

National Population Register

An illegitimate database?

Current status of NPR

- “NPR was first prepared in 2010 and updated in 2015 under Sub-rule (4) of Rule 3 of the Citizenship (Registration of Citizens and Issue of National Identity Cards) Rules, 2003, framed under the Citizenship Act, 1955. To incorporate the changes due to birth, death and migration, the NPR would be updated along with Houselisting and Housing Operations of forthcoming Census.”
 - Office of the Registrar General and Census Commissioner of India [Website](#)
- “The Government decided to update the NPR database in the entire country except the State of Assam alongwith Houselisting Phase of Census 2021 during April to September, 2020 as per convenience of the State/UT Governments. Due to the outbreak of COVID-19 pandemic, however, the work of NPR updation and other related field activities have been postponed until further orders. ... No documents or biometrics would be collected during the updation.”
 - Ministry of Home Affairs (MHA) [Annual Report 2022-23](#)

It was not just COVID-19

- An [NPR manual](#) along with a two-page [form](#) was published before the 2020 exercise.
- The intent, as evident from [Side B](#) of the form, was to collect data on the Aadhaar number, mobile phone number, Voter ID card number and driving license number, and also the place of birth of father and mother of usual residents.
- The last question was widely seen as a step towards National Register of Citizens.
- Meanwhile, virtues of NPR was explained through official statements and through private websites like [pmmodiyojana.in](#) and [yogiyojana.co.in](#), with links to the NPR form.
- After the Citizenship Amendment Bill was enacted, spontaneous protests erupted nationwide.
- Many state governments refused to cooperate, creating a logistical nightmare not just for the NPR, but also for the census scheduled for 2021.
- NPR was put on hold; the [form](#) was pulled from all Government and private websites.
- Then came COVID-19. Then it departed in 2021. Two years have passed after that.
- Even now the official NPR manual is available only in some [private websites](#).
- Even the 2022-23 Annual Report of MHA speaks of updating NPR only in future tense.

NATIONAL POPULATION REGISTER-2020

Side A

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To be copied from Census House Number Household Number Self-Enumeration Reference ID

Household Status:

Type of Household

NPR Form 2020 - Side A

Available.....1 Not Available.....4
Locked.....2 New.....5
Moved Out.....3

Normal.....1
Institutional.....2
Houseless.....3

PIN Code

For type-2, Name of Institution

House Number and Locality

Number of Members

S.No	Q1a. Name of the Person Q1b. (Skip for new household) Status in case of Available.....1 Died.....2 Moved Out.....3 New Member.....4	Q2. Relationship to Head Q3. Sex Male...1 Female...2 Transgender Person...3 Q4. Marital Status Q5. Date of birth as per English calendar Day Month Year (DD-MM-YYYY)	Q6. Place of Birth If within India, write the present name of the State and District. If outside India, write the present name of the Country and put '-' for District	Q7.* 6) Nationality as declared Indian - 1 Others - write name of the Country. (ii) If Indian and having passport then Passport Number.	Q8. Educational Qualification (Fill the code in the box below)	Q9. Occupation/Activity (Fill the code in the box below)	Q10. Mother Tongue (Fill code as per Annex VII given in manual)
1	FIRST NAME: MIDDLE NAME: LAST NAME: Q1b <input type="checkbox"/>	Q2 <input type="checkbox"/> Q3 <input type="checkbox"/> Q4 <input type="checkbox"/> Q5 <input type="text" value="d d m m y y y y"/>	State/Country <input type="checkbox"/> District <input type="checkbox"/>	Passport Number <input type="text" value=""/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2	FIRST NAME: MIDDLE NAME: LAST NAME: Q1b <input type="checkbox"/>	Q2 <input type="checkbox"/> Q3 <input type="checkbox"/> Q4 <input type="checkbox"/> Q5 <input type="text" value="d d m m y y y y"/>	State/Country <input type="checkbox"/> District <input type="checkbox"/>	Passport Number <input type="text" value=""/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3	FIRST NAME: MIDDLE NAME: LAST NAME: Q1b <input type="checkbox"/>	Q2 <input type="checkbox"/> Q3 <input type="checkbox"/> Q4 <input type="checkbox"/> Q5 <input type="text" value="d d m m y y y y"/>	State/Country <input type="checkbox"/> District <input type="checkbox"/>	Passport Number <input type="text" value=""/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4	FIRST NAME: MIDDLE NAME: LAST NAME: Q1b <input type="checkbox"/>	Q2 <input type="checkbox"/> Q3 <input type="checkbox"/> Q4 <input type="checkbox"/> Q5 <input type="text" value="d d m m y y y y"/>	State/Country <input type="checkbox"/> District <input type="checkbox"/>	Passport Number <input type="text" value=""/>	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

