

**Transformation from rule bound government agency to a  
Customer centric service facility: The case of Indian Passport Offices**

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**Abstract**

This paper documents the existing systems, procedures and performance of regional passport offices in India. The system today is administered by rules and procedures. The average (response) time to obtain a passport by an applicant is 147 days as against a target time of 25 days. By systematic analysis, a number of suggestions are made to improve the system response time. The suggestions relate to facilities, process, procedures, resource allocation, manpower deployment, performance measures, technology usage, elimination of activities and change in the managerial approach and orientation. In order to facilitate the implementation of these changes, the suggestions are grouped into four broad groups. It is hoped, eventually this important civil service would transform itself from a rule bound procedure oriented culture to a customer centric, operationally efficient world class service quality organization

## Motivation

Every Indian citizen who needs to travel outside the country needs an official document, which establishes his/her identity. This document is referred to as *passport* and is issued by the Ministry of External Affairs (MEA), Government of India, through the regional passport office(s). According to the MEA guidelines,

“If all your documents are in order, you should get your fresh passport in five weeks. If you already hold a passport then your passport should be re-issued in one week. In case of damaged or lost passports (except in case of habitual losers), provided you apply to the same office that issued your original passport, you should get your passport in about five weeks. If you have applied for a duplicate passport to an office other than the one that issued the passport you have lost or damaged, you should get your passport in six weeks. Remember – It is the applicant's right to obtain a passport within the prescribed timeframe and without harassment.”

However, in reality obtaining a fresh passport or getting any additional services related to an existing passport is a complex phenomena. The entire process is driven by bureaucratic procedures, provision of endless support documents, uncertainty and anxiety to the applicant, lack of cooperation (from RPO staff) and consumer orientation. Based on a random sample data of RPO, Ahmedabad, the estimated response time is 147 days (Exhibit 7).

Needless to emphasize that the issuance and receipt of passport is an important civil activity. The ease by which this document can be obtained is an important indicator on the quality of life in India. The existing response time is a consequence of gross inefficiencies in the system.

There is an elaborate infrastructure (thanks to MEA) that addresses this important civil service requirement. The regional passport offices (28 of them) spread across the country and located in state capitals are mandated to provide this service. In the year 2001, two million new passports have been issued. The revenue to Government of India on this account is at the order of Rs. 1200 million. The number of applicants seeking passport has been steadily increasing and the trend is expected to continue given the changes in the

socio economic factors in India, and the increasing role of Indians in global economic activities. Therefore, the burden on the RPOs would only increase in the near future. The situation in terms of response time as of now is grim and is expected to worsen in the near future unless some radical measures are undertaken to improve the performance of RPOs. RPOs across the country hold a backlog of 10% (maximum of 1/3<sup>rd</sup>) of the applications that are received. (Exhibit 9).

The RPO staff belong to an All India service cadre. Their motivation and skill levels of the staff are moderate. They are usually rule bound and procedure oriented. Given the increase in the expected traffic, the only feasible option is to look for ways and means by which the response time, and the service quality can be improved.

There is a great opportunity to use information technology in RPOs in process delivery, which were not possible earlier. Several existing possibilities to reorganize work open up by the latest advances in information technology. RPO's should take full advantage of this in their service delivery process.

The motivation for this work is to primarily explore how things can be improved in an important civil function, which also generates considerable revenue to government.

### **Product, Process, Resources and Performance**

#### **The Passport, and Regional Passport Offices**

The passport is an official document, which establishes the identity of a citizen. It is the birth right of every (qualified) citizen to apply for and obtain a passport. Usually, passport is used as an identification document for travel outside the country.

The Central Passport Organization (CPO), a division of the Ministry of External Affairs (MEA) of India is the authority for issuance of Indian passports to eligible Indian citizens. This document is issued from 28 Regional Passport Offices (RPOs) across the country and 80 Indian missions abroad. In the year ending March 2000 a total of 2,055,693\* passports were issued through the 28 RPOs in India.

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\* MEA website

The RPOs have two distinct functions viz. issue of new passports and provide other related miscellaneous services. Miscellaneous services are broadly classified into eight categories including renewal of passports, replacement of damaged passports etc. (for a detailed description see Appendix 1). The normal passport application processing fee is Rs.300. New passports can also be obtained rapidly under the 'Tatkal' scheme on payment of an additional processing fee. (Rs.1500 to get the passport in ten days and Rs.1000 to get the passport in 11-35 days).

For the purpose of illustration and diagnosis we concentrate for the rest of the article on the RPO, Ahmedabad located in Gujarat State. The reason for choosing this is several fold. Its accessibility to the researchers, significant traffic and huge backlog of pending applications.

In the next few paragraphs, we describe some basic attributes and features of this office.

The RPO for the state of Gujarat, the second busiest in the country, is located in Ahmedabad. It serves 25 districts and four cities in Gujarat and the Union Territory of Diu. The details related to traffic information are presented in Exhibits 6, 8 and 9. Ahmedabad RPO receives nearly 235,000 applications in a year (Exhibit 3).

The Ahmedabad RPO is located in a spacious 5-storied building. The Ground Floor is reserved to receive applications (both for new passport and miscellaneous services) from public. The RPO and Public Relations Officer (PRO) offices are on the 1<sup>st</sup> floor. Branches dealing with applications processing occupy the 2<sup>nd</sup> floor. Writing and dispatching activities are on the 3<sup>rd</sup> floor and indexing activities are on the 4<sup>th</sup> floor. The 5<sup>th</sup> floor is reserved for office records.

The usual office hours of RPO are between 9:45 AM and 6:15 PM with a 30-minute lunch break. The enquiry counters and fresh applications receipt are open from 10 A.M. to 1 P.M. The Senior Citizens/Tatkal counter is open from 9:30 A.M. to 12:30 P.M. Occasionally the counters are kept open until 1.30 p.m. to clear the waiting applicants. (For the layout of counters and facilities see Appendix 2)

The RPO, Ahmedabad has an approved staff strength of 103. The actual staff strength till January 2002, was 57. Manpower availability and allocation at the RPO is shown in Exhibit 3.

