integration of street vending in Hanoi, carried out by CIRAD and the Fruit and Vegetable Research Institute (FAVRI) (Moustier *et al.*, 2008; Nguyen Thi Tan Loc *et al.*, 2009). The study's main objectives are:

- to update previous research on street vendors in Hanoi, focusing on the number of vendors and the volume of produce sold in Hanoi's fruit and vegetable street vendor network compared to previous years;
- to assess the impact of recent policy interventions, and their effectiveness in their goal of supporting vendors' livelihoods while dealing with the issues of street hygiene and obstructions to traffic;
- to document effective models of street vending integration in the city, and propose how these models can be replicated elsewhere.

## 1.2 Methodology

In February and March 2013, we carried out:

- an estimate of the number of fruit and vegetable street vendors in Hanoi;
- an estimate of the amount of fruit and vegetable produce sold by street vendors;
- a survey to determine the impact of the new laws on street vendors;
- meetings with the competent authorities and street vendors to discuss ways of successfully integrating street vending in the city.

<sup>1</sup> CIRAD is the International Center of Agricultural Research for Development, based in France; VAAS is the Vietnamese Academy for Agricultural Science; and IPSARD is the Institute of Strategy and Policy for Agriculture and Rural Development, Vietnam. For more on MALICA see [www.malica-asia.com](http://www.malica-asia.com).

### 1.2.1 The street vendors' census

The street vendors' census was conducted using the same methodology as MALICA's studies in 2004 and 2009 as described below.

Selected sites:

1. Hoan Kiem district: Chosen as being representative of Hanoi's older districts, with a high density of street vendors. Older districts with a street vendor density similar to Hoan Kiem include Ba Dinh, Dong Da and Hai Ba Trung.
2. Cau Giay district: Representative of Hanoi's 'in-between' districts, neither old nor new, with a moderate street vendor density. Similar districts in terms of street vendor density include Thanh Xuan and Tay Ho districts.
3. Long Bien district: Representative of Hanoi's 15 new districts (new since 2008) in addition to Son Tay Town and Ha Dong Town. Although Hoang Mai district was chosen to represent a new district for the last two surveys, the street vendor density in Hoang Mai has become much higher than Long Bien, according to our observations, so it would no longer be representative of new districts (including Ha Dong). Actual observations showed that the street vendor density in Son Tay town was also quite similar to Long Bien district. We therefore opted for Long Bien.

We carried out a head count of street vendors, conducted in-depth interviews with them, and extrapolated the results for all three new districts and towns.

4. Gia Lam district: Representative of Hanoi's 18 peri-urban districts.

Timeline of the census:

**First census:** 20–24 February 2013. This was straight after the Lunar New Year festival (equivalent to 12–15 January on the lunar calendar). We found few traders in the market and also a low number of vegetable and fruit street vendors, because consumers do not tend to shop straight after the Lunar New Year, and it was also the season for farmers to transplant rice seedlings. Therefore, to assess a more normal situation, we did a second count.

**Second census:** 27–28 February to 1–2 March 2013. Trading had resumed in the markets and street vendor numbers had risen.

### 1.2.2 Interviews with street vendors

Selected sites: Same as above.

Selected sample: 160 vendors were interviewed in total. This sample was divided by geographical area and the density of street vendor numbers, to get an adequate representation of gender and different means of transport (motorbike, bicycle and so on). A detailed description of the sample is given in Section 4.

### 1.2.3 Stakeholder meetings to discuss the integration of street vending

After exchanges with the Hanoi Department of Industry and Trade, we selected Dong Da district, as it has many features typical of both new and old districts in Hanoi, and because of the presence of local authorities in this district with interest in street vendor issues. It also has a network of markets and supermarkets, which influences street vending activity.

We organised three meetings between the competent authorities, street vendors, residents, consumers and the research team in three wards of Dong Da district:

1. Phuong Mai ward
2. Trung Tu ward
3. Lang Ha ward

More details of these meetings are given in Section 6.

### 1.2.4 Case study of Kim Lien street vendors' market

In addition, Kim Lien ward's successful street vending model was documented, by interviewing 16 customers and 14 street vendors at this market.

After completing the study, the research team submitted a summary report to the Hanoi Department of Industry and Trade proposing an approach for managing street vendors in Hanoi's context. The report suggests ways to facilitate consumer access to food, particularly daily access to fresh fruit and vegetables, while simultaneously helping reduce risks to street vendors, without compromising traffic security or downgrading the urban environment.

## 1.3 Overview of the paper

Section 2 below gives an overview of the main fruit and vegetable distribution systems in Hanoi. We then present the results of the census quantifying the number of fruit and vegetable street vendors and the volumes sold, in Section 3. The legislation on street vending activities is reviewed in Section 4, with English translations provided in the appendix. The results of the surveys are also presented in Section 4, comprising data on street vendors' operations, the economic role of street vending, the main difficulties encountered and the overall effect of changes in the legislation. We then document the case of Kim Lien ward, which illustrates a successful integration of street vendors in a temporary market (Section 5). Section 6 reports the results of the stakeholder meetings, at which ways to disseminate and replicate the Kim Lien model were discussed. Conclusions and recommendations appear in Section 7.

## 2. Hanoi's fruit and vegetable distribution network

To provide a context for Hanoi's street vending activity and better understand the impact of street vendor management, a summary of the current status of fresh fruit and vegetable distribution network in Hanoi is given below.

Similar to food distribution in general, fruit and vegetable distribution takes place in (i) traditional channels, such as wholesale and retail markets, and through street vendors; and (ii) modern channels such as shops and supermarkets and malls.

### 2.1 Current status of the fresh fruit and vegetable wholesale market network in Hanoi

Changes have taken place since the last survey due to the city's remodeling of the trade network to rearrange some wholesale markets (Moustier and Loc, forthcoming). Two wholesale markets do not operate any more as the area has been used for other purposes by the local authorities (Nga Tu So and Cau Giay markets). The remaining markets are listed below:

#### 1) Den Lu wholesale market (or Southern market), a formal market

This is a wholesale market for both fruit and vegetable produce. Large trucks transport produce from agricultural regions within Vietnam and from China. The commodities are then divided into smaller truckloads for transport to other wholesale markets and delivery places in the city area.

This market operates mainly at night, as well as in the early morning for some small retailers buying goods in small volumes.

A small amount of the produce is from agricultural areas to the south of Hanoi. Therefore, some local wholesalers, producers and collectors who buy from producers in Hanoi Province also sell their produce at the market.

#### 2) Long Bien wholesale market, an informal market

This market has sold both fruit and vegetable produce in bulk since the end 2007. The vegetable market is still located in Dong Xuan–Bac Qua (near the Dong Xuan retail market). Traders have been asked to move to other markets where places have been arranged for them, but traders have not relocated and the market still attracts many customers.

The Long Bien market is divided into two separate sites, one for fruit and one for vegetables. The area for each site is small but arranged well, according to commodity. The market operates mainly at night.

The vegetable supply for this market comes from districts both south and north of Hanoi and from provinces such Hung Yen, Bac Ninh, Vinh Phuc, Lao Cai, Son La (Moc Chau), Lam Dong and even from China. Fruit is sourced from fruit-growing areas of Vietnam, along with imports from China. A special area is reserved for this imported produce.

#### 3) Dong Xa market (Mai Dich, Cau Giay), a formal market

The market site area is limited and very crowded. Two thirds of vegetable supplies for this market are from neighbouring farmers, and one third from China. The market operates mainly at night, with some retailers during the day.

#### 4) Mo Market, a formal market

Plans called for a trade centre on the ground floor to be used as a food retail market, but it has not yet been completed.

#### 5) Ha Dong market (or Voi market), a formal market

This fruit and vegetable market is located in the former Ha Tay province (which was merged with Hanoi in 2008). It operates at night, and is very crowded. Smaller quantities of vegetables are sold at this market than those in the large city markets of Long Bien and Den Lu, mentioned above, but these quantities are still equivalent to those of medium-scale markets.

Vegetables for this market are sourced primarily from the northwestern provinces, Lam Dong (Dalat) and China.

## 6) Van Noi–Dong Anh vegetable market, a formal market

This is a wholesale vegetable market that operates during the day. Vegetables are supplied, not only from neighbouring vegetable growing communes such as Van Noi, Nam Hong, Nguyen Khe and Tien Duong, but also from specialised vegetable growing areas in Bac Ninh, Vinh Phuc, Moc Chau and Son La. Some products are also imported from China.

A feature of this market is that it has a separate area for 'safe vegetables'. According to the Decision of the Minister of Agricultural and Rural Development 04/2007/QĐ-BNN: 'Safe vegetables are fresh vegetables (including leaves, stems, roots, flowers, fruits and seeds) produced, harvested, processed, packaged and stored in accordance with the technical process that ensures that residual microorganisms and toxic chemicals are kept below the maximum permissible limit prescribed'. In order to sell produce in this area, farmers must be granted a certificate for safe vegetable production by the Van Noi Commune People's Committee. In this area, leafy vegetables predominate over fruit and tuber or root vegetables. The area for standard vegetables (i.e. those not requiring certification) has all kinds of vegetable produce on offer.

In addition to the official wholesale market system, a number of informal wholesale buying and selling points have recently sprung up, causing difficulty in identifying supply sources, loss of revenue in the wholesale markets and obstruction of traffic on some streets.

In summary, the existing network of wholesale markets for fruit and vegetable produce includes six active markets, including five markets where large volumes of fruit and vegetables are traded, and one market with vegetable produce only, including a separate area for safe vegetable produce. Despite city expansion, the number of fruit and vegetable wholesale markets has been reduced.

## 2.2 Current status of the vegetable and fruit retail market network in Hanoi

Retail markets, are perceived by consumers as the best place to buy small quantities of fresh produce in terms of convenient location, price, and good communication between sellers and buyers.

There are 410 markets around the city. If classified according to size, with grade I being the biggest, there are 13 grade I markets (3 per cent), 67 grade II (16 per cent) and 330 grade III (81 per cent). The classified markets are managed by management boards under district or commune people's committees (Hanoi Department of Industry and Trade 2012). These markets are scattered throughout the districts. On average, each urban district has over 10 markets and each suburban district has more than 16 markets. However, the distribution of markets is not balanced. There are some urban wards that do not have any market or supermarket, making it difficult for consumers to have access to food.

## 2.3 A network of fresh fruit and vegetable street vendors in Hanoi

Hanoi's long-standing network of street vendors has become a characteristic of the city. According to the MALICA research group findings, the number of fruit and vegetable street vendors was 5600 in 2004, of whom 3117 were vegetable vendors; in 2009 vegetable vendor numbers had risen to 6320. These results show the important contribution of unregistered independent traders to the rapid distribution of large amounts of vegetables and fruit – 37 per cent of the total demand volume of vegetables (Nguyen Thi Tan Loc *et al.* 2009) – while maintaining the quality of fresh produce. This is especially significant in the lychee fruit season, during which a fixed selling point in markets sells only 5–15 kg per day, while a street vendor sells an average of 40–120 kg per day (Nguyen Thi Tan Loc *et al.* 2005).

The research team also found that interactions between buyers and sellers were warm and friendly, and that street vending contributes more than 52 per cent to the household income of a vendor. This is extremely significant, since if street vending were prohibited, the unique circumstances of former vendors – in terms of qualifications, age and availability of capital – would leave them without any alternative form of employment. However, the research team also acknowledged that, as the municipal authorities claim, street vending has a negative influence on the environment, traffic safety and the image of the city. Urban management officials in each district have implemented varying approaches to manage street vendors, according to the vendors' behaviour in that district, and the officials' perception of the social role the vendors play. For example, in Hoan Kiem district, a popular destination for foreign tourists, district leaders claim that street vendors are intrusive and insistent in trying to sell their products. Moreover, a sapodilla fruit vendor was accidentally killed crossing the street in 2010. This prompted the leaders of Hoan Kiem district to tighten up street vendor regulations. However, in areas or districts where markets are fewer, supermarkets are remote and space for trading is available (such as in Cau Giay district), district or commune leaders have facilitated the work of street vendors, to make it easier for consumers to buy produce for daily consumption.

## 2.4 A network of fresh fruit and vegetable shops and supermarkets in Hanoi

This modern form of retail emerged in Hanoi in 1993. Most of these retail outlets are registered to sell vegetable produce, including 'safe vegetables'. Recently, they have begun selling fresh fruit, in response to consumer demand. These outlets are increasing in number. However, the amount of fruit and vegetables sold at these points is still not high and they offer a limited choice of vegetables. Produce is usually labelled with information including the address of the supplier.

