



WEB COPY

BEFORE THE MADURAI BENCH OF MADRAS HIGH COURT

DATED : 24.04.2018

CORAM:

THE HONOURABLE Mr. JUSTICE M.S.RAMESH

W.P. (MD) No. 21882 of 2017

and

W.M.P. (MD) Nos. 18199 and 18200 of 2017

M.Thiagarajan

... Petitioner

Vs.

1. The Passport Issuing Authority,
Regional Passport Office,
Madurai.

2. The Deputy Superintendent of Police,
Central Bureau of Investigation,
EOU - IV / EO - II, New Delhi.

(R2 is impleaded vide order dated 22.02.2018
in W.M.P. (MD) No. 19941 of 2017)

... Respondents

PRAYER: Petition is filed under Article 226 of the Constitution of India, to issue a Writ of Certiorari, to call for the records pertaining to the impugned order issued by the respondent in file No. 1700019_CPC_MDU, 1600553_POL_MDU dated 13.07.2017 and quash the same on the ground that the same is arbitrary, illegal.

For Petitioner : Mr. V. Janakiramulu

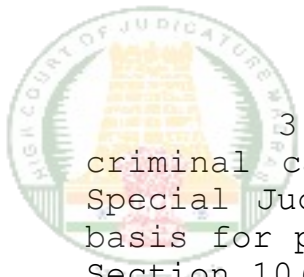
For Respondents : Mr. Nandagopal, C.G.S.C for R1

Mr. Gunaseelan Muthiah, AGP for R2

ORDER

By the impugned order dated 13.07.2017, the respondent concerned had rejected the petitioner's application in file No. 1700019_CPC_MDU, 1600553_POL_MDU on the ground that a criminal case in C.C.No.07 of 2012 is pending before the learned Special Judge, CBI-01, Tis Hazari, Delhi and a look out circular has been issued against the petitioner.

2. Earlier pursuant to the proceedings in File No. 1600553_POL_MDU, dated 18.11.2016, the passport of the petitioner was impounded under Section 10(3)(e) of the Passport Act, 1967. The petitioner had approached this Court, seeking for a direction to the respondents to quash the said proceedings dated 18.11.2016. This Court by order dated 18.04.2017, setting aside the said proceedings dated 18.11.2016, remitted the matter back to the respondent concerned for fresh consideration of the petitioner's claim for restoration of the passport after due consideration of all relevant facts. It is the case of the petitioner that in order to circumvent the above said direction of this Court, the present impugned order dated 13.07.2017 came to be passed rejecting the claim of the petitioner on the ground that it violates Section 10(3)(e) of the Indian Passports Act, 1967.



3.The learned counsel for the petitioner submitted that the criminal case in C.C.No.07 of 2012 is pending before the learned Special Judge, CBI-01, Tis Hazari, Delhi and as such, there was no basis for passing the impugned order since the same does not violate Section 10(3)(e) of the Indian Passports Act, 1967.

WEB COPY

4.The learned Assistant Solicitor General of India, on the other hand submitted that the decision to make the petitioner's impounding of passport was no illegality in passing the impugned order. He would further submit that as on date, there is a case in C.C.No.07 of 2012 is pending before the learned Special Judge, CBI-01, Tis Hazari, Delhi and in which, the petitioner has been arrayed as an accused and therefore, the case squarely attracts Section 10(3)(e) of the Indian Passports Act, 1967, and therefore, it is for the concerned Court to consider the petitioner's case for granting any orders to the passport authorities permitting him to leave the country.

5.I have given careful consideration to the submissions made by the respective counsels.

6.Before dealing with the facts of the petitioner's case, it would be appropriate to have a glance at the legal position in a case of this nature. Section 10(3)(e) of the Indian Passports Act, 1967 reads as follows:

"10.Variation, impounding and revocation of passports and travel documents:-

(1).....

(2)....

(3)The passport authority may impound or cause to be impounded or revoke a passport or travel document,-

(a)....

(e)if proceedings in respect of an offence alleged to have been committed by the holder of the passport or travel document are pending before a Criminal Court in India."

