MOST IMMEDIATE

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सत्यमेव जयते

भारत के महारजिस्ट्रार एवं जनगणना आयुक्त
गृह मंत्रालय
Registrar General & Census Commissioner, India
Ministry of Home Affairs

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CENSUS OF INDIA 2011 - CIRCULAR No. 8

Subject: - Formation and identification of Slum Enumeration Blocks for Slum Demography

The twenty-first century is witnessing sustained population growth together with urbanization and industrialization. Cities have always been the epicenter of economic growth. The economic vibrancy of these large urban centers offer diverse employment opportunities and means of livelihood. In India, migration has played an important role in accelerated urban growth which concomitantly attracts rural migrants to the urban areas for economic reasons regardless of the fact that physical infrastructure in terms of housing, drinking water supply, drainage, sanitation etc. is not so adequate in the cities. This forces the migrant rural poor to settle for informal solutions resulting in mushrooming of slums and squatter settlements. The slum problem is now a common feature of almost all major cities in India. The quality of life thus suffers due to continuous influx of rural migrants and, consequently, widens the gap between demand and supply of essential services and other infrastructure in the areas.

2. Despite continuous efforts by the State /UT administrations to restrain the number of slum dwellers, the slums have become an integral part of the phenomenon of urbanization and are, in a way, manifestation of overall socio-economic policies and planning in the States and the Country. Its rapid growth puts tremendous pressure on the existing urban basic services and infrastructure. The fact, however, that the slum

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dwellers contribute significantly to the economy of the city being a source of affordable labor supply for production in both the formal and informal sectors of economy, cannot be ignored. Comprehensive information on the slums is thus essential for formulation of an effective and coordinated policy for their improvement/ rehabilitation.

3. The 2001 Census made an innovative attempt to collect detailed demographic data about slum areas across the country in cities and towns having population of 50,000 and above. For the first time in the history of Census in the country, slum demography was presented on the basis of actual count.

4. Carrying this further, 2011 Census proposes to collect and tabulate Census data for 'Slums' in all statutory towns irrespective of population size. To make this possible, the formation and identification of the Slum Enumeration Blocks prior to the conduct of 2011 Census is a pre-requisite. For collection of data on slums no separate or additional questionnaire will be canvassed. The same schedule as canvassed during the Houselisting & Housing Census and Population Enumeration will be used. However, the distinct identity of such areas termed as 'Slums' will be maintained for each statutory town to enable separate tabulation.

5. The concept of slums and their definition vary considerably across the States depending upon the socio-economic conditions or local perceptions. There are regional differences in the names by which slums are known in India. In Delhi, slums are commonly called 'Jhuggi – Jhompdi', whereas in Mumbai they are called 'Jhopadpatti or Chawls'. Other known names are - 'Ahatas' in Kanpur, 'Bustees' in Kolkata, 'Cheris' in Chennai and 'Keris' in Bangalore. But physical characteristics in most of these slums are essentially the same. They are usually a cluster of hutments with dilapidated and infirm structures having common or no toilet facilities, suffering from lack of basic amenities, inadequate arrangement for drainage and for disposal of solid wastes and garbage. These inadequacies make the living conditions in slums extremely suboptimal, unhygienic and results in usually higher incidence of air and water borne diseases for the dwellers.

6. In India, Under Section-3 of the Slum Area Improvement and Clearance Act, 1956, Slums have been defined as mainly those residential areas where dwellings are in any respect unfit for human habitation by reasons of dilapidation, overcrowding, faulty designs of buildings, narrowness or faulty arrangement of streets, lack of ventilation, light or sanitation facilities or any combination of these factors which are detrimental to safety, health and morals. Thus, conceptually Slums are perceived as compact overcrowded residential areas (and not isolated or scattered dwellings) unfit for habitation due to lack of one or more of the basic infrastructure like drinking water, sanitation, electricity, sewerage, streets etc. In addition to this Central Legislation, several States have independent Acts where 'Slums' are defined.

