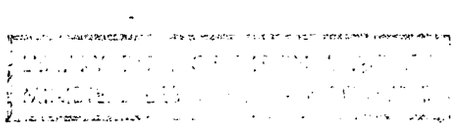
PROJECT NO. 563

REPORT ON A SURVEY OF THE PASSPORT DIVISION DEPARTMENT OF EXTERNAL AFFAIRS

MANAGEMENT ANALYSIS DIVISION
ADVISORY SERVICES BRANCH
CIVIL SERVICE COMMISSION



OTTAWA, ONTARIO
FEBRUARY, 1963.

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INTRODUCTION

1. At the request of the Department of External Affairs, a survey of the Passport Division was undertaken with the following terms of reference:

> "To determine the organization, methods procedures and staffing requirements which will result from the proposed mechanization of the passport writing operation in the Division."

2. A study was first made of the present procedures of the Division. When completed a visit was made to the United States Passport Office in Washington, D.C., and its New York City agency office to obtain an appreciation of the mechanized systems used in both locations. These are similar to the system proposed for the Canadian Passport Division.

3. As a result of the foregoing plus an evaluation of the proposed system in terms of need, number and kind of machines, installation cost and anticipated savings a number of conclusions were reached. Chief among these are the following:

1. That a need does exist for new passport writing equipment.

2. That the machine most suitable for this purpose is the Flexowriter.

3. That the number of Flexowriters required, initially, is six.

4. That the new equipment should pay for itself in about three years.

5. That there should be a substantial reduction in overtime pay and passport spoilage.

6. That the new equipment and concomitant system should result in a vastly improved service to the public, particularly during the peak demand period for passports.

4. While the introduction of new equipment will be a progressive step, it will not, by itself, solve all the problems which now hamper efficiency and productivity in the Division. The latter can be further enhanced by:

(a) Improved application forms,

(b) Better space facilities,

(c) A reduction in the number of transient employees,

(d) A re-asessment of work standards particularly in the Examination Section.

Observations on these points and others may be found in the section of this report entitled "Matters for Further Study".

5. At the request of the Department the Management Analysis Division will continue to provide assistance until the proposed system for passport writing, if adopted, has been successfully implemented.

6. The Divisional and Departmental officers are to be commended for their realistic and energetic approach to the problems confronting the Passport Division.

7. The co-operation of the Passport Division personnel throughout this survey is gratefully acknowledged.

NEED FOR MECHANIZATION

8. The proposal to replace the present passport writing machines with modern equipment which can produce passports efficiently is deemed necessary for the following reasons.

1. The need exists to ensure delivery of a passport within one week of receipt of an application to satisfy public demand for a faster service.

2. There has been an increase in the volume of passports issued due to the fact that more and more people are travelling abroad. Passports issued have increased from 115,000 in 1959 to 155,000 in 1962 and it is expected that the figure of 200,000 will be reached in 1965.

3. The present system requires heavy reliance on casual workers and overtime for regular workers to cope with peak workloads.

4. There is now a high passport spoilage rate which is costly and time consuming.

9. In view of the increased volume of business likely to confront the Passport Division in the immediate future, it is concluded that there is a justifiable application for a mechanical system superior to the one now used.

10. The Passport Division's main proposal is to replace the majority of the manually operated Elliot-Fisher flat bed typewriters, used to write passports, with Flexowriter machines. Before this conclusion was reached a number of alternatives were examined to ensure that a better machine or system was not overlooked. Two of these are described under the heading "Alternative Equipment". Before examining these it should be stated that the machine now in use is no longer available, except as a custom order, and at a price considered prohibitive. In addition to this non-availability factor there is the factor of machine age. The average age of the machines now in use is 9.5 years - of these, four are 15 years old. With advanced machine age, breakdowns occur more frequently and this creates an insolvable problem if new parts are required, since they can no longer be purchased. Therefore, machine obsolescence and non-availability of either new machines or parts leaves no alternative but to find another type of equipment, preferably with greater capacity, speed and reliability. Since the issuance of passports is an essential public service any slow down or interruption in this service could have very serious repercussions.

