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BILL**

*to provide for the regulation of street vending and the  
protection of street vendors' livelihood*

**WHEREAS** it is expedient to provide for the regulation of street vending at public spaces in the cities, for the protection of street vendors' livelihood, in consonance with the fundamental right of freedom of trade as envisaged in Article 18 of the Constitution of the Islamic Republic of Pakistan and for matters connected therewith and ancillary thereto;

It is hereby enacted by the Provincial Assembly of Khyber Pakhtunkhwa as follows:

**CHAPTER-I  
PRELIMINARY**

**1. Short title, extent and commencement.**---(1) This Act may be called the Khyber Pakhtunkhwa Ehsaas Rehriiban (Street Vendors) Livelihood Protection Act, 2026.

- (2) It extends to the whole of the Province of Khyber Pakhtunkhwa.
- (3) It shall come into force at once.

**2. Definitions.**---(1) In this Act, until and unless the context otherwise requires,-

- (a) **“adolescent”** means a person who has attained fourteenth but has not completed his eighteenth year of age;
- (b) **“Chairperson”** means the Chairperson of the Provincial Steering Committee;
- (c) **“child”** means a person who has not attained his fourteenth year of age;
- (d) **“city area”** means a spatially contiguous area, as designated under section 7 of this Act;
- (e) **“Department”** means the Local Government, Elections and Rural Development Department;
- (f) **“District Administration”** means the Deputy Commissioner, Additional Deputy Commissioner, Assistant Commissioner or Additional Assistant Commissioner of the District concerned;
- (g) **“encroachment”** means the unlawful occupation or use of public land, including but not limited to streets, sidewalks, or open spaces, by street vendors, who have not been officially


authorized to operate in a designated vending zone, or where vending is prohibited by the relevant authorities under the Khyber Pakhtunkhwa Public Property (Removal of Encroachment) Act, 1977 (Khyber Pakhtunkhwa Act No. V of 1977);

- (h) **“Government”** means the Government of Khyber Pakhtunkhwa;
- (i) **“holding capacity”** means the maximum number of street vendors, which can be reasonably accommodated in a city area, as determined by the local administration, considering objective factors, such as available space, pedestrian flow, infrastructure and public safety, with a minimum benchmark of two percent of the population in that area, but adjustable based on vendor type, space requirements, and local demand to maintain a sustainable and organized environment without obstructing public access;
- (j) **“local administration”** for the purpose of this Act, means and includes the Tehsil Municipal Administration, or a government organization, which regulates land use and municipalities in the Province, such as Metropolitan Government or Developmental Authorities established under relevant laws, rules, regulations, notifications etc., for the time being in force;
- (k) **“local governments”** mean the local governments, established under the Khyber Pakhtunkhwa Local Government Act, 2013 (Khyber Pakhtunkhwa Act No. XXVIII of 2013);
- (l) **“mobile street vendors”** mean street vendors, who vend goods and services in city area(s), by moving from one place to another; provided that the specific routes, limits and permissible vending spaces for mobile vendors shall be notified by the Tehsil Vending Committee from time to time;
- (m) **“natural market”** means a public space or market area, where street vending has been occurring continuously for over seven years and is recognized by the local administration as an established location for street vending activities and includes locations that have evolved organically into regular market spaces due to consistent vendor presence and community demand;
- (n) **“periodic markets”** means temporary or seasonal markets, established on a regular basis, such as weekly, bi-weekly or monthly, within the vending zones, for specific categories of goods i.e., fresh produce, handicrafts, etc., which are intended to provide additional vending opportunities, while ensuring public access and safety;

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- (o) **“prescribed”** means prescribed by rules or regulations;
- (p) **“Province”** means the Province of Khyber Pakhtunkhwa;
- (q) **“provisional street vendor”** means a street vendor, who is granted a conditional street vending certificate for vending activities, subject to compliance with specific terms and conditions as prescribed in rules, including parental or guardian consent for adolescents, proof of continued enrollment in an educational institution and restrictions on working hours;
- (r) **“public space”** means an area or place that is open and accessible to all peoples, which includes but not limited to street, lane, sidewalk, footpath, pavement, park, squares and open spaces;
- (s) **“regulations”** mean regulations made under this Act;
- (t) **“rules”** mean rules made under this Act;
- (u) **“stationary street vendor”** means a street vendor, who carries out regular vending activities, at a specific location;
- (v) **“street economy”** means the retail economy, based on exchange of goods and services, on streets and related public spaces, through regular and irregular vendors, operating in temporary constructed or manufactured structures, whether mobile or static;
- (w) **“street line”** means a line dividing the land comprised in, and forming part of a street from the adjoining land.
- (x) **“street vending certificate”** means a certificate, issued by the local administration, to the street vendor for carrying out street vending activities under this Act;
- (y) **“street vendor”** means a person, engaged in vending of articles, goods, wares, food items or merchandise of everyday use or offering services to the general public, which are not hazardous, in a public space, from a temporary built up structure or by moving from place to place, whether or not using a vehicle, and the words “street vending” with their grammatical variations and cognate expressions shall be construed accordingly;
- (z) **“Street Vendor Association”** means an organization or association, registered by a group of street vendors under the prevalent law for the time being in force;
- (aa) **“temporary street vendor”** means a street vendor, who operates on a short term or seasonal basis, within a vending

  
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zone, as specified by the local administration, and whose street vending certificate is issued for a limited duration, based on specific needs or events such as festivals or market seasons;

