

Workshop 1 | L'obiettivo della città inclusiva



W 1.1

LE POLITICHE DI WELFARE SULLE DISEGUAGLIANZE

Coordinatori: **Giovanni Laino, Sergio Bisciglia**
Discussant: **Giuseppe Moro, Laura Saija**

La Pubblicazione degli Atti della XXII Conferenza Nazionale SIU è il risultato di tutti i papers accettati alla Conferenza. Solo gli autori regolarmente iscritti alla Conferenza sono stati inseriti nella pubblicazione.

Ogni paper può essere citato come parte degli "Atti della XXII Conferenza Nazionale SIU, L'urbanistica italiana di fronte all'Agenda 2030. Portare territori e comunità sulla strada della sostenibilità e resilienza. Matera-Bari, 5-6-7 giugno 2019, Planum Publisher, Roma-Milano 2020".

© Copyright 2020



Roma-Milano
ISBN 9788899237219

Volume pubblicato digitalmente nel mese di aprile 2020
Pubblicazione disponibile su www.planum.net | Planum Publisher

È vietata la riproduzione, anche parziale, con qualsiasi mezzo effettuata, anche ad uso interno e didattico, non autorizzata. Diritti di traduzione, di memorizzazione elettronica, di riproduzione e di adattamento, totale o parziale con qualsiasi mezzo sono riservati per tutti i Paesi.

PAPER DISCUSSI

- 46 ■ **Cittadinanza: un concetto in discussione. L'esperienza e le attività del Laboratorio LaCIS dell'Università di Brescia**
Barbara Badiani, Francesco Mazzetti
- 51 ■ **Progettare luoghi inclusivi**
Letizia Carrera
- 55 ■ **Immigrazione e cura del territorio. Il Subappennino dauno come laboratorio?**
Antonio Alberto Clemente, Luciana Mastrolonardo, Angelica Nanni
- 63 ■ **Enabling immigrants to easily know and exercise their rights. The case of MyJourney**
Grazia Concilio, Paolo Carli, Giuliana Costa, Francesco Molinari, Anna Moro
- 76 ■ **Per una costruzione di un welfare ecologico-circolare. Contributi di riflessione da un'area interna della Sicilia orientale**
Medea Ferrigno, Laura Saija
- 82 ■ **Napoli e il diritto alla città. Tra presenza / assenza di standard urbanistici**
Alessia Franzese
- 90 ■ **La povertà vista dal Sud, tra diseguaglianze e diritto alla città. Il caso di Palermo**
Francesco Lo Piccolo, Annalisa Giampino, Vincenzo Todaro
- 97 ■ **Vällingby / Sabaudia: policies urbane in Svezia e Italia oggi**
Dunia Mittner
- 104 ■ **Processi di recupero e gestione del patrimonio pubblico attraverso lo studio dei bandi Urban Innovative Action. I casi di Bologna e Torino**
Andrea Peraz
- 112 ■ **La rendita urbana come questione sociale**
Barbara Pizzo
- 120 ■ **Il diritto di restare: come ripensare i sistemi di welfare e l'accessibilità a partire dalle aree interne dell'Italia meridionale**
Valeria Volpe

Enabling immigrants to easily know and exercise their rights. The case of *MyJourney*

Grazia Concilio

Politecnico di Milano
DASStU - Dipartimento di Architettura e Studi Urbani
Email: grazia.concilio@polimi.it

Paolo Carli

Politecnico di Milano
Email: paolo.carli@polimi.it

Giuliana Costa

Politecnico di Milano
Email: giuliana.costa@polimi.it

Francesco Molinari

Politecnico di Milano
Email: mai@francescomolinari.it

Anna Moro

Politecnico di Milano
Email: anna.moro@polimi.it

Abstract

There is evidence that the construction of immigrants' integration and inclusion in the hosting societies, as well as the recognition and management of cultural diversities, are more and more defined and implemented at the local level. There, municipal authorities and other local government bodies play a decisive role in building inclusion as well as exclusion patterns by simply facilitating or making more complex what Isin and Nielsen (2008) call "acts of citizenship", which include both the outcomes of discretionary decisions and compliance with implementations of mandatory national or supranational administrative procedures. Consequently, immigrants' integration is challenged by both the diffuse, albeit wrong, feeling that immigrants have about themselves as "illegal citizens". This acts as an impediment to a broader and fuller exercise of their acknowledged and endorsed rights, fueled by the complexities of international, national and local norms that differentiate its mechanisms across the countries.

This paper starts with an introduction presenting the issue of existing services accessibility for immigrants. In the second part, the authors introduce the "Open4citizens" Horizon2020 project and the work carried out for a hackathon event dedicated to the ideation and prototyping of an ICT based solution devoted to facilitate the request for family reunification in Milan. Finally, the article describes "MyJourney", the solution awarded during the hackathon, which was finalized throughout a collaborative work among the developers, the Municipality and the Prefecture of Milan.

