

SEVENTH REPORT

STANDING COMMITTEE ON EXTERNAL AFFAIRS (1995-96)

(TENTH LOK SABHA)

*[Action Taken on the Recommendations
Contained in the 3rd Report of the
Committee on Passport Facilities]*



सत्यमेव जयते

Presented to Lok Sabha on..... 16 AUG 1995
Laid in Rajya Sabha on..... 16 AUG 1995

LOK SABHA SECRETARIAT
NEW DELHI

June, 1995/Jyaistha, 1917 (Saka)

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CORRIGENDA TO SEVENTH REPORT OF STANDING
COMMITTEE ON EXTERNAL AFFAIRS (1995-96)

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COMPOSITION OF THE STANDING COMMITTEE ON EXTERNAL
AFFAIRS
(1995-96)

Shri Atal Bihari Vajpayee — *Chairman*

MEMBERS

Lok Sabha

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3. Shri Venkata Krishna Reddy Kasu
4. Shri V. Sreenivasa Prasad
5. Shri Anwari Basavaraj Patil
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25. Dr. Sudhir Ray
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Rajya Sabha

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35. Shri G. Swaminathan
36. Shri G.G. Swell
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(iv)

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42. Shri Triloki Nath Chaturvedi
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SECRETARIAT

1. Dr. Ashok Kumar Pandey — *Additional Secretary*
2. Shri G.R. Patwardhan — *Joint Secretary*
3. Shri O.P. Ghai — *Deputy Secretary*
4. Shri Ashok Sarin — *Under Secretary*

INTRODUCTION

1. The Chairman, Standing Committee on External Affairs (1995-96) having been authorised by the Committee to submit the report on their behalf, present this Seventh Report on Action Taken by Government on the recommendations contained in the Third Report (Tenth Lok Sabha) of the Committee on Passport Facilities.

2. The Third Report was presented to Lok Sabha on 8 August, 1994 and was laid in Rajya Sabha on 7 July, 1994. The Government furnished their replies indicating Action Taken on the Recommendations contained in the Report.

3. The Draft Report on the basis of Action Taken Notes was considered and adopted by the Standing Committee on External Affairs (1995-96) at their sitting held on 2nd June, 1995. Minutes of the Sitting of the Committee have been reproduced as Appendix I to the Report.

4. An Analysis of Action Taken by Government on the Recommendations contained in the Third Report of the Standing Committee on External Affairs (Tenth Lok Sabha) is given in Appendix II.

5. For facility of reference and convenience, the observations and recommendations of the Committee have been printed in thick type in the body of the Report.

NEW DELHI;
2 June, 1995

12 Jyaistha, 1917 (Saka)

ATAL BIHARI VAJPAYEE,
Chairman,
Standing Committee on
External Affairs.

CHAPTER I

REPORT

The Report of the Committee deals with the action taken by the Government on the Observations/Recommendations contained in the 3rd Report (Tenth Lok Sabha) of the Standing Committee on External Affairs on Passport Facilities, which was presented to Lok Sabha on 8th August, 1994.

2. Action Taken Notes have been received from the Ministry of External Affairs in respect of all the 25 observations/recommendations contained in Report. These have been categorised as follows:

(i) *Observations/Recommendations that have been accepted by the Government.*

Para Nos. 68, 69, 70, 73, 74, 75, 76 (iii) (v), 78, 79, 80, 81, 84, 85, 87 and 90.

(ii) *Observations/Recommendations which the Committee do not desire to pursue in view of the Government's replies.*

Para Nos. 71, 72, 76 (i) (ii) (iv), 77, 83, 88, 89, 91 and 92.

(iii) *Observations/Recommendations in respect of which replies of Government have not been accepted and which require reiteration.*

Para Nos. 82 and 86.

(iv) *Observations/Recommendations in respect of which final replies of Government are still awaited.*

Para No. Nil

3. The Committee will now deal with the action taken by the Government on some of their observations/recommendations.

Pendency of Applications for issue of Passports (Para No. 68)

4. In para 68 of the 3rd Report on Passport Facilities, the Committee had observed that there was considerable delay in the issue of Passports by some offices which in turn generated corruption and harrasment of all kinds. It was evident from the pendency figures of applications beyond one month of receipt of applications (3.54 lakhs out of total pendency of 5.3 lakhs at the end of 1993) that passports were not being issued in 4 weeks as was contemplated by both the Ministries of External Affairs and Home Affairs. While the Ministry of External Affairs considered the delay in police verification as the critical element, the Ministry of Home Affairs had hinted on non use of the discretionary powers available with the Passport Officers.

5. The Ministry of External Affairs in their reply have stated that total pendency and pendency over one month which stood at 5.3 lakhs and 3.54 lakhs at the end of 1993 has come down to 2.85 lakhs and 1.40 lakhs respectively as on 31.12.94 and 2.63 lakhs and 1.32 lakhs as on 31.1.95. According to the Ministry, there is an improvement in issue of passport as only 6 Passport Offices out of 23 were taking more than 2 months for issue of passport as on 31.1.95. The Ministry have stated that delay in police verification continue to be an important element in the delay in issue of passports. However, since it had been decided that, wherever, passports should be issued within a period of 4 weeks irrespective of the fact whether or not police report was received, delays in pendency has come down in all their offices. As many as 16 of their 23 offices are issuing passports within 6 weeks. The remaining 7 offices (Ahmedabad, Bangalore, Chandigarh, Jullundhur, Kozikode, Lucknow and Jammu) have also made considerable effort to reduce the time taken in issue of passports.

6. The Ministry of Home Affairs in their reply have stated that they have already issue instructions to Chief Secretaries of all the States/UTs to issue directions that police verification to Regional Passport Offices should be sent within 3 weeks. In this connection instructions already exist that RPO should issue a passport in the event of police verification report not being received within the stipulated time i.e. within 3 weeks. Ministry of External Affairs should issue instructions to the RPO for the strict compliance of these instructions.

7. Although there has been reduction in total pendency of cases for issue of passports, yet considerable time is being taken by various Passport Offices to issue the Passports. Whereas 16 Passport Offices are issuing passports within 6 weeks, the 7 Passport Offices are taking more than 2 months to issue a Passport. For example as on 31 January, 1995, Bangalore, Chandigarh, Jullundhur and Jammu Passport Offices were taking 82 days, 158 days 105 days and 90 days respectively to issue the passports. Special measures are therefore required to be taken at all the Passport Offices and particularly at these 7 Passport Offices to reduce the time being taken to issue a passport. The Committee are not convinced by the reply of the Ministry of External Affairs that delay in police verification continues to be an important element in the delay in issue of Passports as they can issue the Passports after 4 weeks irrespective of whether or not the police report has been received by them. Since considerable time is being taken by the Passport Offices, it would not be therefore proper to put the blame entirely on non-receipt of police verification in time. In other words, it is evident that main delay is taking place at passport offices and there is ample scope for improvement there. Central Passport Organisation should therefore, impress upon the passport offices to take suitable steps not only to reduce the pendency of cases but also to ensure that the passports are invariably issued to applicants within 4 weeks at all the Passport Offices.

8. The Ministry of Home Affairs should also closely monitor the compliance of its instructions issued to State Governments/UTs so that the police verification is completed and sent to respective Passport Offices within 3 weeks. At the same time the Passport Offices should try to ascertain the areas where usually there is delay in receipt of police verification so that Ministry of Home Affairs could take up the matter with the concerned State Government/UT impressing upon them the need for expeditious submission of police verification cases in such identified areas.

**Submission of Application Forms
(Para 82)**

9. In aforesaid paragraph the Committee had recommended that in addition to the selected Head and Sub Post Office the forms should be made available to an applicant in all Head and Sub Post Offices as well as in all Branches of the State Bank of India. The Committee had also observed that in view of the high cost of application forms, an appropriate charge may be levied at the time of the issue of the form. Further, it was also suggested that the Passport Offices should also stamp the likely date of passport delivery on the receipt at the time of submission of application forms.

10. In their reply the Ministry have observed that while the Ministry prints about 60 lakhs application forms annually, the actual intake of such applications for fresh passports was less than 25 lakhs. In this context the Committee's suggestions regarding levying of appropriate charges at the time of issue of the form are pertinent and will be examined afresh. The Ministry have further stated that it would not be feasible for Passport Offices to stamp the likely date of Passport delivery on receipt as variations will take place in the time taken for issue of a passport. The issue of Press Notes for passports despatch serves to inform the public of the status of their applications and by implication the number of days taken for issue of a Passport.

11. The Committee had recommended that in addition to selected Head and Sub Post Offices the application forms should be made available at all branches of State Bank of India also. However, the reply of the Ministry is silent on this account. They would reiterate that the facility of distribution of application forms should also be provided atleast in some important branches of the State Bank of India at the earliest for the benefit of large number of applicants throughout the country.

The Committee are concerned to note that Ministry have yet to examine the proposal to levy appropriate charges for the application forms at the time of distribution despite a recommendation being made in this regard by them and particularly when they have admitted that the actual intake of such applications for fresh Passports is less than 25 lakhs against an annual print order of 60 lakhs application forms. This signifies nothing but considerable element of wastage which is attributable to the fact that form is available free of cost. The Committee expect the Ministry to take early

action for levying of appropriate charges on the distribution of the forms and those charges may be adjusted, if necessary, at the time of submission of the application fee.

As regards the stamping of likely date of delivery of Passport on receipt when submitting application form is concerned, the Committee are not satisfied with the reply of the Ministry that it is not their plea that issue of Press Notes for Passport despatch serves to inform the public of the status of their applications and by implication the number of days taken for issue of a Passport is hardly convincing as such Press Statements rarely reach the applicants. As the authorities in a Passport Offices are well aware about the usual time being taken to despatch the Passport after completion of all the formalities, the Committee feel that there should not be any difficulty in stamping the likely date of despatch on the receipt in that Passport Office. This would in all probability remove the likely anxiety of the applicants and unnecessary visits and enquiries at the passport office till the stamped date is reached in the event of non receipt of passports by then. The Committee expect the Ministry to take early decision in this regard and apprise them of the same.

Opening of New Passport Offices and Extension Counters (Para 86)

12. In Para 86 of the 3rd Report the Committee had observed that keeping in view the wide variation in the workload of different Regional Passport Offices, as well as variations within their respective areas of jurisdiction, the Committee recommend that passport demand maps be prepared indicating the average number of passport applications generated over the past three years, block-wise in metropolitan areas to serve as the basis for determining the number of location of Passport Offices and local Extension Counters around the country. The Committee had also recommended that one Passport Office (PO) should be located as centrally as possible in contiguous blocks/wards/districts/States which, on an average, generate 50,000 applications per year. Each such PO should establish, within its jurisdiction, Extension Counters (ECs) at a distance of no more than 50 km. distance from the PO where this is warranted by heavy demands or other relevant factors.

13. In their reply the Ministry have stated that the Standing Committee's recommendation that Passport Offices should establish, within their jurisdiction, extension counters at a distance of not more than 50 kms. may not result in greater convenience to the public as they would involve a large number of collection centres and forwarding of applications by mail. This is likely to create more delays rather than speed up the process. A large number of agencies collecting and scrutinising passport applications will lead to a larger number of incomplete applications and consequent increase in pendency.

Further, according to the Ministry, the desirability of examination of statistics of passport applications blockwise in rural areas, townwise in urban areas and wardwise in metropolitan area should serve as some basis for location of POs and Collection Centres is not gainsaid. With full computerisation and programming in the computer, it should be possible to obtain such information smoothly and prospectively, but this is not the case at the moment since manual and physical examination is required, which will divert our staff from the immediate and more pressing need of reducing the backlog and pendency (which is so far having good results). MEA also accept the view that 50,000 applications per year can be used as the basis for location of POs. Proliferation of POs and Collection Centres, however do carry the hazards described in the aforesaid paragraph, and apart from increase in personnel and therefore expenditure to Government, whether it is by the Central Government or State Government. The purpose being to generate greater convenience, reduce delay and provide for smooth operation; they feel it will at the current time be preferable to liquidate the pendency than to tackle this new area of expansion. Nevertheless, MEA will undertake this exercise prospectively when full computerisation is achieved, which is expected in the coming financial year.

In this connection, in paragraph 67 of original report of the Committee, it was mentioned as under:

“In reply to a query whether there was any move under consideration to open new Passport Offices or extension counters of the Regional Passport Offices in different parts of the country depending upon the demand made from these parts of the country, the Ministry stated that the Government is in the process of reviewing the network of passport facilities as part of the overall system redesign being undertaken.”