In order to minimize the impact of manpower shortage on application processing time RPO employs casuals at Rs. 120/day. As of January 2002, the Ahmedabad RPO employed 40 casual workers. These casual workers are usually assigned manual work like pasting, laminating, writing and dispatch of passports.

### **The Process**

According to the CPO stipulation, processing each application at the RPO for a passport should take 37 minutes. Of this, the time taken by activities excluding like writing, pasting, laminating and dispatch is estimated to be 26 minutes (Exhibit 1).

The passport application process consists of three distinct stages – Application preparation by the applicant, Processing by the RPO and Verification of details in the application form relevant by the relevant state police department.

### **Activities by the applicant**

**Obtaining a passport application form:** The passport application form priced at Rs. 10 can be obtained from either the RPO, or from agents selling such forms. The printing and sale of forms has been privatized by MEA from 2001. The application form can also be downloaded from the RPO's website. To help applicants to fill the form accurately detailed instruction in English and Hindi are printed in the form.

**Composition of the passport application form:** The form has five parts to it.

- **Index Card:** The Index card has applicant's details in brief. This card is used for reference by the RPO.
- **Passport Application Registration Form:** This is a machine-readable form and when filled by the applicant is scanned by the computer for relevant data storage.
- **Passport Application Form:** This form has the applicant's personal particulars in detail.

- **Personal Particulars Form (PPF):** The PPF has two copies. This form is detached in the RPO and sent out for police verification.
- **Passport Information Booklet:** This booklet gives the applicant information about how to apply for the passport. It specifies the documents needed and provides specimens of various affidavits and certificates required in specific cases.

**Submitting the passport application form:** An applicant can choose either the regular scheme or the Tatkal scheme. The passport application can be submitted in four modes:

- **RPO Counter:** Applications by this method have to be submitted in person at the RPO. Forty percent of the applications are submitted by this method.
- **Registered Post:** Applications can be sent via registered post addressed to the RPO with acknowledgement due.
- **Speed post Counter:** The speed post counter of the Indian postal department accepts and scrutinizes applications on behalf of the RPO.
- **Registered Agents:** Application can also be submitted through agents who are registered members of the Travel Agents Association (TAA). Fifty percent of the applications are received by this mode. The agents can submit upto ten applications on every alternate working day.
- **DSP Office:** Since 2002, applications can be filed with the District Superintendent of Police office of the district of residence as well.

### **Process at the RPO**

**Receiving applications:** The applications and the appropriate fees are received by the four ways mentioned earlier.

**Scrutinizing:** The application is checked for errors and missing supporting documents. When all supporting documents are in place, the application is accepted for further processing. Computerized entry of selected details from the application form is done.

**Dispatch of PPF:** The PPF is detached from the main passport application form and dispatched to the police authorities of the relevant geographical area in which the

applicant resides. The Police department generates a Police Verification Screening Report (PVSR), after verifying details of the applicant as furnished by the applicant.

**Detailed entry:** The applicant's particulars as provided in the form are fed into the computer.

**Indexing:** The Index card is detached from the application and filed. It is an internal security mechanism of the RPO for the verification of the applicant's passport history.

**Diary section:** The PPF after police verification is returned to the diary section in RPO. Here the status of the police report is examined (Three possible options are clear, incomplete and adverse). A clear report means that the details furnished by the applicant are verified as true. An incomplete report means that some additional details need to be furnished by the applicant. An adverse report means that the applicant's civil record does not entitle him to obtain a passport. The details of the PVSR are entered in the applicant's database and are sent to the respective branches in RPO.

**Linking at branches:** After indexing, the applications go to any one of the four branches, differentiated according to the application category. Linking of the application, which comes from the indexing section and the PPF coming from the diary section, takes place at the branch. Subsequently, the application is then sent to the granting authority, in the RPO.

**Granting:** Any officer of the rank of a superintendent or above at the RPO is a passport granting authority. The granting authority clears the file if there are no objections and all supporting documents are in order. Objections could range from incorrect form filling, missing documents or an unfavorable PVSR report. In case of objections the file goes to the Public Relations Officers (PROs) and a notice is issued to the concerned applicant mentioning the objection for a suitable response by the applicant.

**Writing:** A file with no objections goes to the writing department where the passport is manually written.

**Pasting & Laminating** The signature and photograph of the applicant are pasted on the written passport and the passport is laminated for security purposes. The laminated passport is physically dispatched to the applicant.

### **The PVSR Process**

The generation of PVSR by the police department is a legal requirement and is a three-tier process. The applications are registered, sorted at the police head quarters (usually the police commissioner's office) and then it is sent to the respective police station related to the applicant's residential area. At the police station, the applications are again entered in a register and sent to the respective police chowkies in-charge of a particular area. Finally, a police constable attached to the police chowky visits the applicant's residential location to verify the details, like the applicant's date and place of birth, residential address, educational qualifications, etc. as given in the application. After this verification the application travels back through the same route (reverse order) to the passport office along with the PVSR. At an operational level, seldom does the police constable visit the applicant's residence. Usually, it is the applicant who visits (more than once) the nearest police chowky and furnishes all details to the Police Inspector and requests him to expedite the generation of PVSR.

According to the Assistant Commissioner of Police (Passports), Ahmedabad PVSR is an important and critical activity and therefore close scrutiny is essential. Further, the Ahmedabad police department is grossly understaffed to handle an annual traffic of 60,000 PVSR requests from the RPO. According to him, increasing staff strength would expedite the process at the department level. Exhibit 1 and 2 capture the details of the processes with appropriate time estimates.