ALTERNATIVE EQUIPMENT

DURA BUSINESS MACHINES

11. The Dura Company manufactures a typewriter which when operated manually to produce a document also produces a punched tape. This tape can then be used to activate a like machine and automatically reproduces the document. In many respects this machine is similar to the Flexowriter. It lacks however, an important characteristic and that is the capacity to perform selective tape punching. This characteristic is also lacking in all other automatic typewriters with the exception of the Flexowriter. The Dura Company when contacted stated that it was hoped to have this feature incorporated in their machine in the near future. Their machine is capable of typing automatically at the rate of 175 words per minute, as compared with the 100 words per minute speed of the Flexowriter. There would also appear to be, from preliminary information, some cost advantage. However, regardless of these advantages, the machine could not be considered an alternative as no Canadian distribution facilities exist at this time.

I.B.M.

12. A demonstration of the I.B.M. 870 document writing system was witnessed at Carleton University, Ottawa. This is essentially a two part system. The basic equipment in the first part consisted of a punch card machine

which was connected to an electric typewriter. Data from a source document were key punched and typed simultaneously on a form inserted in the typewriter. The cards produced were then used in the second part of the system, which consisted of a card reader also connected to an electric typewriter, to produce the final document.

13. The I.B.M. system is more sophisticated and complex than it needs to be for the application under consideration - i.e., writing of passports. It has a potential for producing ancillary information, e.g., statistical data which is not essentially for this application. Furthermore, due to the number of cards required to produce one passport the processing time per passport would be high compared to the Flexowriter. The large number of cards required (five per passport) introduces the danger of them becoming misplaced or lost and in addition would constitute a filing problem. Even without these disadvantages the cost of the system would not permit its purchase considering that Flexowriter equipment can be purchased for approximately one-half the cost of the I.B.M. equipment. For these reasons then, the I.B.M. system could not be considered a suitable alternative.

14. After examining the merits of these alternatives, the decision was reached that the Flexowriter would be the best replacement available.

PROPOSED SYSTEM

THE FLEXOWRITER

15. The Flexowriter is a machine which is simple to operate and maintain. It is reliable, has adequate capacity and speed, and can be easily adapted to the proposed system for writing passports.

16. In this application the Flexowriter will be used both manually and automatically. The manual operation will consist of typing data from an application to a multi-part form. Two parts of this form will be used as indices. One part will be used as a mailing insert for the window envelope in which the passport is mailed. This will eliminate completely the typing of addresses on passport envelopes and to a large extent the typing of alphabetical index strips.

17. As the form is being typed, selected information will be punched automatically on a paper tape by a unit attached to the Flexowriter. This tape will be used at a later stage in the production process to operate another Flexowriter which will type automatically, in the passport, the data contained in the tape. The machine error factor should be less than one per cent which will mean a significant reduction in the present spoilage rate which for some operators has been as high as 25 per cent. One reason for this high spoilage rate is that the manual production of passports on the Elliott-Fisher machine is a difficult operation and it

is often performed by operators who lack sufficient training and experience. The writing of passports automatically is clearly a solution to this problem.

NUMBER OF FLEXOWRITERS REQUIRED

18. In determining the number of Flexowriters required it was necessary to know what the peak production figure would be for the busiest week in the year. The busiest period in the year ranges from January through August and the highest weekly production of passports during this time has reached 6,000 or more. In May of 1962, the average weekly production was 5,300 passports. Under present conditions this production can only be achieved by having personnel exceed normal work quotas and by working overtime. Over a protracted period this can lead to higher production costs as a result of decreased efficiency due to employee fatigue.

19. While the provision of enough machines to meet peak workload figures will mean some machine down time during the off season, there appears to be no alternative, for a number of reasons. In the first place, public demand for faster service must be met and in order to achieve this a backlog of applications in excess of one week should not be allowed to accumulate. Secondly, machines cannot be rented because of the requirement for a special type face and platen. If rental was possible then enough machines could be rented or hired, much the same as personnel, to cope with heavy workload situations.

20. In determining the number of machines required the proposed passport writing system was viewed as having two distinct phases. The first phase is the preparation of the multi-part form and the second, the preparation of the passport. These are discussed separately below.