- (ab) **“third-party survey”** means an independent survey or zoning, conducted by a professional, impartial organization or agency, to collect accurate data on the number, locations, zoning and socio-economic characteristics of street vendors, operating within a given area. The survey or zoning aims to ensure transparency, accuracy and fairness in the process of street vendor registration or zoning;
- (ac) **“vending infrastructure”** means any equipment, structure, vehicle or setup, used by street vendors for conducting their vending activities, including but not limited to handcarts, stalls, tables, kiosks, shelters, rickshaws, animal-drawn carts, motorized loaders, bicycles, mobile vans and any other movable or immovable apparatus. Such infrastructure shall conform to the design, hygiene, safety and spatial standards as may be specified under this Act or prescribed by rules or regulations; and
- (ad) **“vending zone”** means an area or a place or a location, as designated by local administration, for use by street vendors for street vending and may include footpath, side walk, pavement, embankment, shoulders, waiting area for public, a market vicinity or any such other public place considered suitable for vending activities, including extensions thereof on footpaths or beyond the street line.

(2) Words and expressions, used but not defined in this Act, shall, unless the context otherwise requires, have the same meanings as are respectively assigned to them under any other applicable law for the time being in force in the Province.

**CHAPTER-II**  
**ESTABLISHMENT OF PROVINCIAL STEERING**  
**COMMITTEE AND ITS FUNCTIONS**

**3. Provincial Steering Committee.**---(1) For the purposes of overseeing the strategic initiatives pertaining to street vendors, the functions under section 4 and for any other purpose specified under this Act, there shall be established a Provincial Steering Committee, which shall consist of the following:

- (a) Minister Local Government, Elections and Rural Development or Advisor or Special Assistant to Chief Minister, as the case may be; Chairperson
- (b) Secretary to Government, Local Government, Elections and Rural Development Department; Member

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| (c) | Secretary to Government, Labour Department;   | Member               |
| (d) | Secretary to Government, Zakat, Ushr, Social Welfare, Special Education and Women Empowerment Department; | Member               |
| (e) | Secretary to Government, Culture, Tourism and Archaeology Department;                                     | Member               |
| (f) | Director General, Peshawar Development Authority;   | Member               |
| (g) | three Commissioners from any divisional headquarters, nominated by the Chairperson;                       | Members              |
| (h) | Secretary, Local Council Board;   | Member-cum-Secretary |
| (i) | three Regional Municipal Officers of any region, nominated by the Chairperson;                            | Members              |
| (j) | six representatives from Street Vendor Associations; and  | Members              |
| (k) | a representative with expertise in local governments.   | Members              |

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(2) The Provincial Steering Committee may co-opt any expert, representative from relevant departments or stakeholder organizations for specific purposes or consultations, as may be required.

(3) The member(s), mentioned at clause-

- (a) (j) of sub-section (1), shall be nominated by the Chairperson from a panel submitted by Street Vendor Association across the Province, by ensuring geographic and sectoral diversity. The representatives shall be certified vendors with at least three years' experience, preferably holding leadership roles; and
- (b) (k) of sub-section (1), shall be nominated by the Chairperson from amongst the persons with at least five years' experience in urban governance or informal economy. The representative shall demonstrate expertise through research or advocacy.

(4) The members, mentioned at clauses (j) and (k) of sub-section (1), shall be appointed for a period of two years, extendable for another one year, and shall not be eligible for any further extension thereafter.

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(5) The member(s), at clause-

- (a) (j) of sub-section (1), may be removed if he or they involve(s) in misconduct, remains absent for two consecutive meetings of the Provincial Steering Committee without any cause or justification, is convicted or lose(s) the status of registered vendor, as the case may be; and
- (b) (k) of sub-section (1), may be removed if he or they involve(s) in misconduct, remains absent for two consecutive meetings of the Provincial Steering Committee without any cause or justification, is convicted or lose(s) the status of registered vendor, as the case may be.

(6) Any vacancy, occurred as a result of removal under sub-section (5), shall be refilled for the remaining period, in the following manner:

- (a) in the case of member(s) at clause (j) of sub-section (1), from the reserved panel; and
- (b) in the case of member at clause (k) of sub-section (1), from the reserved panel.

**4. Functions of the Provincial Steering Committee.**---(1) The Provincial Steering Committee shall provide support to the Department and shall be undertaking the following functions:

- (a) recommend to the Department its inputs in the rule making process under this Act;
- (b) formulate strategies and plans pertaining to regularization and conducive operating environment for street vendors;
- (c) oversee and coordinate the conduct of third-party survey of street vendors when required;
- (d) prepare parameters and design of the operational plan for the regularization of street vending;
- (e) give directions on the zoning plan as prepared by the local administrations;
- (f) provide technical advice or guidance in the licensing regime and cart design standardization for street vendors;
- (g) coordinate with financial institutions for the design of sustainable micro-finance and micro-insurance products for street vendors;
- (h) support technical organizations in the provision of digital products and services to enhance digital inclusion in the street economy;

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- (i) promote capacity building initiatives through street vendors training in the fields or areas of hygiene, food safety and marketing;
- (j) act as a supporting arm at the local administration for smooth implementation of Government intervention in the street economy;
- (k) make regulations, subject to the provisions of this Act and rules;
- (l) initiate and facilitate comprehensive research and data collection on the socio-economic contribution of street vendors, including their numbers, areas of business and economic turnover to inform national and provincial economic policies;
- (m) develop and oversee the implementation of schemes for social protection;
- (n) establish a centralized monitoring system to ensure uniform implementation of this Act, conduct performance views of Tehsil Vending Committees and ensure inter-departmental coordination; and
- (o) carry out any other function as may be assigned to it by Government or Chief Minister.

