



# Feasibility Study on a system for Registration of Albanian Emigrants

*AS IS*

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# 1 Current situation

## 1.1 Introduction

This section aims to give a clear and concise picture of the current Albanian population registration processes, with special reference to the abroad resident citizens. It will consider in particular the rules, activities, involved entities, and roles, supporting systems and tools, procedures and any other information useful to evaluate the gap with the planned system.

In order to draw up the most appropriate “to be model” (in terms of capability, usability, and general efficiency) we will analyse how various entities register and manage data about citizen, to various purposes, highlighting their potential contributes and interaction with abroad resident data recording.

In particular, we will represent the following processes:

- National civil status service
- Passport and cross-border
- Abroad consular services

We have chosen to analyse these processes in order to provide a picture of which information and data are available and how they are managed both on the central Albanian entities either on the peripheral entities. We point out that our present choices of investigation do not preclude the possibility of further developments, as far as we proceed with the design of the “to be model”.

## 1.2 Information sources

Some information sources used in this report about Civil Status Register are: “National Strategy on Migration” (I.O.M), “National Register of Civil Status Computerisation Project – Project Description and Technical Request for tenders” (MLGD), Civil Status Law, “Selected Documents on the modernisation of Civil Registration Service in Albania” (Statistic Norway and the Albanian MLGD). More information has been gathered by interviewing with referents of the Albanian diplomatic representations abroad, in particular with the consular officers in Italy (Consulates of Rome and Milan) and in Greece (Embassy and Consulate of Athens)

## 1.3 Legal framework

LAW Nr. 8950 dated 10 October 2002 - ON CIVIL STATUS (in the following Civil Status Law)

LAW Nr. 8951 dated 10 October 2002 - ON IDENTITY NUMBER (in the following Identity Number Law)

LAW Nr. 8952 dated 10 October 2002 - ON IDENTITY DOCUMENT (in the following Identity Document Law)

Law Nr. 8372 dated 9 July 1998 – ON THE EXERCISE OF CONSULAR FUNCTIONS BY THE DIPLOMATIC OR CONSULAR REPRESENTATIONS (in the following Consular Functions Law)

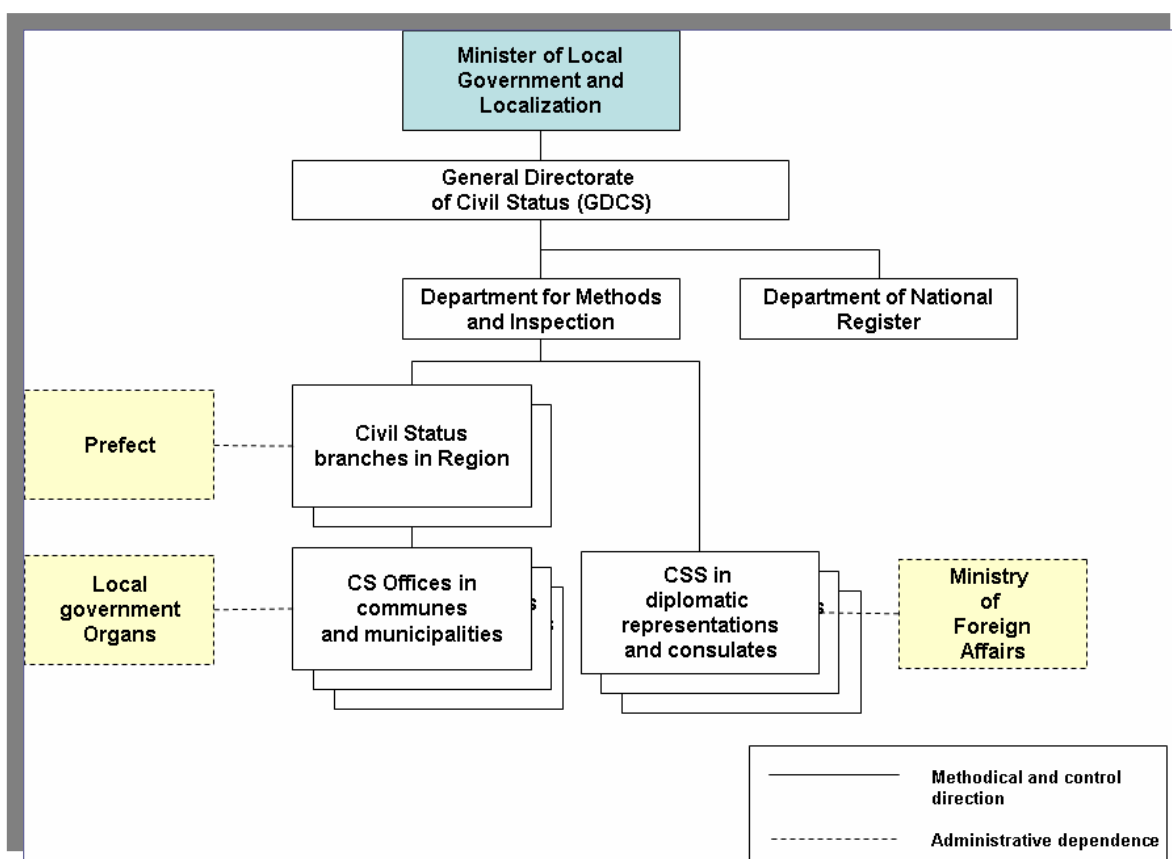


## 1.4 Civil Status Service

### 1.4.1 Actors involved

Ministry of Local Government and Decentralization (MLGD), Ministry of Foreign Affairs (MOFA), Prefectures, Local government bodies. The Ministry of Local Government and Decentralization will merge with Public Order Ministry.

### 1.4.2 Organization



The Civil Status Service shows a “matrix structure”, organized as follows:

- a) The General Directorate of Civil Status (GDSCS); it is under the MLGD and is composed by two departments:
  - 1) Department for Methods and Inspection: its role concerns the drafting of acts related to legislation on Civil Status Service, drafting of methods and regulations, manuals for the functioning of the offices of the civil status service (included programs of qualification for the CS employees).



2) Department of National Register: it will take care of the establishment and administration of National Register, a “should be” database covering all residents of Albania where the civil status components for each citizen are collected and kept updated in a digital way. It will follow up all the process of computerization.

b) The regional branch of civil status (RBCS): it is included in the structure of the administration of the prefect (one civil status employee in each district appointed and dismisses by Prefect). The RBCS maintain the archives of the civil status registers (old fundamental registers and yearly books of act), and issues of certificates from this source. In the future, according with the Civil Status Law, it must also oversees the activities of the CS offices in communes and municipalities, and coordinate the job between local offices, central level and other state institutions at district level, which are users of the CS data.

c) Offices of civil status: they are included in the administrative structure of the respective commune/municipality. There are 408 local CS offices, while we have a total of 374 local government bodies (65 municipalities and 309 communes). The employees amounts to 506 and each one is appointed and dismissed by the respective mayor. It is the only institution that has the legal competence to make change in the CS registers. They perform these duties:

- drawing up and keeping the Fundamental Register of citizens in the territory where they operate, updating it with new birth, marriage, death, divorce, adoption and migration/change of residence;
- registering acts of birth, marriage and death in the respective books;
- issuing of birth and family certificates and marriage and death;
- fulfilling obligations specified in legal and sub statutory acts in connection with other state institutions and interested subjects.

Other services provided by CSOs include:

- the voters’ register;
- the central register for Social Insurance Institute (ISSH): every month they fill in special forms for ISSH, reporting birth and death; these data are used by ISSH in order to assign social insurance numbers (personal identification numbers) according to law No 7845, dated 13 July 1994 (on Social Security Number);
- the Institute of Statistics (INSTAT): the CSO must every month fill in special forms for INSTAT, regarding births, marriages, deaths and other information.
- Military Office: the CSO must, upon request of the Military Office, prepare a list of new recruits.

The issuing of the ID documents was interrupted in 1992 and not resumed.

c) the civil status service in Albanian diplomatic representations and consulates. They keep books of civil service acts, administer the documentation and perform actions of civil status for Albanian citizens who have a permanent residence outside Albania, according to the specifications made in the law and other legal provisions (for more details see paragraph 1.7 below).

### 1.4.3 Supporting (paper) tools: Civil Status Registers

*“The components of civil status are name and surname, identity number, date of birth, place of birth, place of residence, sex, relations of paternity and maternal identity, death, declaration as disappeared and other facts provided by law. Albanian citizenship, as a component of civil status, is*



*the only distinguishing element from foreign citizens and stateless persons and their particular rights”.*

The Fundamental Register of civil status is a summary document of all the components of civil status, systematized for every family, by address (one family for one page). The original data is kept in the correspondent civil status book of acts (birth book, marriage book and death book).

It is created and maintained at the local CS offices where the citizen family resides permanently.

*“Civil status data is transferred to another office of civil status at the request of the head of the family, when he affirms a change of residence for a period of no less than one year. A particular adult member may request the transfer of data to another office of civil status only after having effected his separation as a family by himself or having joined another family. Every head of family is obligated to make the transfer of civil status of the family no later than 45 days after coming to a new place of residence”.*

These registers are the source for the issuing of the related certificates. These certificates make up for the lack of the identity card, so they are used very frequently<sup>1</sup>. There are seven different kinds of certificate, with a short validity time (three months). The form of such certificates has been recently modified in order to increase the level of security.

If an event occurs, affecting civil status data (mainly birth, marriage, and death), the concerned citizen will declare, prove (with needed documentation) and sign it, in:

- the CS office of residence, (where fundamental register is kept), if the event is a birth or a death;
- the CS office located where the event occurred, which will record the data and then notify it to the local office keeping the Fundamental Register (if different from the first).

At central level, the Ministry is also compiling a transitory national register (with residency data). It is currently used to set up the electoral lists and issue the electoral certificates, by adding up the fundamental registers and removing all the duplications.

The Civil Status law entails the creation of a National Register too, a unified state document to be create and administered by the GDCS, according to the data sent by local CS offices, and by the consular and diplomatic representations CS offices. At the moment a CS registration system abroad doesn't exist. For more details see the section on the Civil Status Service in the Consulate Offices abroad.

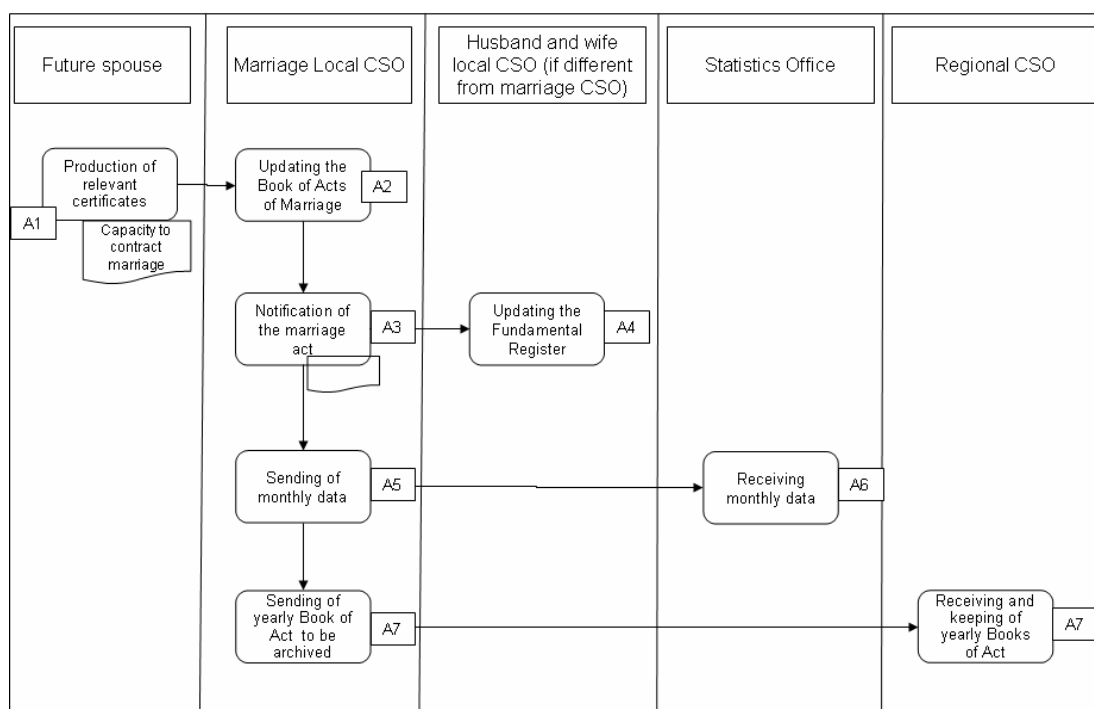
<sup>1</sup> Unlike the identity card – which is a document held by the citizen and it unequivocally identifies him/her – these certificates are issued and delivered every time identification is required.



### 1.4.4 Flow charts

In the following, some example flow diagrams are reported, illustrating Marriage, Birth, and Change of residence registration processes.

#### A) Marriage Registration



Code	Actor	Action	Description
A1	Future spouse	Production of relevant certifications	Both future spouses present their certificate of capacity to contract marriage to the CSO office where they want to get married.
A2	Local CSO where marriage takes place	Updating the Book of Acts of Marriage	The employee checks the documentations and fills in completely the act, signed by the spouses and employee and included in the apposite Book.
A3	Local CSO where marriage takes place	Notification of the marriage act	The employee notifies the act to the pertinent CS offices of future husband and wife, if they are different from that where marriage takes place.
A4	Husband / Wife local CSO (if different from	Updating the Fundamental Register (FR)	The employee in the wife CSO removes the spouse who is leaving her family from the FR; at the same time, the employee in

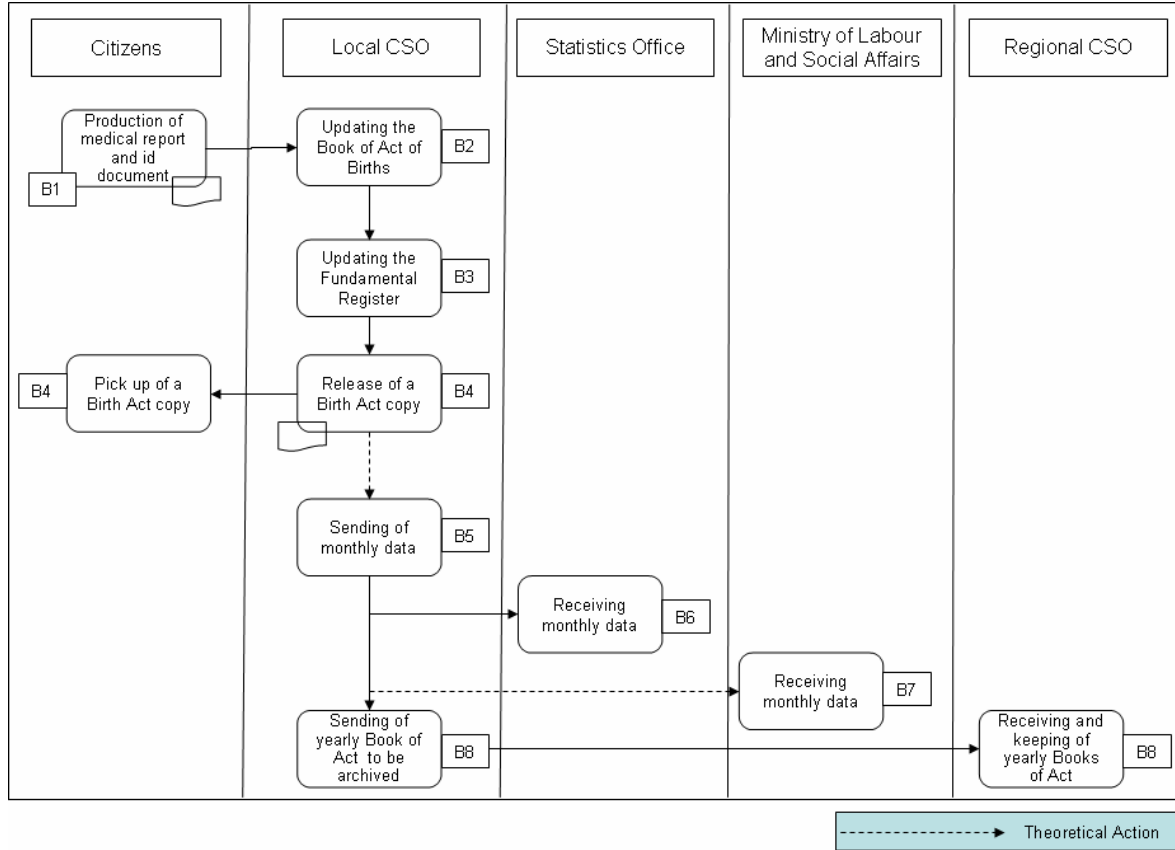


	marriage CSO)		the husband CSO adds the spouse in her husband FR. In each FR is given reference to the marriage act.
A5	Local CSO where marriage takes place	Sending monthly data	The employee sends every month the data about new marriages to the requiring public institutions
A6	INSTAT	Receiving monthly data	The statistical office receives the periodical data to statistics purposes
A7	Local CSO where marriage takes place	Sending of yearly Book of Acts to be archived	The employee sends every year the compiled Book of Acts of Birth to the pertinent Regional CSO, which will receive, maintain, and issue certificates from it.