14. The Committee regret to observe that though a period of nine months have elapsed since the presentation of their original report on Passport Facilities to the Parliament, no concrete efforts have been made by the Ministry to open more passport offices despite their assurance given at that time that the Government was in the process of reviewing the network of passport facilities as part of the overall system redesign being undertaken. The Committee are constrained to point out that the Ministry have now chosen to ignore the vital recommendation of the Committee regarding opening/relocation of new Passport Offices and Extension Counters (Sub Passport Offices) on the plea that at the moment manual and physical examination of this type of data would divert their staff from the immediate and more pressing need of reducing the backlog and pendency. Though it is true that the pendency has to be decreased yet the Committee fail to understand as to why with a little bit of extra effort, demand for Passports in the various regions of the country could not be assessed at present which

would form the basis for addition/relocation of Passport Offices/sub-Passport Offices. It is incomprehensible as to how the proliferation of Passport Offices and Sub-Passport Offices would create more delays rather than speed up the process as claimed by the Ministry. The Committee feel that besides liquidating the huge piled up pendency of applications, it is equally important to generate greater convenience, reduce delays and facilitate easy approach of all the possible applicants spread throughout the country to Passport Offices/Sub Passport Offices which is possible if we have enough offices and even workload at different passport offices. The Committee, therefore, desire that till the work regarding opening/relocation of Passport Offices based on the reassessed demand is completed, the Ministry should take immediate steps to ensure that all State Capitals have either a Passport Office or a Sub-Passport Office to facilitate the applicants in getting their passports easily and within minimum possible time.

CHAPTER II

OBSERVATIONS/RECOMMENDATIONS THAT HAVE BEEN ACCEPTED BY THE GOVERNMENT

Recommendation of the Committee

The facts which have come to the notice of the Committee clearly indicate that there is considerable delay in the issue of passport by some offices which in turn generates corruption and harrassment of all kinds and contributes to a negative public image of the CPO as a whole. It is evident from the pendency figures of applications beyond one month of receipt of applications (3.54 lakhs out of total pendency of 5.3 lakhs at the end of 1993) that passports are not being issued in 4 weeks as contemplated by both the Ministries of External Affairs and Home Affairs and that while the Ministry of External Affairs consider the delay in police verification as the critical element, the Ministry of Home Affairs has hinted at non-use of the discretion vested in them by the passport officers due to other reasons. (Para No. 68)

Government's Reply

Total pendency and pendency over one month which stood at 5.3 lakhs and 3.54 lakhs at the end of 1993, has come down to 2.85 lakhs and 1.40 lakhs respectively as on 31.12.1994 and 2.63 lakhs and 1.32 lakhs as on 31.1.1995. It would, thus, be appreciated that there has been a continuous decline in pendency during the year due to the strenuous efforts of MEA (Annexure A).

It may be seen from Annexure A that, as on 31.1.1995, only 6 Passport Offices out of 23 were taking more than two months for issue of a passport. This is also an improvement.

Delay in police verification continued to be an important element in the delay in issue of passports. However, since it had been decided that, wherever possible, passports should be issued within a period of four weeks irrespective of whether or not a police report was received, delays and pendencies has come down in all our offices. As many as 16 of our 23 offices are issuing passports within six weeks. The remaining 7 offices, too, have made considerable effort since the report of the Standing Committee and have significantly reduced the time taken in issue of passports. Ministry is committed to bring down the time taken for issue of passports in all its offices to four weeks.

(MEA Letter No. AA/125/Parl./7/95-II dt. 20.2.1995)

Further Reply

MHA has already issued instructions to Chief Secretaries of all States/UTs to issue direction that police verification to RPO should be sent within three weeks. However, the minimum time required depends on the distance, place of residence of the applicant and the infrastructure made available for the purpose. In this connection, instructions already exist that RPOs should issue a passport in the event of Police verification report not being received within stipulated time *i.e.*, within 3 weeks. So MEA may issue direction to RPOs for the strict compliance of these instructions.

(MEA Letter No. AA/125/Parl./7/95-II dt. 3.4.1995)

Recommendation of the Committee

The Committee also observe and welcome the commendable effort made by the Ministry to bring down the pendency of 12 lakhs in May, 1992 and from 11.4 lakhs at the start of January, 1993 to 5.3 lakhs as on 31st December, 1993. The Committee also notice the improvement in the output of the passport offices during 1993 with the issue of over 27 lakh fresh passports representing an increase of about 21% over the output in 1992 leading to reduction in pendency of applications. Nevertheless, the achievement still pales into insignificance going by the quantum of pendency of 5.3 lakh applications as on 31st December, 1993. (Para No. 69)

Government's Reply

During 1994 (Jan-Dec), 20,11,404 passports were issued as against an intake of 18,07,783 fresh applications. Miscellaneous services, which also take time due to checks and verifications, rendered during the same period, numbered 10,14,662 as against 9,98,716 applications. The bulk of the backlog has been cleared either through issue of a passport or closing of the case for want of proper documentation/clarification from the applicant. There is little point in keeping a "case" open when the applicant him/herself is no longer interested or pursuing the matter.

Since the report of the Standing Committee, Patna has liquidated its entire pendency and has brought down the time taken for issue of a passport from 300 days in December 1993 to 32 days in December, 1994. Lucknow has also virtually liquidated its pendency, and it is expected that the time taken for issue of a passport there would be reduced significantly in the coming weeks. Chandigarh and Jullundhar have also made a significant dent in their backlog. Both have virtually halved the time taken for the issue of a passport as compared to a year ago in December 1993. Ministry, however, remains concerned at the time being currently taken in these two offices for the issue of a passport and is making every effort, with the cooperation of the Officers and the staff of the two passport offices, to bring this down to more acceptable levels. Ministry is hopeful that this will be achieved in the coming months. If the Standing Committee so desires, a further report can be put up on the pendency as on 30.6.1995.

(MEA Letter No. AA/125/Parl/7/95-II dt. 20.2.1995)

Recommendation of the Committee

While commending the remarkable improvement in 8 offices and the relative improvement in 6 offices the Committee express its strong dissatisfaction with the performance of the other offices, particularly in the case of Chandigarh, Lucknow, Patna and Jalandhar. The Committee recognise that while inordinate delay in these four offices may be specific to them, there are systemic and procedural reasons for the overall pattern and to some extent lack of staff and infrastructure also contribute to the delay. (Para No. 70)

Government's Reply

The performance of the Passport Offices at Chandigarh, Jalandhar, Lucknow and Patna, to which specific reference had been made by the Standing Committee, showed general improvement. A comparative statement of figures as on 31.12.1993 and 31.12.1994 is appended (Annexure C).

It is noteworthy that the improvement in these four offices have been brought about without adding to the sanctioned staff strength of these offices which indicates that such systemic problems as may have existed before, have been dealt with effectively. The Ministry would like to point out, at the same time, that given continuing pressure of numbers, irrespective of whatever systemic, procedural or staff changes are made there are bound to be variations between the passport issuing offices *inter-se* in implementation of the basic stipulation of issue of passport in four weeks time.

(MEA Letter No AA/125/Parl./7/95-II dt. 20.2.1995)

Recommendation of the Committee

From the statistics furnished by the Ministry of External Affairs the Committee note that only 0.6% of the applicants are finally found to be not eligible to receive the passport. But the Committee also recognise the validity of opinion of the Foreign Secretary is that even 0.6% translates into a substantial number in absolute terms and that the security angle cannot be overlooked. The Committee therefore feel that while there is no escaping the need for careful scrutiny before passports are issued or renewed, it is essential that the system be re-oriented to wards ensuring that bonafide applicants are either needlessly harassed nor subjected to undue delay and inconvenience. (Para No. 73)

Government's Reply

All passport officers have been sensitised to the Committee's directive that bonafide applicants should not be subjected to harassment, hardship or undue delay even while applications are scrutinised care-

fully enough to ensure that no passport is issued to an unauthorised person. Therefore, there is a balance that has to be struck.

Specifically, the number of counters and counter clerks for acceptance of applications has been increased in our passport offices to enable a more careful scrutiny at the counter itself without increasing the time taken for dealing with the applicant. A number of services like five year renewal, grant of ECNR, inclusion/deletion of a child's name in the parent's passport etc. have been put under the same-day-service category and this service is being offered by passport offices at Delhi, Bangalore, Bombay, Hyderabad, Cochin and Trivandrum. All passport offices have been advised to introduce this same day service at the earliest. Computerisation is an additional tool which is being developed to help cut down delays at the scrutiny stage.

The number of complaints in regard to delays on this account have come down significantly, as have the number of cases where the passport offices have to engage in follow up correspondence with the applicant for want of information which could have been detected at the scrutiny stage. The Ministry is fully aware that a more careful scrutiny contributes also to the prevention of the build up of pendencies for want of complete documentation.

It has to be pointed out, at the same time, that instances have come to notice where some applicants feel, that the process of scrutiny is itself a harassment and that an application should be accepted at the counter irrespective of whether or not the requirements are fulfilled. This category of applicant feels that scrutiny should not be done at the counter since the applicant has to wait while his application is being scrutinized; such persons also feel that this scrutiny limits their ability to submit an application on behalf of third parties since the applicant cannot respond to questions and has to transmit the queries back to the original applicant. Instances have also come to notice where scrutiny leading to objections of this nature have led to noisy and unruly behaviour by individual/groups of applicants. Ministry, therefore, hopes that through the report of the Standing Committee, the requirement of careful scrutiny at the counter at the application stage itself can become sufficiently widely known, recognised as necessary and accepted so that the applicant as well as the passport office are eventually helped in the task of speedy disposal of applications.

(MEA Letter No. AA/125/Parl/7/95-II dt. 20.2.1995)

Further Reply

Since the Passport Act is administered by MEA, they are administratively concerned with the issue of passports to bonafide Indian citizen. The mode of police verification is considered adequate and there is no proposal to change it. Instructions have already been issued to State Governments to minimise inconvenience during police verification. Remedial measures

are to be taken by MEA when harassment is brought to their notice in the course of processing the passport applications in the RPOs.

[MEA Letter No. AA/125/Parl/7/95-II dt. 3.4.1995]

Recommendation of the Committee

The Committee find that whereas an unduly long time can be taken by police authorities for verification, considerable time is taken in some passport offices themselves to process the applications before referring to the police authorities and to issue the passport after the verification report is received. This may be attributed to the present format of the application form, inadequate number of passport offices in the country, the delimitation of their geographical jurisdiction, the inadequacy of the office premises and the shortage of staff. (Para No. 74)

Government's Reply

At the All India Passport Officer's Conference held in New Delhi on October 4-6, 1994, instructions were given, in the light of the Committee's directive, to ensure that passport particulars are despatched for police verification without delay and within three days of receipt of the application.

The continuing decline in the overall pendency in the country and the virtually complete liquidation of pendency in several of the passport offices, is indicative of the fact that this and other directives of the Ministry are being by and large implemented by the passport offices. As pointed out above, 16 of the 23 passport offices are issuing passports within six weeks and further efforts are being made to bring it down to the stipulated four weeks. Other 7 passport offices which are taking a longer time are also moving in this direction.

As for staff, the revised sanctioned strength is adequate to handle the present level of input of applications.

Ministry would like to reiterate that in spite of constraints—real or perceived—a measurable impact has been made in the reduction of pendency and cutting down time taken in the issue of a passport.

A simplified, revised application form is presently being examined. The present location of the passport office is based on a variety of factors including population density, requirements of the population of the region covered and service to the public. The difficulties caused by inadequate office space is being sought to be resolved by acquiring/building MEA properties. (Please see para 84 below).

[MEA Letter No. AA/125/Parl/7/95-II dt. 20.2.1995]

Further Reply

Since instructions already exist that passport office may issue a passport in case police verification is not received within the stipulated time, the cause for delays may be traced to procedure in vogue in the RPOs. MEA has to address this problem.

[MEA Letter No. AA/125/Parl/7/95-II dt. 3.4.1995]

Recommendation of the Committee

The Committee conclude that while both short as well as long term measures are necessary to root out delay, harassment, corruption and fraud from the system, some immediate measures may also be taken to improve the service. The Committee are conscious of the fact that the measures outlined in the succeeding paragraphs will not change the situation overnight but they would definitely go a long way in fulfilling the right of an entitled Indian citizen to a passport which should be available to him conveniently without any delay or harassment. (Para No. 75)

Government's Reply

MEA concurs with the Standing Committee's views in this paragraph, and will be fully ready to cooperate both in long and short term approaches to the problem.