PREPARATION OF MULTI-PART FORMS

21. A multi-part form will be prepared by a Flexowriter operator when the applications have been cleared through the examination section. It is estimated that each form will take approximately 75 seconds to prepare. This includes the operator's typing time and the spacing time of the machine, which is done automatically by means of a programatic tape. The 75 seconds estimated also allows for the handling of each application - exclusive of any typing time. After deducting a 15 per cent fatigue and personal allowance from the 450 minutes of an operator's working day, there remains 383 minutes of productive time, or 22,980 seconds. Daily production of forms should therefore:-

$$= \frac{\text{Total productive seconds per day}}{\text{Total seconds for each form}}$$

$$= \frac{22,980}{75} = 306 \text{ forms per day}$$

Since each form produced will result in the issue of one passport and using the highest weekly production figure of 6,000 passports, the number of machines required

to produce the same number of multi-part forms in one week -

$$= \frac{\text{Forms produced}}{\text{Forms per machine x working days in week}}$$

$$= \frac{6,000}{306 \times 5} = 4 \text{ machines}$$

PREPARATION OF PASSPORT

22. For each form produced, a paper tape is automatically punched. This occurs when the tape is passed through the tape reading unit on the Flexowriter. The tape contains the data to be printed in the passport. It is estimated that the new type passport will have approximately 66 characters typed on it. Since the machine types automatically at the rate of 8.3 characters per second, the time required to type 66 characters will be eight seconds. The number of spaces between words, each equivalent to a character, is estimated to be 25 or in terms of time - three seconds. In addition, the handling time per passport, mainly its insertion in and extraction from the Flexowriter by an operator, must be considered. A total allowance of 20 seconds for these operations is regarded as sufficient. Hence, the time calculated to turn out one passport is as follows:

Time to type 66 characters	-	8.3 seconds
Spacing time	-	3.0 "
Operator handling time	-	20.0 "
		31.3 seconds

If one machine is operated for 6.5 hours per day, or 23,400 seconds, the number of passports that can be produced will be -

$$\frac{23,400}{31.3} = 747 \text{ daily or } 3,735 \text{ weekly}$$

Since the number of passports produced will depend on the number of forms produced, a weekly production of 6,000 forms would mean an equivalent number of passports. Hence, the number of machines required to produce 6,000 passports in a week would be -

$$\frac{6,000}{3,735} = 1.6 \text{ -- say } 2.$$

Two machines would actually be capable of printing 7,470 passports in a normal working week which leaves the availability of some reserve capacity.

23. Machine requirements then are as follows:

For preparation of multi-part forms	-	4
For preparation of passport	-	2
		6

24. Since two manually operated machines will have the output necessary to supply input for one automatically operated machine the ratio of two passports to one form is established. This ratio is not necessarily inflexible and could be advantageously altered to meet existing workload conditions.

25. Since each machine can be fully utilized to obtain the optimum production and the additional production that could be obtained by overtime work, when necessary, makes it unlikely that more than six machines will be required, at least, until 1965. At that time productive capacity in relationship to volume of business should be re-examined.

26. It is interesting to note that if passport production were the same for each working day of the year four machines would be adequate. Hence, to gear machine requirements to meet peak production periods during the year is a more costly investment and could only be avoided by renting extra machines when necessary or employing a second shift during peak periods. The first alternative as already noted is not possible and the second alternative while possible is not feasible since it would require additional examiners to ensure a steady flow of applications for the Flexowriter operation. There already exists a serious problem in securing competent examiners for the normal shift and this must be solved before any thought could be given to providing examiners for a second shift.

STAFFING FOR NEW SYSTEM

27. The inauguration of the new system centering around the Flexowriter machine will necessitate a reduction in staff in some areas and an increase in others. Actually, it is premature to try to predict with any degree of accuracy just what the staffing picture will be like before the new system is fully developed and operating

smoothly. However, it is possible to note those areas which will be affected directly by the new system and estimate increases or decreases in staff calculated on a man-year basis.

	Section	Increase	Decrease
1.	Incoming mail and registry		
	Preparation of box lists	1.5 m.y.	
	Indexing		1.0 m.y.
	Expediting	1.5 m.y.	
2.	Passport Production		
	Numbering machine operation	1.5 m.y.	
	Passport preparation		2.3 m.y.
3.	Outgoing mail		
	Despatching		2.5 m.y.
	Miscellaneous		.5 m.y.
4.	Inquiry desk		.5
		4.5	6.8

Total decrease = 2.3 m.y.