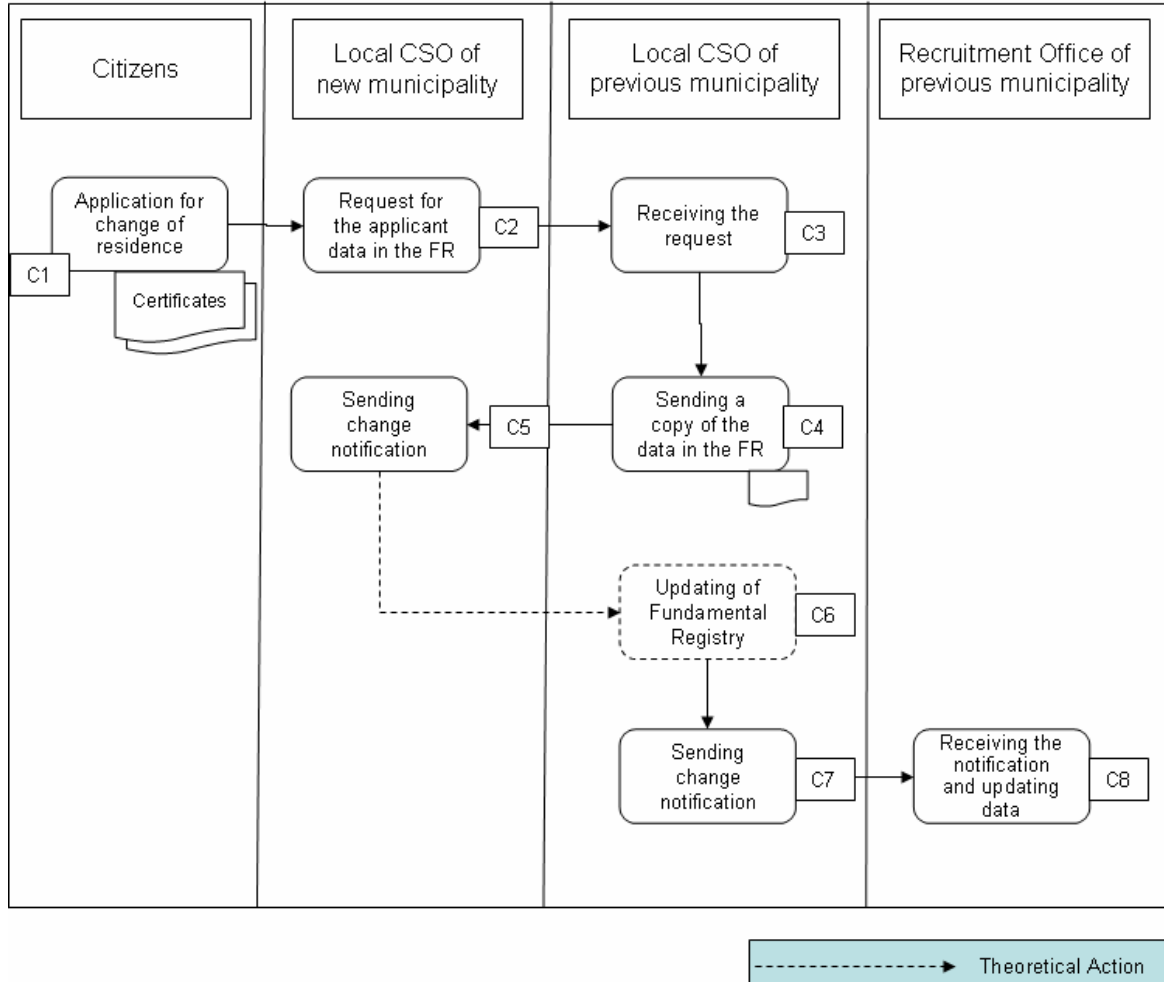
*b) Birth Registration*





<i>Code</i>	<i>Actor</i>	<i>Action</i>	<i>Description</i>
B1	Citizen	Produce of medical report and id document	The citizen declares the new birth supported by Medical report (or court decision in case of parent unknown) and identification document
B2	Local CSO	Updating of Book of Acts of Birth	The employee checks the documentations and fills in completely the act, signed by parent and employee and included in the apposite Book.
B3	Local CSO	Updating the Fundamental Register	The employee creates a new line for the baby and refers it to the act of birth.
B4	Local CSO - Citizen	Release of a Birth Act copy	The employee releases a copy of the act as certificate of birth, picked up by the parent
B5	Local CSO	Sending monthly data	The employee sends every month the data about new births to the requiring public institutions
B6	INSTAT	Receiving monthly data	The statistical office receives the periodical data to statistics purposes
B7	Ministry of Labor and Social Affairs	Receiving monthly data	The Ministry receives the periodical data to social insurance purposes (theoretically)
B8	Local CSO Regional CSO	Sending of yearly Book of Acts to be archived	The employee sends every year the compiled Book of Acts of Birth to the pertinent Regional CSO, which will receive, maintain, and issue certificates from it.

*c) Registration of a change of residence (to another place depending on a different CSO)*





<i>Code</i>	<i>Actor</i>	<i>Action</i>	<i>Description</i>
C1	Citizen	Application for change of residence	The citizen goes to the CSO of his new permanent or temporary residence and applies for change. He must produce a written request, a proof of the moving house and a family certificate from previous CSO.
C2	Local CSO of new municipality	Request for the applicant data in the FR	The employee checks the documentations and sends a request of data concerning the applicant to the previous municipality CSO.
C3	Local CSO of previous municipality	Receiving the request	The employee of the previous CSO, where the CS of applicant is registered, receives the request.
C4	Local CSO of previous municipality	Sending a copy of the data in the FR	The employee extracts from the Fundamental Register (FR) the required data and sends a copy of them to the requesting CSO.
C5	Local CSO of new municipality	Create record in Fundamental Register	Receiving this copy, the new CSO sends create a new record in the Fundamental Register.
C6	Citizen	Pick up a copy of act	The citizen pick up a copy of act of occurred change of residence
C7	Local CSO of new municipality	Sending a notification	The new CSO sends the notification to previous CSO about the occurred change in the Fundamental Register
C8	Local CSO of previous municipality	Updating of Fundamental Register	The previous CSO update the Fundamental Register writing the new CSO of residence of the citizen
	Recruitment Office of previous municipality	Receiving the notification and updating data	The Recruitment office receives the notification of change and updates database for its purposes.



#### 1.4.5 Focus Areas and criticalities

- **Quality of process:** the lack of a unique key to identify people results in multiple databases storing population data, and not cross-referring and updating each other. The introduction of a unique key (identity number) is expected by the quoted Civil Status Act.
- **Updating of Fundamental Register:** the concerned updating is based on the notification by citizens or other CS Offices) of the new data to the CS office where the citizen is registered. In some cases, this notification is delayed for various causes, i.e., a citizen living abroad doesn't send the new data to his original CS office; or the CS offices don't communicate rapidly each other the variations occurred, as required by law, or simply the postal service doesn't work properly. This, and other mismatches, result in not affordable or clean data. Further questions are: the change of names, permitted by law but not always accurately reported in the appropriate Fundamental Register; the lack of street names and a numbering system of buildings, due the lack of a national address system. In general, there is also a need of better institutional collaboration between the central and the local level of government.
- **Highly manual process:** the data entry is completely manual. In some municipalities an ORACLE based pilot system was implemented (central and local) aimed to support the process and to become in the future the official database for Civil Status and population registration. Meanwhile, a dual registration process has resulted in a low motivation of employees to maintain the system, which is scarcely used and no more affordable. The employees, in fact, must refer to the paper registry for checking of data and cannot use the system not even for the issue of certificates (the system doesn't support the new kind of certificates). A new project was planned by the MLGD, in order to complete the Civil Status computerisation; in particular, it is aimed to establish a National Register of CS, to provide every citizen an identity number, and to produce and issue a new identity card; the related call for tender has been postponed recently. For more information about the mentioned projects, (see the related sections).
- **Quality of CS abroad:** consulates have simple books, and their maintenance level is not always adequate and homogeneous. In some cases, the citizens living abroad must refer to their relatives living in Albany, to obtain certificates and passport; in other cases, they must even come back to Albania. This is probably related to the insufficient communication between consulates and CS Local Offices.
- **Turnover of CS employees abroad:** they are trained by GDCS, but Ministry of Foreign Affairs, responsible of their hiring and duties, makes frequent rotation in their assignment. Such situation results in a dispersion of competencies of the CS personnel abroad.



## 1.5 Passport and cross border

Another way “to capture” the official data about Albanian citizens resident abroad is linked to the process of passport deliverance and cross border registration. According to the MOPO estimates, indeed, more than 80% of Albanian resident abroad are passport holder. All the valid passports have been recently annulled and people have to renovate them before end 2005.

Moreover, most abroad emigrants come back very often to Albania. In order to pass the border police control they need a valid passport. All the people that cross through it are registered in this system. In this moment there is also a control validating that this person is not wanted by law. For the future MOPO has plans for centralized database and for information sharing through database coordination with other ministries or institutes. They have already signed an accord with the Foreign Ministry, in order to integrate the future digital visas system.

In view of this, the majority of Albania resident abroad (excluding the double citizenship holders), should apply for a new passport, and their data will be accordingly registered by the police systems.

### 1.5.1 Actors involved

Ministry of Public Order (MOPO), Ministry of Local Government and Decentralization (MLGD), Prefectures, Local government bodies.

### 1.5.2 Organization

See section **Error! Reference source not found.**

### 1.5.3 Supporting tool: MOPO database (TIMS)

The passport issuance and cross-border registration are supported by a special system from the concerned departments and prefectures under the Ministry of Public Order. TIMS was developed by the American Justice Department in order to track the criminals, and managing several political and justice problems and co-financed by US Government and EU.

The system architecture is Client/Server on an Oracle DB (Standard Edition One). It has a web based access. The menu language can be Albanian or English. The sources of the data are:

- The request for the replace or renewal of passports. In order to obtain the new passport, or the renew of it, Albanian citizen must compile a form that contains generalities (i.e. Name, Surname, Address, etc.);
- Border crossing points. All the people that cross through it are registered in this system. In this moment there is also a control validating that this person is not wanted by law;
- Visa request by foreign citizen. Foreign citizen that ask a visa to enter in Albania are registered in this system. This data is provided from the Foreign Affairs Ministry.

At present this system has a DB with about 300 tables and with:

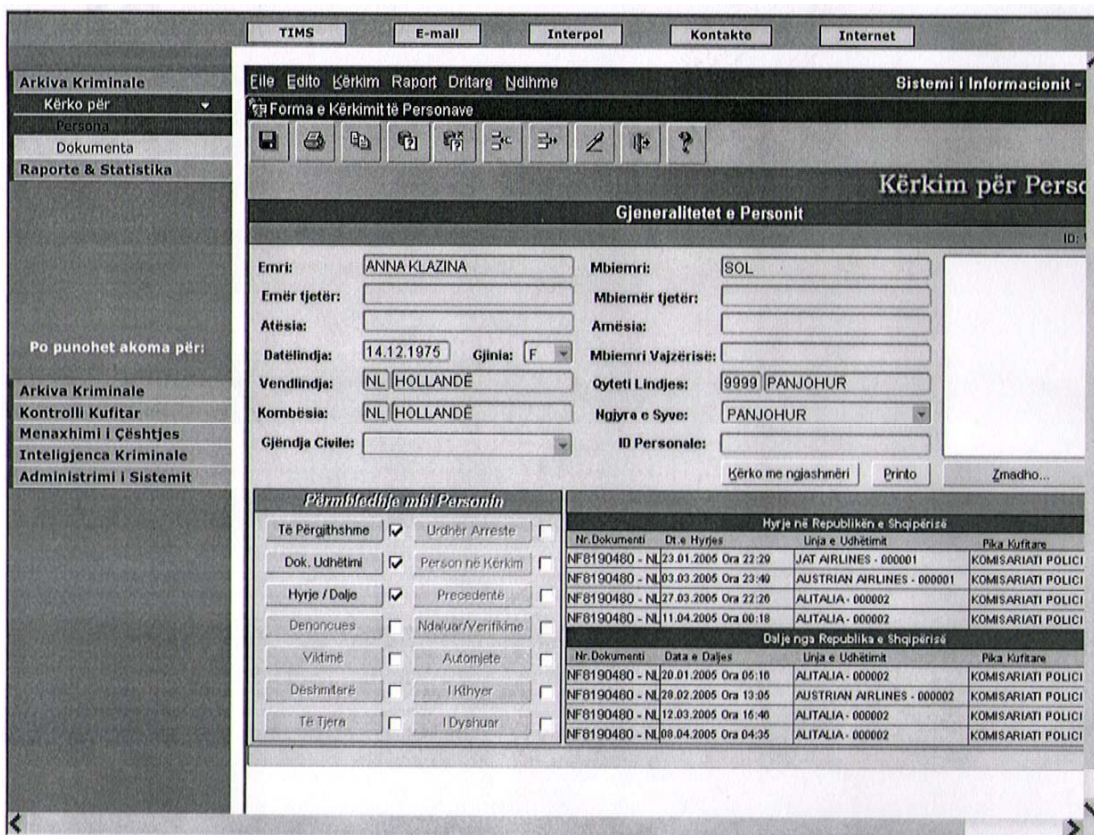
- About 1.900.000 records coming from the last replace of passports (is expected that at the end of the year will be terminated the replacement of passports increasing this number to about 2.500.000 records);
- About 1.500.000 records coming from the previous passport release (about 500.000 of them came from those of the 1997, and the rest from those of 1999);





How showed in the printscreen below, the general fields in a citizen's record are:

Name,	Surname
Other name	Other Surname
Father	Mother
Birthdate	Girl's Surname
Place of Birth	City of birth
Nationality	Eyes color
Civil Status	Personal ID



Since the system is installed in all Albanian Border Crossing Points it allows collecting data for Exit/Entrance from/to Republic of Albania where it shows:

- number of document;
- date of entrance/exit;
- Line of trip and Border Crossing Point for both entrance and exit;
- Etc...