Q2. Relationship to Head:		Q4. Marital Status:		Q8. Educational Qualification :		Q9. Occupation/Activity :	
Head/Self.....01	Daughter-in Law/Son-in-law.....07	Never Married.....1	Pre-Primary.....00	Bachelor/Undergraduate.....18	Cultivator.....1	Employer.....5	
Spouse.....02	Grandmother/Grandfather.....08	Currently Married.....2	Class (1-12).....01-12	PG Diploma.....19	Agricultural.....2	Government Employee.....6	
Daughter/Son.....03	Mother-in-law/Father-in-law.....09	Widowed.....3	ITI.....13	Masters/Post graduate.....20	Labourer.....2	Private Employee (Other than Domestic Helper).....7	
Granddaughter/Grandson.....04	Other Related Person.....10	Separated.....4	Polytechnic.....14	M.Phil.....21	Daily Wages Earner (other than Agricultural Labourer).....3	Domestic Helper.....8	
Mother / Father.....05	Domestic Servant.....11	Divorced.....5	Nursing Diploma.....15	Doctorate & Above.....22	Single/Family Worker/Self Employed.....4	Non-Worker.....9	
Sister / Brother.....06	Other Unrelated Person.....12		Teacher Training Diploma.....16	Literate without formal Education.....23			
			Certificate/Other Diploma.....17	Illiterate.....99			

* Nationality recorded is as declared by the respondent. This does not confer any right to Indian Citizenship.
NOTE: This document is meant solely for official use and using it for any other purpose is a punishable offense

NATIONAL POPULATION REGISTER-2020

Side B

Vol:1

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S.No	Q11. Permanent Residential Address (for member other than head of household if same as head of household, mark box 'X' as if same as the head of household) If outside India, write the name of Country & put 'X' for District.	Q12(a). Whether Staying at present place since birth. Yes/No Q12(b)(i) Duration of stay at present place Q12(b)(ii) Place of Last Residence	Q13. If father, mother and spouse are enumerated in this household, write their serial number in the single digit box below else 'X'. Q13(i). If the father, mother and spouse are not enumerated in this household, write their names and last date of birth. Q13(ii). If Place of Birth of Father or Mother is in India, write the name of State & District. If outside India, write the name of Country & put 'X' for District.	Q14. (If available) (i) Aadhaar Number (ii) Mobile Number (iii) Voter ID Card Number (iv) Driving License Number	
1	House Number and Locality	12(a)	Father's Name	State/Country	Aadhaar Number
	Town/Village	12(b)(i)	d d m m y y y y y	District	Mobile Number
	Sub-district	12(b)(ii) State/Country (Mention Country only if outside India)	Mother's Name	State/Country	Voter ID
	District		d d m m y y y y y	District	
	State/Country	District (Not applicable if outside India)	Spouse's Name		Driving License
	PIN Code				
2	House Number and Locality	12(a)	Father's Name	State/Country	Aadhaar Number
	Town/Village	12(b)(i)	d d m m y y y y y	District	Mobile Number
	Sub-district	12(b)(ii) State/Country (Mention Country only if outside India)	Mother's Name	State/Country	Voter ID
	District		d d m m y y y y y	District	
	State/Country	District (Not applicable if outside India)	Spouse's Name		Driving License
	PIN Code				
3	House Number and Locality	12(a)	Father's Name	State/Country	Aadhaar Number
	Town/Village	12(b)(i)	d d m m y y y y y	District	Mobile Number
	Sub-district	12(b)(ii) State/Country (Mention Country only if outside India)	Mother's Name	State/Country	Voter ID
	District		d d m m y y y y y	District	
	State/Country	District (Not applicable if outside India)	Spouse's Name		Driving License
	PIN Code				
4	House Number and Locality	12(a)	Father's Name	State/Country	Aadhaar Number
	Town/Village	12(b)(i)	d d m m y y y y y	District	Mobile Number
	Sub-district	12(b)(ii) State/Country (Mention Country only if outside India)	Mother's Name	State/Country	Voter ID
	District		d d m m y y y y y	District	
	State/Country	District (Not applicable if outside India)	Spouse's Name		Driving License
	PIN Code				

I declare that all the information provided in side A and side B is true to the best of my knowledge and belief.

Serial Number of Respondent	Signature and Thumb impression of Respondent with date (I declare that all the information provided in side A and side B is true to the best of my knowledge and belief)	Signature of Enumerator with date	Signature of Supervisor with date

The first NPR exercise

- The Citizenship Act, 1955 was amended in 2003 and Section 14A was inserted, which provides that the Central Government may compulsorily register every citizen of India and issue National Identity Card.
 - MHA [Annual Report 2003-04](#) says that a pilot project was initiated in April, 2003 in this regard.
 - The plan was to “issue identity (smart) cards to all those citizens who are of age 18 years and above and could provide evidence at the time of verification” (quoted from MHA [Annual Report 2008-09](#)).
 - It was the Government who wanted to enroll citizens, but burden of proof was on the common people.
- MHA [Annual Report 2008-09](#) says: The experience of the pilot project has shown that determination of citizenship is an involved and complicated matter and that creation of National Population Register (NPR) with a single reference date would be more feasible in the first instance. Accordingly, there is a proposal for creation of NPR by collecting information on specified items of each resident, alongwith the population enumeration at the time of next decennial census in 2011. The filled up NPR schedules will be handed over to the UID Authorities, ... who will computerise the database and add photographs and finger biometrics of each individual to make the identity database complete. After the NPR is so made ready, it would be possible to create National Register of Indian Citizens (NRIC) independently as a subset of NPR.
- An [NPR form](#) was canvassed by RGI in 2010 at the time of house listing for 2011 Census.