28. As can be seen, no immediate staff savings of any significance can be expected. However, due to the fact that there will be greater capacity to turn out more passports in a normal working day with the new system there should be a saving in overtime. Under the present system, machine operators are expected to produce 810 passports daily or 4,050 in a week. With the new system, operators should be able to produce 1,224 passports in a day or 6,120 in a week. In addition to the elimination of substantial overtime work - calculated to be 3,175 hours, or $4,450, serious backlogs of work

will also be eliminated. The elimination of backlogs should result in a much improved service to the public which is of primary importance, even though it cannot be measured precisely in terms of dollars.

29. It is unlikely, due to the anticipated increase in volume of business, that a reduction in the present establishment will be possible. The man-year savings noted would be reflected in the credits now available for casual help. However, the Flexowriter system plus other procedural improvements aimed at reducing paperwork should obviate the need to increase the present establishment beyond its full strength, at least until 1965. This would only be true if the Division is allowed to fill all positions now authorized and can hire casual employees when required. It should be noted that at present the establishment of the Passport Division has ten vacant positions.

COST TO INSTALL NEW SYSTEM

30. The cost of installing the new system will be approximately $41,600 divided as follows:

6 Flexowriters and ancillary equipment	$26,000
*Filing equipment	10,000
Miscellaneous machines	3,600
Soundproof for Flexowriter room or a soundproof booth for each machine	2,000
	$41,600

*Estimated figure only, since the type of filing equipment required has yet to be determined.

31. Immediate savings resulting from the new system will be a substantial reduction in overtime pay, the cost of spoiled passports and 2.3 man-years. In terms of dollars these savings are estimated as follows:

Overtime pay	-	$ 4,850
Spoiled passports	-	3,120
2.3 man-years	-	4,870
		$12,840

32. The savings then available to amortize the cost of the new system are $12,840 and the pay out period in terms of years is -

$$\frac{\$41,600}{12,840} = 3.2 \text{ (years)}.$$

This period is well within the maximum of five years normally allowed to pay for new equipment. However, the decision to buy or not to buy cannot be made solely on this basis. The benefits to be derived can be only partly related to dollars. While it is true that the ability to demonstrate actual dollar savings is the most convincing test as to whether or not a new system should be purchased, the intangible benefits to be derived should not be overlooked and may be as equally or more important as tangible savings. In this particular application the principal intangible benefit to be achieved, namely, the provision of a greatly improved service to the public is considered to be of more importance than the dollar savings. And the fact remains that present equipment is obsolete and must be replaced.

33. In examining the cost of Flexowriters for the Passport Division, the fact that this operation consistently, year after year, has an excess of revenue over expenditure should not be ignored. For the fiscal year 1962-63, the estimated revenue will exceed expenditure by appeoximately $400,000. The expenditure, then, of one tenth this amount to improve a public service does not appear to be unreasonable, expecially when it is realized that the public through passport fees has made possible the surplus noted above and those in preceding years.

34. If this operation were conducted along the lines of a commercial enterprise adequate reserves for depreciation of equipment would be an integral part of the accounting system and the replacement of equipment would be financed from such reserves in a systematic and business like manner.

35. Due to the obsolesence of the machines now in use no market exists for them and hence no trade-in value is available to offset the cost of new equipment.

DISPOSAL OF ELLIOT-FISHER MACHINES

36. The disposal plan for the present passport writing machines is as follows:

1. One machine to be retained for ordinary passport renewals. This will be required for ten years since a passport issued in

1963 will be good until 1967 and can then be renewed at any time between 1967 and 1972. Present passports have a card cover and for this reason cannot be processed on a Flexowriter. Hence, the need to retain one machine ten years, to handle renewals issued prior to the introduction of the Flexowriter system and a soft covered passport.

2. One machine to be retained in the Certificate of Identity Section for preparation and renewals of certificates issued to landed immigrants who are stateless and have not completed residence requirements for Canadian citizenship.