Since now the net of the TIMS system is composed by a central server, situated in the IT department of MOPO, and about 15-16 local clients that have also their own DB. All DBs are updated once a day.



In the future they were looking of centralized database and also liked the idea of information sharing through database coordination with other ministry or institutes. They have already sign an accord with the Foreign Ministry, in order to integrate the future digital visas system within TIMS.

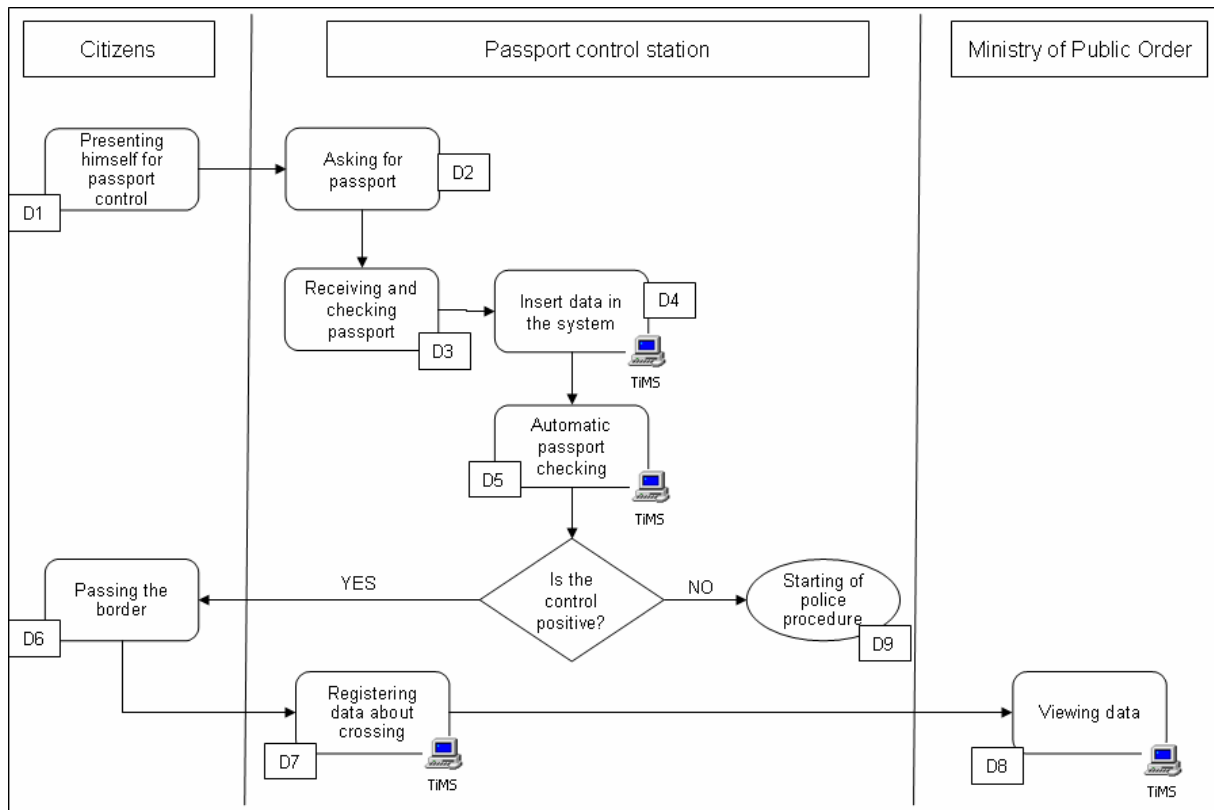
#### 1.5.4 Flow charts

In the following, some example flow diagrams are reported, illustrating Passport deliverance and Cross border registration process.





*d) Cross border registration*

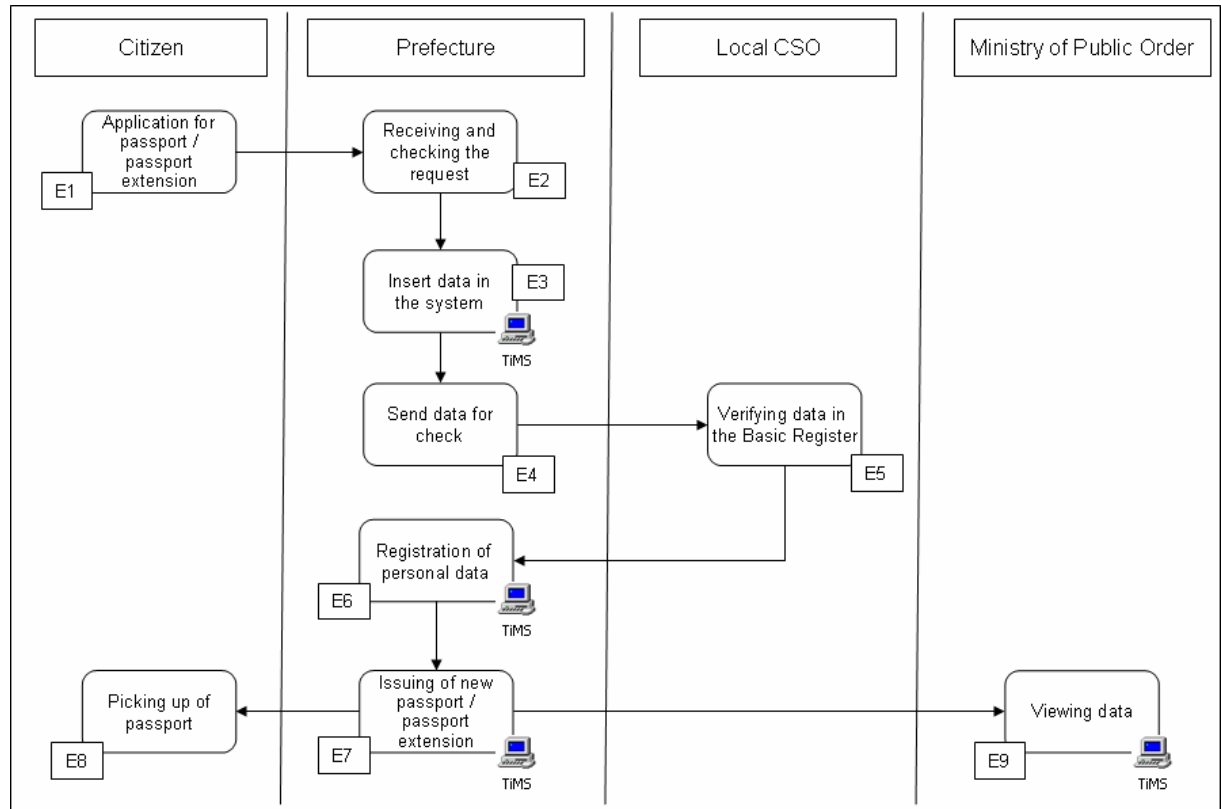




<i>Code</i>	<i>Actor</i>	<i>Action</i>	<i>Description</i>
D1	Citizen	Presenting himself for passport control	The citizen presents himself to the border station, asking for entering or leaving the country.
D2	Passport control station	Asking for passport	The police officer asks for the passport of citizen
D3	Passport control station	Receiving and checking passport	The officer receives and gives a first control to the passport.
D4	Passport control station	Insert data in the system	The officer inserts the required data in the system (TIMS), which already store the data of all issued passports (see the appropriate flow diagram)
D5	Passport control station	Automatic passport checking	The system controls the authenticity of the passport and its validity and completeness
D6	Citizen	Passing the border	If the control has a positive outcome, the citizen will pass the border (in or out).
D7	Passport control station	Registering data about crossing	The movement of citizen is registered by the system
D8	Ministry of Public Order	Viewing data	The data about cross border flows can be viewed for various purposes by MOPO Departments.
D9	Passport control station	Starting of police procedure	If the control has a negative outcome the officer will start the appropriate procedure.



*e) Passport deliverance*





<i>Code</i>	<i>Actor</i>	<i>Action</i>	<i>Description</i>
E1	Albanian citizen	Application for passport / passport extension	The citizen applies for a passport or passport renewal at the nearest Prefecture.
E2	Prefecture	Receiving and checking the request	The prefecture officer receives and check the request
E3	Prefectures	Insert data in the system	The officer insert the required data in to the police database (TIMS)
E4	Local CSO	Send data for check	Personal data are sent for check in the CSO where the applicant is registered
E5	Local CSO	Verifying data in the Fundamental Register	The CSO employees verify the applicant data in the Register and notify to the prefecture the result
E6	Prefectures	Registration of personal data	The officer update the applicant data in the system with the result of the CS check
E7	Prefectures	Issuing of new passport / passport extension	The passport / passport extension is issued
E8	Albanian citizen	Pick up passport	The citizen picks up the new passport / passport extension at the Prefecture.
E9	Ministry of Public Order	Viewing data	The data about passport issuances can be viewed for various purposes by MOPO Departments.

## 1.6 Related projects: the pilot system for Civil Status Service

### 1.6.1 Overview

We would like to start our overview by quoting Statistic Norway and the Ministry of Local government and Decentralization:

*“Local population registers may be used for a number of administrative purposes, such as electoral lists, social security benefits, healthcare, education, and ID cards. Thus, modern civil registers are important for the development of democracy and good governance. They are also an important source for the production of updated population statistics, at local and national level...there is a strong need to modernise the civil status (CS) registration system in Albania, as the registers are full of errors, do not currently reflect the population, and are difficult to use due to old-fashioned methods of entering (using a pen) and storing (in books) the data”.*



The need of modernization in the Civil Registration System came out in Albania at the beginning of 2000's, in connection with preparation of the Albanian population census. In that circumstance, the Norwegian Government offered to provide funding for a pilot modernization project with technical assistance from Statistics Norway<sup>2</sup>.

The undocumented demographic movements in the last decade produce criticalities for the Albanian Society and were of great concern for the Albanian government; it highlights the need for improved civil registration service to the public and a more correct and less contested source for voters' list.

The reform is now proceeding along several lines, where the most important are: completion of legal frame, improving of the existing "fundamental registers", service restructuring, computerization, and staff training. On the other side, the Civil Status modernization is considered part of the Schengen package that is a very important step towards opening of negotiations of association-stabilization agreement between Albania and EU.

Albania seems to go in the direction of the solution proposed by Statistic Norway, i.e. a solution based on a Nordic Model, including introduction of a personal identification number and a central population register, adapted to Albanian condition.

They suggested realizing a gradual process, by first computerizing the registers in some municipalities and communes as well as regional register at Quark level. The remaining registers may be computerized later, when sufficient experience is gained and infrastructure is adequate. Furthermore, they proposed the development of legal and technological basis for standardization and the systematic exchange of data between the local registers as well as for the statistical and administrative use of the data in the registers. This would involve the establishment of a central register unit for co-ordination of local civil registers. It would also be highly advantageous to establish a central population register, for checking the data and for transferring data between communes/municipalities when people move. This central register could also been used for administrative and statistical purposes.

The Project has been articulated in three phases:

- 1 The first phase including a three month planning and initiation period, involving all authorities, to ensure that the central administrative unit, the central register and the necessary legislation are formally established (Planning phase);
- 2 The second phase, lasting approximately by nine months, used to establish and develop the central administrative unit (General Directorate of CS), the central population register and the computerization of 16 selected local CSO, including routine for data entry, data checking, issuance of birth certificates,..(Pilot phase). This phase has been further divided into two parts:
  - 1 December 2002 – 31 March 2003;
  - 1 April 2003 – 31 December 2004.
- 3 In the third phase the CSO in the rest of Albania would be modernized, based on the experience gained in the first two phases (nationwide modernization phase). This one was considered too extensive for Norway to fund alone and funding should be sought among international donors.

The planning and pilot phases have produced the following outcomes:

- Software to computerize local CSO has been developed, implemented and used;
- 13 local CSO have been partly computerized yielding valuable experience, which reduce the need for an extended pilot phase;

<sup>2</sup> Before of this project, other pilot initiatives of CS computerization (see the mentioned source) have been launched (one by SSH, another by Soros Foundation, INTECH, ODIHR); their results, in some cases, have been an advantage for the present project.



- The need for reliable voters' lists becomes increasingly urgent, strengthened by the problems in creating reliable voters' lists from civil registry sources, door-to-door enumeration and population census data;

In particular, since January 2003 the project has progressed locally, as well centrally:

- In April 2003 four local civil registration office, close or within Tirana, have been equipped with hardware and software and the employees have been given basic computer training. Equipment for all eight local offices belonging to the first part of pilot phase will have been installed at the beginning of 2004. There have been several practical problems, such as power supply equipment has been provided.
- In February 2003 an Albanian delegation (of which two from MLGD), made a study tour to Norway. From May 2003 the staffing of the Albanian Central Office, the General Directory of Civil Status, has continued.

At the moment, further development requires additional funding, in order to complete the pilot project, and covering the initiating costs, the establishment of a central office and the modernization of 16 local offices.

The EU Commission decided to support the full-scale modernization project. The funding through the CARDS program is 1 million Euros for data entry for 2003 and probably further 2 million Euros for 2004.

As mentioned earlier in this paragraph, the MLGD decided in early 2003 to call an international tender for a feasibility study ("blueprint") for the country-wide modernization of the civil registration system in Albania. The Valtech Axelboss was selected, and presented a proposal in January 2004.

As mentioned earlier in this paragraph, further developments of this modernization are waited after a new tender has finalized...



## 1.6.2 Main functionalities of the developed system (REGHSTE)

In the following is shown a project objectives matrix.

<p><b>Development objectives:</b> A well-functioning modern national population register. Such a register will contribute to the stabilisation and further development of democracy and good governance in Albania, by</p> <ul style="list-style-type: none"> <li>• facilitation of fair elections through correct voters' lists and thereby securing the citizens' right to vote (depoliticisation of the preparation of voters' lists)</li> <li>• being a reliable basis for the issuing of ID cards</li> <li>• providing the Albanian society with reliable information about the population for administrative purposes</li> <li>• developing easy (but regulated) access to CS information for official authorities, reducing considerably the need for certificates</li> <li>• being a basis for timely and correct official statistics</li> <li>• indirectly improving general living conditions</li> </ul>	<p><b>Indicators:</b></p> <ul style="list-style-type: none"> <li>• The Civil Registration Service is trusted, i.e. considered correct (reliable), making it easier for Albanians to get visa</li> <li>• Occurrence of false certificates</li> <li>• Occurrence of abuse of authority by CS employees</li> <li>• Satisfactory service to the public as to certificates</li> <li>• Access to CS information for Government and other authorised users</li> <li>• ID cards issued</li> <li>• CS data is the major data source for population as well as vital statistics</li> </ul>
<p><b>Project objectives (purpose):</b> A well-functioning modern civil registration system comprising a General Directory of Civil Status, district offices and local CS offices:</p> <ul style="list-style-type: none"> <li>• Improved input (notifications) of data on vital events (births, deaths, marriages and other changes (of residence, name etc.) to the local CS offices</li> <li>• Updating of the central register (and possible local registers) is done continuously without much delay</li> <li>• The service to the public (issuing certificates) is substantially improved</li> <li>• Reports on registrations done (births, deaths etc.) can be printed</li> </ul>	<p><b>Indicators:</b></p> <ul style="list-style-type: none"> <li>• Workload/cost per certificate</li> <li>• Waiting time to get a certificate</li> <li>• Coverage of reporting of vital events, change of residence etc.</li> <li>• Degree of update as to reporting of vital events and other changes</li> <li>• Accuracy as to registered place of residence (address)</li> <li>• Accordance with relevant population census data</li> <li>• Waiting time when crossing border for Albanian citizens working in Greece</li> </ul>

The National Register was developed, tested, and experimented by the selected 13 local CS Offices.