### **Analysis and Diagnosis\***

The bottleneck operation (in terms of longest time taken) is the writing operation. With two persons to manage this department, 160 applications can be cleared in a day. This translates to 48,000 applicants in a year (300 days a year). Given a Traffic volume of more than 15,000 a month this capacity would meet only one third of the peak demand.

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\* This analysis is based on purely scientific procedures. They do not represent the view of either Indian Institute of Management nor Government. The intention is managerial research and not a critique on any department.



The registered output is twice this number. Therefore, the allocation of manpower has to be more adhoc than what is reported. This is partly explained by the use of casuals.

The total time required to process a passport application excluding the PVSR process is 30 minutes. The response time is 147 days. Obviously, the long response time is due to PVSR. The 30 minutes is split into 8 minutes of application acceptance, 9 minutes of internal processing and 13 minutes of post PVSR process. Actually, the process follows four stages namely acceptance, internal processing, PVSR linkages, preparation of passport and dispatch. The process is compartmentalized. The flow depends on the output from the PVSR process, which is not synchronized with the main process. Consequently, the system throughput is driven by the input from the PVSR process and a subsequent processing time of 13 minutes. No wonder the performance is erratic.

The allocation of manpower is at best adhoc. The counter clerks possibly do back office work in the afternoon. The total manpower available combined with casuals and absenteeism is variable on a day today basis.

While significant improvement in response time is possible by reallocation of work, staff motivation, education and training, better queue management procedure, the real benefit in terms of turnaround time would result from aligning the PVSR process. The PVSR process is managed by the police department, which may have a different priority with reference to application processing time.

The management at RPO is driven by control orientation. The concept of customer service is unfamiliar to the staff. The employees want to work according to the rule book.

Further, the services offered by RPO are intrinsically decentralized. There is a strong variation on the number of applications for regular passport and other services (Exhibit 6 and 8) across the Geographical locations within a state.

The major structural misfit is such a local activity (issuing passport) is delivered and managed in a centralized form. For example, issue of application form (local) verification and processing (central), PVSR process (central to local to central) passport preparation and dispatch (central). There are broadly two options. Use technology to overcome this structural misfit or decentralize and simplify the process.

Based on the contextual facts and information, we formulate and present a series of measures by which the services offered in the RPOs can be improved.

We now present a balanced and summary view of the proposed changes in the RPO office based on the value chain concept. The value chain offered by RPO can be visualized as three interdependent segments as far as the main product (service) is concerned. The other features and services offered are variations of the basic product (service).

### **RPO Value Chain**

Availability and filling the form Segment 1	Form verification Both factual and legal Segment 2	Passport preparation and delivery Segment 3
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### **Proposed Actions**

<ul style="list-style-type: none"> <li>• To move towards decentralization</li> <li>• Customer Centric</li> <li>• Closer to consumer</li> </ul>	<ul style="list-style-type: none"> <li>• Self certification</li> <li>• Simplified process</li> <li>• Relationship with police department</li> </ul>	<ul style="list-style-type: none"> <li>• Task simplification</li> <li>• Automation</li> <li>• Information update to consumer</li> <li>• Reduce uncertainty and anxiety to applicants</li> </ul>
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### **Based on**

<ul style="list-style-type: none"> <li>• Motivated staff</li> <li>• Constant review and continuous improvement</li> </ul>	<ul style="list-style-type: none"> <li>• Relationship (inter departmental) management</li> <li>• Simplified procedures</li> </ul>	<ul style="list-style-type: none"> <li>• Performance appraisal</li> <li>• Training</li> <li>• Service quality survey</li> <li>• Customer feedback</li> </ul>
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### **To achieve**

Procedure oriented department to consumer centric facility

### **Towards consumer centric service facility**

In this section we propose a sequence by which this transformation from Procedure Oriented Organization (POO) to consumer focus facility may evolve in the context of RPO operations. The sequencing of events/changes is proposed in four stages keeping in mind the ease of implementation, value addition by the changes proposed and the organizational preparation (at RPOs) needed. The single theme in all these recommendations is to see how the response time to the applicants can be reduced. In the

next few paragraphs a detailed road map to transform the nature and characteristics of RPOs operations is outlined.

### **Process Realignment (Stage 1)**

The management of queues and facilities need to be changed and so is the infrastructure at the applicants waiting area. To be more specific, the dedication of counter to specific tasks should be abolished. There should be a single queue, with multiple counters. There should be an electronic display to manage the queue. The counter staff should be trained to handle multiple tasks associated with verification of forms, fee determination, collecting relevant supporting records and certificates and cash transaction. The enquiry counters should handle variety like enquiry, form issue, consumer education, information on common mistakes, and any other consumer related information. When these segments are well developed, the number of applicants with deviations would reduce substantially. The enquiry counter may also provide accurate status information on specific applications.

The form distribution can be through agents who can also collect, verify and sent it to RPO for passport preparation. The fee can be paid in any commercial bank/post office to facilitate submission of form by agents. The online application filing and subsequent traction need to be encouraged. In any case, the RPO in the present situation would need a physical form along with supporting documents.

The pending applications which account for about 1/3<sup>rd</sup> of the traffic may have to be cleared as a one time project by the RPO(s). What is more important is to prevent additional backlog generation. (This can be achieved only by process improvements and appropriate resource allocation). Clearing the backlog would also generate good will among consumers, increase the morale of the employees and staff in the RPO, and enhance public confidence in the RPO system.

Data capturing (application) need to leveraged to automate indexing, track PVSR report and automate passport writing. The load on the back office would be substantially reduced.

The PVSR is the real bottleneck. As of now, there is a loose relationship between RPO and the Police. The police department is not accountable for its performance. There is a need to create a separate link between the PVSR department and RPO. This sub-activity needs to be managed strictly on specific performance target (say 15 days) on turnaround time. Appropriate resources facilities and incentives may have to be provided.

Thus, we propose several changes here, which are somewhat cosmetic but would have a dramatic impact on response time, consumer confidence and enhanced staff morale.

