

# Census Bureau's Urban and Rural Classification and Overview of 2020 Urban Area Criteria

**New York State Data Center Affiliates Meeting**

**October 6, 2022**

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*The views expressed in this presentation are those of the author  
and not necessarily those of the U.S. Census Bureau.*

# Introduction

- The history of the Census Bureau's urban-rural classification since the late-19<sup>th</sup> century has been one of response to:
  - Changes to settlement patterns in and around cities.
  - Changes in theoretical approaches to interpreting and understanding the growth of urban areas.
  - Improved technology (i.e., GIS, digital databases) making it easier to manage large amounts of data.
  - Increased spatial resolution of statistical and geospatial data.
- For information on the history of the Census Bureau's urban and rural classification, see: "A Century of Delineating a Changing Landscape," [https://www2.census.gov/geo/pdfs/reference/ua/Century\\_of\\_Defining\\_Urban.pdf](https://www2.census.gov/geo/pdfs/reference/ua/Century_of_Defining_Urban.pdf)

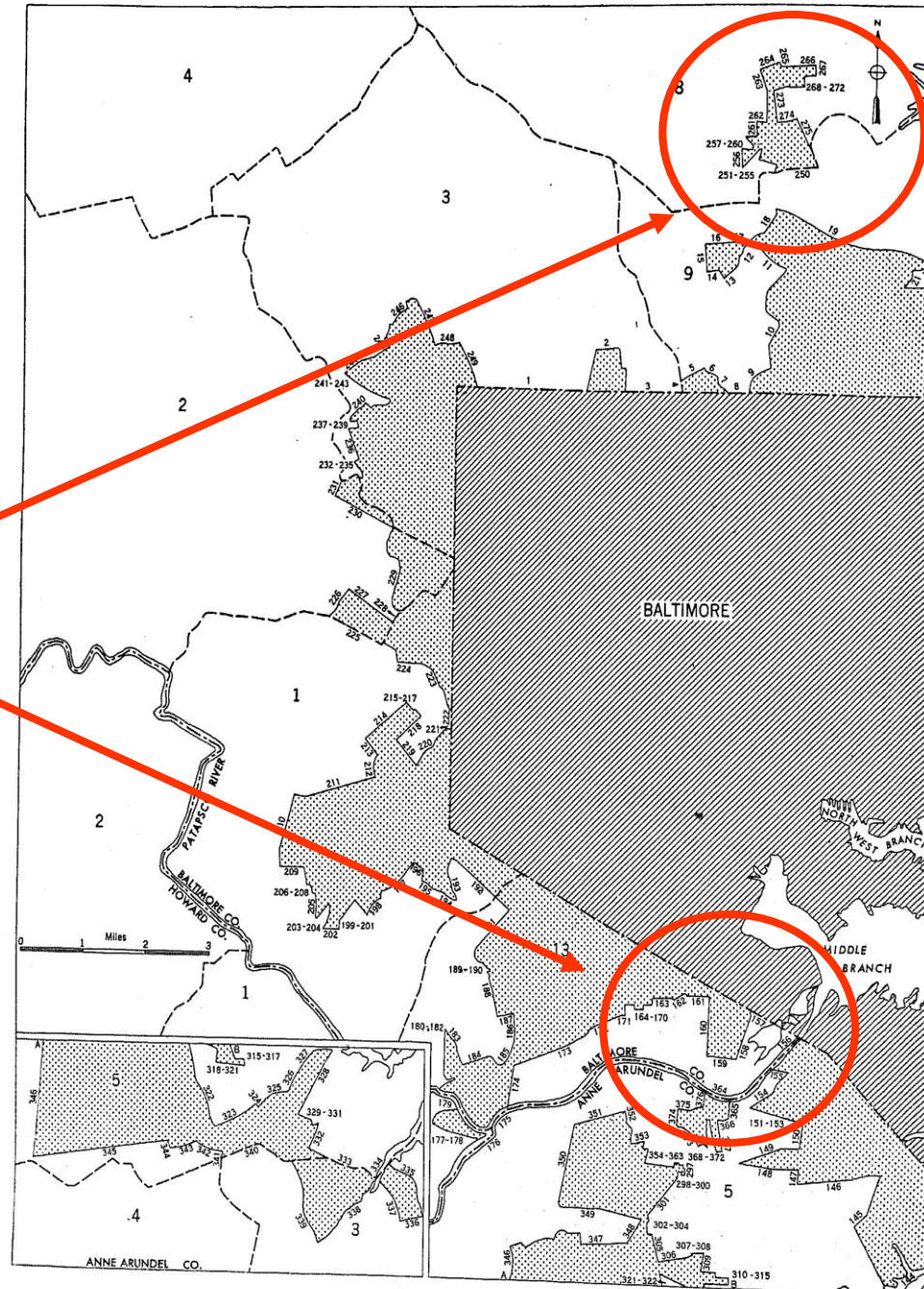
## Census Bureau Urban Area Classification: 1950 Census

- Urbanized area concept adopted to identify densely settled territory adjacent to cities of 50,000 or more people.
- Noncontiguous, high-density areas included, but linking corridors (“jumps”) were not classified as urban.
- Census designated places (CDPs) adopted.
- Outside urbanized areas, incorporated places and CDPs of 2,500 or more people classified as urban.