It fully supports the basic activities of the CS office:

- registering of new citizens in the Fundamental Registry;
- registering data about birth, change of residence, marriage death, and printing the related certificates;
- classifying them by family of belonging.
- recording of the citizen address and tracking of all the changes;
- ...

The employees in the offices inserted manually citizens' data in the paper fundamental registers and at the same time inserted the data in the electronic system. This was happening until 4 years ago. Since then, no data has been added or modified in the electronic system. Civil Status Offices are expected to give this service in outsourcing and afterwards reinsert new data in it.



The developed system is an Oracle 8i and 9i, working only locally. Language of menu is Albanian. There is no option for transferring data in it.

Same application is being used in 5 additional offices in cooperation with Statistics Norwegian Institute.

CS Offices do not have a data model for this application, neither Intech+, the creator of this application, does.

*The main menu is organised as showed in the table below.*

<i>Field</i>	<i>Description</i>
<b>Basic data</b>	Concerns the base code to identify the records;
<b>Civil status</b>	Identifies the citizen unique civil status in that moment (single, married, widow or divorced);
<b>Registers</b>	Concerns the different registers used in CS offices, classified by period and kind (birth, marriage, death...); each of them is defined by the number of CS office, Municipality or Commune, Registering Year, Number and Page Number, Opening and Closing Date. There is a different window for each register.
<b>Regions, Municipalities, Town/Village, Street, district, administrative units</b>	Contains the code for the concerned Albanian region, municipality, town/village, street, district, administrative unit. These data are needed to record clearly the citizen address.
<b>Relationship</b>	Administers the relationship between the family members and the possible role of the citizen (Family chief, Son/daughter, Husband/wife, Father/mother). For each relationship are defined a code, name and description.
<b>Profile</b>	The system permits different user and access profiles, with different hierarchy and decision authorities. The employee could access and modify the data, accordingly to his/her profile.
<b>Family addition cause</b>	Administers the possible causes generating members' addition in a family file (i.e. a marriage, an adoption,..). For each of them are defined a two characters code and description.
<b>Family reduction cause</b>	Administers the possible causes generating a reduction in the number of family members (i.e. a divorce, a death,..). For each of them are defined a two characters code and description.
<b>Citizen data change</b>	Administers the possible causes generating a change in the citizen personal data. For each of them are defined a two characters code and description.
<b>Place of origin</b>	Administers the possible options for the place from which a citizen has come in the concerned administrative unit. For each of them are defined a two characters code and description.
<b>Place of destination</b>	Administers the possible options for the place where a citizen is moving from the concerned administrative unit. For each of them are defined a two characters code and description.
<b>Windows</b>	It permits to launch various applications (and corresponding functionalities) working under Windows 95 and interfaced with the concerned CS system.
<b>Other functionalities</b>	The main menu and sub-menus also include more standard





	functionalities (i.e. help , ...)
<b>Security system</b>	<p>One of the most important functionality, it administers the access management by:</p> <ul style="list-style-type: none"> <li>• Permitting to authorised users the management of data according to their access profile;</li> <li>• forbidding to unauthorised persons the access to data</li> </ul> <p>Moreover, it saves data from random errors.</p>

*In the table below are shortly described the considered user profiles*

<i>User</i>	<i>Profile</i>
<b>CS employee</b>	He can add / modify the citizen data and deliver certificates
<b>CS chief of office</b>	He performs the annual controlling
<b>Data administrator</b>	He is responsible for database creation
<b>System administrator</b>	He creates the user profile

*In the table below are shortly described some key transactions concerning citizens and family data.*

<i>Citizen data management</i>	
<b>Personal details</b>	Permits to view (but not to modify) the general information about citizen, including data history. The search functionality allows retrieving a citizen in the register by an attribute or a set of attributes. This section also permits to print a birth certificate.
<b>Birth registration</b>	This functionality allows to register a new birth and to edit birth information. The employee must enter the baby personal details and data about parents and/or declaring person.
<b>Open / Edit fundamental registry</b>	<p>It allows all the tasks concerning the fundamental registry data:</p> <ul style="list-style-type: none"> <li>• to create a family file;</li> <li>• to enter / edit information about the head of family, and all other family members (by edit command)</li> <li>• to view all changes in these data.</li> </ul> <p>The family window is structured as follow:</p> <ul style="list-style-type: none"> <li>• the higher section describing the head of family details;</li> <li>• the other sections describing the other members details.</li> </ul>
<b>Family insertion / removal</b>	<ul style="list-style-type: none"> <li>• It allows registering new members in the family, coming from the same or other CSO. Required data concern: name of declaring person, name of new member, origin family, destination family. It generated an insertion act, defined by type, number, date and competent authority for registration. To allow the registration, the system requires entering information about previous CSO.</li> </ul> <p>The removal of a family member entails similar data entries; in case the removal concerns the head of family is necessary to specify a new head of family.</p>
<b>Other functionalities</b>	They allow for example to view information about the family branches for each registered citizen, and occurred insertions and removals; another functionality support the address office, managing



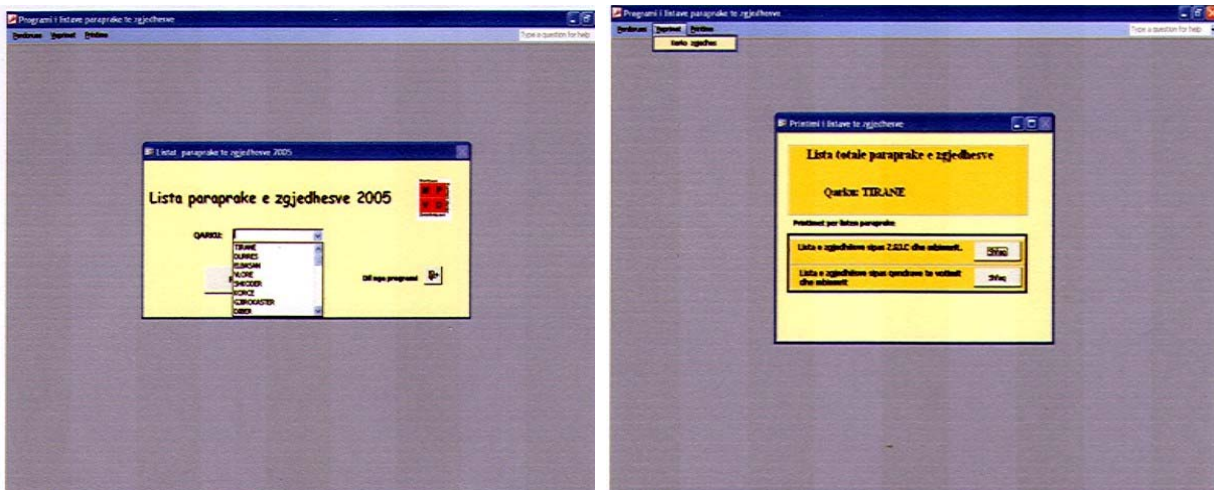
	the citizens addresses; last but not least, there are reporting functionalities (i.e. for Statistical Office).
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### 1.6.3 Other related systems supporting CS Offices

In Korea offices, employees are using another application taken from Central Election Commission. This application had registered only citizens older than 18 years. However, data operators are adding the rest from the Fundamental Registry.

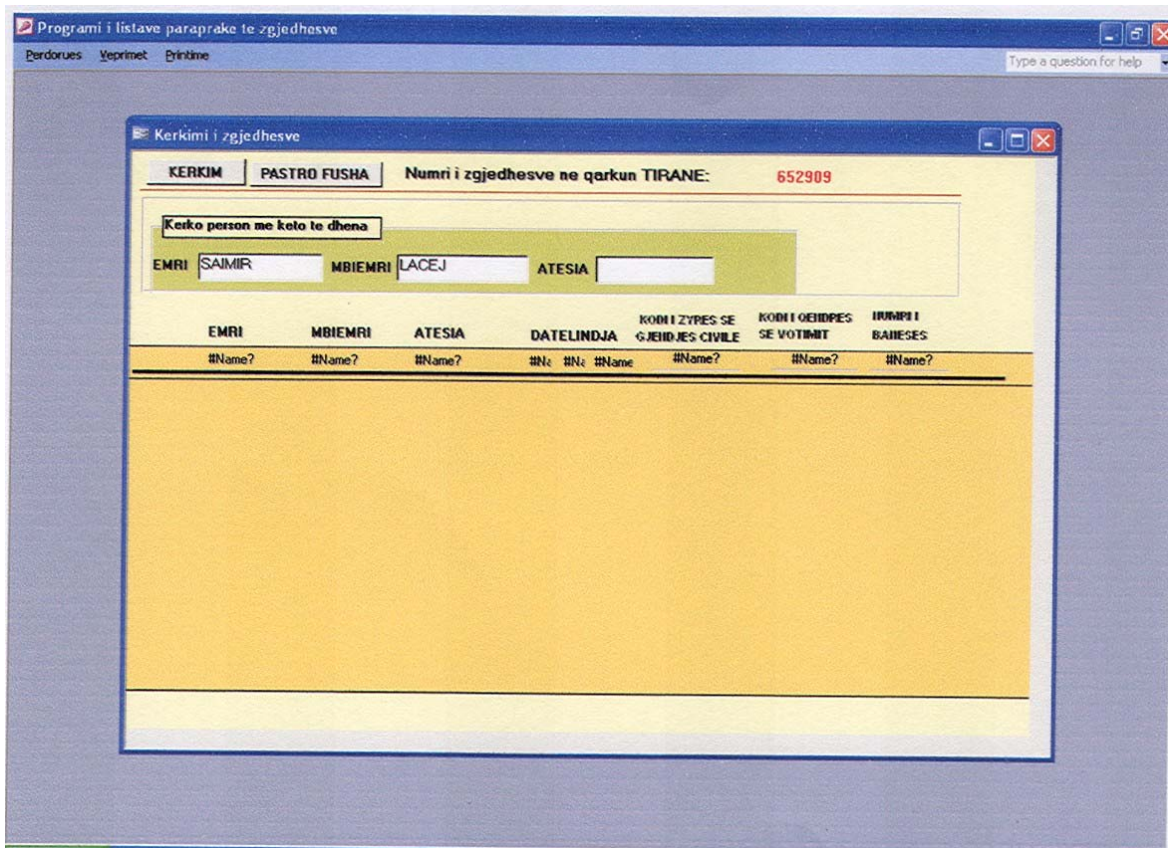
They are also using home made software for the Election Voting List, where 2.850.000 citizens are currently registered. It includes over 18 year old citizens. The software is property of the Civil Status Office. Data are placed in a SQL server and accessed with MS Access application. They also have rights to change the structure of the application in terms of adding tables, queries, forms, reports etc.

This is how it looks like:



These are reporting views:

- user must firstly select the region;
- after he must select the voters after their surnames or election centres



A record of a citizen of the voting list contains the following fields:  
 Name, surname, father, date of birth, civil status office code, election centre code, building number.



## 1.7 Civil Status Services in the Diplomatic Consular Service

### 1.7.1 Albanian diplomatic representations abroad

As affirmed on the article 57 of the law 8950, date 10.10.2002 “On the Civil Status”, civil status services are distributed in the Albanian diplomatic representations and consulate. Article 65 of the law states the functions of civil status performed by the representation: “Albanian diplomatic representations and consulates keep books of civil service acts, administer the documentation and perform actions of civil status for Albanian citizens who have a permanent residence outside Albania, according to the specifications made in this law and other legal provisions”. Anyway, the Civil Status Offices in Diplomatic Representations do not have the full responsibility and ownership of the data of Civil Status. An amendment has been proposed to the article 11 of the law 8372, date 07.09.1988 “On the Consular Functions by the Diplomatic or Consular Representations”, in order to give to the Consular Officer this responsibility.

**The diplomatic representations are under the authority of the Ministry of Foreign Affairs.**

The Ministry of Foreign Affairs has **coordination and communication functions** among the Albanian diplomatic representations and the other offices involved in the management of personal data:

- Ministry of Public Order,
- Ministry of Labour and Social Affairs,
- Ministry of Local Department and Decentralization.

The Ministry of Foreign Affairs establishes general procedures for all the diplomatic representations abroad so that all the services shares common features.

At present there are 43 Albanian Embassies and Consulates worldwide.

According to article 10, paragraph 1 of the Law on “The emigration of Albanian citizens for employment purposes” of 20 March 2003, “The Albanian Government, through the consular service in the host countries, helps and facilitates the solution of problems of the Albanian emigrants abroad”.

According to the Consular Functions Law, processing of the Civil Status acts and documentation is one of the administrative duties of the Consular representations. In this sense, these are the tasks performed:

- Processing of documents on issues of citizenship
- Civil Status, recording of births, marriages and deaths of the Albanian citizens
- Actions of notarization
- Translation of documents
- Issue of certifications for the authenticity of the documents issued by the Albanian authorities
- Legalization of official documents issued from the Albanian authorities and the authorities of the host country in the jurisdiction area.

Another task (not specific from Civil Status) is Processing of documents on issuing visa or passport



### 1.7.1.1 *Services and Processes*

Albanian citizens with permanent residence abroad refer to Civil Status Service of Consulate Offices in order to ask for certificate and documents of Civil Status and to register events such as birth, marriage and death and also for passport issuing or extension.

The Consulate Office also makes official translations of Albanian Civil Status Documents and Acts and certificates them. These official bilingual documents can be used by the Albanian citizens in order to accomplish requirements for acts of hosting government.

The registration of changes in the civil status at embassies happens on voluntary basis. The Civil Status Service until now does not have the possibility to identify people residing abroad. A compulsory registration mechanism when on leaves the country does not exist for the moment<sup>3</sup>.

**The Albanian Consulate is not the official owner of personal data of Albanian citizens living in the hosting country:** data must always be checked with Civil Status Office in Albania.

**Actually, the official holders of definitive personal data are the Civil Status Offices in Albania,** where the citizens have been registered. Albanian Consulate acts just as an intermediary between the citizens and the Civil Status Offices in Albania.

Indeed, almost all services distributed from the Consulate - which implicates personal data - trigger on processes that always involve offices in Albania.

This fact generates one of the principal functions of Civil Status Service of Consulate Office, namely sending notifications of requests made by Albanian citizens abroad to Albania offices and receiving confirmation.

