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PROJECT 124

STUDY ON THE OPENING OF BRANCH PASSPORT OFFICES

Dept. of External Affairs
Min. des Affaires extérieures

NOV 8 1969

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JULY 1969

ORGANIZATION AND METHODS DIVISION

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STUDY ON THE OPENING OF BRANCH PASSPORT OFFICES

Introduction:

The Canadian Government has been considering the question of issuing Canadian passports on a decentralized basis since December 1967. On October 24, 1968 the Cabinet Committee on External Policy and Defence confirmed a decision taken on October 18, 1968 authorizing the Department of External Affairs to "open branch passport offices in cities where major air terminals are located -- beginning with Vancouver, Montreal and Toronto". The Secretary of State for External Affairs has expressed the hope that these offices be opened by January 1, 1970.

In May 1969 the Organization and Methods Division were requested by the Passport Office to undertake a study and make recommendations with a view to assisting the Division in implementing the Government's policy to decentralize the issue of passports.

The study was divided into five distinct areas, each of which is covered separately in this report:

1. Development of options open to the department for the role of the branch offices and examination of each option in all its implications; make recommendations on the role of the decentralized offices; and prepare submission to the Assistant Under-Secretary of State for External Affairs detailing the options open to the Department, and the one which is considered the most practicable.
2. Development of a plan to efficiently and smoothly open branch offices with a minimum expenditure of resources, sequencing and relating the various operations to be considered in fixing and meeting the budget date and the time required to perform these operations.

3. Develop a formula for determining resource requirements which can be used in estimating staff, equipment and space needs.
4. Conduct a statistical analysis of services rendered by the Passport Office and develop an estimate of workload under a decentralized operation.
5. Audit of Branch Office Operations.

PART I. Role of Branch Passport Offices

INTRODUCTION

A decision taken on October 18, 1968 by the Cabinet Committee on External Policy and Defence whereby the Department of External Affairs was authorized to "open branch passport offices in cities where major air terminals are located for scheduled overseas flights beginning with Vancouver, Montreal and Toronto" was confirmed by the Cabinet on October 24, 1968, (see Annex A) along with other measures designed to improve the security of the Canadian Passport. Subsequently, in announcing details of the program a Departmental Press Release on January 22, 1969, authorized by the Minister, expressed the hope that these offices would be opened by January 1, 1970 (see Annex B).

AIMS

The original purpose of the branch office structure was to achieve greater passport security; provide better service to applicants in emergency situations by decentralizing passport issuance; as a consequence, personal advice to applicants in the completion of their passport applications would reduce errors that cause delays and frustration. Although decentralization should speed up the processing of properly completed applications, it will not increase productivity because of the slower examining process involved in the personal screening of applicants.

POLICY

Initially, the Department has undertaken to open offices in Montreal, Toronto and Vancouver because of the volume of applications emanating from

these areas and their geographical position as cities with major international airports. At a later date, additional offices may be required if the volume of applications reaches a sufficient level. Although efforts should be made to give geographical balance to the decentralization program that is in keeping with the foregoing principle, it may be that other factors will influence the opening and location of future branch offices. In this respect, there has been some indication that a small office may be required in the Maritimes, probably Halifax, within twelve months after the opening of the three offices previously mentioned. Since Edmonton has a major international airport and Winnipeg is becoming increasingly active as a departure point for charter flights, it may become necessary, in the near future, to consider opening branch offices in these cities.

The following is an examination of the precise role of these offices essential to the determination of work levels, necessary staff and equipment resources as well as accommodation requirements.

GENERAL CONSIDERATIONS

On December 20, 1967, when the first discussion paper was referred to the Under-secretary, outlining in broad terms, plans for the improvement of the Passport Office, it was visualized that branch offices would serve only urgent cases i.e. where there was not sufficient time to mail the application to Ottawa.

Mail Strike Experience

As a result of the experience gained during the operation of temporary offices in the three major terminal cities of Montreal, Toronto and Vancouver during the national mail strike in July, 1968, it became evident that the staff, equipment and accommodation, originally anticipated for the branch offices, would

have to be increased considerably in order to provide adequate service to the public even if only for emergencies. It also became apparent that it was not possible to sort out legitimate urgent applications from those where the applicant wished to take advantage of existing facilities. This resulted in the overtaxing of the resources of these offices.

It was concluded that not only would a much larger staff be needed by the branch offices initially, but that productivity would be seriously reduced and operating expenses increased by an unmanageable increase in the volume of urgent applications. In effect, this would increase the time required to process applications submitted by well organized travellers.

SPECIAL CONSIDERATIONS

More recent experience indicates that not only genuine emergencies, but also the threat of strikes (i.e. Air Canada) causes an up surge in the number of requests for priority service. Furthermore, the conditions for the sale of space on Charter Flights, which are becoming increasingly popular, are such that pressure is applied to speed up the issuance of passports.

Computer Study

Another factor arising since the submission of the original discussion paper in December, 1967, relates to possible use of a computer to process passport applications, having the objective of improving passport security and service, reducing average processing time and reducing staffing costs and errors. The initial inquiry was made to Management Improvement Branch of Treasury Board in May 1968, and in due course the Bureau of Management Consulting Services (B.M.C.S.) was commissioned by the Department to undertake "a feasibility study of the use of a computer based system for passport processing and records". The

interim report prepared by B.M.C.S. (Project 8P13 submitted in June, 1969) identified possible areas for computer processing and potential benefits that justified the commencement of the detailed phase of the feasibility study that could lead to a Treasury Board Submission for approval.

Discussions with the Project Officer indicate that a computer based system may only be feasible if a sufficiently large volume of passport applications continued to be processed centrally. Furthermore, it would not be possible to obtain the maximum benefit if some 40 to 50% of all applications were processed at branch offices. This seems to establish an additional reason why the role of the branch offices should be limited to processing only genuine urgent applications. If this could be accomplished, a maximum number of non-urgent applications would have to be processed centrally by a computer based system. This would have the added benefit of helping to contain rising labour costs resulting in the maintenance of the fee structure at its present level for a longer period.

Personal Appearance

The Cabinet directive of October 18, 1968, further authorized the Department to develop an acceptable system for the personal appearance of all applicants for the purpose of confirming the identity of applicants and the pre-screening of applications. A similar system has been recommended in the report of the Royal Commission on Security.

The Branch Office structure could provide the framework around which such a system could be developed.

DEGREE OF SERVICE

The most important determination to be reached, to effectively plan the decentralization, is the degree (or level) of service to be extended by the

Regional Passport Offices. In preliminary discussions, weighing the factors outlined, three options have emerged for the role of the branch offices.

Option 1

THE BRANCH PASSPORT OFFICES WILL PROCESS ONLY URGENT APPLICATIONS FOR PASSPORTS; ALL OTHERS PRESENTED WILL BE PROCESSED AT HEAD-QUARTERS AND PASSPORTS MAILED FROM OTTAWA.

Implications

a) Although a relatively small examining and processing staff would be required, administrative support staff would be necessary to transfer applications to Ottawa and field inquiries from applicants

b) It would be essential to establish effective criteria for the separation of genuine urgent from non-urgent cases. Where these criteria are not met, application for locally processing should be refused. Unless such criteria are applied consistently, notwithstanding public pressure, they will become valueless, and the branch will find itself being forced to issue passports on request. It might prove difficult for the Department to maintain such standards in the face of public pressure.

c) A possible method of discouraging the misuse of "urgent" is to establish a deterrent fee similar to the "walk through fee" charged by the U.S. Passport Office. In this way, applicants could be told that Branch offices can only deal with urgent applications that are accompanied by the supplementary fee for emergency service. This may not be politically feasible because of the recent doubling of the fee for passport services but nevertheless necessary to control the requests for priority service.

d) Less expensive passport writing equipment could be utilized.

e) The security value of the branch office as a means of establishing the identity and entitlement of applicants to passport services would be limited to only the urgent cases with which it deals.

Option 2

THE BRANCH OFFICE WILL EXAMINE ALL APPLICATIONS WHICH ARE RECEIVED BUT PROCESS ONLY URGENTS AND OTHERS UP TO ITS OPERATING POTENTIAL AND REFER ON A DAILY BASIS THE BALANCE TO HEADQUARTERS FOR PROCESSING.

Implications

a) The processing staff could be kept to a minimum but the number of examiners would increase according to the number of applications received.

b) The chief advantages might be:

i) Maintenance of good security since most applications would be presented in person permitting the confirmation of identity and entitlement.

ii) Incomplete applications presented in person would not be accepted thus reducing the volume of correspondence.

iii) Applications delivered by other than the applicant could also be checked and returned if incomplete; guarantors could be checked at the local level.

iv) If delivered to a branch office by mail, the application could be examined and "urgent" cases processed locally; the non-urgent cases would be referred to Ottawa for processing.

c) A file control system would be required at the branch office to answer inquiries with respect to applications received locally.

d) In planning for periods of peak work load, provision would have to be made for either overstaffing, at Branches, of examiners and machine operators to provide a reservoir of sufficiently trained staff or a reserve of examining staff maintained at headquarters for deployment on temporary duty at branch offices at short notice.

e) Similarly, provision should be made at branch offices to provide sufficient resources to meet emergency situations; e.g. passport writing machines and other production equipment.

f) Initially, it is estimated that travel agents and transportation companies would direct to the branch offices about 15% of the total number of requests for passport services originating from the area. To the foregoing volume could be added charter flight passengers and others who have made last minute decisions to travel.