(2) All decisions of the Provincial Steering Committee shall be made by a majority of the members present and voting, if required, including the Chairperson, who shall have also the right of casting a second vote in case of tie.

**CHAPTER-III**  
**CONSTITUTION OF TEHSIL VENDING**  
**COMMITTEE AND ITS FUNCTIONS**

**5. Tehsil Vending Committee.**---(1) For the purposes of this Act, soon after the commencement of this Act, there shall be constituted a Tehsil Vending Committee, for each tehsil level or a group of vending zones, which shall consist of the following members:

- (a) Mayor or Chairman Tehsil Council of the concerned tehsil; Convener
- (b) Assistant Commissioner of the concerned tehsil or Additional Assistant Commissioner, as the case may be; Co-Convener
- (c) Tehsil Municipal Officer or Head of any local administration, as the case may be; Member-cum-Secretary

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- (d) Tehsil Officer Regulation or any officer from regulation wing of local administration concerned, as the case maybe; Member
- (e) Assistant Director, Directorate of Local Government, Elections and Rural Development of the concerned tehsil; Member
- (f) District Officer of Social Welfare; Member
- (g) A representative of Communication and Works Department or, a representative of Pakhtunkhwa Highway Authority, as the case may be, not below the rank of BPS-17; Member
- (h) a representative of District Police Officer, not below the rank of BPS-17; Member
- (i) a representative from Trade Union; Member
- (j) two notables from the concerned city area; and Members
- (k) four representatives from Street Vendor Associations. Members

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(2) Where the Mayor or Chairman of the Tehsil Council has not been elected, or the office otherwise stands vacant, the Co-Convener shall preside over and proceed with the business of the Tehsil Vending Committee until such time as the Mayor or Chairman is elected or the vacancy is filled.

(3) The Convener of the Tehsil Vending Committee, or the Co-Convener in the event of a vacancy in the office of Convener, may co-opt any expert, representative from relevant departments or stakeholder organizations for specific purposes or consultations, as may be required.

(4) The members from the Trade Union, notables of the concerned city area and Street Vendor Association, mentioned at clauses (i), (j) and (k) of sub-section (1), shall be notified by the Deputy Commissioner concerned, based on the recommendations of the Assistant Commissioner concerned.

(5) The members, at clauses (i), (j) and (k) of sub-section (1), shall be nominated for a term of one year, beginning from the date of notification issued by the Deputy Commissioner and may be re-nominated thereafter annually.

(6) The decisions of the Tehsil Vending Committee shall be made by a majority vote of the members present including presence of the Convener subject to sub-section (2). In the event of a tie, the Convener of the Tehsil Vending Committee shall have a casting vote.

(7) The members, at clauses (i), (j) and (k) of sub-section (1), may be removed from the Tehsil Vending Committee by the Convener for reasons to be recorded in writing.

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**6. Functions of the Tehsil Vending Committee.**---(1) The Tehsil Vending Committee shall-

- (a) coordinate with local administration vendor surveys in the tehsil through third-party or government agencies as needed;
- (b) define and revise vending zones, based on local traffic, population and urban layout;
- (c) give inputs or views to the local administration, if required to the local administration, before issuance of the street vending certificates and QR-based ID cards, their cancellation or suspension;
- (d) recommend additional vending areas when current zones reach capacity;
- (e) monitor compliance with all vending-related laws, rules and bye-laws;
- (f) support cleanliness, hygiene and proper functioning of vending zones;
- (g) mediate disputes among street vendors;
- (h) resolve the operational matters and local issues arising in the respective tehsil;
- (i) submit proposals and reports to the Provincial Steering Committee for decisions or support through the Deputy Commissioner concerned; and
- (j) determine the registration fee, vending fee or any other fee chargeable under this Act, having regard to the socio-economic status of city zones with similar characteristics, ensuring affordability.

(2) In case of any ambiguity in interpretation, dispute or any operational matter arising under this Act, the Tehsil Vending Committee, by majority resolution, may refer the matter to the Deputy Commissioner for decision. The Deputy Commissioner shall decide the matter after consulting relevant stakeholders and such decision shall be communicated in writing with reasons.

**CHAPTER-IV**  
**CITY AREAS AND STREET VENDORS' SURVEY**

**7. Designating city areas.**---(1) Based upon vending zoning plan, Tehsil Vending Committee shall segregate the tehsil in number of spatially contiguous city areas from the perspective of effective participatory engagement with local associations. Each city area shall be referred to by a name that is commonly used, locally recognized or set by the community, such as a well-known neighborhood, town, bazaar or landmark, so as to reflect public familiarity and facilitate easy identification.

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(2) The local administration shall encourage street vendors in city areas to establish Street Vendor Association for facilitation in outreach and better coordination in implementation of vending zoning plan in each city area.

(3) All Street Vendor Associations shall be registered under the Khyber Pakhtunkhwa Industrial Relations Act, 2010 (Khyber Pakhtunkhwa Act No. XVI of 2010) or the Co-Operative Societies Act, 1925 (Act No. of 1925) or any other relevant law, for the time being in force.

(4) Each city area shall contain its own vending zone(s) as designated in the vending zoning plan.

**8. Survey of street vendors.**---(1) The local administration shall undertake the survey of all existing street vendors in each city area in coordination with the relevant Tehsil Vending Committee and may engage a professional third-party agency to ensure impartiality, using own resources to conduct the survey for onboarding.