This type of channel is referred to as a 'quality produce distribution channel'. Recently consumers have been worried about the quality and hygiene of fruit and vegetable produce, especially produce imported from China. For this reason, the Hanoi People's Committee has encouraged the operation and development of safe vegetable shops and supermarkets. At the same time, vegetable and fruit producing areas throughout the country have been receiving more support to encourage farmers to grow vegetables and fruit in compliance with safe procedures.

In summary, in our overall assessment of the fresh vegetable and fruit distribution network in Hanoi, we found that the wholesale market network has been expanded to include one more market (Ha Dong market); two other markets in urban areas have been cut back to allow for the construction of shopping centres and roads; and retail markets are being redesigned and rebuilt. As a result of these changes, some retail traders are not able to find a sales location. Besides, the development of 'quality produce channels' and the increasingly tighter management of street vendors are significant.

## 3. Street vendor census

### 3.1 Census of fruit and vegetable street vendors in Hanoi

The census of Hanoi fruit and vegetable street vendors was carried out in February 2013 in four representative districts, and then the data was extrapolated to include the whole city area. As well as collecting street vendor data, we observed differences compared to data gathered in 2009. Street vendors selling both vegetable and fruit produce have increased in number compared to our observations four years earlier. We therefore collected data separately on the number of fruit street vendors, vegetable street vendors and those selling both vegetables and fruit, as shown in Table 1.

Thus, out of a total of around 12,000 street vendors in Hanoi, 56.5 per cent were vegetable street vendors, 41.7 per cent were fruit street vendors and only 1.8 per cent sold

both fruit and vegetables. The people interviewed said they mostly sold vegetables but sometimes if they had fruit supply sources (either fruit they produced themselves or bought from neighbours), they would sell both fruit and vegetable produce to increase returns and to meet the needs of some consumers who wanted to buy both. We included vendors of this type in the 'vegetables only' category.

In Table 2, vendors are divided into urban and peri-urban districts. Urban districts are in what was formerly Hanoi province.

We distinguished between two groups of street vendors: (i) those who are temporarily stationary, at locations such as dead-end streets, playgrounds, and along central reservations and (ii) those who move from place to place. We collected data separately for the two groups and the results are shown in Table 3.

**Table 1: Number of fruit and vegetable street vendors in Hanoi**

	Type of vendor			Total
	Vegetables only	Fruit and vegetables	Fruit only	
Number	6785	215	5000	12,000
Percentage	56.5%	1.8%	41.7%	100.0%

**Table 2: Fruit and vegetable street vendors by urban and peri-urban districts**

District	Vegetables	Fruit	Total
Urban	4134	3699	7833
Peri-urban	2866	1301	4167
Total	7000	5000	12,000

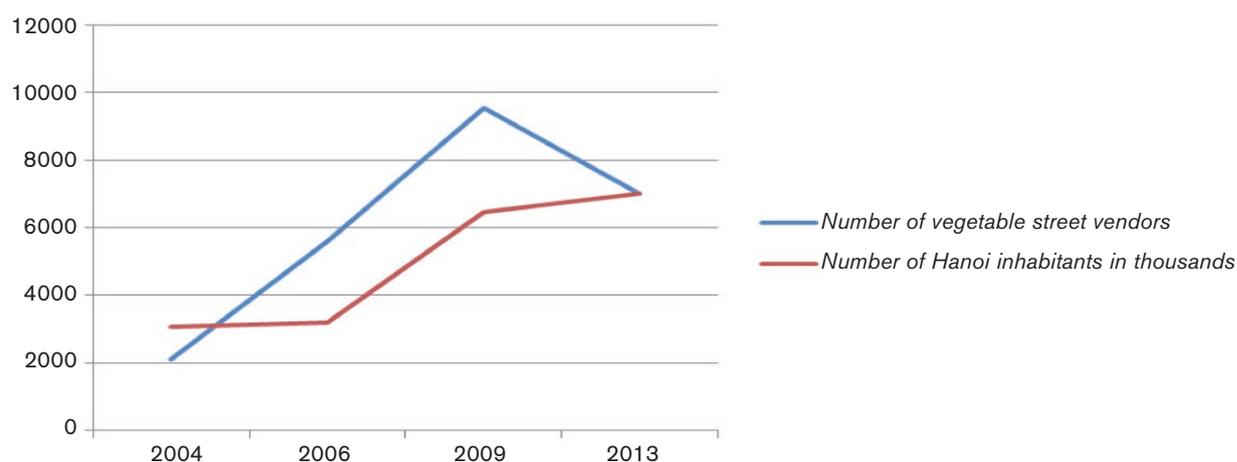
**Table 3: Percentage of street vendors who are stationary or mobile**

	Vegetables only	Vegetables and fruit	Fruit only
Stationary	62.6%	–	60.1%
Mobile	37.4%	100.0%	39.9%

**Table 4: Evolution in the number of fruit and vegetable street vendors**

	2004	2006	2009	2013
1. Number of vegetable vendors	2110	5600	9535	7000
2. Number of fruit vendors		5900		5000
Total number of fruit and vegetable vendors		11,500		12,000
Total Hanoi population (Unit: 1,000 )*	3,082	3,200	6,452	7,000

\*: From General Statistics Office of Vietnam.

**Figure 1: Evolution in the number of vegetable street vendors****Table 5: Volume of fruit and vegetables sold by street vendors in urban and peri-urban areas**

Produce	Daily		Monthly		Yearly	
	From	To	From	To	From	To
1. Total volume of vegetables (tonnes)	255	338	5104	6764	53,234	70,551
– Urban area	140	223	2811	4464	29,317	46,562
– Peri-urban area	114	115	2293	2300	23,917	23,989
2. Total volume of fruit (tonnes)	236	303	4966	6369	49,665	63,686
– Urban area	170	236	3573	4972	35,737	49,721
– Peri-urban area	66	66	1392	1396	13,928	13,965

We have data showing the evolution of street vendor numbers for 2004, 2006, 2009 and 2013 for vegetables. For fruit vendors, the data is only for 2006 and 2013 (see Table 4). There is a sharp decrease in the number of vegetable vendors from 2009 to 2013, despite a strong increase in Hanoi's population (see Figure 4). This appears to be due to the more constraining laws and police attitude. Street vendors with whom we had become acquainted informed us that some vendors had decided to sell in other areas, such as Hai Duong province or Hai Phong, while others had stopped selling vegetables and started working as shopkeepers in Hanoi.

### 3.2 Estimated volume sold by fruit and vegetable street vendors

We estimated the volume of fruit and vegetable produce sold to consumers by street vendors, based on the number of street vendors counted; an estimate of the volume of produce transported by vendors; and the volume of produce sold, with the help of interviews with vendors. This data is shown in Table 5.

**Table 6: Estimated volume of fruit and vegetables sold by street vendors as a percentage of total fresh fruit and vegetable demand in the city**

Area	Estimated no. of consumers	F&V consumption (kg)		Volume sold by street vendors (kg)		Percentage	
		Vegetables	Fruit	Vegetables	Fruit	Vegetables	Fruit
Urban	2,900,000	783,000	203,000	140,542–223,214	170,177–236,768	18%–28%	83%–116%*
Peri-urban	4,100,188	1,066,049	713,433	114,657–115,000	66,326–66,500	10%–11%	9%–9%
Total	7,000,188	1,849,049	916,433	255,199–338,214	236,503–303,268	14%–18%	25%–33%

\*People living outside urban areas commonly buy from urban street vendors during the day.

On a daily average, the volume of vegetables sold by street vendors therefore ranges from 255 tonnes to 338 tonnes and the volume of fruit ranges from 237 tonnes to 303 tonnes. These numbers indicate a large number of customers buying from street vendors.

We compared this estimate of volume sold by street vendors to the total demand for fresh fruits and vegetables throughout the city, in order to see how much of a role street vendors play in the delivery of fresh produce. We assumed that the average vegetable consumption is 0.27kg per person per day in urban areas, and 0.26kg per person per day in peri-urban areas; for fruit, we assumed 0.17 and 0.07kg per person per day respectively (Ali *et al.* 2006). The results are shown in Table 6.

The estimated percentage of vegetable volume sold by street vendors is therefore 14 to 18 per cent (for vegetables) and 25 to 33 per cent (for fruit) of total consumption in Hanoi. The percentage is higher in urban areas relative to peri-urban areas. This is a general assessment, with volumes varying according to time of year and category of produce, especially for seasonal fruits (such as lychee and longan), when street vendors sell larger volumes, according to the 2004 study. In 2006, we estimated that street vending accounted for 32 per cent of vegetables traded. Even allowing that quantities traded are lower than quantities consumed (self-consumption represents between 1 and 20 per cent of consumption, depending on type of produce and location), the figures suggest that the contribution of street vending to food consumption in Hanoi has substantially shrunk.

## 4. Street vendor survey

### 4.1 Recent laws on street vending activities

Existing legislation on street vending activities includes:

- Government Decree No. 36/ND-CP (16 March 2007) on unregistered individuals independently and regularly engaged in street vending;
- Decision No. 20/2008/QĐ-UBND of the Hanoi People's Committee (16 April 2008) on regulations on management and use of streets and thoroughfares in Hanoi;
- Decision No.46/2009/QĐ-UBND dated 15 January 2009 on promulgating regulations on the management of street vending activities in Hanoi (see Annex 1).

More recent regulations have come into force:

1. Food Safety Law; Law No. 55/2010/QH12 by the National Assembly;
2. Government Decree No.38/2012/ND-CP (25 April 2012) detailing the implementation of a number of articles of the Food Safety Law;
3. Circular No. 30/TT-BYT (5 December 2012) on food safety conditions for food traders and street food traders; and
4. for Hanoi, the Hanoi People's Committee issued Plan 140/KH-UBND (2 November 2012) for the flow and distribution of safe vegetables and fruits in Hanoi (reproduced in Annex 2).

This legislation has a direct impact on the activities of fruit and vegetable street vendors in Hanoi. Firstly, local authorities have to comply with the laws and government decrees, such as the first two documents listed above. Secondly, Plan 140 issued by the city (see 4 above) in 2012 has a direct effect on street traders. It was issued following fruit and vegetable quality receiving a lot of coverage in the press, including produce grown in Vietnam, but especially fruit and vegetables imported from China. Plan 140 was intended to promote the production and distribution of safe vegetables and to enable consumers to access them easily. The specific goals of the plan are to:

- Contribute to better serving consumer needs in urban areas including Ba Dinh, Hoan Kiem, Dong Da, Hai Ba Trung districts with safe vegetable produce, ensuring food hygiene and safety, to be expanded to other districts and eventually citywide to promote the production and distribution of safe vegetables for the city.
- Create a closer connection between producers and traders to ensure the vegetable supply quality, establishing a safe vegetable, and food, supply chain.
- Strengthen coordination between the competent agencies and district people's committees, improving state management efficiency, to ensure food hygiene and safety in safe vegetable production, processing, trading and distribution (Hanoi People's Committee 2012).

We found strong support in the city for the objectives, requirements and content of this plan, and its aim to develop safe food distribution channels.

How the recently issued legislation specifically influences street vending activities will be reflected by our survey results.

### 4.2 Results of the street vendor survey

#### 4.2.1 Presentation of sample

We established the survey sample as percentages of the total population, divided into categories by types of product sold and means of transport, based on our street vendor census in four selected districts (see table 7).

Through interviews, we found that all the street vendors had to use motorbikes, bicycles or shoulder yokes to transport produce. No one could use baskets alone to carry all the produce to be sold from the collecting points to the selling point. Those shown above as using baskets used them for ease of movement and to allow escape from police. The specific sample numbers by area and means of transport are presented in Tables 8 and 9.

Between planning and implementing the survey interviews, we made an adjustment: one sample in Cau Giay district was cut out, and one added in Long Bien district, but the total number did not change. This adjustment was required due to the census being conducted after the Chinese New Year holiday.