BALTIMORE URBANIZED AREA—SECTION 1

1950 Census urbanized area delineation:  
Baltimore, MD

Non-contiguous qualifying  
territory added on north  
and south



## Urban Areas: 1960 through 1990

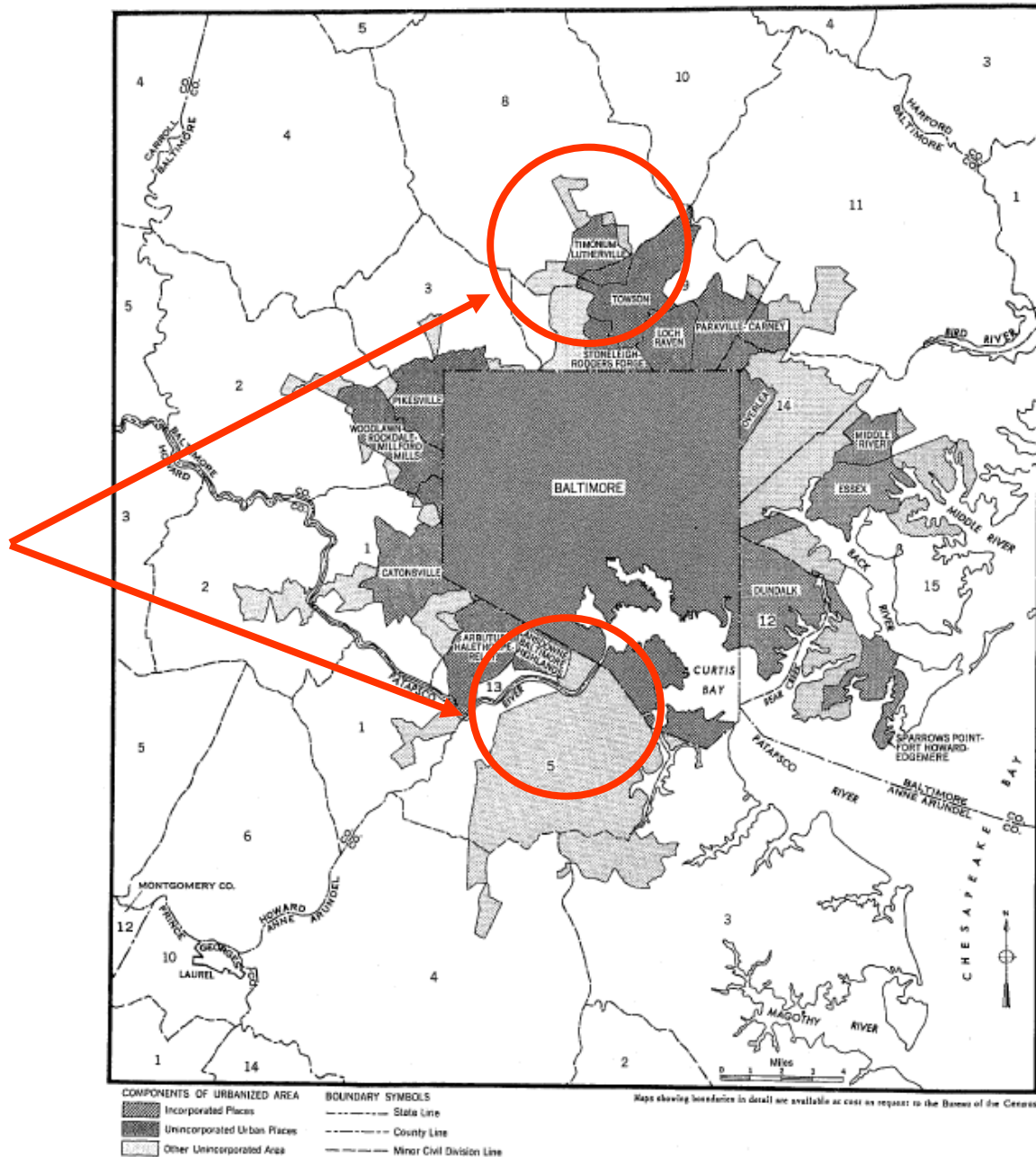
- Basic concepts and criteria remain unchanged;
- Interactive, paper map-based delineation.
- Previous decade's boundary provided the starting point for delineation.
- Analysis units are places, enumeration districts and "small enumeration districts."
- Central place criteria changes, mainly affecting requirements to initiate delineation (i.e., twin cities totaling 50,000 or more population).
- Jump concept is implemented as a guideline. Intervening, low-density corridor included in area.
- 1970: adoption of extended city concept.

## BALTIMORE URBANIZED AREA

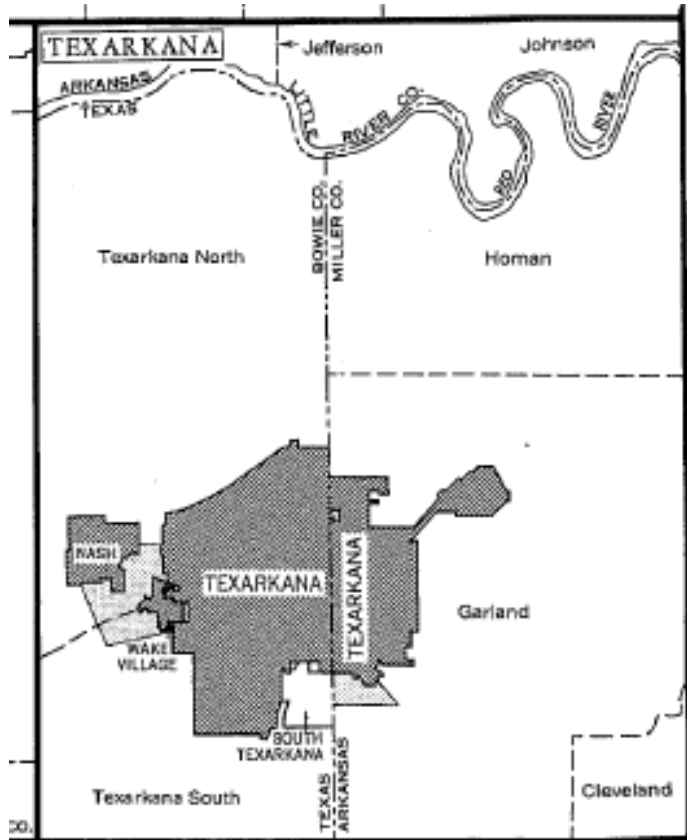
1960 urbanized area  
delineation: Baltimore, MD

Continuous area; that is, low-density “jump corridors” to reach outlying densely settled areas are included in the urbanized area.

CDPs defined outside Baltimore city.