Option 3

THE BRANCH OFFICE WILL DEAL WITH ALL APPLICATIONS AND ISSUE PASSPORTS TO ALL CANADIANS FROM WITHIN THE TERRITORIAL JURISDICTION OF EACH OFFICE, OR AS APPLICANTS PRESENT THEMSELVES FOR SERVICE.

Implications

a) The standard application form would have to be packaged in pre-addressed envelopes bearing the office address of the appropriate branch office to which they should be directed.

b) Maximum staff would have to be provided to meet the estimated workload at the branches. In addition extra staff to meet emergencies as they arise must be provided either at the branch offices or as a reservoir at headquarters for deployment locally.

c) Available at branch offices should be a large nucleus of trained supervisory personnel competent in all matters related to the issue of passports and to have available by the scheduled opening date (January 1, 1970) a sufficient number of trained examiners, passport writers, machine operators and others needed for the maintenance of a fully operating passport issuing service. In relation to the proposed opening date, the provisioning of this degree of trained staff will be difficult.

d) Although the workload at headquarters could be reduced by up to 48%, a corresponding reduction in staff is not visualized as a reservoir of competent staff would be required for deployment at branch offices to meet emergency situations.

CONCLUSIONS

From review of the three options outlined and discussions with senior officials of the passport office, it has been concluded that the second option offers the best solution, particularly as it would provide essential service for urgent cases, but without compromising the ultimate acceptance of a central computerized system, should this prove to be feasible and advantageous to the Department. It is our conclusion that the Department should aim initially for a branch operation which is capable of being expanded, if necessary, in emergencies, but which could also be contained should its role develop mainly into a pre-screening operation.

In summary, under Option 2, it is felt that more control can be exercised over workload than under either Options 1 or 3.

In view of the initial findings of the computer feasibility study consideration could also be given to suggesting to the Department that the opening of Branch Offices be deferred for at least 12 months until the final state of the computer feasibility study has been completed, and a report submitted. At that time the role of these branch offices can be reconsidered in the light of the computer, if its implementation is feasible. This suggestion was not considered politically practical and was not incorporated in the brief to the Assistant Under-Secretary of State for External Affairs outlining the cause of action proposed by the Passport Office.

PART II. Opening of Branch Passport Offices

Discussions were held with Passport Division officials to determine the operations to be done and decisions to be taken in order to implement Government policy on the decentralization of the passport issuing function:

WHAT IS TO BE DONE?

Part I of this report develops the options and implications which are open to the Department. In summary the conclusions reached was that the "Branch Office will examine all applications which are received but process only urgent and others up to its operating potential and refer, on a daily base, the balance to Headquarters for processing".

WHAT NEEDS TO BE DONE TO ACCOMPLISH THE OBJECTIVE?

Having decided what is to be done, a determination must be made of the resources required to accomplish the objective. Using estimates arrived at through analysis of present workload (see Part 4) a qualitative determination can be made of the number of staff, the amount of space and the number of machines required to process a given number of passport applications. A far more difficult task is the requirement for trained personnel and systems and procedures necessary to operate.

Of paramount importance in the development of a training programme is the establishment of a set of complete manuals of procedures and policies. As a first step in the programme to open branch offices, it was decided to commission a study, to be conducted by the O & M officer of the Passport Division

- to determine the procedure presently being followed in the Passport Division;
- to prepare a procedures manual of staff training and instruction;
- to recommend improvement in existing procedures.

The set of manuals envisaged comprises five distinct sections:

1. Processing Manual
2. Junior Examiner's Manual
3. Senior Examiner's Manual
4. Manual of Regulations
5. Administrative Procedures Manual

Other programmes to be developed include a staffing programme (locally engaged and staff from Ottawa) and a training programme (in Ottawa and at branches). Evidently there is a certain amount of overlap in the activities to be performed (hiring staff to be trained in procedures).

An activity and relationship chart has been prepared to graphically demonstrate the sequencing and relationships of the major operations to assist senior divisional personnel to allocate staff, co-ordinate activities and monitor progress. (see Annex C). A further chart has been prepared which suggests certain target dates, and the time required to perform major operations to be used in fixing the date for the opening of the offices and to re-evaluate priorities for performing these tasks (see Annex D).

PART III. Determination of Resource Requirement

STAFF: A number of unknown factors are confronted in the planning for the staffing of branch offices:

- A) the volume of applications that will be directed to Branch Offices,
- B) the percentage of applications involving urgent service,
- C) the number of inquiries for passport and related travel information, and
- D) the degree of efficiency and productivity that these offices will be able to achieve.

Analysis of workload indicates that the estimated 15% of total business that comes through travel agencies will most likely be sent to the local office. However, this is a national estimate, while travel agencies are located primarily in the large metropolitan areas, a perhaps more realistic figure would be 30%. It is therefore suggested that, for staff purposes, an arbitrary estimate be used, say 50% of the total volume of applications estimated to originate from the area in close proximity to the branch office.

By computing the number of non-fixed man years (as opposed to administrative permanent staff) expended to produce last years volume so we can estimate in general the number of man years required to process applications.

In view of the number of unknowns it is felt that no major reduction in manpower at headquarters should be foreseen but that after the first year, substantial reduction should be realized.

PASSPORT WRITING EQUIPMENT:

The number of passport writing machines to be provided to Branch Offices should be based on the estimated maximum workload during the peak demand months. Since the actual number of applicants who will go to Branch Offices is not known and since a certain portion of applications originating from the branch office

area will be forwarded to Headquarters, a certain reserve capacity will therefore be available to deal with emergencies should they arise..

Using the levels of productivity experienced at headquarters an estimate of the number of passport writing machines required, has been prepared and is in Annex E.

Miscellaneous equipment should be provided on the basis of the number of operating staff.

PASSPORT CONTROL SYSTEM:

To ensure that the names of persons applying for passports through Branch Offices are checked against the Passport Control List (P.C.L.) the Passport Office has proposed to send the name and date and place of birth of each person applying at a Branch Office to headquarters, match it against the PCL and inform the Branch Office of the results of this check. We have examined two alternative transmission methods: TELEX and DATACOM. Comparison of the costs of these methods indicates that the Datacom method is the more economical.

Total annual equipment rental and transmission costs

TELEX: \$15,000.00

DATACOM: 9,000.00

Details of the comparison are attached in Annex F.

The DATACOM service is offered by Bell Canada using the Inter City telephone network. Input to the system is by means of a key board console where hard copy and paper are to be produced simultaneously. The hard copy provides the originator with a copy of the data transmitted. The paper tape is inserted into a reader; when Headquarters is ready to receive the data it sends a TRANSMIT signal to the Branch Office causing the tape to be read. The signal is given by merely dialing the originator's telephone number on the console. Transmission is at a rate of 600 characters per minute. Output can be in the form of paper tape or hard copy or both.

A simpler and less expensive method is to issue each Branch Office a copy of the passport control list in the form of index cards kept on "drum" files. The list could be amended at the same time and in the same manner as are the headquarters and post lists. In the event that amendments must be effected immediately, the Telex system could be used.

The last method is considered the most desirable and equally effective.

SPACE:

The amount of space required should be based on the following:

1. the estimated number of applications originating from the branch office area five years hence (1964-1975);
2. the number of staff required to process it, based on levels of productivity experienced at headquarters; and
3. the equipment required to process the 1974-1975 volume.

Officials in the Passport Office project that 50% of the increase in volume over the next five years will occur within the first two years because:

1. introduction of jumbo jet air carriers; and
2. the increase in popularity of charter flights.

The possibility of a personal appearance system being established within the next five years can be met within the framework provided for by the application of the above. Furthermore, should a centralized computer based, processing system prove feasible the effect on total space requirements will be minimal since the reduction in production work area needs will be offset by the requirements for the administration of the pre-screening procedure which the Passport Office feels will most likely be established within five years.

A formula to be used when estimating resource requirements has been prepared and is in Annex G.

PART IV. Workload Analysis

Scientific estimates of workload were conducted in eight areas to enable the Department to accurately develop resource requirements: staff, equipment and space.

- a) Proportion of business from regions across Canada;
- b) Percentage of passport office activity by month;
- c) Estimate of workload from branch office regions and headquarters - 1970;
- d) Formula for estimating workload in each branch office and headquarters by month;
- e) Proportion of business coming through travel agents;
- f) Estimate of business coming through travel agents - 1970;
- g) Proportion of Passports issued through the Public Counter - 1968;
- h) Proportion of applicants that are natural born.

STATISTICAL TECHNIQUE

Unless otherwise specified the Random Sample technique was used to determine proportions. Observations were taken at random in files of passports issued in 1968. Discussion with the Bureau of Management Consulting Services and within the Departmental Organization and Methods Division indicate that to have a 95% limit of accuracy, give or take 4%, 600 observations, on a total population of 275,000, would be sufficient.

To have some indication of the representativeness of the random numbers used, second samples of the same size, were made and results compared. It was concluded that the results were representative of the total population within the limits specified.

The estimate of annual volume for 1970, 470,000 cases, was arrived at by the Passport Office.