**Table 7: Characteristics of the street vendor sample**

	Hoan Kiem			Cau Giay			Long Bien			Gia Lam		
	Veg	Both	Fruit	Veg	Both	Fruit	Veg	Both	Fruit	Veg	Both	Fruit
No. of vendors	13	1	17	22	3	35	25	2	20	15	1	6
Means of transport												
Motorbikes	0	0	1	7	1	9	2	0	2	0	0	1
Bicycles	8	1	10	8	1	17	13	1	10	5	1	2
Shoulder yoke	5	0	6	3	1	3	6	1	5	8	0	1
Baskets	–	–	–	4	0	6	4	0	3	2	0	2

**Table 8: Number of samples by means of transport and by area when interviewed**

Means of transport	Cau Giay	Gia Lam	Hoan Kiem	Long Bien	Total
Shoulder yoke	16	16	10	19	61
Bicycles	26	3	20	25	74
Motorbikes	17	3	1	4	25
Total	59	22	31	48	160

**Table 9: Means of transport: Sample percentage calculated for the interviewed areas**

Means of transport	Cau Giay	Gia Lam	Hoan Kiem	Long Bien	Total
Shoulder yoke	27	72	32	39	38
Bicycles	44	14	64	52	46
Motorbikes	29	14	4	8	16

#### 4.2.2 Basic characteristics of street vendors

In terms of gender, street vendors are mostly women – only 12 per cent are male – as shown in Table 10. The percentage of men and women involved in street vending differs from district to district, depending on the area and distance travelled. For locations far from wholesale markets and with more room for trading (such as Cau Giay district), the percentage of male street vendors is higher than elsewhere due to their greater physical stamina and being more confident travellers. In locations near wholesale markets and production areas, the percentage of female street vendors is higher (in Hoan Kiem district, Long Bien market and production area in the Gia Lam and Long Bien districts). Particularly in Long Bien district, a new urban district of Hanoi, 96 per cent of street vendors interviewed were female. These women said they lived in the district. They said they used to grow produce but their fields have been reduced in size due to urban development. They

are still able to grow some vegetables or buy vegetables from neighbours to sell. Men could do other work such as taxi driving, building, photography, and so on. Gia Lam district is quite similar to Long Bien district in terms of the gender of street traders.

The average age of respondents was 46 years old, the oldest being 77 and the youngest 22. The elderly vendors we spoke to, aged between 75 and 77 years old, reported difficulties in travelling, so they trade in peri-urban or new districts such as Long Bien to earn a living. They sell vegetables in small volumes and do not travel far from the areas where they live. Some younger people reported undertaking vending after marriage, in addition to doing housework.

Table 12 summarises the qualifications of the interviewed street vendors.

**Table 10: Gender of street vendors interviewed**

	Hoan Kiem		Cau Giay		Long Bien		Gia Lam		Total	
	Number	%	Number	%	Number	%	Number	%	Number	%
Men	2	7	14	24	2	4	1	4	19	12
Women	29	93	45	76	46	96	21	95	141	88
Total	31	100	59	100	48	100	22	100	160	100

**Table 11: Age of interviewed street vendors**

District	Average age	Max.	Min.
Cau Giay	40	61	22
Gia Lam	51	77	25
Hoan Kiem	46	62	30
Long Bien	49	75	30
Overall average	46	77	22

**Table 12: Education level of street vendors interviews**

District	Average (Grade)	Min. (Grade)	Max. (Grade)
Cau Giay	7.32	0	12
Gia Lam	6.95	0	12
Hoan Kiem	6.61	4	12
Long Bien	6.31	0	12
Overall average	6.83	0	12

Note: In Vietnam, the primary school goes from grade 1 to grade 5, the secondary school from grade 6 (11–12 years old) to grade 9 (14–15 years old), and high school from grade 10 (15–16 years old) to grade 12 (17–18 years old).

Most of the street vendors graduated from high school; a number of the elderly are illiterate or finished primary school only. Some young respondents graduated from high school but were not able to continue to higher education, so they had to accept street vending as a livelihood.

With these qualifications, street vendors' employment options are limited, as Table 13 shows.

As many as 91 per cent of respondents are farmers who are residents of Hanoi, and grow produce in suburban areas as well as in new urban districts. The percentage was similar in 2004. Some of them come from neighboring provinces such as Hung Yen (21.33 per cent), Thai Binh (3.75 per cent), Nam Dinh (3.13 per cent), Ha Nam (1.88 per cent) and some come from provinces further away such as Quang Ninh (0.63 per cent), Bac Giang (1.25 per cent), Thanh Hoa (0.63 per cent) and Thai Nguyen (0.63 per cent). The people who live in Hanoi go out vending and return to their homes on the

same day, while those from the provinces have to register a temporary residence address in Hanoi. Those from Hung Yen, a province adjacent to Hanoi, come to Hanoi to sell and return home on the same day; they have to travel a particularly long way in a day.

Specific information on the origin of street vendors is provided in Table 14

The majority of the street vendors are therefore from Hanoi, accounting for 62 per cent, and the percentage from other provinces is 38. In 2009, this ratio was 70:30. Table 15 shows that in Long Bien, the district with big markets, more people have been involved in street vending for many years, including elderly people who are unlikely to travel far and young people who travel to sell in areas far from the wholesale markets. Among the respondents, more than 24 per cent have worked as street vendors for more than ten years, including notably two older people who have 30 years of experience in

**Table 13: Occupation of interviewed street vendors**

District	Farmers		Traders		Retired	
	Number (persons)	Percent (%)	Number (persons)	Percent (%)	Number (persons)	Percent (%)
Cau Giay	58	98	1	2	0	0
Gia Lam	20	91	0	0	2	9
Hoan Kiem	31	100	0	0	0	0
Long Bien	44	92	1	2	3	6

**Table 14: Origin of street vendors**

	Area	
	Hanoi	Other provinces
Number (persons)	99	61
Percentage (%)	62	38

**Table 15: Years spent street vending**

Districts	Average	Min.	Max.
Cau Giay	7	1	20
Gia Lam	6	1	20
Hoan Kiem	7	1	19
Long Bien	11	1	30
Overall average	8	1	30

street vending in the area where they live; 25 per cent of the respondents have been selling for 5 to 10 years; and less than 10 per cent were young married people who identified fruit and vegetable street vending as their best option for earning a living, since they could not find other work to improve their lives.

#### 4.2.3 Commodities and resources

**Type of produce sold by street vendors:** Street vendors sell seasonal produce. Depending on the ability and habits of each person, they choose to sell vegetables, fruit or both. They are very flexible in the selection of produce for sale. The type of fruit sold can depend on the time of the month (in the lunar calendar), with produce chosen to cater to the ceremony (such as the 1st and 15th day of the lunar month, or the Lunar New Year Festival) or for serving snacks such as pineapple, sweet potatoes, and beans – in this case, pineapples are peeled for sale. For example, at the time of the survey (late February to early March, after the Lunar New Year festival) many people go to pagodas and give fruits as offerings. For this occasion the vendors were offering oranges and bananas, sapodilla fruit, apples and dragon fruit. Up to 22 per cent of the interviewed fruit street vendors were selling oranges; half

of these were selling oranges only, with the other half selling a combination of oranges and other fruits. Vegetable street vendors were also selling seasonal products, but mainly leafy vegetables, especially *kang kong* (water spinach), because it was in season and is also a popular vegetable with customers.

**Transporting produce for sale:** shoulder yokes, bicycles and motorcycles are all used. We did not observe anyone using baskets alone, except in the following two ways. Firstly, shoulder yokes were mainly used to carry the produce to a designated place, where the vendor would ask someone to watch it, and then take partly-filled baskets away to sell the contents. After selling these, the street vendors would come back to the shoulder yoke, part-filling baskets again for vending. Baskets are easy to carry, especially in high buildings or on narrow streets. They also allow ease of movement to escape when faced with the security staff or police (this use of baskets helped us to appreciate the daily risks which vendors face.) Secondly, a small number of street vendors cannot ride a bicycle or drive a motorbike due to their age or the distance, so they will be taken to the point of sale by their husband or one of their children, to be collected again when they have finished selling.

**Table 16: Average number of labour force participants per street vendor's family**

	Hoan Kiem	Cau Giay	Long Bien	Gia Lam
Average number of men per household	2.0	2.3	1.9	2.0
Average number of women per household	2.0	2.1	1.9	2.8
Average number of labour force participants per household	2.4	2.4	2.2	2.8

**Table 17: Occupation of street vendors' household members**

Occupation of household members	Cau Giay	Gia Lam	Hoan Kiem	Long Bien	Total
Farmers	38	14	21	31	104
Motorbike taxi drivers	3		1	3	7
Labourers	2	1		2	5
Builders	5	1	4	2	12
Drivers	1	1		3	5
Carpenters				1	1
Guards	1	1		2	4
Commune PC staff	1				1
Photographers			1		1
Motorbike repairers	2				2
Retired			2	4	10
Mechanics	3				3
Small traders	3		2		5
Total	59	22	31	48	160

Source: Survey results, 2013

#### 4.2.4 Economic role of street vending

Among the vendors we interviewed, the average number of people per household was four, the highest was 16 and one household has only one person. In line with Vietnam's national average, two people per household were in the labour market, and most street vendors belong to the family labour force. The remaining members were mainly students, workers or elderly parents. These figures confirm that the role of street vendors in the family is extremely important, since their street vending income contributes significantly to the family income. Table 16 illustrates these figures.

Table 17 shows the details of the occupation of the interviewed street vendors' householders.

Table 17's data show that between 104 and 160 households (65 per cent) have revenue from agriculture alone, while the remaining households have revenue from other sources, such as a pension or other work, including car repairing, mechanics, carpentry, photography, and so on.

The area of land belonging to farmers who share a household with street vendors is in Table 18.

The average land area per person for agricultural households is small, ranging from 262m<sup>2</sup> to 500m<sup>2</sup>, with many farmers sowing and harvesting two rice crops per year, so they work very hard for their living. Because of such difficulties, 100 per cent of these households consider street vending a family revenue-generating activity and 97 per cent view street vending as a family profession. These statements demonstrate how important street vendors' households consider the income they get from street vending.

Table 19 shows how much time is spent on street vending and the average volume of vegetables sold.

As street vending is the main income-generating activity of their family, street vendors work for 10.43 months a year and 20 days per month. The average volume of vegetables sold is 43kg per person per day. Vendors who use their motorbikes

**Table 18: Land area of interviewed households**

District	Average land area/person (m <sup>2</sup> )	Of which	
		One rice crop land area (m <sup>2</sup> )/household	Two rice crop land area (m <sup>2</sup> )/household
Hoan Kiem	466	232	949
Cau Giay	370	31	640
Long Bien	262	139	343
Gia Lam	501	164	1088

**Table 19: Time spent on street vending and average volume of vegetables sold**

District	Average number of months	Average number of days/month	Average volume of vegetables sold/day (kg)
Hoan Kiem	11.1	19.4	41.4
Cau Giay	9.7	19.1	53.9
Long Bien	10.7	21.1	34.2
Gia Lam	10.7	21.8	39.5
Average all districts	10.4	20.3	42.6

**Table 20: Time spent on street vending and average volume of fruit sold**

District	Average number of months	Average number of days/month	Average volume of fruit sold/day (kg)
Hoan Kiem	11.0	24.1	46.1
Cau Giay	10.0	19.7	64.1
Long Bien	9.2	21.0	51.6
Gia Lam	8.3	22.8	50.7
Total	9.8	21.3	55.6

as a means of transport sold 150kg per day in February and March, when kohlrabi and cabbage are harvested – both of which are heavier than the leafy vegetable produce sold in summer. It is a strenuous activity, mostly done by women who also have to do housework, and farm work too in many cases.

Corresponding data on fruit street vendors is shown in Table 20.

Fruit vendors operate for about ten months a year, slightly less than the average time spent by vegetable street vendors. In an average month, they vend for 21 days and sell an average of 56kg of fruit, varying from 46 to 64kg a day per person. Both groups participate in street vending to increase the family's income. This is the sole motive for those who resell produce, and those who grow their own produce sell it themselves to make a greater profit; or they have regular customers with whom they want to maintain a business relationship.

Both similarities and differences can be found between fruit and vegetable street vendors' working days (see Table 21). They all have to get up early to purchase wholesale produce. People who engage in street selling in areas far from the wholesale markets or shopping places have to get up even earlier than those living near the market or in the production area. This is in contrast to five years ago when street vendors tended to purchase wholesale produce near their homes so they did not have to get up too early. Previously, they purchased wholesale produce where the price was the lowest, so they often left home at 3 a.m. Vegetable street vendors usually return home earlier than fruit vendors, since customers tend to buy vegetables for the needs of the family for the whole day, and therefore vegetables get sold out sooner. Street vendors in peri-urban areas only operate in the morning up until lunch time, and may do other work in the afternoon.