Key words: immigration, inclusive processes, social integration

1 | Integration: a multifaceted problem of access to rights

The migration phenomenon has assumed a strong structural dimension in the European Union in recent years although on a (very recent) downward trend. This is made evident by the continuous increase in the presence of immigrants, through the combined processes of recomposed family units, the significant inflow of unaccompanied minor children and the growing insertion of immigrants into the labor market. More recently, EU countries have had to manage the arrival of a large number of refugees from war zones. From 2008 to 2017, the total number of asylum applicants has reached more than five million from 146 different countries. A record 1.3 million migrants applied for asylum in the 28 Member States of the European Union, Norway and Switzerland in 2015 – nearly twice the previous peak of roughly 700,000 that was set in 1992 after the fall of the Iron Curtain and the collapse of the Soviet Union (Eurostat, 2019). This new situation is challenging both national governments and local authorities in the implementation of inclusive policies in general and shows its complexity during the early stages of immigrants' presence in a territory. As soon as they arrive, they should be oriented and advised about their rights and the ways to access public services, which is not simple for public authorities. «You've made it, you've managed to leave your country. You are in Europe, but your travel hasn't finished yet. You still have a long journey ahead of you to get to know the

new hosting country's societal institutions, culture, socio-economic settings. You'll have to orient yourself and try to grasp how to live where you are, accessing the different kinds of resources required for your daily life. You'll have to learn a new language. You'll have to understand what your rights and duties are. And you'll need to be oriented in this journey». These words have been pronounced in October 2017 by a member of a big NGO working with migrants in Milan. They are clear in highlighting the complexity of issues that are part of the experience of migrants, and of the volunteer and administrative staff dealing with them.

Generally speaking, research has so far addressed the dimensions and factors that affect people's decisions to leave their country and migrate. Only to a lesser extent issues like the integration of foreign individuals and their families into unknown, diverse, distant and sometimes rather hostile societies have been studied. This limitation is even more surprising if one considers that, particularly over the last decade, very important efforts have been made by governments around the world in developing new policies, administrative rules and affirmative actions to promote and procure immigrants' integration in the receiving countries. Indeed, the concept of immigrants' integration has changed in the meantime, from being merely 'accepted' as newcomers, to the goal of letting them become acknowledged parts of the hosting country's society, labor market, welfare system, cultural environment etc. – albeit with different possible schemes, adopting a more assimilationist, multiculturalist, or post-multiculturalist perspective. Some research has been dedicated to practical issues, related to these processes.

Vertovec's (2007) definition of "super diversity", introduced a decade ago to related to the extremely high complexity of the UK diverse society, can easily be extended to the majority of EU countries today. It makes implicit reference to the dynamic interplay (if not clash) of a huge number of aspects displayed by the immigrant profiles and the receiving countries' laws and regulations, which plays an important role in determining integration obstacles. Such aspects include: differences in the countries of origin, cultural values and practices, migration channels, human and social capital specificities (including language and digital literacy), as well as differences in the legal status (i.e. refugees and asylum seekers vs. socioeconomic and even irregular migrants, each with their own set of entitlements and restrictions). As a result of that interplay, the various national policies and programs designed to cope with immigrants' needs have determined, *de facto*, a plethora of heterogeneous forms and levels of integration.

To complete this picture, there is evidence that the construction of immigrants' integration and inclusion, as well as the recognition and management of cultural diversities (Foner, 2007), are more and more defined and implemented at the local level. The local scale is crucial when it comes to dealing with migration phenomena, problems, issues and policies (Schiller and Caglar, 2011; Caponio, 2018) as well as a ground of policy innovation (Scholten et al., 2017). Municipal authorities and other local government bodies play a decisive role in building inclusion as well as exclusion patterns by simply facilitating or making more complex what Isin and Nielsen (2008) call "acts of citizenship", which include both the outcomes of discretionary decisions and compliance with implementations of mandatory national or supranational administrative procedures. Increasingly, the margins for interpretation or 'manoeuvre' at the local level of the superimposed regulations from the national level lead to further differentiate the actual pathways of inclusion and create new and substantial gaps between the dimensions of citizenship and integration. In this sense, cities can be or not be "integration machines" (Heitmeyer, 2002).

In such a landscape, two key aspects appear as crucial to determine the "real" integration level: on the one side, immigrants' integration is challenged by the complexities of international, national and local norms that differentiate its mechanisms across the countries, and sometimes also across the country itself. On the other side, it is also the diffuse – albeit wrong – feeling that immigrants have about themselves as "illegal citizens" that acts as impediment to a broader and fuller exercise of their acknowledged and endorsed rights. These two aspects create dangerous paradoxes: for instance, if we look at Italy, a special paragraph of a national law allows doctors in the hospitals' emergency rooms to provide assistance to people who refuse identification. How known is that paragraph by irregular immigrants? Still today, we read stories in the press reporting about pregnant, sick or injured (irregular) immigrants who prefer not to go to the hospital for treatment, with all the consequences that this decision may have.

It is clear that for a better integration of immigrants it is fundamental to improve both the understanding of their rights and the "easiness to exercise" their rights. To help disentangle the "easiness to exercise" concept and its requirements even further, one can also note the following:

- due to the hyper-complexity of most immigration situations, the problem of communication does not only involve the immigrants, but also the service providers. It is a problem of a cultural nature, deeply

rooted in the different degrees of civic and political maturity of the immigrants and of the hosting country's actors and stakeholders. It requires systemic, not simple ad hoc solutions;

- as the previous example of emergency hospitalisation in Italy shows, improving the knowledge of (basic) rights is a precondition for accessing local welfare services, which broadly comprise many forms of assistance to the integration process, from social housing to public healthcare, from schooling to family support (including minors and families reunification), up to language and technical training courses to prepare for effective inclusion in the labor market.