(2) Street vendors' survey has to be completed within four months of the enactment of this Act, thereafter the survey shall be conducted after every three (03) years or earlier, if required:

Provided that in case, the street vendors' survey is not completed within the stipulated period, then it shall be undertaken by an independent committee, notified by the Deputy Commissioner of the concerned district.

(3) Till the completion of the survey under sub-section (1), no street vendor shall be evicted or relocated. On completion of survey the eligible street vendor shall be issued a street vending certificate.

(4) The local administration shall ensure that all surveyed street vendors are accommodated in the vending zones, subject to their holding capacity.

**CHAPTER-V**  
**ZONING FOR STREET VENDING AREAS**


**9. Principles for zoning.**---The zoning for street vending areas shall be conducted on the following principles:

- (a) zoning shall be segregated between vending areas and no-vending areas;
- (b) data shall be collected on the total available public space, suitable for vending;
- (c) public space for vending shall include but not limited to street, lane, sidewalk, footpath, pavement, park and squares;
- (d) public spaces shall be designated natural markets, where street vending is in vogue for over seven years, with or without vending licensing;

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- (e) Street vending space, in natural markets, shall have priority over car parking space, and parking in such areas shall be shifted to an alternate site or the vending zone shall be declared a car-free zone;
- (f) a natural market shall not be declared a no-vending zone;
- (g) marked vending area shall leave reasonable space for pedestrian movement;
- (h) standard placement area for a vending cart or space shall be designated;
- (i) zoning plan shall provide details on maximum number of street vendors that can be accommodated in the given public space along with their placement details;
- (j) a public space shall not be declared no-vending zone on account of over-crowding or sanitary concerns, till such concerns are solely attributed to street vendors and may not be resolved through civic actions by the local administration;
- (k) reasons, for declaring a public space as no-vending zone, shall be put in writing;
- (l) objections shall be invited from general public including street vendors before determination;
- (m) all vending zones may be planned, developed and maintained with essential civic amenities, including access to clean water, public hygiene facilities (toilets), effective waste disposal mechanisms, adequate lighting, designated prayer spaces, and where feasible, shelter from weather elements;
- (n) zoning shall be integrated into city master plans and mapped using GIS. Zoning shall also seek to create mixed-use public spaces and avoid undue traffic obstruction;
- (o) zoning plans may classify areas for specific categories of goods i.e., food, non-food items, to ensure order and public health;
- (p) preference shall be given to senior citizens, women and persons with disabilities in the allocation of vending spaces, ensuring that such preference is not mis-used by non-holders of street vending certificate; and
- (q) in the absence of suitable natural public space, the Tehsil Vending Committee may take all necessary measures, including acquiring space on lease for vending zones, in accordance with the objectives of this Act.

  
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**10. Implementation of vending zoning plan.**---(1) The Tehsil Vending Committee shall prepare the vending zoning plan, within six months period of the enactment of this Act, using own resources or from an independent third-party survey.

(2) In case, the vending zoning plan is not completed within the stipulated period by the Tehsil Vending Committee, then the Deputy Commissioner shall be entrusted with the completion responsibility of the said zoning plan by utilizing the services of any Provincial department or independent third parties.

(3) The local administration shall be responsible for the governance of street vending and implementation of vending zoning.

(4) On completion of vending zoning plan under this section, it shall immediately come into force at once unless subsequently changed by the Tehsil Vending Committee.

**11. Encroachment and regularization of vending spaces.**---(1) If a public space, in a city area, has not been officially designated as a vending zone by the Tehsil Vending Committee through the zoning process and is occupied by the street vendors, such occupation shall be deemed as illegal and an encroachment.

(2) Provided that if the land is or has been declared a vending zone, then existing vending operations shall be formalized, and the street vendors shall be issued the appropriate street vending certificate by the local administration, subject to payment of fees as may be determined by Tehsil Vending Committee and other terms and conditions specified under this Act, rules and regulations.

**12. Declaration of vending zones and natural markets.**---(1) The local administration, with the approval of Tehsil Vending Committee, may, by notification, declare any specific area within its jurisdiction as a vending zone, either on its own initiative or upon receipt of an application from the general public, street vendors or other stakeholders, in accordance with the principles of zoning specified under this Act and prescribed under the rules.

(2) A vending zone may also be declared as a natural market by the Tehsil Vending Committee, where vending activity already exists in concentration, on the basis of the survey carried out under sub-section (1) of section 8 of this Act.

(3) In any area, declared as a natural market, the local administration shall take steps to formalize and regulate the existing vending operations in accordance with the principles of zoning mentioned in section 9 of this Act.

(4) Every notification, declaring a vending zone or natural market, shall specify its boundaries, vending categories, permissible timings and such other terms and conditions as may be prescribed by regulations.

(5) A vending zone or natural market, once declared, may be reviewed, altered, suspended or withdrawn by the Tehsil Vending Committee, on the recommendations of the local administration, in the public interest, subject to reasons recorded in writing and after providing an opportunity of hearing to the affected vendors.

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**13. Establishment of periodic markets.**---The local administration shall identify and designate specific public spaces for the establishment of periodic markets, such as weekly, bi-weekly or daily markets i.e. itwar bazar, bachat bazar, kisaan market, ramzan bazaar or any other periodic market. The timings and frequency of such periodic markets may be set with flexibility to accommodate local demand and reduce congestion in other areas. The fee, to be charged for the establishment of periodic markets, shall be determined by Tehsil Vending Committee.

**CHAPTER-VI**  
**REGULATION OF STREET VENDING, DISPOSAL**  
**OF APPLICATIONS AND REPRESENTATION.**

**14. Issuance of certificate of street vending.**---(1) Every street vendor, above the age of fourteen (14) years, as identified in the survey carried out under section 8 of this Act, may apply through written application along with such other documents as may be required, to the local administration for obtaining the street vending certificate.