**Table 21: Daily operating times of fruit and vegetable street vendors**

Produce	District	Average departure time from home	Average arrival time home
Vegetables	Hoan Kiem	04.54	15.07
	Cau Giay	04.50	13.11
	Long Bien	06.13	13.55
	Gia Lam	06.27	12.27
Overall average		05.17	13.25
Fruit	Hoan Kiem	04.50	13.58
	Cau Giay	04.48	18.42
	Long Bien	05.16	16.14
	Gia Lam	07.00	19.20
Overall average		05.23	17.30

**Table 22: Income structure of street vendors (% of total)**

District	Income from crops	Income from livestock	Income from street vending	Other income
Hoan Kiem	8.8	0.2	65.4	25.5
Cau Giay	11.0	2.1	56.9	30.0
Long Bien	7.6	5.3	60.2	26.8
Gia Lam	15.6	2.1	50.6	31.7
Total	10.2	2.7	58.6	28.4

One further difference is that the fruit street vendors in Gia Lam get back home very late. Most street vendors in Gia Lam sell produce they have grown themselves or collected in the area, such as Dong Du guava, which is sold along the highways in the district; or in Hung Yen province near Gia Lam, where oranges and pomelo from Van Giang district are sold before the vendor returns home on the same day.

We assessed the income structure from different household activities, as shown in Table 22.

Street vending activities are these households' main income. This is in line with the findings of Turner and Schoenberger (2011). On average, they provide more than 58 per cent of income. Specifically, depending on each area, street vending activities bring different percentages of income ranging from 50.6 per cent to 65.4 per cent. Income from crop production accounts for about 10 per cent and livestock about 2.7 per cent. Other income, from construction, taxi driving, auto repair, photography, and so on accounts for 28 per cent.

#### 4.2.5 Trading strategies of street vendors

Table 23 shows that 28.1 per cent of street vendors sell produce they grow themselves. Those selling partly self-grown produce and partly purchased produce (from wholesalers in

peri-urban production areas and from neighbouring provinces such as Bac Ninh and Hung Yen) account for 12.5 per cent. Four per cent of the respondents sell the produce they have grown combined with buying from wholesalers. These people are from peri-urban districts of Hanoi and some urban districts with agricultural land. A large percentage of street vendors bought produce from the wholesale market, accounting for 55 per cent. The wholesale markets that street vendors usually buy from include Long Bien and Dich Vong markets. This contrasts with the data from the previous study: in 2009, only 14.4 per cent of street vendors said they were selling self-grown produce, with the rest purchased from wholesale markets and from producers. Why this change? According to the street vendors, due to current economic difficulties, they had to diversify their activities and change to selling produce directly to consumers in order to get added value. This direct selling also guarantees the produce's origin, giving consumers confidence in its quality when buying from street vendors.

- **Street vending locations:** Vendors choose to sell their produce at temporary locations, such as in front of someone's house, or in an area allowed by the local residents and near official markets. These people often have five years or more experience in street vending.

**Table 23: Origin of vegetable and fruit produce sold by street vendors**

Origin of produce	Hoan Kiem		Cau Giay		Long Bien		Gia Lam		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
Self-grown	3	9.7%	10	16.9%	20	41.7%	12	41.7%	45	28.13%
Wholesaler	24	77.4%	37	62.7%	22	45.8%	5	45.8%	88	55.00%
Producer		0.0%		0.0%	1	2.1%	1	2.1%	2	1.25%
Self-grown and wholesaler	2	6.4%	3	5.1%	2	4.2%		4.2%	7	4.38%
Self-grown and producer	2	6.4%	9	15.2%	3	6.2%	4	6.2%	18	11.25%
Total	31	100%	59	100%	48	100%	22	100%	160	100%

Those who move from place to place either go to some selected streets where they have identified familiar customers or they go street by street until they have sold all of their produce. Those who are more mobile tend to be young, healthy street vendors using motorbikes or bicycles.

- **Defining criteria for purchasing produce:** Street vendors who have to buy produce from others (30 per cent) defined price as the most important criteria. Other criteria, such as produce type, appearance and quality are also important; 11 per cent of street vendors are interested in the appearance of the produce, suggesting that appearance is important for their customers. But among them, 8.7 per cent were interested in both the appearance and other quality criteria. For the 23.5 per cent of street vendors who buy in the wholesale markets and production areas, the main criteria is purchasing produce from people they know. Only two per cent of street vendors are interested in the origin of the produce. In conclusion, the most important criteria for street vendors are price and, in a limited way, appearance, quality and origin of the produce. Thus, their priority criteria are determined according to their customers' preferences because this is the most important factor to ensure their income.

- **Evaluation of the variation in street vendors' customers in past years.** According to a general assessment of the interviewed street vendors, 83 per cent of street vendors said they now have fewer customers than two years ago. This is due to the increasing number of street vendors, economic difficulties, tighter consumer spending, higher prices of vegetables and fruit and more customers buying produce in wholesale markets for their own daily use. Only 11.3 per cent of the interviewed street vendors said their customers had increased in number. This assessment is shown in Table 24.

Street vendors with an increased number of customers suggested that it was due to an increase in their regular customers, the regularity of their street vending or more workers buying their produce. Some of these vendors felt the reason was that customers were satisfied with the quality of the produce, such as good Dong Du guava. These were mostly people who sell fruit and vegetables from the production areas and grow produce themselves. However, generally, street vending is getting more and more difficult.

#### 4.2.6 Difficulties encountered in street vending

- **Difficulties when purchasing:** Approximately 20 per cent of street vendors said that prices were higher than in previous years and that produce prices varied greatly in the recent past. Most of them were women who had to get up early, travel long distances, carry heavy loads and suffer harassment from sellers in wholesale markets. On days with a limited source of produce, they had to scramble to buy produce, even buying poor produce, and face the risk of losing it before getting out of the markets. In addition, they suffer from bad weather conditions and health problems, especially in the hot season. They cannot sell 30 days a month although they know they could make a higher income from doing so.
- **Difficulties when vending:** 60 per cent of respondents said that they had been fined by police and urban security staff. 22.5 per cent of them said that their street vending was not as profitable as the previous year because of unfavorable weather conditions. They also mentioned other problems, such as produce withering quickly, or having to dispose of vegetables and fruit that had not been sold during the day and had gone bad. Street vendors are now facing the following problems: fluctuating prices, difficult customers, leaving home early in the morning, transport difficulties, decreasing customers, having their goods stolen, sometimes paying market fees, and competing with what they perceive as an increasing

**Table 24: Evaluation of variation of street vendors' customers in recent years**

Level	Hoan Kiem		Cau Giay		Long Bien		Gia Lam		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
1. Decrease/ No increase	27	87.1%	53	89.8%	36	75.0%	17	77.3%	133	83.1%
2. Increase	4	12.9%	4	6.8%	7	14.6%	03	13.6%	18	11.2%
3. No idea	0	0.0%	0	0.0%	4	8.3%	0	0.0%	4	2.5%
4. New street vendors	0	0.0%	2	3.4%	1	2.1%	2	9.1%	5	3.1%
Total	31	100.0%	59	100.0%	48	100.0%	22	100.0%	160	100.0%

**Table 25: Number of street vendors arrested and fined**

Level	Hoan Kiem		Cau Giay		Long Bien		Gia Lam		Total	
	No.	%	No.	%	No.	%	No.	%	No.	%
Arrested	23	74.2%	48	81.4%	28	58.3%	6	27.3%	105	65.6%
Not arrested	8	25.8%	11	18.6%	20	41.7%	16	72.7%	55	34.4%
Total	31	100.0%	59	100.0%	48	100.0%	22	100.0%	160	100.0%

number of street vendors. But the biggest worry for street vendors is getting arrested by the police and being fined.

To the question, 'Have you ever been arrested by police?' the answers are shown in Table 25.

Overall, a staggering two-thirds of the interviewed street vendors have been arrested and fined. This percentage varies from district to district, with the highest number of street vendors arrested in Cau Giay district, followed by Hoan Kiem district, and the lowest in Gia Lam district. According to the interviewed street vendors of Cau Giay district, vending in urban areas involves more risk of being arrested, and less opportunity to 'escape' because the streets are long and straight. Vendors who have been arrested and fined report that they get fined on average once a month. This happens in all the streets, whether street vending is prohibited or not. When street vending is not prohibited, they are arrested on grounds on hindering the traffic. Table 26 gives the details.

These vendors told us that they face different levels of penalties. An administrative penalty is usually from 50,000 Vietnamese Dong (VND) to as high as VND 200,000 (GBP 6.23, or USD 9.55).<sup>2</sup> When the police confiscate the vendor's means of transport, the penalty to get the vehicle back from the police is higher, in some cases up to VND 1,000,000. When goods are confiscated the calculated cost to the vendor is usually greater, especially for those arrested early in the morning, since a whole day's produce is lost. Depending on the amount and type of produce, its value can range from

VND 200,000 to VND 700,000. Interviewees reported two cases of early morning arrest, one resulting in losses to the value of VND 1,000,000, and the other VND 2,000,000 (GBP 62.30). They were both fruit street vendors. Not surprisingly, therefore, street vendors often operate in a constant state of anxiety, for fear of arrest and harassment from officials; this adds to the stress caused by moving through traffic on the roads, especially for those with heavy loads to transport.

Street vendors are subject to administrative sanctions when they do not comply with street vendor regulations. Reasons for fines can include the following: selling on streets where it is prohibited; vending on pavements reserved for pedestrians only; vending in parking areas; vending near schools or hospitals; and causing traffic jams. These regulations can be found in Appendix 1.

Has there been a change in how those responsible for urban management interact with street vendors, compared to 2009? Street vendors with more than three years of experience offered different opinions.

Officials are softer with street vendors (19 respondents) and give lighter fines than before (6 respondents).

Officials are more violent in speech and action towards street vendors (53 respondents) and penalty levels are higher than before (27 respondents).

<sup>2</sup> According to the conversion rate in May 2013

**Table 26: Frequency of street vendors being arrested and fined**

Times fined	No. of vendors	Percentage
1	32	30.48%
2	34	32.38%
3	12	11.43%
4	14	13.34%
5	9	8.57%
7	2	1.90%
10	2	1.90%
Total	105	100.00%

#### 4.2.7 The future of street vending

When asked about the future of street vending, 10 per cent of respondents said that it would be difficult to continue in the future due to so many areas being prohibited to street vendors and the high fines imposed on offenders. But they said that if it was not totally prohibited in the immediate future, they would continue to vend until it was completely forbidden. Should such a time happen, they did not know what they would do for a living. Ninety per cent of respondents thought that street vending would continue for a number of reasons, such as:

- i. Street vending is a permitted activity. Street vendors will simply continue to operate and abide by the regulations, according to 10 per cent of respondents.
- ii. It depends on consumer demand. Many consumers currently prefer to buy produce from street vendors, according to 30 per cent of respondents.
- iii. Street vending will continue and street vendors sell produce they have grown themselves. Many streets still allow street vending.
- iv. There are too many street vendors; the police cannot catch all of them.
- v. Without street vending, many would be unemployed and have no other means to make a living, so it would be impossible to prohibit entirely.

The following future aspirations described by the street vendors may have varied depending on their level of awareness and economic conditions.

Ten per cent of respondents thought that street vending will not exist in the future and intended to trade until it was prohibited; however, they did not know what else they could do due to age, lack of capital, and so on.

Fifty-one per cent of respondents did not have any plans and felt they had no other choice but to continue street vending. They had no other work; street vending helped them to have some income for family expenditures, and still allowed them to do housework if needed.

The remaining respondents planned to open a grocery shop, raise farm animals, maintain fruit orchards or do any work available, if vending was prohibited.

Hence, it seems that their prospects are dim and mostly tied to street vending.

The problem can be summarised as follows: on the one hand, the city seeks stringent management of street vendors, while on the other hand, street vendors want to continue vending. So solving the problem involves balancing the interests and benefits of the city, the street vendors and diverse consumers.

#### 4.2.8 Knowledge and impact of new laws

We asked the interviewed street vendors about the rules which govern street vending. None of them knew all 63 streets and all 48 historic and cultural sites on which street vending is prohibited, but they knew very well which were the prohibited streets and historical or cultural sites in the district where they are selling.

None of the interviewed street vendors had tried to sell fruit and/or vegetables on the banned streets and cultural places. However, we have observed a number of street vendors operating at banned cultural places, such as Pho Giac Temple (in Dong Da), or the Temple of Literature (Van Mieu/Quoc Tu Giam). They are usually chased away by the police and urban management staff. The administrative fines are higher than in 2008; up to VND 150,000 each time instead of VND 50,000.

The street vending bans on a number of streets and places, plus the increase in fines, explain why vendor numbers in Hanoi increased from 2009 to 2013 at a lower rate than in the period from 2004 to 2009 (as we saw in Figure 1).