FINDINGS

a) Percent of total volume by region:

<u>Region</u>	<u>Percent</u>		
Yukon and Northwest Territories	0.85%		
Greater Vancouver	6.85%	12.55%	
Remainder of British Columbia	5.70%		
Greater Edmonton	2.35%		
Greater Calgary	1.85%	6.15%	} 11.74%
Remainder of Alberta	1.95%		
Greater Regina	.64%	2.39%	
Remainder of Saskatchewan	1.75%		
Winnipeg	2.65%	3.20%	} 3.20%
Remainder of Manitoba	.55%		
Greater Toronto	18.85%		
Northern Ontario	1.9%	41.1%	
Southern Ontario	20.35%		
Greater Ottawa	4.3%		
Greater Montreal	15.65%		
Greater Québec City	2.4%	25.83%	
Remainder of Québec	7.8%		
Greater Halifax	.45%	1.70%	} 1.70%
Remainder of Nova Scotia	1.25%		
New Brunswick	1.1%		} 3.25%
Prince Edward Island	.05%		
Newfoundland	.40%		

Details are in Annex H

In the course of the study it was found that the proportion of applicants from Southern Ontario was higher than that for the Greater Toronto Metropolitan area. Consequently a sample by major population centre in Southern Ontario (excluding Toronto and Ottawa) was taken. The results of this sample were inconclusive.

Percentage of Volume by region in Southern Ontario

<u>Region</u>	<u>Percent of Southern Ontario</u>	<u>Percent of Canada</u>
Oshawa	1.95%	.43%
Hamilton	13.25%	2.55%
Kitchener-Waterloo	6.5%	1.75%
Brantford	1.85%	.38%
London	7.0%	1.35%
Windsor	6.0%	1.15%
Niagara Falls Area	6.5%	1.38%
Remainder of Southern Ontario	56.5%	11.5%

Details are in Annex I

In establishing the parameters for metropolitan areas we made use of Dominion Bureau of Statistics standards. Details are in Annex J.

By enlarging the parameters of the greater Toronto region to include other areas in close proximity to it, a more realistic proportion of volume of work from that area could be determined.

Enlarged Greater Toronto Area

<u>Region</u>	<u>Percentage of Volume</u>
Toronto	18.85%
Oshawa	.43%
Hamilton	2.55%
Kitchener-Waterloo	1.75%
Niagara Falls - St. Catherines - Welland	1.38%
	<u>24.96%</u>

(b) Percentage of Passport activity by Month;

In developing the percentage of activity by month use was made of statistics of passports issued and renewed over a 24 month period - 1967-1968.

<u>Month</u>	<u>Percentage</u>
January	7.10%
February	9.51%
March	11.16%
April	11.94%
May	11.43%
June	10.47%
July	8.54%
August	6.31%
September	5.90%
October	5.93%
November	6.29%
December	5.92%
<hr/>	
TOTAL	100.5%

Details are in Annex K

By matching the proportion of volume of business from each region with a branch office and the proportion of yearly activity by calendar month, a fair estimate of workload by month for each office can be developed.

FOR EXAMPLE:

Enlarged greater Toronto Area:	24.96% of total annual volume
Estimated total Annual Volume:	470,000 passports
Estimated Annual Volume of Toronto Area:	117,312 passports
Proportion of Yearly activity for September:	5.90%

Consequently: It is estimated that in the month of September the Toronto Branch Office will process 6,921 applications.

- c) Estimate of workload from branch office regions and headquarters - 1970:

A table of estimated monthly volumes for 1970 has been prepared for each branch office and headquarters (see Annex L).

- d) Formula for estimating monthly workload:

A formula for estimating monthly workload was arrived at by calculating the monthly percentage of activity and the percentage of volume by region. The factor arrived at is merely multiplied against the estimated annual volume which varies, giving the estimated workload for the particular office during a particular month. Tables of these factors are in Annex M.

- e) Proportion of business coming through travel agents:

It is estimated that 14.18% of the total number of applications for passports are routed to the passport office through travel agents and transportation companies (see Annex N).

- f) Estimate of business coming through travel agents - 1970:

A table has been prepared giving the estimated monthly workload, coming from travel agents, for each branch office and headquarters. For the purpose, the estimated total annual volume for 1970 was used (see Annex O).

g) Proportion of passports issued through the Public Counter - 1968:

Since the actual number of passports issued and renewed through the Public Counter is not known, an estimate was developed. For this purpose, use was made of the actual number of passports issued and renewed in September, 1968, and an estimate of annual workload developed having determined that September workload represents 5.69% of the total annual volume.

The results of the analysis are rather inconclusive since we were not able to discover the proportion of applications coming from the Ottawa area as opposed to those processed through the Public Counter. Details are in Annex P.

h) Proportion of applicants that are native born:

While difficulty was encountered in trying to arrive at the percentage of non-British foreign born, it was determined that:

67.29% of applicants are native born

32.71% of applicants are not native born

Details are in Annex Q.

PART V: Audit of Branch Office Operations

ORGANIZATION

The Cabinet has decided that the issue of Canadian Passports will be further decentralized in early 1970 with the opening of regional offices in three major Canadian cities. At that time passport services will be available from 4 offices in Canada, 12 in the United States and 77 in cities outside North America (see Annex R).

At present passport services rendered outside Canada (in 89 offices) are audited on a continuing basis by headquarters to detect errors, omissions and deviations from the prescribed passport instructions. Discrepancies are noted and brought to the attention of the relevant passport issuing office for future guidance. The audit is performed on all passport services rendered abroad (100% audit). The "Foreign Operations Section" of the Passport Office is responsible for this.

The regional offices to be opened in early 1970 could process an estimated 42% of all applications originating in Canada. The monitoring of regional office operations will be a crucial activity for the first six to twelve months to ensure that deviations from prescribed instructions are remedied as soon as possible.

With the opening of regional offices in Canada the audit function will consist of:

- a) Services rendered by passport issuing offices outside Canada; and
- b) Services rendered by passport issuing offices in Canada other than at headquarters.

It is suggested that the responsibility for performing both aspects of this function be allocated to a single organization unit established for this purpose, an Operational Audit Section.

AUDITING SCHEME:

In an operational audit system it is not necessary to perform a 100% audit if the objective of the system is to ensure that the same deviations from prescribed instructions are not repeated. The returns from a particular passport issuing office would most likely have been processed in much the same manner, consequently monitoring of application could be on a statistical sample basis.

It is therefore suggested that the audit of passport services, rendered by passport issuing offices, be on a sample basis with the size of the sample increasing or decreasing depending on the rate of errors.

As a consequence the auditing scheme would vary for each passport issuing office.

However, for the first few weeks of operations at Branch Offices, all (or as many as staff in Ottawa can handle) applications processed at the regional office should be re-examined at headquarters to ensure that major areas of misunderstanding are clarified as quickly as possible.

PRIVY COUNCIL OFFICE

BUREAU DU CONSEIL PRIVE

The Cabinet Committee On External Policy And DefenceRECORD OF COMMITTEE DECISION

Meeting of October 18th, 1968

Revision of Passport Procedures To Reduce Frauds

The Committee agreed, subject to an appropriate revision in the fees charged for the issuance of passports, that:

- (a) all Canadians, including natural born, be required to submit proof of citizenship, those claiming citizenship by birth be required to submit either a birth certificate or acceptable alternative evidence of birth;
- (b) no change be made to the existing guarantor system and requirements but this policy should be reviewed whenever a personal appearance procedure is introduced;
- (c) persons who submit a Statutory Declaration in Lieu of Guarantor be required to complete a detailed questionnaire in support of their applications in the form of the questionnaire attached to Cab. Doc. 651-68;
- (d) the period of total validity of a passport be limited to five years;
- (e) the provinces be invited to introduce measures for securing effective confirmation of an applicant's entitlement to a birth certificate before such a document is granted;
- (f) passport applications not be accepted when they are submitted on behalf of clients by travel agents who have also served the applicant as a Commissioner for Oaths or as a Notary Public in completing a Statutory Declaration in Lieu of Guarantor as a supporting document;

- (g) the Department of External Affairs be authorized to open branch passport offices in cities where major air terminals are located for scheduled overseas flights beginning with Vancouver, Montreal and Toronto; and,
- (h) for long range planning purposes the Department of External Affairs be authorized to conduct studies for the development of a personal appearance system for passport applicants in Canada.

The committee expressed reservations concerning the final recommendation in the memorandum that paralleling the study of an acceptable personal appearance system, the Department of External Affairs investigate the feasibility of including a finger print as well as a photograph of an applicant in his passport.

CONFIRMED BY THE CABINET ON OCTOBER 24TH, 1968

D.J. Leach,
Supervisor of
Cabinet Documents.

PRESS RELEASE

NO. 3

FOR IMMEDIATE RELEASE
JANUARY 22, 1969NEW PASSPORT REGULATIONS

The Honourable Mitchell Sharp, Secretary of State for External Affairs, today announced details of changes in passport requirements aimed at strengthening the Security of the Canadian passport. Changes announced are as follows:

Documentary Proof of Canadian Citizenship

Henceforth all applicants residing in Canada must provide documentary evidence of their claim to Canadian citizenship.

Persons claiming birth in Canada must present birth certificates, which are obtainable from the Registrar of Vital Statistics of the province in which the birth took place. Alternatively, they may present Certificates of Proof of Canadian Citizenship (includes a miniature certificate) which are obtainable from the Registrar of Canadian Citizenship, by application to him or through a clerk of Citizenship Court.