Even when a sufficient level of awareness is achieved, however, a key obstacle to exercising immigrants' rights is the complexity of bureaucratic procedures, which are often difficult to understand also for the native residents in the hosting countries, not to speak of people with little literacy and/or familiarity with administrative mechanisms. As a result, most welfare services turn out to be inaccessible as related information is locked in complex, legal-jargon-filled-in texts of difficult readability and comprehensibility. Or, their access gateways involve so many actors and steps that no-one can easily find a direction unless supported by face to face interactions and a strong, not discretionary, street-level bureaucratic system (Lipsky, 1971).

2 | The Milan context

Milan is a crossroads of "global escapes" (Van Aken, 2008), a city of refuge, a pole of attraction, a place of transit, circulation and settlement. The city (and its metropolitan area) attracted immigrants in a higher proportion of other Italian cities because of its vibrant labour market since Italy started to clearly be a country of immigration (fig.1). Milan has been classified as having a medium-high international migration profile due to the fact that it's started from low levels but have experienced a very strong growth of international migrant's presence in the last years (Costa and Ewert, 2014).

The number of immigrants grew constantly, at list till the recrudescence of the economic crisis, in 2011-2012, when the presence of foreign individuals decreased for a couple of years. In 2017 there were 5,329 million regular immigrants in Italy plus half a million in an irregular position (estimates show that around 8,2% of immigrants are irregular, a proportion that has been decreasing along the years).

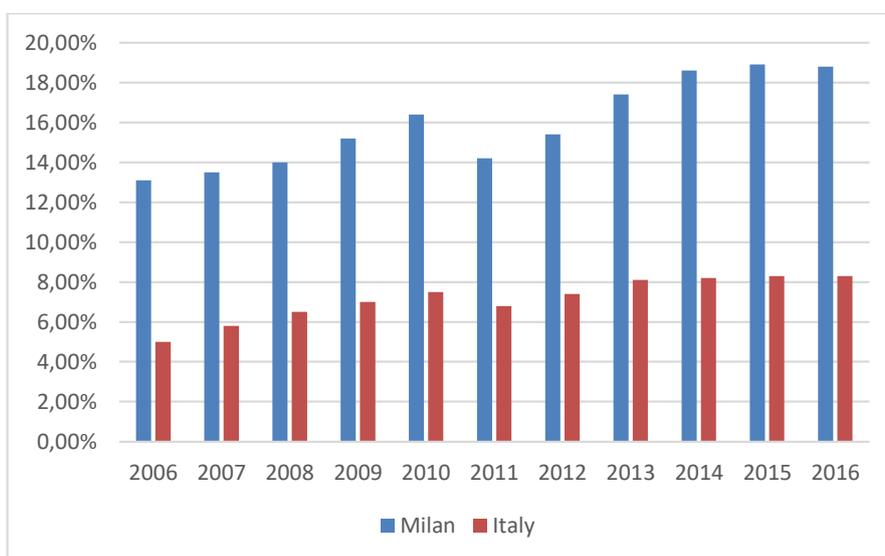


Figure 1 | Percentage of immigrants residing in Milan and in Italy by year
Source: www.comuni-italiani.it

About 22,6% of the total immigrants in Italy live in Lombardy. Its capital, Milan hosts the 39,2% of the regional immigrant population. In 2018, there were around 262.000 foreign people living in the city.

The largest foreign community in the city is the Philippines' one (15.6% of all immigrants), followed by the Egyptian (14.3%) and Chinese one (11.0%). The vast majority of immigrants have a regular status. It's has been estimated that in Italy around 8,2% of immigrants are in an irregular position.

The high presence of immigrants in Milan is accompanied by a great density of migrant associations in the city. In fact, in Milan there is the highest number of organizations led by immigrants in the country. In 2014, there were as many as 313 out of a total of 4114 at the national level (Centro Studi e Ricerche IDOS, 2015). It is also very active in terms of organizations pro-migrants; it is the seat of very strong organizations that

provide legal protection, fight for full access to health care, do sound research on migratory phenomena and so on with impacts at the regional and at the national level, participating to policy making.

Most of these associations work in reducing the distance between immigrants and the urban services which are hard to access for several reasons: complexity of the bureaucracy, high complexity of ad hoc norms, not yet friendly language. Immigrants services are very complex and working in the direction to facilitate their accessibility to their users appeared crucial to the Open4citizens team and to several organizations and to the Municipality of Milan (Centro Studi e Ricerche IDOS, 2015).

Referring to some interviews and meetings carried out with volunteering organizations, services available to immigrants are many, diverse, highly complex and depend extremely on the citizenship/right conditions immigrants experience. The most difficult situations are when they may be under 18 without parents, they can be asking for asylum, they can be refugees, they can be temporary resident in the city, they can be “irregular”. For any of these conditions, there are needs to be responded and many refer to services access. Even when immigrants are in “irregular” conditions, there are available services that are supplied to achieve a minimum decent life but they should know, should be informed about these. A large part of support is provided by volunteers’ associations and organizations that represent bridges between them and the existing services. A large number of associations and public institutions work to support their presence in the municipal reality: either when they have full citizenship rights or when don’t, like in the case of being asylum seekers, demanding for protection. Their needs vary from very basic when they have just arrived in the city, to very specific ones when they have full citizenships. There is a very synthetic list of support activities supplied by volunteering organizations:

- giving information and hints about rights and duties, especially new comers;
- support access to services conceived by age (for example, basic shelter);
- support specific groups, for example pregnant women and new mothers to find specific services in the city conceived for them;
- support young migrants when they change their status from being minors to “adults” (at least for administrative procedures...), losing many benefits and protection rights;
- structuring the access to medical cure and assistance for migrants, in particular for those which status is in some way irregular, in order to achieve the correct contacts and paths to reach it;
- support the networking between existing services in town and make them more accessible by migrants.