7.The word 'may impound' empowering a passport authority to impound or cause to impound or revoke the passport is apparently directory in nature and not mandatory.

8.The Ministry of External Affairs by a notification in GSR 570 dated 25.08.1993 had diluted the scope of Section 10(3)(e) of the Indian Passports Act, 1967 by exempting the persons against whom criminal proceedings are pending and who produce orders from the Court thereby permitting them to depart from the country with certain conditions. For the sake of clarity, the said notification is extracted hereunder:-

"Ministry of External Affairs Notification

New Delhi, the 25th August, 1993

<https://hcservices.ecourts.gov.in/hcservices/>

G.S.R.570 (E):-In exercise of the powers conferred by clause (1) of Section 22 of the Passports Act 1967 (15 of



1967) and in suppression of the notification of the Government of India in the Ministry of External Affairs No.G.S.R.298(E), dated 14th April 1976, the Central Government, being of the opinion that it is necessary in public interest to do so, hereby exempts citizens of India against whom proceedings in respect of an offence alleged to have been committed by them are pending before a criminal court in India and who produce orders from the court concerned permitting them to depart from India, from the operation of the provisions of Clause (f) of sub-section (2) of Section 6 of the said Act, subject to the following conditions, namely:-

(a) the passport to be issued to every such citizen shall be issued

(i) for the period specified in order of the court referred to above, if the court specifies a period for which the passport has to be issued; or

(ii) if no period either for the issue of the passport or for the travel abroad is specified in such order, the passport shall be issued for a period of one year,

(iii) if such order gives permission to travel abroad for a period less than one year, but does not specify the period validity of the passport, the passport shall be issued for one year; or

(iv) if such order gives permission to travel abroad for a period exceeding one year, and does not specify the validity of the passport, then the passport shall be issued for the period of travel abroad specified in the order.

(b) any passport issued in terms of (a) (ii) and (a) (iii) above can be further renewed for one year at a time, provided the applicant has not travelled abroad for the period sanctioned by the Court; and provided further that, in the meantime, the order of the Court is not cancelled or modified;

(c) any passport issued in terms of (a) (I) above can be further renewed only on the basis of a fresh court order specifying a further period of validity of the passport or specifying a period for travel abroad;

(d) the said citizen shall give an undertaking in writing to the passport issuing authority that he shall, if required by the court concerned, appear before it at any time during the continuance in force of the passport so



9. The aforesaid notification came to be further clarified through a circular issued by the Ministry of External Affairs, dated 21.08.2014, insofar it relates to the issuance of passports to an applicant against whom proceedings are pending before a Criminal Court. As per the said circular, the passport authorities were directed to process the application for issuance of passport after obtaining an undertaking together with a letter directing them to fulfil the requirements prescribed in the gazette notification dated 25.08.1993.

10. In the light of the notification dated 25.08.1993 and the subsequent circular dated 21.08.2014 read with Section 10(3) (e) of the Indian Passports Act, 1967, it can only be concluded that the scope for denying permission to issue a passport or initiate steps to impound is narrowed down to the effect that such persons may be permitted to leave the country on fulfilment of certain requirements. On a cogent reading of the gazette notification along with Section 10(3)(e) of the Indian Passports Act, 1967, it can only be held that the provisions of the Indian Passports Act will not be an absolute embargo for a person to leave the country or otherwise be disentitled for issuance of passport.

11. Yet another aspect that could be relevant in the circumstances of the present case, is the status of a person being accused or charged for criminal offences. One of the cardinal principles of criminal jurisprudence is the principle of presumption of innocence. The general principle is that a person accused of a criminal offence is presumed to be innocent until he is proved to be guilty has been reiterated in various judgments of the Apex court as well as the High Courts. The right of a person to move in and out of the country is a personal liberty protected under Article 21 of the Constitution of India. The requirement of natural justice is implicit in Article 21. While a person's personal liberty is protected under the Constitution of India, when such a person is yet to be proved guilty of a criminal offence, the passport authorities deriving their powers under Section 10(3)(e) of the Indian Passports Act, 1967, which is only directory in nature may not be justified in arbitrarily invoking the provision for impounding or attempting to impound or revoking the passport on the ground that the criminal case is pending.