## 5. A model of successful integration

Kim Lien street vendors' market is a model of successful street vending integration in the city.

### 5.1 Origin of the market

This temporary market was formed by a number of street vendors who had been expelled from Dong Tac Street when the street was widened. When Ha Noi city planned to make Dong Tac Street wider, they asked sellers to move to Chợ Xanh ('green market') next to the ward's people's committee office. However, the sellers said there was not enough space available for them in Chợ Xanh. The ward had planned to build a market on two floors and arrange places for the vendors, but this has not yet been implemented due to lack of funds. Instead, the committee has allowed them to have a space for selling produce in a residential area. This temporary market serves the dual purpose of enabling the street vendors to continue their sales, and catering for the needs of the local Kim Lien area residents. The market's site is around 250m<sup>2</sup> of empty space among three blocks of flats (known as 20B, 22B and 3A) in the middle of a built-up area. This daily temporary market started operating in 2004. Initially, 20 street vendors began selling produce in the market, a number which has increased to the current tally of 70. Moreover, the last four years has seen some new sellers renting spots in front of houses on either side of the road because there is no more space at the back, where the market is sited. For the purposes of this study however we will focus on the marketplace at the back.

Until 2012, all market sellers of Kim Lien had to contribute a monthly fee of between VND 20,000 and VND 100,000, depending on the kinds of goods they sold. Fees would be collected twice a month. Since July 2012, the market sellers at Kim Lien have not contributed fees; this is instead a self-management market model. After each morning market selling session, the vendors clean up the entire market space and leave it as a clean playground for the afternoon.

### 5.2 Categories of produce

The market has a full range of food items to serve the daily needs of local people. Specific categories of goods (and the number of regular vendors who supply them) are as follows: vegetables (20); fresh fruit (6); beef (3); pork (4); fish (9);

live chickens and geese (2); slaughtered chickens and geese (3); sausage (1); flowers (2); eggs (3); dried bamboo shoots, vermicelli and dried mushrooms (3); tofu (2); sundry plastic goods (2); clothing (1) and drinks (1). There is one safe vegetable selling point belonging to Dao Duc Co-op, giving consumers more choice of vegetable supply.

### 5.3 Origin of the street vendors

Fifteen per cent of Kim Lien street vendors are from urban districts in Hanoi. They are in early retirement or unemployed, and most of them are originally from suburban districts such as Thuong Tin, Hoai Duc, Dan Phuong, and so on, and some come from Thai Binh province. These sellers usually come in groups of three to eight or nine people. Those from suburban areas usually bring produce to sell and return home at lunchtime. The people from further away rent rooms in the ward, and sell produce that they buy daily at wholesale markets.

### 5.4 Prices of produce

The prices of goods sold are cheaper than in the Hapro Supermart located next to the market. The price of the same produce sold at the supermarket is 20–200 per cent higher depending on the type of produce. For example, green mustard in the supermarket was selling at VND 12,000 per kilogram while the price for the same product in the street vendor market was only VND 5000 per kilogram (on 28 February 2013).

### 5.5 Street vendors' perception of their role

Street vendors are aware that the local leadership has made it possible for them to sell at the market. In acknowledgement, they feel responsible for keeping the area very clean.

### 5.6 Relationship between sellers and buyers

We observed that communication between sellers and buyers at this market is of a very friendly nature. The sellers and buyers greet each other with a smile and tell stories about

their families. This demonstrates that they meet regularly and there is enough trust among them to create such relationships.

## **5.7 Customers**

The customers are mainly residents of Kim Lien ward, while a few come from elsewhere. The proportion of elderly or retired people in this ward is quite high and they choose to buy products in this temporary market so that they do not have to travel far. They are afraid of walking long distances because of traffic congestion in the area and they do not want to buy in supermarkets, as the prices in the temporary market are lower (even though supermarkets follow the price stabilisation programme approved by Hanoi People's Committee for nine products).

## **5.8 Attitude of local residents**

We interviewed the head of the residential group of one building and households around the market. Fifteen out of the 16 residents who were interviewed are supportive of the street vendors. One shop owner said that sometimes cars stop in front of her shop to purchase something in the marketplace, which she does not like, but at the same time the presence of the market increases her sales. The residents said that the activities of the vendors have no negative impact on their lives and make it easier for them to buy food. They know that the sellers should be able to state the origin of the vegetables and fruit, so that their safety is assured. Four of the 16 household respondents said that they have been loyal to the safe vegetable outlet of Dao Duc Co-op over the last four years.

## 6. Stakeholder meetings

After the results of the street vendors' census and surveys were analysed, we presented and discussed them with the private and public stakeholders concerned by their operations. The characteristics and outcomes of the stakeholder meetings are outlined below.

### 6.1 Stakeholders

The research team noted which departments, branches and agencies have responsibility for street vendors' operations according to Decision No. 46's regulations (Annex 1) for the management of street vendors in Hanoi:

- i. Department of Industry and Trade, which was commissioned by the City People's Committee to lead the implementation of Decision No. 46;
- ii. Department of Transportation;
- iii. City/ public security;
- iv. Department of Culture, Sports and Tourism;
- v. Department of Health;
- vi. Department of Labour, Veterans and Social Affairs, and
- vii. Women's Union, Fatherland Front and Youth Union in commune, which was recommended by the commune People's Committee.

We give below some background on the points of view of these representatives of the city authorities on street vendors, drawn from our discussions.

The Hanoi Department of Industry and Trade recognises the positive role of street vending, especially of fruit and vegetables, in contributing to delivering food to consumers and for the value of the vendors' income, helping them maintain and improve their lives. However, they consider that the recent increase of street vendor numbers in Hanoi has had a negative impact on environmental pollution and traffic safety. The city policy is to orient commercial development, to plan commercial operations in the direction of official markets and modern channels (stores, supermarkets and trade centers), and also in the direction of food safety according to circular No. 30/2012 TT-BYT which regulates food safety conditions for food service and street food establishments, and the Hanoi People's Committee Plan 140 (Annex 2).

At the same time, the deputy director of Hanoi Department of Industry and Trade told us on 25 February 2013 that the department had previously found it very difficult to direct the removal of 'temporary markets' in the 2004–2006 period.

While the actions and legislation of the authorities described above are affecting street vending, the reality 'on the ground' is also shaped by the following factors:

- i. Consumer demand for food, especially for daily fruit and vegetables, particularly from labourers.
- ii. The status of markets, shops and supermarkets in the districts of Hanoi.
- iii. The food distribution capacity (especially fruit and vegetables) of each distribution channel.
- iv. The approach to food hygiene and safety in the fruit and vegetable industry, including distribution.
- v. The income and livelihood of fruit and vegetable street vendors.

### 6.2 Choice of district

Following discussions with the Hanoi Department of Industry and Trade, we were granted permission for our planned research and meetings, and we decided to carry them out in Dong Da district. Dong Da has many features typical of both new and old districts in Hanoi, and also has a network of markets and supermarkets which influences street vending activity. We had originally hoped to hold stakeholder meetings in Thanh Xuan district, where we have been conducting street vendor studies since 2004. However, we learned that the district leaders there did not have a consensus in supporting the setting up of selling points for mobile vendors according to Plan 140, while we needed the support of local authorities to organise the meetings and discuss with Hanoi Department of Industry and Trade to find solutions. (Annex 2).

After working with the Dong Da District People's Committee, we unanimously selected three wards in which to organise stakeholder meetings, to include the following participants in each meeting: (i) a representative of the Hanoi Department of Industry and Trade of Hanoi People's Committee; (ii) representatives of Dong Da district; (iii) a representative of the ward; (iv) a representative of a resident group; (v) street

vendors; (vi) selected consumers in the ward; (vii) the research team.

The working conditions for street vendors in each ward are described as follows:

- i. In *Phuong Mai*: In the neighborhood of groups of residents of buildings 74–78, street vendors work on both sides of the streets. More than 70 street vendors are involved and they sell a full range of products, like the market in *Kim Lien* ward. The local warden of residential group 75 is responsible for this marketplace.
- ii. In *Trung Tu* ward: Street vendors sell on the courtyard or playground between the two buildings and on the streets around building C3. There are about 70 street vendors involved with different kinds of products to serve the needs of local residents. In the morning, all street vendors sell their produce in the courtyard; in the afternoon, they display their produce on both sides of the street to serve customers who are on their way home from work and cannot find a parking place. Managing these street vendors is the ward's responsibility, in cooperation with the local warden.
- iii. In *Lang Ha* ward: Street vendors work at the residential area in *Pham Ngoc Phach Lane*. There are about 60 street vendors selling a full range of produce. This area has many residential roads with wide pavements where the street vendors can sell their produce. The local wardens are jointly responsible for managing the street vendors.

### 6.3 Content of meetings

Points discussed at the meetings are divided into two main sections:

**Section 1:** In the first section, the meetings addressed: an analysis of food demand in the wider context of Hanoi; the current status of food distribution channels, especially of the new diverse types of food outlets in the city; government and city policies and legislation affecting street vendors; consumer concerns about food safety; and the situation of street vending in terms of its food and social role, and difficulties faced.

Documents containing all the regulations relating to street vendors were distributed to the 40 street vendors who attended the meetings and to 29 other participants.

**Section 2:** In the second part of the meetings the problems of each stakeholder were discussed: consumers, street vendors, and urban management staff – heads of communities or residential groups, wards, districts, and the Department of Industry and Trade. The views of the research team were also put forward, as well as their experience of street vending management from a number of other countries around the world.

Various opinions and observations emerged from the three meetings:

- i. The participation of street vendors seemed to depend in part on who manages them from the ward. In *Phuong Mai* ward, the head of residential group 75 is a woman who involves herself closely with the street vendors; she has

a list of their names, checks sanitation and cleaning after each market session, and is generally enthusiastic about them. Every street vendor who was invited to the meeting for this ward participated, and came on time. In contrast, in *Lang Ha* ward, the head of residential groups are men and do not have such a close relationship with the (mainly female) street vendors. There were fewer vendor participants at the meeting in this ward, and some came late.

- ii. Temporary selling locations are needed to meet the needs of local residents. These temporary markets have special significance for wards with no markets or supermarkets, such as *Phuong Mai* ward. Consumers gave positive feedback about the convenience of these selling points, the appropriate prices, and the friendly relationship between sellers and buyers.
- iii. The income generated by street vending cannot be replaced with income from another job. Street vending provides employment, family stability and social security. Vendors explained the social problems that motivated them to undertake street vending. Without the income it provides, their families would have no source of income to maintain a stable family, especially to provide education for children.
- iv. There are management difficulties at all levels of government. Market places are a sensitive issue with many and varied points of view. At the ward level, order and security are considered to be more important than people's living conditions. Regarding the difficulties faced by street vendors because of the police, the police representatives replied that street vendors frequently disturb the traffic by crossing the streets anywhere or parking in places which obstruct the traffic. At the district level, or at the 'macro' level of the Hanoi Department of Industry and Trade, the same problem is seen from a different angle again. Some people regard street vending negatively, claiming, for example, that it does not ensure food safety (see the article from *Phuong Mai* ward, Appendix 3).

Comments were also made during the meetings about appropriate market organisation so that street vending does not interfere with traffic in residential areas, foul the environment, or increase noise levels, and so on. Consumer concerns about product origins and the problem of correct weighing by street vendors were also discussed. All the participants were eager to discuss and analyse the root problems alongside the research team. Participants made recommendations to the street vendors to help them find guaranteed supply sources, which would reassure the consumers buying their products and make street vending more sustainable; as well as promoting civil behaviour, not tolerating inaccurate weighing, and so on. The participants at the meetings agreed that produce quality and safety are mostly determined by producers, so that the authorities should also focus on that issue.

Participants agreed on the important factors for a good street vending model:

- There must be a consensus among the residential group leaders. A representative of the residential groups is needed who would be willing to take risks and build relationship with the communist party secretaries of the residential groups and women's unions. This would give them the support of the ward leaders. There must be cooperation by ward leaders who understand the need of street vendors to earn a living. In all cases, there must also be good cooperation from the residential groups where street vendors operate.
- Crucially, in order to maintain these models in the long term, a consensus among the ward, district and city leaders is needed. This is only possible when street vending is provided for in specific areas, such as on pieces of vacant land, unoccupied yards, pavements, or similar, and be under good management, with little or no impact on traffic, the environment or urban landscape. The cooperation, involvement and support of the city, district and ward leaders is crucial in order to set up a local marketplace for street vendors.