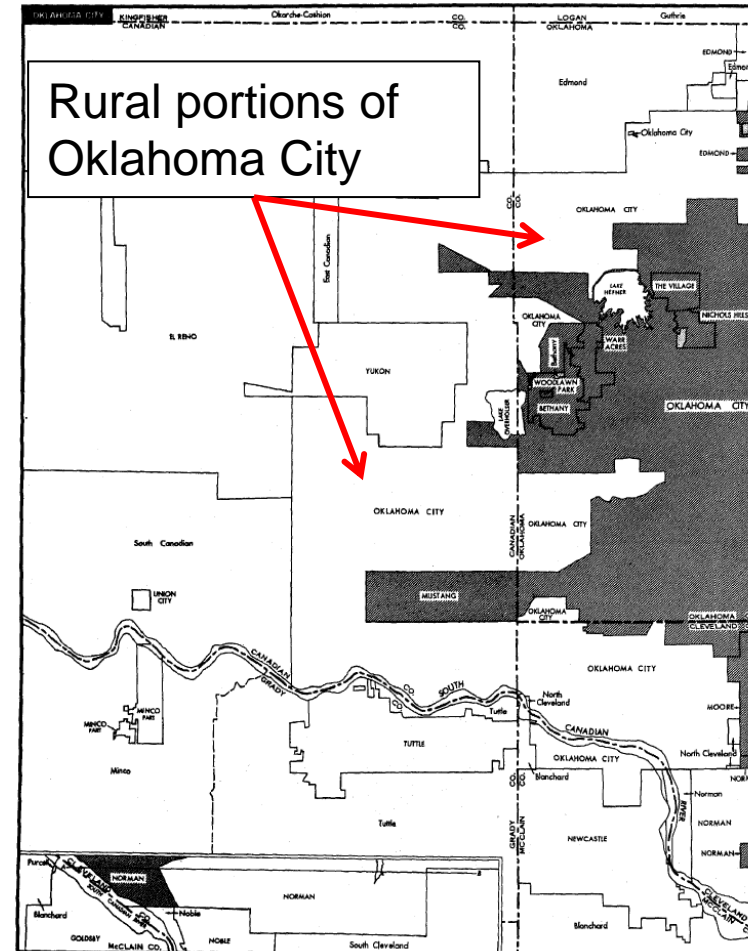


# Urban Area Criteria Changes, 1960-1990



Maps showing boundaries in detail are available at cost on request in the Areas of the Census.

1960 Census: Twin central cities totaling 50,000 or more persons.

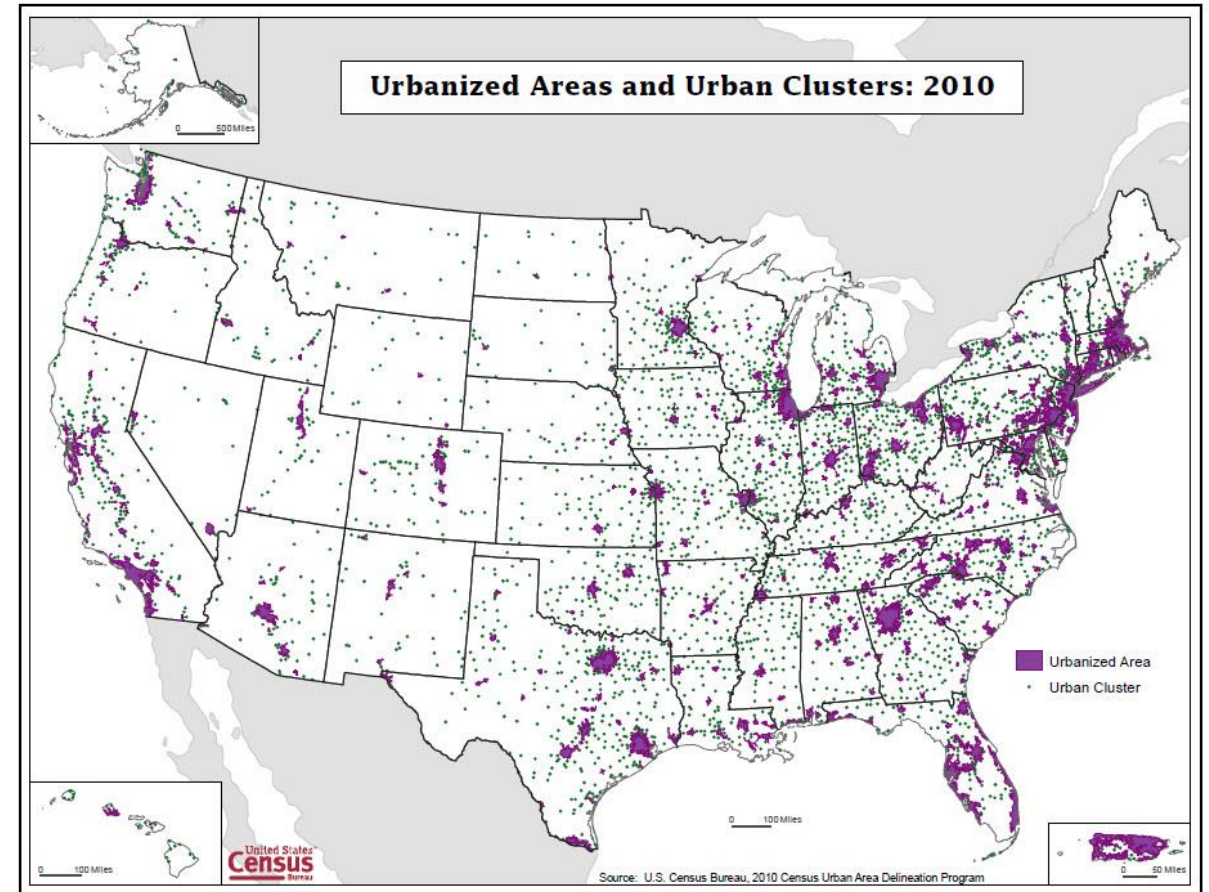


1970 Census: "Extended cities" split between urban and rural components.

# Census Bureau Urban Areas: 2010 Definition

- Urbanized areas: 50,000 or more population.
- Urban clusters: at least 2,500 and less than 50,000 population.
- Defined primarily based on population density measured at the census tract and census block levels.
  - Initial urban core: at least 1,000 per square mile
  - Remainder of urban area: at least 500 per square mile

	2010 Census Population	2010 Percent	2020 ACS 5-year Population Estimates*	2020 Percent
Total	308,745,538	100.0	326,569,308	100.00
Urban	249,253,271	80.7	263,366,402	80.7
Urbanized Area	219,922,123	71.2	233,777,857	71.6
Urban Cluster	29,331,148	9.5	29,588,545	9.1
Rural	59,492,267	19.3	63,202,906	19.3