National Population Register Household Schedule

SIDE-B

Serial number	Q.1 Name of the persons Copy from Q.1 of the household schedule	Q.10 Place of birth Village/Town, District, State/Country If outside India, write the present name of the Country and put '-' against Village/Town and District.	Q.11 * Nationality As declared by the respondent Others write name of Country	Q.12 Present address / usual residence Person residing in this address for more than 6 months (Write complete address including the (i) Building Number and Name, House Number, (ii) Street name, (iii) Locality/Post Office, (iv) Village/Town, (v) District, State)	Q.13 Duration of stay at present address (In completed years)	Q.14 Permanent residential address If same as Q.12 write 'Same' otherwise (Write complete address including the (i) Building Number and Name, House Number, (ii) Street name, (iii) Locality/Post Office, (iv) Village/Town, (v) District, State)
		Village/Town District State/Country		(i) (ii) (iii) (iv) PIN		(i) (ii) (iii) (iv) PIN
		Village/Town District State/Country		(i) (ii) (iii) (iv) PIN		(i) (ii) (iii) (iv) PIN
		Village/Town District State/Country		(i) (ii) (iii) (iv) PIN		(i) (ii) (iii) (iv) PIN
		Village/Town District State/Country		(i) (ii) (iii) (iv) PIN		(i) (ii) (iii) (iv) PIN
		Village/Town District State/Country		(i) (ii) (iii) (iv) PIN		(i) (ii) (iii) (iv) PIN
		Village/Town District State/Country		(i) (ii) (iii) (iv) PIN		(i) (ii) (iii) (iv) PIN
		Village/Town District State/Country		(i) (ii) (iii) (iv) PIN		(i) (ii) (iii) (iv) PIN
		Village/Town District State/Country		(i) (ii) (iii) (iv) PIN		(i) (ii) (iii) (iv) PIN

Providing any false information would attract penalties under the Citizenship Rules, 2003.

Use only arabic numbers as indicated here

0 1 2 3 4 5 6 7 8 9

Q.11 *NOTE

Nationality recorded in Q. 11 is as declared by the respondent. This does not confer any right to Indian Citizenship.

Name of the Respondent

Serial Number

I declare that all the information provided above is true to the best of my knowledge and belief.

Phone / Mobile of the Respondent

Signature/Thumb impression (for male left thumb and for female right thumb) of Respondent with Date

Signature of the Enumerator with Date

Sex of Enumerator

Male
Female

Signature of the Supervisor with Date

Continued to another Sheet
Write 'C' if continued to another sheet

Write last three digits of the form number of the continued sheet

Why did the census form not suffice?

- The form sought some information that is usually not collected during a census
 - Name of the person as should appear in NPR
 - Names of Father, mother and spouse
 - Nationality as declared
 - Present address of usual residence
 - Duration of stay at present residence
 - Permanent residential address
- Office of RGI engages temporary staff for census
 - They did not collect biometric information in 2010
 - Their [instruction manual](#) indicated a separate provision for biometrics

NPR Manual 2010



NATIONAL POPULATION REGISTER (NPR)

5.25 After completing the direct data capture and authentication of the data, you will be left with the following documents :

- 1 Layout Map prepared by you
- 2 Filled-in Houselist
- 3 Counter foil of the Acknowledgement slips
- 4 Layout Map of Census of India, 2001, if supplied to you for reference.

5.26 You are required to retain the above documents till the time capturing of photography and finger prints for persons of age 15 years and above is completed in the EB allotted to you.

26

Biometric data collection is a separate exercise

CHAPTER-6

PHOTOGRAPHY/BIOMETRY

MANUAL OF INSTRUCTIONS

FOR CREATION OF

NATIONAL POPULATION REGISTER (NPR) IN COASTAL VILLAGES OF INDIA

After collection of information of all the members of a household in the EB is over, capture of photographs and finger biometry of all the eligible persons of age 15 years and above in respect of the EB will be collected by the vendors provided by the Government Companies within 7-10 days of enumeration. The list of persons eligible for photography and finger prints will be provided by the Government Companies. In case of household members below 15 years, the photograph and finger biometry will not be taken. In their case these details will be collected later on when they attain the age of 18 years. You must reiterate that each and every member of age 15 years and above in the household must have their photograph taken and finger prints recorded. Unless they do so their names will not appear in the Local Register of Usual Residents. They will also not be entitled for issue of Identity Cards. In case of household members of age 15 years and above in the household whose details have already been collected in the Population Register but are temporarily away and it is not possible to capture their photograph and biometry, they may be asked to be present during the second round of photography. If they are still absent, they may have to visit the NPR Centre at the State headquarters of DCOs in future.

6.2 Persons who could not be enumerated during the data collection will be provided a second chance for inclusion in the NPR at the time of second round of capture of photography and finger prints. Identification of such persons will have to be done by you.