3. One machine to be retained in the Diplomatic and Special Passport Section for issuing and renewal of these documents.

PROCEDURES FOR NEW SYSTEM

38. Procedures appear as Appendices A and B. Appendix A contains interim procedures to be followed prior to the installation of new equipment and Appendix B outlines procedures for the system proposed for use with the Flexowriter equipment. The main change in the interim procedures over the present procedures is the introduction

of a box system for moving passport applications from one processing section to another. This innovation should provide greater production control and facilities searching when telephone enquiries are received from applicants. Both sets of procedures are subject to change and refinement as experience will indicate.

MATTERS FOR FURTHER STUDY

39. As noted in the introduction to this report, there are other matters in addition to mechanical equipment, which require study, with a view to achieving greater efficiency and providing better service. Some of these are discussed briefly below.

APPLICATION FORMS

40. Concurrent with the introduction of new equipment revised application forms should be placed in use. These forms will have to be designed to fit the new passport processing system and also to enable the applicant to fill out an application as accurately as possible. The present forms are often completed incorrectly because the questions asked are ambiguous or improperly located on the form. In so far as the proposed system is concerned the data which is to appear on the multi-part form and the passport should be entered on the application so that it can be easily transcribed by the Flexowriter operator. A review of forms is now in progress with the objective of designing applications to meet the requirements of the new system and the public. The Management Analysis Division is assisting in this review. Copies of the redesigned forms will appear as an addendum to this report.

EXAMINATION SECTION

41. This section is staffed by clerical workers who examine passport applications to ensure that the applicants are entitled to receive a Canadian passport. Each examiner is expected to process 180 applications a day. The number of errors made by examiners suggests that the work of the section should be reviewed to determine the reason for these errors and the proper relationship between production and quality of work.

42. The practice of moving personnel in and out of the section frequently should also be reviewed. This practice results in a constant mix of inexperienced, partly experienced and experienced examiners with the latter always in the minority. The examination of passport applications is one of the most important functions in the Passport Division and in order to discharge it, experience is essential. It cannot be overly stressed that measures should be taken to ensure that transient employees are kept to a minimum and that experienced examiners are always in the majority. Experienced examiners include senior examiners who are referred to as administrative assistants. It is from among this group that personnel would be chosen to staff agency offices. Some corrective measures suggested are these:

1. That non-rotational positions be established to ensure that employees will be retained in the section.

2. That rigid specifications be laid down for examination work and that qualified personnel be selected to meet these specifications.

3. That a career plan for examiners be provided as a necessary incentive for sustained effort and work improvement.

4. That a training programme be inaugurated to ensure that examiners receive adequate instruction to enable them to discharge their duties competently and to be ready to staff agency offices if decentralization is adopted.

TRANSIENT EMPLOYEES

43. In addition to the Examination Section there are other sections in the Passport Division such as the Telephone Inquiry and Public Counter which suffer from the bad effects of transient employees. The passport operation cannot be fully effective if employees are constantly being moved in and out, unless the jobs they fill are simple to learn and require little training. Many jobs in the Division are complex and take employees six months to a year to acquire proficiency. A serious problem then, confronts management who must cope with the inadequacies of inexperienced personnel for an unreasonable length of time.

44. To correct what is obviously an unsatisfactory situation the incumbents of many positions, particularly those of a key nature, for example, supervisors, examiners, machine operators and administrative assistants should either not be subject to rotation or, alternatively, be required to serve a double tour of duty in the Passport Division. A review of the establishment to determine the exact number of such positions should be undertaken and then a policy stated which would stipulate that the incumbents of these positions should not be subject to rotation as is the present practice. The result should be that over a period of time the Division would be in the advantageous position of having experienced people capable of turning out work in the most satisfactory manner possible.

SPACE FACILITIES

45. The Passport Division is occupying second class office accommodation. There are two areas which are particularly bad, these being the space allocated for the public and that used by the examiners. The public reception area is approximately 100 sq. ft., hardly more than the size of an office cubicle. During the peak season when many people appear in person for their passports the public reception area is congested and only a few can be accommodated there at one time. As a result many have to line up in the public corridor. This is creating bad public relations and is most inconvenient and annoying for those concerned. Immediate

consideration should be given to providing enlarged accommodation with adequate seating and writing facilities, which are also lacking.