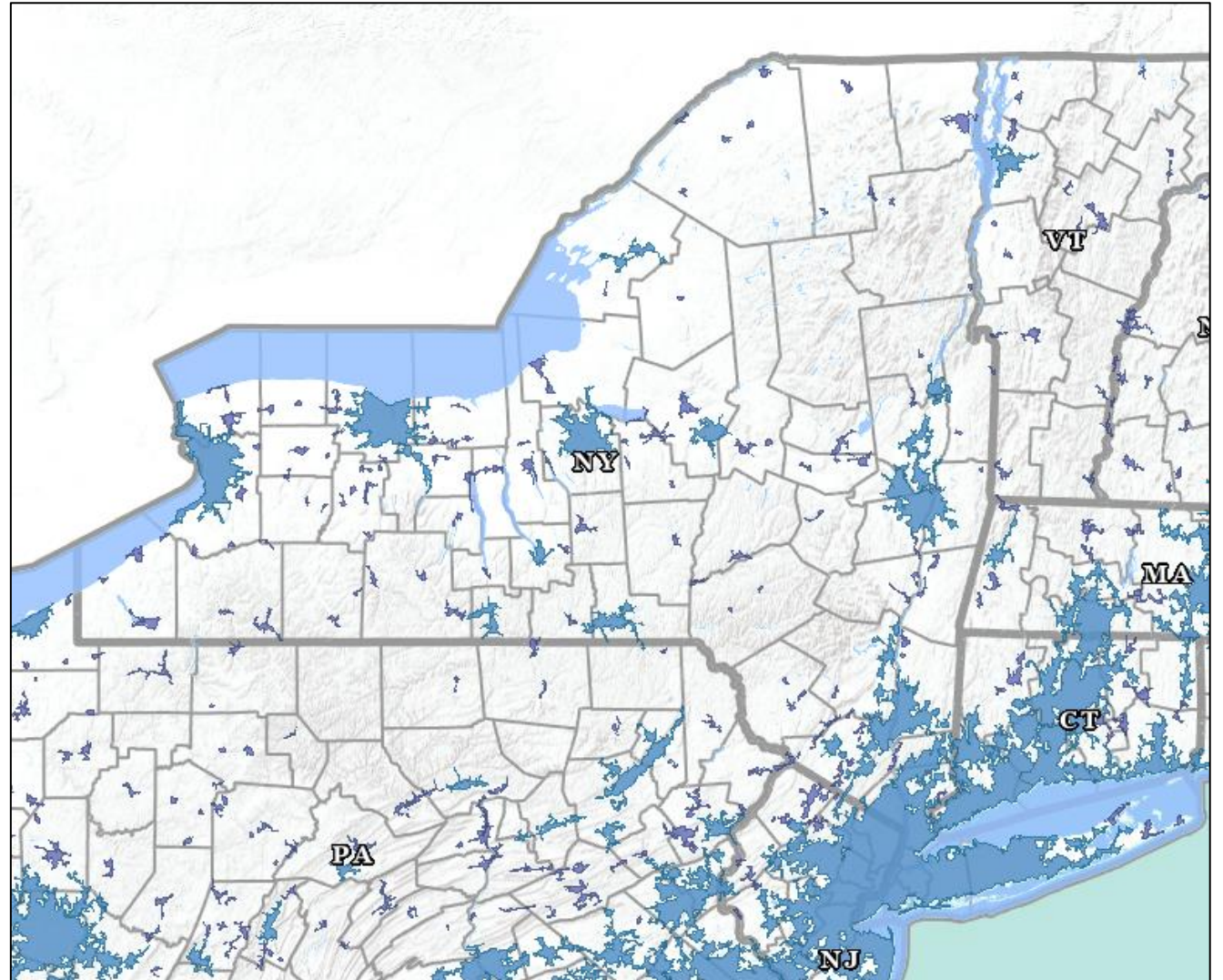
\*2020 ACS estimates for urban areas are based on urban area boundaries defined in 2010 and do not account for new urbanization that occurred outside those boundaries between 2010 and 2020.



## New York Urban Areas: 2010 Definition

	2010 Census Population	2010 Percent	2020 ACS 5- year Population Estimates*	2020 Percent
Total	19,378,102	100.0	19,514,849	100.00
Urban	17,028,105	87.9	17,208,257	88.2
Rural	2,349,997	12.1	2,306,592	11.8

Sources: 2010 Census; 2016-2020 ACS 5-year data.



\*2020 ACS estimates for urban areas are based on urban area boundaries defined in 2010 and do not account for new urbanization that occurred outside those boundaries between 2010 and 2020.

## Census Bureau Urban Areas (2020 Census criteria)

- Urban Areas of at least 2,000 housing units or at least 5,000 people.
- Defined primarily based on housing unit density measured at the census block level.
  - Initial urban core: at least 425 housing units per square mile
  - Remainder of urban area: at least 200 housing units per square mile
  - At least one high density nucleus of at least 1,275 housing units per square mile required for qualification.

# Key Changes to Urban Area Criteria

- Minimum threshold for qualification as urban: at least 2,000 housing units or at least 5,000 population. Increased from a minimum of 2,500 persons.
- Use of housing unit density at the census block level instead of population density.
- No longer distinguish between urbanized areas of 50,000 or more population and urban clusters of less than 50,000 persons.
- Maximum distance for “jumping” across low-density intervening territory reduced from 2.5 miles to 1.5 miles (return to the jump distance that was in effect from 1950 through 1990).
- Will not include the intervening low-density “hop” and “jump” corridors in the urban area. This results in noncontiguous urban areas.
- Splitting continuous urban agglomerations based on commuting patterns (using Longitudinal Employer-Household Dynamics [LEHD] data).