(2) A foreign national, lawfully residing in Pakistan and holding valid documentations, shall also be eligible to apply for a street vending certificate for the purpose of this Act.

(3) The local administration may, after being satisfied, issue a street vending certificate within a period, not exceeding fourteen (14) days, after the receipt of application.

(4) Notwithstanding anything contained in sub-section (1), an adolescent may be issued a provisional street vending certificate by the local administration, subject to strict conditions, as prescribed by rules, which shall include-

- (a) written consent from a parent or legal guardian;
- (b) mandatory assessment by the District Social Welfare Officer to ensure the work and routine is not detrimental to adolescent's age, education or development. If the individual is found to be below the permissible age or if the work is deemed harmful or adverse to their well-being, appropriate action shall be taken under the applicable child protection and labour laws, for the time being in force; and
- (c) any other condition as may be prescribed.

(5) Street vending certificate shall bear the name of the person, registered and identified as a street vendor under a survey conducted by the Local Administration, or voluntary registration and all such persons shall be entitled to conduct street vending under such certificate.

(6) Street vending certificate shall be issued by the local administration, subject to such other terms and conditions as to vending zones, timings, routes, mobility, or mixed-use certification, as may be prescribed by regulations.

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(7) In case, the number of street vendors identified under sub-section (1), exceeds the holding capacity of the designated vending zone, then the local administration shall give first preference to those vendors, who holds documentary evidence as street vending certificate, vending license, challan or receipt. For the remaining street vendors it shall carry out draw of lots. Left over street vendors shall be adjusted in adjacent vending zone.

(8) It shall be mandatory for the local administration to specify the terms and conditions on the street vending certificate.

(9) The street vending certificate shall be non-transferable and shall not be sublet. Any such transfer or subletting shall result in the immediate cancellation of the street vending certificate.

(10) The registration of street vendors shall be centralized and digital for the Province, with real-time QR verifiable links on identity documents, accessible for public view to ensure transparency and authenticity.

(11) Nothing in this section shall be deemed to contravene the Khyber Pakhtunkhwa Prohibition of the Employment of Children Act, 2015 (Khyber Pakhtunkhwa Act No. XIX of 2025), and which shall apply only where a street vendor engages any person as an employee, in which case full compliance with its provisions shall be mandatory. It shall not apply to street vendors operating solely on a self-employed basis without engaging additional labour.

**15. Categories of street vending certificate and issuance of identity cards.**---(1) The street vending certificate shall be issued by the local administration under the following categories:

- (a) stationary street vendors;
- (b) mobile street vendors;
- (c) provisional street vendors;
- (d) temporary street vendors; and
- (e) any other category as may be specified and prescribed.

(2) Identity cards shall be issued to all those street vendors, who are issued street vending certificate under sub-section (1), in such form as may be prescribed and can be verified digitally via QR code from the centralized system.

(3) The specific rights and restrictions, applicable to mobile street vendors, particularly regarding their operation across different vending zones and jurisdictions, shall be such as may prescribed.

**16. Validity and renewal of street vending certificate.**---(1) The street vending certificate shall, unless cancelled earlier under section 17 of this Act, be valid for a period of two years, which shall be renewed by the local administration for successive terms of two years, subject to payment of renewal fee, as may be determined by Tehsil Vending Committee.

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(2) Renewal of a street vending certificate shall be subject to compliance with the terms and conditions of this Act, rules and regulations, including but not limited to, regular payment of fees, adherence to cleanliness standards and the absence of any major, verified complaints against the vendor as may be determined by the local administration from time to time.

**17. Cancellation or suspension of street vending certificate.**---(1) If the holder of a street vending certificate breaches the terms and conditions, so specified, the local administration may cancel or suspend such certificate for such period as it may deem appropriate.

(2) If the local administration is satisfied that a street vending certificate has been obtained by any street vendor or person through fraud or misrepresentation, it may cancel such certificate, as the case may be:

Provided that no cancellation or suspension shall be made by the local administration without first giving a reasonable opportunity of hearing to the concerned street vendor.

(3) A street vendor may voluntarily submit a written application for the cancellation of his street vending certificate. The local administration shall process such application within fourteen (14) days of its receipt and cancel the street vending certificate, accordingly.

(4) Upon cancellation of a street vending certificate under sub-section (3), the vending slot shall be re-allocated to another eligible street vendor. In case there are multiple applicants for the same slot, the local administration shall conduct a transparent draw of lots to determine the allottee.

(5) In the event of cancellation or suspension of street vending certificate or any grievance arising from the decision of the local administration, the street vendor may file a written representation under section 21 of this Act.

**18. Fees.**---(1) Every holder of a street vending certificate shall pay to the local administration the registration fee and the vending fee or such other fees and charges as may, from time to time, be determined by the Tehsil Vending Committee.

(2) Every holder of a street vending certificate shall pay the registration fee, vending fee or any other prescribed charges at such rates and intervals as may be determined by the Tehsil Vending Committee.

(3) Notwithstanding anything contained in sub-sections (1) and (2), the registration fee, for issuance of a street vending certificate, shall be exempted for the first year from the commencement of this Act or from the date of first registration of the street vendor, whichever is later, in order to facilitate formalization and registration of street vendors:

(4) After expiry of the first year, every holder of a street vending certificate shall pay such registration fee and renewal fee, as may be specified by the Tehsil Vending Committee, for each renewal period, at such rates and intervals, as may be determined.