### **Process optimization (Stage 2)**

The current organization of work is liner. Individual application move as per the load and priority determined by the next work station. There is neither control on response time nor on work in progress. In short, there is no objective by which the RPO back office operations are managed.

There are 48 staff in RPO, Ahmedabad. Assuming they receive on an average 1,000 applications/day, this amounts to approximately 120 application per person. With 8 hours of work a day, we have 400 hours of work a day available. Each application needs about 45 minutes which amounts to 750 hours of work a day against 400 hours of work a day available. Making provisions for counter work and other work interruptions would worsen the situation. Hence the aggregate capacity in the system is not sufficient enough to handle the traffic volume.

The nature of work is repetitive and is highly prone to automation. There is a natural break point in the workflow at two stages one related to PVSR, which induces delay, and the passporting granting decision, which is also an administrative decision. Therefore, a straightforward assembly formation may not be appropriate.

We propose the following. The existing staff can be divided into 16 groups of size three. Each group is managed and motivated by a coordinator. Each group is in charge of all operations from application receiving, document verification, data input, PVSR, granting, writing and dispatch. With higher degree of automation, data input would be by scanning. Indexing, linking at the branches, writing would be redundant. The work content would now reduce to 25 minutes/application. In the equilibrium, the disjointed flow would be

managed by the same group. Each group should be able to process  $(60 \times 8 \times 3 \div 25)$  about 60 applications. The daily capacity would be  $60 \times 16 = 960$  and this can be scaled depending on the hours of operation. The system response time would be still influenced by PVSR.

The solution we have proposed is fundamentally different from the existing structure. Some of the major advantages of this proposal include

- Optimized response time. The response time is influenced now only by PVSR lead time.
- The proposed structure is scalable. It can be easily reorganized for any changes in the traffic conditions.
- It provides an opportunity for job rotation, succession planning, conducive environment for multi skilling.
- Performance appraisal, identification of training needs, incentive planning based on output etc. can now be easily implemented.
- The proposed structure can be married with any arrangement related to the PVSR process.

### **Process Reengineering (Stage 3)**

The critical and most impact making element in the application response time is the PVSR process. At best, as of now this is managed in an adhoc fashion. Several alternatives may be considered.

- Create a liaison department with the police department and manage the turnaround time with an acceptable limit (say 15 days).
- Create a seamless integration (by electronic media) between RPO and police departments so that the criminal antecedence of the applicant may be easily checked.
- Encourage and accept the applicants' self-certification or self-initiative based certification so that the applicants' date of birth, place of residence, educational qualification and criminal antecedence may be verified.

All the three options suggested above have equal impact in reducing the PVSR turnaround time. Operationally, the first option is easy. The second would need

substantial investment in technology and inter departmental coordination. The third option is easy to implement but may require a change in legislation. We propose to start with Option 1 and move on to 3 with appropriate change in the legislation and adopt Option 2, when the technology environment in India integrates many of the government service departments.

#### **Towards service excellence (Stage 4)**

RPO, in general need to evolve a comprehensive management information system to monitor, control and plan operational details. This has to be organized to plan and execute staff incentive plan and resource allocation.

RPO would initiate major activities to inform and educate consumers (applicants) to file the applications without making mistakes. Several help oriented mechanisms can also be initiated (web enabled etc).

Periodical consumer survey would also identify areas of improvement and opportunity for redesign and realignment of the process (by the RPO staff).

With the technology implementation, the process can be completely decentralized. For example, form availability, filing, verification can be computerized. The granting decision and writing can be centralized, with strong decentralized dispatch mechanism.

Initiatives like Six Sigma, Total Quality Management would ensure constant upgradation of service quality.

#### **Conclusion**

In this article we have developed a framework by which a control oriented service utility can be transformed to customer centric efficient service organization. The process of change, requires an appropriate blend of technology, administrative leadership, staff motivation, process changes and modest investment. Some may argue given the way Indian government departments are organized the changes are far fetched. We do not agree with such an assessment. The RPOs need to reorganize work, earlier they do this the better it is. Some RPOs like Bangalore, Chennai and Hyderabad have already made

significant progress in this direction. They may not be able to implement all that is said in this work in one go. Even if they make a beginning of what is outlined here and initiate a dialogue to see how the response time can be improved, the purpose of this investigation is well served.