Applicants not born in Canada will be required to provide documentary evidence of Canadian Citizenship in the form of Certificates of Naturalization in Canada, Certificates of Canadian Citizenship or Certificates of Registration of Birth Abroad. Persons wishing to apply for a Canadian passport who do not hold one of these Certificates are urged to confirm their citizenship status with the nearest federal citizenship registration office, or the Registrar of Canadian Citizenship, Ottawa, and are advised that this procedure may take several weeks. In this way they would be able to submit with their passport application, documentary evidence to substantiate their claim to Canadian status.

Emergency Travel Situations

Fully completed applications already in the mail or which are at present being held by the Passport Office will be processed under the old requirements. It is recognized that undue hardship might be experienced by some applicants who have immediate travel plans and who do not have time before leaving Canada to apply for necessary certificates. In these cases the Passport Office has authority to provide temporary passport services in emergency situations. Passports of limited validity provided under these conditions will only be extended to their full validity upon submission of these limited validity passports if the documents are submitted before January 1, 1970.

Supplementary Information with Statutory Declaration in Lieu of Guarantor

Under existing passport requirements applicants who are unable to obtain guarantors of their applications are permitted to submit statutory declarations in lieu of guarantor. Because this procedure has certain weaknesses

it has been decided that when an applicant submits a statutory declaration to the effect that he is unable to obtain an eligible guarantor of his passport application who has known him for the required period of time he will, henceforth, also be required to complete a supplementary questionnaire providing additional personal information through which he may be readily identified by the Passport Office. This questionnaire will form part of the statutory declaration and will be known as Form EXT 829.

Abolition of Passport Renewals

The steady increase in the number of passports reported lost or stolen annually by Canadian travellers, the majority of which are lost outside Canada, has reached a level requiring remedial measures because of the security hazard represented by unrecovered documents. Because of this hazard, the Government has decided that the renewal of Canadian passports should be eliminated and the passport limited to a single five-year term.

Passports now issued may not be renewed on the expiry of the original five-year period. Passports issued originally for five years and which have since been renewed for a further period of up to five years will continue to be valid until the expiry date given in the passport.

Decentralization of Passport Issuance

The Department has been asked to implement a programme for decentralization of passport issuance in relation to the nation's major international air terminals from which travellers depart, often on short notice on direct flights to overseas points. It is hoped that branch passport offices will be established in Montreal, Toronto and Vancouver in approximately twelve months time as soon as staff resources permit; it is planned that a small office will be opened in the Maritimes at a later date.

Future decentralization will be undertaken in relation to the establishment of future major international departure airports and the volume of passport applications emanating from these areas which would be necessary to justify the expenses involved.

New Fee Schedule

The fee for a Canadian passport has remained at five dollars (\$5.00) for 43 years. The cost of operating the passport service has increased over the years to the point where it is now essential for the Department to adjust its fees to a sufficient level to recover fully the present costs for administering its passport service, provide the additional financial resources for underwriting its decentralization programme and the means to provide a more responsive service to the public.

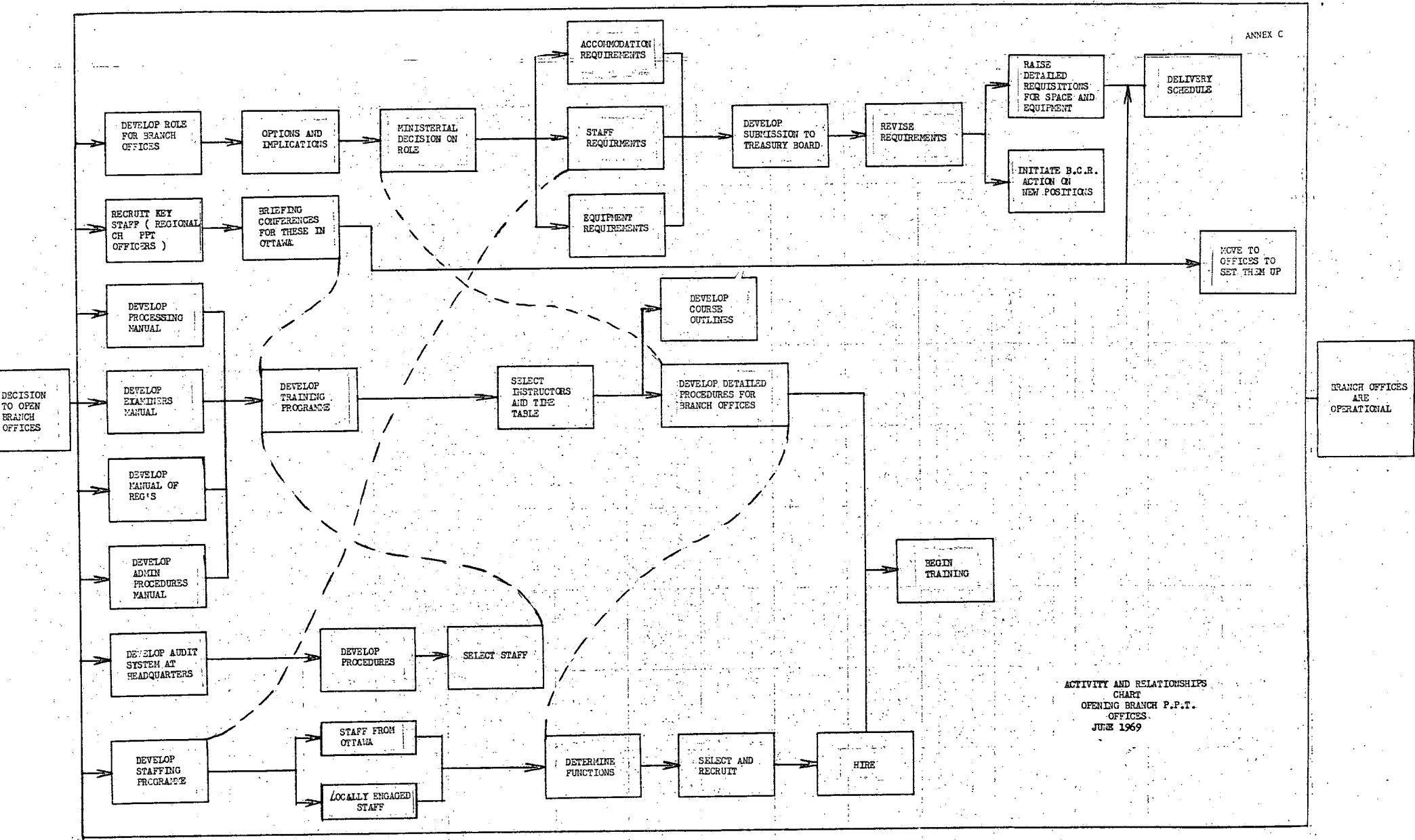
In order to recover the expenses involved, the Government has found it necessary to introduce a new fee schedule which will increase the cost of a regular Canadian passport to ten dollars (\$10.00) and that of the businessman's passport (48-page document) to twelve dollars (\$12.00). The new fee schedule and the new passport requirements will come into effect at midnight tonight, January 22, 1969.

The changes in passport requirements are being introduced at this time because it coincides with the normal low level in public demand for passport service.

Distribution of New Forms

Through the co-operation of the Post Office Department, stocks of the amendment instruction sheet (Form EXT 1000/Bil.1969) and Statutory Declaration in Lieu of Guarantor (Form EXT 829) to amend stocks of existing passport application forms have been forwarded to all local postmasters throughout Canada so they will be able to serve the public. If advance copies have not been received today, they should arrive within a day or two. Additional stocks are available through either normal Post Office Department channels or the Passport Office, Ottawa. The same material also has been forwarded to all travel agents and transportation companies so they will be fully aware of the changes in passport requirements.

Amended passport applications Form A and B reflecting the changes in instructions for completing passport applications will be distributed through the same channels as soon as the new forms are completed by the printer, but they are not expected to be available until some time after April 1, 1969.