# Change to Thresholds for Qualifying as an Urban Area

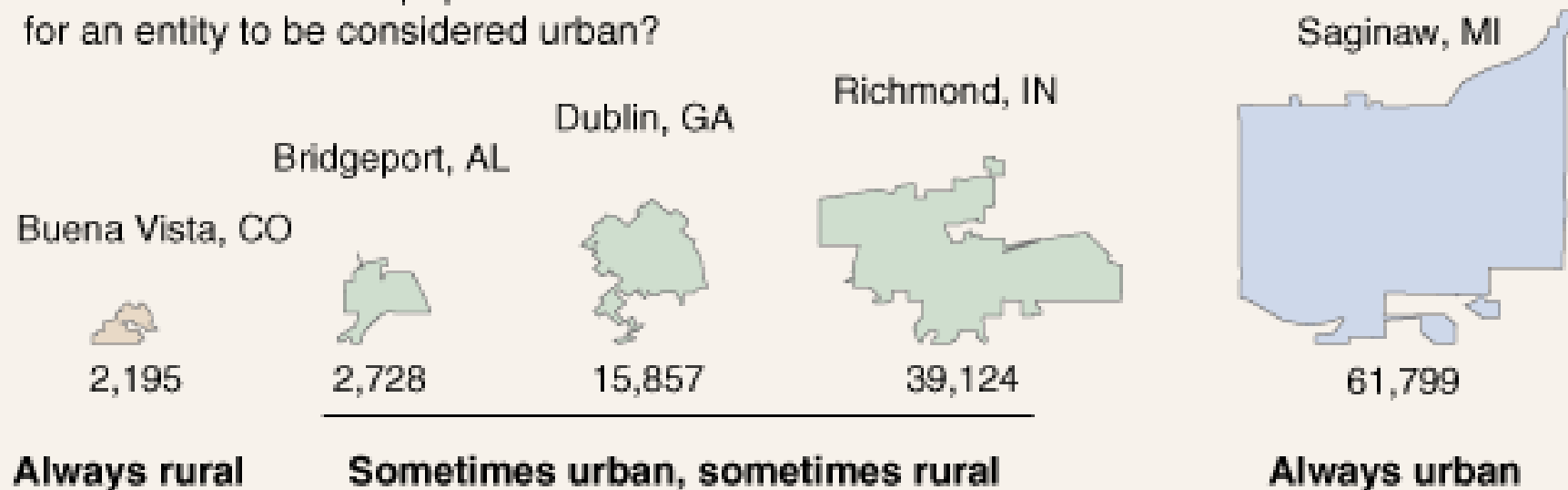
- Minimum threshold for qualification as urban: at least 2,000 housing units or at least 5,000 population. Increased from a minimum of 2,500 persons.
  - 2,500-person threshold had been in use since 1910.
  - Census Bureau's threshold was the lowest in use in various agencies' urban/rural definitions.
  - Rural stakeholders and analysts have questioned the continued validity of the 2,500-person threshold and have routinely asked if we would consider an increase. Most recently, the Western Governors' Association asked us to consider raising the threshold to 10,000 persons.
- Impact:
  - Approximately 1,000 areas in the US would shift from urban to rural status (based on 2016-2020 ACS 5-year data). These areas contained an estimated 3.5 million people in 2020 (ACS 2016-2020 5-year estimates).

What is the minimum population size for an entity to be considered urban? Different federal agencies use different thresholds.

Depending on the definition, population size thresholds range from 2,500 to 50,000 people

**Question 2:**

What is the minimum population size for an entity to be considered urban?



Source: USDA, Economic Research Service, using data from the U.S. Census Bureau.

# Why 2,500 persons?

- The Census Bureau officially adopted the 2,500-person threshold as the minimum population for an urban place in 1910.
  - Truesdell, 1949: “For the census of 1910 the definition of urban population [2,500 persons] presented in the [1906] Statistical Analysis was adopted, again without any discussion of its merits as compared with those which had been used earlier; and this definition has been used, with minor modifications, in later censuses down to and including 1940.”
- From 1874 to 1900:
  - 1874: 8,000-person threshold was used to identify urban cities and towns.
  - 1880: 4,000-person threshold. “It seemed to be the opinion of the officials in charge of the census in 1880 that the 8,000 limit was too high to include all of the population that was really urban in character.” (Truesdell, 1949).
  - 1890: back to 8,000 persons.
  - 1900: 4,000-person threshold used in reports.

Source: Leon Truesdell, 1949. “The Development of the Urban-Rural Classification in the United States: 1874 to 1949.” Current Population Reports, P-23, Number 1.

All other changes to criteria and population distribution aside, the change to the minimum threshold will result in an increase in rural population.

Urban and Rural Population  
Based on 2010 Threshold

	2016-2020 ACS 5-year Population Estimates	2020 Percent
United States	326,569,308	100.0
Urban	263,366,402	80.7
Rural	63,202,906	19.3

Urban and Rural Populations  
Based on 2020 Thresholds  
Applied to Current Urban Areas

	2016-2020 ACS 5-year Population Estimates	2020 Percent
United States	326,569,308	100.0
Urban	259,850,930	79.6
Rural	66,718,378	20.4

Source: 2016-2020 ACS 5-year data.

All other changes to criteria and population distribution aside, the change to the minimum threshold will result in an increase in rural population.

Urban and Rural Population  
Based on 2010 Threshold

	2016-2020 ACS 5-year Population Estimates	2020 Percent
New York	19,514,849	100.0
Urban	17,208,257	88.2
Rural	2,306,592	11.8

