



भारत सरकार / Government of India

गृह मंत्रालय / Ministry of Home Affairs

भारत के महारजिस्ट्रार का कार्यालय

OFFICE OF THE REGISTRAR GENERAL, INDIA

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No. 9-27/2018 -CD (Census)

Dated: 12.11.2018

Census of India 2021- Circular No.3

Formation of Urban Agglomerations for the 2021 Census

The work of rural-urban classification for Census 2021 must be in progress now in accordance with the instructions issued vide Circular No. 2 dated 04.09.2018. The work of identification of Urban Agglomerations (U.As) in the state/union territory would be taken up after preparing the list of towns and villages for 2021 Census.

2. The concept of urban agglomeration (U.A.) as adopted for census 2011 will continue for Census 2021. According to this, an urban agglomeration is a continuous urban spread constituting a town and its adjoining outgrowths (OGs), or two or more physically contiguous towns together with or without outgrowths of such towns. In some cases railway colonies, university campuses, port areas, military camps etc., would have come up near a statutory town outside its statutory limits but within the revenue limits of a village or villages contiguous to the town. Each of these individual areas may not by itself satisfy the criteria to qualify as an independent urban unit but by virtue of its urban features in terms of infrastructure and amenities may qualify to be clubbed with the existing

towns as their continuous urban spread (i.e. an Out Growth). For the purpose of identification of Urban Agglomerations for 2021 Census, following criteria would be adopted:

- (a) The core town or at least one of the constituent towns of an urban agglomeration should necessarily be a statutory town; and
- (b) The total population of an Urban Agglomeration (i.e. all the constituents put together) should not be less than 20,000 as per Census 2011.

3. When the above basic criteria having been satisfied, the following are the conceivable situations in which Urban Agglomerations would be constituted:

- (i) A statutory town with one or more outgrowths, the outgrowth being outside the boundary of the Statutory town but falling within the revenue boundaries of the adjoining village or villages, forming a contiguous urban spread; or
- (ii) Two or more adjoining towns (of which at least one is a statutory town) with their outgrowths, if any, as in (i) above.

This is not exhaustive. In varying local conditions, there could be similar other combinations which could be treated as urban agglomerations but the basic condition of contiguity must be satisfied in their cases also. It is also likely that the area constituting an urban agglomeration may change from one Census to another Census, depending upon the changes in the boundaries of the statutorily notified main urban units as well as the extent of the urban outgrowth.

4. There have been instances in the past when parts of some villages though not contiguous to the town were included in the urban agglomeration on the ground that in future the area would become contiguous. This is not correct and should be avoided as the purpose of delineating an urban agglomeration is to take into account the present urban spread alone and not the future one. Special care would then be taken before including the outgrowths and following points would be kept in mind before determining outgrowths in relation to a town and urban agglomeration:

- (i) If there is some uninhabited area between a village or villages having pronounced urban features and the statutory limit of a town, such village(s) should not be treated as an outgrowth to constitute an urban agglomeration with the town as they will not form a contiguous spread with the town on account of the intervening uninhabited area.
- (ii) If there is a town in proximity to a core town but not actually contiguous to it, being separated by an intervening rural area, these towns should not be added to form an urban agglomeration. They will be considered as forming an urban agglomeration only if the intervening rural area also has pronounced urban features qualifying it to be considered as an outgrowth.
- (iii) While determining the adjoining revenue village as outgrowth of a town, it should be ensured that it possesses the urban features in terms of infrastructure and amenities such as pucca roads, electricity, taps, drainage system for disposal of waste water,

educational institutions, post offices, medical facilities, banks etc. The outgrowth should be a viable unit such as a village or a hamlet or an enumeration block and clearly identifiable in terms of its boundaries and location.

- (iv) In the case of a revenue village which is entirely being treated as an outgrowth of a town, the code number and name of the revenue village may also be mentioned in the rural frame of the Primary Census Abstract (PCA) so as to avoid omission but its data will be given under the relevant urban agglomeration. Likewise, where only a part of the village is included in the urban agglomeration as an outgrowth, data relating to the portion which is treated as part of the outgrowth will be presented under the urban agglomeration, while the data relating to the rest of the village will be presented in the rural frame.
- (v) While carving out enumeration blocks at the time of census, care should be taken to see that an enumeration block does not cut across the boundaries of either of the town or its outgrowth. In other words, such outgrowths should be constituted into a separate block or blocks depending on size. These blocks may be assigned serial numbers at the end of the series of the charge so that they are easily recognized. All these blocks will be shown in the Charge Registers of the concerned city or town.
- (vi) Leaving aside the urban agglomerations like Kolkata, Chennai and Mumbai where the constituent units of the agglomeration are spread over more than one district, care should be taken as far as possible to see that an urban agglomeration does not spread beyond the boundaries of the district. This is to avoid problems of

tabulation especially in the case of migration tables. If any such new cases were to arise, the matter should be finalized in consultation with this Office.