The Consulate assumes a role of intermediary, with tasks of checking, sending and delivering data. But it is very important to highlight that the Consulate is not the only way that Albanian citizens abroad use to have access to Civil Status in Albania. In fact the Albanian citizens very often provide on their own to have access to the services: they ask for a letter of procuratory from the Consulate and then charge someone they trust into in Albania to apply directly to the Civil Status Office of the municipality of registration<sup>4</sup>. Otherwise, it is not even so infrequent that they physically go to Albania<sup>5</sup> to provide on their own.

In the general scheme, when an Albanian citizen makes a request for services of Civil Status at Consulate, these are the main steps:

- The Consulate attends to identify the Civil Status Office where the citizen is registered.
- Consulate then sends the notification to the Ministry of Foreign Affairs, which is responsible for sorting and sending request to finally reach the Civil Status Office of destination.
- The Civil Status Office accomplishes the request (updating or compiling Registers of Acts of Civil Status) and / or relate to other offices involved in the process.
- Notifications and feedbacks are sent through the Ministry of Foreign Affairs to the Consulate and then delivered to the Albanian citizens.

<sup>3</sup> National Strategy on Migration

<sup>4</sup> See the schemes of process description below in this section.

<sup>5</sup> For example during vacation time.



Considering now how information is managed and transported all along the process, we have pointed out that the processes are mainly paper-based<sup>6</sup> and the passages from one actor to another are made manually.

<i>Actor</i>	<i>Action</i>	<i>Kind</i>	<i>Method</i>	<i>Description</i>
Albanian citizen	Request of document	P	M	Citizens at Consulate Office make request
Consulate	Collect Personal Data	P <sup>7</sup>	M	Compile a form
Consulate	Send notification	P	M	Forms are physically sent
Ministry of Foreign Affairs	Send notification	P	M	Forms are physically sorted and sent to Albanian destination offices
Albanian offices	Make variation / compiling	P	M	Destination offices make variation or compile
Albanian offices	Send notification / document	P	M	Notifications are physically sent
Ministry of Foreign Affairs	Send notification / document	P	M	Forms are physically sorted and sent to Consulate
Consulate	Receive notification / document	P	M	Keep notification / act
Albanian citizen	Pick up of document	P	M	Citizens at Consulate Office pick up document

**Paper:** actually information is managed on paper

**Manual:** actually information is transported not in electronic way

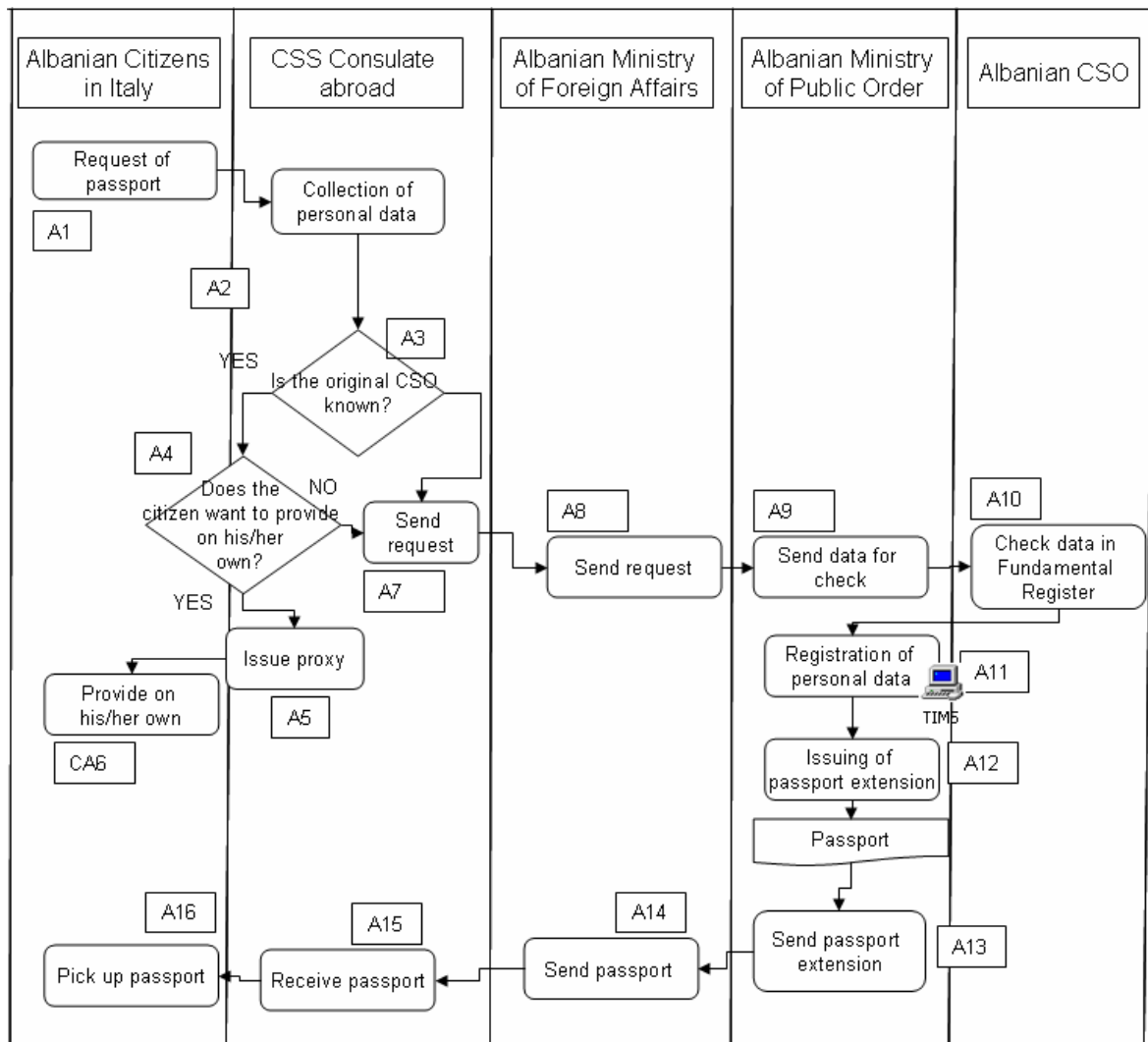
### *Description of processes*

We now provide the descriptions of general processes of main services distributed by Consulate Office.

1. Passport renewal / extension of passport

<sup>6</sup> Significant exception emerges in passport renewal for Albanian citizens: in passport renewal process, Police in Albania inserts data that will appear on passport in its electronic database.

<sup>7</sup> We point out that in Milan Consulate Office this action is made Electronically, i.e. the information, when collected, is treated on an electronic support (Database, file)



Code	Actor	Action	Description
A1	Albanian citizen	Request of passport	The citizen apply for renewal or extension of passport at Consulate Office
A2	CSS Consulate abroad	Collection of personal data	Manual compilation of a paper form with personal data of the applicant
A3	CSS Consulate abroad	Is the original CSO known?	The consulate office check the CSO in Albania where the citizen is registered
<i>If Yes</i>			
A4	CSS Consulate abroad	Does the citizen want to provide on his/ her own?	The consulate verify if the citizen prefer to provide on his/her own to sending the request
<i>If Yes</i>			
A5	CSS Consulate	Issue proxy	The consulate issue a proxy



	abroad		
A6	Albanian citizen	Provide on his/her own	The Albanian citizen provides on his own to send the request to the CSO of registration in Albania
<i>If No</i>			
A7	CSS Consulate abroad	Send request	The CSS consulate send request of passport to the Ministry of Foreign Affairs
A8	Ministry of Foreign Affairs	Send request	Ministry of Foreign send the request to the Ministry of Public Order
A9	Ministry of Public Order	Send data for check	Personal data are sent for check in the CSO
A10	Albanian CSO	Check data in Fundamental Register	The CSO check data of the applicant in the Fundamental Register
A11	Ministry of Public Order	Registration of personal data	Data are electronically registered in the police database
A12	Ministry of Public Order	Issuing of passport extension	The passport / the extension is issued
A13	Ministry of Public Order	Send passport extension	The new passport / extension is sent to the Ministry of Foreign Affairs
A14	Ministry of Foreign Affairs	Send passport	The Ministry of Foreign Affairs sort and send the passport extension to the Consulate Office of the applicant
A15	CSS Consulate abroad	Receive passport	The new passport / extension is delivered to the Consulate Office
A16	Albanian citizen	Pick up passport	The citizen picks up new passport / extension at the Consulate Office

In action A2, the Albanian Consulate uses a paper form in which also **data of residence abroad are collected**<sup>8</sup>, if needed to contact the person. Since it is not mandatory to have these data for the passport renewal, it is not certain that these data could be then correctly inserted and maintained in the Police electronic database (action A6).

The Police electronic database contains data since the new passport has been introduced (2 years ago).

In action A3 the Consulate checks the CSO (Civil Status Office) in Albania where the Albanian citizen is registered. This specific CSO will provide to check data in order to make the new passport. The Albanian documents do not provide this information, so it is difficult to provide it.

If this information is known, the rest of process could be carried out from the citizen himself/herself – as prescribed by the new law (8668, date 23.11.2001, article 6) reaching the CSO in Albania. Through the letter of procuratory issued by the consulate, he can charge someone in Albania to apply for passport.

The Consulate Office every week prints the list of proxies issued. This signed list then is sent to the Minister of Foreign Affairs.

<sup>8</sup> Noticed in Rome Consulate Office. In Athens Consulate Office a paper register is kept containing the telephone numbers of people that applied for passport





### Focus points and criticalities

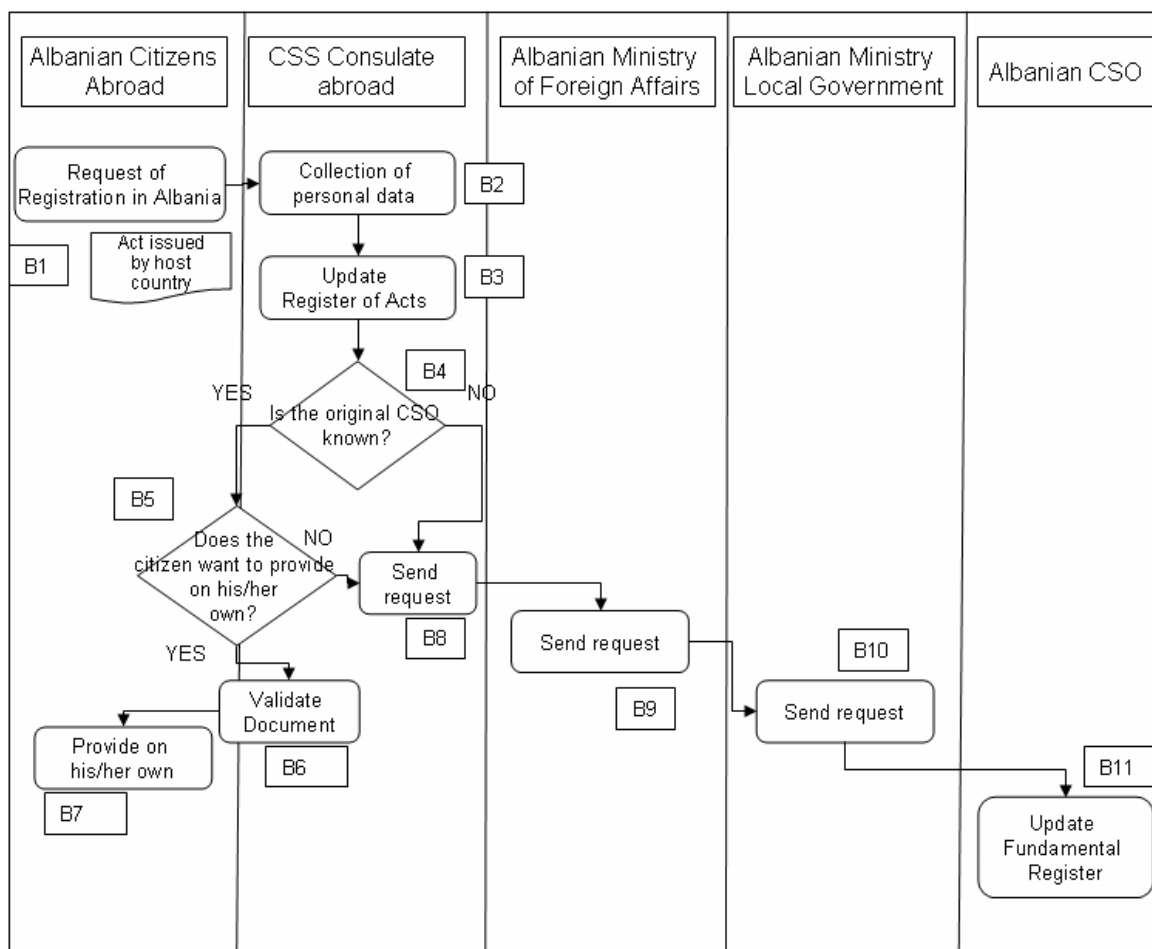
**It is critical to find the Civil Status Office Municipality in Albania where the applicant has been registered.** The holder of this data is only the citizen, because neither the Consulate office nor the Ministry of Foreign Affairs have these data, they just notice the data and use it to route the request. This is critical because – as the Consul in Rome says – it happens many times that it is not possible to detect this data and the Consulate Office could not manage to trigger the process for requesting the passport.

Due to the several passages and exchanges of the form and the issued passport extension, the whole process takes a long time to be carried out (some weeks). But the real critical aspect is the lack of forewarning. Consequently for the Consulate Office it is not possible to advise the applicant about the date when the document will be ready to be picked up. It often happens that the applicant calls by phone or personally comes to the office, but nobody could give him any news.

#### 2. Registration of act in Albania

Main acts to be registered are:

- Birth
- Marriage
- Death





<i>Code</i>	<i>Actor</i>	<i>Action</i>	<i>Description</i>
B1	Albanian citizen	Request of registration in Albania	The citizen apply for registration in Albania of an act issued abroad
B2	CSS Consulate abroad	Collection of personal data	Manual compilation of a paper form with personal data of the applicant
B3	CSS Consulate abroad	Update Register of Acts	The consulate office updates its Register of Acts
B4	CSS Consulate abroad	Is there CSO of Registration?	The consulate office check the CSO in Albania where to send the request
<b><i>If Yes</i></b>			
B5	CSS Consulate abroad	Does the citizen want to provide on his/ her own?	The consulate verify if the citizen prefer to provide on his/her own to sending the request
<b><i>If Yes</i></b>			
B6	CSS Consulate abroad	Validate document	The consulate validates document for request of registration in Albania
B7	Albanian citizen	Provide on his/her own	The Albanian citizen provides on his own to send the request to the CSO of registration in Albania
<b><i>If No</i></b>			
B8	CSS Consulate abroad	Send request	The request is sent to the Ministry of Foreign Affairs
B9	Ministry of Foreign Affairs	Send request	Ministry of Foreign Affairs sends request to the Ministry of Local government
B10	Ministry of Local Government	Send request	The request is sent to the CSO
B11	Albanian CSO	Compile Fundamental Register of Civil Status	The CSO compile or update he Fundamental Register of Civil Status

Since the registration of acts it is an action made for updating the Fundamental registers maintained in the Civil Status Offices in Albany, it seems there is not a significant feedback flow to the Consulate Office.

The request of registration of act in Albania can be made mainly for marriage, birth, death.