[MEA Letter No. AA/125/Parl/7/95-II dt. 20.2.1995]

Further Reply

MHA would consider any suggestion made by MEA to improve services.

[MEA Letter No. AA/125/Parl./7/95-II dt. 3.4.1995]

Recommendation of the Committee

Immediate Measures

In order to expedite the police verification the Committee recommend the following steps:

The district police authorities should complete the verification, if necessary, by contacting the applicant and send the report to the passport officer within 3 weeks, as prescribed by the Ministry of Home Affairs. The Ministry of Home Affairs should ask the State Government/UT. Administrations to hold concerned police officials responsible for any delay.

The police station should then be in a position to send their report within 48 hours of the receipt of response from the higher authorities. (Para No. 76) (iii) & (v)

Government's Reply

Ministry's submissions on the recommendation of the Committee are as under:

- (i) MHA have stated that State Governments which are the instrument through whom verification is carried out, have been instructed to send verification reports to the Passport Office within three weeks.

[MEA Letter No. AA/125/Parl/7/95-II dt. 3.4.1995]

[MHA's D.O. No. II/20013/10/94-IS (USD.IV) dated 6.9.94
refers.]

- (ii) MHA have stated that State Governments have been requested to ensure that police verification report is sent within three weeks. Separately, a decision has been taken that even if police verification report is not received within three weeks, a passport would be issued after four weeks time. As such, whether or not a particular step of the process is completed in 48 hours is not very important so long as the entire process proceeds according to the prescribed schedule.

It is felt that, in the light of the virtually total liquidation of the pendency and the fact that the majority of the passport offices are issuing passports within a reasonable time frame even though it is not yet quite down to the four weeks level, that the present system of despatch of personal particular form, verification, return of verification report and issue of passport, is working satisfactorily enough, though, obviously as in everything else, there is scope for further improvement through attainment of the four week goal.

[MEA Letter No. AA/125/Parl/7/95-II dt. 20.2.1995]

Further Reply

MHA has asked for comments of the State Government. A copy of the letter issued is enclosed.

[MEA Letter No. AA/125/Parl/7/95-II dt. 3.4.1995]
No. IL/20013/10/94-IS(US D.IV)

Government of India
Ministry of Home Affairs

New Delhi, the 7th September, 1994

To
Home Secretaries of
all States/Union Territories.

Subject:- Police/CID verification of passport applications

Sir,

The Standing Committee on External Affairs (passport facilities) has recommended *inter alia* the following:

- (i) The district police authorities should complete the verification, if necessary, by contacting the applicant and send the report to the passport officer within 3 weeks, as prescribed by the Ministry of Home Affairs. The Ministry of Home Affairs should ask the State Government/UT Administrations to hold concerned police officials responsible for any delay.
- (ii) The applicant on being informed of the transmission of his application to the police authorities may approach the police station in whose jurisdiction he resides and provide officer-in-

charge with all relevant and information about himself in anticipation of the receipt of his application for verification.

- (iii) The police station should then be in a position to send their report within 48 hours of the receipt of response from the higher authorities.

2. The facility for a passport applicant meeting a senior police officer concerned with passport clearance is expected to help quick verification of his case. This is a laudable suggestion. However, you are requested to send us your comments to enable us to issue formal advisories to the States/UTs by way of follow up of these recommendations.

3. You are also requested to issue suitable instructions again to the State Police/CID to ensure that the verification reports are sent to the Regional Passport Office within 3 weeks as already stipulated. Appropriate action may be taken against police officers responsible for avoidable delays.

4. In this regard, our circular letter No. II/20013/3/92-IS(U.S.D.IV) dated 12.10.1993 may also kindly be referred to.

Your faithfully,

Sd/-

(C. PHUNSOG)

Joint Secretary to the Govt. of India

Recommendation of the Committee

The Committee are of the view that computerisation shall contribute to the efficiency and productivity of the passport offices. They regret that computerisation which was first mooted since 1986 is yet to be fully implemented. The Committee urge the Ministry of External Affairs/CPO to provide necessary funds and ensure that all passport offices are computerised by the target year 1995-96. (Para No. 78)

Government's Reply

The MEA is in complete agreement about the need for computerisation. Computerisation of six Southern region passport offices plus Lucknow have been completed; (Delhi and Bombay are already computerised) Hyderabad will be done as and when the PO moves to better premises. In 1995, computerisation of 9 other offices has also been taken up and this is likely to be completed during the next financial year. The remaining five offices will be taken up thereafter. The goal is to complete full computerisation by 1996. Separately, a proposal is under examination for creating an overall data storage and retrieval system and networking of the Passport Offices and MEA.

[MEA Letter No. AA/125/Parl/7/95-II dt. 20.2.1995]

Recommendation of the Committee

The Committee emphasise the need for paying immediate attention to the complaints received from the public and recommend that they must be settled within a time limit of say 3 to 4 weeks and desire that every passport office should have a PRO who should be exclusively responsible for public contact and dealing with grievances and complaints. (Para No. 79)

Government's Reply

All Passport Offices have designated officers who meet the public everyday and hear grievances. Efforts are made to ameliorate grievances within the shortest time possible. A senior officer in the CPV Division meets the public daily to settle any problems that the public might have. Presently, Director (PV) is designated for this purpose. Although the timings are 1030 hrs.-1300 hrs in practice the officer receives visitors through-out the day.

[MEA Letter No. AA/125/Parl/7/95-II dt. 20-2-1995]

Recommendation of the Committee

The Committee have noted the proposal for establishing Passport Advisory Committees for every Passport Office and would like these Committees to be set up immediately. (Para No. 80)

Government's Reply

Consultations with State Governments and others concerned in regard to the constitution of Passport Advisory Committee, are already underway. Replies are still awaited from most of the authorities addressed. The constitution of the Committees will be taken up once the process of consultation is complete.

[MEA Letter No. AA/125/Parl/7/95-II dt. 20-2-1995]

Recommendation of the Committee

The Committee strongly urge the Ministry of External Affairs/CPO to take special and urgent measures to reduce the backlog in Chandigarh, Lucknow, Patna and Jalandhar Passport Offices. They suggest that unless such reporting has already been instituted the Passport Officer should submit a monthly arrear report to the CPO in a properly devised format which should *inter-alia* give a break up of the pending cases by time slabs with reference to the reason for the delay. The Committee also recommend that the first come first served principle should be applied and the weekly press release which are published by the Passport Office should give the due date for each district. (Para No. 81)

Government's Reply

All Passport Offices are required to submit a weekly report on the number of passports issued and the current backlog. This is carefully scrutinised in the Division and monitored to ensure that the backlog does not escalate. Any increase in the pendency is immediately reflected upon and action is considered and taken to bring pendency down. Passport Offices with considerable backlog are monitored more stringently and regularly, including thorough personal inspections of offices of CPV Division. Since the report of the Standing Committee became available in July 1994, all passport offices have been visited/inspected by the officers of the CPV Division, some more than once. Detailed inspections have been carried out in all offices with considerable backlog. This has resulted in resolution of some of the difficulties and problems relating to procedures, staff etc. on the spot. It has also led to improvement in the functioning of the offices with backlogs. Inspection teams have not only pointed out the deficiencies in the working of the passport but have also given time bound plans to liquidate existing pendency. Following these inspections, there has been perceptible reduction in the number of pending applications particularly in the offices which had accumulated heavy backlog.

Comparison between September 1994 and January 1995 is as follows:

	Pendency over one month on 30.9.1994	Pendency over one month on 31.1.1995
Chandigarh	35974	17842
Lucknow	37505	7760
Patna	23203	2383
Jalandhar	42480	24169

Passports are issued on first-come-first served basis. In actual processing, the issue of passports is based on the date of receipt of application. There has been serious consideration in MEA that this principle should be substituted by the principle of clearing applications which are complete, including verification, irrespective of the date on which the passport has been received. This has so far not been accepted, because it is felt that acceptance of this latter principle would mean that those applicants wielding influence or contact or access in the Government would be able to get their cases processed immediately by obtaining quick police verification while the general run of the mill public will continue to wait their turn. It was also felt that if cases of applicants who are influential or who enjoy access were cleared promptly without reference to chronology or sequence there may be less incentive for the personnel being prompt in other cases. It was therefore the view of the RPOs themselves that

principle of first-come-first served be continued. This will however be reviewed once the pendency is completely eliminated.

In order to provide for emergencies and contingencies, it had been decided with the approval of MOS (EA) that following categories will be given priority:

(i) Death of a relative abroad—only blood relatives based on documentary proof of the death can be given out of turn passports immediately.

(ii) Patients requiring to go abroad for medical treatment—in such cases, only critical life-threatening illnesses should be considered for out of turn issue. The applicant should be required to furnish full case history from the hospital where he was being treated and only documentation from reputed hospitals should be given credence. The passport can also be issued on priority for an escort or attendant who is to accompany the patient abroad.

(iii) Immediate blood relatives of a person residing abroad who is seriously ill; in confinement for maternity reasons or who has died. Necessary documentation substantiating illness, confinement or the death should be submitted by the immediate blood relatives seeking passport on out of turn basis.

(iv) Businessmen wishing to travel abroad urgently for export business, conferences, trade fairs and seminars—in all such cases, a copy of the invitation from a buyer abroad; documentary proof of participation in a trade fair, such as letter from an Export Promotion Council or a Chamber of Commerce or other trade associations or a Government authority engaged in the organisation of trade fairs abroad or an RBI permit given to exporters should be accepted as evidence of urgency.

The above includes business persons actively involved in international trade, special events apart. Deputation/appointment letters from an Indian company/star trading house/export house can also be accepted as proof of urgency provided the letters are on the organisation's letterhead.

(v) Students going abroad to join foreign universities—copy of the admission letter from such a university should be accepted (with the exception of colleges and universities in the Republics of the erstwhile Soviet Union for which the admission letter should be attested by the concerned Indian Mission).

(vi) Students appearing in entrance examinations to foreign universities where the passport is required by the examination authorities as proof of identity—in such cases, the admission card for the examination must be produced by the applicant.

(vii) Indians going abroad for employment—in all such cases the original visa in the name of individual concerned or a firm job offer from the company abroad on the letterhead of the company in the name of the applicant shall be accepted for out of turn issue of passports. The only exception shall be made in the case of Saudi Arabia group visas where a

photocopy of the group visa shall be accepted even if it does not carry the name of the individual applicant.

This category will also cover all people who are based in India but have to travel abroad for their professional work job, interviews/deputations/training/conferences/seminars/other work in their official capacity e.g. journalists, company employees in the public and private sectors, academicians, hotel employees, air and ship crew, charity workers; film personnel etc., also sport persons, cultural troupes and school tours. All such persons should be required to produce letters of deputation/appointment on their organisation's letterhead and wherever possible invitation/sponsorship acceptance letters from concerned foreign organisations.

(viii) Spouses and children of individuals working abroad; newly married persons who have to accompany their spouses who are living abroad. Documentation substantiating that the spouse is living abroad should be submitted by the applicant. This category applies to all persons going abroad for more than one year and includes those whose spouses are employed on a ship—proof of such employment should be submitted. Proof of marriage should also be scrutinised in all such cases.

(ix) Haj & Umra pilgrims : Existing instructions contained in circular No. VI/401/38/92 dated 26.4.94 are reiterated. 8-month validity passports can be issued on out of turn basis to Haj pilgrims but these should be endorsed only for Saudi Arabia and one or two neighbouring countries.

(x) Individuals wishing to go abroad to attend marriage of immediate blood relative—passport can be issued on priority on production of the invitation card or a registrar's notice for civil marriage.

In all such cases a one year validity passport is issued to enable the applicant to meet his specific emergency. Thereafter, passport is restored to full validity upon application; no fee is being charged for such extension to full validity.

Passports are issued on a first-come-first-served basis. Weekly Press releases are issued by all Passport Officers which give details of passports received on specific date and the corresponding date of despatch of passports of that period. Passport applications are processed according to the date of receipt and not district of origin and therefore the district-wise date may not be relevant or a suitable indicator.