«Integration is essentially a local process» (Borkert and Caponio, 2010: 11) and public policies are crucial to implement it. Milan in this sense, is a pragmatic city (Costa and Ewert, 2014) because it responded quite quickly to the increase of immigrants in its territory since the 90’s, targeting some services to incomers and creating a special desk to deal with immigrants as well as participating to a huge number of European projects for migrants’ inclusion and integration in cooperation with local NGOs. In general terms, it treated the fast increase in the immigrants’ presence as a structural phenomenon, dealing with cultural diversity for example, introducing mediation roles in most public services and building long-term relationships with pro migrants non for-profit organizations.

It’s important to remember that Milan had a very important role over the last years, having seen the passing of thousands of migrants fleeing from their countries. It has been estimated that 107,000 refugees reached the city between 2013 and 2016. Up to the first months of 2016, they were mainly people “in transit” - in Italian called *transitanti* - that is, refugees who stayed in the city a few days to then continue their journey to Northern Europe where they sought asylum. As happened in the whole country, Milan, since 2016, lived the transition from being a city of transit to be a city of (obliged) reference for applying for asylum or settlement. The Municipality of Milan has managed the high number of people in transit or asylum seekers arrivals by creating a cohesive “control room” with the Prefecture and third sector organizations. Owing to the political stability in the 2014-2016 period and to the experience accumulated while dealing with the North African Emergency, the Municipality created a “city network” composed of associations, foundations and cooperatives supplying joint activities aimed to deal with problems related to the reception of refugees and asylum seekers. The network was created in 2015 through three public calls launched by the Municipality, to which 102 different subjects responded with the aim to work together (Costa, 2019).

The so-called “refugees’ crisis” has not come to an end but nowadays, the big challenge to local authorities in facing immigration issues is related to the integration of those who are already in the city, improving their quality of life, ensuring the same chances and the same opportunities of access to the resources that the city can offer compared to autochthonous. Four are the main issues in the policy agenda: dealing with the second generation of migrants (trying to cope with their legitimate demands of participation and belonging in a country where *ius sanguinis* citizenship is in place), fighting against discrimination (in the housing market but

also at a societal level), avoid phenomena of school segregation on an ethnic basis and facilitate family reunification paths, the channel through which most immigrants in the country arrive. This last issue has been the object of our projects, as described in the following pages.

3 | Towards MyJourney

3.1 | Services4Migrants: a hackathon to support migrants to easily exercise their rights

Open4citizens is an EU funded project that took place from 2015 to 2018 to make the potentials of open data recognizable and accessible to lay persons, by engaging them in the co-creation and early experimentation of open data-based applications and services. It run ten (5+5) independent hackathons (coding marathons) in five European cities: Barcelona, Copenhagen, Karlstad, Rotterdam and Milan. They aimed at exploring solutions and prototypes that, using open data, could respond to ten detailed challenges (2 per each city) identified by citizens or active organizations. The special characteristics of those hacking events resided with the explicit and structured addition of normal citizens – i.e., people who do not have coding skills – to the technical experts who are otherwise the usual protagonists of such coding marathons. Keeping peripheral to the current focus of this paper the specific dimension of open data, the second hackathon event in Milano, Services4Migrants, was oriented to develop solutions to support immigrants to request the familiar reunification.



Figure 2.1, 2.2 | The guide for Volunteers and public offices; the guide for immigrants

The open4citizens team prepared several documents to support hackathon participants: the first was a clear definition of the challenge to be presented to the participants, including the goals of the desired solutions and specific needs to be addressed (Figure 3).

LA SFIDA

RICONGIUNGIMENTO FAMILIARE: come garantire una buona comprensione delle procedure attraverso un servizio digitale che funga da guida

QUALI OBIETTIVI?

- **Migliorare la comprensione della procedura:** la procedura evidenzia una reale complessità e articolazione dei passaggi.
- **Lavorare sul linguaggio:** produrre un linguaggio di comunicazione e informazione completo ma semplificato e accessibile anche a chi ha scarsissime capacità di lettura.

PER CHI?

Immaginiamo un principale gruppo di utenti destinatari, per sua natura eterogeneo:



• Migranti

- con svariate condizioni di:
- diritti di accessibilità ai servizi
 - comprensione della lingua
 -

ma anche...

- Operatori
- Mediatori
- Cittadini



BISOGNI (O PROBLEMI?)

- La procedura è molto complessa, ramificata e presenta procedure annidate nella procedura (**EVIDENZIARE ARCHITETTURA**)
- Non sono chiari gli ordini di priorità o contemporaneità delle scadenze (**ESPLICITARE I TEMPI**)
- I prerequisiti per fare la domanda non sono del chiaramente esplicitati (**GARANTIRE LA COMPRESIONE DI TUTTI I PREREQUISITI**)



Funded by the European Union



Figure 3 | Presentation of the challenge

The second was a set of *personas* (Figure 4) representing fake but operational descriptions of individuals experiencing specific problems related to specific aspects of the procedure or to personal specific conditions.

PERSONAS

Amid

Chi?