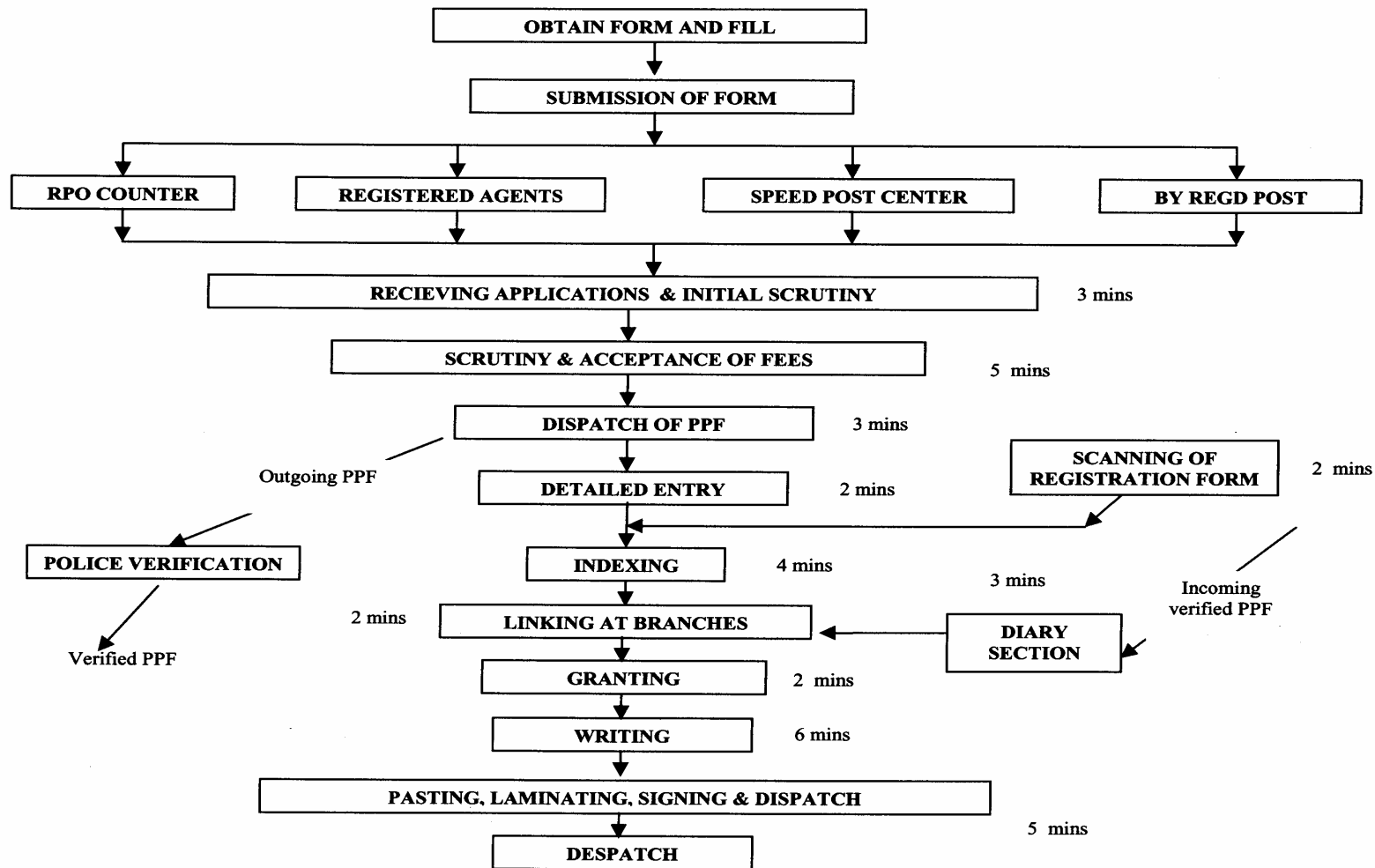
### **Acknowledgement**

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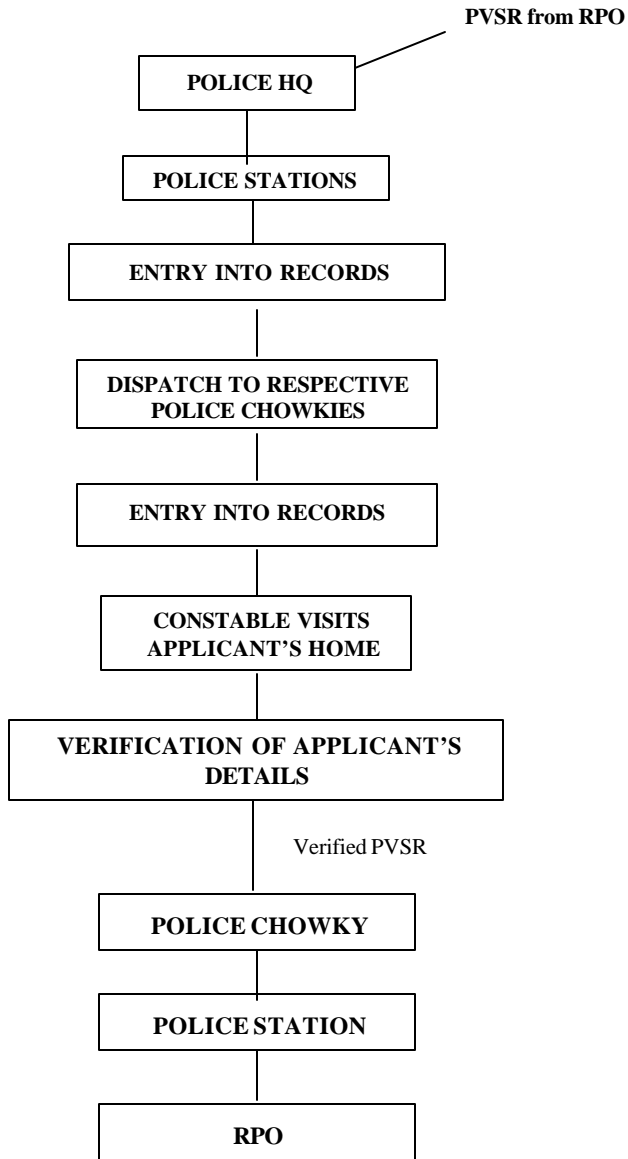
Exhibit 1



Source: RPO Ahmedabad Internal Documents



Exhibit 2  
**PVSR Process**



Source: RPO Ahmedabad Internal Documents

Exhibit 3  
**No of Employees in each section**

<b>Section</b>	<b>Counter(s) &amp; Inquiry</b>	<b>PVSR</b>	<b>Indexing</b>	<b>Diary</b>	<b>Branches</b>	<b>Writing</b>	<b>Signing</b>	<b>Adminis- tration</b>	<b>Accounts</b>	<b>Total</b>
<b>Staff Strength</b>	11	3	11	2	12	2	2	2	3	48

Exhibit 4  
**Passport Application Status– Year 2001**

<b>Month</b>	<b>January</b>	<b>February</b>	<b>March</b>	<b>April</b>	<b>May</b>	<b>June</b>	<b>July</b>	<b>August</b>	<b>September</b>	<b>Total</b>
<b>Application</b>	16,649	15,537	19,926	18,824	22,920	22,718	28,769	26,710	16,853	<b>188,906</b>
<b>Issued</b>	12,074	13,130	18,879	9,894	12,630	15,564	17,462	13,090	13,360	<b>126,083</b>
<b>Backlog</b>	4,575	2,407	1,047	8,930	10,290	7,154	11,307	13,620	3,493	<b>62,823</b>