A valuable point noted by the research team is that each category of stakeholder must share in the effort:

- People around the marketplace should accept a bit of noise and reduced space where street vendors set up on both sides of the street.
- Street vendors must maintain order, discipline, tidiness and cleanliness.
- Garbage collection workers should cooperate to clear up waste after each market session, sharing the work with the street vendors.
- The leaders of residential groups must be responsible for seeing that street vendors sit at their designated places and that cleaning is done after the market. They must also look into the quality of the products sold, and remind street vendors of their obligations as needed.

Ward, district and city leaders expressed their interest in working towards this model. Further developments after the meetings included:

- Street vendors say that they would like to raise awareness among other vendors about complying with street vending regulations, and also specifically asked for support to overcome problems with food safety. They want other vendors to be as well informed in order to reduce risks, understand the cause of hygiene problems, identify unsafe vegetable and fruit produce, as well as identifying risks in the process of product selection and sales.
- The management staff at the ward and district levels and the Department of Industry and Trade now have a fuller understanding of street vending and the importance of leadership in enabling street vendors to operate in residential areas. This would help not only to maintain or create a livelihood for street vendors, but also provide their families and children with a more stable life. Moreover, consumers would have easy access to food sources. We were pleased to hear that the leader of the Department of Industry and Trade, under the Hanoi's People Committee, had a very comprehensive and objective vision of street vending, and proposed urgent action within the second quarter of 2013. This includes conducting a review in each district to see which wards in the whole city could facilitate street vending. However, the results of the review are outside the scope of this study.

## 7. Conclusions and recommendations

### 7.1 Conclusions

The main results of our study on fruit and vegetable street vending are as follows:

- The number of fruit and vegetable street vendors in Hanoi increased between 2004 and 2009, but there was a decline in numbers, following the new legislation. At present, the number of fruit and vegetable street vendors is estimated at 12,000 people, comprised of 7,000 vegetable sellers and 5,000 fruit sellers. Over 60 per cent are from Hanoi and the rest come in from neighboring provinces such as Hung Yen, Bac Ninh, Vinh Phuc and some from the more distant provinces of Thanh Hoa and Quang Ninh.
- The average daily produce volume sold per day by these vendors was estimated at 255–338 tonnes of vegetables and 236–303 tonnes of fruit. These sales represent an important source of income which helps vendors to maintain their family life and cover the educational expenses of their children. Also, by providing fresh fruit and vegetables on this scale, street vendors clearly contribute to meeting the needs of many classes of people in the city.
- Successful models of street vendor integration demonstrate how favorable conditions can be created for vendors which also improve the everyday lives of consumers and local residents. These models could be replicated in other wards in Dong Da and other districts, providing new selling points for street vendors.
- The present operation of street vendors is perceived as dangerous for traffic by city security officials and results in heavy fines.
- Providing new selling points for street vendors is a difficult, sensitive issue, and the key to success is involving the leadership of all residential groups or communities and wards. Having a consensus among district and city authorities will facilitate this.

### 7.2 Recommendations

We propose some solutions to support street vendors both to earn a livelihood and be fully integrated into the city environment, to the benefit of consumers, city residents, and local authorities. These solutions are based on our study

of recent street vendor legislation; an estimate of the large volume of produce they sell daily; and on the outcome of meetings with local authorities and relevant partners. We propose that:

- The city continues to implement Decision No. 46 (see Annex 1) promulgating regulations on the management of street vendors in Hanoi.
- Some public control of street vendors, especially fruit and vegetable vendors, is required, to help limit social and urban problems.
- National and foreign organisations must assist street vendors in working more efficiently.
- More specifically, the following actions were agreed upon during stakeholder meetings:
  - The city, and particularly the Department of Industry and Trade, should allow districts and wards, together with the relevant departments named in Decision No. 46 (see Annex 1), to review each area, to consider facilitating the setting up of temporary markets for street vending.
  - In the residential groups or communities and wards, street vendors should be encouraged to register and comply with all regulations. If a market area is under more than one residential group or community, designate the group that will be responsible for street vendors' operations. Assign a street vendor representative in each selling area.
  - Regular or informal meetings should be called, with the participation of street vendors and heads of residential groups or wards, to resolve traffic, environmental and social issues and to maintain good order.
  - Improve leaders' awareness of the importance of street vending through training courses organised in each ward, to encourage better implementation and management throughout the city. This should include people from wards which have good street vendor integration coming to share their experience.
  - Make proposals to the city or call for assistance from national and international organisations, especially those in developed countries, to support street vendor management, share experiences and provide training to improve awareness of food hygiene and safety, traffic safety and environmental sanitation.

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## Annexes

# Annex 1: HANOI PEOPLE'S COMMITTEE Decision No. 46/2009/QD-UBND dated January 15, 2009 on regulations respecting management of street vending activities in Hanoi City

*Translation from the original in Vietnamese*

**HANOI  
PEOPLE'S COMMITTEE**

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No. 46/2009/QD-UBND

**SOCIALIST REPUBLIC OF VIETNAM  
Independence – Freedom – Happiness**

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*Hanoi, January 15, 2009*

### **DECISION**

TO PROMULGATE REGULATIONS ON MANAGEMENT OF STREET VENDING ACTIVITIES IN HANOI CITY

### **THE CITY PEOPLE'S COMMITTEE**

*Pursuant to the Law on Organization of People's Councils and People's Committees of November 26, 2003;*

*Pursuant to the Law on Promulgation of legal documents of the People's Council, People's Committee in 2004;*

*Pursuant to the Commercial Law of June 14, 2005;*

*Pursuant to Resolution No. 15/2008/QH12 dated May 29, 2008 of the XIIth National Assembly on adjusting the administrative boundaries of Hanoi and some neighboring provinces;*

*Pursuant to Governmental Decree No. 13/2008/NĐ-CP dated February 4, 2008 on regulation respecting organizing the specialized agencies of Provincial People's Committees and of cities under the central government;*

*Pursuant to Governmental Decree No. 39/2007/ND-CP dated March 16, 2007 on unregistered individuals independently and regularly engaged in street vending;*

*Considering the proposal of the director of the Hanoi Department of Industry and Trade in Report No. 1704/TTr-SCT dated December 29, 2008 on the decision to promulgate "Regulations on management of street vending activities in Hanoi city"*

## DECIDES

**Article 1.** To promulgate with this Decision the “Regulations on the management of street vending activities in Hanoi city”.

**Article 2.** This Decision takes effect 10 days after signing. This Decision replaces Decision 02/2008/QĐ-UBND dated 01/09/2008 by the City People’s Committee promulgating “Regulations on the management of street vending activities in Hanoi city”.

**Article 3.** The chief of the City People’s Committee, directors of departments and boards, sectors; the chairman of the Ha Dong City, Son Tay and urban and rural district; ward, commune, town people’s committees; organizations and relevant individuals have responsibility for implementation of this Decision.

**ON BEHALF OF PEOPLE’S COMMITTEE  
FOR CHAIRMAN  
VICE CHAIRMAN  
Nguyen Huy Tuong**

*Translation from the original in Vietnamese*

## REGULATIONS

### ON MANAGEMENT OF STREET VENDING ACTIVITIES IN HANOI CITY

(Promulgated with attached Decision No. 46/2009/QĐ-UBND dated January 15, 2009 of the Hanoi People’s Committee on management of street vending in Hanoi city)

## Chapter I

### GENERAL REGULATIONS

#### Article 1. Object and scope

1. Object: applies to individuals selling independently and regularly without a selling location in Hanoi (hereinafter referred to as street vendors).
2. Scope: applies to street vending activities and the responsibility of the government agencies in Hanoi to manage street vending activities in some areas of Hanoi as regulated by the Hanoi People’s Committee (appendix attached).

#### Article 2. Definitions

1. *Street vendors* are unregistered individuals that sell independently and regularly without a sales location, not referred to as “merchants/dealers” under the Commercial Law.
2. *Street vending activities* (mobile vending) refers to selling activities without a fixed location, including books, newspapers and magazines, cultural products that are authorized for sale according to legal regulations governing street vending.

## Chapter II

### SCOPE OF OPERATION OF STREET VENDORS

#### Article 3. Scope of goods and services handled by street vendors

Street vendors are allowed to sell goods or services, except for the following goods and services:

- a) Goods and services on the list of goods and services that are prohibited or restricted under the conditions of Appendices I, II, III, promulgated with Governmental Decree No. 59/2006/ND-CP dated June 12, 2006;
- b) Smuggled, fake goods, goods of uncertain origin, goods past the use-by date, goods that are not compliant with government regulations on food hygiene and safety; low quality or shoddy goods, tainted products, diseased animals and plants.

#### Article 4. Scope and selling area of vendors

Selling is prohibited in the follow areas:

1. Areas connected with classified historical or cultural sites and other scenic landscaped sites;
2. Premises of government or city of Hanoi agencies, diplomatic agencies, international organizations;

3. Areas around ammunition or explosive materials storage facilities, factories manufacturing ammunition and explosives, the Vietnam Army barracks in Hanoi;
4. Areas surrounding the airport, train station, ports, bus stations, ferry services and on vehicles used for transport;
5. Areas surrounding schools, hospitals, religious institutions;
6. Rest areas for vehicles used for transport, either road or waterway;
7. National highways, roadsides, urban sidewalks, roads and streets in rural districts or in apartment building areas reserved for vehicular traffic only;
8. Public toilets, garbage dumps, manufacturing places with dusty or toxic infectious waste, places where water or other contaminants stagnate.

**Article 5. Responsibilities and obligations of street vendors while selling**

1. Street vendors are responsible for the implementation of the following regulations:
  - a) Regulations on proper decorum, hygiene, disease prevention and environment, fire safety, disaster and traffic accident prevention;
  - b) Means of transportation, equipment, selling materials and goods must be kept tidy and orderly; appropriate waste containers must be provided;
  - c) In the case of selling food or a food and beverage service, the street vendor must meet the required conditions regarding food hygiene and safety for such goods and services;
  - d) Report to the commune, ward or town people's committee where one's temporary residence is located, as instructed by the local government agency.
2. Street vendors are strictly prohibited from performing the following actions:
  - a) Sell in such a way as to cause disturbance and adversely affect the environment, health, safety and general welfare of the community;
  - b) Grabbing, insisting, disturbing, causing inconvenience to customers, using foul language or gestures, being rude to customers, taking advantage of street vending activities to beg;
  - c) Forming large groups or using loudspeakers, gongs, drums, whistles, horns or other volume enhancing equipment to promote or advertise for their mobile business without authorization from the competent agency;
  - d) Call out or use sound equipment to call out that causes noise in public places and disturbs the general quietness from 10 p.m. to 5 a.m. the following day.
  - e) Printing, drawing or writing on walls; putting up or hanging a flag, banner, poster, signboard or billboard not compliant with legal regulations or inconsistent with fine traditions and customs and adversely affecting city esthetics;
  - f) Use of means of transportation, equipment and tools for street vending activities that are mechanically substandard, unsafe and adversely affect the overall landscape;
  - g) Inaccurate weighing, measuring or counting and false or misleading information about the quality of the goods and services offered;
  - h) Leaving a mess; discarding litter indiscriminately or abandoning means of transportation, vending equipment, wrapping, bags, garbage and other items on the street, in a waterway, drain or in any area causing environmental pollution, obstruction to traffic or other inconvenience to the community;
  - i) Cooking, sleeping, camping out on a sidewalk or street used by people and vehicles, tunnels, bridges, overpasses, walkways, stairwells in apartment buildings; bus stations; public cultural activity, entertainment or leisure areas, thus adversely affecting city esthetics and social order and public safety throughout Hanoi.
3. It is strictly prohibited for street vendors to illegally appropriate, take it upon themselves to build or install facilities, equipment or implements to perform street vending activities in any place on streets, roads and public places; entrances or emergency exits in any way that obstructs traffic, causes inconvenience to the community and adversely affecting overall esthetics.
4. Street vendors are only allowed to sell on the areas, thoroughfares, sidewalks that the city or urban or rural district people's committee allows for temporary use under their jurisdiction.
5. Street vendors must move away goods, vehicles, equipment and implements at the request of competent state agencies to avoid obstruction or congestion in cases of emergency or for reasons of security or affecting other social activities in accordance with legal regulations.