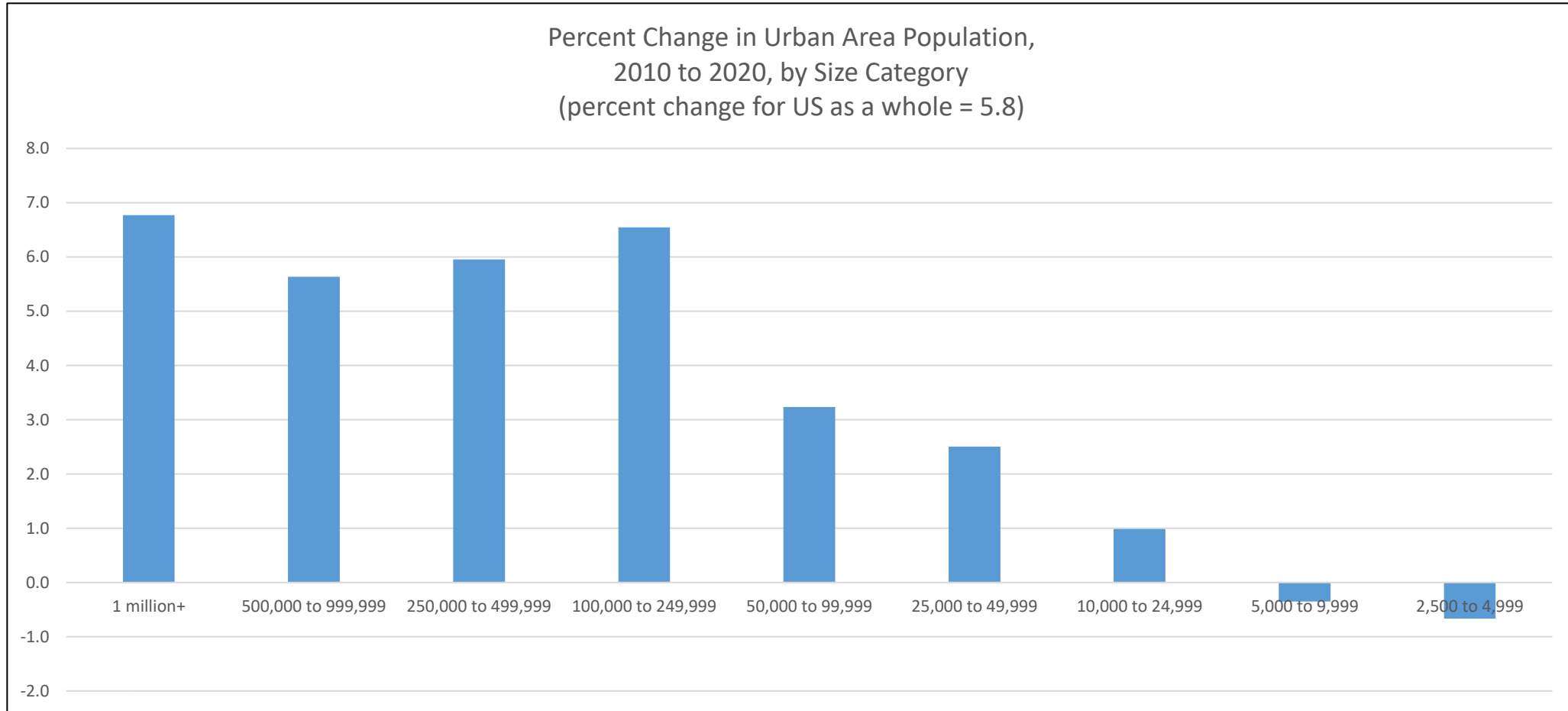
Urban and Rural Populations  
Based on 2020 Thresholds  
Applied to Current Urban Areas

	2016-2020 ACS 5-year Population Estimates	2020 Percent
New York	19,514,849	100.0
Urban	17,093,559	87.6
Rural	2,421,290	12.4

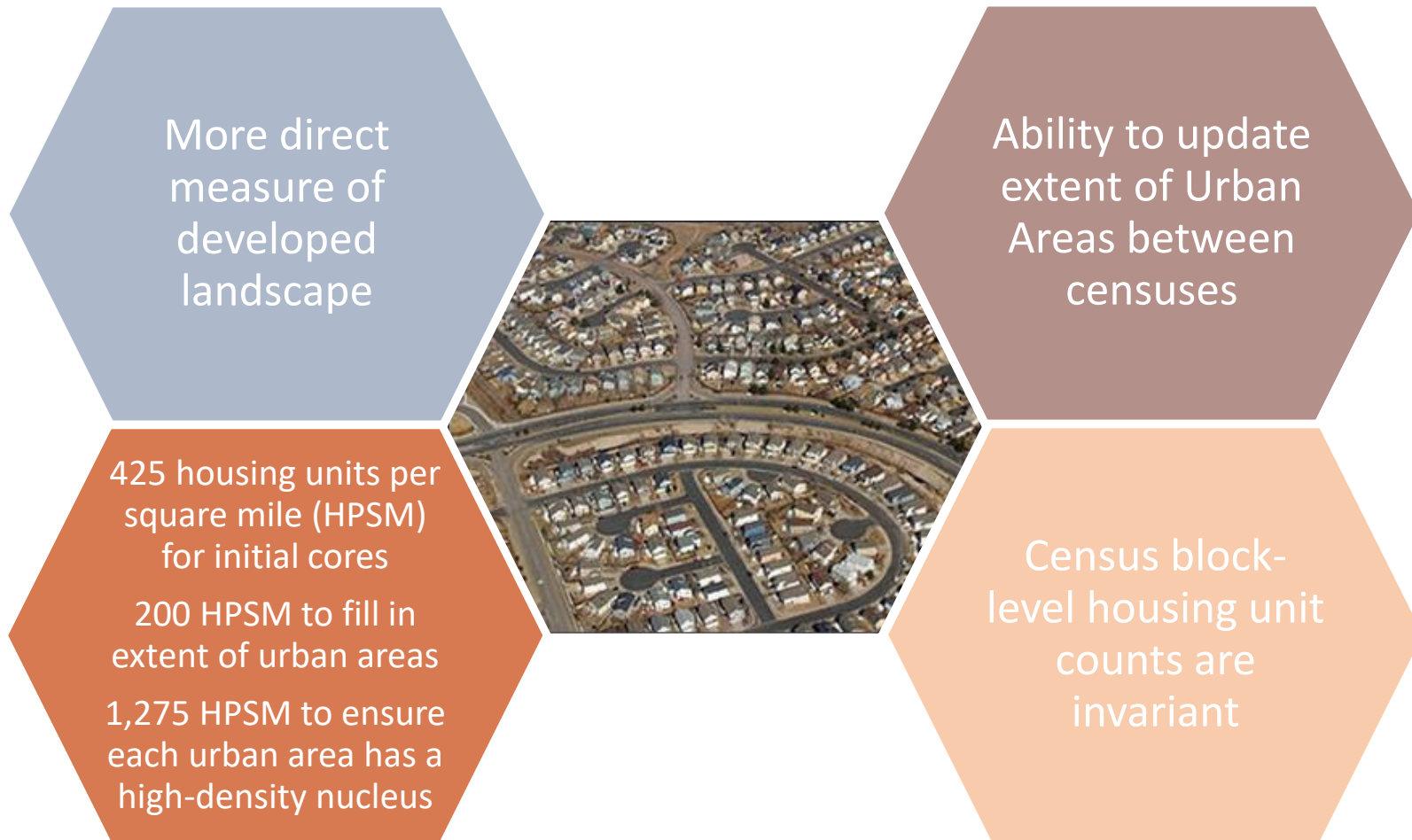
Source: 2016-2020 ACS 5-year data.



Urban areas that had 2010 Census populations of 2,500 up to 9,999, as a category, lost population between 2010 and 2020. All other size categories experienced population increases.