12. In the light of the above observations, it can only be concluded that the respondent's action in creating an embargo to the personal liberty of the petitioner to move in and out of the country, is arbitrary.

13. In the instant case, a case in C.C.No.07 of 2012 is pending before the learned Special Judge, CBI-01, Tis Hazari, Delhi against the petitioner and the petitioner was then arrayed as an accused therein. In the interregnum, this Court by an order dated 18.04.2017, passed in W.P(MD).No.4787 of 2017 by setting aside the earlier proceedings dated 18.11.2016, remitted the matter back to



the respondent concerned for fresh consideration of the petitioner's claim for restoration of the passport after due consideration of all relevant facts.

14. This Court had an occasion to deal with the scope of the phrase "pendency of an FIR and proceedings in pre-cognizance stage" as evidenced in Section 10(3)(e) in a judgment reported in 2014 (2) CWC 684 (W. Jaihar William and others Vs. State of Tamil Nadu) could be termed as proceedings pending before the Court. The relevant portion of the said order is as follows:-

"8. From the materials available on record, this Court finds that the Applications submitted by the petitioners for passport were not considered by the third respondent for the reason that FIRs are pending against them. The Superintendent of Police, Tirunelveli, has filed Counter Affidavits stating that First Information Reports have been filed against the Petitioners for the alleged offences, stated supra, since they are involved in the agitation against the Koodankulam Nuclear Project. So far as the Petitioner in W.P(MD)No.8349 of 2014 is concerned, the Criminal case has been registered under Sections 147, 148, 294(b), 353 and 307 IPC. Since the FIRs are pending against the Petitioners, the third respondent has not considered the Applications of the Petitioners, by placing reliance on Section 6(2)(f) of the Passports Act, 1967. Section 6(2)(f) reads as follows:-

6. Refusal of passports, travel documents, etc.,
(1).....

(2) Subject to the other provisions of this Act, the Passport Authority shall refuse to issue a Passport or travel document for visiting any foreign country under Clause (c) of sub-section (2) of Section 5 on any one or more of the following grounds, and on no other ground, namely:

(a) & (b).....

(f) that proceedings in respect of an offence alleged to have been committed by the Applicant are pending before the Criminal Court in India;"

It is well settled legal principle that mere pendency of FIR cannot be construed as pendency of criminal proceedings in respect of the offences alleged to have been committed by the Applicant before the Criminal Court. Only after the Court takes cognizance of the offence alleged to have been committed by the applicant, as stipulated under Section 190 of Cr.P.C, it can be construed as "proceedings pending before the Court".

15. In the light of the above observations, the case in C.C.No.07 of 2012 pending before the learned Special Judge, CBI-01, Tis Hazari, Delhi, cannot be termed to be pendency of criminal case. In view of the same, the provisions of the Indian Passports Act, 1967 may not be attracted. While that being so, it would not be



appropriate to direct the petitioner to approach the "concerned court" to obtain an order by way of a direction to enable him to get the relief before the passport authorities.

16. In the result, the impugned proceedings of the first respondent in proceedings No.1700019 CPC MDU, 1600553 POL MDU dated 13.07.2017 is quashed and consequently, the first respondent herein is directed to issue the passport of the petitioner within a period of two weeks from the date of receipt of this order. While such an exercise of issuing the passport is made, the first respondent is at liberty to seek for an undertaking from the petitioner in writing to the passport authority that he shall, if required by the Court concerned, appear before it at any time, during the validity of the passport issued.

17. With the above observation, the writ petition stands allowed. No costs. Consequently, W.M.Ps. are closed.

Sd/-

Assistant Registrar (CS-II)

/True Copy/

Sub Assistant Registrar

To

1. The Passport Issuing Authority,
Regional Passport Office,
Madurai.

2. The Deputy Superintendent of Police,
Central Bureau of Investigation,
EOU - IV/EO -II, New Delhi.

+1 cc to Special Government Pleader. SR.No. 63284

W.P. (MD) No.21882 of 2017
24.04.2018

NBJ

VE/SKN/RSK/SAR 1/08.06.2018/6P/4C