[MEA Letter No. AA/125/Par/7/95-II dt. 20-2-95]

Recommendation of the Committee

The Committee also recommend that the premises of the Passport Offices should be renovated and maintained properly, till they move to more spacious premises where adequate facilities are available for the applicants and the staff. (Para No. 84)

Government's Reply

Efforts have been made to ensure that the physical surroundings of the Passport Offices are more congenial and user-friendly. RPO Delhi moved to its new premises at Bhikaji Cama Place in April, 1994. Cochin has recently moved to more spacious and modern premises and Bangalore will do so shortly. In Kozhikode, Madras, Goa and Hyderabad new properties have been located which are in various stages of construction/completion. In Jaipur, Bangalore, Calcutta and Lucknow, plots of land have been identified for acceptance or purchase. In Bareilly and Chandigarh, discussions have been initiated for new sites. Every effort is being made to ensure that the work environment and facilities available are conducive to greater productivity in the Passport Offices. Modern premises are certainly also more congenial for the public. This will have to be a continuing process.

[MEA Letter No. AA/125/Parl/7/95-II dt. 20-2-1995]

Recommendation of the Committee

The Committee feel that in some Passport Offices sometimes touts operate with the possible collusion of issuing/verification authorities. The Committee therefore recommend that every effort should be made to identify such linkages and nexus with unscrupulous elements who are all out to subvert the procedure and exploit the public. If necessary, this may be done with the help of the Ministry of Home Affairs. The Committee also suggest that the CPO should consider the possibility of legal action in such cases. (Para No. 85)

Government's Reply

MEA works closely with MHA to prevent unscrupulous elements like touts from colluding with elements in the staff in Passport Offices and the law enforcement agencies for issue of fraudulent documents. In any case where fraud is detected, the matter is immediately referred to the law enforcement authorities for investigation and further legal action. The number of cases taken up 'for investigation during Jan-Dec' 94 was 123. 65 were investigated by Police/CBI; 58 are under Departmental proceedings. Of these, 16 cases have been settled.

[MEA Letter No. AA/125/Parl/7/95-II dt. 20-2-1995]

Further Reply

It is for the MEA to lay down instructions & procedure to prevent such aberrations in the passport offices.

[MEA Letter No. AA/125/Parl/7/95-II dt. 3-4-1995]

Recommendation of the Committee

The Committee recommend that the number and location of the Passport Offices and Extension Counters may be reviewed annually on the basis of the average annual number of applications during the last 3 years and recast after every decennial census. This will require Computerisation. (Para No. 87)

Government's Reply

The location of Passport Offices has been currently determined by number of applications received bearing in mind the geographical spread. A review of the location of Passport Offices and Collection Centres is currently being undertaken. A periodic review, including an annual review would, indeed be undertaken. Computerisation will certainly make such review easier, should the Committee so desired. It should be pointed out, however, that all the requests received by the Ministry pertain to opening of new passport offices and none in regard to closing of a passport office. The desirable yardstick is 50,000 applications in the region, as indicated by the Standing Committee itself.

[MEA Letter No. AA/125/Parl/7/95-II dt. 20-2-1995]

Recommendation of the Committee

The Committee strongly recommend that as per the Act negative lists containing names of persons with criminal records and that of those who fall in the restricted category should be prepared and maintained at all Passport Offices and should be constantly updated. The Committee feel that such negative lists available to all Passport Offices would facilitate a ready check by the Passport Office itself and encourage the Passport Officer to exercise the discretionary authority for issuing the passport if the police verification is delayed beyond 4 weeks. (Para No. 90)

Government's Reply

A negative list available from MHA for use in POs would be a great asset. MHA have been requested to provide a negative list containing names of persons who have a criminal record.

[MEA Letter No. AA/125/Parl/7/95-II dt. 20-2-1995]

Further Reply

Instructions already have been issued to prepare a negative list and send a copy to RPO and MHA to facilitate quick disposal of the cases. The response from the State Government, has, however been very poor. Instructions have been reiterated.

[MEA Letter No. AA/125/Parl/7/95-II dt. 3-4-1995]

CHAPTER III
OBSERVATIONS/RECOMMENDATIONS WHICH THE COMMITTEE DO NOT DESIRE TO PURSUE IN VIEW OF THE GOVERNMENT'S REPLIES

Recommendation of the Committee

The Committee, therefore, feel that the only way to bring about a universal improvement is through a radical transformation of the system, besides upgradation of the infrastructure and provision of adequate staff, only by streamlining the process itself can corruption and irregularities, as well as fraud and harassment, be checked (Para No. 71)

Government's Reply

Efforts to upgrade the infrastructure in the passport organisation during the year have included the computerisation of the entire southern region passport offices (Thiruvananthapuram, Cochin, Kozhikode, Trichy and Madras; Bangalore was already computerised; Hyderabad will be underway when new premises are occupied). Lucknow is also now computerised. Computerisation of the Offices at Ahmedabad, Bareilly, Calcutta, Chandigarh, Jaipur, Jalandhar and Patna, has commenced and is expected to be completed during 1995-96. The Technical feasibility and cost of creating a data base in the passport offices and networking with the Central Data Base to be housed in MEA, New Delhi, is being examined with a view to creating an all India data storage and retrieval system. This asset is considered essential as the next step and the objective of such a system and networking would be to ensure security through verification of each fresh application and to service other requirements e.g., renewals, confirmation of passport particulars etc. The present manual system of verification is time consuming, inefficient and leads to delays.

The Ministry, therefore, is entirely in agreement that delays led to malpractices and irregularities including corruption, fraud and harassment. It is in recognition of this that Ministry has made liquidations of pendency and reduction in time taken for issue of a passport the first priority. The result so far have been described in the paras above.

As far as staff is concerned, the Ministry feels that if the norms laid down by the SIU of the Ministry of Finance in regard to output per employee were to be strictly adhered to and enforced, the revised sanctioned strength of 1850 regular posts should be adequate to handle the current level of input of applications. The Ministry is keeping the relationship between the requirement of staff and the input of applications continuously under review, and should there be a substantial enough increase in the inflow of applications, necessary steps would have to be

taken to seek augmentation of staff bearing in mind also the increase in the pace and quality of work which should result from increasing computerisation of our passport offices.

The effort would be to make the system more responsive to public need and provide more efficient service, thereby minimising grievances/complaints relating to corruption, irregularities, fraud and harassment.

[MEA Letter No. AA/125/Parl/7/95-II dt. 20-2-1995]

Recommendation of the Committee

The Committee feel that the problems of the staff and booklet shortages which led to the unprecedented rise in the arrears during 1991-92 were not insurmountable and could have been anticipated. The Committee are therefore constrained to take note of the lack of foresight and timely planning on the part of passport authorities. With regard to the general pattern of delay the Committee have not been able to understand why the discretionary power regarding police verification conceded by Ministry of Home Affairs is not being fully utilised by the passport issuing authorities. (Para No. 72)

Government's Reply

Continuous monitoring of the supply of passport booklets during the year ensured that the supply of MSP booklets kept pace with the requirements of the passport offices keeping in view the intake of applications. A proposal to upgrade the facilities at ISP, Nasik, for automated machine production of passport booklets had too long been under the consideration of the Ministry of Finance. The installation of a machine for automated production of passport booklets would enhance ISP, Nasik's production capacity. The availability of staff was also kept under continuous observation in the context of the overall requirements of the organisation.

The fact that pendency has been brought down from a high of 12 lakhs in December 1992 to 1.4 lakhs in December 1994 indicates that the passport offices are exercising discretion to the degree desirable. The bulk of the backlog of cases which still remain pending are those where essential documentation remains wanting. It is clearly not possible for the passport offices to exercise any discretion whatsoever in cases where basic requirements are not fulfilled. Totally unregulated exercise of discretion could lead to issue of passports to individuals who are not entitled to hold them or who already hold a passport but have applied for a duplicate passport, obviously, with undesirable motivations. Cases of this nature have come to light during investigation. Therefore, exercise of discretion is advisable only in cases where an application is otherwise complete in all respects and all necessary documentary proof has been provided.

[MEA Letter No. AA/125/Parl/7/95-II dt. 20.2.95]

Recommendation of the Committee

Immediate Measures

In order to expedite the police verification the Committee recommend the following steps:

The passport application form should include an affidavit or a notarised statement by the applicant regarding the citizenship as well as legal status relating to items e, f, g & h of section 6 (2) of the Passport Act, 1967.

The passport office should transmit the passport application after checking it within three days of the receipt to the State/District police authorities and inform the applicant accordingly.

The applicant on being informed of the transmission of his application to the police authorities may approach the police station in whose jurisdiction he resides and provide officer-in-charge with all relevant information about himself in anticipation of the receipt of his application for verification. (Para No. 76) (i, ii & iv)

Government's Reply

Ministry's submission on the recommendation of the Committee are as under:

(i) Section 6(2) deals with the various grounds on which issue of a passport may be refused. This includes confirmation of citizenship. Item (e), (f), (g) & (h) of this section pertain to conviction in criminal offences, pending proceedings in a criminal court, warrant or summons for appearance in a court and reimbursement of repatriation expenses. Presently, the applicant is required to furnish information in reply to these items in the application form. He is required to give full details in case any of the above provisions are attracted.

Citizenship is an essential requirement to obtain a passport and should be readily verifiable. There is little doubt that when photo ID cards are issued for electoral purposes, this task would be made much easier. There are large number of cases, in different parts of the country, where residents who are not citizens of India have claimed Indian citizenship in order to secure a passport. Most recently, the revision of the electoral roles has brought to the fore the question of citizenship. A simple declaration or affidavit or a notarised statement which is not subject to further verification could mean that anyone can claim Indian citizenship. The acceptance of an affidavit/notarised statement would be advisable only case in case there an enforceable penalty in case of false declaration. Since there are some 2.5 million to 3 million passport applications received every year, even a small number of false affidavit/notarised statements which may be detected may prove difficult to prosecute give the known pressure

on the judicial system including the prosecuting authorities. Looking at it another way, while the risk is a small penalty, the gain for a non citizen is ultimate proof of citizenship in the form of the Indian passport. In some recent investigations it has emerged that persons from neighbouring countries have obtained Indian passports which they have used for travelling freely in and out of India even to the detriment of India's security and territorial integrity.

As regards pending court proceedings or conviction in a criminal offences, it would be eminently advisable that an appropriate court order is obtained by the applicant so that the passport office does not face any allegations of collusion in helping an individual flee the country while a court case is pending against him/her. In several recent instances, petitioners have gone to court seeking impounding/revocation of passport facilities of respondents to ensure their presence till the court case is disposed of. As regards a convicted person, it would do India no credit if they were allowed to travel freely all over the world.

It has to be mentioned that the present situation in regard to notarised/statement/affidavit is subject to much abuse and cases have come to notice where blank notarised forms have been issued some of which have been taken into custody during raids by investigative agencies called upon to investigate fraudulent possession of Indian passports.

For all these reasons, it is preferable to seek the relevant details and have them investigated fully before a passport is issued.

It needs to be noted that the number of such cases, in the overall context of the 3 million or so applications, is likely to be small and, the refore, even if there are delays in the issue of a passport in such cases, it should not adversely effect the genuine, bonafide and innocent individual who is not involved in any activity attracting the attention of a Court of Law.

(ii) Our Passport Offices are asked by MEA to transmit the Personal Particular Form for verification within three days period. In some cases, our Passport Offices have worked out an arrangement with the local police authorities whereby periodic collections are made from the PO and documents returned after verification. The system is working well as is evident from the virtually total liquidation of pendency. As regards informing the applicant, there is an implicit assumption that the applicant is required to approach the police authorities for completion of his verification. This is not considered desirable. Ministry feels that once the application has been filed with the PO, the applicant should not be troubled any further by other agencies involved in the process of the issue of a passport. Approaching different authorities also opens up a possibility for a abuse and harassment.

It also would lead to additional correspondence obligations on the part of the POs which in turn may lead to delays and pendencies.

It is, therefore, in the interest of the applicant that the entire processing be done by the passport office which should, itself, deal with any other branch of the Government as may be required and deliver the passport to the applicant after the end of the four weeks period. It is also felt that if applicant had a reasonable assurance that their passports would be delivered in four weeks or so, they would not feel obliged to chase their case personally or approach different concerned agencies for expediting their case.

(iii) For reasons which have been detailed in (ii) above, it is felt that the applicant should not be obliged to go to the police station to pursue his case and obtain clearances. It is appropriately the job of the Government agency and the applicant should not be made to run around. As noted above, asking the applicant to approach the police authorities may itself lead to harassment and abuse.

[MEA Letter No. AA/125/Parl./7/95—II dt. 20.2.1995]

Further Reply to Para 76

(i) & (ii) Concerns MEA.

(iii) Action as suggested has already been taken (Copy of the letter is enclosed).

(iv) MHA has asked for comments of the State Government. A copy of the letter issued is enclosed.