46. The other area which requires immediate improvement is that in which the examiners are located. This office space is most unsuitable for the kind of work performed there. This work requires a quiet atmosphere, good lighting, ventilation and sufficient space. The Examining Section has none of these features. There is also constant traffic through it, and two washrooms have their entrance leading directly from the work station. This by itself is bad enough, and requires no further elaboration. These poor working conditions undoubtedly contribute to low morale, absenteeism and unsatisfactory performance.

47. To alleviate the present space problem, file cabinets now in the file storage area on the 5th floor might be moved to another floor in the same building and the space taken over by the Incoming Mail and Registry Section. The section vacated might be used for the examiners and it would be a vast improvement over their present accommodation.

48. However, the final solution to the accommodation problem will only be arrived at by having the Passport Division located in first class quarters, preferably on one floor, which will be adequate for personnel and at the same time provide a commodious public reception area and leave the best impression possible with those who have occasion to utilize its facilities.

DECENTRALIZATION

49. At the present time, Ottawa is the only place in Canada where passports are issued. The issuance of passports is then mostly a mail order business. On the other hand people who are located in or near Ottawa who require passports are inclined to come to the Passport Office. These passports can usually be obtained within 48 hours. They represent, however, only a small percentage of the total passports issued.

50. Applicants who come personally to the Passport Office have their applications examined by an experienced examiner. As a result, no incorrect applications are taken over the public counter from people who present themselves at the Passport Office. Applications received through the mail are quite often submitted with inaccuracies, omissions, etc., and this means correspondence between the Office and the applicant until all the required information has been received. This naturally delays the issuance of passports and creates voluminous paperwork.

51. If passport agency offices were established in major cities, where there is a sufficient volume of business to warrant their existence, applicants could present themselves in person, and with the assistance of an examiner, complete their applications accurately. Applications, if not urgent, would then be sent to Ottawa for final processing. Applicants requiring passports urgently would have them issued by the office

they deal with. Applications sent to Ottawa could be processed without delay since the examining process would already have been completed.

52. One objective of decentralization would be to provide the Canadian public with a facility to enable them to complete passport applications properly before they are submitted to Ottawa and thereby reduce the time interval between submission of an application and receipt of the passport.

53. Before any decentralization is undertaken, statistics should be compiled to show the provinces, metropolitan areas and ports of departure for Canadians travelling to countries which require passports as a condition of entry. An analysis of this information should indicate in what cities offices should be located. In addition, a comprehensive study should be made of all the cost factors involved in setting up field offices to determine the economic feasibility of a decentralization programme.

WORK STANDARDS AND STAFFING

54. In addition to the matters discussed, some attention will also have to be given to revising present work standards and establishing new ones when the proposed system is operating. Refinement of procedures will also be necessary, and when both procedures and standards have been established on a firm basis it should be possible to arrive at a formula for staffing in terms

of total man-years. This figure could then be broken down into permanent and seasonal positions supplemented with casual man-year credits. The role and usefulness of the casual worker will have to be examined in the light of the changing pattern of work in the Division.

INTERIM

PROCEDURAL BREAKDOWN

PASSPORT WRITING OPERATION

FOR JANUARY 1, 1963

Step No.	Operation	Key Points or Notes
1.	Envelopes time stamped and opened. Covering letter for more than one application to be time stamped.	Automatic letter opener used.
2.	Contents of envelopes extracted and assembled.	Photos and documents placed in separate plastic bags and these are attached to the application together with the envelope and covering letter. The fee, if any, is also attached to the application.
3.	Applications and other mail passed to scanner who will classify as follows: Urgent applications Ordinary applications Renewal applications Correspondence (general) Attachments for applications previously received.	Attachments for applications previously received, if they contain a file number, are sent directly to the B.F. Section for attachment. If received with no file number, must be sent first to Index Section for insertion of file number and then to B.F. Section. From there the files go to the Examining Section after preparation of box list.
4.	Applications validated on N.C.R. machine. Fees removed.	Applications validated in groups of 25. Machine list and fees passed to cashier.
5.	Applications given a file back and sorted alphabetically. Attachments also sorted in alphabetical order.	Attachments should be sorted separately. A sorting rack or tray should be used for the applications.
6.	Box list for applications prepared by typist. Each box to contain 25 applications and a copy of the box list.	Each box will bear a number and the day's colour. The box list will contain the number of the box, date, surname, initials and locale of applicant. The second copy of the list will be sent to the telephone inquiry desk. The third copy will be retained by typist for reference purposes.

