



# The Unorganized Sector and Urban Poverty: A Policy Analysis

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Available online at: [www.isca.in](http://www.isca.in), [www.isca.me](http://www.isca.me)

Received 27<sup>th</sup> October 2014, revised 29<sup>th</sup> December 2014, accepted 14<sup>th</sup> January 2015

## Abstract

*The poverty line should be expressed on the basis of social aspects which is accepted in the minimum standard of living. Both in rural and urban sector poverty flourishes as the features of rural poverty which intense and manifest among the peasants, cultivators and labourers. And the other hand urban poverty is the transformation from the rural poverty where unemployment, underemployment or employed in various low productivity like portering, street peddling etc. are obviously migrant workers. Granting to the planning commission's report 2009 the poverty headcount ratio of Odisha stood at 57.2 percent is the toughest among all the states of India and the way the national norms of 37.2 percent. The factors beyond the income are considered, at 63.2 percent Odisha's people are in below poverty line. The impact of changing the policies of urban sector on the conditions and status of workers in in the unorganised/informal sector starts with the analysis of model of urbanisation, urban policies, profile of the urban workers, their education and skill levels and problem faced by informal sector. The current urbanisation model has less space and resources for the urban poor. The working condition and social security of the workers are important issues. The skill is one form of security which improves employability of the workers skill. The skill training in urban areas will be a useful way in promoting employment opportunities among the urban workers. This paper attempts to analyse the various urban poverty alleviation policies of the state Odisha and attempts a review of various programs through secondary data available.*

**Keywords:** Unorganized sector and urban poverty.

## Introduction

The efforts of developing countries in field of poverty alleviation are basically focused towards the rural areas. The developing countries are basically focused with the empirical evidence of poverty in the rural and urban areas and the impact of urbanisation follows a gradual shift from rural areas to urban areas. But it incorrectly follows the countries experiences and pattern of sectorial growth. It varies on accordance with the sectorial growth, its distribution both in the rural and urban areas.

In India poverty ratio gone down from 37.2 per cent to 21.9 Per cent in the year from 2004-05 to 2011-12. According to Planning Commission poverty ratio was decline comparatively sharper in the rural areas and the people in Below Poverty Line (BPL) take the percentage fell to 25.8 Per cent in the year 2011-12 from 42 per cent in the year 2004-05. Nearly 17 per cent decline the poverty ratio in urban areas as against around 12 percentage at an all India level in the period from 2004-05 to 2011-12.

In developing world there has been unprecedented change and progress in the past quarter. More than 20 per cent of the world's poor (22 %) belonging in India. It is the foremost objective to eradicate such a high incidence of poverty in a developmental process. For sustainable growth, poverty eradication is considered as essential as for the mission of humanity. Thus, poverty reduction is really a major challenge for development in India. There are certain poverty alleviation programmes such as training for development skills and providing productive assets and different

kinds of monetary support etc. as input to them, which will facilitate for improving the economic condition in the society. Another way a regular stream of income and employment in rising themselves above the poverty line.

Poverty has gone down in Odisha from 66.18 per cent of the population being under BPL in 1973-74 to 47.15 percent BPL 1900-00. The pace of poverty reduction is very slow compared to the average for all India level since all India Index has gone down from 54.88 to 26.10 percent, i.e., decline of almost 50 percent within 27 years that Odisha could achieve only 19 percent. The state Punjab could decrease their BPL from 28.15 percent to 6.16 percent during the same period, i.e., a decline of 78 percent.

According to former PMEAC (Prime Minister's Economic Advisor Council) the Rangarajan Panel of India the states like, Manipur, Chhattisgarh, Odisha, Madhya Pradesh, Jharkhand, Bihar and Assam are the poorest states with 40 per cent of the people are below poverty line. The report of the panel 45.9 percent of people are poor stands in third position among all other above states and Chhattisgarh stands in first having 47.9 percent, Manipur 46.7 percent with second position and Madhya Pradesh 44.3 percent, Jharkhand 42.4 per cent, Bihar 41.3 per cent and Assam 40.9 per cent<sup>1</sup>. This article attempts to analyse the poverty alleviation programme of Swarna Jayanti Sahari Rozagara Yojana (SJSRY) within the mission of National Urban Renewal Mission (NRUM) and implementation in the urban areas of Odisha state.