[MEA Letter No. AA/125/Part/7/95—II dt. 3.4.1995]

Recommendation of the Committee

As regards the inadequacy of staff the Committee urge upon the Central Passport Organisation to fill up the vacant posts immediately particularly those at the operational and first supervisory levels. The Committee also suggest that pending formal selection of staff and also to meet sudden increase in the workload the RPO/PO should be vested with necessary administrative and financial powers to recruit qualified temporary staff in clerical and messengerial grades on daily wages through local employment exchanges. The Committee would also like that the vacant posts of RPOs, POs, APOs etc. falling in the promotion quota to be filled immediately and the Ministry of External Affairs should seek a special dispensation from the UPSC in this regard. The Committee are of the opinion that the Ministry may like to have a fresh look at the cadre of the CPO in order to provide for adequate promotional avenues from within the organisation. The Committee also feel that inadequate staff, insufficient promotional avenues and ineffective cadre management are bound to have an adverse effect on the morale of the staff resulting in low productivity and poor efficiency. The Committee therefore desire that the Ministry of External Affairs/CPO should pay particular attention to the cadre structure as well as the service conditions of the CPO personnel including their recruitment,

confirmation, promotion and in service training. The Committee also recommend that a service organisation like the CPO should have in built incentives for encouraging high productivity other than the temporary measures like the output linked incentives schemes. (Para No. 77)

Government's Reply

The Ministry has undertaken a cadre review of the CPO Cadre. This is the first such review of the CPO Cadre since its inception in 1955, and since consultations with other branches of the Govt. of India including Ministry of Finance and DOPT are required, this exercise is likely to take a little more time to get completed. There is an admitted imbalance in the CPO Cadre which is due partly to the fact that the entry for the entire cadre is only at the LDC level. This has implications also for the human resources available in the cadre. The qualification prescribed by the Government of India for being eligible for selection as an LDC in the Government of India is matriculation. The age limit prescribed is 18—25. Although this is minimum eligibility requirement, in view of the problems in finding employment in the country, many with higher degree like graduates and even post graduates also come into Government service as an LDC. As a general rule, however, it has been noticed that those who accept employment as LDCs tend to be persons who have not qualified in the officer grade or any higher grades in Government service. If one accepts that the examination conducted by the UPSC/SSC for the officer/staff is a fair test of the suitability of a person for Government service in different grades, this suggests that only those who are not considered suitable for higher grades join as LDCs.

Within CPO cadre, the avenues for enriching one's professional horizons are admittedly limited. The entire work of our Passport Offices is geared to various tasks related to the processing, issue, renewal or is otherwise related to passports. Thus far, there have been no avenues for training since no additional training is considered necessary. There is also no deputation post in other Government departments available. As a result, their professional experience is limited to passport work. Promotion prospects and avenues, within the cadre are limited. In order to improve promotion prospects and avenues, a limited departmental competitive exam is being included in the revised recruitment rules of Group 'C' post.

A review of the recruitment rules for groups 'A' and 'B' posts. (PO/APO and PRO) has been completed by the Ministry and is under submission to the UPSC for final approval.

If the proposals are accepted, the entry into the CPO cadre would not be restricted only at the LDC level; entry would also be possible at the PRO level. The existing shortage of officers, could, thus get alleviated and the quality of personnel at the officer level is likely to improve since the recruitment will be done by UPSC. A limited Departmental Competitive examination has been proposed for promotional from UDC to Assistant

Grade. This would help meritorious candidates secure promotions through competition rather than simply through seniority.

In line with past practice, a DPC was held for promotion to UDC/ Assistant levels for which vacancies existed in the Cadre, on 15 December, 1994. 13 LDCs were promoted to UDCs and 10-UDCs to Assistants. DPCs for more senior grades are awaiting the approval of UPSC.

The Ministry is in agreement that promotions within the cadre itself should be the incentive for productivity rather than output linked incentive schemes. Ministry will make necessary effort to attain this objective.

Ministry will make necessary changes through streamlining of the cadre and management, improving promotion prospects by rationalisation of the recruitment and other rules. It should be noted that much of the promotion within the cadre is not merit oriented but based on fitness-cum-seniority. 24% of the posts are reserved for SC/ST candidates irrespective of merit. Promotions upto the level of Superintendents are based on this criterion. It is only at the level of PRO/APO/PO that merit is taken as the criterion.

As regards recruitment of temporary staff in clerical/messenger grades, there are guidelines framed by the DOPT which are applicable to all Departments/Ministries of GOI within the framework of which MEA, too, has to work. RPO/PO may engage casual labour against vacancies in sanctioned group 'D' posts. It has, however, been found that this is not always advantageous. In some cases the recruitment of casual employees has led to corruption and frauds. On the other side, given the rules framed by GOI in regard to regularisation/confirmation of casual employees, such recruitment has led to stagnation and consequent discontentment amongst casual employees. Several casual employees, individually and in groups, have filed petitions before the CAT seeking regularisation/confirmation of their services. There have been strikes/gheeraos in POs by casual labour who did not get regularised. Such behaviour has affected smooth functioning of the passport organisation. Overall, the morale of the regular staff is adversely affected with consequent effect on the functioning of the organisation.

[MEA Letter No. AA/125/Part/7/95-II dt. 20-2-1995]

Recommendation of the Committee

The Committee recommend that in order to enable the ordinary citizen to fill the application form and to reduce the frequency of personal visit by him to the Passport Office the CPO may, taking into account the past experience, reintroduce the system of licensed passport agents, who shall provide the requisite service against fees determined by government subject to the regulatory control of the Passport Office. Strict vigilance must be exercised to forestall abuse of the system by licensed agents and their contacts in the Passport Office. (Para No. 83)

Government's Reply

The Ministry's experience has been that the system of licensed passport agents is not a healthy one. Presently, anyone can deposit an application form on behalf of another person. Hence the system is less restrictive, and correspondingly less subject to irregularities and unhealthy practices.

The system previously prevalent was to "recognise" certain travel agents. This brought an element of discrimination, unhealthy competition and exclusion. The introduction of the new system had been challenged by the Travel Agents in the law courts and the case went upto the Supreme Court. The judgement of the Supreme Court is awaited. At the High Court level all excepting Tamil Nadu have ruled against the Travel Agents.

[MEA Letter No. AA/125/Part/7/95-II dt. 20-2-1995]

Recommendation of the Committee

The Committee feel that while setting up new Passport Offices weightage must be given to the geography of the region particularly in the North-East, irrespective of the quantum of demand for passports. In this connection the Committee take note of the Ministry of External Affairs's proposal to set up a net work of collection-cum-distribution centres in these areas to link them with the Passport Office at Guwahati. Immediately, however, the Guwahati Passport Office should set up extension counters in every State/UT capital and even in major application generating districts. (Para No. 88)

Government's Reply

The Standing Committee felt that weightage should be given to geography particularly in the North-East irrespective of the quantum and demand for passports. But considering the number of applications received by PO Guwahati, and that they are issuing passports in 30-34 days, it may not be correspondingly beneficial to spread the limited resources available. However, the suggestion made by the Committee in regard to opening of Collection Centres in every state capital in the North-East will be considered in the next financial year, 1995-96.

[MEA Letter No. AA/125/Part/7/95-II dt. 20-2-1995]

Recommendation of the Committee

The Committee feel that constraints of funds should not be a limitation factor in opening new Passport Offices or in setting up new extension counters because considerable revenue is likely to be generated and become available to the Government after the recent increase in the passport fees. (Para No. 89)

Government's Reply

The increased revenue generated from passport fees is not available to MEA as such but is added to revenue account of GOI. The funds therefore cannot be set off as such to create new facilities. With computerisation of the Passport Offices services rendered by Passport Offices are expected to become more efficient, prompt and responsive to public needs. The level of applications seems to have reached a plateau. While 1992 had 24.72 lakh applications, there were 22.2 lakhs in 1993 and 18.07 lakh applications for fresh passports in 1994 (January-December). This fluctuation in applications has implications for the revenue from passport fee. Nevertheless, Ministry will endeavour that quality of the service provided by the Passport Offices will continue to improve.

[MEA Letter No. AA/125/Part/7/95-II dt. 20-2-1995]

Recommendation of the Committee

Long Term Measures

The Committee observe that a critical role is being performed in this issue of passports by the passport authorities in verifying the identity, status and the antecedents of the applicants. Since the verification comes under the purview of the Ministry of Home Affairs and requires the assistance of the State Governments and the security agencies it is felt that the Government should examine the feasibility and desirability of transferring the work relating to the issue of passports to the Ministry of Home Affairs. However, this will entail a policy decision by the Government a change in the Allocation of Business Rules as well as some amendments to the Passport Act and the staffing pattern of the consular sections of our missions/posts abroad. The Committee would like the Government to examine the proposal in all its dimensions. (Para No. 91)

Government's Reply

The Committee have observed that the feasibility and desirability of transferring the work relating to issue of passports to the Ministry of Home Affairs be examined.

Issue of passports has been the responsibility of the MEA over the last four decades. The Ministry has coped with the work efficiently and has remained responsive to public needs. The Ministry would like to draw attention to the fact that, over the last two years, the pendency in the issue of passports has been brought down from a high of 1.2 million in December 1992 to 0.14 million in December 1994. Much of this has been achieved without instituting special schemes or adding substantially to the staff strength. The passport organisation which consists of 1850 personnel, is issuing 2.5 million passports annually.

The Ministry of External Affairs remains in closer touch with Indian Missions abroad than any other Ministry. This interaction between the

Ministry and the Mission is an important element in rendering efficient passport services particularly in cases relating to renewals in respect of Indian nationals resident abroad. A large number of such persons are in the Gulf and belong to the poorer sections.

MEA works in close coordination with MHA and the security agencies in regard to the police verification. However, police verification is not the only element involved. MEA believes that it would not be advisable to entrust issue of passports to the authority entrusted with verification/security checks. A division of responsibility between MEA and MHA, as at present, would be healthier from the point view of the public.

Accordingly, MEA feels that there is no justification for the transfer of the work relating to the issue of passports to MHA.

(MEA Letter No. AA/125/Parl/7/95-II dt-20.2.1995)

Cabinet Secretariat's Further Reply

Cabinet Secretariat are concerned only with the consequential change in the Allocation of Business Rules necessary in the event that the recommendation contained in the aforesaid para is accepted by the Government. It would be premature for the Cabinet Secretariat to comment on this aspect at this stage.

Ministry of External Affairs are required to examine the recommendations contained in the Report, for determining whether the above recommendation is acceptable to them. If it is accepted, an amendment to the Government of India (Allocation of Business) Rules, 1961, may be suggested to the Cabinet Secretariat with the approval of the Minister-in-Charge of the Ministry of External Affairs and the concurrence of the Minister of Home Affairs. Thereafter, the suggested amendment, duly vetted by the Ministry of Law, Justice and Company Affairs, will be submitted to the Prime Minister and the President for the requisite approvals and for amending the Government of India (Allocation of Business) Rules, 1961.

(Cab. Sectt. U.O. No. 74/3/5/95-Cab. dated 24-3-1995)

Recommendation of the Committee

The Committee envisage that it should be possible to issue passports on demand across the counter, once the negative list is fully operational and the multi-purpose identity cards have been introduced, provided, of course, the passport offices have the necessary quantum of staff and the adequate infrastructure to deal with applicants immediately. The total number of applicants is likely to swell, as our country moves towards the next century and as economic ventures multiply in India and abroad. The Committee express the hope that with such a prospect, the Government will apply their mind to devising measures to cope with the ever increasing demand if necessary, even consider using professional consultants in this regard. (Para No. 92)

Government's Reply

The concept of issuing passports on demand across the counter is unlikely to be practicable till such time as there full computerisation and nation-wide data networking, reduction of the nation's security threat, reduction of illegal immigrants and non-citizens in India, and some nation-wide uniform system which would establish the Indian citizenship of an applicant and also provide some reasonable proof that the applicant is not involved in any criminal case or court proceedings. In the absence of all such factor, verification of some sort becomes inevitable. This process of making an application, processing, verification etc. will, inevitably, take sometime and make difficult the possibility of issuing a passport on demand across the counter.

[MEA Letter No. AA/125/Parl/7/95-II dt. 20-2-1995]

Further Reply

A multipurpose identity card will definitely facilitate quicker identification of applicants thereby reducing delays in issuing passports.