Source: RPO Ahmedabad Internal Documents

**Exhibit 5**  
**Fresh Passport Applications**

<b>District</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001 (Jan-Jun)</b>	<b>CAGR '97-'00</b>	<b>2001(E)</b>	<b>Contr. To total</b>
<i>Ahmedabad</i>	33,961	42,630	45,382	51,188	32,662	14.5%	<b>58,610</b>	<b>28.0%</b>
<i>Ahmedabad(R)</i>	998	1,025	1,076	1,462	1,027	13.4%	<b>1,658</b>	<b>0.8%</b>
<i>Amreli</i>	860	883	884	868	514	0.3%	<b>871</b>	<b>0.4%</b>
<i>Anand</i>	8,400	9,991	9,864	11,758	7,360	11.7%	<b>13,138</b>	<b>6.3%</b>
<i>Banaskantha</i>	1,091	1,152	1,357	1,596	696	13.4%	<b>1,809</b>	<b>0.9%</b>
<i>Baraoda</i>	14,336	16,443	17,648	19,835	12,136	11.3%	<b>22,078</b>	<b>10.5%</b>
<i>Baroda (R)</i>	3,080	2,897	3,012	2,783	1,812	-3.3%	<b>2,691</b>	<b>1.3%</b>
<i>Bharuch</i>	6,894	6,520	7,123	7,410	4,674	2.4%	<b>7,589</b>	<b>3.6%</b>
<i>Bhavnagar</i>	2,809	2,716	2,930	2,982	1,508	2.0%	<b>3,041</b>	<b>1.5%</b>
<i>UT-Diu</i>	864	1,189	1,240	1,065	584	7.1%	<b>1,141</b>	<b>0.5%</b>
<i>Dang</i>	23	34	26	56	19	34.1%	<b>75</b>	<b>0.0%</b>
<i>Gandhinagar</i>	1,715	2,475	2,973	6,882	4,861	58.2%	<b>10,886</b>	<b>5.2%</b>
<i>Jamnagar</i>	4,594	3,941	4,137	4,051	1,870	-4.1%	<b>3,886</b>	<b>1.9%</b>
<i>Junagadh</i>	2,960	2,890	2,642	2,571	1,286	-4.5%	<b>2,454</b>	<b>1.2%</b>
<i>Kheda</i>	5,218	6,000	5,782	6,649	4,161	8.3%	<b>7,203</b>	<b>3.4%</b>
<i>Kutch</i>	6,613	5,679	5,374	5,151	2,243	-7.9%	<b>4,743</b>	<b>2.3%</b>
<i>Mehsana</i>	5,482	9,010	7,906	10,151	4,910	22.5%	<b>12,440</b>	<b>5.9%</b>
<i>Patan</i>	1,498	1,697	1,805	1,939	1,028	8.9%	<b>2,111</b>	<b>1.0%</b>
<i>Porbunder</i>	2,305	2,078	2,114	2,016	1,056	-4.3%	<b>1,929</b>	<b>0.9%</b>
<i>Rajkot</i>	4,587	4,684	5,388	5,168	2,703	4.0%	<b>5,375</b>	<b>2.6%</b>
<i>Rajkot(R)</i>	1,914	2,196	2,036	1,762	938	-2.7%	<b>1,715</b>	<b>0.8%</b>
<i>Sabarkantha</i>	1,686	1,687	2,017	2,281	1,317	10.5%	<b>2,520</b>	<b>1.2%</b>
<i>Surat</i>	9,930	10,948	12,642	13,812	9,290	11.5%	<b>15,401</b>	<b>7.4%</b>
<i>Surat(R)</i>	6,670	6,754	7,100	7,711	5,660	4.9%	<b>8,089</b>	<b>3.9%</b>
<i>Surendranagar</i>	646	748	859	898	407	11.5%	<b>1,001</b>	<b>0.5%</b>
<i>Valsad</i>	12,814	5,869	4,907	5,194	3,319	-25.8%	<b>3,856</b>	<b>1.8%</b>
<i>Panchmahal</i>	4,090	2,875	2,971	2,630	1,351	-13.6%	<b>2,273</b>	<b>1.1%</b>
<i>Navsari *</i>	0	7,627	8,096	8,900	5,984	8.0%	<b>9,614</b>	<b>4.6%</b>
<i>Dahod *</i>	0	744	1,095	810	372	4.3%	<b>845</b>	<b>0.4%</b>
<i>Narmada *</i>	0	85	154	195	98	51.5%	<b>295</b>	<b>0.1%</b>
<b>Total</b>	<b>146,038</b>	<b>163,467</b>	<b>170,540</b>	<b>189,774</b>	115,846	9.0%	<b>209,339</b>	100%

\* For these districts the CAGR is for '98-'00

	<b>1997</b>	<b>1998</b>	<b>1999</b>	<b>2000</b>	<b>2001 (Jan-Jun)</b>
<b>Applications</b>	146,038	163,467	170,540	189,774	115,846
<b>Issued</b>	138,987	153,530	161,975	147,072	82,086
<b>Backlog</b>	7,051	9,937	8,565	42,702	33,760

Source: RPO Ahmedabad Internal Documents

Exhibit 6  
**Passport applications status: Random samples**

(Time: # of days)

