



भारत सरकार, गृह मंत्रालय  
Government of India, Ministry of Home Affairs  
भारत के महारजिस्ट्रार का कार्यालय  
Office of the Registrar General, India



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Map Division, West Block-I, R.K. Puram, New Delhi-110066.

No. XII-019/02/2018-Map/67

10 May, 2019

**Census of India 2021 – Circular No. 4**

Subject: Updating of Base maps for 2021 Census

Dear Sir/Madam,

The next decennial Census of India in 2021 is scheduled to be held in the month of February 2021. In order to ensure full coverage of the entire geographical area of the country without any omission or over-lapping, it is absolutely necessary to prepare maps showing boundaries of each administrative unit, such as State, District, Sub-district, Town and Village, as per their current jurisdiction. Vide Circular No. 9/36/2017-CD (CEN) dated 22.12.2017 instructions explaining the methodology for compiling details of all the jurisdictional changes that have occurred so far after 2011 Census in administrative units as well as those which will occur in future have been issued.

2. This circular envisage to undertake preparation of updated working maps showing the new jurisdictions in the existing maps of administrative units by incorporating changes that have occurred after 2011, on the basis of information already available in your office, and later as and when you receive information about additional changes up to 31<sup>st</sup> Dec, 2019, when the administrative boundaries will be frozen for 2021 Census.

3. The work of updating the relevant maps on the basis of jurisdictional changes which had occurred up to 31<sup>st</sup> March 2019 may be taken up immediately and the process may be continued till the freezing of boundaries on 31<sup>st</sup> Dec, 2019.

**Sub-district maps:**

4. Map Division at HQrs. and Map Sections at different DCOs have completed the geo-referencing task using the existing spatial database i.e., administrative setup of Census-2011. At

HQrs, the database received from different DCOs has been merged to create a seamless Village level spatial database of the entire country. The geo-referenced spatial database cleared by Map Division, ORGI, only to be used for creating maps at different administrative levels in Census-2021. (Refer Map Division's letter No.XII-019/02/2018-Map dated 02.02.2018 and subsequent instructions issued by Map Division from time to time).

5. As you already have geo-referenced Sub-district (i.e., Tehsil/Taluk/PS/CD Block/Mandal/Revenue Circle) maps of 2011 Census showing location codes of all revenue Villages/Towns with boundary and their spread along with all other layers of physical features (Road, Railway lines, Rivers and Streams, Reserved Forest etc), these digital database are the starting point for checking the list, which you have already procured as directed in Circular No. 1. Jurisdictional changes occurred subsequently at Sub-district levels, need to be taken into account while updating the maps.

6. The following explains a few of situations:

- a. Cases where no change in the Sub-district boundary of 2011 Census has been reported and the list of Villages obtained recently from the Revenue Department tallies fully with the list for 2011 Census. In these cases no further action would be necessary.
- b. Changes in the Village/Town names or merger of one Village with another Village or division of single Village into two or more independent Villages, creation of new Town, merging of Villages/ urban local bodies with existing Town, have to be updated in the existing digital database. On the basis of the Village list collected for 2021 Census and the Sub-district map obtained from the Survey/Revenue Department/Tehsil headquarters etc., the existing 2011 Census digital database are to be corrected/updated and concurrence of the changes should be matched with that of the Master Directory. Fresh working map with Village/Town boundaries with names need to be prepared, so that the Village/Town boundaries are precisely identified. All the new Villages/Towns which have been created after 2011 Census are to be located on the map for spatial examination and stock taking. If a Village shown in the new Village/Town list is not identifiable or boundary is not known in the existing Sub-district map of the 2011 Census, the matter is to be referred to the State/UT authorities and settled quickly.
- c. Where a separate Sub-district has been created by transfer of area from one or more adjacent Sub-districts of the District(s) of the State/UT, a fresh map of the Sub-district is to be prepared or procured from State/UT sources. All Villages and Towns/urban areas,

which have been included in the newly created Sub-district, are to be identified and names are to be written on the 'Working Map' at Village/Town level for examining the completeness of the list and geographical areas. If it is difficult to write names of the Villages/Towns in certain areas on the Sub-district map, Village/Town codes may be written and Village/Town Codes with the respective names of the Villages/Town may be written at suitable places on the map. It is also to be cross-checked if the Villages/Towns included in the newly created Sub-district actually existed in the specific Sub-districts from where these have been transferred with reference to the erstwhile 2011 jurisdiction.