CITIZEN REGISTRATION DIVISION
OFFICE OF THE REGISTRAR GENERAL, INDIA
MINISTRY OF HOME AFFAIRS, NEW DELHI

Digitization of NPR 2010 data

- MHA [Annual report 2011-12](#) says:
 - RGI collected general information on 120 lakh persons and biometric information of 70 lakh persons in coastal areas.
 - As for the general database, 27 crore NPR forms were scanned.
 - The work of digitization and capture of biometry under NPR was entrusted to a consortium of Central Public Sector Undertakings (CPSUs) and the Department of Information Technology (DIT).
 - The data entry from the scanned images of more than 53 crore records were completed.
 - The capture of biometrics was in progress in Manipur, Nagaland, Delhi, Maharashtra, Goa, Karnataka, Kerala, Puducherry, Tamil Nadu, Andhra Pradesh, Odisha, West Bengal, Gujarat and Lakshadweep and biometric enrolment of more than 1.42 crore persons was completed as on 13.03.2012.
- According to the [website](#) of the National Institute of Electronics & Information Technology, NIEIT digitized data of 62 Crore persons by 2012 and handed over the data to RGI by October 2013.

Progress in Digitization, Biometric data and ID

MHA Annual Report of the Year	Progress in coastal areas			Progress in other areas			
	Data digitization	Biometric data collection	Issuance of ID	Data digitization	Biometric data collection	Data passed on to UIDAI for deduplication	Issuance of Aadhaar number
<u>2011-12</u>	120 lakh	70 lakh		53 crores	1.42 crores		
<u>2012-13</u>			50 lakh	114.35 crores	11.59 crores		
<u>2013-14</u>			67 lakh+	118.09 crores	24.33 crores	19.34 crores	16.27 crores
<u>2014-15</u>				119.19 crores	26.95 crores	23.51 crores	19.67 crores
<u>2015-16</u>				118.86 crores	30.99 crores		23.98 crores

○ What about national ID?

Issuance of ID

- MHA [Annual Report 2009-10](#) says: The NPR for the country ... will be handed over to UIDAI for assigning the UID numbers. The office of RGI will de-duplicate the NPR database and assign UID numbers. Later, the office of RGI will maintain and update the database.
- MHA [Annual Report 2010-11](#) says: After settling objections and incorporating the corrections, if any, the NPR database would be sent to UIDAI for de-duplication and assigning of the UID numbers. It is proposed to issue identity (smart) cards to all the 'usual residents' of age 18 years and above in the country.
- This allocation of responsibilities was maintained in subsequent Annual Reports of MHA.
- According to the first [Annual Report \(2014-15\)](#) of NITI Aayog, UIDAI (under Planning Commission and then NITI) undertakes Aadhaar enrolment in 24 States/UTs with remaining 12 States/UTs under the NPR process by RGI.
 - NPR States: Assam, Meghalaya, TN, WB, Odisha, J&K, Manipur, Mizoram, Arunachal, Lakshadweep, Dadra Nagar Haveli, Nagaland.
 - According to the first [Annual Report \(2017-18\)](#) of UIDAI, responsibility of these NPR states/UTs (except Assam and Meghalaya) were also shifted to UIDAI from May 2016, and biometric enrolment under NPR stopped completely from 23 September 2016.

Challenges of linking ID with NPR

- The evolving bifurcation of demographic and biometric data collection coincided with a bifurcation of the purpose too.
- In Chapter 6 of the first [Annual Report \(2014-15\)](#) of NITI Aayog, Aadhaar was presented as a tool for enhancing inclusion and enabling access to social welfare programmes, “where it not only empowers the individual with an ID, but a Digital ID which can be used to prove their ID on an online, realtime basis”.
- According to the same annual report, “Jan Dhan Yojana, Aadhaar, Mobile (JAM) trinity could play a vital role in widening the reach of Government to the vulnerable sections”.
- The “trinity” was expanded through de facto mandatory linkage to other schemes and beyond.
- The “complicated matter” of information related to citizenship (mentioned in MHA [Annual Report 2008-09](#)) became a drag for Aadhaar.
- Aadhaar could not walk together with NPR.
- The disorganized and distributed nature of Aadhaar data collection through private agencies and indiscriminate sharing raised issues of legality and privacy.
- UIDAI could not continue to share data with NPR indiscriminately.
- Even the existing part of biometric data in the NPR database needed legitimacy.

Updating of NPR in 2015

- The Government declared in July 2015 that it would update NPR and "seed" Aadhaar in NPR database. This updated NPR database along with Aadhaar Number would become the mother database and can be used for selection of beneficiaries of schemes.
- Plan: Prepare a **BOOKLET** with relevant information pre-printed, and get it endorsed or modified by usual residents.
- There was NO NEW FORM; 2010 form for those who were missed in 2010.
- Lack of clarity about execution of this plan persists even today.

pib.gov.in/newsite/PrintRelease.aspx?relid=123480

Print XClose

**Press Information Bureau
Government of India
Ministry of Home Affairs**

Linking of NPR data with Aadhar Numbers 22-July-2015 13:29 IST

The Government has decided to update the National Population Register (NPR) and seed the Aadhaar number in NPR database at an estimated cost of Rs. 951.35 crore. The field work would be completed by March 2016. This updated NPR database along with Aadhaar Number would become the mother database and can be used by various government departments for selection of beneficiaries under their respective schemes.