Amid ha 48 anni e vive a Milano dal 2006, è sposato e ha tre figlio. Da qualche anno gestisce in zona Isola una pizzeria con un buon giro di clienti e un fatturato positivo. Ha cercato di far arrivare a Milano la madre settantenne che viveva sola in Egitto, per averla in casa con la propria famiglia.

Quali problemi ha incontrato?

Ha intrapreso la procedura di ricongiungimento familiare ma **non ha ottenuto in tempo il certificato di idoneità abitativa** perché mancava la documentazione attestante la regolarità dell'impianto elettrico e del gas.

Nadege

Chi?

Nadege ha 27 anni, viene dalla Costa d'Avorio, da quasi un anno ha un lavoro stabile come sarta in una piccola azienda. D'accordo con il marito che vuole raggiungerla in Italia ha iniziato ad informarsi su come fare.

Quali problemi ha incontrato?

Non riesce però ad utilizzare agevolmente le guide digitali né a leggere ed orientarsi facilmente consultando una mappa della città e dei suoi servizi.

Aurika

Chi?

Aurika ha 40 anni e lavora come collaboratrice domestica, finalmente in regola. Si è risposata in Italia e ora può ricongiungersi con le sue due figlie di 13 e 11 anni che sono in Moldavia con la nonna.

Quali problemi ha incontrato?

Era riuscita a mettere insieme tutti i documenti ma **ha poi scoperto il giorno dell'appuntamento al SUI della Prefettura che il suo reddito non era sufficiente per ricongiungere entrambe le figlie.**



Funded by the European Union



Figure 4 | Personas

Third, the presentations of very peculiar needs have been prepared to highlight some very special requirements to be respected by the created solutions (Figures 5.1, 5.2, 5.3).

BISOGNI - Evidenziare l'architettura



Descrizione

La procedura risulta essere molto impegnativa e caratterizzata da sottoarticolazioni, annidamenti e specificazioni. Questa complessità non è evidente fin da subito: è nel procedere con i passaggi che l'utente si imbatte in nuove riarticolazioni del percorso (es. nuove richieste di documenti da esibire-predisporre, alcuni anche molto onerosi). Ciò può disorientare e far perdere il senso del percorso generale, facilitando errori e ritardi nella preparazione dei documenti.



Requisiti

- DARE EVIDENZA GENERALE E DI DETTAGLIO DEL PERCORSO E DELLE SUE COMPONENTI ESSENZIALI IN MODO CONTEMPORANEO
- EVIDENZIARE/RENDERE ESPlicito IL GRADO DI COMPLESSITA' DI UNA PROCEDURA O DI UNA PARTE DI PROCEDURA, IN RELAZIONE ALLE ALTRE PARTI, MAGARI RISPETTO AD ALCUNI INDICATORI PREDEFINITI
- ...



Esempio all'interno delle guide

La richiesta di *Attestazione di Idoneità Abitativa*, necessaria e imprescindibile per la compilazione della richiesta di *Ricongiungimento Familiare*, sembra uno tra i requisiti (per chi non è già istruito). In realtà essa rappresenta una procedura nella procedura, anche essa complessa, che richiede tempi, competenze e un budget per essere governata e perfezionata.



BISOGNI - Esplicitare i tempi



Descrizione

La richiesta dei molti documenti, le prenotazioni da fare, il fatto di dover attivare la procedura anche all'estero rispetto alla persona da ricongiungere genera diversi rami e sottopercorsi che hanno **tempi di realizzazione** e **scadenze proprie**: alcune sono successive una all'altra, altre sono da attivare in contemporanea.



Requisiti

- MOSTRARE LE LINEE TEMPORALI DELLA PROCEDURA E DELLE SOTTOPROCEDURE SU UN UNICO DIAGRAMMA TEMPORALE CHE PERMETTA DI CAPIRE CHE COSA SI SOVRAPPONE E COSA E CONSEQUENTE
- EVIDENZIARE I MOMENTI CHIAVE, LE "CONSEGNE" DA NON MANCARE
- ...



Esempio all'interno delle guide

Sono molti i punti in cui si possono sovrapporre procedure, ad esempio sembra importante chiarire quando/quali documenti debbano essere prodotti dai familiari all'estero.



BISOGNI - Garantire comprensione dei prerequisiti



I documenti e i passaggi da realizzare per portare a termine la procedura si differenziano rispetto alle molte fattispecie che si possono presentare. Le guide ad oggi realizzate evidenziano in modo più immediato due principali linee di profilazione:

chi fa richiesta / chi si vuole ricongiungere.

In realtà la profilazione risulta essere più ampia.



Requisiti

- AMPLIARE IL RANGE DELLA PROFILAZIONE
- RENDERE EVIDENTI TUTTI I PROFILI IN UNA FASE ANCORA PRELIMINARE RISPETTO ALL'AVVIO DELLA PRATICA
- ...



Esempio all'interno delle guide

In particolare emerge nel corso della redazione dei documenti che altre variabili orientano il percorso, ad esempio rispetto al:

-tipo di impiego

-reddito

..