ACTIVITY AND RELATIONSHIPS CHART
OPENING BRANCH P.P.T. OFFICES
JUNE 1969

ACTIVITIES

1. DEVELOP PROCESSING MANUAL

2. JUNIOR EXAMINERS

DEVELOP EXAMINER'S MANUAL

3. SENIOR EXAMINERS

4. DEVELOP MANUAL OF REGULATIONS (RULES)

5. DEVELOP ADMINISTRATIVE PROCEDURES MANUAL

6. PROCEDURES AT BRANCH OFFICES

7. APPLICATION FORM A

8. APPLICATION FORM B

9. APPLICATION FORM B-1

10. APPLICATION FORM A/FR

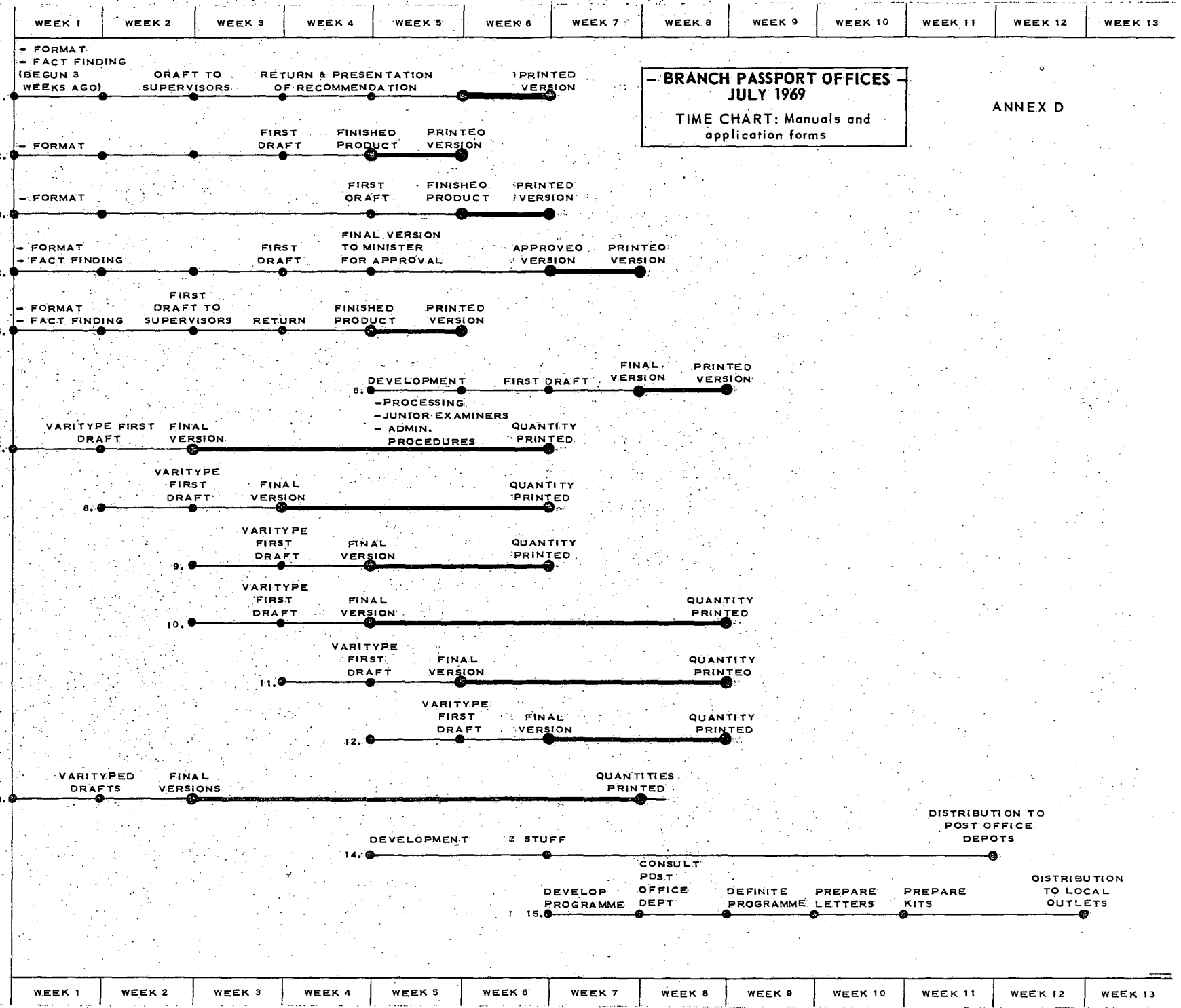
11. APPLICATION FORM B/FR

12. APPLICATION FORM B-1/FR

13. ENVELOPES FOR A, B FORM IN ENGLISH AND FRENCH

14. DESIGN DISTRIBUTION SYSTEM

15. KITS TO POSTMASTERS, TRAVEL AGENTS, ETC.



**BRANCH PASSPORT OFFICES
JULY 1969**
TIME CHART: Manuals and application forms

ANNEX D

July 9, 1969

Passport Writers: Estimated Production

Machine and operator output

Flexowriters:

250 - 4 part forms per day OR
 600 - Passports per day

Electric typewriters:

150 - 4 part forms per day OR
 150 - Passports per day

- In one normal day one flexowriter and one operator can produce: 150-170 passports and 4 part forms or 3,200 of each per month.
- In one normal day one electric typewriter and one operator can produce: 75 passports and 4 part forms or 1,500 of each per month.

Estimated Requirements^{*} : Passport Writers

Vancouver:	1 flexowriter	
	1 electric typewriter	
	2 operators	
	‡ one stand-by flexowriter	
Montreal:	2 flexowriters	
	1 electric typewriter	
	3 operators	
	‡ overtime for April and perhaps May	
Toronto:	4 flexowriters	
	1 electric typewriter	
	5 operators	
TOTAL:	8 flexowriters:	\$50,000
	3 electric typewriters:	\$ 2,000
	10 operators:	\$50,000

* based on maximum month, 100% of 1970 estimate, enlarged regional area.

COSTS FOR DATACOM SYSTEM
USING INTER CITY NETWORK

ESTIMATED ANNUAL VOLUME

Toronto to Ottawa	3,300,000 characters
Ottawa to Toronto	50,000 characters
Montreal to Ottawa	2,600,000 characters
Ottawa to Montreal	40,000 characters
Vancouver to Ottawa	1,600,000 characters
Ottawa to Vancouver	50,000 characters

DAILY CHARACTER LOAD FORMULA

$$\text{Non Peak Period } \left(\frac{1}{2} \text{ year}\right) = \frac{\text{annual load}}{4 \times 110}$$

$$\text{Peak Period } \left(\frac{1}{2} \text{ year}\right) \quad \text{Non Peak Period} \quad \times 3$$

BELL COSTS

Total machine and telephone facilities: \$7,000.00 annual rental for 4 locations

ADMIN TELECOM AGENCYESTIMATED TRANSMISSION TIME AND COSTS (peak period volumes)

Vancouver to Ottawa:	25 min per day at \$15.80 per hour:	\$1,445.40 per an.
Ottawa to Vancouver:	negligible	
Toronto to Ottawa:	50 min per day at \$2.75 per hour:	\$413.60 per an.
Ottawa to Toronto:	15 min per month: negligible	
Montreal to Ottawa:	35 min per day at \$1.40 per hour:	\$180.40 per an.
Ottawa to Montreal:	10 min per month: negligible	

TOTAL ESTIMATED TRANSMISSION COSTS: \$2,039.40

TOTAL ESTIMATED OPERATING COST, EXCLUSIVE OF LABOUR

Machine:	\$7000.00	
Transmission:	\$2039.40	
TOTAL:	\$9039.40	say \$10,100.00

COSTS FOR TELEX SYSTEMRate of Telex

Based on 60 words a minute - 5 letters per word.

Vancouver 90¢ per minute
 Toronto 37½¢ per minute
 Montreal 10¢ per minute

(name 25)
 (place of birth 10)
 (date 6)
 41

List of 25 applications per list at 40 characters - 1,000
 3 + 5 + 12

Heading of list (Number, date, description) - 20

Reply List Number - date - description - 15

1,035 per list

	<u>Toronto</u>	<u>Montreal</u>	<u>Vancouver</u>	<u>TOTAL</u>
Number of Applications	78,000	61,500	37,000	176,500
No. of List - 25	<u>3,120</u>	<u>2,460</u>	<u>1,480</u>	<u>7,060</u>
No. of characters X (1,035)	3,229,200	2,546,100	1,531,800	7,307,100
Number of minutes (-300)	10,764	8,487	5,106	243,57
60 words at 5 characters	<u>at 37½¢</u>	<u>at 10¢</u>	<u>at 90¢</u>	
Est. Cost - Variable	4,036.50	848.70	4,595.40	9,480.60

Rental of Equipment - Fixed

12 at \$77.25	927.00	927.00	927.00	2,781.00
Est. Cost for 12 Months -	4,963.50	1,775.70	5,522.40	12,261.60

Headquarters

Fixed rental 77.25 at 12 -		\$ 927	
April 68 - File log	7.		
Input (Average for 11 Months) \$150 X 115 X 12		<u>\$2700</u>	\$3,627

TOTAL ESTIMATED ANNUAL EQUIPMENT RENTAL
 AND TRANSMISSION COSTS

\$15,888.60

Formula to Determine Resource Requirements

- 1 - Staff: It is not known what percentage of applicants in a given region will go in person to the Branch Office or mail the completed form to the local office. There is also no clear indication of the number of urgent applications. However, the 15% of total business that comes through travel agencies will most likely be routed to the local office.

Formula - 50% of the total estimate volume per branch (not enlarged area);¹

- the estimated output in number of passports per variable man/month.²

- 2 - Equipment: Office equipment.

Formula - staff strengths as determined above

- 3 - Equipment: Passport Writing:

Circumstances, such as the mail strike, indicate that the maximum requirement be procured to meet emergency needs. Furthermore, the FRIDEN Company has decided to discontinue the particular model used in preparing passports.

Formula - 100% of total estimated volume, enlarged area, for the maximum month, per branch.

- 4 - Space:

Formula - 100% of total estimated volume, not enlarged area. Staff required as determined by using the variable man/month output in passports, to process 100% of total estimated volume, not enlarged. Equipment requirements as determined above.

1. When personal appearance system is operational, staff and space will be required to interview applicants from the immediate metro area.
2. A method for determining total staff strengths rather than particular needs by function.