**The Unorganized Sector and Urban Poverty:** Regarding the definition of informal/ unorganized sector is a debatable issue at both national and international level. The Central Statistical Organisation provided the official definition of unorganized sector refers to those operating units whose activity is not regulated under any statutory Act/legal provision or which do not maintain any regular account.

The definition given by Justice Gajendra Gadedkar for the unorganized sector as particular share of workforce which have not been able to organised in quest of a common objective because constrains like i. Casual nature of employment ii. Smallsize of establishment with low capital investment per person employed iii. Ignorance and illiteracy iv. Superior strength of the employer operating single or combined v. Scattered nature of establishment.

Migrants are the largest workforce comparing 30 per cent each from Uttar Pradesh, Bihar and Odisha. The states Uttar Pradesh and Bihar being more skilled workers cutting and staking etc. and compared with higher degrees of manual work in which workers from Odisha are engaged.

Poverty is as seen as shortage of monetary assertions and inability to buy the quantities which are required adequate level of acceptable standard of living. Low national income and its unequal distribution of slow pace of development<sup>2</sup>.

The issue of three concepts of poverty by Martin Rein (1970) grouped namely subsistence, inequality and externality. The minimal resources required to sustain wellness and operating capacity for subsistence, inequality is linked to the relative location of various income groups, and the externality relates to the social consequences of poverty for the guild.

Peter Townsend considers poverty is relatively or objectively in relations to the concept of relative loose. When the individuals, families and groups, all are lack the resources to obtain types of diet, participate in activities and have living condition and amenities which are customary or at least widely encouraged or approved in the societies to which they belong.

Population in Below Poverty Line in Rural and Urban areas both in case of Odisha and India with the percentage and number of persons in lakhs. In the rural the percentage of persons of Odisha 25.69 and 25.7 of India and number of persons (in lakhs) 126.14 in Odisha and in India 2166.58. In the Urban the percentage of persons of Odisha is 17.29 and in India 13.7 and number of persons (in lakhs) 12.39 in Odisha and in India 531. In the Urban total percentage of persons of Odisha is 32.59 and in India 21.92 and number of persons (in lakhs) Odisha is 138.53 and in India 2697.83.

**Table-1**  
**Below Poverty Line (Number and percentage) Odisha and India**

Sector	No and Percentage of Persons	Odisha	India
Rural	Percentage of Persons	35.69	25.7
	No. of Persons (lakhs)	126.14	2166.58
Urban	Percentage of Persons	17.29	13.7
	No. of Persons (lakhs)	12.39	531.25
Total	Percentage of Persons	32.59	21.92
	No. of Persons (lakhs)	138.53	2697.83

Sources: Planning Commission of India, 2011-12

**Table-2**  
**Poverty line (Monthly Per Capita Income, Rs.) Odisha and India, 2011-12**

Sector	Monthly Per Capita Income, Rs.	
	Odisha	India
Rural	695	816
Urban	861	1000

Sources: Planning Commission of India, 2011-12

**Table-3**  
**Number and Percentage of Poor persons in Different Years**

No. and Percentage of Poor	1993-94			2004-05			2009-10			2011-12		
	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total	Rural	Urban	Total
No. of Poor (Million)	328.6	74.5	403.7	326.3	80.8	407.1	287.2	76.5	354.7	216.7	53.1	269.8
Poverty Ratio (%)	50.1	31.5	45.3	41.8	25.7	37.2	33.8	20.9	29.8	25.7	13.7	21.9

Source: Tenth and Eleventh Five Year Plans and Planning Commission of India

Number of Poor (in Million) and Percentage of Poverty Ratio both at state and national level and rural and urban sectors for different years such as 1993-1994, 2004- 2005, 2009-2010 and 2011-2012 are 45.3%, 37.2%, 29.8% and 21.9%. The proportion of below poverty line gone down from 57.2% to 32.6% from the year 2004-2005 to the year 2011-2012, it is the decline of 24.6 percentage.