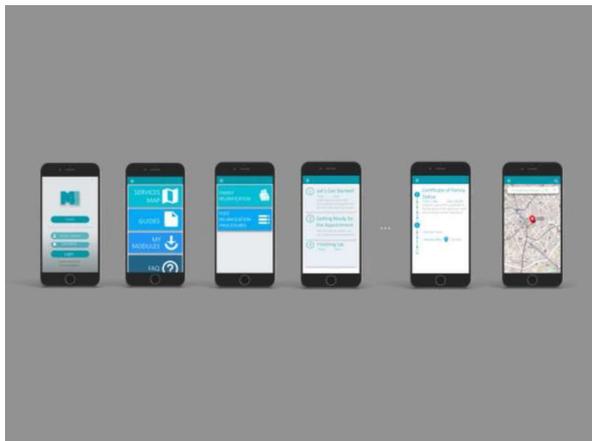
Figure 5.1, 5.2, 5.3 | Needs descriptions with requirements and experiential examples.

Five teams were involved in the hackaton. The participant teams produced the following proposals.



Unio

Here the applicant defines and understands, step by step, his own path of family reunification through simplified wizards and information tools. The platform stands as a real personal assistant along the entire process: informing on the suitability of the applicant to start the procedure, providing information on the production and delivery of documents, helping in completing online forms, indicating the contact details of the offices and the relevant bodies.



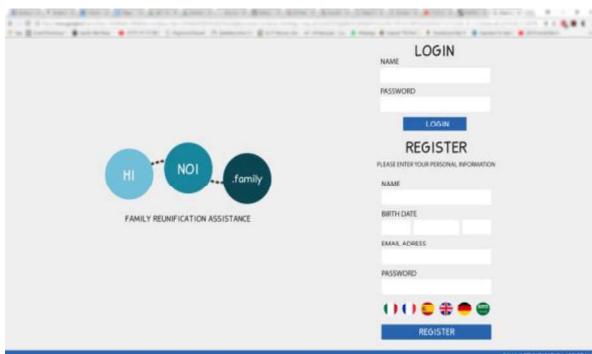
4Mi

The platform is an open source project: all the data used and the technologies with which the platform will be implemented are free and open. The aim is to provide a guide that simplifies the bureaucratic and non-bureaucratic practices that the migrant faces during his stay in the country. Initially the application will implement the "Family reunification" wizard and through this, the migrant will be guided through the steps customized according to his situation (user-specific).



EquaMi

A platform that shows and explains the steps to follow in order to a family reunification, shortening the distances between the foreign community and the public administration. It is a dynamic way to support migrants: a model that can be adapted to different places and users and that connect in a simple way user and the institutions.



HiNoi

HiNoi wants to make this procedure as simple as possible. The user is followed during his process: first of all, she or he is profiled to understand if the requirements of the procedure are satisfied, then a personalized path is created, organized by step on a timeline that can be shared even with relatives abroad. The proposed model that can be exported and it is also a tool that works for different profiles: articulated for migrants and mediators.



MyJourney

Development of a guide for family reunification that is simplified, personalized and intuitive, using data in a conscious way to provide useful and specific information. Every single user will be profiled through a simple interactive questionnaire, based on gamification.

3.2 | The *MyJourney* solution

The web-app *MyJourney* is the winning project of the "Services4MIgrants" hackathon 10-11 March 2018, organized by the Politecnico di Milano and the Municipality of Milan, starting from data that have specifically scraped, mined and made open by the Open4Citizens' researchers, on the issue of immigration. The open data-set were subsequently published on the website of the Municipality of Milan, at this address: <https://dati.comune.milano.it/hackathon2018>.



Figure 6 | MyJourney homepage

The purpose of MyJourney is to provide an information support tool for the request of family reunification by non-EU migrants. Therefore, the web-app provides help in order to collect the documents needed to the "Clearance Certificate" for reunification (*Nulla Osta*).

The project is structured in a survey that collects information about the user and dynamically identifies path to collect only the information specific for the user and his/her family so reducing the effort for the user to understand the entire procedure which is obviously designed to respond to a large variety of cases. At the end of the survey, if the user has the requested requirements, the web-app produces a personalized guide based on the user's needs, so as to allow her/him to download her/his personal report.

Differently, if during the filling out of the survey some information emerge about the user that prevent him/her from successfully complete the procedure (for example, a too short duration of her/his residence permit, an insufficient annual income, an unhealthy housing condition, etc.), the web-app as well as producing an alert message, allows to reach through a link the aforementioned "Guide for Volunteers and public offices"¹ (see paragraph 3.1 Services4MIgrants: a hackathon to support migrants to easily exercise their rights).

¹ This Guide has been recently modified into a more agile hyper-text by the OnDATA team who gave support to teams during the "Services4MIgrants" hackathon.

Ciao _____
ecco la tua guida:



DATI FAMILIARI / ANAGRAFICI



- Passaporto di **NOME COGNOME** fotocopia delle pagine con i dati anagrafici e il numero dello stesso;
- Fotocopia delle pagine con i dati anagrafici e il numero del passaporto di **NOME COGNOME**;
- Certificato di stato famiglia di NOME COGNOME** rilasciato dal Comune di residenza con la dicitura "uso immigrazione";
- Codice fiscale di NOME COGNOME**;
- Carta di soggiorno** o del **permesso di soggiorno** in corso di validità, ovvero, permesso scaduto, accompagnato da ricevuta di presentazione dell'istanza di rinnovo;
- Originale **certificato stato di famiglia** rilasciato dal Comune relativo alle persone che abitano nell'alloggio ove dimoreranno i familiari ricolgiunti rilasciato dal Comune di residenza con la dicitura "uso immigrazione";
- Dichiarazione di impegno a sottoscrivere una **polizza assicurativa sanitaria** o altro titolo idoneo a garantire la copertura di tutti i rischi nel territorio nazionale, in favore dei genitori ultrasessantacinquenni.