Sample #	Time				Total
	1	2	3	4	
1	90	16	8	14	<b>128</b>
2	78	52	7	7	<b>144</b>
3	78	52	7	7	<b>144</b>
4	61	44	8	24	<b>137</b>
5	64	119	1	18	<b>202</b>
6	40	66	7	20	<b>133</b>
7	64	116	1	12	<b>193</b>
8	68	49	8	7	<b>132</b>
9	79	38	9	12	<b>138</b>
10	140	21	2	11	<b>174</b>
11	79	49	8	13	<b>149</b>
12	59	72	1	15	<b>147</b>
13	87	15	0	1	<b>103</b>
14	49	81	4	9	<b>143</b>
15	91	50	1	20	<b>162</b>
16	77	60	0	10	<b>147</b>
17	45	37	1	1	<b>84</b>
18	50	85	1	16	<b>155</b>
19	<b>Objection raised - 195 days old case</b>				
20	<b>PVSR not received - 224 days old case</b>				
21	<b>File pending - 235 days old case</b>				
22	<b>PVSR not received - 65 days old case</b>				
23	<b>PVSR not received - 65 days old case</b>				
<b>Mean</b>	<b>72</b>	<b>57</b>	<b>4</b>	<b>12</b>	<b>145</b>
<b>Std. Dev</b>	<b>22.9</b>	<b>29.6</b>	<b>3.5</b>	<b>6.3</b>	<b>27.7</b>

1. Duration to get PVSR
2. PVSR to Granting
3. Granting to writing
4. Writing to dispatch

Exhibit 7  
Applications for Miscellaneous Services

District	Count				
	1997	1998	1999	2000	2001*
Ahmedabad	2,160	6,179	5,582	5,871	<b>3,341</b>
Ahmedabad(R)	50	78	113	81	<b>12</b>
Amreli	26	77	53	24	<b>25</b>
Anand	85	758	645	615	<b>279</b>
Banaskantha	38	85	58	56	<b>23</b>
Baroda	656	1,752	1,591	1,508	<b>916</b>
Baroda (R)	41	123	38	95	<b>7</b>
Bharuch	244	458	329	393	<b>161</b>
Bhavnagar	87	226	169	156	<b>81</b>
UT-Diu	29	95	113	103	<b>47</b>
Dang	1	2	0	0	<b>3</b>
Gandhinagar	82	253	238	318	<b>179</b>
Jamnagar	166	428	301	208	<b>79</b>
Junagadh	156	337	203	155	<b>73</b>
Kheda	506	1,342	730	649	<b>251</b>
Kutch	369	945	569	443	<b>179</b>
Mehsana	221	645	342	322	<b>208</b>
Patan	5	29	34	54	<b>27</b>
Porbunder	37	158	153	107	<b>49</b>
Rajkot	223	586	548	403	<b>199</b>
Rajkot(R)	49	160	31	48	<b>15</b>
Sabarkantha	69	210	121	160	<b>88</b>
Surat	160	663	273	637	<b>333</b>
Surat(R)	461	629	896	199	<b>31</b>
Surendranagar	19	63	43	27	<b>18</b>
Valsad	478	573	478	374	<b>228</b>
Panchmahal	201	320	116	117	<b>88</b>
Navsari	0	571	513	430	<b>233</b>
Dahod	1	45	49	29	<b>7</b>
Narmada	0	1	3	4	<b>3</b>
<b>Total</b>	<b>6,620</b>	<b>17,791</b>	<b>14,332</b>	<b>13,586</b>	<b>7,183</b>

\* Six months January-June

Exhibit 8  
Traffic information in RPOs (across India) as on 31/12/2000

Passport Office	Fresh Passport			Miscellaneous Services			Passports	Revenues
	Applications	Issued	Backlog	Applications	Responses	Backlog	Tatkal	Tatkal (Rs)
<i>Ahmedabad</i>	189,327	146,977	<b>42,350</b>	13,590	13,119	<b>471</b>	3,562	3,897,500
<i>Bangalore</i>	125,838	123,542	<b>2,296</b>	28,432	27,062	<b>1,370</b>	6,349	8,585,000
<i>Bareilly</i>	34,230	33,150	<b>1,080</b>	1,738	1,930	<b>0</b>	687	842,800
<i>Bhopal</i>	39,934	38,301	<b>1,633</b>	3,140	3,105	<b>35</b>	1,193	1,603,100
<i>Bhubhaneshwar</i>	15,188	14,636	<b>552</b>	1,184	1,154	<b>30</b>	443	558,000
<i>Kolkata</i>	112,440	96,435	<b>16,005</b>	10,370	9,554	<b>816</b>	3,866	5,254,300
<i>Chandigarh</i>	140,019	117,431	<b>22,588</b>	11,841	11,261	<b>580</b>	2,050	2,811,000
<i>Chennai</i>	168,087	150,143	<b>17,944</b>	21,761	21,408	<b>353</b>	10,633	15,650,500
<i>Cochin</i>	106,714	100,874	<b>5,840</b>	16,749	15,855	<b>894</b>	3,286	4,405,000
<i>Delhi</i>	189,105	167,394	<b>21,711</b>	26,535	22,656	<b>3,879</b>	12,429	16,490,500
<i>Ghaziabad</i>	39,059	32,575	<b>6,484</b>	2,571	2,478	<b>93</b>	1,760	2,276,500
<i>Guwahati</i>	18,763	14,960	<b>3,803</b>	1,384	1,105	<b>279</b>	3,666	2,972,000
<i>Hyderabad</i>	231,809	210,993	<b>20,816</b>	23,971	23,627	<b>344</b>	8,964	12,874,300
<i>Jaipur</i>	73,468	65,613	<b>7,855</b>	4,618	4,142	<b>476</b>	1,787	2,370,500
<i>Jalandhar</i>	145,654	120,545	<b>25,109</b>	40,583	8,789	<b>31,794</b>	1,669	1,541,100
<i>Jammu</i>	9,672	7,984	<b>1,688</b>	526	515	<b>11</b>	164	208,000
<i>Kozhikode</i>	146,424	130,854	<b>15,570</b>	16,424	15,929	<b>495</b>	3,070	4,281,100
<i>Lucknow</i>	113,743	89,801	<b>23,942</b>	5,932	5,562	<b>370</b>	1,154	1,468,054
<i>Mumbai</i>	181,342	149,974	<b>31,368</b>	26,022	24,105	<b>1,917</b>	11,188	13,815,300
<i>Panaji</i>	20,921	19,275	<b>1,646</b>	1,573	1,566	<b>7</b>	904	1,175,000
<i>Nagpur</i>	19,599	18,730	<b>869</b>	7,102	6,980	<b>122</b>	1,389	1,827,000
<i>Patna</i>	57,359	43,603	<b>13,756</b>	3,845	3,562	<b>283</b>	1,109	1,417,700
<i>Pune</i>	44,813	35,947	<b>8,866</b>	4,199	3,494	<b>705</b>	1,983	2,324,000
<i>Srinagar</i>	9,372	5,651	<b>3,721</b>	597	476	<b>121</b>	92	101,900
<i>Thane</i>	53,629	42,416	<b>11,213</b>	497	487	<b>10</b>	2,533	3,107,000
<i>Trichy</i>	170,512	147,305	<b>23,207</b>	11,435	10,921	<b>514</b>	2,757	3,744,500
<i>Trivandrum</i>	81,016	75,488	<b>5,528</b>	13,508	13,214	<b>294</b>	2,439	3,288,500
<i>Vishakhapatnam</i>	50,463	45,273	<b>5,190</b>	3,781	3,598	<b>183</b>	1,098	1,506,500
<i>Total</i>	2,588,500	2,245,870	<b>342,630</b>	303,908	257,654	<b>46,446</b>	<b>92,224</b>	120,396,654