**Table-4**  
**Decline the Poverty Ratio (Percentage Points per Year)**

Sector	1993-94 to 2004-05	2004-05 to 2011-12	1993-94 to 2011-12
Rural	0.75	2.32	1.36
Urban	0.55	1.69	1.01
Total	0.74	2.18	1.30

Source: Planning Commission of India

The decline gap in rural from 1993-1994 to 2004-05 is 0.75%, from 2004-05 to 2011-12 is 2.32%, from 1993-1994 to 2011-2012 is 1.36%, in urban from 1993-1994 to 2004-2005 is 0.55%, from 2004-2005 to 2011-2012 is 1.69%, from 1993-1994 to 2011-2012 is 1.01% and in total from 1993-94 to 2004-05 is 0.74%, from 2004-05 to 2011-2012 is 2.18%, from 1993-1994 to 2011-2012 is 1.30%. Out of the three types like rural, urban and total the decline of poverty ratio is more in rural in all three type of years. But urban is less decline poverty gap than other two types rural and total. Thus the urban poverty gap is more than the other two.

For the period of 11<sup>th</sup> five year plan the growth rate was estimated as fastest at 33.7% in 2011-2012 compared to 54.4 % in 2004-2005, with the reduction of 20.7 percentage of points. By the year 2011 Odisha's growth rate was 32.59 per cent. In 2004-2005 it had been 57.20 per cent and 54.4 in Odisha and India respectively. Poverty has gone down by 24.61 percentage points from 75.20 percentage in 2004-2005 to 32.59 percent in 2011-2012. And 25.11 percentage points in the rural Odisha was higher than of 20.31 percentage points in the urban Odisha.

**Urban Poverty:** Reference to the urban poverty the 2011 census shows 41 million people in Odisha is the 11<sup>th</sup> most populous nation in India contributing 3.47 per cent of the total population in India. Odisha witnessed 14 per cent growth

population over the last decade. Most of the population centre on both in urban and rural areas constituting 17 per cent.

**Urban Poverty Alleviation Programmes:** The poverty alleviation programmes for poverty alleviation of the Government such as Bharat Nirman, National Rural Employment Guarantee Act and the National Urban Renewal Mission (NURM) are major initiatives. NURM is concerned with Urban areas where the allocated some amount of expenditure towards development of millions plus cities.

Odisha remains the same place of poverty status as it was three decades back (1973-2005). It is the first position among all the states with poverty ratio above national average. Odisha also continues a high position with poverty ratio in 27.5 percent in 2004-05 and shares among other states like Bihar, Madhya Pradesh, Maharashtra and Utter Pradesh.

Here argument is why Odisha is very poor and declining poverty ratio is also very less comparatively among all other states?. Kerala, West Bengal and Tamil Nadu were also with the poverty ratio above the national average in 1973-74, but these states show a considerable reduction in 2004-05 and less than national average. The bulk of urban poverty in Odisha contributed by the rising number of slums on the view of planning commission.

The table-5, highlight the poverty ratio both the Urban and Rural poverty by comparing poverty ratio of Odisha from 1993-94 to 2009-10. In 1993, the rural Head Count Ratio of Odisha is 63.16 per cent, in 2004-05 it came to 60.81 per cent and in 2009-10 it is 39.19 per cent by compare with the urban Head Count Ratio of Odisha is 34.76 per cent in 1993-94 and 37.58 percent in 2004-05, 25.91 per cent in 2009-10. In 1993-94, the rural Poverty Gap Ratio of Odisha is 16.03 per cent, in 2004-05 it came to 17.38 per cent and in 2009-10 it is 8.99 per cent by compare with the urban Poverty Gap Ratio of Odisha is 8.35 per cent in the year 1993-94 and 9.6 per cent in 2004-05, 5.31 per cent in 2009-10. In 1993-94, the Sen Index\* 100 of Odisha is 21.760 per cent, in 2004-05 it came to 23.15 per cent and in 2009-10 it is 12.41 per cent by compare with the Sen Index\*100 of Odisha is 11.45 per cent in 1993-94 and 3.15 per cent in 2004-05 and 7.55 per cent in 2009-10.