There is no duplication of efforts as all the agencies namely Registrar General of Citizen Registration India, Ministry of Home Affairs, Unique Identification Authority of India, NITI Aayog, Direct Benefit Transfer (DBT) Mission, Ministry of Finance and State/Union Territories Governments are working in close coordination for completion of the above exercise.

This was stated by the Minister of State for Home Affairs, Shri Haribhai Parathibhai Chaudhary in a written reply to a question by Shri Satav Rajeev, Shri Sunil Kumar Singh, Shri Sudheer Gupta, Dr. Sunil Baliram Gaikwad, Dr. Heena Vijaykumar Gavit, Shri Dhananjay Mahadik, Shri Ashok Shankarrao Chavan, Shri Mohite Patil Vijaysinh Shankarrao, Smt. Supriya Sule, Shri Gajanan Kirtikar and Kunwar Haribansh Singh in the Lok Sabha.



NPR Manual 2015, obtained through RTI

MANUAL OF INSTRUCTIONS

for updating of National Population Register
(NPR) database and seeding of Aadhaar number
in NPR database



1. Background

1. The Union Government of India has decided to create a National Population Register (NPR) of all the 'usual residents' in the country as a first step towards creation of a National Register of Indian Citizens (NRIC). The NPR is envisaged to be an comprehensive electronic database of all usual residents in the country of all the usual residents in the country and the countries namely photograph, ten finger prints and IRIS prints.
2. The legal basis of NPR is the Citizenship Act, 1955 and Citizenship Rules, 2003.

2. The Scheme

1. The electronic database of more than 119 crore usual residents of the country has already been created under NPR in English as well as the Regional Language. The capture of biometrics of the usual residents of the country is being undertaken by two agencies - Registrar General Citizen Registration, India (RGCR,I) (12 States/ Union territories (UTs) and Unique Identification Authority of India (UIDAI) (24 States/ Union territories (UTs).
NPR States: Tamil Nadu, West Bengal, Odisha, J & K, Manipur, Mizoram, Assam, Arunachal Pradesh, Lakshadweep, Dadra Nagar Haveli, Nagaland and Meghalaya.
UIDAI States: Delhi, Gujarat, Maharashtra, Andhra Pradesh, Karnataka, Goa, Kerala, Himachal Pradesh, Punjab, Chandigarh, Puducherry, Haryana, Rajasthan, Daman & Diu, Sikkim, Tripura, Jharkhand, Madhya Pradesh, Andaman & Nicobar islands, Uttarakhand, Uttar Pradesh, Bihar, Chhattisgarh and Telangana.
2. The Government has now decided to update the NPR Database and seed/ incorporate the Aadhaar numbers in the NPR database.
3. This would be done by house-to-house enumeration by the designated government official(s).
4. This field exercise would serve to validate/ update the NPR database.

3. Objectives

1. Updating the existing NPR database by verifying the details of usual residents.
2. Seeding/ incorporating of Aadhaar/ Enrolment Identity (EID) number in the NPR database by conducting a house to house enumeration by designated Government official(s).
3. Inclusion of new usual resident(s)/ household(s) found in the local area during the field work.

4. Methodology

1. Publishing of Gazette Notification in the Gazette of India and republishing of the same in State/UT Gazette.
2. Appointment of various field functionaries by States/UTs Government
3. Creation of Enumeration Block (EB) wise NPR database in pdf format by ORGI
4. Printing of EB wise NPR booklets including blank NPR forms, summary sheet etc.
5. Training of State/ District/ Tahsil/ Charge level officers

What investigators were told about collecting information from households

5.2 Field Work

There was clear instruction to visit households.


1. Use the AHL/Layout map to Identify the EB and visit to the field
2. Update the layout map, with red ink, for any addition and deletion
3. Identify the household from the AHL/NPR booklet
4. While visiting the household prefer the head of the household to be respondent
5. Ascertain each of the particulars of every usual resident in the household and tick the correct box by marking (√)
6. Carryout corrections (if any) with legible hand writing in red ink on the NPR booklet for the available usual residents (Full Name, DoB, Gender, Father's name, Mother's name, Present Address and Place of Birth)
7. For new members/households fill up the blank NPR Schedule placed at the end of NPR data booklet
8. Ascertain Aadhaar status and tick the correct box by marking (√)
9. If Aadhaar number is available carefully record 12 digit Aadhaar number, starting from extreme left, for all the usual resident from the Aadhaar letter, in the space provided