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(5) All the fees under this Act shall be deposited in the own-source account respectively maintained by the respective local administration.

(6) In addition to the fees specified above, no taxes or levies shall be imposed on street vendors under the jurisdiction of the relevant municipal administration or development authority, except where expressly approved by the Tehsil Vending Committee.

**19. Prohibition on confiscation.**---Except as provided in section 34 of this Act or in accordance with the provisions of the Khyber Pakhtunkhwa Standard Weights and Measures Enforcement Act, 1976 (Khyber Pakhtunkhwa Act No. III of 1976) and other prevalent laws concerning price control, adulteration, public health and safety, no person or authority, including the District Administration, local administration or any person acting on its behalf and the law enforcing agencies, shall confiscate or seize or forfeit the goods, merchandize, wares, vehicles, carriers, carts, weights and measures, personal belongings and any other thing in possession of a registered street vendor under any circumstances.

**20. Disposal of applications.**---(1) All applications, such as street vendor registration applications, vending zone requests or objections, provisional or temporary street vendor certificates, renewal or extension of street vending certificates, representation and grievances, relocation or eviction requests, request for temporary vending zones, complaint or enforcement requests, request for support or financial inclusion programs and other related applications, made under this Act, shall be in accordance in the manner as may be prescribed.

(2) Applications shall be acknowledged upon receipt.

(3) A decision on the application shall be made within fourteen (14) days after receipt of such application.

(4) An applicant shall be given a reasonable opportunity of hearing before disposing of any application.

(5) In case an application is approved, the approval order shall include all provisions under which the approval is granted.

(6) In the event of non-approval of a street vending certificate or any grievance arising from the decision of the local administration, the aggrieved street vendor may submit a written representation under section 21 of this Act.

**21. Representation.**---(1) Save as provided in section 39 of this Act, a street vendor, aggrieved by any administrative decision of the local administration, may submit a written representation to the Deputy Commissioner of the District concerned within seven (07) days of such decision.

(2) The Deputy Commissioner shall provide an opportunity of hearing to the aggrieved, street vendor, the concerned official of the local administration, and a representative of the Street Vendor Association of the relevant city area. The representation shall be decided within fourteen (14) days of its receipt.

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(3) The decision of the Deputy Commissioner shall be made in writing, with reasons, which shall be final for the purpose of administrative remedy under this Act.

**CHAPTER-VII**  
**RIGHTS AND OBLIGATIONS OF STREET VENDORS**  
**AND DUTIES OF PUBLIC OFFICIALS.**

**22. Street vendor rights and obligations.**---(1) A street vendor shall have the right to carry on the business of street vending in accordance with the terms and conditions specified under this Act, rules and regulations and mentioned in the street vending certificate.

(2) Street vendors shall not construct or install any permanent or semi-permanent structures in the vending zones or on the vending slots allotted to them. However, the use of temporary, easily removable coverings such as umbrellas or collapsible tents may be permitted, subject to prior approval and conformity with the design, size and safety standards specified under this Act.

**23. Compliance with aesthetic guidelines and vending schemes.**---The street vendors shall comply with the color codes, design standards, spatial arrangements and any other requirements under this Act, rules and regulations, aimed at improving the aesthetic appearance, uniformity and functionality of vending zones.

**24. Maintenance of cleanliness and public hygiene.**---(1) The street vendors shall be responsible for maintaining cleanliness in and around their vending spaces. They shall not dispose of waste or litter in public areas within the vending zones and shall be obligated to carry appropriate waste collection bags and ensure proper disposal of garbage at designated dumping or collection sites.

(2) The street vendors shall adhere to sustainable practices, including zero plastic use and managing waste effectively. The local administration may facilitate access to biodegradable materials and eco-friendly supplies for street vendors.

**25. Maintenance of civic amenities in the vending zone in good condition.**---The street vendors shall not cause any damage to the public and private properties in the vending zones.

**26. Provision of standardized trade infrastructure.**---(1) The local administration, in consultation with the Tehsil Vending Committee, shall formulate and implement schemes for the provision of standardized, hygienic, and aesthetically designed color coded trade infrastructure, such as carts, stalls, shelters etc.

(2) The local administration may levy a reasonable and transparent fee for the purchase or rent of such infrastructure.

**27. Consumer protection.**---All street vendors shall ensure that goods and food items, sold to the public, meet prescribed quality and safety standards. The

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sale of adulterated, expired or unsafe items is strictly prohibited and shall be subject to penalties under relevant laws for the time being in force.

**28. Health standards.**---The street vendors shall be entitled to periodic health check-ups, conducted by teams of the District Health Officer, in coordination with the local administration. Efforts shall be made to ensure early detection of occupational health issues and promote overall well-being through awareness, preventive care and referrals to public health facilities.

**29. Digital financial inclusion.**---All street vendors shall register themselves with licensed mobile wallet providers, obtain digital accounts before issuance of street vending certificate and display, prominently, QR codes on their vending infrastructure to enable secure digital transactions and promote financial inclusion, including through minor accounts for adolescent vendors as per applicable regulations.

**30. Duties and responsibilities of the local administration and police officials.**---Rights of the street vendors shall be promoted and protected by the local administration and police officials, in accordance with the provisions of this Act.

**31. Protection from arbitrary eviction and harassment.**---(1) Notwithstanding anything contained in any other law for the time being in force, no general or targeted anti-encroachment drive shall be initiated against the holder of street vending certificate, operating within the terms of their certificate without strict adherence to the relocation and eviction procedures, specified in **Chapter-VIII** of this Act.