**Table-5**  
**Incidence of Poverty in Odisha, 1993-94 to 2009-10**

Poverty Measures	Poverty in Rural Odisha			Poverty in Urban Odisha		
	1993-94	2004-05	2009-10	1993-94	2004-05	2009-10
Head Count Ratio %	63.16	60.81	39.19	34.76	37.58	25.91
Poverty Gap Ratio%	16.03	17.38	8.99	8.35	9.6	5.31
Sen Index*100	21.760	23.15	12.41	11.45	13.15	7.55

Source: Planning Commission of India

In both the rural and urban poverty ratio is falling at a very sluggish pace, but the diminishing rate of urban poverty is more tiresome than the rural poverty, still if the urban poverty rate is single size (41.64 per cent) in 2004-05 than the poverty ratio (44.30) of before in 1993-94. On the other hand on national level both rural and urban poverty has shown commendable decline between 1973-74 and 2004-05. If the combination of poverty both in National and State (Odisha) level, it seems poverty decreasing day by day, but the fundamental question here, what is the decreasing percentage rate of (urban) poverty?, whether it is really declining a proportionate rate or not. At this juncture the various alleviation policies, programs, incentives, and schemes are matters of fact. Here it indicates that the urban poverty ratio is not less furious than the rural poverty in both in the Odisha and India. So this paper attempt to focus on the urban poverty of Odisha.

**Urban poverty Alleviation Scheme and Slum Improvement Programmes:** The Urban Poverty Alleviation Scheme and Slum Improvement Program consisting three heads like: i. Swarna Jayanti Sahari Rojagar Yojana. (SJSRY), ii. Income generation scheme for SC/ST/Minority and Scavenger, and iii. Integrated Housing and Slum Development Programme (IHSDP). The Social Security Scheme is also split into four pieces like: i. National Old Age Pension (NOAP), ii. State Old Age Pension (SOAP), iii. Odisha Disability Pension (ODP), and (iv) National Family Benefit Scheme (NFBS). Food Security Scheme is also separated in three components like i. Arnapurna Yojana, ii. Antodaya Anna Yojana (AAY), and iii. B.P.L cards. Both social security and food security are enhancing security among the labourers.

The gainful employment to the urban unemployment through encouraging of urban poverty alleviation programme, self-

employment provision of wage, namely Swarna Jayanti Sahari Rojgar (SJSRY) earlier poverty alleviation programme such as Basic Services for the Poor (UBSP), Prime Minister Integrated Urban Poverty Eradication (PMIUPEP) and Nehru Rojgar Yojana (NRY). The SJSRY is being implemented through States/ UTs government and funded with 75:25 bases in between centre and states. SJSRY consist of two central components such as (USEP) Urban Self Employment Programme and (WEP) Urban Wage Employment Programme. This scheme is meant for creating opportunities among the unorganized labourers.

It is applicable to all urban towns and marks the urban poor, as below the poverty line, delimited in India from time to time. For the training programme of training programme of USEP the expenditure of government is 153.35 lakh and got achievement of 8804 beneficiaries. The achievement of UWEP is highest (1, 11,000) comparing to the achievement (11630) of USEP (subsidy) programme in Odisha.

Fifteen percent of entire population of the country resides in urban arenas, which grows fast due to industrialization<sup>4</sup>. From the time series analysis of urban poverty in different Indian states, the 'trickle down mechanism' of growth benefiting the urban poor by creating gainful employment opportunities is supported by scanty evidence. The limited spread of the industry and sluggish employment' growth in this sector in the face of excess supplies of labour seem to have influenced rural and urban poverty. The scope for absorption of unskilled labour in higher productivity tertiary activities being limited, it is the growth of organized industry that may tackle the urban 'employment problem' and poverty<sup>5</sup>.

**Table-6**  
**Target and Achievement Made During 2008-09 under SJSRY in Odisha**

Sl. No	Name of the Component	GOI Target	achievement	Expenditure( in Lakhs)	Remark
1	USEP(SUBSIDY)	4276	11630	477.55	No. of Beneficiaries
2	USEP (TRAINING)	5354	8804	153.35	-
3	DWCUA	-	302 groups	168	2708 women beneficiaries
4	THRIFT and CREDIT SOCIETIES	-	422 groups	54.36	3910 women beneficiaries
5	COMMUNITY STRUCTURE	-	-	75.52	Social activities
6	URBAN WAGE EMPLOYMNET PROGRAMME (UWEP)	-	1,11,000	-	215.33 person-days generated
	TOTAL	-	-	1144.11	-