[MEA Letter No. AA/125/Parl./7/95-II dt. 3.4.1995]

CHAPTER IV

OBSERVATIONS/RECOMMENDATIONS IN RESPECT OF WHICH REPLIES OF GOVERNMENT HAVE NOT BEEN ACCEPTED AND WHICH REQUIRE REITERATION

Recommendation of the Committee

The Committee also recommend that in addition to the selected Head and Sub Post Offices the forms should be available to an applicant in all Head and Sub Post Offices as well as in all branches of the State Bank of India and that both the post offices and the State Bank branches should be authorised to collect the passport fees. In view of the high cost of production of the application form the Committee are of the view that an appropriate charge may be levied at the time of date of passport delivery on the receipt. The Committee recommend that one computerisation is introduced the data regarding applications received, passports issued and arrears may be maintained by each Passport Office districtwise and totalled for its entire jurisdiction on a monthly, quarterly and annual basis which should be subject to central scrutiny. (Para No. 82)

Government's Reply

Applications are available free of charge at Passport Offices and, against currently a nominal fee of Rs. 3, at the Post Offices. This fee is a service charge levied by the Post Office and not credited to MEA(CPV). Since the application is available at a nominal price outside the Passport Offices, it tends to act as a disincentive for organisations to distribute them as they would be required to maintain accounts of small sums of money. The Committee's recommendation that Post Offices and State Bank Branches should be authorised to collect Passport fees will not be feasible as it would be impossible to ensure proper, initial scrutiny of the application; the number of incomplete applications will certainly increase, thereby causing confusion increasing pendency and corrupt practices. The Committee's view that appropriate charges be levied at the time of issue of the application form will be examined. The view now held is that all charges including the fee for the application form are included in the passport fee. It has been observed, however, that while the Ministry prints about sixty lakh application forms annually, the actual intake of such applications for fresh passports was less than 25 lakhs. It would appear, therefore, that there is a considerable element of wastage, which is perhaps attributable to the fact that the form is available free of cost. In this context the Committee's suggestions are pertinent and will be examined afresh. It would not be feasible for the Passport Offices to stamp a likely date of passport delivery on the receipt as variations will take place in the time

taken for issue of a passport. The issue of Press Notes for passports despatched serves to inform the public of the status of their applications and by implication the number of days taken for issue of a passport. With the computerisation of data regarding applications received, the status of applications would be more readily accessible to the public. Passport Offices have also been instructed to maintain district-wise figures of applications which would be readily available for central Government scrutiny.

Since computerisation is only now becoming operational, statistics will be maintained prospectively. Retrospective statistics will become available as and when data entry of the existing information on the index cards is completed. This is a gigantic task and may take some 18 months or more to get completed since records of the past 10 years atleast need to be stored (validity of a passport is for 10 years and the annual issue of passports is an excess of 20 lakhs.) Once the data is computerised, it would be readily possible to extrapolate monthly, quarterly and annual statistics.

(MEA Letter No. AA/125/Parl/7/95-II dt. 20.2.1995)

Recommendation of the Committee

Keeping in view the wide variation in the workload of different Regional Passport Offices, as well as variations within their respective areas of jurisdiction, the Committee recommend that passport demand maps be prepared indicating the average number of passport applications generated over the past three years, block-wise in metropolitan areas to serve as the basis for determining the number of location of Passport Offices and local Extension Counters around the country. The Committee recommend that one Passport Office (PO) should be located as centrally as possible in contiguous blocks/wards/districts/States which, on an average, generate 50,000 applications per year. Each such PO should be established, within its jurisdiction, Extension Counters (ECs) at a distance of no more than 50 km. distance from the PO where this is warranted by heavy demands or other relevant factors. ECs should be manned by Assistants borne on the strength of the PO concerned, supplemented by clerical staff drawn from local employment exchanges or taken on deputation from State Governments. They should be physically located in or near the local office of the district administration (Sub-Collector/RDO/BDO etc.) ECs should undertake all passport-related work such as distributing forms, receiving them duly completed, transmitting them to the State/district/local police authorities for verification forwarding verification records to POs, and handing over passports to applicants when these are ready. (Para No. 86)

Government's Reply

District-wise statistics of applications received from POs since 1992 are appended. It is felt that it would not be a useful exercise at present, given limited resources available with POs, to maintain figures block-wise and town-wise and ward-wise. Details of applications received from each district give a clear indication of areas which receive large number of applications.

The Standing Committee's recommendation that Passport Offices should establish, within their jurisdiction, extension counters at a distance of not more than 50 kms. may not result in greater convenience to the public as they would involve a large number of collection centres and forwarding of applications by mail. This is likely to create more delays rather than speed up the process. A large number of agencies collecting and scrutinising passport applications will lead to a larger number of incomplete applications and consequent increase in pendency.

The desirability of examination of statistics of passport applications blockwise in rural areas, townwise in urban areas and wardwise in metropolitan areas should serve as some basis for location of POs and Collection Centres is not gainsaid. With full computerisation and programming in the computer, it should be possible to obtain such information smoothly and prospectively, but this is not the case at the moment since manual and physical examination is required, which will divert our staff from the immediate and more pressing need of reducing the backlog and pendency (which is so far having good results). MEA also accept the view that 50,000 applications per year can be used as the basis for location of POs. Proliferation of POs and Collection Centres, however do carry the hazards described in the previous paragraph, and apart from increase in personnel and therefore expenditure to Government, whether it is by the Central Government or State Government. The purpose being to generate greater convenience, reduce delay and provide for smooth operation, MEA feels it will at the current time be preferable to liquidate the pendency than to tackle this new area of expansion. Nevertheless, MEA will undertake this exercise prospectively when full computerisation is achieved, which is expected in the coming financial year. The details of block and ward will have to be introduced to begin with as an additional item to be filled in by the applicant in the application form for this data to be collected. This can be further discussed with the Standing Committee at the Committee's convenience. It may be mentioned that the present exercise has been to simplify and reduce the items in the form rather than the reverse.

(MEA Letter No. AA/125/Parl./7/95-II dt. 20.2.1995)

CHAPTER V

**OBSERVATIONS/RECOMMENDATIONS IN RESPECT OF WHICH
FINAL REPLIES OF GOVERNMENT ARE STILL AWAITED**

—NIL—

NEW DELHI;
2, June, 1995

12 Jyaistha, 1917 (Saka)

ATAL BIHARI VAJPAYEE,
Chairman,
Standing Committee on External Affairs.

APPENDIX I

MINUTES OF THE SITTING OF THE STANDING COMMITTEE ON EXTERNAL AFFAIRS HELD ON FRIDAY, THE 2ND JUNE, 1995

The Committee sat from 1000 to 1040 hours.

PRESENT

Shri Atal Bihari Vajpayee—*Chairman*

MEMBERS

Lok Sabha

2. Shri Inder Jit
3. Dr. Girija Vyas
4. Shri Udaysingrao Gaikwad
5. Shri Bijoy Krishna Handique
6. Shri K.P. Reddaiah Yadav
7. Shri Rajnath Sonkar Shastri
8. Shri Satya Deo Singh
9. Shri Anand Ratna Maurya
10. Dr. Lal Bahadur Rawal
11. Shri Syed Shahabuddin
12. Dr. Sudarsan Raychaudhuri

Rajya Sabha

13. Shri Sikander Bakht
14. Shri Jagesh Desai
15. Shri G.G. Swell
16. Shri K. Rahman Khan
17. Shri Triloki Nath Chaturvedi

SECRETARIAT

Shri G.R. Patwardhan — *Joint Secretary*
Shri O.P. Ghai — *Deputy Secretary*
Shri Ashok Sarin — *Under Secretary*

At the outset, the Chairman welcomed the Members to the sitting of the Committee. The Committee then took up for consideration the draft report on the "Action Taken on the recommendations contained in the 3rd Report on Passport Facilities."

2. The Chairman invited Members to offer their comments/suggestions on the draft report. After some discussion, the members suggested certain modifications/amendments in one recommendation (Para No. 14) and desired that those be suitably incorporated therein.

3. The Draft report was then adopted. The Committee then authorised the Chairman to finalise the report for presentation to the House.

4. The Committee then decided to meet again on 16 June, 1995 at 1100 hours to hear the views of representatives of Ministry of External Affairs on the points arising out of Annual Report of the Ministry for 1994-95.

The Committee then adjourned.

APPENDIX II

(Vide Introduction of Report)

Analysis of action taken by Government on the 3rd Report of Standing Committee on External Affairs (10th Lok Sabha)

- I. Total number of Recommendations: 26
- II. *Observations/Recommendations that have been accepted by the Government.*
- Para Nos. 68, 69, 70, 73, 74, 75, 76 (iii) (v), 78, 79, 80, 81, 84, 85, 87, and 90.
- Total 15
Percentage 57.70%
- III. *Observations/Recommendations which the Committee do not desire to pursue in view of the Government's replies.*
- Para Nos. 71, 72, 76 (i) (ii) (iv), 77, 83, 88, 89, 91, 92
- Total 9
Percentage 34.61%
- IV. *Observations/Recommendations in respect of which replies of Government have not been accepted and which require reiteration.*
- Para Nos. 82 and 86.
- Total 2
Percentage 7.69%
- V. *Observations/Recommendations in respect of which final replies of Government are still awaited.*
- Para No. NIL

APPENDIX III

ANNEXURE A

The total number of Fresh Applications Pending and the number of Applications Pending for more than a month in each Passport Office at the end of each year

Sl. No.	Office	1992		1993		1994		As on 31.1.1995	
		Total Pending pendency	over one month	Total Pending pendency	over one month	Total Pending pendency	over one month	Total Pending pendency	over one month
1	2	3	4	5	6	7	8	9	10
1.	Ahmedabad	40437	25408	16897	14126	13133	3256	12517	4551
2.	Bangalore	18504	—	23730	11675	24365	15575	23147	17848
3.	Bareilly	11092	7580	1793	1781	5982	3075	5560	1834
4.	Bhopal	3188	995	3346	327	2570	718	2391	860
5.	Bhubaneswar	2978	1580	1956	245	1542	915	1385	915
6.	Bombay	47349	20729	49827	16216	14555	1994	19782	3508
7.	Calcutta	22483	20011	14707	4601	10801	5479	11407	5951
8.	Chandigarh	82499	74590	59912	49900	26281	20223	22976	17842
9.	Cochin	62679	50072	8912	6225	9975	1984	8261	2078
10.	Delhi	34024	19564	33356	10464	21445	13656	11275	3486
11.	Goa	2074	533	2350	97	1191	266	1563	364
12.	Guwahati	3663	3018	3071	1977	2348	1848	2225	1397
13.	Hyderabad	37459	20901	23254	9222	13939	4204	16880	5257
14.	Jaipur	50861	40379	9998	1583	8560	3040	8535	3658
15.	Jalandhar	116026	91246	75547	67032	36134	27631	33486	24169
16.	Kozhikode	168942	147605	24609	18077	26137	14927	23753	15077
17.	Lucknow	87406	78588	68231	66301	21952	14481	13860	7760
18.	Madras	65417	40893	13376	12819	11034	2919	8932	3120
19.	Nagpur	827	80	1143	54	982	211	1094	287
20.	Patna	42993	40171	42979	36536	7322	3490	5928	2383
21.	Trichy	157081	132772	36040	24471	9672	161	11467	628
22.	Trivandrum	83853	72654	12655	1161	7999	743	8279	1405
23.	Jammu	—	—	—	—	9940	844	8967	8270
		1142835	889309	532738	354890	287859	141640	263670	132648

PO. Jammu opened on 31.3.1994.