- d. In case the newly created Sub-district includes some Villages/Towns, which did not exist in 2011, the matter has to be examined further in relation to the origin of the Villages/Towns as well as their jurisdictions. Cases in which there is a doubt, these would be settled in consultation with concerned local authorities of State Government. After locating all the Villages/Towns as per the new Village/Town list of maps, names are to be cross-checked again with the final list obtained from the Revenue department, etc. All notifications of the State government are to be obtained and are to be cross-checked with the Working Map as well as the latest list. In case you come across the situation where it is difficult to plot/recognize the Villages/Towns with boundaries in the Sub-district maps, you may take the help of District Census Hand Books as prepared for earlier censuses. Identification and right location of Villages is one of the important pre-requisites of Census enumeration. As such the Village/Town locations (point feature class) have to be updated to the extent possible as per the Toposheets without affecting the existing boundaries.
  - e. All natural features like Rivers and Streams and Reserved Forest should be updated using authorised Central/State Government sources.
  - f. Details of the transportation features such as National/State Highways and Railway lines (Broad Gauge/Meter Gauge), if any, are to be procured from the authorities of National/State Highways and Railways, respectively, and updated in the maps with a special attention to the location of Railway Stations, names of National/State Highway and the Highway numbers.
7. After finalizing the working maps, showing latest jurisdictions, as in the previous censuses, you are required to obtain authentication from the authorities, e.g., Deputy Commissioners, District Magistrates, Sub Divisional Officers, Tehsildars, etc., who are holding

the charge of such authentication on behalf of the Revenue Department. For this purpose, you may prepare two copies of the Working Map of Sub-Districts for authentication and the changes suggested by the above authorities in the authentication process will be updated after due verification. However, as the updating exercise will continue up to January 2020, only at the time and not before that, you would be required to hand over the final maps to the authorities for final authentication.

**Urban area maps:**

8. As in the case of rural areas, it is also essential that all the urban areas in each District/Sub-district are correctly plotted on the relevant Working Maps showing extent of the Towns showing ward boundaries, Out Growths (OG), etc., for use in 2021 Census. Information so obtained from the local Municipalities or other local Revenue departments would have to be used in identifying the Urban Agglomeration (UA) and Out Growth for use in Census 2021. It is also essential to procure and have up-to-date large-scale maps of all the municipalities or other local bodies, Out Growths and each component of the Urban Agglomeration (preferably GIS based maps in soft copies) with details of street patterns, names, lay-out with boundaries to demarcate the enumeration blocks and supervisory circles at Charge level.

**District maps:**

9. The District map is to be updated on the basis of updated list of Sub-districts including the new ones, if any, by taking into account all relevant changes that have occurred within the district. There will be cases where no jurisdictional changes that have taken place in the District, as a whole, but only a few areas might have been transferred from one Sub-district to another. In all such cases, the duly authenticated latest map of the District with complete Sub-district boundaries are to be obtained from the State Government/Survey department or other authorities. In effect, the updated District map will show the latest Sub-district boundaries and location of the urban areas. There may be cases where a District might have gained or lost some areas from a neighbouring District or an entirely new District might have been created from one or more Districts as in 2011 Census in the States/UTs. In such cases, the newly created District map with relevant details would have to be procured as per the method explained in case of Sub-district maps to be prepared as mentioned above. It is also extremely important to cross-check information about newly created Districts and the areas which have been transferred from the latest lists and notifications. This will give you a current idea of the new set-up in relation to the previous Census of which you have full information. This information will also be used in re-casting 2011 Census data at district level.

**State/UT maps:**

10. As per the changes effected at Sub-district and District level since 2011 Census, the State base map has to be updated by incorporating all the changes with respect to the boundaries, names and location of headquarters (including names). The State boundaries and the coastal line should be in conformity with the digital database cleared by this division. In case any discrepancies arise, the same have to be rectified in consultation with respective State authorities under intimation to this division. The updated State/UT map showing district/sub-district maps will be used for updating the India base map and hence proper care needs to be taken for incorporating all the changes.

11. All the updation that is being carried out/ to be done must essentially be in the geo-referenced database that has been cleared by Map Division, ORGI. It is emphasised that unlike in previous Censuses, this time all the working and updated maps at all levels (except Town maps) are required to be prepared from the geo-referenced database only that has been cleared by Map Division, ORGI.

12. After finalization of the maps of States, Districts, Sub-districts, Urban Areas, as described above and after due authentication by the local authorities, as the case may be, you are requested to obtain the approval of Map Division of this office for use in Census 2021. The approval would have to be sought for State/UT maps showing Districts/Sub-districts and only those Districts/Sub-districts maps where jurisdictional changes have occurred between 01<sup>st</sup> January 2010 and 31<sup>st</sup> December 2019.

13. You are requested to take necessary steps, either to initiate or expedite this work immediately and inform the Map Division, ORGI about the progress of work on a monthly basis in respect of your DCO beginning **June 2019**.

*Sanjay*

(Sanjay)  
Deputy Director General

To:

All DCOs

Copy to:

1. PPS to RG&CCI
2. PPS/PS to Addl.RGI/DDG
3. All Heads of the Divisions of ORGI