Step No.	Operation	Key Points or Notes
7.	Applications sent to Index Section for clearance.	Withdrawal of any applications noted on box list by inserting letter R after names of applicants and name of person, if any, to whom referred for necessary action. These applications then sent to Admin. Section or C.P.O.
8.	Applications indexed on 3 x 5 cards and filed alphabetically.	Cards will contain: File No., Processing box No., name, address, date and place of birth of applicant.
9.	Applications sent to examining section where examiners check applications for completeness and accuracy.	Those applications held up by examiners noted on box list. If further information required from applicant, a form letter is prepared. Copy of this and any questionnaire sent out attached to file and sent to B.F. Section.
10.	Applications sent to passport writing section. Passports written and placed in boxes with applications.	
11.	Applications sent to pasting section. Photo and specimen signature pasted in passport. Gluing machine used to moisten backs of photo.	Renewal applications first go to typist where they are registered. This becomes permanent record of renewals issued.
12.	Dry seal and date stamp applied to passport.	
13.	Boxes with applications and passports sent to despatchers for preparation of envelope and dispatch slip. Passport and documents, if any, placed in envelope. Dispatch slip attached to file.	Dispatch slip will contain passport number and documents, if any, to be returned to applicant.
14.	Boxes sent to checkers. Check pages 1 and 2 of passport against information on application. Check address on envelope against mailing address on application or covering letter.	
	Check documents against dispatch slip and file.	For this checking operation a check list should be provided.

Step No.	Operation	Key Points or Notes
15.	Boxes sent to mail section for following operations:	
	(a) Postage entered on envelope by means of meter.	
	(b) Envelopes classified by major city.	
	(c) Date and file storage stamp entered on file.	
	(d) Registration No. entered on envelope and corresponding file.	
	(e) Addressee, his city or town and registration No. on envelope entered in registration book.	Three copies prepared - one retained in book, two sent to Post Office of which one returned to Passport Office and filed chronologically.
	(f) Envelopes tied in bundles of 30 and placed in mail bags.	
16.	Applicants files sent to file storage room.	

PROPOSED

PROCEDURAL BREAKDOWN

PASSPORT WRITING OPERATION

FOR SEPTEMBER, 1963

Step No.	Operation	Key Points or Notes
1.	Envelopes time stamped and opened.	When more than one application is received with a covering letter, the letter is time stamped and photocopied to provide a copy for each application. An electric time stamp and an automatic letter opener are used.
2.	Contents of envelopes extracted and assembled.	Photos and documents are placed in separate plastic bags and these are attached to the application, together with the envelope and any covering letter. The fee accompanying the application is also attached.
3.	Applications and mail passed to scanner who will classify as follows: (a) Urgent applications. (b) Ordinary and renewal applications. (c) Correspondence (general). (d) Attachments for applications previously received with file numbers.	Those attachments noted in (d) can be sent directly after a numerical sort, to the B.F. section for attachment to the appropriate files. Those noted in (e) must first be sorted in alphabetical order and then sent to the Index Section for file number insertion. After preparation of box lists (see step 6) files sent to Examining Section.
4.	Applications with fees validated on N.C.R. machine. Fees removed.	Applications validated in groups of 25. Machine list and fees passed to cashier.
5.	Applications given a file back bearing a preprinted file number and attachments without file number, are sorted in alphabetical order.	The attachments should be sorted separately since they normally do not need a clearance check. Once sorted they can be sent to the temporary index for the file number previously assigned to the applications, and then returned for boxing. (See item 6)