As regards birth, it is important to distinguish two possible cases:

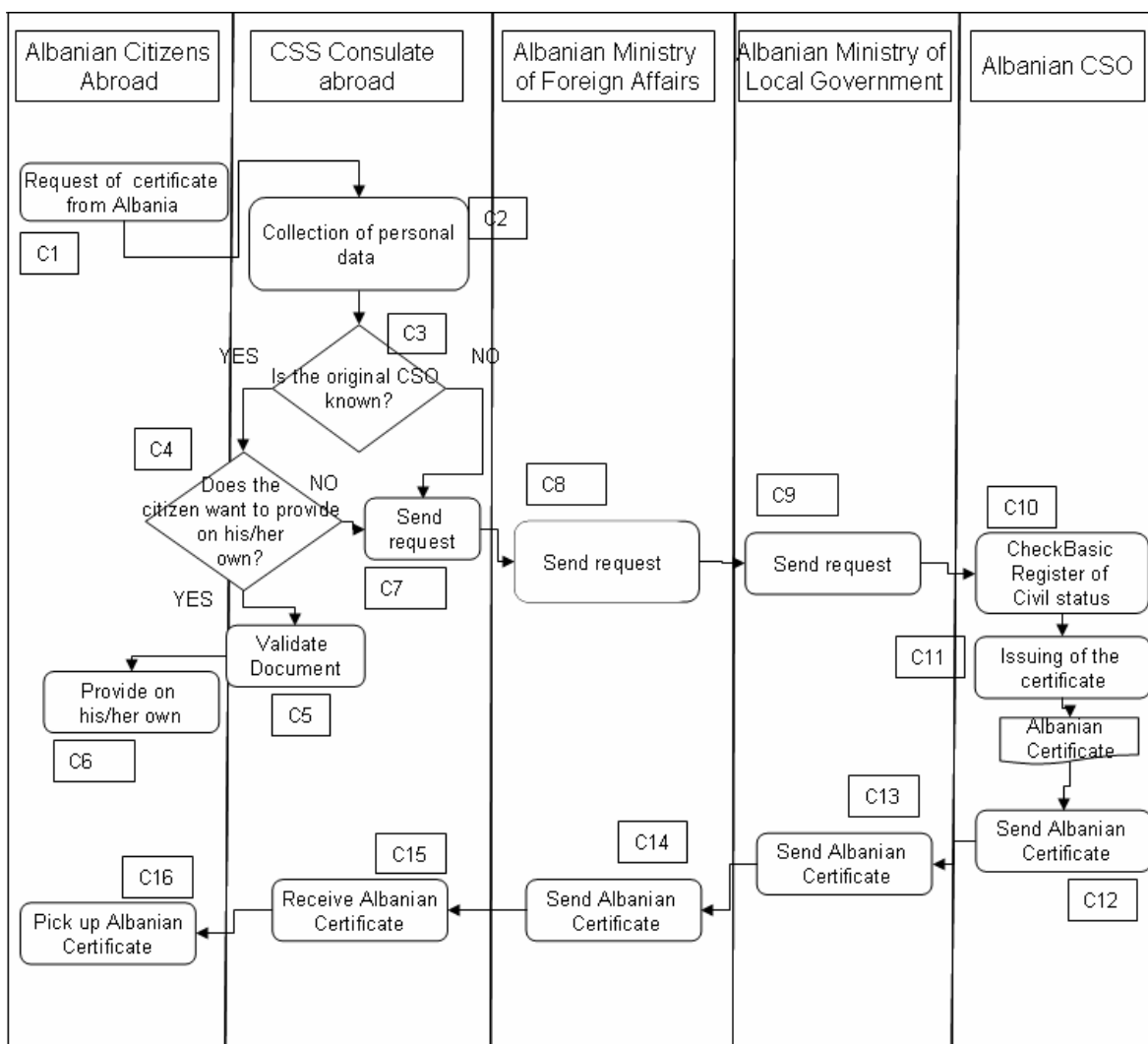
- Both parents are Albanian citizens permanently living abroad
- One parent is Albanian citizen permanently living abroad, the other is Italian



In the first case the child is Albanian citizen, and for the parents is mandatory to register it in the Albanian Civil Status. This is the only way so that the child could have a valid passport. The process described above applies exactly to this case.

In the second case the child is entitled to have both foreign citizenship and Albanian. Registering at local Italian Civil Status Office (that is mandatory anyway), the child already acquires right to Italian valid passport. In accordance with the Albanian Consul in Rome, the parents rarely go to the Consulate Office in order to register the child in Albania. It is interesting to report an opinion that we have collected in our interviews at the Consulate Offices: **“only the need moves the Albanian citizen to apply for registration in Albania”**. Standing that actually the main need that Albanian citizens abroad have towards the registration in Albanian Civil Status is a valid passport, this need is already satisfied by the Italian valid passport. The consequence is that the child is not registered in Albania and he loses his right to Albanian citizenship (and so it loses also all the rights that come with that, like the right to vote).

### 3. Request of Certificate from Albania





<i>Code</i>	<i>Actor</i>	<i>Action</i>	<i>Description</i>
C1	Albanian citizen	Request of certificate from Albania	The citizen apply for a certificate to be issued from Albania, in order to accomplish requirements for issuing an act abroad
C2	CSS Consulate abroad	Collection of personal data	Manual compilation of a paper form with personal data of the applicant
C3	CSS Consulate abroad	Is the original CSO of Registration known?	The consulate office check the CSO in Albania where to send the request
<b><i>If Yes</i></b>			
C4	CSS Consulate abroad	Does the citizen want to provide on his / her own	The consulate check if the citizen prefer to provide on his/ her own
<b><i>If Yes</i></b>			
C5	CSS Consulate abroad	Validate document	The consulate validate document for request of certificate from Albania
C6	Albanian citizen	Send request	The Albanian citizen provides on his own to send the request to the CSO of registration in Albania
<b><i>If No</i></b>			
C7	CSS Consulate abroad	Send request	The request is sent to the Ministry of Foreign Affairs
C8	Ministry of Foreign Affairs	Send request	Ministry of Foreign Affairs send request to the Ministry of Local Government
C9	Ministry of Local Government	Send request	The request is sent to the CSO
<b><i>Unified process</i></b>			
C10	Albanian CSO	Check data in Fundamental Register	The CSO check data of the applicant in the Fundamental Register of Civil Status
C11	Albanian CSO	Issuing of certificate	The CSO issues the certificate required
C12	Albanian CSO	Send Albanian Certificate	The certificate is sent to Ministry of Local Government
C13	Ministry of Local Government	Send Albanian Certificate	The certificate is sent to Ministry of Foreign Affairs
C14	Ministry of Foreign Affairs	Send Albanian Certificate	The Ministry of Foreign Affairs sort and send the certificate to the Consulate Office of the applicant



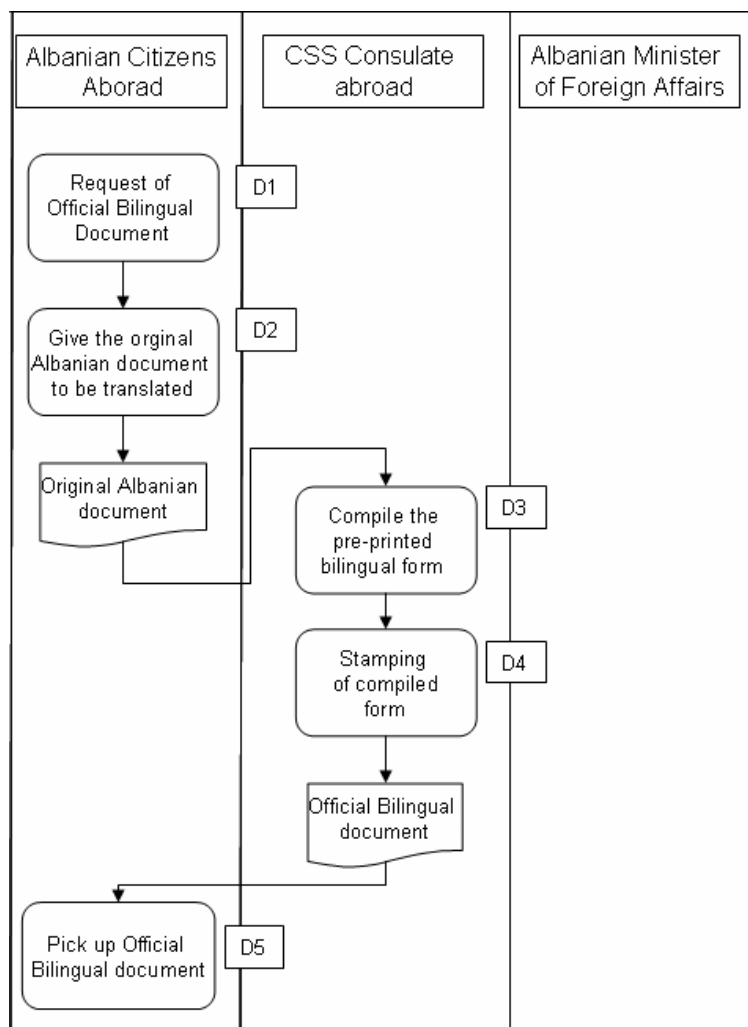
C15	CSS Consulate abroad	Receive Albanian Certificate	The certificate is delivered to the Consulate Office
C16	Albanian citizen	Pick up certificate	The citizen picks up certificate at the Consulate Office

Albanian citizens living abroad apply for certificate of Civil Status from Albania on the basis of many reasons. Certificate may be needed when applying for acts issued by foreign Government. For example, documentation needed for marriage in Italy involve birth certificate of the couple.

#### Focus points and criticalities

As already notice for the process of “registration of act”, the critical node of checking the CSO of registration in Albania determines two possible ways to carry out the process. In the first case (if CSO in Albania is known), the citizen himself is in charge of the process. Otherwise, the Consulate acts as an intermediate between the citizen and Civil Status in Albania.

#### 4. Official Bilingual Documents



<i>Code</i>	<i>Actor</i>	<i>Action</i>	<i>Description</i>
D1	Albanian citizen	Request of official bilingual document	
D2	Albanian citizen	Give the original Albanian document to be translated	The original Albanian document is handed over to the Consulate office
D3	CSS Consulate abroad	Compile the pre-printed bilingual form	The paper pre-printed bilingual form is compiled by the Consulate Office employee
D4	CSS Consulate abroad	Stamping of compiled	The consulate stamp the fulfilled bilingual form



		form	
D5	Albanian citizen	Pick up Official Bilingual document	The citizen picks up the official bilingual document

Albanian citizens permanently living abroad need translations of their Albanian documents when applying to host country Offices (for example, when applying for residence permit, or work permit). The Albanian Consulate Office gives this service of compiling pre-printed bilingual forms that are officially validated by the Consulate stamping. These documents have official value and are recognized for example by Italian State.

It is worth pointing out that for distributing this service – remembering that actually data are generally not updated - Albanian Consulate Office carry out the process in complete autonomy. Actually, an effective issuing of documents is not performed locally, and just the translation of existing documents is provided. This fact remarks that the Consulate is not official holder of Civil Status Data.

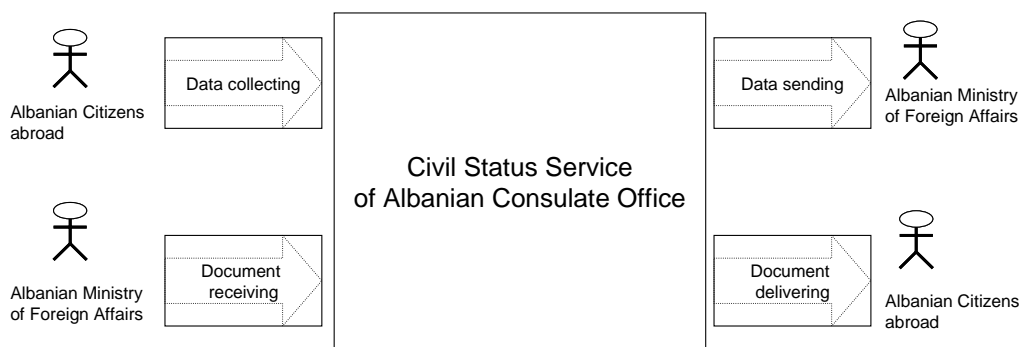
### Focus points and criticalities

The Consulate Office, although being autonomous in the process, is not responsible for the data contained in the form.

Indeed fields of the form that could have been changed recently – such as the civil status married / unmarried – are generally left blank in the bilingual form, if the original Albanian document is not updated.

### 1.7.1.2 Information Flows

In terms of informational flows to and from the office, the Civil Status Service of Albanian Consulate Offices abroad could be described as follows.



The Consulate Office receives as input:

- Data from Albanian citizens abroad
- Documents from Albanian Ministry of Foreign Affairs
- Documents<sup>9</sup> from Albanian citizens abroad

The Consulate produces as output:

- Data for Albanian Ministry of Foreign Affairs
- Documents for Albanian citizens abroad

It is important to remark what kind of action any flow implies for the employees of the Consulate Office:

<i>Flow</i>	<i>Direction</i>	<i>Kind of action</i>	<i>Object of action</i>	<i>Logical sequence of actions</i>
Data Collecting	in	Acquiring	Data	1
Data sending	out	Transferring	Data	2
Document receiving	in	Transferring	Document	3
Document delivering	out	Transferring	Document	4

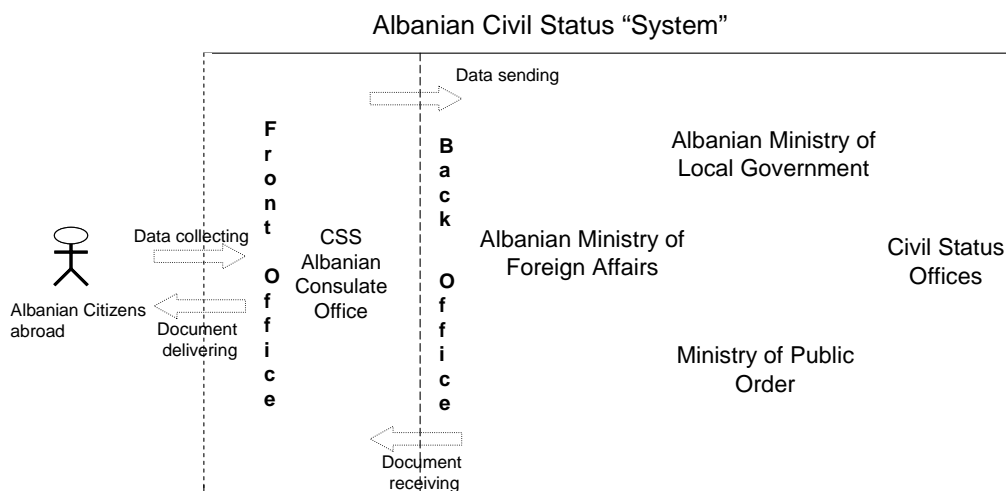
<sup>9</sup> Albanian passports or Italian acts or certificates just to be looked at by the consulates employees.





As we can see from the table, just one of the four informational flows implies an “effective” action in terms of information treatment, which is the acquisition of object “data” from the Albanian citizens that apply for a service of the Civil Status. All the other flows are just about “transferring” an object.

We remark the action of acquiring data (“Data collecting”), because it is the action that allows the data to get into the “system” of the Albanian Civil Status. Indeed we can describe the whole Albanian Civil Status as a system in which the CSS Albanian Consulate Office act as the front office that distribute services to Albanian citizens abroad and the others government body are involved as the back office, where the process to build those services are carried out.