10. If Aadhaar number is not available record the available 28 digit EID number (14 digit numeric alongwith 8 digit date DD-MM-YYYY and 6 digit time HH:MM:SS), from the acknowledgement slip, in the space provided.
11. In case Aadhaar number is not available though enrolled tick the 'Not Available' box
12. If not enrolled for Aadhaar tick 'Not Enrolled'
13. Record the 10 digit mobile number of each of the usual resident, if available
14. For new households/ persons found in the EB, fill fresh NPR Schedule available at the end of the NPR booklet. Aadhaar/EID number of each usual resident shall be noted down at Side B Column 2 of the NPR schedule.
15. Take signature/ thumb impression of the respondent who provided information during the field work. The enumerator also sign in the space provided.
16. Additionally for any household not available during field work, write the reason for the same. This may be ascertained through local enquiries.
17. Ensure 100% coverage of the EB.
18. After completing the EB, fill the summary sheet.
19. Submit the following to the Charge Officer:
 - a. Filled-in NPR booklet
 - b. Filled in NPR schedules, if any
 - c. Filled in summary sheet with signature
 - d. updated AHL and layout map

- Residents of many areas in West Bengal vouch that their households were never visited in 2015 for the purpose of NPR.
- Officials of Directorate of Census Operations, Kolkata privately say that they had held camps. Even that account is contested by residents.

A sample notice of 2015 for completing unfinished biometrics of 2010

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 1971

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জাতীয় জনসংখ্যা পঞ্জী 2011'র উদ্দেশ্যে বায়োমেট্রিক (Biometric) নথিভুক্তিকরণ

প্রকের নাম/প্রসার নম্বর 27 গ্রাম/শহরের নাম Khangpur

পদ্মনাথ প্রক সংখ্যা LB/0316 কর্মসংখ্যা 154

পশ্চিমবঙ্গে প্রথম দফার জাতীয় জনসংখ্যা পঞ্জীর (NPR) কাজ 1-4-2010 থেকে 30-09-2010 পর্যন্ত সম্পূর্ণ হয়েছিল। ঐ সময় পদ্মনাথী প্রতিটি পরিবারের সঙ্গে সাফল্য করে জাতীয় জনসংখ্যা পঞ্জীর উদ্দেশ্যে সকল অধিবাসিনের (স্থায়িক বাসবাসকারীদের) বিশদ পরিচয় তথ্য সংগ্রহ করেছিলেন। পরবর্তীকালে বায়োমেট্রিক (মুখমণ্ডলের ছবি তোলা, হাতের দশ আঙ্গুলের ছাপ ও চোখের মণির ছবি) কার্যকরী সম্পাদনের সময় ব্যবহারের জন্য প্রতিটি পরিবার শিশু একটি করে জাতীয়কার পত্রের রসিদ দেয়া হয়েছিল। এখন বায়োমেট্রিক নথিভুক্তিকরণের কাজ শুরু হয়েছে। অনুগ্রহ করে মনে রাখবেন যে, পরিবারের সকল অধিবাসিনের (স্থায়িক বাসবাসকারীদের) জাতীয় জনসংখ্যা পঞ্জীর উদ্দেশ্যে বায়োমেট্রিক নথিভুক্ত করা হবে। নাগরিকত্ব আইন, 1955 ও নাগরিকত্ব নিয়মাবলী, 2003 অনুসারে এই পঞ্জীকরণ বাধ্যতামূলক।

নিম্নলিখিত স্থান, তারিখ ও সময় অনুসারে আপনার এলাকায় বায়োমেট্রিক তথ্য সংগৃহীত হবে -

স্থান C. H. Office South Side তারিখ 07/06/2015 সময় 10 AM

- যদি কোন সদস্য প্রতিবন্ধী হওয়ার জন্য বা অন্য কোন মুক্তিযুক্ত কারণে শিবিরে আসতে না পারেন তাহলে এই খবর সংশ্লিষ্ট পদ্মনাথী অথবা প্রচার পত্র বাছকের গোচরে আসুন। সেই সমস্ত সদস্যের বায়োমেট্রিক নথিভুক্তিকরণ তাদের স্থায়িক বাসস্থানে নিয়ে করাণো হবে।
- জাতীয়কারপত্রের রসিদ দিয়া করে সঙ্গে নিয়ে আসুন। যদি সেটা খুঁজে না পান তাহলে আপনার এলাকার শিবিরের বাইরে প্রকাশিত অধিবাসিনের (স্থায়িক বাসবাসকারীদের) তালিকা থেকে নিজের নাম ও কর্মসংখ্যা খুঁজে বার করুন।
- আপনি যদি সত্য বাসস্থান পরিবর্তন করে থাকেন এবং আগের জাতীয় জনসংখ্যা পঞ্জী তথ্য সংগ্রহের সময় বর্তমান ঠিকানায় নথিভুক্ত না হয়ে থাকেন তাহলে দয়া করে নতুন জাতীয় জনসংখ্যা পঞ্জীর Schedule (সময়সীমা) পূরণ করে সংশ্লিষ্ট পদ্মনাথীকার কাছে জমা দিন অথবা পরবর্তী সময়ে বায়োমেট্রিক নথিভুক্তিকরণ শিবিরে নিয়ে আসুন।
- পরিবারের অধিকাংশ সদস্যের নিম্নলিখিত এক অথবা একাধিক পরিচয় পত্র থাকতে পারে। দয়া করে পত্রের পৃষ্ঠার তালিকা পূরণ করুন এবং সংশ্লিষ্ট মূল নথি যাচাই এর জন্য সঙ্গে নিয়ে আসুন। মূল নথি অথবা প্রতিলিপি জমা দেওয়ার কোন প্রয়োজন নেই।

পত্রের পৃষ্ঠায় রইল

There are many in West Bengal for whom Biometric information was not collected in 2010, and yet they did not receive this notice.