RANDOM SAMPLE OF REGIONS TO WHICH PASSPORTS WERE MAILED (1968)

ANNEX H

	BRITISH COLOMBIA			ALBERTA			SASKATCHEWAN		MANITOBA		ONTARIO			OTTAWA	QUEBEC			NOVA SCOTIA			PRINCE EDWARD ISLAND	NEWFOUNDLAND	TOTAL
	YUKON AND NORTHWEST TERRITORIES	GREATER VANCOUVER	REMAINDER OF BRITISH COLOMBIA	GREATER EDMONTON	GREATER CALGARY	REMAINDER OF ALBERTA	GREATER REGINA	REMAINDER OF SASKATCHEWAN	GREATER WINNIPEG	REMAINDER OF MANITOBA	GREATER TORONTO	NORTHERN ONTARIO	SOUTHERN ONTARIO	GREATER OTTAWA (INCLUDING ONTARIO AND QUEBEC)	GREATER MONTREAL	GREATER QUEBEC CITY	REMAINDER OF QUEBEC	GREATER HALIFAX	REMAINDER OF NOVA SCOTIA	NEW BRUNSWICK			
TEST 1																							
OBS	1	34	29	16	9	11	4	13	16	6	100	11	133	29	92	11	39	4	6	6	0	2	572
PERCENT	.17	5.9	5.0	2.7	1.5	1.9	.6 ⁹	2.2	2.7	1.0 ¹	17.4	1.9	23.2	5.0	16.0	1.9	6.8	0.6	1.0	1.0	0	.3	100.3%
TEST 2																							
OBS	0	45	37	12	13	12	4	8	15	1	117	11	101	21	88	17	51	2	9	7	1	3	575
PERCENT	0	7.8	6.4	2.0	2.2	2.0	.6	1.3	2.6	.1	20.3	1.9	17.5	3.6	15.3	2.9	8.8	.3	1.5	1.2	.1	.5	98.9%

RANDOM SAMPLE OF REGIONS TO WHICH PASSPORTS WERE MAILED (1968)

ANNEX I

Southern Ontario (Excluding Toronto and Ottawa)

	Petersborough	Oshawa	Hamilton	Kitchener-Waterloo	Brantford	London	Windsor	Niagara Falls St. Catherines Welland	Remainder	Total
Test 3	0	4	14	7	1	7	8	11	81	133
% of S. Ont.	0	3%	10.5%	5%	.7%	5%	6%	8%	61%	99.2%
% of Canada	0	.6 ⁹ %	2.4%	1.2%	.1 ⁷ %	1.2%	1.3%	1.9%	14%	22.8%
Text 4	0	1	16	8	3	9	6	5	53	101
% of S. Ont.		.9%	16%	8%	3%	9%	6%	5%	52%	99.9%
% of Canada	0	.1 ⁷ %	2.7%	1.3%	5%	1.5%	1.0%	.8 ⁶ %	9%	17%

COMPONENT PARTS OF METROPOLITAN AREAS

Source: D.B.S. 1966 census of Canada,
Population (Catalogue No. 92-607 Vol. 1
(1-7))

<u>Metropolitan Area</u>	<u>Components</u>
Brantford	Brantford
Edmonton	Edmonton St. Albert Strathcona Stony Plain Sturgeon
Halifax	Halifax, Dartmouth Armdale Bedford and Waverley Cole Harbour and Eastern Passage Herring Cove and Spryfield North Dartmouth Rockingham
Hamilton	Hamilton Ancaster Beverly Binbrook Burlington Dundas Flamborough, East Flamborough, West Glanford Saltfleet Stoney Creek Waterdown
Kitchener	Kitchener, Waterloo, Ayr Bridgeport Dumfries, North Galt Hespeler Preston Waterloo

Metropolitan Area

London

Montreal

ComponentsLondon, c.
London
WestminsterMontréal
Anjou
Baie-d'Urfé
Beaconsfield
Côte-St-Luc
Dollard-des-Ormeaux
Dorval
Hampstead
Ile-Dorval
Kirkland
Lachine
LaSalle
Montréal, East
Montréal, Nord
Montréal, Ouest
Mont-Royal
Outremont
Fierrefonds
Pointe-aux-Trembles
Pointe-Claire
Roxboro
Ste-Anne-de-BelleVue
Ste-Geneviève
St-Jean-de-Dieu
St-Laurent
St-Léonard
St-Michel
St-Pierre
St-Raphaël-de-l'Ile-Bizard
Senneville
Verdun
Westmount
Ile-Jésus
Laval
Chambly
Boucherville
Greenfield Park
Jacques-Cartier
Laflèche
LeMoyne
Longueuil
Préville
St-Bruno-de-Montarville
St-Hubert
St-Lambert

Metropolitan AreaComponents

Montréal (Cont'd)

Châteauguay,
 Châteauguay-Centre
 Châteauguay Heights
 Léry

Deux-Montagnes,
 St-Eustache
 Laprairie
 Brossard
 Candiac
 Delson
 La Prairie
 Notre-Dame
 Ste-Catherine-d'Alexandrie-de-
 Laprairie
 St-Constant
 L'Assomption
 Charlemagne
 Repentigny
 Vaudreuil
 Rosemère
 Ste-Thérèse
 Terrebonne
 Dorion
 Ile-Perrot
 N.-D.-de-l'Ile-Perrot
 Pincourt
 Pointe-du-Moulin
 Terrasse-Vaudreuil

Niagara Falls

Niagara Falls,
 Chippawa

Lincoln
 St. Catharines,

Thorold

Welland,
 Humberstone
 Port Colborne

Oshawa

Oshawa,
 Whitby

Durham
 Darlington

Metropolitan Area

Ottawa

Québec

Components

Ottawa,

Gloucester
 Nepean
 Rockcliffe Park
 Vanier

Hull,
 Gatineau
 Pointe-Gatineau
 Templeton
 Templeton, Ouest

Aylmer
 Deschênes
 Lucerne

Québec,
 Beauport
 Beauport, Ouest
 Charlesbourg
 Charlesbourg, East
 Charlesbourg, Ouest
 Courville
 Duberger
 Giffard
 L'Ancienne-Lorette
 Les Saules
 Loretteville
 Montmorency
 Neufchâtel
 N.-D.-de-Lorette
 Orsainville
 St-Emile
 St-Félix-du-Cap-Rouge
 Ste-Foy
 St-Michel-Archange
 Ste-Thérèse-de-Lisieux
 Sillery
 Vanier
 Villeneuve

Lévis
 Charny
 Lauzon,
 Lévis,
 St-David-de-l'Auberivière
 St-Nicolas
 St-Romuald-d'Etchemin

Metropolitan AreaComponents

Toronto

Toronto,
 Etobicoke
 Forest Hill
 Leaside
 Long Branch
 Markham
 Markham
 Mimico
 New Toronto
 Richmond Hill
 Scarborough
 Stouffville
 Swansea
 Vaughan
 Weston
 Woodbridge
 York East
 York, North
 York,

Milton
 Oakville

Ajax
 Pickering
 Pickering

Port Credit
 Streetsville
 Toronto

Vancouver

Vancouver,
 Burnaby
 Coquitlam
 Delta
 Fraser Mills
 New Westminster
 North Vancouver,

Port Coquitlam
 Port Moody
 Richmond
 Surrey
 West Vancouver
 White Rock

Windsor

Windsor,
 St. Clair Beach
 Sandwich, South
 Sandwich, North
 Tecumseh

Metropolitan Area

Winnipeg

Components

Winnipeg,
Assiniboia
Brooklands
Charleswood
East Kildonan
Fort Garry
Kildonan, N.
Old Kildonan
St. Boniface
St. James
St. Paul, East
St. Paul, West
St. Vital
Transcona
Tuxedo
West Kildonan

ORDINARY PASSPORTS ISSUED AND RENEWED

1967

	<u>ISSUED</u>	<u>% of total</u>	<u>RENEWED</u>	<u>% of total</u>	<u>TOTAL</u>	<u>%</u>
January	14135	6.56	3672	8.10	17807	7.10
February	18614	8.64	4126	9.10	22740	9.07
March	25891	12.03	4484	9.89	30375	12.12
April	24862	11.55	6171	13.61	31033	12.38
May	25974	12.07	3622	7.99	29596	11.81
June	22830	10.60	4799	10.59	27629	11.02
July	17339	8.05	3216	7.09	20555	8.20
August	15858	7.36	3408	7.52	18266	7.29
September	12695	5.89	2787	6.15	15482	6.18
October	11517	5.35	2661	5.87	14178	5.65
November	13285	6.17	3363	7.42	16648	6.64
December	12189	5.66	3002	6.62	15191	6.06
Total	215189	99.99	45311	99.99	250500	99.99

ORDINARY PASSPORTS ISSUED AND RENEWED

1968

	ISSUED	<u>% of total</u>	RENEWED	<u>% of total</u>	<u>TOTAL</u>	<u>%</u>
January	16769	5.98	4643	8.47	21412	6.39
February	27578	9.84	5735	10.47	33313	9.94
March	30164	10.76	6217	11.35	36381	10.86
April	32624	11.64	6009	10.97	38633	11.53
May	37573	13.40	5708	10.42	43281	12.92
June	33796	12.06	3988	7.28	37784	11.27
July	25672	9.16	5233	9.55	30905	9.22
August	13436	4.79	3257	5.94	16693	4.98
September	15877	5.66	3195	5.83	19072	5.69
October	15343	5.47	4100	7.48	19443	5.80
November	15429	5.50	3513	6.41	18942	5.65
December	16009	5.71	3177	5.80	19186	5.72
Total	280210	99.99	54775	99.99	334985	99.99