## Chapter III

### RESPONSIBILITIES OF COMPETENT AGENCIES REGARDING STREET VENDING

#### Article 6. Responsibilities of city departments, branches, sectors

1. Department of Industry and Trade:
 

Assume primary responsibility for and coordination with the relevant departments, sectors; Ha Dong, Son Tay, urban and rural districts people's committees to raise awareness of, disseminate and supervise implementation of this regulation; submit a periodic overview of the results to the City People's Committee; research and propose policies and measures for the management of street vending activities in the city.
2. Department of Transportation:
  - a) Assume primary responsibility for and coordination with City, Ha Dong, Son Tay public security; urban and rural district people's committees to plan and authorize street vendors to temporarily use areas, streets, sidewalks or alleyways in the area to carry out selling activities but without affecting traffic and safety and submit to the City People's Committee for approval;
  - b) Coordinate with the Ha Dong and Son Tay People's Committees and the urban and rural district people's committees to install regulatory signs showing times allowed for street vending and signs prohibiting street vendors to sell in neighborhoods, on streets or locations in accordance with Article 4 of these regulations;
  - c) Direct the branch forces to clear out unlawful selling locations that are causing environmental pollution, encroaching on sidewalks, thoroughfares, public places and handle violations of the law on a jurisdictional basis.
3. Public security:
  - a) Coordinate with Department of Transport and Public Works, Ha Dong and Son Tay People's Committees and urban and rural district people's committees to consider areas where street vending can be temporarily authorized.
  - b) Direct public order police force, traffic police officers and other sector forces in cooperation with the Ha Dong and Son Tay People's Committee and the urban and rural district people's committees to handle violations of this regulation in a timely manner.
4. Department of Culture, Sports and Tourism:
  - a) Use the media to raise awareness of and disseminate the contents of these regulations;
  - b) Coordinate with the Ha Dong and Son Tay People's Committees and the urban and rural district people's committees to implement the sector regulations regarding street vending activities; direct the appropriate departmental forces to handle violations of this regulation in a timely manner.
5. Department of Health:
 

Direct departmental forces in coordination with the Ha Dong City and Son Tay People's Committee and urban and rural district people's committee to guide, supervise and inspect food safety and hygiene and departmental regulations regarding street vending activities and handle violations of these regulations in a timely manner.
6. Department of Labor, War Invalids and Social Affairs:
  - a) Coordinate with the Ha Dong and Son Tay People's Committee and urban and rural district PCs to focus on vagrants and persons who pose as street vendors to engage in begging;
  - b) Provide intake and foster care of vagrants and return them to their families according to local regulations.
7. Instruction for the Hanoi Women's Union, Fatherland Front and Hanoi Youth League:
 

Coordinate with the Ha Dong and Son Tay People's Committees and urban and rural district people's committees to raise awareness and mobilize street vendors to implement the regulation of this decision.

#### Article 7. Responsibility of Ha Dong and Son Tay People's Committees and urban and rural district people's committees

1. Make plans of neighborhoods, streets, sidewalks and alleyways to allow temporary use as selling locations but not allowing obstruction of vehicular and pedestrian traffic; coordinate with Department of Transportation, City Public Security and submit to the City People's Committee for approval the locations managed by the City; approve sites that have been delegated to the management of Ha Dong, Son Tay and urban and rural districts.
2. Direct, guide, supervise and inspect commune, ward and town people's committees in the implementation of the regulations on the management of street vendor activities in the area.

3. Establish plans, assign responsibilities, delegate management of street vending activities in the area.
4. Direct departments, divisions under the Ha Dong and Son Tay People's Committees and urban and rural district people's committees to perform management functions within their jurisdiction.
5. In a timely manner, propose solutions on organizing selling activities and appropriate forms of management, ensuring the normal operation of the areas, streets, prohibited locations or allow street vendors to operate.
6. Inspect and handle violations of the law by street vendors according to jurisdiction.
7. Periodically or without announcement, report the aggregate results as requested by the departments, branches and sectors regarding the organization, management and operation of street vendors in the area; make recommendations related to problems encountered in managing issues within the scope of these regulations.

**Article 8. Responsibility of ward, commune and town people's committees**

1. Keep records books of monitoring street vendors in areas under their management (including street vendors residing in the area and street vendors from elsewhere that regularly come to the managed area to sell) and the status of performance and compliance with regulations of the persons involved.
2. Raise awareness of and disseminate the guidelines, policies and legal regulations related to management of street vendors to those carrying out the activity, those managing it and all residents of the area.
3. Coordinate closely with the competent management agencies, organizations and individuals responsible for management of street vendors in the area.
4. Implement, plan and assign responsibility for managing specific selling activities of street vendors in the area as directed and delegated by the relevant departments under the City People's Committee and the Ha Dong and Son Tay People's Committees and the urban and rural district people's committees.
5. Publicly and conspicuously announce those areas, streets and locations that are prohibited or authorized for street vendors to sell through means such as the ward, town or commune public address system and displaying the regulations on street vending management in public places for street vendors to become familiar with and comply with them.
6. Implement appropriate solutions for selling activities and forms of management, ensuring the normal operation of the various areas and streets on which selling activities have been approved at the competent level, ensure that street vendors comply with the regulations on the scope of activities in these regulations; ensure security and safety for the lawful operation of street vendors in the area under management.
7. Investigate and handle violations of the law by street vendors according to jurisdiction.
8. Periodically or unannounced, make an aggregate report as requested by a higher-ranking management agency in terms of the organization, management and operation of street vendors in the city and point out related issues regarding the management of street vending activities.

**Chapter IV**

**HANDLING VIOLATIONS AND PROVISIONS FOR IMPLEMENTING THE REGULATIONS**

**Article 9. Handling violations of street vendors**

Depending on the nature and extent of the violation, the street vendor violating the regulations under this decision shall be dealt with for an administrative violation or as prescribed in the ordinance on handling administrative violations or investigating penal liability; if damage was caused, compensation shall be made as prescribed by law.

**Article 10. Reward and discipline**

Organizations and individuals that have had good results in the implementation of this regulation shall be considered for a statutory award. Management staff and civil servants on duty in the event of violation shall be handled in accordance with the Ordinance on Civil Servants.

**Article 11. Amendments and additions to the regulations**

In the course of implementation, if any difficulties arise, the Department of Industry and Trade is responsible for reaching a consensus with the departments and sectors concerned, the Ha Dong and Son Tay People's Committees and the urban and rural district PCs regarding the amendments, additions or deletions to be made, for submission to the City PC for consideration and decision.

**APPENDIX**

## LIST OF 63 STREETS ON WHICH STREET VENDING IS NOT AUTHORIZED

(Issued with Decision No. 46/2009/QĐ-UBND dated January 15, 2009 of the Hanoi PC)

No.	Name of street	Note
<b>I. HOAN KIEM DISTRICT: 16 STREETS</b>		
1	Đình Tiên Hoàng	
2	Lê Lai	
3	Lê Thạch	
4	Lê Thái Tổ	
5	Bà Triệu	Applies to the whole length of the street in Hoan Kiem and Hai Ba Trung districts
6	Tràng Tiền	
7	Hàng Khay	
8	Tràng Thi	
9	Hàng Lược	
10	Chả Cá	
11	Hàng Cân	
12	Lương Văn Can	
13	Hàng Bông	
14	Hàng Gai	
15	Hàng Bài	
16	Nhà Chung	
<b>II. BA ĐÌNH DISTRICT: 26 STREETS</b>		
17	Kim Mã	
18	Nguyễn Thái Học	
19	Chu Văn An	
20	Độc Lập	
21	Hùng Vương	
22	Phan Đình Phùng	
23	Nguyễn Tri Phương	
24	Điện Biên Phủ	
25	Lê Hồng Phong	
26	Trần Phú	
27	Chùa Một Cột	
28	Ông Ích Khiêm	
29	Bà Huyện Thanh Quan	
30	Lê Trực	
31	Sơn Tây	
32	Thanh Niên	
33	Hoàng Diệu	

34	Hoàng Văn Thụ	
35	Bắc Sơn	
36	Mai Xuân Thường	
37	Nguyễn Chí Thanh	
38	Vạn Phúc	
39	Liễu Giai	
40	Văn Cao	
41	Phan Huy Ích	
42	Vạn Bảo	
<b>III. ĐÔNG DÀ DISTRICT: 12 STREETS</b>		
43	Cát Linh	
44	Tôn Đức Thắng	
45	Nguyễn Lương Bằng	
46	Tây Sơn	
47	Trường Chinh	
48	Tôn Thất Tùng	
49	Phạm Ngọc Thạch	
50	Đào Duy Anh	
51	Chùa Bộc	
52	Thái Hà	
53	Khâm Thiên	
54	Đê La Thành	
<b>IV. HAI BÀ TRƯNG DISTRICT: 3 STREETS</b>		
55	Bạch Mai	
56	Phố Huế	Applies to full length of the street in Hai Ba Trung and Hoan Kiem districts
57	Trương Định	
<b>V. CẦU GIẤY: 3 STREETS</b>		
58	Xuân Thủy	
59	Cầu Giấy	
60	Trần Duy Hưng	
<b>VI. THANH XUÂN DISTRICT: 2 STREETS</b>		
61	Nguyễn Huy Tưởng	
62	Khuông Trung	
<b>VII. HÀ ĐÔNG: 1 STREET</b>		
63	Đường Phùng Khoang đi Ba La	Part of Highway 6 running through Ha Dong (Km 9+200-Km 14+00).

## Annex 2: Plan 140 of the Hanoi People's Committee for the flow and distribution of safe vegetables in downtown Hanoi

*Translation from the original in Vietnamese*

**HANOI**  
**PEOPLE'S COMMITTEE**  
 -----  
**No: 140/KH-UBND**  
**SOCIALIST REPUBLIC OF VIET NAM**  
**Independence – Freedom - Happiness**  
 -----

*Hanoi, November 2, 2012*

### **PLAN FOR THE FLOW AND DISTRIBUTION OF SAFE VEGETABLES IN DOWNTOWN HANOI**

Currently Hanoi's population is more than 7 million people; the demand for vegetables is very large, about 2,600 tonnes/day or 950,000 tonnes/year. In Hanoi, there are now 12,041 hectares under vegetable cultivation with a production of nearly 600,000 tonnes/year that meets about 60% of the green vegetable demand of the people in the capital city (in which safe vegetables still only meet 25–30% of the total demand), the remaining 40% of vegetables are from the other locations (Vinh Phuc, Hung Yen, Bac Ninh, Hai Duong, Lao Cai ...) and from the south.

Vegetable quality control is becoming an essential and urgent problem for residents of the capital. Compliance with safe vegetable production protocols and quality control of the vegetables flowing into Hanoi's markets from production sites neighboring Hanoi have not been strictly ensured, so vegetable quality is not guaranteed, especially with regard to chemical residues with adverse health effects, and consumer confidence is undermined. On the other hand, the safe vegetables sales network is not meeting the needs of the people yet, especially the city center.

To gradually overcome shortcomings and limitations and thus contribute to the production and sale of safe vegetables to serve the citizens of Hanoi, firstly the core area of the city, the Hanoi People's Committee has issued a plan for the flow and sale of types of safe vegetables and fruits into the inner city area as follows:

#### **I. Purpose and requirements**

##### **1. Purpose**

- Contribute to better meeting the consumption demand of people in inner-city Hanoi, including the districts of Ba Dinh, Hoan Kiem, Dong Da and Hai Ba Trung for safe vegetable supply, ensure food hygiene and safety, in the perspective of expansion to the other city districts, eventually for the entire city, to promote the production and sale of safe vegetables for the city.
- Create a precedent for the close connection between vegetable producers and traders/collectors to ensure traceability of the source, the quality of vegetable produce and moving into the establishment of a safe vegetables and food trading chain.
- Strengthen coordination between competent agencies and the people's committees of urban and rural districts in improving

State management efficiency to ensure food hygiene and safety in safe vegetable production, processing, trading and consumption.

## 2. Requirements

- Ensure a regular supply of safe vegetables with traceability of source, assurance of quality and food safety, stable prices at safe vegetable selling points in the four inner-city urban districts. Maintain safe vegetable selling points and open new selling points, either fixed or mobile.
- Increase awareness-raising as to safe vegetable production, processing, transporting and trading to meet consumer needs of city dwellers.

## II. Contents

### 1. Organize safe vegetable selling points in the districts:

#### 1.1. For businesses currently operating safe vegetable selling and distribution locations:

- Request the businesses to arrange to increase safe vegetable counters and selling space. Particularly, Hanoi Trade Corporation (*Tổng công ty Thương Mại Hà Nội*) must increase counters and space to ensure an increase of at least 50% in counters and space from current levels.