Official description of NPR exercise of 2015 (notice how it evolved)

- MHA [Annual Report 2015-16](#) says:
 - Field work for NPR updation 2015 exercise is
 - completed in 9 states/UTs (Puducherry, Daman & Diu, Dadar & Nagar Haveli, Jharkhand, Himachal Pradesh, Sikkim, Chandigarh, Tripura and Nagaland),
 - In progress in another 22 States/UTs (to be completed by 15.01.2016),
 - To be completed by March, 2016 in remaining 5 States.
- MHA [Annual Report 2016-17](#) says: Chandigarh has digitalized the NPR.
- MHA [Annual Report 2017-18](#) says: The demographic data of 119.95 crore persons was collected in 2010 and has been updated during 2015-16 in all States / UTs except Assam and Meghalaya.
- MHA [Annual Report 2018-19](#) says: The demographic data for NPR collected in 2010 has been updated in 2015. Biometric Enrolment of 33.43 crore persons has also been done under the scheme.
- MHA [Annual Report 2019-20](#) says: The Government prepared a National Population Register (NPR) of all the 'usual residents' in the country in 2010 by collecting specific information of each resident. In 2015, a few fields such as Name, Gender, Date and Place of Birth, Place of Residence and Father's and Mother's name were updated and Aadhaar, Mobile and Ration Card Numbers were collected.

Build up to 2020 update of NPR

- There has been *no official word* on the number of cases updated through the 2015-16 exercise.
 - This is in contrast with the 2010 exercise.
 - Questions about the legitimacy of the database remain.
- In March 2016, the *Aadhaar (Targeted Delivery of Financial and other Subsidies, benefits and services) Act, 2016* was passed. It gave legal backing to the UID project.
- [Right to Privacy judgement \(2017\)](#) of the Supreme Court held that the right to privacy is protected as a fundamental right under the Constitution.
- [Aadhaar judgement \(2018\)](#) of the Supreme Court permitted use of Aadhaar, despite privacy concerns, for direct transfer of benefits.
 - But it struck down a provision of the Aadhaar Act for data sharing with private parties.
 - It also disallowed proliferation of Aadhaar information for other purposes.
- Modalities of NPR data collection and exchanges with UIDAI do not have the backing of the Act or the judgement.

NPR 2020

- Meanwhile, work on the National Register of Citizens was going on in Assam, independently of NPR.
- NPR was about to open another route to NRC.
- That would complicate the already contentious issue of NRC.
- On 31 July 2019, there was a [Gazette notification](#) for updating NPR in all states of India except Assam.
- The new form contained questions on the Aadhaar number, mobile phone number, Voter ID card number and driving license number, and also the place of birth of father and mother of usual residents.
- In this edition also, there was no provision for every resident to provide informed consent. Only one person was supposed to sign for everyone in a household.



For official use only Q14. (If available)

- (i) Aadhaar Number
- (ii) Mobile Number
- (iii) Voter ID Card Number
- (iv) Driving License Number

NPR Manual 2020, from CP website

INSTRUCTION MANUAL

Collect Aadhaar number, if provided voluntarily

FOR

UPDATION OF

NATIONAL POPULATION REGISTER
(NPR)

2020

FOR ENUMERATORS AND SUPERVISORS



Office of the Registrar General & Census Commissioner, India

Ministry of Home Affairs

Government of India

N.D.C.C. Building II, Jai Singh Road, New Delhi
<http://www.censusindia.gov.in>

- (i) **Aadhaar number:** For many households, the 12 digit Aadhaar number was collected during the updation of NPR in 2015-16. Those Aadhaar numbers will be printed in the space provided in Side B of the NPR booklet. But the first 8 digits of Aadhaar number will be a ~~key~~ masked. Only last 4 digits will be visible/pre-printed. If the first 8 digits printed are not correct, record the 12 digits in the space below by cutting out the printed number. Aadhaar number is to be collected if provided by the resident voluntarily. For all new members/new households, if Aadhaar number is available, record carefully the same in the boxes provided.

- (i) Aadhaar Number
(Already printed-example)

x	x	x	x	x	x	x	x	9	6	2	1
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Prefilled, MASKED Aadhaar number

(fresh collection-example)

9	8	6	4	2	2	1	4	4	5	7	2
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- Q. 14 (ii) **Mobile Number:** For many households, the mobile number was collected during the updation of NPR in 2015-16. Those mobile numbers will be printed in the boxes. If not correct, record/update the mobile number in the space below by cutting out the printed number. For all new members/new households, if mobile number is available, record carefully the same in the boxes provided. No landline number needs to be recorded here.

- (ii) Mobile Number

7	8	6	2	1	4	5	2	1	2
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- Q.14 (iii) **Voter ID Card Number :** Record the Voter ID card number or EPIC (Election Photo Identity Card) number of all residents, who are in possession of the same, carefully in the space provided for this.