From the point of view of the Consulate Office, the other actions turn into just “transferring” actions, because all the elaborations that transform that data into the final document are performed outside the consulate Office, in the “back office”.

The first transferring action has object the data acquired that are sent to the Ministry of Foreign Office.

At this moment it is carried out the transformation of the data into the document (back office activity).

The second transferring action has object the document, which is sent by the Ministry of Foreign Office.

The third and last transferring action is the delivering of the document to the Albanian citizen.

From this concise and schematic description it emerges how **the substantial “treatment” of the information** (that we have called transformation of data into document) **is carried out outside the Consulate Office**. In fact – as we have already underlined – the Consulate Office is not official responsible of any information.

The only service whose process is completely carried out from the Consulate Office is the Official Bilingual Document, that is just a translation of the description of the personal data (the metadata, we could say), without any intervention on the data.

It is important to underline that all the flows of interaction between the Albanian citizens abroad and the CSO in Albania are not exhausted by the intermediation action of the Consular Offices. On the contrary, the CSO in the municipalities receive request by the Albanian citizens abroad:



- from other people living in Albania in charge of a letter of procuratory by the Albanian abroad
- from the Albanian abroad himself who temporarily comes back to Albania<sup>10</sup>

Therefore the Consulate Offices are just one of the ways that an Albanian citizen abroad has at his/her disposal to reach the Civil Status in Albania.

The length of time for carrying out the process differs from one way to another. For example, a passport renewal made by the Consulate Office could take until 3 months to be carried out – while through a letter of procuratory the citizen could have the passport in 10 days.

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<sup>10</sup> From the interviews emerged that often the Albanian abroad prefer avoid bureaucracy and long time of waiting through organizing himself to go personally to Albania.



## 1.7.2 Albanian diplomatic representations in Italy

In Italy the Republic of Albania has three diplomatic representations:

- Albanian Embassy and Consulate in Rome,
- Albanian Consulate in Milan,
- Albanian Consulate in Bari.

The representation in Rome is the most long-lived. The second representation to be created was in Bari. Finally, the Consulate in Milan started its activity just 4 years ago.

The three representations have separated jurisdictions for their activities: Milan receives Albanian citizens settled in Northern Italy (from Marche and Umbria regions northward); Rome from central Italy; Bari from Southern Italy. Indeed there is not a strict division, so that the Albanian citizens could refer to one or the other representation quite indifferently.

**In Italy there are 300.000 Albanian citizens with permanent residence.** Almost 200.000 out of the 300.000 Albanian citizens are settled in Northern Italy, mainly for work reason. In fact the representation with the largest consular activity is the Consulate in Milan (around 150 people / day applying for services, while in Rome it is around 60 people / day).

**According to Italian law, it is possible to apply for a residence permit on the basis of some specific main motivation:**

- Work
- Study
- Tourism (for more than 8 days)
- Family reunification

Residence permit for work reason lasts no more than 2 years. **Registration of address of residence is mandatory to have residence permit.**

Italian law provides also the “residence card”, which allows permanent residence in Italy. It is issued to migrants who have resided in Italy for the last 6 years holding a residence permit.

Although at present it does not exist any official Albanian list of emigrants in Italy, Italian Civil Status Offices keep in their registers data of legal immigrants with regular residence permit (see paragraph 1.8 below)

### 1.7.2.1 Albanian Consulate in Rome

The Albanian Consulate Office in Rome has a public counter to distribute services of Civil Status for Albanian citizens permanently living in Italy.

*Technical equipment*



2 PC station  
1 PC with Internet connection<sup>11</sup>  
LAN network  
Printer

#### *Maintenance*

There is not a formal contract with an exclusive technology supplier

#### *Employees*

4 people work at office, turning over different functions.

#### *Users flow*

The daily people-flow is about 50/60

#### *Opening hours*

The opening time for public is Monday to Friday 9-13.

#### *Use of electronic database*

Actually any electronic database is used to register and / or carry out the services for applicants.

Anyway, it is important to remark that the Consulate Office in Rome made an attempt to introduce the use of electronic database for data registration. The employees had to use the electronic registration in addition to the normal paper process – which still continued to run on as it did before. The electronic registration was not made in front of the applicant, but the data collected in the paper form were recorded electronically after, by the employees. **The double registration brought with it an extra work for the employees. The electronic database was a “stand alone object”** - it was not linked to any part of process for distribute the services.

After few days from its introduction, the electronic registration was abandoned and the attempt failed.

#### *Focus points and criticalities*

According to the Consulate opinion, there is under-measurement of people and space. There are not enough employees to carry out the work. Also the spaces are not enough big to contain all the people coming. There are often people standing in queue outside the office waiting for their turn.

About the use of electronic database, the Consul in Rome said that it would be undoubtedly useful. But in the light of the failed attempt of introduction already experienced by the Consulate, it is also important to take into account **how to sustain effective utilization** of the electronic database.

### 1.7.2.2 *Albanian Consulate in Milan*

The Albanian Consulate Office in Milan has a public counter to distribute services of Civil Status for Albanian citizens permanently living in Italy.

<sup>11</sup> There is connection with the Ministry of Foreign Affairs used for sending application forms for visa request made by other foreign citizens living in Italy. The same application form is always sent also by fax.



### *Technical equipment*

6 PC station  
LAN network  
All PCs have Internet connection (ADSL, 24h/24h)  
Printer

### *Maintenance*

Personnel at Consulate have competences to make basic maintenance of the equipment.

### *Employees*

6 people work at office, with assigned functions:  
2 people for consulate counter services  
1 financier  
1 secretary (half time)  
1 driver

### *Users flow*

The daily people-flow is about 100/150

### *Opening hours*

The opening time for public is Monday to Friday 9-14.

### *Use of electronic database*

Consulate office in Milan **actually do utilize electronic database**. For every document an electronic copy (word file) is kept. Also excel database is used to conserve data of the citizens that have applied for Civil Status services

It is important to remark that the electronic registration is more utilized than the paper one.

The Consulate in Milan has also an **internet site** (<http://www.consolatoalbania.it>), managed from the personnel of the office.

### *Focus points and criticalities*

On Consul's initiative, an electronic registration has been introduced, for people applying for Civil Status services. This registration allows that all the documents that the Consulate issues are "printed-written". This electronic process is more used than the manual compilation of Civil Status Register owned by the Consulate.

Standing the double possibility of registering, in Milan the preferred one is the electronic one.

This is quite critical, because at present day, official data that have value for the Albanian Civil Status are the ones kept in the Civil Status Registers (that are paper / manual).



### 1.7.3 Albanian diplomatic representations in Greece

In Greece Albanian Government has three diplomatic representations:

- Albanian Embassy and Consulate in Athens,
- Albanian Consulate in Thessalonica,
- Albanian Consulate in Janine

The representation in Athens is the largest, the second representation is in Thessalonica and the smallest is in Janine, near the Albanian border. The three representations have separated jurisdictions for their activities: Athens receives Albanian citizens settled in the Atiki-Pireas region, Thessalonica from North-Eastern Greece and Janine from North-Western Greece.

**In Greece there are 650.000 Albanian emigrants.** At present it does not exist any official list of these people. Almost 60% are settled in the Atiki-Pireas region, about 32% in the North Eastern area and about 8% in the North-Western area.

The representation in Athens has the largest Consular activity: an average of 520 people a day apply for services. In Thessaloniki the daily flow is about 150 people and in Janine there are 15 – 20 people a day.

**The legal framework on immigration in Greece is still in progress** and how an immigrant gets legally permanent residence is still not definitely stated.

At present immigrants must renew their residence permit every 6 months. It is under discussion the possibility of having longer duration permit (a proposal is to have the first renewal after 1 year, the second and the third after 2 years each and the fourth renewal after 5 year).

**The change of name from Albanian into Greek is a significant phenomenon.** Many Albanian citizens in Greece are used to change their name, and have Greek documents with a Greek name.

The falsification of documents held by Albanians is a widespread phenomenon in Greece.

An Albanian citizen – regularly registered in the Civil Status Office of the municipality where he was born – that has changed his/her name from Albanian into Greek is not recognized by the Albanian Civil Status through the Greek name, but still through the Albanian name. This fact causes problems of univocal identification of that person in both countries, because actually the person has two names not matched one another.

Double name issue is getting more and more critical on approaching the deadline of Albanian passport renewal. By the end of year 2005, all the old Albanian passports will be expired.

So, now Albanians in Greece are compelled to apply to the Consulate Offices for the new passport. The new passport will be issued with the Albanian name written in the register of the Civil Status Office – and obviously not with an eventual false Greek name.

For Albanians that have changed their name this is a tricky ground. It is impossible for them to have a valid passport with their changed name. But if they get the passport with the original Albanian name, it gets clear that all the Greek documents they had with the Greek name automatically turn into “false” (for example bank accounts, etc.).

At present in Greece there is a great general public attention on the law on immigration (Law 2910/2001, then amended by Law 3013/2002). This law regulates the entry, residence and employment conditions for aliens and citizenship acquisition. It has a controversial story – such controversial is the question of immigration in Greece, which in the last decade became a pole of attraction for immigrants<sup>12</sup>.

<sup>12</sup> It is estimated that the current number of migrants varies between 800,000 and one million persons, which is to say between 5 and 10% of the country's population. Approximately more than a half of these came from



Many actors of the civil society have an interest to express their opinion about the law (that is still under discussion). Mr. Yorgos Kaminis, the Ombudsman of Greece, published a special report on the law in which he highlighted criticalities on its implementation.

Because of the large presence of Albanian emigrants in Greece, an interest to be allowed in the political discussion has been showed by the Albanian communities in the host country. An official request for giving a contribution to the law has been made by the Ombudsman of Albania, Mr. Bashkim Zeneli. And of course an organization like IOM pays vigil attention on the legislative process. The plurality of actors taking part in the discussion of the migration law is a vital part of the democratic process.

In a document prepared by IOM<sup>13</sup> it is pointed out that Diasporas policies are a “shared responsibility”: different stakeholders – even from different countries – are in charge of them.

The legalization of illegal migrants is a matter that is still waiting to be solved.

In the new law the residence permit and work permit will be taken in consideration and also measures of social integration have been suggested for discussion.

But besides the definition of a stable legal framework on migration, other elements contribute to leave the status of migrant a blur one, especially for Albanians.

As already mentioned, the widespread phenomenon of document falsification, the change of names from Albanian into Greek and the considerable illegal immigration<sup>14</sup> are important facts. One consequence of these factors is the general suspicion for the migrants when asked to leave data such as their address or telephone number from the Consular Offices. As emerged in our interviews, often it happens that migrants leave false data<sup>15</sup>.

The integration of Albanians in Greece has been a slow process. The integration of the Albanians in their host countries is a priority for the Government of Albania, as well as a matter of Foreign Policy with the Greek Government.

### 1.7.3.1 *Albanian Consulate in Athens*

The Albanian Consulate Office in Athens is part of the new Albanian Embassy building. The recently opened new Embassy reserves wide spaces for the public. Two public counters are present. One counter is for Civil Status Services (principally birth, marriage, death). The second counter is specific for passports.

#### *Technical equipment*

1 PC station in the CS counter; 1 PC station in the passport counter

Printer

#### *Employees*

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Albania, while the remainder came from a wide range of countries especially in Eastern Europe [Source: OECD]

<sup>13</sup> Policy needs on diasporas data collection”, by Dina Ionescu

<sup>14</sup> In the National Strategy on Migration of Government of Albania it is estimated that a significant percentage of Albanian emigrants is not documented.

<sup>15</sup> It is also to be referred that we noticed an interesting exception at the passport counter of the Consulate Office in Athens. There, a paper register with telephone numbers is kept: the employees normally use to call the applicants if some document or information is missing. We would deduce that when the scope of collecting such data is evident (and even useful for the migrant) there are less problems to leave the data





5 people work at CS office and 3 people at the passport office (2 are technical employees and 1 is the cashier)

### *Users flow*

The daily people-flow is about 520

### *Opening hours*

The opening time for public is Monday to Friday 8-16.

### *Use of electronic database*

Consulate Office in Athens uses an electronic database that contains data of Albanian that are held in Greek prisons due to violation of law. The Albanian Embassy stipulates an agreement with the Greek Minister of Public Order that owns data of Albanians that have been imprisoned in order to share them. This database is well updated and contains precise and complete data of 1800 Albanians.

An electronic database for registering applicants' personal data is at study. Besides standard data such as name, surname, parents' name, place and date of birth, other important data are supposed to be collected:

- Residence in Albania
- Municipality
- Municipality Roll no.
- Immigration license no.
- Tax registry no.
- Unemployment no.
- Prefecture
- Profession
- Work area
- Marital status and data of the spouse

### *Other features*

The Consulate Office has an **automatic telephonic service** that offers information on how to apply for Civil Status services, passport and documents to be provided for getting the services.

### *Focus points and criticalities*

At present time the residence permit lasts 6 months<sup>16</sup>, so determining a constant flow of citizens asking for Civil Status documents. When the Greek law on immigration will be approved – extending the validation terms of the residence permit, the applicants for Civil Status documents will significantly diminish. Therefore the focus service will remain the passport renewal.

The Embassy has been making an attempt for issuing passports directly in its offices, but this need a strong effort of coordination with the offices in Albania (Ministry of Foreign Affairs and Ministry of Public Order).

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<sup>16</sup> Since January 2004 in Greece emigrants can obtain permits for the duration of two years (as a result of the Legal Package attached to Law 3202/2003 on “Electoral expenses for the local elections, the administration and running of local government”).



Actually the Consulate Office can issue marriage certificate for Albanian citizens that have married in Greece and have registered the marriage in the correspondent CSO in Albania.

According to the Consular Functions Law, Consular Offices have to keep a list of Albanian emigrants to provide assistance to them in case of calamities or violent political turmoil in the lost country (art.5).

As pointed out above, this list is at least difficult to be produced, because of the mentioned criticalities about collecting address and telephone numbers of the emigrants.



#### 1.7.4 Final comments and remarks

In this paragraph are summarized and remarked the “highlights” that have emerged through the analysis of the Albanian representations abroad and that can have deep impact on the design of a system for Registration of Albanian citizens abroad.

##### 1 The official ownership of personal data

It emerges that the **Consulate is not the responsible owner of any personal data**, but it acts just as an intermediary. The only autonomous process, for which the Consulate office is fully responsible, it is the issuing of Official Bilingual Documents, that is actually a translation of Albanian acts, which remain the definitive acts.

##### 2 The issuing option for the representations abroad

This question derives directly from the one above. Actually the Consulate Offices are not able to issue certificates of Civil Status on their own, because they need to have the data validated by the CSO in Albania through the Fundamental registers.

##### 3 The influence of the national legal framework

The status of an Albanian living abroad is defined by the national law on immigration that clearly identifies a criterion for which a foreigner is legally or illegally living in the country. While in Italy the legal framework on immigration is fixed, in Greece the law is still under discussion – so leaving the legal target of the registration not definitely clear.

##### 4 The spontaneous attempts of computerization and registration

All the three representations analyzed have made attempts to computerize their offices, introducing electronic databases. In every case this attempt had to clash with the traditional paper routines of the work and a difficult integration with them. Also attempts of introducing registration of Albanian citizens have been made (such as a paper registry kept at the passport counter of the Consulate Office in Athens).