Currently, the city has 122 safe vegetable selling points, which are concentrated in inner-city districts such as: Ba Dinh (10 points), Hoan Kiem (15 points), Dong Da (14 points), Hai Ba Trung (11 points). The total number of safe vegetable selling points in the four districts accounts for 46% (50 points) citywide. The main vegetable selling points are in supermarkets, wet markets and street shops, but most of these points have small quantities of vegetables, offer little choice and find it difficult to sell.

#### 1.2. Continue to invest in new supermarkets and shops:

- Reinvest in supermarkets and shops in the four urban districts of Hanoi, make plans for an average of 10 supermarkets and stores for each district.
- On the basis of the investment project, Hanoi People's Committee will give maximum support according to regulations of the State to facilitate implement by enterprises.

#### 1.3. Develop safe vegetable distribution points in residential and apartment block areas and entities that do mobile selling or sell goods on the Hanoi safe vegetable and food market.

- The number of safe vegetable distribution points expected in the four inner-city districts of Hanoi is as follows:
  - + Mobile sales: 15 points per district in 2012 and another 10 points per district in 2013. (Currently there are 40 points in the area occupied by the districts);
  - + Sales through the Hanoi safe vegetables and food market in residential and apartment block areas and through agencies: 15 points per district in 2012 and another 40 in the four districts in 2013.
- For other districts, depending on the ability of the distributors and ability to set up locations locally to develop safe vegetable selling points.

**\* City People's Committee will establish specific policies to support the development of supermarkets, shops and selling points for safe vegetables.**

**\* Safe vegetable selling points and vehicles for safe vegetable transport must bear a sign to identify safe vegetables in the form approved by the City People's Committee.**

### 2. Network of safe vegetable producers and traders:

The districts implementing safe vegetable production areas include Thanh Tri, Gia Lam, Dong Anh, Me Linh, Chuong My, Hoai Duc, Phuc Tho, Thuong Tin. They are providing information about safe vegetables production sites, taking the lead in networking the safe vegetable producers with safe vegetable dealers.

### 3. Organize transport for safe vegetables:

- Safe vegetables being hauled from vegetable production areas to selling points in the districts must have labels or tags to identify the origin of the safe vegetables and pre-processors, approved by competent authorities of the city.
- Transportation must be by vehicles permitted to operate 24 hours a day to the selling points in the inner-city districts, identified by signage in accordance with city regulations.

#### 4. Awareness raising:

- Raise awareness about safe vegetable production and trading in the following forms:
- Awareness-raising campaign through the print media and through the government and city television stations.
- Awareness-raising campaign over the district public address systems where safe vegetables are produced and traded.
- Awareness-raising directly at safe vegetable points of sale.

#### 5. Starting time:

Starting on 15/11/2012, businesses will arrange to sell safe vegetables at the selected locations. The selling time will depend on each post, location and method of selling. Selling all day is possible if the location is a fixed stand or stall or early in the morning and late afternoon in the case of mobile selling.

### III. Organization

#### 1. The Department of Industry and Trade implements the following tasks:

- **Lead and coordinate with relevant agencies to convey the plan to safe vegetable producers and dealers.**
- **Lead in cooperation with the Department of Finance to propose a budget for overall support of safe vegetable selling points, cost of signs to identify safe vegetables, cost of awareness-raising campaign approved by City People's Committee.**
- **Design signs for selling points and for transport vehicles for approval by City People's Committee.**
- **Direct enterprises to purchase safe vegetables in rural district locations that have registered to supply vegetables, in registered urban district points; inspect and promote implementation of the plan.**
- **Permanent office reports on the overall results of the plan's implementation.**

#### 2. Department of Agriculture and Rural Development:

- Work with dealers, cooperatives and individual households producing safe vegetables with the potential and need to participate directly in the flow and sale of safe vegetables on locations approved by the City under the scheme.
- Direct units in charge of control and supervision of traceability, quality, control of microorganisms and chemical residues in safe vegetable production and selling.
- Actively coordinate with the competent agencies to strengthen inspection, testing and audits in the safe vegetable production area and in stores selling vegetables to ensure food safety.
- Design, print, manage, distribute label and stamps to identify the source and origin of the safe vegetable produce from vegetable producers; the pre-processing stage is designed to help consumers easily identify the produce, be informed and choose.

#### 3. Department of Information and Communication:

- Develop an awareness-raising plan and coordinate with news agencies on the selling of safe vegetables in the four inner-city districts, provide content for the awareness-raising campaign to the urban and rural districts, communes and wards where safe vegetables are produced or traded for the people to be informed and make choices in the matter of safe vegetable use.

#### 4. City police, Department of Transportation:

- City police in coordination with the Department of Transportation authorize trucks hauling safe vegetables to access the city 24 hours a day for enterprises involved in trading.
- Direct competent officers to clear out selling points improperly encroaching on streets, causing unsanitary conditions on the sidewalk, operated in a way inconsistent with the safety of the city center area.

#### 5. District People's Committees

##### 5.1 Ba Dinh, Hoan Kiem, Dong Da, Hai Ba Trung District People's Committees

- Select, survey for registration, convenient and eligible locations to be opened as safe vegetable selling points, work with units directly managing locations to address the legal formalities of authorizing enterprises to engage in safe vegetable trading.
- Regularly organize awareness-raising activities on the program over the ward public address systems; through meetings of residential groups, the women's union, the elderly association, veterans' organizations to encourage individuals and organizations in the districts to be supportive and involved in buying safe vegetables at the selling points.

- Ensure security and order, sanitation of safe vegetable selling locations under in their management areas. Handle violations according to their jurisdiction.

### **5.2. Gia Lam, Dong Anh, Me Linh Thanh Tri, Chuong My, Hoai Duc, Phuc Tho, Thuong Tin District People's Committees.**

- Register safe vegetable production and pre-processing locations. Take the lead in coordinating with enterprises dealing in safe vegetables, initiate signing of contract for safe vegetable distribution between safe vegetable producers and enterprises.
- Organize awareness-raising activities on implementation of the regulations on safe vegetable production and the city's safe vegetable distribution policy.
- Coordinate with the Department of Agriculture and Rural Development for safe vegetable quality management in areas subject to management. Handle violations according to jurisdiction.

For the efficient implementation of the plan, from 13/11/2012, it is requested that the urban and rural district and commune people's committees that have areas where safe vegetables are sold broadcast over the local public address system so that the local people are informed about such produce, can choose and purchase it.

### **6. Enterprises selling safe vegetables:**

The City People's Committee assigns the Hanoi Trade Corporation, enterprises currently implementing the city's price stabilization program such as: Intimex Vietnam Company, Nhat Nam JSC, An Viet Trading and Production JSC, Hanoi Safe Vegetable and Food Exchange Market (under the Vietnam Green Produce Import-Export Joint Stock Company) as the main units supplying Hanoi with safe vegetable produce.

Mobilize a number of enterprises and cooperatives currently trading in safe vegetables, cooperatives to be involved, if needed.

The safe vegetable dealers are responsible for:

- Actively coordinating with the rural district people's committees for safe vegetable collection.
- Actively coordinating with the urban districts to be notified of eligible locations for safe vegetable sales to deploy selling safe vegetables with the prices approved by Department of Finance of the registered urban districts.
- Have safe vegetable signs displayed in a form approved by the city at selling points and on vehicles transporting safe vegetables.
- Process applications for licenses to be issued to vehicles transporting safe vegetables into the center city during rush hour, as approved by the city.
- Submit monthly and quarterly progress reports to the Department of Industry and Trade for compilation and forwarding to the City People's Committee.

To implement the plan efficiently, the City People's Committee as a matter of urgency requests the Department of Industry and Trade to find locations and develop investment projects for centers for the flow and sale of safe vegetables into Hanoi's inner city. Departments, branches and sectors, urban and rural district People's Committees, enterprises, cooperatives are to collaborate closely in the implementation. In the course of timely implementation, any difficulties or problems encountered are to be reported and solutions proposed for effective implementation.

#### **Recipients**

- Thường trực Thành ủy HN;
- Thường trực UBND TP HN;
- Đ/c Nguyễn Thế Thảo - CT UBND TP (đề b/c);
- Các đ/c PCT UBND TP (đề b/c);
- VP Thành ủy HN; VP UBND TP (đề b/c);
- Vụ KHCN-Bộ Công Thương;
- Các Sở: CT, NN&PTNT, TTTT, CATP (đề t/h);
- UBND các quận, huyện (như trên) (đề t/h);
- TCT TM HN (đề t/h);
- Đài PTTH HN, báo HN mới, KTĐT
- Lưu VT, QLTM.

#### **ON BEHALF OF PEOPLE'S COMMITTEE**

**FOR CHAIRMAN  
VICE CHAIRMAN**

**Nguyen Van Suu**

## Annex 3: Article on Phuong Mai Ward, Dong Da, Hanoi

Phuong Mai ward, Dong Da district:

Informal market pollutes residential area

Friday, 08:27 15/02/2013

**(HNM) – The people of residential groups 74, 77, 78 in Phuong Mai (Dong Da) have called The New Hanoi newspaper’s hotline repeatedly to express their dismay about unsanitary conditions, the blight on the urban landscape and traffic congestion ... because the informal market is overflowing at Alley 74, Truong Chinh Street.**

This market came into being decades ago. Initially, a number of households in the area took advantage of the walls of the Veterinary Compound, Veterinary Clinic - National Veterinary Institute (right at the head of alley 74) to open stalls, spilling out into the street. In 2010–2011, the Ward People’s Committee planned to make the informal market into a temporary veterinary market.

Accordingly, there are a few dozen households that trade permanently, stretching canvas across the alley along its length for about 300–400m. Recently, the number of people from other parts that have moved in to sell is growing daily, not only for vegetables, fruit, pork, chicken ... that were slaughtered, but also many types of seafood and live poultry. They bring buckets or pots or spread canvas out to the curb. There is a foul smell, not to mention garbage and sewage flowing out onto the road and around the sewer ditch, making the environment here even more polluted.

Mr. Tran Xuan Anh, head of residential group 74, said: “Although there are indeed people in charge of the market and responsible for investigating and promoting security and order, it is very inconsistent. Whenever those officers leave, everything returns to normal!” Every time a car goes through the alley, nearly all other means of transportation are forced to stop and wait, and this type of congestion occurs over and over again...”

An appeal is made to the specialized agencies and authorities of Phuong Mai ward to strengthen their supervisory staff and hold meetings soon to clear the market out of the residential area to keep the road open, let summer in and enable the people in the area to enjoy a wholesome environment.

**Trịnh Tuấn**

<http://hanoimoi.com.vn/Tin-tuc/Ban-doc/575433/cho-coc-gay-o-nhiem-khu-dan-cu>



*Livestock and poultry meat in abundance just outside the Veterinary Clinic.*



## Inclusive urban development? Making space for street vending in Hanoi, Vietnam



In Hanoi, Vietnam, street vendors selling fresh fruit and vegetables are a familiar and long-established characteristic of the city. They are an integral part of the city's fruit and vegetable distribution network, supplying a significant proportion of all vegetables consumed in Hanoi. They also tend to be the main earners in their own households, maintaining a living for thousands of families. However, informal street trading has become increasingly difficult for city officials to manage, with vendors perceived as causing obstructions to traffic and a threat to environmental hygiene. Legislation introduced recently to address these problems has caused a decrease in street vendor numbers, and traders face the daily threat of arrest, fines and confiscation of their property. Without legitimate places to trade, many keep on the move and risk being hurt or killed in traffic.

As well as reporting on the vital role played by Hanoi's street vendors through a census and in-depth interviews, this paper documents a model of street trading which successfully integrates the vendors into the city environment, benefiting traders, customers and local residents alike. Through meetings with stakeholders, including staff from the Department of Trade and Industry, the authors recommend practical steps that could replicate this success across every ward in Hanoi.

The International Institute for Environment and Development (IIED) is a policy and action research organisation working to promote sustainable development – development that improves livelihoods in ways that protect the environments on which these are built. Based in London and working on five continents, we specialise in linking local priorities to global challenges. In Africa, Asia, Latin America, the Middle East, and the Pacific, we work with some of the world's most vulnerable people to ensure they have a say in the decision-making arenas that most directly affect them – from village councils to international conventions.

This paper was produced by IIED's Sustainable Markets Group. The Sustainable Markets Group drives IIED's efforts to ensure that markets contribute to positive social, environmental and economic outcomes. The group brings together IIED's work on market governance, business models, market failure, consumption, investment, and the economics of climate change.

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80-86 Gray's Inn Road, London WC1X 8NH, UK

Tel: +44 (0)20 3463 7399

Fax: +44 (0)20 3514 9055

email: [info@iied.org](mailto:info@iied.org)

[www.iied.org](http://www.iied.org)