ESTIMATED MONTHLY VOLUME: PASSPORT BRANCH OFFICES

Estimated Total Annual Volume: 470,000*

Month	Proportion of Yearly Activity	Toronto		Montreal 15.65	Vancouver	
		Metro 18.85	Enlarged 24.96		Metro 6.85	Enlarged 7.50
TOTAL VOLUME**		88,595	117,312	73,550	32,195	35,250
Jan.	7.10	6,290	8,329	5,222	2,286	2,502
Feb.	9.51	8,425	11,156	6,995	3,062	3,352
March	11.16	9,887	13,092	8,209	3,593	3,934
April	11.94	10,578	14,007	8,782	3,844	4,209
May	11.43	10,126	13,409	8,407	3,680	4,029
June	10.47	9,275	12,283	7,701	3,371	3,691
July	8.54	7,566	10,018	6,282	2,749	3,010
Aug.	6.31	5,590	7,402	4,641	2,032	2,224
Sept.	5.90	5,227	6,921	4,340	1,890	2,080
Oct.	5.93	5,253	6,957	4,362	1,909	2,090
Nov.	6.29	5,572	7,379	4,627	2,025	2,217
Dec.	5.92	5,244	6,945	4,354	1,906	2,087

*Note: Estimated Annual Volume as of June 18, 1969

**Figures have been rounded for convenience

SUMMARY

Month	Proportion of Yearly Activity	Volume for Branch Offices		Volume for Headquarters		Total
		1. (41.35%)	2. (48.11%)	3. (58.65%)	4. (51.89%)	
TOTAL VOLUME **		194,345	226,117	275,655	243,883	470,000
Jan.	7.10	13,798	16,054	19,571	17,316	33,370
Feb.	9.51	18,482	21,504	26,215	23,193	44,697
March	11.16	21,689	25,235	30,763	27,217	52,452
April	11.94	23,205	26,998	32,913	29,120	56,118
May	11.43	22,214	25,845	31,507	27,876	53,721
June	10.47	20,348	23,674	28,861	25,535	49,209
July	8.54	16,597	19,310	23,541	20,828	40,138
Aug.	6.31	12,263	14,268	17,394	15,389	29,657
Sept.	5.90	11,466	13,341	16,264	14,389	27,730
Oct.	5.93	11,525	13,409	16,346	14,462	27,871
Nov.	6.29	12,224	14,223	17,339	15,340	29,563
Dec.	5.92	11,505	13,386	16,319	14,438	27,824

1.	Metro Toronto	18.85%
	Montreal	15.65%
	Metro Vancouver	6.85%
	TOTAL	41.35%
2.	Enlarged Toronto Area	24.96%
	Montreal	15.65%
	Enlarged Vancouver Area	7.50%
	TOTAL	48.11%
3.	Branch Office Volume limited to Metro Toronto	
	Montreal	
	Metro Vancouver	
	<hr/>	
		41.35%
	Headquarters	
	<hr/>	
		58.65%
4.	Branch Office Volume includes	
	Enlarged Toronto Area	
	Montreal	
	Enlarged Vancouver Area	
	<hr/>	
		48.11%
	Headquarters	
	<hr/>	
		51.89%

FORMULA FOR ESTIMATING WORKLOAD: PASSPORT OFFICE

Month	Proportion of Yearly Activity	Toronto		Montreal 15.65	Vancouver	
		Metro 18.85	Enlarged 24.96		Metro 6.85	Enlarged 7.50
Jan.	7.10	1.34	1.77	1.11	.05	.05
Feb.	9.51	1.79	2.37	1.49	.06	.07
Mar.	11.16	2.10	2.79	1.75	.08	.08
Apr.	11.94	2.25	2.98	1.87	.08	.09
May.	11.43	2.15	2.85	1.77	.08	.08
Jun.	10.47	1.97	2.61	1.64	.07	.08
Jul.	8.54	1.61	2.13	1.34	.06	.06
Aug.	6.31	1.19	1.57	9.88	.04	.05
Sep.	5.90	1.11	1.47	9.23	.04	.04
Oct.	5.93	1.12	1.48	9.28	.04	.04
Nov.	6.29	1.18	1.57	9.84	.04	.05
Dec.	5.92	1.12	1.48	9.26	.04	.04

SUMMARY

Month	Proportion of Yearly Activity	Volume for Branch Offices		Volume for Headquarters		Total
		1. (41.35%)	2. (48.11%)	3. (58.65%)	4. (51.89%)	
Jan.	7.10	2.94	3.42	4.16	3.68	7.10
Feb.	9.51	3.93	4.58	5.58	4.93	9.51
Mar.	11.16	4.61	5.37	6.55	5.79	11.16
Apr.	11.94	4.94	5.74	7.00	6.19	11.94
May.	11.43	4.73	5.50	6.70	5.93	11.43
Jun.	10.47	4.33	5.04	6.14	5.43	10.47
Jul.	8.54	3.53	4.11	5.00	4.43	8.54
Aug.	6.31	2.61	3.04	3.70	3.27	6.31
Sep.	5.90	2.44	2.84	3.46	3.06	5.90
Oct.	5.93	2.45	2.85	3.48	3.08	5.93
Nov.	6.29	2.60	3.03	3.69	3.26	6.29
Dec.	5.92	2.45	2.85	3.47	3.07	5.92

1.	Metro Toronto	18.85%
	Montreal	15.65%
	Metro Vancouver	6.85%
	TOTAL	41.35%
2.	Enlarged Toronto Area	24.96%
	Montreal	15.65%
	Enlarged Vancouver Area	7.50%
	TOTAL	48.11%
3.	Branch Office Volume limited to:	
	Metro Toronto	
	Montreal	
	Metro Vancouver	
		<hr/>
		41.35%
	Headquarters	
		<hr/>
		58.65%
4.	Branch Office Volume includes	
	Enlarged Toronto Area	
	Montreal	
	Enlarged Vancouver Area	
		<hr/>
		48.11%
	Headquarters	
		<hr/>
		51.89%

PROPORTION OF BUSINESS COMING THROUGH TRAVEL AGENTS

	TYPE	OBS.	PERCENT
TEST 1	TRAVEL AGENT	90	15.84
	NOT TRAVEL AGENTS	478	84.15
	TOTAL	568	99.99
TEST 2	TRAVEL AGENTS	66	12.41
	NOT TRAVEL AGENTS	466	87.59
	TOTAL	532	100.00
TOTAL	TRAVEL AGENTS	156	14.18
	NOT TRAVEL AGENTS	944	85.82
	TOTAL	1100	100.00

ESTIMATED MONTHLY VOLUME: PASSPORT BRANCH OFFICES

ANNEX 0-1

ESTIMATED TOTAL ANNUAL VOLUME: 470,000*

MONTH	PERCENTAGE OF YEARLY ACTIVITY	TORONTO				MONTREAL		VANCOUVER			
		METRO AREA		ENLARGED AREA		15.65% OF ALL CANADA VOLUME	TRAVEL AGENTS 14.18	METRO AREA		ENLARGED AREA	
		18.85% OF ALL CANADA VOLUME	TRAVEL AGENTS 14.18	24.96% OF ALL CANADA VOLUME	TRAVEL AGENTS 14.18			6.85% OF ALL CANADA VOLUME	TRAVEL AGENTS 14.18	7.50% OF ALL CANADA VOLUME	TRAVEL AGENTS 14.18
ANNUAL	TOTAL**	88,595	12,560	117,310	16,635	73,550	10,430	32,195	4,565	35,250	5,000
JAN.	7.10	6,290	892	8,329	1,181	5,222	741	2,286	324	2,502	355
FEB.	9.51	8,425	1,195	11,156	1,582	6,995	992	3,062	434	3,352	476
MAR.	11.16	9,887	1,402	13,092	1,856	8,209	1,164	3,593	509	3,934	558
APR.	11.94	10,578	1,500	14,007	1,986	8,782	1,245	3,844	545	4,209	597
MAY.	11.43	10,126	1,436	13,409	1,901	8,407	1,192	3,680	522	4,029	572
JUN.	10.47	9,275	1,315	12,283	1,742	7,701	1,092	3,371	480	3,691	524
JUL.	8.54	7,566	1,073	10,018	1,420	6,282	891	2,749	390	3,010	427
AUG.	6.31	5,590	793	7,402	1,050	4,641	658	2,032	288	2,224	316
SEP.	5.90	5,227	741	6,921	981	4,340	615	1,890	269	2,080	295
OCT.	5.93	5,253	745	6,957	986	4,362	618	1,909	270	2,090	297
NOV.	6.29	5,572	790	7,379	1,046	4,627	656	2,025	287	2,217	315
DEC.	5.92	5,244	744	6,945	985	4,354	617	1,906	270	2,087	296