(2) Any action, taken in contravention of sub-section (1), shall be deemed harassment under section 35 of this Act.

**CHAPTER-VIII**  
**RELOCATION, EVICTION AND PREVENTION**  
**OF HARASSMENT OF STREET VENDORS**

**32. Relocation or eviction of street vendors.**---(1) Subject to sub-section (2), the street vendors may be evicted from one vending zone and be relocated to another adjoining vending zone for any of the following reasons:

- (a) for avoiding traffic disruptions;
- (b) in the event of a natural disaster due to which a particular vending zone may become unsuitable for street vending; or
- (c) for carrying out a scheme, initiative or development for the benefit of public at large.

(2) The Tehsil Vending Committee shall convene a meeting of the Street Vendor Association, fifteen (15) days prior to relocation or eviction of the street vendors or as soon as it may be practicable, to discuss relocation or eviction of street vendors, likely to be adversely affected by relocation or eviction.

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(3) The local administration shall formulate a plan to relocate or evict, as the case may be, the street vendors as early as possible and in doing so shall take into consideration the following factors,-

- (a) the street vendors shall be relocated in the adjoining zones, keeping in view their convenience;
- (b) collective benefit of the street vendors' community in the zones; and
- (c) every effort shall be made to keep it feasible for the street vendors to carry out vending.

(4) The local administration shall serve at least fifteen (15) days' prior notice to street vendors before carrying out the relocation or eviction plan.

(5) No relocation or eviction, under this section, shall be challenged in any court of law.

**33. Forced relocation or Forced eviction of street vendors.**---(1) If relocation or eviction from a vending zone, is resisted by the street vendors, the Tehsil Vending Committee shall negotiate with them and shall make every effort to address their concerns and amicably resolve the issues.

(2) After negotiations with the concerned street vendors, the Tehsil Vending Committee may, in consultation with the concerned local administration, recommend to amend relocation or eviction plan.

(3) If in the opinion of the Tehsil Vending Committee, the plan formulated under sub-section (3) of section 32 or its amendment, if any, under sub-section (2) of this section is the only workable solution, the local administration shall notify the concerned street vendors about it, at least seven days prior to initiation of execution of forced relocation or forced eviction plan.

**34. Seizure and reclaiming of goods.**---(1) In case any street vendor refuses to leave the vending zone, as proposed under the relocation or eviction plan, the local administration may take measures to seize the vending vehicle, goods and other belongings of such street vendor and keep in safe custody, subject to issuance of a receipt in which all items seized and weight shall be clearly mentioned:

Provided that all items and belongings of the street vendors shall be kept at a safe place and all reasonable care shall be taken to prevent any damage:

Provided further that if the goods, so seized under this sub-section, are of perishable nature or subject to decay, such goods shall, as far as practicable, be preserved or auctioned in the manner prescribed, and the proceeds, if any, shall be deposited in the designated bank account of the local administration, which shall be refundable to the street vendor after final disposal of the case.

(2) The local administration shall be bound to return all the items, seized from the street vendor, if he makes a reclaim request in this behalf, undertakes to abstain from vending in the evicted zone and pay such fees or penalties as may be imposed on him:

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Provided that if any damage is caused to any of the items, seized by the local administration, it shall pay compensation to the street vendor, proportionate to the amount of loss suffered by him.

**35. Prevention of harassment.**---(1) It shall amount to harassment, if any officer, or employee of the local administration, police, shopkeepers, traders, or any other authority, or any office-holder of a Street Vendor Association, without any reasonable cause,-

- (a) prevents a street vendor from exercising any rights for which he is entitled under this Act;
- (b) not performs a duty specified under this Act;
- (c) solicits or accepts any illegal fee, rent or bribe from a street vendor by any person, including officials or private individuals;
- (d) relocates or evicts a street vendor in derogation of section 32 of this Act or the provisions of the rules and regulations made thereunder; or
- (e) seizes any goods, property, belonging etc. of the street vendor, in derogation of section 34 of this Act or the provisions of the rules and regulations made thereunder.

(2) For the purpose of redressal of complaints, to be made in pursuance of this section, a complaint mechanism shall be established for reporting such acts, whereunder such functions and powers shall be performed and exercised as may be determined.

**CHAPTER-IX**  
**OFFENCES, PENALTIES AND APPEAL**

**36. Contraventions by street vendors.**--- (1) If a street vendor-

- (a) neglects in hygiene of eatable, drinkable and other consumable items sold or supplied to the public;
- (b) operates in a vending zone without having street vending certificate;
- (c) builds any permanent or semi-permanent structure or obstructing or tampering with any road, street, drain or pavement;
- (d) contravenes the terms of street vending certificate;
- (e) fails to pay the vending fees, as specified under this Act;
- (f) fails to maintain cleanliness, environmental responsibility and hygiene within the designated vending zone as specified under this Act or the rules and regulations;

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- (g) obstructs pedestrian movement or causes significant traffic disruption in a designated vending zone;
- (h) violates any safety regulations, as determined by the Tehsil Vending Committee or the use of prohibited materials in the vending process; and
- (i) transfers or sublets the street vending certificate or any part of the designated vending space without authorization from the relevant authorities.  
shall be liable to a penalty of fine which may extend to rupees three thousand.

(2) Without prejudice to sub-section (1),-

- (a) where the behavior of a street vendor is disruptive or unbecoming, his street vending certificate shall be liable to cancellation; and
- (b) where the street vendor commits serious or repeated violations under this Act, or refuses to comply with a relocation or eviction plan duly approved by the Tehsil Vending Committee and creates obstruction or resistance in the implementation of such relocation or eviction, he shall be liable to imprisonment which may extend to one month, or to a fine which may extend to rupees twenty thousand, or to both, in addition to cancellation of his street vending certificate.