##### 5 The collaboration with the institutions of the host countries

The host countries own data on the immigrants (Civil Status Offices and Ministry of Public Order). In some case the look for collaboration from the Albanian representations have produced a sharing of the data, but this effort pays the fact of being a singular spontaneous attempt (see Focus points and criticalities in. paragraph 1.5.3.1)

##### 6 The service perspective

Observing Albanian citizens living in Italy when referring to the Civil Status Service of the Consulate it emerges that they behave towards the registration as searching services that respond to some specific need. This is particularly clear considering when the citizens have the “actual” opportunity to choose if register themselves or not, as it happens for a child with one Albanian parent and the other Italian. Having the child the Italian status of citizenship, it seems that his/her parents do not see the need to register him/her in Albania.



## 1.8 The Demographic Services in the structure of the Italian State

Approximately one third of the Albanian resident abroad lives in Italy, and the majority of these people own a regular residence permit issued from Italian authorities. Therefore, we have investigated the current situation of the Italian demographic services, in order to assess the potential role of such services (and systems) as a source of information for our future registration process of Albanian migrants.

Historically, in Italy the responsibility for keeping citizen's data has always been – by law - within the municipalities: the mayor is in charge of certifying the data and of issuing and signing the identity card on paper. Migration of people between two municipalities implied a communication between the two local offices involved.

In the last years, the Italian Government started an extensive plan of modernization of the “administrative machine”; this plan gave birth to initiatives with different focuses: rules and laws, organizations, technologies, people. Even a dedicated ministry, the Ministry of Innovation ([www.mininnovazione.it](http://www.mininnovazione.it)), was created in order to ensure the global coherence of the changes implemented all around local and central public bodies.

In the field of demographic services, modernization is radically changing the landscape: the main final goal of the process is to achieve the full secure and reliable digitalization of all civil status and demographic processes and data, with the distribution to 100% of the population of the CIE Carta d'Identità Elettronica (Electronic identity card).

The core of the “to be” model is the INA-SAIA system, that may hold a role of primary importance as regards to our future registration system and process.

With a law dated 28.2.2001, the Italian Ministry of Interiors created the **INA (Indice nazionale delle Anagrafi)**, to improve the supervision and management of demographic data within the Italian territory. Basically the INA is an infrastructure that puts in direct connection all subjects who are entitled to modify or access citizens' personal data. Such connection has its core in the creation of a central database (the INA), containing a reliable “link” between any individual's data and its Municipality of residence. In the “to be” model of the Italian system, such database will be fed daily by the over 8000 Italian municipalities with updates to personal data due to birth, death, move, marriage, divorce and so on.

The key item for the univocal identification of the citizen is given by the Codice Fiscale (Fiscal Code), a string of characters that is issued by the Ministry of Finance at the birth of the citizen.

The INA does not contain all data, but just the virtual logical link to identify the competent municipality where the citizen resides, and where the full data record can be retrieved.

The Ministry also realized another system, called SAIA, which must be used by the Municipalities to uninterruptedly update their section of the INA. The complete process is structured as follows:

- the Municipality first “cleans” its local registry by checking the fiscal codes with the Ministry of Finances,
- then the Municipality initializes its section of the INA by uploading the data once.
- from that moment on, the SAIA must be used daily – automatically or manually – to keep the data updated by sending and receiving information about changes occurred



The coverage of the INA is today in progress: over 25 millions citizens are linked in the INA within the total population of about 60 millions. By law all Municipalities must join the INA within end October 2005 and must begin issuing the Electronic Identity Cards in January 2006.

As far as our feasibility study is concerned, the important point is that the registries and the systems in place in the municipalities contain all civil status data about each Albanian legally living in Italy (with the exception of the former address in Albania) with a very high degree of quality and reliability, and update.

The potential benefits of such asset will be explored in the following chapters of the study.



## 2 Purpose of the system

This section of the feasibility study means to point out the possible goals of the system to be developed, and to translate such goals into specific technical, functional, normative and organizational requirements.

Since the whole administrative system of the Republic of Albania is under a broad process of reshaping and upgrading, we must stay well clear from the danger of losing our focus on the specific problem of registration of Albanian migrants and to embrace instead the wide issue of modernising the civil status system. Due to the amount of time that we have available, we must stay on track on our main purpose, and break it down and define it more into details, in order to share the purpose of the system before we start the “to be” phase.

This feasibility study will lead the customer to focus choices among the implementation options through cost/benefit evaluations; therefore, several potential purposes are listed, together with the consequent impact on the requirements of the system. A broader scope and purpose of the system will reasonably lead to tougher requirements, higher costs of realization and maintenance, higher degree of risk. Although the final choice is left to the customer’s discretion among the different options listed below, it is our specific goal to outline the relations between purposes and system specification.

Another important line of analysis will be the “evolving” perspective: since both the technical and the organizational environment in which our system will run are in a state of turbulent and lively evolution, it makes sense by all means to consider how the environment and our system will interact in the short and mid term.

This kind of focus may lead to different options and requirements, that wouldn’t be considered at all within a simple “quick and dirty” approach.

The system for registration of Albanian “migrants” may serve different direct<sup>17</sup> purposes for different subjects:

### 2.1 PURPOSE “A”: voters

*“To achieve the creation and the management of an electronic registry of owners of the right to vote at Albanian elections”.*

### 2.2 PURPOSE “B”: management

*“To achieve the creation and the management of an electronic database containing valuable data for management of the migration phenomena”.*

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<sup>17</sup> This feasibility study does not cover any analysis of the consequential benefit of having such a registry available, for instance an incentive to regularize one’s position, or a better management of remittances from abroad. Any link between low-level target and strategic milestones is covered within the National Strategy on Migration.



For the fulfilment of purposes “A” and “B”, the registry (and the underlying database) should match the following requisites:

<i>Data:</i>	<ul style="list-style-type: none"> <li>• Civil status data, just as defined in Albanian laws for any register of Civil Status.</li> <li>• Collateral “social” information for management and strategic purposes, such as occupation and academic or professional qualification<sup>18</sup></li> </ul>
<i>Availability:</i>	Both locally at Consular offices and centrally in Tirana from selected public bodies
<i>Target:</i>	All Albanian citizens permanently (for more than three months) residing in a foreign country in accordance with the foreign country's laws on migration (owners of a temporary or permanent residence permit)
<i>Validity:</i>	the list of people included in the registry should be usable as the list of voters for any elections
<i>Frequency of update:</i>	Data should be updated often enough to permit regular voting operations: it should be granted the right to vote to any citizen who has been registered at latest x (to be defined) days before the election day. Therefore, regular updating whenever changes occur is mandatory

Some comments on such features of the registry:

- The target chosen appears the only possible one because: the registration of labour migrants only would create a significant misalignment, not allowing the right of vote to non-working people residing abroad such as workers’ families and students within voting age. On the other hand, although compliance with local regulation can’t be considered mandatory for the right of vote (and for any other civil right, of course), on the other hand it may be considered reasonable to link such compliance with the right to vote abroad, and this is what we propose. Such approach is also on the same wavelength as the law 9034 dated 20.3.2003 on migration of Albanian workers, where a “migrant” is defined as “an Albanian citizen who leaves the territory of the Republic of Albania to a foreign country for working purposes, in the observance of the law of the country of destination”.
- The usability of the registry being built as a list of voters absolutely implies the need of a reliable and certified link with the National Civil Status Service. This is because, in order to prevent a

<sup>18</sup> An input on this subject was due, according to the National Action Plan on Migration, by May, 31, but so far we did not receive it.





citizen from voting twice, the full membership of any individual in this registry can only be achieved after the annotation of the “resident abroad” status in the civil status register in Albania.

- As long as the computerization of the National Civil Register is not finished, the purpose of the system does not seem to imply a need for any capability to send real time data from Consulates to Tirana or back. By all means, a need for international data exchange exists, but still the current time delay due to shipment of diplomatic mail seems compatible with the purpose of the system.
- Likewise, **these first two “restricted purposes” do not imply in themselves for our system to possess any “civil status” functionality.** If we limit our purposes to A and B, all the system has to do is to **collect data** over time with a **simple data entry operation** to be performed at the consular offices, and to “consolidate” such data by sending them to the National Register Office in Tirana a few weeks before the Election Day. Then the competent central body (outside the scope of our system) will check, clean and validate the data with the municipalities and the Prefectures, and resend the final list back to each consular office.
- **Finally, we cannot stop here** and consider our analysis concluded: there are in fact other options in terms of purpose of the system, and some of them are intimately connected to the overall feasibility of our intervention. If we look at the system as described above, we are leading the organisation toward a situation where the only purpose and meaning in using the system, as seen from the point of view of the employees in the Consular Office, is to prepare and keep updated a list of voters, just because “one day” somebody will use it. It appears natural that, when facing the huge workload generated by hundreds of people pushing daily for services at the counter, our registration system will be seen as an added work, with low priority, and **our target will probably be missed. To bypass or at least reduce such risk, we must take into great consideration the goals and the priorities of the people who deliver services daily at the Consular Office, and we must aim at creating a significant degree of synergy between the use of the new system and the daily operations taking place there.**

## 2.3 PURPOSE “C”: business process improvement

*“To support processes of Civil Status taking place at Consular offices”<sup>19</sup>*

Accordingly to what we stated in the last consideration about “Purpose B”, we may consider creating a system that is useful for the Consulate. In our opinion, based on our experience in projects of feasibility and system integration at many different customers, the only way to promote a “win-win” situation with the operators at Consulates is to provide them with “their” system, and this means to automate and simplify their work.

In short, since the processes who deal with data of Albanian citizens resident abroad take place daily at the consular offices worldwide, we must analyze thoroughly the option to implement some functionalities that would make the system **the day-by-day tool for the employees facing the public or in back office**. For instance, the system could support the “one click” printing of certificates, and the interaction with other subjects.

<sup>19</sup> As seen in paragraph 1.7\_\_ of the AS IS section, it is not so obvious to define exactly which “Civil Status” processes take place



Such a purpose would take somehow our system's functionalities much closer to the pilot systems currently deployed at some experimental municipalities in Tirana (Statistic Norway), rather than just a "registration system".

This purpose may become a mandatory one and not just a need, in case we do not have other ways to "force" the daily update of the registry from the employees at the Consular offices. From this point of view, the example of the pilot project taking place at some municipalities is somehow illuminating: if the system handling the data electronically does not become the "business system" used daily by employees, the registry becomes quickly "dead", it is not updated because this would take double effort and because, after all, potential users see no gain in doing it. Another good example of this phenomena is given by some Consular offices in Italy, where several trials were made to build up very simple databases containing the data of the people interacting with the office, and these systems, in spite of their extreme simplicity and ease of use, require double entries, maybe beyond working hours or when some spare time is available, just to keep the archive updated, while the "real work" is done on paper.

**Therefore, purpose "C" in our opinion may become not just an extra purpose in itself, but it may become a requirement in order to increase chances to achieve purposes A and B, where our "primary goal" resides.**



The addition of this purpose would lead to these extra requirements:

<i>Data:</i>	In order to support consular processes at best, extra information may be added such as contact information (telephone number, email), and a log containing the history of interactions between the office and the citizen (when he/she came, for which purpose, with which outcome, and so on...). Somehow, such approach would lead to build a sort of CRM (Customer Relationship Management) system.
<i>Availability:</i>	<p>If the system becomes "mission critical" for the delivery of consular services (in other words if the offices can hardly work without it), "high availability" must be considered mandatory, together with a formalization of business continuity issues:</p> <ul style="list-style-type: none"> <li>• which alternatives operating modes can be kept as backup?</li> <li>• Will it be possible to work with the system offline, or even without the system (just "stand alone" office automation available), or without computer (on paper), and then recover the data later?</li> </ul>
<i>Target:</i>	The target may be widened in order to include tourists, other Albanian citizens not residing in the foreign country, foreign citizen requesting visas for Albania, people who are named in mandates for taking care of bureaucratic procedures, in other words "non-migrants" in the need for consular services supported by the system.
<i>Validity:</i>	Unchanged
<i>Frequency of update:</i>	The registry would become the only entry point for any changes occurring in citizen's data; therefore, data must be updated or confirmed (at least locally) in real time at any moment of interaction



## 2.4 PURPOSE “D”: opening or readiness to the computerization of Civil Status Service

*“To be ready to be the “local abroad” node of the future computerized Civil Status service, as soon as the ongoing project in Albania is completed”*

This purpose can be intended in two different ways: a “restricted one” and an extended one”.

**D “restricted”**: the system has the purpose to build a database for each foreign consulate of Albania, so that this database will become the “zero release” of the database on which the future local node of the computerized Civil Status service will work. The two systems will not interact, there is just a “una tantum” data upload.

Once the computerisation of Civil Status is completed, our registration system is either abandoned, or it is still used for registration, maybe just in minor representations where only a few transactions occur; all main representations abroad will start using the future “automated Civil Status” also for registration, and the only valid data will be those contained into that system.

**D “extended”**: the system that we are designing **will become part of** the future Civil Status service, being fully integrated with it.

Once the computerisation of Civil Status is completed, our system will feed the national system with real time data, and will receive data from it as well. In such case, it would make no sense to develop specific functionalities for registration abroad into the new Civil Status system.

## 2.5 Final considerations on the purpose of the system at the end of the “as is” stage

So far, we have just listed the options and underlined consequences, advantages and disadvantages, but what is our point of view?

**In our opinion, the right limit for the focus of this system lays somewhere between Purpose D “restricted” and “extended”.**

- On one hand we cannot restrict our purpose to A or B only: in fact we would never recommend investing time and money on something that will give no significant advantages to its users, who happen to be influencing heavily the main critical factor for success or failure of the project.
- Nevertheless, we must resist the temptation to “overdo” and implement a full Civil Status distributed system, especially if – as it was remarked during our interviews – huge projects are on the launching pad to do the same. Instead, we should put great care in protecting our investment by making it as open and compatible as possible with any future modernisation of the Albanian administrative apparatus.



## 2.6 Remarks on the purpose of the system at the end of the feasibility study.

At the final stage of refining this feasibility study, we can make some comments on the purpose of this system.

First of all, we can say that **the exact definition of the purpose of the system has been the main challenge of this study**. Being the technical side of the study quite linear and simple (after all, the registration system will support “classic” functions such as data entry and db management activities), we have devoted much of our time and effort in investigating existing processes first, and then designing and evaluating the best options for the new ones.

Therefore, the purpose of the system continuously evolved all along the two months of study. Nevertheless, the final considerations expressed in paragraph 2.5 are still valid: we designed a system that will have a well defined role in the processes of CO, but we kept far from trying to support full Civil Status functions, waiting for the general modernization of Civil Status to happen.

On the other hand, some significant points have been reviewed:

- The registration system will not produce a “list of voters”; instead, it will produce a “registry of migrants”, offering the best possible quality and reliability, but **without any legal value**. Such register will be just **one of the sources** for building the official list of voters abroad. The compilation of such list will be possible after the computerization of Civil Status is almost completed, and after that each citizen will have been provided with an individual unique number of identification. Therefore, the requisite of “legal value” and “frequency of update” of “purpose A” doesn’t make sense anymore.
- We have designed systems and processes so that **there is no mandatory need for the citizen to be a “legal migrant”**: any decision on this matter can be freely taken based on political and strategic factors, and **the system operations will not be influenced at all because we have decoupled the registration from the Civil Status**.