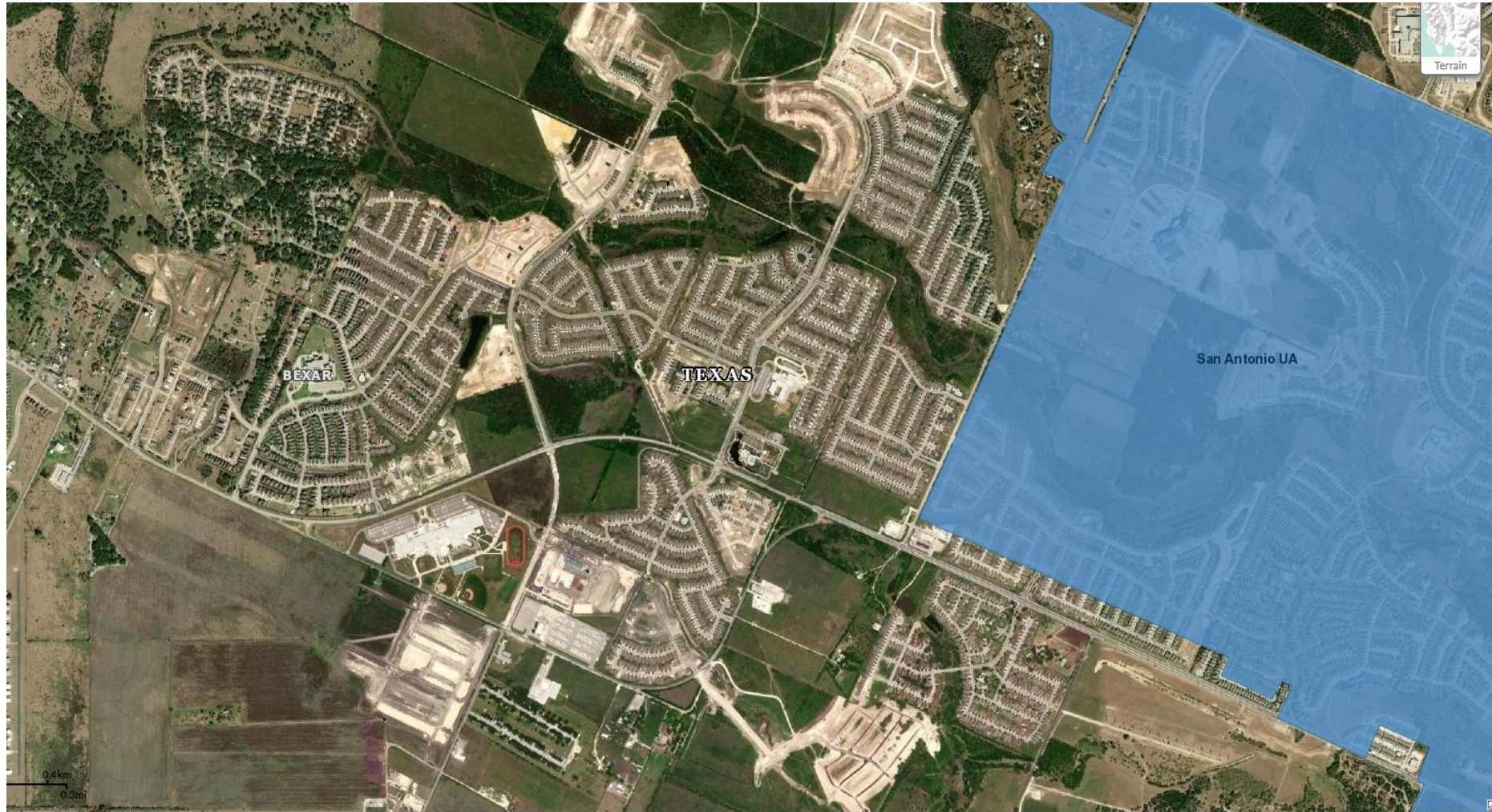
# Housing Unit Density



200 HPSM = 500 persons per square mile (PPSM), based on national average of 2.5 persons per housing unit  
425 HPSM = 1,062 PPSM  
1,275 HPSM = 3,188 PPSM

Use of housing unit density at the census block-level provides the ability to update urban area boundaries between censuses.

Post-2010 development on the west side of the San Antonio urban area. Because urban areas are not updated between censuses, the population and housing in this and similar areas was treated as rural in American Community Survey and other statistical data products.



# No Longer Distinguish Between Types of Urban Areas

No longer distinguish between urbanized areas of 50,000 or more population and urban clusters of less than 50,000 persons.

- No clear scientific basis for use of 50,000 as a threshold distinguishing different types of urban areas.
- The decision to adopt 50,000 as a threshold for urbanized areas starting in 1950 seems to have been based more on operational concerns and data availability than rooted in economic data or central place theory.
- Urban areas between 40,000 and 51,000 population are similar in terms of economic activity.
- Still possible for data users and agencies to identify areas based on various sizes of population.

Impact: The term “Census Bureau-defined urbanized areas” is used in legislation and program documentation without specific reference to population size since urbanized areas, by definition, had a minimum population of 50,000. These references will have to be revised to “... urban areas of 50,000 or more...” or interpreted to mean areas of 50,000 or more persons.

Urban areas with populations just above or just below the 50,000-person threshold do not differ substantially in terms of economic activity, as measured by numbers of firms and retail sales.

Urban Area	2010 Census Population	Number of Firms	Population to Firm ratio	Retail Sales	Per capita retail sales
New Bern, NC	50,503	3,994	12.6	\$880,434,000	\$17,433.30
Grand Island, NE	50,440	4,366	11.6	\$1,198,923,000	\$23,769.29
Pascagoula, MS	50,428	4,083	12.4	\$851,756,000	\$16,890.54
Roswell, NM	49,727	3,317	15.0	\$863,103,000	\$17,356.83
Danville, VA-NC	49,344	3,314	14.9	\$985,916,000	\$19,980.46

## Change to Jump Distance and Inclusion of Intervening Low-Density Territory

- Maximum distance for “jumping” across low-density intervening territory reduced from 2.5 miles to 1.5 miles (return to the jump distance that was in effect from 1950 through 1990).
- Will not include the intervening low-density “hop” and “jump” corridors in the urban area. This results in noncontiguous urban areas.

