

MOST IMMEDIATE



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भारत के महा रजिस्ट्रार का कार्यालय

(भारत सरकार, गृह मंत्रालय)

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CENSUS OF INDIA 2021 - CIRCULAR No. 7

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

In India, an increasing trend towards urbanisation has been seen from the beginning of the 21st century. Urbanisation, a process by which cities and towns grow and develop, has also provided its share of 'by-products'. One of the most persistent among them happens to be the clusters of huts with dilapidated structures without having sufficient basic amenities, inadequate arrangement for drainage and disposal of waste, etc. There are various reasons for creation of slums of which the most important are: (i) increased urbanisation leading to pressure on the available land and infrastructure, especially for the poor; (ii) natural in the population of urban poor and migration from rural areas and small towns to larger cities; (iii) skyrocketing land prices due to increasing demand for land and constraints on supply of land; and (iv) absence of sufficient programmes of affordable housing for the urban poor in most States. During Census 2011, 1.23 lakhs Slums Enumeration blocks (EBs) were reported across the country and the total slum population was 6.55 crore.

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. The slum dwellers contribute to the economy of the city being a source of affordable labour supply for production in both the organised and unorganised sectors of the economy. Comprehensive information on the slums is thus essential for formation of an effective and coordinated policy for their improvement/ rehabilitation.

3. The 2011 Census collected detailed demographic data separately for slum areas across the country in all statutory towns irrespective of its size. In Census 2021 also, data pertaining to 'Slums' will be collected separately and tabulated for all statutory towns irrespective of their population size. For this, the identification and formation of Slum Houselisting Blocks (HLBs) / Enumeration Blocks (EBs) prior to the conduct of each phase of Census 2021 i.e. Houselisting and Housing Census and Population Enumeration is necessary. However, no separate or additional question will be canvassed for the data on slums and the same schedule as to be canvassed during Houselisting & Housing Census and the Population Enumeration will be used for this purpose. For each statutory town, distinct identity of areas termed as 'Slums' will be maintained to enable data processing and separate tabulation.

4. The concept of slums and their definition vary considerably across the States/UTs depending upon the socio-economic conditions or local perceptions. The nomenclature also varies from one region to another. For example, in Delhi, slums are commonly known as 'Jhuggi - Jhopdi', whereas in Mumbai they are called 'Jhopadpatti or Chawls'. Similarly, other known names are - 'Ahatas' in Kanpur, 'Bustees' in Kolkata, 'Cheris' in Chennai and 'Keris' in Bangalore. However, most of these slums have the same physical characteristics.

5. Section 3 of the Slum Areas (Improvement and Clearance) Act, 1956 defines 'Slums areas' as mainly those residential areas where dwellings are unfit for human habitation due to 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 their own independent Acts where 'Slums' are defined.

6. Like in Census 2011, the Slums are to be divided into three categories namely- Notified, Recognised and Identified. The definitions and codes used in the 2011 Census will be continued for 2021 Census as detailed below:

- (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 by Charge Officer and also inspected by an officer of the Directorate of Census Operations (DCO). Proper entries need to be made in the Charge Register for all such areas. Such areas may be considered as **Identified slums and assigned code 3**;

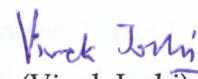
7. Slum areas may be identified in all statutory towns irrespective of the population size. The towns may already be having a list of notified or recognized Slums for their areas. A copy of the list/notifications is to be procured from the appropriate State/UT authorities. While forming HLB or EB in any ward or town, separate block or blocks should be formed for slum areas both at the Houselisting stage and later at Population Enumeration stage. Keeping a separate identity of the 'Slum Houselisting/Enumeration Blocks' will enable to compile and tabulate the data for 'Slums' in both the phases of Census. However, it needs to be ensured that a block formed out of 'Slum' does not cut across ward boundaries and no non-slum area is mixed up with the slum area, how small it may be. 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 both the phases is available. The concordance may be ensured between Houselisting and Population Enumeration Blocks for the linking of two sets of data.

8. 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 6) and **Non-slum-4**. A separate column will be provided in the Charge Register for this purpose. The size of Slum HLB/ EB should usually be the same as the normal HLB/ EB i.e. 650-800 population. For the EB which was identified as 'Slum Enumeration Block' in Census 2011, and if the block falls in slum area for Census 2021 and its population has increased to a large extent, then the slum EB of Census 2011 may be divided into two slum HLBs i.e. one HLB of about 800 population and another small HLB. The small slum HLB and another slum or non-slum HLB, both together

fulfilling the normal workload of an enumerator, to be entrusted to one Enumerator. However, to meet various local situations, the Charge Officer in consultation with officer from DCO will use his discretion carefully while fixing the size of the Slum Houselisting / Enumeration Block. Similarly in case where the population of slum is lower than the range of 650-800 population, but not less than 300, then only one independent 'Slum EB' will be formed. It will not be coupled with the neighbouring 'normal' EB. In such situation, one Enumerator is to be allotted multiple HLBs/EBs for which she/he is to maintain records/schedules separately. The list of slum EBs in each Charge will be prepared and kept in the Census Directorate.

9. The data on 'Slums' being very important and a pre-requisite for urban planning, all town authorities are to ensure that 'Slum Houselisting/Enumeration Blocks' are carefully identified and displayed properly in the Charge Registers in every Statutory Town. After completing the identification of 'Slum Houselisting/Enumeration Blocks', a Charge-wise consolidated list for the State/UT should be prepared and forwarded to the concerned DCO. The first Charge list will be for the Houselisting Operations while the next list will be for Population Enumeration phase of Census 2021.

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



(Vivek Joshi)

Registrar General &
Census Commissioner, India

To

The Chief Secretaries/ Administrators
All States/ UTs

Copy for necessary action to:

1. State Coordinators
2. Directorate of Census Operations
3. All heads of Divisions of ORGI including Language Division, Kolkata
4. JD(OL) for translation into Hindi
5. Census Division, ORGI
6. PPS to RG&CC I
7. PPS to Addl. Registrar General(Y)/ Addl. Registrar General(S), ORGI
8. DP Division for uploading on Census website
9. Guard File