DATI ALLOGGIO



- Contratto di locazione/ comodato/compravendita** di durata non inferiore a sei mesi a decorrere dalla data di presentazione della domanda;
- Ricevuta di registrazione e/o rinnovo contratto di locazione**;
- Per ciascun alloggio ove dimorerà **NOME COGNOME**, originale (da esibire all'ufficio) e fotocopia del certificato di idoneità abitativa e igienico-sanitaria, rilasciato dal Comune per finalità di ricongiungimento familiare.

DATI LAVORO/ LAVORATORI INDIPENDENTI



- Certificazione Unica (C.U. ex C.U.D.)**;
- Fotocopia del **contratto di lavoro/lettera di assunzione** (modulo C/Ass - Unilav);
- Ultime tre buste paga**;
- Autocertificazione del datore di lavoro**, redatta su modello "S3" con data non anteriore di mesi 1, da cui risulti l'attualità del rapporto di lavoro e la retribuzione mensile corrisposta;
- Fotocopia del **documento d'identità del datore di lavoro**, debitamente firmata dal medesimo.

INFO GENERICHE

Puoi richiedere aiuto presso:

**NOME
INDIRIZZO
CAP**

Il **Municipio** di riferimento per i servizi anagrafici è:

**NOME
INDIRIZZO
CAP**

Puoi acquistare **marche da bollo** presso:

**NOME
INDIRIZZO
CAP**

1 marca da bollo da € 16,00, la stessa utilizzata per la compilazione del mod. S (vedi riquadro 18) + 1 marca da bollo da €25,00 per ogni familiare per cui si chiede il ricongiungimento familiare.

Figure 7 | MyJourney: a fac-simile final report



Figure 8 | MyJourney: screenshot of the error message with the link to the Guide for Volunteers and public office

The MyJourney web-app will be accessible from the city portal We.Mi (<http://wemi.milano.it/>) dedicated to Welfare; and it has been developed using Python technologies 3.5 with support for the Django2.1.2 framework for the backend part, while for the front-end were used Html5, CSS and JavaScript with JQuery, Bootstrap and VueJS.

The web-app was tested on Ubuntu Server 16.04, while it was later moved to GitHub to allow a collaborative test phase between the original developers, the hackathon's winner team, and the ICT staff of the Municipality of Milan who will manage the maintenance and future updates.

In the spirit of the open-data culture and the requirements of the Open4citizens EU funded project, MyJourney uses exclusively free and open source software as well as open data-sets, from the public ones of the Municipality of Milan to the cartographic base made available by Open Street Map.



Figure 9 | MyJourney: the multilingual welcome page

The web-app MyJourney is multi-language and allows the user, since the initial screen, to choose which language to display for the interactive survey. The available languages are Italian, English, French, Spanish, Arabic and Chinese.

Using the smartphone as a means of information aid for migrants is seen as an effective way to activate the spreading of the web-app adoption; this is supported by the statistics (OECD International Migration Outlook, 2017) which show it in the top places along with the classic word of mouth.

Precisely for this reason, from the point of view of the front-end interface design, much importance was given to the fact that the web-app could be recognized as institutional, reiterating in every screen the logo of the Municipality of Milan. In the same way, a lot of importance was given to non-verbal communication thanks to an original graphic work that emphasizes the concepts, screen by screen, through simple and intuitive drawings.



Figure 10 | MyJourney: a drop-down menu page of the interactive survey and its progress bar in the bottom

In addition, the user filling out the interactive survey, is helped both by the gray progress bar at the bottom of each screen, which lets you know at what point in the procedure you are at any time; both by the “back” button that allows you to go back to the previous step to correct any incorrect answers or to perform tests.

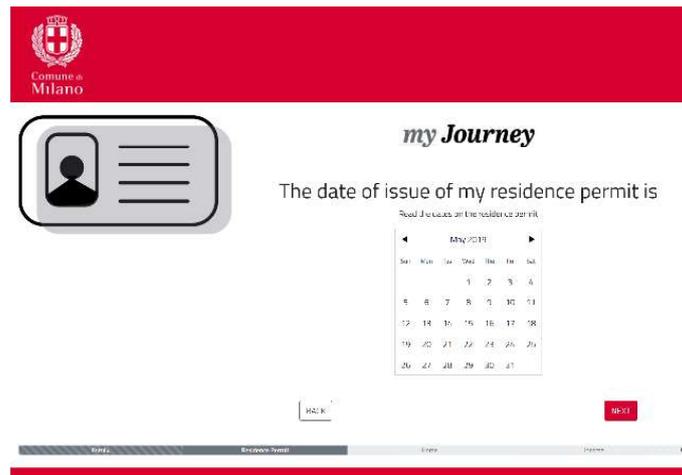


Figure 11 | MyJourney: screenshot of a calendar menu page of the interactive survey

The “back” button and also a certain humor in communicating errors in the procedure or lack of requirements by the user, are an important part of the UX design of the web-app, because MyJourney is on the user's side, without discouraging her/him or presenting in a difficult way a procedure that is already complicated itself. Following the same line, the steps of MyJourney related to the duration of the residence permit of those who want to bring their own relative to Italy, the amount of their annual income and their housing situation are particularly critical because the requirements of Italian legislation are very strict.