5. For maintaining comparability with the 2011 Census data, it would be desirable to ensure that constituents included in an urban agglomeration of 2011 Census are not taken out of that Urban Agglomeration for 2021 census provided such constituents remain contiguous.

6. While each urban agglomeration will be one continuous spread for the purpose of overall size, classification and analysis of the urban data, break-up of each of the constituent units of the agglomeration with the population figures will be presented separately. For this, the method of presentation of 2011 Census will be followed.

7. In reckoning the total number of towns (as distinct from the urban agglomerations) each individual urban area that is reckoned as 'town' either statutory or census town, would be counted as separate towns in the respective category. The outgrowths which do not qualify to be so treated as towns, would not be counted as individual towns but only as appendage of another statutory town. The figures of the main town and such appendages would invariably be shown separately.

8. The code structure for UAs will be finalized by Census Division in consultation with D.P. Division and will be provided in due course of time.

9. The Urban agglomerations are to be formed in your state/union territory based on the above instructions and the particulars in the enclosed Proforma 1 to 5 must be sent to the Census Division by **30th**

April, 2019 for approval. A notional sketch of each of the proposed urban agglomerations with its constituent units clearly showing their boundaries and the actual urban spread by hatching and appropriate land marks, would also be prepared in the DCO and sent along with the proformae to facilitate scrutiny. All the DCOs are also to ensure that since the boundaries of administrative units for census 2021 shall be frozen on 31.12.2019, changes, if any, in their proposals pertaining to the formation of urban agglomeration should reach the Census Division latest by 15.01.2020.

Encl: As above

Sanjay

(Sanjay)
Dy. Director General

To,

The Controlling Officers of all Directorates of Census Operations.

Copy to:

1. All Heads of Divisions of ORGI including Language Division, Kolkata
2. AD (OL) for immediate translation in Hindi.
3. PS to Secretary (OL) & RGI
4. PS to Addl. Registrar General.
5. PS to DDG
6. Guard File.

PROFORMA 1

Urban Agglomerations of the 2011 Census which continue in the 2021 Census with no jurisdictional change

State/Union Territory _____

Sl. No	Name of Urban Agglomeration and its constituent units	Whether city, town or out growth	2011 population of the city/town	In the case of outhgrowths, give:			
				MDDS code no. of village/sub-number in case of part village	Area (Sq.Km.)	2011 population	Name of village/hamlet /enumeration block included wholly or partly
1	2	3	4	5	6	7	8

PROFORMA 3

Names of any 2011 town/outgrowth/village which has been merged with any of the units of the Urban Agglomeration after 2011 Census

State/Union Territory _____

Sl. No.	Name of Urban Agglomeration	Name of town/outgrowth/village* merged with any constituent unit of the Urban Agglomeration	Name of the Constituent unit with which merged	Remarks+
1	2	3	4	5

* Specify in bracket whether town/outgrowth/village.

+ The changes appearing in cols. 3 & 4 may be shown with Govt. Notification number in col. No. 5 (Remarks)

PROFORMA 4

Urban Agglomeration of the 2011 Census proposed to be dropped for the 2021 Census

State/Union Territory _____

Sl No.	Name of Urban Agglomeration	Reasons to drop	Remarks+
1	2	3	4

+ For the changes appearing in col.3 the relevant Govt. notification number may be indicated in col. No. 4 (Remarks)

PROFORMA 5

Urban Agglomerations proposed for the first time for the 2021 Census with the names of constituent units

State/Union Territory _____

SI No.	Name of Urban Agglomeration and its constituent units	Whether city, town or out growth	2011 population of the city/town	In the case of outgrowths, give:				
				MDDS code no. of village/sub-number in case of part village	Area (Sq.Km.)	2011 population	Name of village/hamlet /enumeration block included wholly or partly	Remarks
1	2	3	4	5	6	7	8	9