* Estimated annual volume as of June 18, 1969

** FIGURES HAVE BEEN ROUNDED FOR CONVENIENCE

SUMMARY

ANNEX 0-2

MONTH	PERCENTAGE OF YEARLY ACTIVITY	VOLUME FOR BRANCH OFF.				VOLUME FOR HEADQUARTERS				TOTAL	
		1		2		3		4		ALL CANADA VOLUME	TRAVEL AGENTS 11.18
		41.35% of all Canada Total	Travel Agents 11.18	48.11% of all Canada Total	Travel Agents 11.18	58.65% of all Canada Total	Travel Agents 11.18	51.89% of all Canada Volume	Travel Agents 11.18		
ANNUAL TOTAL		194,345	27558	226120	32060	275655	39090	243880	34580	470000	66650
January	7.10	13,798	1957	16054	2276	19571	2775	17316	2455	33370	4732
February	9.51	18,482	2621	21504	3049	26215	3717	23193	3289	44697	6338
March	11.16	21,689	3075	25235	3578	30763	4362	27217	3859	52452	7438
April	11.94	23,205	3290	26998	3828	32913	4667	29120	4129	56118	7958
May	11.43	22,214	3150	25845	3664	31507	4468	27876	3953	53721	7617
June	10.47	20,348	2885	23674	3357	28861	4092	25535	3621	49209	6978
July	8.54	16,597	2353	19310	2738	23541	3338	20828	2953	40138	5691
August	6.31	12,263	1739	14268	2023	17394	2466	15389	2182	29657	4205
September	5.90	11,466	1626	13341	1892	16264	2306	14389	2040	27730	3932
October	5.93	11,525	1634	13409	1901	16346	2318	14462	2051	27871	3952
November	6.29	12,224	1733	14223	2017	17339	2459	15340	2175	29563	4192
December	5.92	11,505	1631	13386	1898	16319	2311	14438	2047	27824	3945

1.	Metro Toronto	18.85%
	Montreal	15.65%
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	TOTAL	41.35%
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	TOTAL	48.11%
3.	Branch Office Volume limited to	
	Metro Toronto	
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	Metro Vancouver	
		<hr/>
		41.35%
	Headquarters	<hr/>
		58.65%
4.	Branch Office Volume includes	
	Enlarged Toronto Area	
	Montreal	
	Enlarged Vancouver Area	
		<hr/>
		48.11%
	Headquarters	<hr/>
		51.89%

PASSPORTS ISSUED THROUGH PUBLIC COUNTER

SAMPLE: TOTAL POPULATION - SEPTEMBER 1968

- Approximately 1450 passports were issued and renewed in September, 1968 through the Public Counter.
- In 1968, the September workload was 5.69% of the annual (see memorandum to Mr. W.S. Durdin, dated June 19, 1969. File: 1-2-4-5-24 and 1-5-7-4 FM 24).
- Consequently: It is estimated that 25,430 passports were issued and renewed in 1968 through the Public Counter.
- 334,985 passports were issued and renewed in 1968. Workload in Public Counter represented 7.5% of the total annual workload.
- However, 4.3% of the volume of business comes from the Ottawa region (see memorandum to W.S. Durdin, of June 16, 1969. File: 12-2-4-5-24 and 1-5-7-4 FM 24).

CONCLUSIONS:

- 1 - If it is assumed that all applicants in Ottawa (4.3% of total) come to the Public Counter, we could conclude that the balance (3.29) represents urgent cases from Toronto and Montreal.
- 2 - If it cannot be assumed that all applicants in Ottawa come to the Public Counter the results of the study can be said to be inconclusive.

CLAIM TO CITIZENSHIP

<u>Section of Citizenship Act</u>	<u>OBSERVATION</u>	<u>INTERPRETATION</u>
4-1-A	266	50.00% Born in Canada before 1947
4-1-B	1	0.18% Born outside Canada before 1947
5-1-A	92	17.29% Born in Canada after 1947
5-1-B	2	0.38% Born outside Canada after 1947
9-1-A	4	0.75% Former alien granted Certificate of Naturalization before 1947
9-1-B	1	0.18% British subject landed in Canada between 1927 - 1942
9-1-C	2	0.38% British subject landed in Canada before 1927
9-1-D	1	0.18% A woman married to a Canadian in Canada or abroad before 1947 and landed before 1947
9	46	8.65% Classification given to 9-1-A, 9-1-B, 9-1-C or 9-1-D who is granted a Certificate of Citizenship after 1947
10-1	69	12.97% Former alien granted Certificate of Citizenship after 1947
10-2	26	4.89% Former British subject granted Certificate of Citizenship after 1943
10-3	2	0.38% Former Canadian woman and a British subject who before 1947 married an alien, lost her Citizenship and regained it.
10-5	17	3.20% Former alien or British subject while a minor granted Certificate of Citizenship after 1947
39-1-C	1	0.18% A British subject landed in Newfoundland or Labrador before April 1, 1949
39	2	0.38% Classification given to 39-1-B or 39-1-C 94 or 39-1-D who is granted Certificate of Citizenship after 1947
TOTAL:	532	99.99%
CANADIAN BORN	67.29%	NON-CANADIAN BORN 32.71%

PASSPORT ISSUING OFFICES

OUTSIDE NORTH AMERICA


UNITED STATES

1. ACCRA	34. ISLAMABAD	67. SINGAPORE	1. BOSTON
2. ADDIS ABABA	35. KINGSTON	68. STOCKHOLM	2. CHICAGO
3. ANKARA	36. KINSHASA	69. SYDNEY	3. CLEVELAND
4. ATHENS	37. KUALA LUMPUR	70. TEHRAN	4. DALLAS
5. BANGKOK	38. LAGOS	71. TEL AVIV	5. DETROIT
6. BEIRUT	39. LIMA	72. TOKYO	6. LOS ANGELES
7. BELGRADE	40. LISBON	73. TUNIS	7. NEW ORLEANS
8. BERLIN	41. LONDON	74. VIENNA	8. NEW YORK
9. BERNE	42. MADRID	75. WARSAW	9. PHILADELPHIA
10. BOGOTA	43. MANILA	76. WELLINGTON	10. SAN FRANCISCO
11. BONN	44. MARSEILLES	77. YAOUNDE	11. SEATTLE
12. BORDEAUX	45. MEXICO		12. WASHINGTON
13. BRUSSELS	46. MILAN		
14. BUDAPEST	47. MONTEVIDEO		
15. BUENOS AIRES	48. MOSCOW		
16. CAIRO	49. NAIROBI		
17. CANBERRA	50. NEW DELHI		
18. CARACAS	51. NICOSIA		
19. COLOMBO	52. OSLO		
20. COPENHAGEN	53. PARIS		
21. DAKAR	54. PORT AU PRINCE		
22. DAR ES SALAAM	55. PORT OF SPAIN		
23. DJAKARTA	56. PRAGUE		
24. DUBLIN	57. PRETORIA		
25. DUSSELDORF	58. PONTA DEL GADA		
26. GENEVA	59. QUITO		
27. GEORGETOWN	60. RIO DE JANEIRO		
28. GUATAMALA	61. ROME		
29. THE HAGUE	62. SAN JOSE		
30. HAMBURG	63. SAN JUAN		
31. HAVANA	64. SANTIAGO		
32. HELSINKI	65. SANTO DOMINGO		
33. HONG KONG	66. SAO PAULO		

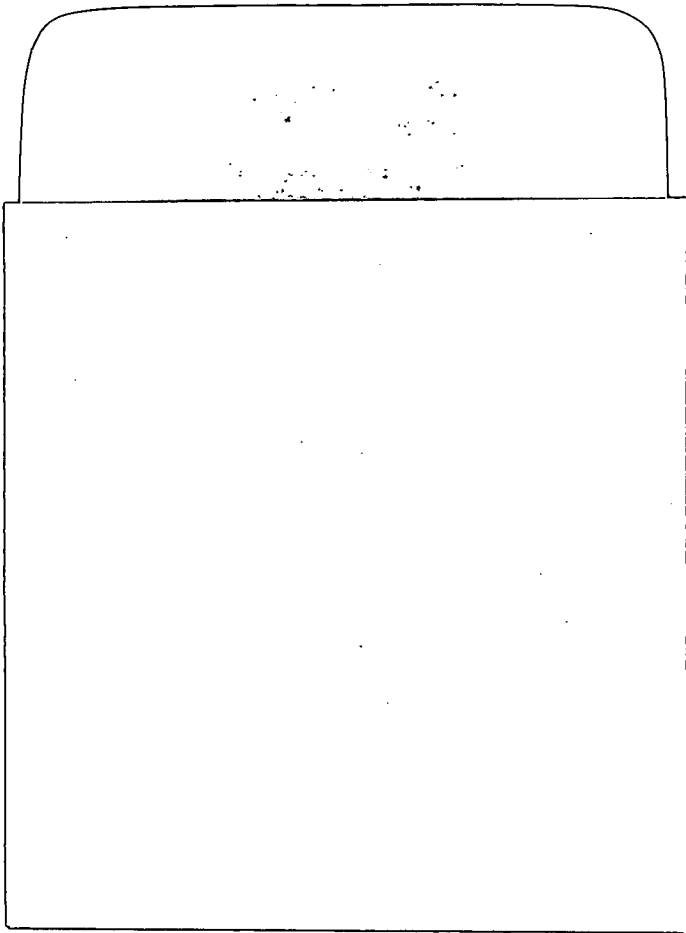
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-
- 1 - MONTREAL
 - 2 - OTTAWA
 - 3 - TORONTO
 - 4 - VANCOUVER

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