4 | Conclusions

State policies are implemented and, to a certain extent, adapted to the local political and organizational context. Immigrants integration hosting has become, primarily, a matter of local governance as well as a field of policy innovation (Borkert and Caponio, 2010; Scholten *et al.*, 2017; Schiller and Caglar, 2011). It is evident the reason why the Municipality of Milan fully joined the projects presented above and wished to positively take possession of the results produced by the hackathons related to the simplification of the family reunification procedures for immigrants. In a context of very restrictive migration policies in which a few thousand people can enter the country each year through legal channels, connected to the needs of the Italian labor market, family reunification is now, alongside the asylum request, the main channel of entry into the Italian territory. It is therefore a very delicate issue that requires us to rethink the complex procedures that have characterized it so far so to avoid frustrations and difficulties in the lives of immigrants who already live out of their own country.

The finalization of the MyJourney web-app is now entering the testing phase following a test plan that involves the Municipal office giving support to migrants and some volunteers organizations supporting migrants throughout the procedure on a daily base.

Once the we-app will enter a routinary use and adoption, the Municipality of Milano together with the team of Politecnico will activate a scaling-up strategy towards a larger adoption of the solution as well as the search for new similar initiatives. The experience of the ideation and development of MyJourney, in fact, opened a larger perspective in the reflection on migrants' access to citizenships rights and will represent a field for new experiences and initiatives in the future.

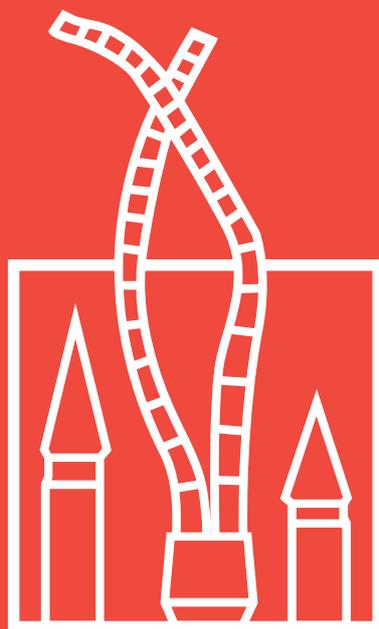
References

- Borkert M., Caponio T. (2010), Introduction. In M. Borkert and T. Caponio (Eds.) *The Local Dimension of Migrant Policymaking*, Imiscoe, Available at: <https://www.imiscoe.org/publications/library/4-imiscoe-reports-series/66-the-local-dimension-of-migration-policymaking>
- Caponio T. (2018), Immigrant integration beyond national policies? Italian cities' participation in European city networks, in *Journal of Ethnic and Migration Studies*, vol. 44(12), pp. 2053-2069.
- Costa G. (2019), Giving Sanctuary to Asylum-Seekers and People in Transit in Milan as an Occasion for Policy Innovation. Forthcoming.
- Costa G., Ewert B. (2014), Cities of migration: the challenges of social inclusion. In T. Brandsen, S. Sabatinelli and C. Ranci (Eds.) *Social vulnerability in European cities. The role of local welfare in times of crisis*, Palgrave, pp. 134-159.

- Foner N. (2007), How exceptional is New York Migration and Multiculturalism in the Empire City. *Ethnic and Racial Studies*, 30(6), pp. 999-1023.
- Heitmeyer W. (2002), Have Cities Ceased to Function as "Integration Machines" for Young People? In M. Tienda and W.J. Wilson (Eds.) *Youth in Cities. A Cross National Perspective. The Jacobs Foundation series on adolescence*. Cambridge: Cambridge University Press, pp. 87-112.
- Isin E.F., Nielsen G.M. (Eds.) (2008), *Acts of Citizenship*, Zed Books, London.
- Lipsky M. (1971), Street-Level Bureaucracy and the Analysis of Urban Reform. *Urban Affairs Review*, vol. 6(4), pp 391-409.
- Schiller G.N., Caglar A. (Eds.) (2011), *Locating Migration: Rescaling Cities and Migrants*. Ithaca: Cornell University Press.
- Scholten P., Baggerman F., Dellouche L., Kampen V., Wolf J., Ypma R. (2017), *Policy Innovation in Refugee Integration? A comparative analysis of innovative policy strategies toward refugee integration in Europe*. Rotterdam: Erasmus University Rotterdam.
- Van Aken M. (2008), *Rifugio Milano. Vie di fuga e vita quotidiana dei richiedenti asilo*. Torino, Carta Editore.
- Vertovec S. (2007), 'Super-diversity' and its implications. *Ethnic and Racial Studies*, 29(6), pp. 1024-54.

Websites

- Centro Studi e Ricerche IDOS (2015), Report Della Mappatura Delle Associazioni Di Migranti Attive In Italia
<http://briguglio.asgi.it/immigrazione-e-asilo/2015/gennaio/rapp-idos-mappatura-ass-migr.pdf>.
- Eurostat (2019), Asylum Statistics. Asylum applications (non-EU) in the EU-28 Member States, 2008–2018.
https://ec.europa.eu/eurostat/statistics-explained/index.php/Asylum_statistics#Number_of_asylum_applicants:_drop_in_2018
- OECD (2017), International Migration Outlook
https://www.oecd-ilibrary.org/social-issues-migration-health/international-migration-outlook-2017_migr_outlook-2017-en



© Copyright 2020

 **Planum Publisher**

Roma-Milano

ISBN 9788899237219

Volume pubblicato digitalmente nel mese di maggio 2020
Pubblicazione disponibile su www.planum.net | Planum Publisher