### Impact:

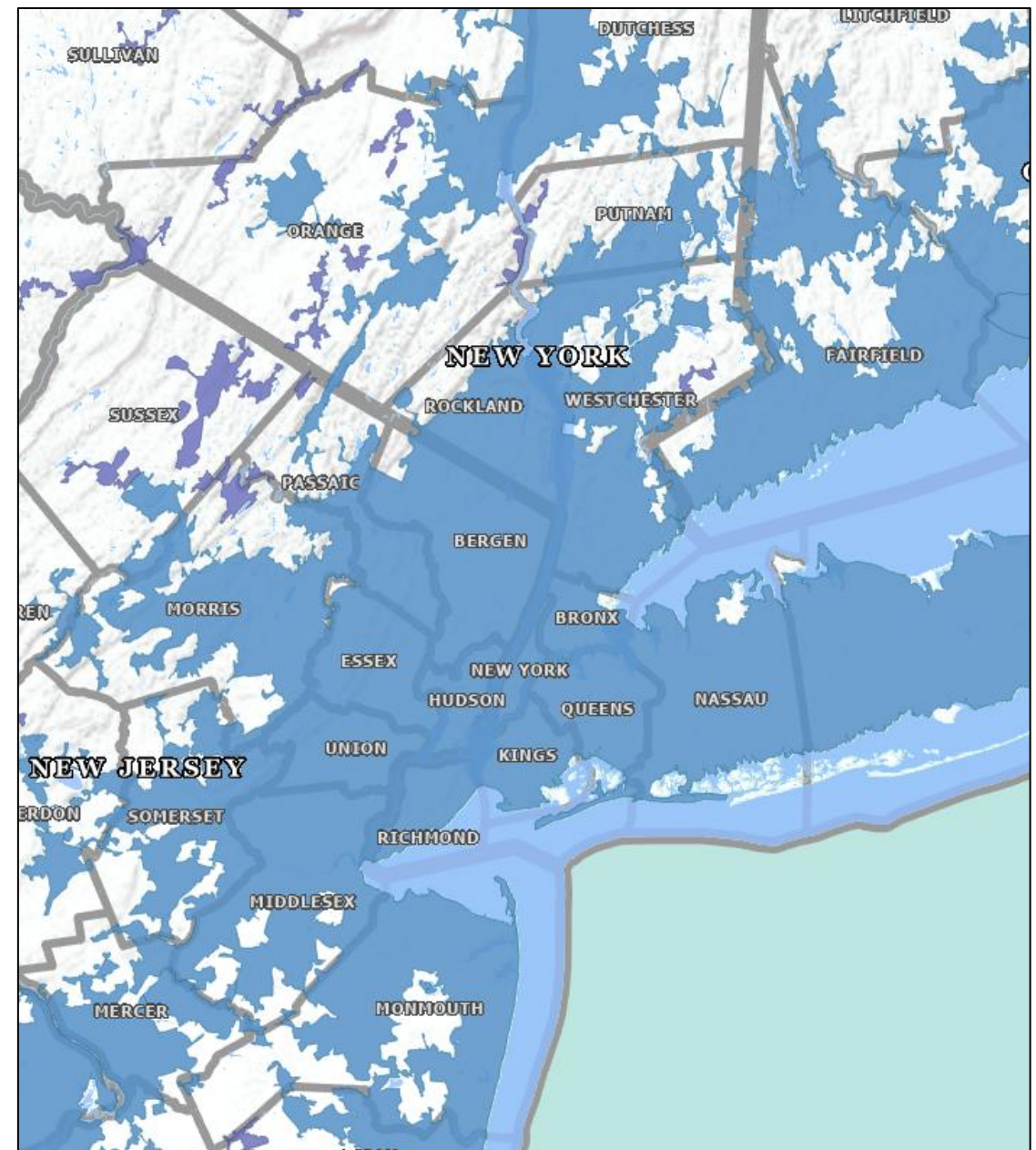
- Will reduce the amount of land area within individual urban areas. This will have a positive impact on the measurement of the extent of urbanization and urban sprawl.
- Will affect the total population of individual urban areas. A small number of areas might drop below 50,000 persons as a result.
- Creation of noncontiguous areas adds complexity when using our areas.
  - Use of geographic information systems mitigates the complexity of working with complicated boundaries.

By not including hop and jump corridors, low-density areas with typically rural land uses will not be included in the urban area, resulting in a more accurate delineation.



# Splitting Urban Agglomerations

- The delineation process results in large agglomerations encompassing multiple, individual urban areas. The question each decade is how, and where, to split these large agglomerations to define more recognizable and meaningful areas for analysis.
  - Previous decades' delineations relied on metropolitan area definitions (which had been based on the previous decade's urban area boundaries) or where the connecting corridor was narrowest. None of these approaches were data driven.
- For 2020, we will use the Longitudinal Employer-Household Dynamic (LEHD) Origin-Destination (LODES) dataset to analyze commuting patterns and determine whether to split agglomerations and, if so, where to draw the boundary.



Contiguous urban areas in the New York city area



# Urban and Rural

For more information:

<https://www.census.gov/programs-surveys/geography/guidance/geo-areas/urban-rural.html>

Share



The Census Bureau's urban-rural classification is a delineation of geographic areas, identifying both individual urban areas and the rural areas of the nation. The Census Bureau's urban areas represent densely developed territory, and encompass residential, commercial, and other non-residential urban land uses. The Census Bureau delineates urban areas after each decennial census by applying specified criteria to decennial census and other data. "Rural" encompasses all population, housing, and territory not included within an urban area.

## 2020 Census Urban and Rural Classification

### Announcement of final urban areas: December 2022

The Census Bureau plans to announce final urban areas based on the 2020 Census in December 2022.

### Release schedule for products:

1. Lists of urban areas with 2020 Census population, housing units, and land area – December 2022
2. Urban Areas Maps – December 2022
3. Shapefiles – December 2022
4. Geodatabases – January 2023
5. TIGERweb – January/February 2023
6. Relationship Files – January 2023
7. Cartographic Boundary Files – May 2023

 [2020 Urban Area Frequently Asked Questions](#)

 [2020 Final Urban Area Criteria Federal Register Notice](#)

 [Defining Census Urban Areas Video](#)

# Thank You. Questions?

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