ANNEXURE B

Statement showing the time taken by each Passport Office to Issue the Passport

S.No.	Office	Time taken in Dec' 92	Time taken in Dec' 93	Time taken in Dec' 94	Time taken as of 31-1-95
1.	Ahmedabad	105 days	90 days	52 days	56 days
2.	Bangalore	28 days	97 days	123 days	82 days
3.	Bareilly	70 days	39 days	39 days	35 days
4.	Bhopal	40 days	44 days	45 days	41 days
5.	Bhubaneshwar	60 days	65 days	53 days	40 days
6.	Bombay	50 days	52 days	35 days	32 days
7.	Calcutta	90 days	37 days	31 days	32 days
8.	Chandigarh	270 days	320 days	176 days	158 days
9.	Cochin	180 days	56 days	33 days	33 days
10.	Delhi	70 days	45 days	30 days	35 days
11.	Goa	40 days	32 days	36 days	35 days
12.	Guwahati	60 days	32 days	28 days	35 days
13.	Hyderabad	80 days	41 days	31 days	41 days
14.	Jaipur	240 days	37 days	39 days	41 days
15.	Jalandhar	270 days	235 days	116 days	105 days
16.	Kozhikode	330 days	66 days	70 days	67 days
17.	Lucknow	180 days	107 days	80 days	80 days
18.	Madras	150 days	46 days	37 days	33 days
19.	Nagpur	28 days	32 days	31 days	30 days
20.	Patna	300 days	300 days	32 days	30 days
21.	Trichy	300 days	57 days	45 days	42 days
22.	Trivandrum	240 days	37 days	36 days	35 days
23.	Jammu	—	—	90 days	90 days

ANNEXURE C

Pendency Position of Fresh Applications as on 31.12.1993 & 31.12.1994

S. No.	Office	31.12.1993		31.12.1994	
		Total Pendency	Pending more than a month	Total Pendency	Pending more than a month
1.	Chandigarh	59912	49900	26281	20223
2.	Jalandhar	75547	67032	36134	27631
3.	Lucknow	68231	66301	21952	14481
4.	Patna	42979	36536	7322	3490
		246669	219769	91689	65825

ANNEXURE D

*District-wise Receipt of Applications During the years 1992, 1993 & 1994***RPO., AHMEDABAD**

S. No.	Districts	1992	1993	1994
1.	Rajkot	5707	4953	3590
2.	Baroda	11719	12143	9932
3.	Surat	15168	13133	10716
4.	Ahmedabad	20502	22111	21274
5.	Jamnagar	6476	4853	4437
6.	Junagadh/Porbandar	8629	5568	4641
7.	Amreli	1438	1230	752
8.	Bhavnagar	2509	695	1695
9.	Kutch	9197	6443	4840
10.	Sabarkantha	2048	1450	1337
11.	Banaskantha	1972	923	1260
12.	Mehsana	5442	3954	3640
13.	Patan	2073	1382	1413
14.	Kheda	15070	6187	4179
15.	Gandhinagar	1262	3214	954
16.	Surendranagar	679	517	604
17.	Panchmahal	2293	2149	1950
18.	Bharuch	7365	6369	5826
10.	Valsad	12839	11449	10446
20.	Dang	142	39	24
21.	Diu	493	288	403
22.	Anand		4141	4968
		133023	113191	98881

*District-wise Distribution of Passport Applications Received During the years 1992, 1993 & 1994***PO., BANGALORE**

S. No.	Districts	1992	1993	1994
1.	Bangalore	48658	73991	43811
2.	Belgaum	1633	1620	1378
3.	Bellary	1626	685	506
4.	Bidar	1163	756	650
5.	Bijapur	1368	1090	1148
6.	Chitradurga	1443	722	903
7.	Chickmangloor	1398	1225	917
8.	Coorg	1628	1188	1080
9.	D.K. (Mangaloor)	21763	15892	18371
10.	Dharwad	1832	1673	2251
11.	Gulbarga	3429	4221	2739
12.	Hassan	1057	686	690

1	2	3	4	5
13.	Kolar	2381	1175	1377
14.	Mandya	684	241	453
15.	Mysore	3323	2201	3113
16.	North Kanra	2062	2446	2267
17.	Raichur	641	498	126
18.	Shimoga	2197	1554	131
19.	Tumkur	2671	971	260
		94957	112835	82171

District-wise Distribution of Applications received during the years 1992, 1993 and 1994

PO., BAREILLY

S. No.	Name of District	1992	1993	1994
1.	Almora	142	96	75
2.	Agra	2100	1877	1468
3.	Aligarh	2593	1994	1559
4.	Badaun	852	489	382
5.	Bijnor	10751	8644	6759
6.	Bareilly	3013	2235	1747
7.	Butandshahr	3921	3412	2668
8.	Chamoli	20	17	13
9.	Dehradun	1809	1259	984
10.	Etah	622	476	372
11.	Firozabad	1130	881	689
12.	Ghaziabad	4135	3221	2518
13.	Haridwar	1065	968	757
14.	Mainpuri	108	149	116
15.	Mathura	1538	1368	1069
16.	Muzaffarnagar	8054	5962	4662
17.	Moradabad	11062	7698	6022
18.	Meerut	7167	5962	4662
19.	Nainital	2000	1735	1357
20.	Pauri Garhwal	135	99	77
21.	Pithoragarh	55	32	25
22.	Pilibhit	956	663	518
23.	Shahjahanpur	1078	975	763
24.	Saharanpur	5679	5103	3990
25.	Rampur	5394	4224	3303
26.	Tehri Garhwal	66	47	36
27.	Uttar Kashi	55	17	13
		75500	59603	46604

*District-wise receipt of Applications during the years 1992, 1993 and 1994***PO., BHOPAL**

S. No.	Name of District	1992	1993	1994
1	2	3	4	5
1.	Balaghat	62	158	84
2.	Baster	120	131	126
3.	Betul	117	122	109
4.	Bhind	95	93	57
5.	Bhopal	5823	6446	4320
6.	Bilaspur	519	577	420
7.	Chhaterpur	134	177	149
8.	Chhindwara	127	150	121
9.	Damoh	51	38	48
10.	Datia	17	21	26
11.	Dewas	362	225	208
12.	Dhar	227	166	141
13.	Durg	1738	1471	1508
14.	Guna	87	110	99
15.	Gwalior	1126	857	887
16.	Hoshangabad	172	116	134
17.	Indore	5335	4751	4253
18.	Jabalpur	2147	2005	1834
19.	Jhabua	254	161	105
20.	Khandwa	557	464	386
21.	Khargone	237	260	163
22.	Mandla	10	31	22
23.	Mandsaur	984	736	681
24.	Morena	206	275	144
25.	Narasinghpur	19	39	40
26.	Panna	15	8	23
27.	Raisen	130	113	93
28.	Raigarh	44	54	45
29.	Raipur	866	773	626
30.	Rajgarh	66	74	52
31.	Rajnandgaon	61	49	74
32.	Ratlam	2476	1454	1088
33.	Rewa	108	129	109
34.	Sagar	186	195	143
35.	Sarguja	70	145	131
36.	Satna	222	250	146
37.	Sehore	119	91	78
38.	Seoni	46	48	41
39.	Shahdol	98	134	129
40.	Shajapur	114	112	86
41.	Shivpuri	110	55	62
42.	Sidhi	43	116	51

1.	2	3	4	5
43.	Tikamgarh	12	26	20
44.	Ujjain	2158	2441	1657
45.	Vidisha	95	72	87
		27565	25919	20806

District-wise receipt of Application during the Year 1992, 1993 & 1994
PO., BHUBANESHWAR

S. No.	Districts	1992	1993	1994
1.	Bhubaneswar	3710	760	1040
2.	Puri	2010	1057	650
3.	Ganjam	1126	750	480
4.	Dhenkanal	160	240	326
5.	Bolangir	100	190	195
6.	Cuttack	2918	3175	1807
7.	Sambalpur	412	128	246
8.	Sundargarh	968	1150	1235
9.	Kalahandi	148	113	125
10.	Koraput	244	1200	395
11.	Phulbani	84	40	88
12.	Balasore	272	480	758
13.	Mayurbhanj	52	130	76
14.	Keonjhar	196	656	471
		12400	10069	7892

District-wise distribution of Passport Application received during the years 1992, 1993 & 1994
RPO., BOMBAY

S. No.	Districts	1992	1993	1994
1.	Ahmednagar	1094	943	839
2.	Aurangabad	1653	1527	1420
3.	Beed	416	364	520
4.	Bombay	189951	155771	157226
5.	Dhule	567	487	407
6.	Jalgaon	694	578	459
7.	Kohlapur	1176	1074	876
8.	Nashik	3681	2670	2392
9.	Pune	17250	13309	12239
10.	Raigad	3651	3408	1823
11.	Ratnagiri	3102	3010	1820
12.	Sangli	1041	977	631
13.	Satara	915	761	1031
14.	Sindhudurg	288	304	624
15.	Solapur	1486	1148	932

1	2	3	4	5
16.	Thane	32403	27560	18878
17.	Daman		472	526
		259368	214363	202643

District-wise Distribution of Passport Applications received during the years 1992, 1993 & 1994

RPO., CALCUTTA

S. No.	Districts	1992	1993	1994
1.	Calcutta	26200	15119	16719
2.	24 Parganas(N)	12335	9275	10367
3.	24 Parganas (S)	9092	5047	5581
4.	Bankura	54	109	122
5.	Birbhum	336	300	332
6.	Burdwan	1052	1792	1871
7.	Cooch Behar	22	359	337
8.	West Dinajpur	53	68	72
9.	East Dinajpur		68	65
10.	Darjeeling	352	592	654
11.	Hooghly	1872	2237	2584
12.	Howrah	2892	2201	2502
13.	Jalpaiguri	60	114	126
14.	Malda	90	178	196
15.	Murshidabad	2272	1230	1360
16.	Midnapore	1988	1086	1201
17.	Nadia	3850	2081	2312
18.	Purulia	35	359	61
19.	Tripura	72	157	173
20.	Sikkim	82	98	107
		62709	42470	46742

District-wise receipt of Applications during 1992, 1993 & 1994

RPO., CHANDIGRAH

S. No.	Districts	1992	1993	1994
1.	Ludhiana	21904	16021	14438
2.	Faridkot	10057	6497	5862
3.	Ferozepur	7099	5216	4714
4.	Patiala	6124	4901	4420
5.	Ropar	5675	4280	3868

1	2	3	4	5
6.	Sangrur	4511	3669	3313
7.	Fatehgarh Sahib	3486	2058	1869
8.	Mansa	2717	2025	1829
9.	Bhatinda	3004	2398	2180
10.	Faridabad	3667	2828	2538
11.	Kurukshetra	2706	1950	1771
12.	Gurgaon	2663	1823	1660
13.	Ambala	2507	1655	1506
14.	Yamuna Nagar	1868	1271	1150
15.	Sirsa	1551	1110	1015
16.	Hissar	1749	952	943
17.	Rohtak	1266	815	754
18.	Panipat	1178	810	716
19.	Karnal	1144	732	612
20.	Jind	987	658	589
21.	Kaithal	749	525	477
22.	Sonepat	598	375	321
23.	Bhiwani	467	286	248
24.	Rewari	403	257	238
25.	Mohindergarh	412	293	272
26.	Una	1639	1229	1176
27.	Kangra	1361	951	806
28.	Mandi	699	458	361
29.	Solan	336	344	454
30.	Sirmour	109	79	84
31.	Simla	221	362	609
32.	Bilaspur	80	63	83
33.	Chamba	59	56	68
34.	Kullu		37	83
35.	Hamirpur	197	166	138
36.	Nahan	65	40	43
37.	Chandigarh	8194	6576	5900
		101092	73766	67108

*District-wise receipt of applications during the years 1992,
1993 & 1994*

RPO., GUWAHATI

S.No	District	1992	1993	1994
1	2	3	4	5
ASSAM				
1.	Guwahati City	1674	2168	1160
2.	Dibrugarh	336	172	110
3.	Nagaon	811	694	540
4.	Sibsagar	50	94	31
5.	Barpeta	116	220	87
6.	Nalbari	80	31	35
7.	Jorhat	165	86	72

1	2	3	4	5
8.	Kamrup	535	203	126
9.	Marigaor	80	88	23
10.	Tinsukia	130	109	66
11.	Dhemaji	25	38	22
12.	Sonitpur	175	105	64
13.	Kokrajhar	70	49	12
14.	Bongaigaon	145	80	21
15.	Goalpara	180	55	10
16.	Dhubri	102	162	355
17.	Darrang	180	94	32
18.	Hailakhandi	203	84	25
19.	Cachar	380	166	111
20.	Karbi Anglong	95	49	11
21.	N. C. Hills'	35	22	12
22.	Karimganj	737	801	498
23.	Golaghat	65	44	6
24.	Lakhimpur	165	51	19
MEGHALAYA				
1.	East Khasi Hill	468	502	585
2.	Ribhoi	6	0	10
3.	West Khasi Hill	0	177	10
4.	Jaintia Hills	42	42	17
5.	West Garo Hills	12	64	11
6.	East Garo Hills	0	0	1
MIZORAM				
1.	Aizawl	227	294	403
2.	Chimtaipur	30	70	16
3.	Lungbi	24	60	10
MANIPUR				
1.	Imphal	347	502	178
2.	Charachandpur	54	103	136
3.	Thoubal	13	40	85
4.	Ukhral	1	36	13
5.	Central	33	3	25
6.	Chandel	2	31	42
7.	Senapati	3	5	16
8.	Bishenpur	4	31	47
ARUNACHAL PRADESH				
1.	Papumpara	4	103	48
2.	East Kamang	2	0	1
3.	West Kamang	20	12	15
4.	Tirap	3	1	10
5.	Dibof velly	2	0	8
6.	West Siang	8	20	6
7.	Lower subhansir	48	20	14
8.	East Siang	0	9	2
9.	Upper subansiri	0	11	1
10.	Lohit	6	0	12