Source: RPO Ahmedabad Internal Documents

Exhibit 9  
Activity time as specified by the CPO

Activity	(Applications/per person/day)@	RPO, Ahmedabad performance
<i>Detailed scrutiny – acceptance stage</i>	160	Processes 190-240
<i>Scrutiny, acceptance &amp; cash receipts</i>	96	Meets stipulation
<i>Detailed scrutiny of travel agent applications</i>	160	Meets stipulation
<i>Detailed scrutiny of Postal application</i>	100*	Meets stipulation
<i>Dispatch of PPF</i>	160	Dispatches 300
<i>Scanning of registration form</i>	300	Scans 400-450
<i>Detailed Entry</i>	275	Processes 300-325
<i>PVSR entry into computer</i>	600	Meets stipulation
<i>Pasting &amp; Lamination</i>	240-300	Meets stipulation
<i>Signing</i>	300	400-450
<i>Writing</i>	80**	Processes 70
<i>Dispatch entry</i>	480	Meets stipulation
<i>Indexing</i>	125	Processes 110
<i>Linking</i>	240	Meets stipulation
<i>Granting</i>	300	Processes 300-500
<i>Objections</i>	200-225	No dedicated employee for objections, each branch sends out its own objections.

\* Takes more time compared to scrutiny of applications received from agents or counter applications as these applications usually have documents missing. Thus a very thorough scrutiny is done for such applications.

\*\* Increased from a previous stipulated ideal of 55-applications/per person/day.

@ These figures are for a workday of eight hours. But an employee at the RPO may not be assigned a single activity through out the day. For Example: he might be working at the reception counters for four hours and in the indexing for the remaining four hours.

Appendix 1  
**Categorization of services offered by the RPO<sup>1</sup>, Ahmedabad**

**A:** Fresh passport applications from Ahmedabad and Gandhinagar.

**B:** Fresh passport applications from the Union Territory of Diu and areas other than those mentioned in A.

**C:** Applied to by a person who was a valid passport holder earlier but applies for a passport subsequent to the expiry of the earlier passport.

**D:** Applications for change in the particulars of the passport viz. the name, address etc. This category also includes applications for additional booklet when the passport holder runs out of pages in his passport (a passport has only 32 pages). In this case the duration of validity of the passport remains the same but an additional booklet is given: Expected duration 34 weeks (normal) and 10 days (under Tatkal).

**L:** Application for the issue of a duplicate passport on loss or damage of the passport. The duplicate passport is issued for the same duration as the original: Expected duration 100 days.

**M:** Fresh passport applications for minors age group 0-14 years: No PVSR is needed if one of the parents holds a valid passport. Otherwise, processing time would be similar to Category A.

**V:** Application by a person holding a valid passport to renew it for the subsequent period : Expected duration 3 days if PVSR is in place, otherwise processed like a fresh application.

**H:** This service includes the granting of the Emigration Check Not required (ECNR) status. ECNR is given to certain categories of people who are graduates, are over the age of 60, personal income tax payee for 3 years or have lived abroad for 3 years. Also if a person has the ECNR status then the spouse and child get it automatically: Expected duration one working day.

**Allocation of Branch (in RPO) and category**

<b>Branch</b>	<b>1</b>	<b>2</b>	<b>3</b>	<b>4</b>
Category	A	B	C, M, V	D, H

<sup>1</sup> The **A** and **B** category applications can be submitted either as normal or under 'Tatkal' scheme. The Tatkal scheme would only be applicable in cases where either the police verification report is not required (minors less than 15 years of age) or where a passport can be issued on post police verification basis (duplicate passport or re-issue of passport without change in address). Passport under the Tatkal scheme would be granted in cases where there is a genuine urgency stipulated as per the Government of India schedule.



Appendix 2

**Layout of Service Counters**

	1	2	3	4	5	6	7	8	
Tatkal + Phy handicapped + Senior citizens counter	<p>1 – Miscellaneous services (scrutiny and fees)                      2, 4, 6, 8, - Scrutiny of fresh passport applications                      3, 5, 7, 9, 10 – Acceptance of fees for fresh applications                      10 – Delivery of Miscellaneous services passports (evening)                      2 – Counter delivery of fresh passports (evening)</p>								Superintendent's office
Delivery of fresh passports									9
Misc. Services delivery counter									10
Form Distribution									
Enquiry-1&2									