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**37. Penalty for harassment.**---In the event of any complaint or instance of harassment against any,-

- (a) employee of Government, the Deputy Commissioner shall, upon receipt of the complaint, forthwith report the matter to the competent authority of the delinquent employee, who shall be proceeded against under the efficiency and discipline rules, for the time being in force; and
- (b) shopkeeper, trader, street vendor or office holder of a street vendor association, the Special Magistrate shall, upon receipt of such complaint, take cognizance of the matter and upon conviction, such person shall be liable to imprisonment for a term which may extend to one month or fine which may extend to rupees twenty thousand or with both.

**38. Cognizance and trial of offences.**---(1) No Court, other than that of a Special Magistrate appointed under section 14A of the Code of Criminal Procedure, 1898 (Act No. V of 1898), shall take cognizance of or try an offence under this Act, and such cognizance shall only be taken upon a written complaint made by the local administration or an officer authorized by it in this behalf, or in case of harassment, by the street vendor.

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(2) All offences under this Act shall be non-cognizable and bailable and shall be tried in accordance with the procedure prescribed for summary trials of offences under the Code of Criminal Procedure, 1898 (Act V of 1898).

39. **Appeal.**---Notwithstanding anything contained in section 21 of this Act, any person, aggrieved by order of conviction, fine or sentence by a Special Magistrate under section 38 of this Act, may file an appeal before a District and Sessions Judge of the concerned District, within thirty (30) days of the said order.

**CHAPTER-X**  
**MISCELLANEOUS PROVISIONS**

40. **Annual report.**---The local administration shall, within thirty days of the close of each financial year, prepare and submit to the concerned Department an annual report on the implementation of this Act, covering performance, compliance, decisions of the Tehsil Vending Committee, micro-financing, certified accounts, and the socio-economic contribution of registered street vendors.

41. **Act to override other laws on the subject.**---The provisions of this Act shall have an overriding effect, notwithstanding anything contained in any other relevant law, for the time being in force, on the subject.

42. **Power to make rules.**---Government may, not later than six months of the commencement of this Act, make rules for carrying out the purposes and giving effect to the provisions of this Act.

43. **Power to make regulations.**---Subject to the provisions of this Act and the rules, the Provincial Steering Committee may make regulations for carrying out the purposes of this Act.

44. **Removal of difficulties.**---If any difficulty arises, in giving effect to any provision of this Act, Government may, from the date of commencement of this Act, and by order published in the official Gazette, make such provision consistent with the scheme of this Act as may be necessary.

45. **Validation.**---Any approval, license, no-objection certificate or permission, granted by any authority or body, prior to the commencement of this Act, for street vending or related activities, shall be subject to review in accordance with the provisions of this Act, the rules and regulations. No such prior approval shall confer a vested right unless confirmed under this Act.

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## STATEMENT OF OBJECTS AND REASONS

1. Street vendors (Rehriiban) are an integral part of local markets and daily urban life. In Khyber Pakhtunkhwa alone, there are more than 140,000 vendors who collectively generate over PKR 380 billion annually (around PKR 350 million in daily sales). This sector contributes an estimated PKR 130 billion in net household income for poor and lower-middle-class families, averaging PKR 914,000 per vendor household per year. Despite their importance, street vending remains informal and unregulated, exposing vendors to harassment, arbitrary evictions, bribery, and exploitation. Municipalities lose potential revenues, while society at large (ریاست و معاشره) does not accord vendors the dignity and respect they deserve.

2. Under the existing legal framework, street vending falls nominally within the jurisdiction of local governments and municipal licensing. In practice, however, the system has been captured by illegal rent-seeking networks involving municipal staff, law enforcement officials, and shopkeepers. This collusion has led to unchecked congestion in public spaces and cyclical eviction drives, where vendors are repeatedly removed and reinstalled in exchange for bribes.

3. A national precedent for reform was set in 2021, when the Federal Poverty Alleviation and Social Safety Division (PASSD) piloted the "Ehsaas Rehriiban" initiative in Islamabad. The program, implemented in collaboration with the Metropolitan Corporation Islamabad and other authorities, sought to establish transparent regularization, financial inclusion, and a dignified operating environment for vendors. Although the initiative met with success, its progress stalled after a change in government, exposing a critical gap: the absence of dedicated legislation recognizing and protecting vendors as legitimate economic actors.

4. Building on this experience, the Government of Khyber Pakhtunkhwa has revisited and strengthened the Ehsaas Rehriiban framework through a province-wide consultation process. With appropriate regulation, the sector can generate between PKR 2.5 and 5 billion in annual revenue for government through a modest fee model (Rs. 50–100 per day), while safeguarding over PKR 128 billion in vendor profits. It will also enable vendors' integration with banks, microfinance, credit facilities, and digital payment systems, laying the foundation for financial inclusion and urban economic growth.

5. As governance and municipal regulation fall within the jurisdiction of Provincial Governments, it is both necessary and appropriate for the Government of Khyber Pakhtunkhwa to take the lead in enacting Pakistan's first dedicated law for the protection and regulation of street vending. This pioneering legislation will not only safeguard livelihoods and empower the urban poor, but will also enhance municipal revenues, improve urban management, and formalize a vital sector of the provincial economy; hence this bill.

Peshawar,  
dated the  
, 2026.

  
MINISTER-IN-CHARGE.

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