1	2	3	4	5
11.	Tawang	4	0	5
12.	Changlang	2	12	1
13.	Bomdila	2	0	0
14.	Along	2	0	0
NAGLAND				
1.	Kohima	190	193	181
2.	Dimapur	130	100	178
3.	Workha	13	35	3
4.	Mokokchung	38	70	21
5.	Zuncheboto	3	29	8
6.	Twansong	7	0	5
7.	Moan	2	32	8
8.	Phek	14	29	6
		8300	8301	5586

District-wise receipt of Applications during the years 1993 & 1994

RPO., HYDERABAD

S. No.	Name of District	1992	1993	1994
1.	Ranga Reddy	9105	8425	7744
2.	Nizamabad	8892	8835	7005
3.	Karimnagar	8548	8286	8904
4.	Adilabad	1304	1461	1565
5.	Medak	1048	1055	1742
6.	Warangal	1440	1391	1372
7.	Nalgonda	1015	867	1135
8.	Khammam	985	1284	535
9.	Mahaboob Nagar	1330	1458	1325
10.	Kurnool	1485	1356	1402
11.	East Godavari	9619	7369	5860
12.	West Godavari	9115	8048	7274
13.	Visakhapatnam	1340	3936	3708
14.	Krishna	2115	2389	2168
15.	Guntur	2998	2889	2339
16.	Prakasam	1540	1204	836
17.	Srikakulam	432	366	415
18.	Vizianagaram	102	76	159
19.	Cuddapah	61985	58675	23210
20.	Chittoor	5952	5004	4441
21.	Nellore	5278	4783	3792
22.	Anathpur	3015	2876	1700
23.	Hyderabad	71892	70475	42711
		212635	202008	131342

*District-wise distribution of Application received during the years 1992, 1993 & 1994***RPO., COCHIN**

S. No.	Name of District	1992	1993	1994
1.	Ernakulam	48949	40748	25135
2.	Trichur	60110	41860	27346
3.	Alleppey	38689	29698	19060
4.	Kottayam	24310	22207	18226
5.	Idukki	7673	9874	8472
6.	Lakshadweep	140	110	95
		179871	144497	98334

*District-wise receipt of applications during the years 1992, 1993 & 1994***PO., JAIPUR**

S.No.	Name of District	1992	1993	1994
1.	Jaipur	16955	9761	7030
2.	Sikar	16889	10294	10330
3.	Jhunjhunu	12593	7981	8204
4.	Churu	10912	6249	5932
5.	Nagaur	9373	5593	5423
6.	Ajmer	5780	3567	2454
7.	Dungarpur	5538	2419	1386
8.	Udaipur	5351	3136	2632
9.	Jodhpur	4582	2919	1848
10.	Banswara	4037	2174	1366
11.	Sriganganagar	3450	2760	2281
12.	Kota	1956	1021	773
13.	Alwar	1429	764	443
14.	Tonk	1220	790	566
15.	Barmer	1209	618	527
16.	Swaimadhopur	1165	1049	1413
17.	Bikaner	1140	713	452
18.	Chittorgarh	934	793	592
19.	Bhilwara	846	533	510
20.	Pali	703	471	454
21.	Jhalawar	560	388	313
22.	Rajsamand	549	473	416
23.	Bharatpur	538	392	360
24.	Jaisalmer	505	401	325

1	2	3	4	5
25.	Dausa	462	349	354
26.	Sirohi	429	216	291
27.	Bundi	330	247	302
28.	Dholpur	198	170	267
29.	Baban	165	125	508
30.	Jalore		95	238
31.	Hanumangarh			190
		109798	66461	58180

District-wise receipt of applications during the years 1992, 1993 & 1994
PO., JALANDHAR

S.No.	Name of District	1992	1993	1994
1.	Jalandhar	49544	33907	20617
2.	Kapurthala	15756	14273	14780
3.	Hoshiarpur	16903	17055	15218
4.	Amritsar	13108	14758	14395
5.	Gurdaspur	8593	7644	8192
		103909	87637	73202

District-wise distribution of applications received during 1-4-94 to 31-12-94
PO., JAMMU

S. No.	Name of Dist.	1-4-94 to 31-12-94
1.	Jammu	-2181
2.	Kathua	114
3.	Udhampur	67
4.	Doda	107
5.	Rajouri	850
6.	Poonch	2144
7.	Srinagar	3041
8.	Baramulla	750

1	2	3	4	5
9.	Kupwara			111
10.	Pulwama			293
11.	Budgam			207
12.	Anantnag			328
13.	Kargil			129
14.	Leh			49
				10371

District-wise Receipt of Applications During the Years 1992, 1993 & 1994
PO., KOZHIKODE

S.No.	Name of District	1992	1993	1994
1	2	3	4	5
1.	Malappuram	115654	67350	65453
2.	Kozhikode	46543	39485	33976
3.	Cannanore	31987	28918	25345
4.	Palghat	31548	22142	17922
5.	Kasaragod	9609	12669	15529
6.	Wyanad	4643	4593	4151
7.	Mahe	501	487	329
		240485	175644	162705

District-wise of Applications During 1992, 1993 & 1994
PO., LUCKNOW

S.No.	District	1992	1993	1994
1	2	3	4	5
1.	Allahabad	8470	7632	7383
2.	Azamgarh	18211	11461	11462
3.	Barabanki	4727	4494	3265
4.	Ballia	1510	3110	1641

1	2	3	4	5
5.	Basti	2610	3203	2956
6.	Banda	401	178	325
7.	Baharaich	1873	1421	1719
8.	Bhadohi	—	0	113
9.	Deoria	10550	12180	10970
10.	Etawah	316	260	141
11.	Faizabad	2705	3992	2880
12.	Fatehpur	2050	2340	1430
13.	Farrukhabad	579	301	232
14.	Gorakhpur	11235	9035	7394
15.	Gonda	3435	4564	3953
16.	Ghazipur	1757	1955	1717
17.	Hamirpur	522	214	101
18.	Hardoi	1017	976	868
19.	Jaunpur	4880	6146	4470
20.	Jalaun	82	137	96
21.	Jhansi	370	211	276
22.	Kanpur	6985	7729	7085
23.	Kanpur Dehat	—	300	501
24.	Lucknow	14300	18441	19443
25.	Lalitpur	320	14	10
26.	Lakhimpur Khiri	719	1618	435
27.	Mau	5300	4671	3165
28.	Mirzapur	779	246	403
29.	Maharajganj	3863	5018	2643
30.	Pratapgarh	1350	2347	1522
31.	Padrauna	—	0	1482
32.	Rae Bareilly	1690	2384	1773
33.	Sitapur	2130	2188	1653
34.	Sultanpur	3013	2943	1881
35.	Sidharth Nagar	1360	2246	1953
36.	Sonbhadra	332	534	282
37.	Unnao	2450	4362	2857
38.	Varanasi	4570	5283	3073
		125461	134134	113553

District-wise Receipt of Applications During the Years 1992 1993 & 1994
RPO., MADRAS

S.No.	Name of District	1992	1993	1994
1.	Madras	50793	52998	42280
2.	Salem	5891	9584	7182
3.	Coimbatore	7614	10616	7389
4.	Pondicherry	4164	3199	2370
5.	Karaikal	1232	1514	1438
6.	Periyar	1432	4074	3538
7.	Chingleput	23433	32795	25434
8.	Nilgiris	2698	5255	3369
9.	North Arcot	11048	12080	8461
10.	South Arcot	26711	35895	26529
11.	Dharamapuri	1916	3177	2230
		136932	171187	130220

District-wise Distribution of Applications Received During the Years 1992, 1993 & 1994

PO., NAGPUR

S.No.	Name of District	1992	1993	1994
1	2	3	4	5
1.	Akola	1012	956	853
2.	Amravati	709	757	601
3.	Bhandara	283	272	182
4.	Buldana	201	192	161
5.	Chandrapur	525	412	452
6.	Durg (M.P)	72	101	46
7.	Gadhchiroli	29	24	37
8.	Jalna	507	423	382
9.	Latur	1856	1741	1637
10.	Nagpur	5419	4799	3273
11.	Nanded	1759	1667	1443
12.	Osmanabad	628	696	448
13.	Parbhani	408	432	208

1	2	3	4	5
14.	Wardha	167	151	147
15.	Yavatmal	318	311	248
		13893	12934	10118

District-wise Receipt of Applications During the Years 1992, 1993 & 1994
PO., PANAJI (GOA)

S.No.	Name of District	1992	1993	1994
	GOA (North & South)	20137		
1.	North Goa		5876	3508
2.	South Goa		10117	10173
		20137	15993	13681

District-wise Distribution of Passport Applications Received During the Years 1992, 1993 & 1994
PO., PATNA

S. No.	Districts	1992	1993	1994
1	2	3	4	5
1.	Siwan	11704	9497	9332
2.	Gopalganj	11862	7636	6021
3.	Muzaffarpur	540	842	1542
4.	Darbhanga	3088	2641	2432
5.	Madhubani	2548	543	835
6.	Gaya	280	1416	1951
7.	Vaishali	521	875	1303
8.	Bhagalpur	244	440	663
9.	Ranchi	2578	1125	543
10.	Giridih	142	71	96
11.	Sitamarhi	478	671	802
12.	E. Singhbhum	1605	1989	1221
13.	W. Singhbhum	2138	549	145
14.	Khagaria*	—	359	699
15.	Chapra	20	507	742
16.	Bokaro	288	840	801
17.	Nawada	560	688	332
18.	Rohtas	68	377	142
19.	Supaul	45	412	633

1	2	3	4	5
20.	Bhojpur	1068	342	809
21.	Samastipur	102	890	1043
22.	Begusarai	142	618	603
23.	Jehanabad	210	614	736
24.	Dhanbad	2018	1039	1002
25.	Katihar	106	796	1032
26.	Nalanda	433	590	821
27.	W. Champaran	531	56	70
28.	E. Champaran	542	742	732
29.	Deogarh	132	920	1231
30.	Palamau	106	418	503
31.	Hazaribagh*	—	28	16
32.	Munger	192	326	421
33.	Madhubani	2548	453	632
34.	Buxer	178	393	504
35.	Aurangabad	482	197	56
36.	Saharsa	188	38	23
37.	Araria	166	116	201
38.	Saran	1157	88	58
39.	Kishanganj	148	188	112
40.	Pakur*	—	570	242
41.	Sahebgunj	72	842	86
42.	Chatra	20	15	11
43.	Bhabhu	78	68	74
44.	Jamui	130	30	73
45.	Banka	142	59	35
46.	Godda	48	116	75
47.	Lohardaga	60	134	101
48.	Dumka	62	516	842
49.	Madhepura	20	397	721
50.	Gumla	63	388	706
51.	Garhwa	42	29	54
52.	Purnea	136	27	17
53.	Patna	3097	1943	1620
54.	Lakhisarai*	—	3	8
55.	Shekhpura*	—	11	7
56.	Kodarna*	—	5	6
		53128	45483	45518

*Districts created after 1992.

District-Wise Receipt of Applications During the Years 1992, 1993 and 1994
PO., TRICHY

S. Districts No.	1992	1993	1994
1. Tanjore West	24847	30089	20978
2. Nagai Quaidemilleth	26546	27469	22910
3. Ramanathapuram	16899	19504	15828
4. Pon Muthu ramalingam	12900	20375	13547
5. Kamarajar	4152	5449	29866
6. Tiruchirapalli	34102	35688	2490
7. Madurai(city)	5588	7215	4435
8. Madurai (rural)	4139	7206	5755
9. Ann (Dindigul)	2837	3275	7416
10. Tirunelveli	10615	14613	11638
11. V.O. Chithampa Ranar	4510	7546	6008
12. Pudukottai	11230	20149	22135
13. Kanniyakumari	22325	23590	16454
	180690	222101	129460

*District-wise Distribution of Applications Received During the-Years 1992,
1993 and 1994*

PO., TRIVANDRUM

S.No. Districts	1992	1993	1994
1. Trivandrum	75511	59808	45931
2. Quilon	53487	42364	32534
3. Pathanamthitta	28318	22428	17226
	157316	124600	95691