- (iii) Voter ID Card Number

X	P	D	6	2	7	8	2	1	2
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- Q.14 (iv) **Driving License Number:** Record the Driving License number of all residents, who are in possession of the same, carefully in the boxes given.

- (iv) Driving License Card Number

D	L	0	4	2	4	5	8	6	7	6	4	0	0	2
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Note :

- If any of the above number is not available, it may be left blank.
- Follow the above process for each member of the household.

Questions

- Many of the additional questions in the 2020 NPR form (Aadhaar number, mobile phone number, Voter ID card number and driving license number, and also the place of birth of father and mother of usual residents) generated heat and then the form disappeared from public view.
- As the next chapter in the NPR saga (together with Census) awaits a more favorable climate, possibly after general elections, some oddities stand out.
 - If the 2020 form and manual was so considerate about partial masking of pre-printed Aadhaar number and voluntary basis of data collection, issues of privacy and consent must have been relevant for NPR earlier also.
 - If the 2015 updating was made, even partially, without regard to privacy or consent, then the process of updating was illegal.
 - Such considerations were manifestly absent during the 2010 exercise.
 - During the 2010-14 exercise, data collected for a different purpose (e.g., Aadhaar card made for non-NPR purpose) were collated without consent.
- These open questions make it a fit case for RTI queries.

RTI query to RGI, 21-11-22 and Responses

1. Whether collection of Aadhaar number from us, the usual residents, for updating NPR is voluntary or mandatory.
 - **During the exercise of updation of the forthcoming NPR Aadhaar Number is to be collected voluntarily.**
2. Whether the use of Aadhaar number for NPR is to be done with the informed consent of the Aadhaar number holder.
 - During preparation, following is taken:- *I declare that all the information provided by me is true to the best of my knowledge and belief.*
3. Whether the Office of Registrar General & Census Commissioner, India has collected Aadhaar number for updating of NPR from us, the residents of Garden Reach-Metiabruz, Kolkata, West Bengal in 2015 or in earlier times.
4. Please supply me a copy of *an instance of obtaining informed consent* from citizens regarding use of their Aadhaar data for NPR purpose.
 - 3 & 4. During the NPR updation in 2015, a few fields such as Name, Gender, Date and Place of Birth, Place of Residence and Father and Mother name were updated and Aadhaar, Mobile and Ration Card Numbers were collected. Copy of [blank proforma](#) used for updating NPR in 2015 is enclosed.

RTI query to RGI, 31-1-23, and Responses

1. Let me know the criteria by which I was excluded from providing informed consent for the linkage of my Aadhaar information with NPR as updated during 2015-16 in all states and UTs except Assam and Meghalaya.
2. The total number of usual residents, who had been included in the 2010 NPR exercise, but were similarly excluded from providing informed consent for linkage of their Aadhaar information with NPR.
3. The number of usual residents, who have provided informed consent for linkage of their Aadhaar information with NPR and the number of usual residents for whom the Aadhaar information has actually been linked with the NPR database.
 - 1-3:- The National Population Register (NPR) was first prepared in 2010 and updated in 2015 under Sub-rule(4) of Rule 3 of the Citizenship (Registration of Citizens and issue of National Identity Cards) Rules, 2003 framed under the Citizenship Act, 1955. While collecting NPR data, the following undertaking was obtained from all the respondent: *I declare that all the information provided above is true to the best of my knowledge and belief.* A copy of the schedule is attached.
4. Name and address of the agency engaged by RGI in Ward No. 7 of Maheshtala Municipality (Assembly constituency of Metiabruz, South 24 Paraganas, West Bengal) for collection of informed consent from me and my neighbors.
 - The work of NPR was carried out through the State Government.

RTI query to GoWB, 20-3-23, and Responses

1. Please supply me a copy of an instance of obtaining informed consent of the residents and citizens for linking/seeding their Aadhaar information in the updation of NPR in 2015.
 - GoWB referred the matter to Directorate of Census Operations (DCO), Jangananana Bhawan, Kolkata
 - DCO said that this information is not available with that office and referred the matter to Maheshtala Municipality
 - Maheshtala Municipality (South 24 Pargana district, West Bengal) provided a copy of an unsigned page of the booklet, which was prefilled with Aadhaar numbers and other information of three members of a family residing in Malda district, West Bengal.

Summing up

- The original NPR database was created during 2010-2014 by electronically collating biometric and demographic data from different sources.
- The biometric data were collected
 - partly from people who had enrolled for access to benefits linked with Aadhaar, without the knowledge that this information would be used for NPR.
 - in a *de jure* voluntary, *de facto* mandatory manner.
- The act of collation apparently violated the residents' fundamental right to privacy.
- The updating of NPR in 2015, supposedly on the basis of voluntarily provided information,
 - was collected through the apparatus of census, for which furnishing data is mandatory.
 - was not designed to obtain information on the basis of informed consent,
 - did not actually take place at all in many localities,
- Information on the extent of updating of NPR in 2015 has not been divulged.
- Original NPR database prior to 2015 had questionable legality; it remained so after 2015.
- In 2020, there was better preparation to address the issue of consent, but efforts to expand the range of information had repercussions and the process had to be suspended.