Step No.	Operation	Key Points or Notes
6.	Box list for applications prepared by typist, with 25 applications per list.	Each box will bear a number and the day's colour. The box list will show the number of the box and date list prepared. The typist will enter the applicant's surname, initials and locale. Three copies will be prepared: Copy 1 - To be put in box. Copy 2 - To telephone inquiry desk. Copy 3 - Retained by typist. The lists should be manufactured in continuous style to facilitate typing. Whether 3 x 5 lists should be used will depend on experience with the block list of 25 commencing January 2, 1962.
7.	Boxed applications sent to look out file for clearance. Applications to which attachments have been made are placed in special boxes and sent directly to the Examining Section.	Withdrawal of any applications noted on box list by inserting letter R and name of referee, if available, after the applicants names. These applications sent to the Administrative Section or the named referee.
8.	Applications sent to Examining Section where examiners check for completion and accuracy.	An application held up by an examiner is noted on box list by a line drawn through the applicant's names. If further information is required by the examiner a form letter and/or questionnaire is sent to applicant. A copy of each is attached to file and sent to B.F. section in registry where it is filed numerically. A temporary index card showing file number is set up for the applicant and filed alphabetically to enable location of file if reply from applicant is received without a file number. Note: Should examiner notify telephone inquiry desk when an application is held up giving reason why? Answer to be based on experience resulting from interim procedures commenced January 2, 1963.

Step No.	Operation	Key Points or Notes
9.	Applications which are cleared by examiners sent to passport writing section for carding operation. Each card is checked by operator against application to ensure that the information transcribed is correct and complete and thereby reduce the risk of passport spoilage.	Carding operation consists of the preparation on a flexowriter of a multi-copy 3" x 5" form and the simultaneous production of a tape for each application. The form will contain: Processing box number, operator's initials, file number, name of applicant, his mailing address, place and date of birth, height, colour of eyes and hair. Also date of passport issue, expiration date and names of children, if any. All of the above information will be punched in passport tape except for box number, initials of operator, file number and mailing address.
10.	When a box of applications is completed, the forms are removed from the flexowriter and the appropriate set attached to each application. The applications are then placed back in the box, along with the tape prepared for them.	
11.	Boxes are taken to the passport issue desk and a passport assigned for each application.	
12.	Boxes are taken to a dual head numbering machine where numbers are assigned simultaneously to the application and two parts of the multi-part form.	A Simplex Dual Head Numbering machine is used. One of the numbered forms will be placed in the numeric file as the record of passports issued and the other in the alphabetical file. The first part of the form remains attached to the application. Sorting devices should be used for sorting index forms. Note: It must still be determined if the alpha index form should remain with application until the file storage stamp is applied.

Step No.	Operation	Key Points or Notes
13.	Boxes then move to the passport writing flexowriter. The tape (see step 10) is inserted in the machine along with a passport, the machine activated and the passport written, extracted, and attached to application which is returned to the box. This operation repeated until all passports in box are written.	
14.	The box then moves to the pasting section where the specimen signature is detached from the application and pasted in the passport along with the applicant's photograph. The seal is also applied at this stage.	A gluing machine is used to moisten the back of the photograph. (Also specimen signature if possible.) An electric sealing machine is used to apply the official seal. Note: If no specimen signature is required on new application form the present task of detaching the signature from the application and pasting it in the passport will be eliminated.
15.	The first copy of the 3" x 5" form is detached from the application, the address on it checked against the mailing address on the application or covering letter and then inserted in a window envelope along with the passport. A check to ensure that the passport is the correct one is also made as well as ensuring that the passport has been completely and accurately processed.	At this stage the boxes are withdrawn from the production line and returned to the incoming mail section. A check list should be provided to ensure that no checking operation is overlooked.

Step No.	Operation	Key Points or Notes
16.	The applications with attached envelopes containing the passport and other documents to be returned to the applicants are sent to the mail section for the following operations:	
	(a) Envelopes are passed through a postage meter machine.	
	(b) Envelopes are classified by major city.	
	(c) Date and file storage stamp entered on file.	
	(d) Registration number entered on envelope and corresponding file.	
	(e) Addresses, his locale, and registration number entered in registration book.	Three copies prepared - (1) retained in book, (2) sent to Post Office of which one receipted and returned to Passport Office and filed chronologically. Note: If mail registration of passports is no longer deemed necessary the registration task will be eliminated.
	(f) Envelopes tied in bundles of 30 and placed in mail bag.	
	(g) Applicants' files sent to file storage room.