7. It is proposed to continue the definition used in the 2001 Census for 2011 Census. The definitions of different types of slums and codes to be assigned are as follows: -

(i) All notified areas in a town or city notified as 'Slum' by State, UT Administration or Local Government under any Act including a 'Slum Act' may be considered as **Notified slums and assigned code 1;**

(ii) All areas recognised as 'Slum' by State, UT Administration or Local Government, Housing and Slum Boards, which may have not been formally notified as slum under any act may be considered as **Recognized slums and assigned code 2;**

(iii) A compact area of at least 300 population or about 60-70 households of poorly built congested tenements, in unhygienic environment usually with inadequate infrastructure and lacking in proper sanitary and drinking water facilities. Such areas should be identified personally by the Charge Officer and also inspected by an officer nominated by DCO. This fact must be duly recorded in the charge register. Such areas may be considered as **Identified slums and assigned code 3;**

8. Slum areas may be identified in **all statutory towns irrespective of their population size.** It may be noted that this is in variance with the approach taken in 2001 Census, wherein Slums were identified only in towns having a population of

50,000 and above. The towns may already be having a list of notified or recognized Slums for their areas. A copy of the list/notifications may be procured from the appropriate State/UT authorities. While forming enumeration block in any ward or town, separate block or blocks should be formed for slum areas both at the Houselisting Stage and later at Population Enumeration. By keeping a separate identity of the 'Slum Enumeration Blocks', it will be possible to compile and tabulate the special tables for 'Slums' both at the Houselisting as well as the Population Enumeration stages. However, care should be taken to see that a block formed out of 'Slum' does not cut across ward boundaries and no non-slum area is tagged to a 'Slum Enumeration Block', however, small it may be. Similarly, if it becomes necessary to make readjustments in the boundaries of Houselisting Blocks at the time of Population Enumeration, these may be done within the area of 'Slum' so that comparable data for Houselist and that collected through Household Schedule are available. **The concordance may be ensured between Houselisting and Population Enumeration Blocks for the linking of two sets of information i.e. Houselisting and Population Enumeration.**

9. It has been envisaged that each Houselisting Block/Enumeration Block will be assigned one of the four codes, namely, **Notified slum**-1, **Recognized slum**-2, **Identified slum**-3 (as defined in para 7) and **Non-slum**-4. A separate column will be provided in the Charge Register for this purpose. The size of Slum Enumeration Block should usually be the same as the normal Enumeration Block i.e. 600-650 population. However, to meet various local situations, the Charge Officer in consultation with your representative will use his discretion carefully while fixing the size of the Slum Enumeration Block. For example, if the population is say 750 in a slum area, then only one Slum Enumeration Block needs to be formed. Similarly in case the population is lower than the range given above but not less than 300, then only one independent Slum Enumeration Block will be formed. It will not be coupled with the neighbouring normal enumeration block. In yet another situation the population of the slum area may be 900. In such a case you should form two independent Slum Enumeration Blocks of roughly equal size. You may also ensure that the list of slum blocks in each charge may also be prepared and kept in the Census Directorate. This list of slums giving details of

Houselisting and Enumeration Blocks will prove very useful at the time of generation of special tables for slums areas.

10. You are aware that through statement VII of Town Directory as per Circular 4, some information on civic and other amenities for the 'Slums' is also proposed to be collected. These details along with the socio-economic characteristics, migration and fertility data collected at the Population enumeration and details of amenities and households possession proposed to be collected at the Houselisting stage will be integrated to bring out special reports for the slums.

11. I am confident that at the 2011 Census we will be able to produce meaningful reports on the status of 'Slums' in each State and Union Territory. I am confident that no stone will be left unturned in ensuring that 'Slum Enumeration Blocks' are carefully identified and displayed properly in the Charge Registers in every statutory town. As soon as this identification of 'Slum Enumeration Blocks' is over, a charge-wise consolidated list for the State/UT should be prepared and forwarded to the Census Division in ORGI. The first charge list will be for the Houselisting Operations while the next list for Population Enumeration stage.

12. The receipt of this circular may please be acknowledged and follow-up action taken in this regard may please be intimated.

(C. Chandramouli)
Registrar General and
Census Commissioner, India

To

All Directorates of Census Operations

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