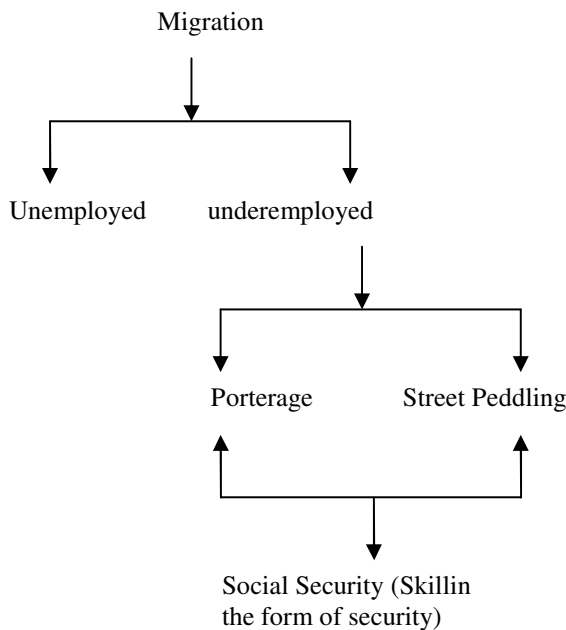
Source: H and U.D. Department, Govt. of Odisha, 2008-09

**Methodology**

The purposed article is based on Odisha is a descriptive study. This is the comparative analysis of rural poverty and urban poverty in general and unorganised sector of urban poverty is particular. The data are collected from secondary sources broadly from the Planning Commission India Data and NSS round Data. The information gathered largely included the books, Journals, published thesis, dissertation, statistical handbooks, and Government records etc. provide additional information to supplement the study. The study worth at this juncture to offer a comprehensive survey of “Unorganized Sector and Urban Poverty”.

**Model and Discussion**

In this part, we intend to test the coverage of urban poverty alleviation schemes in Odisha by different alleviation programs. Here it is confined the analysis only to examine the features of migrant workers’ the poor who are unemployed, underemployed or employed in a various low productivity occupations such as portorage, street peddling, etc., or employed in jobs either with in secure employment or with very low wages.



**Figure-1**  
**Urban Poverty Model in Odisha**

Sources: Authors Own Elaboration

The reduction of poverty in developing countries is mostly focused towards rural areas. But the nature of urban poverty in developing nations shows a regular shift in rural areas to urban areas along with the economic growth. It sticks to any pattern and experiences of country vary basis to the nature of growth of sectorial and its distribution and poverty implication in urban

and rural region. The assumption is to urban from rural, migration is caused by pull and push factors. It is point toward poor who leads, migrate to aggregate incidence of poverty in urban sector. The poverty of urban sector is realised as a spillover of rural poverty. Another side, urbanisation is chiefly a pull factors, is related with higher factors of productive output in urban areas. In turn, leads to poverty reduction as the degree of urbanisation rises.

Lakdawala Committee report describe, as per 64<sup>th</sup> round of NSS data based the estimated poverty for the year 2009-10 at Rs.505 and Rs.804 for rural and urban respectively. Using the Tendulkar Committee methodology report mention that, the poverty of Odisha as estimated in 2009-10 estimated percentage of Poverty Head Count Ratio in urban areas is 28.5 per cent in comparison to 50.5 percent in rural areas. According to the 2011 census report, 1.17 billion citizens’ are living in rural, urban and difficult situations. The urban homeless people too are going to be counted on 28th evening. When we look at Orissa, the total migrant during 2001 was 10.8 million. Out of which women constitute 80% of the total migration at 8.4 million. The large women’s migration is reported within intra-district movement which is 6.4 million. However the inter-state migration in 2001 census was reported as 0.6 million and here too the women outnumber male with 60% and the male migration was 40%. If one closely examines the 2001 census in relation to migration, it shows the trend of women mobility is more than the male. Interestingly, out of the factors like, education, employment, business, moved after birth and marriage<sup>7</sup>.

The seasonal or circular labour migration in India is estimated to be 30 million. Odisha increasingly, becoming the home for unorganized migrant workers is working in various parts of India. Urban population increased in faster rate than its infrastructure facilities which are available. The attempt were made to stand the population in rural sector who wanted to migrant with the lunching the rural poverty alleviation programmes. Rural-urban migration was form apt circumstances for the migrant population to settle down in small and medium towns by developing infrastructure amenities in specific sector whether in may be in rural or urban sector. The towns with 5 lakhs population should be facilitating the employment opportunities for educated persons who are not employed through Integrated Development of Small and Medium towns (IDSMT) programme.

Labour legislation did not provide enough protection to the unorganised sector. Due to various circumstances the workers in unorganised sector do not avail social security and additional facilities without the presence of labour laws. Skill building is one of the major issue has been come under the various policy debates.

In Odisha the skill building is very necessary to provide the social security to workers who, having very low productive occupations such as portage, street peddling etc. Though, at the

outset they are living in urban areas in open places without home, they manage themselves on the roadside, pavement, under staircases, drainage floors, and railway platforms and in the open mandaps of the temples etc.

There is a need for more number of skilled people contributing greater number of social protection of the nation. The demand is increase their economic condition, skill is very much important. But skill shortages emerged across the nation and the state which keep towards the attention to face the real challenge for skill development. Thus, it needs to fulfill the target of 20 million skilled workers to increase by 2015<sup>8</sup>. And also the vision 2020, India can perceive the ability into direct human energy efficacy to achieve the desire goal. It generates a kind of resources, may say that knowledge resources, another way being, organisation, technology, educational skill and information. They used the knowledge resources as well as they are exhausting the material resources and when shared, it can be stated at minimal price<sup>9</sup>.

The Social Security Bill 2008 and Migrant Workers, pursues to make a starting with 94 per cent to social security of some section of the total 45.9 per cent core working population of the country who have outside of surrounding of the facilities. The security scheme under the Urban Poverty Alleviation Scheme and Slum Improvement Program is divided into two heading like: Social Security Scheme and Food Security Scheme. Porter and street peddling have no skills to receive the job security and living security. So in the 21<sup>st</sup> century also they don't have social security to survive in adequate manner.

In the literature of social security, the promotion and protection are two dominant paradigms. The Indian Labour Organisation (ILO) defines the social security on the basis of protection that provides to its members by society through serial publication which measures the social distress and economic that would be done by the substantial reduction or stoppage of profits resulting from illness, work injury, maternity, invalidity, unemployment, and the provision of subsidies for the folks with children and dying, the supply of medical concern.

Social security varies person to person, like some having skills or some don't have in the unorganized sector. Roughly of 92 per cent of the population are in the working age group in the unorganized sector in India. The workers comprises of 376 million are in 2000 and 8 per cent were accessed to statutory social security benefits in the organised sector<sup>10</sup>. Thus, workforce had not been socially included and suffered with social insecurity and general low standards of living. Workers in unorganized section don't have access to sufficient and reliability social security<sup>11</sup>.

The unemployment status rates 17.07 per cent in Kerala and 1.51 per cent in Madhya Pradesh among all the major states. The states holding higher than national average of 3.77 per cent

those are 5.8 per cent of Haryana, 6.06 per cent of West Bengal, 5.62 per cent of Assam, 4.66 per cent of Odisha, 5.25 per cent of Tamil Nadu, 4.04 per cent of Punjab and 3.90 per cent of Andhra Pradesh<sup>12</sup>. The states like Bihar, Madhya Pradesh, Uttar Pradesh and Rajasthan as the poorer states have lesser rates of unemployment. The anticipation is that like Odisha and Maharashtra are stands in two opposite side and positive relationship between the level of economic development and incidence of unemployment and literacy and education across the lands. On the other hand underemployment workers features basically divide into two characters (though the feature is separated into various parts, but here confined into two roles) like portorage and street vending.

## Conclusion

The three anti-poverty strategies like promoting opportunities, facilitating empowerment and raising security to the vulnerable have not yielded desired results in the State. It is special that in India the trivial knowledge around the practical experience of homelessness in cities and town which reflects how adult females, urban homeless men, children survive and cope; how they bathe, sleep and eat; why do they live on the roads; their access and denial to service of the public and how they plan and organize their social and personal lives and their kinship. Such issue is very much importance both the official studies and also even by anthropologist economic exports, nutritionist and the students of development Studies<sup>13</sup>. A system of skill training will be useful for promoting employment opportunity among unorganized workers. So neither social security scheme, nor food security scheme is effective to improve the standard of urban unorganized workers. The scheme UWEP is less fruitful than the USEP. In the field of alleviating poverty, a system of training is needed to improve their quality of life.

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