



Presidenza del Consiglio dei Ministri

National Office on Anti-Racial Discriminations
National Focal Point

**NATIONAL STRATEGY
FOR THE INCLUSION OF ROMA, SINTI AND
CAMINANTI COMMUNITIES -
EUROPEAN COMMISSION COMMUNICATION
No.173/2011**

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GUIDELINES

The newly established Government - that began its mandate, on November 17, 2011 - decided to tackle this complex issue, by means of an inter-ministerial approach.

With the aim of providing the European Union with those answers, which are still missing to date, Italy has elaborated a Strategy, which will guide, in the coming years, the effective inclusion process of Roma, Sinti and Caminanti communities (acronym in Italian, RSC).

The aim is to definitively overcome the emergency phase, which has characterized the past years, especially when intervening in and working on the relevant situation in large urban areas.

In this context, it should be considered, in particular, that the main axes of intervention involve, to a different extent, many Authorities with a variety of roles, tasks and competencies: All of them must participate in this structured exercise, in a coordinated manner, in order to pursue the aim and to achieve the objectives, as set out by the Government, within the EU relevant framework.

The Minister for International Cooperation and Integration has been thus entrusted to establishing a political control room (*Cabina di regia/tavolo politico inter-ministeriale*) for the relevant policies of the coming years, jointly with the Minister of Labor and Social Affairs, the Minister of Interior, the Minister on Health, the Minister on Education, University and Research, and the Minister of Justice, in which he has also convoked and involved representatives of regional and local Authorities, including mayors of large urban areas, as well as representatives of the Roma, Sinti and Caminanti communities living in Italy.

In this context, it has been immediately launched a thorough examination of methods, priorities and resources to be allocated.

The above control room will thus guide the integration/inclusion process over time, by periodically monitoring and assessing the state of play, including the results so achieved and the consistency of the national choices and projects with the EU recommendations, while enhancing such policies along the experiences and needs to be met.

Therefore the control room's action will continue, on a regular basis, over time, by availing itself of UNAR that has been designated as the relevant National Focal Point (NFP). This will take into consideration past experiences while concluding a certain number of initiatives already underway, particularly in the following fields: "housing"; cultural mediation services; school dropping-out. More specifically its activity will be supplemented by additional initiatives, including in the other relevant fields, as also progressively implemented by the above control room.

Under the uniform political guidance of the above control room, the present Strategy envisages, as follows: 1. The establishment of four technical Tables aimed at working on specific problems, namely housing, education, labor and health; 2. The establishment of some working groups, in charge of constantly updating data (which are essential to adequately steer the policy choices), and of working, inter alia, on the heterogeneous legal status of those undocumented Roma people who arrived in Italy in particular, in the aftermath of the Balkan conflict; 3. The constant monitoring of the EU and National funding, including monitoring the correct use and the consistency of resources, in order to achieve the above objectives.

PART ONE: GENERAL CONTEXT AND CURRENT FRAMEWORK

¹In view of the differing legal status of the members of relevant groups (please see below para.1.5), it would better respond to the current heterogeneous Italian situation, the following title: "Strategy for the Inclusion/Integration of Roma , Sinti and Caminanti communities".

1.1 THE SITUATION OF ROMA, SINTI AND CAMINANTI COMMUNITIES IN ITALY

The Roma, Sinti and Caminanti people (RSC), living in Italy, are characterized by the heterogeneity of: groups; dialects and specific linguistic varieties; and cultures².

The consecutive rounds of measures, over the years, aimed at the integration, inclusion and the legal recognition of the Roma, Sinti and Caminanti communities as a minority (national or linguistic) underline the complexity of their situation.

This *status quo* may be better understood if one takes into account the fact that when considering RSC communities, we are referring to: Italian citizens; citizens from other EU countries, Non-EU citizens; foreigners who were granted asylum or subsidiary protection; (*de facto*) stateless people, born in Italy from stateless parents. Moreover, at present, the RSC communities are not concentrated in a specific area but in a scattered manner, throughout the Country. **The old conception, which associated these communities with the solely connotation of “nomadism” has been overcome: this term is outdated both linguistically and culturally, since it does not portray correctly the current situation.**

More specifically, according to Piasere³, the Roma, Sinti and Caminanti communities fall “within the so-called *polythetic* category, consisting of elements being similar in something but with different features; the flexibility of this conceptual structure has allowed, over the years, the insertion of quite a variety of people, with a different cultural background”.

Accordingly, as for the word “Roma”, this refers to a wide range of groups and sub-groups, characterized by a number of similarities, which include the language, the way of life, the cultural traditions, and the family organization. Furthermore, it should be considered that “over time, the cultural specificities fused themselves with elements of other population, thus creating powerful mixtures and irregular forms of life compared to the Roma archetype⁴.”

Considering growing and increasingly relevant international, regional and national obligations, the respect for fundamental rights (Article 2 of the Italian Constitution) and the application of the principle of formal and substantive equality (Article 3, paragraphs 1 and 2, of the Italian Constitution) prompt the realization of indeferrable appropriate measures, in order to facilitate, in particular, the inclusion of such communities, whose living conditions continue to be characterized by an objective disadvantage.

As a consequence, it is necessary to overcome the welfarist and/or emergency approach, by implementing appropriate and specific measures, so that equality, equal treatment (Article 3 of the Italian Constitution) and fundamental rights and obligations (art. 2 of the Italian Constitution) can be fully observed.

The reference to Article 3 of the Italian Constitution, which recognizes the equal social dignity for all citizens, is essential for the situation of the Roma, Sinti and Caminanti people, being often discriminated, marginalized and stigmatized.

It is estimated that nation-wide there are about 120,000/180,000 Roma, Sinti and Caminanti people: half of whom are Italian; and the other fifty percent, although made up of foreigners, is mostly in Italy, on a permanent basis.

The visibility of Roma settlements in the suburbs of large urban areas of North-Central and North of Italy leads to neglect sometimes the important presence of these communities in other areas of the country. In Scampia (Naples), where there are over 1,500 Roma people from the former Yugoslavia, their presence dates back to the late eighties: the second generation of Roma people from the former Yugoslavia, though being born in Scampia, is made up of Italians. Also in Puglia, on the border between Molise and Abruzzo, the relevant community is largely located there on a permanent basis. In Noto, Sicily, the Caminanti community has been living there since the late fifties (although there are still “semi-nomadic” forms amongst some of them), while the North of Italy is characterized by a predominance of a Sinti community.

² See P. Bonetti, A. Simoni, T. Vitale (eds) (p.45 et ff.), *The legal status of Roma and Sinti People in Italy*, Giuffrè, Milan, 2011.

³ See Piasere L. (2004), *The Roma of Europe*, Laterza, Rome – Bari.

⁴ Please refer to Lapov (2004), as quoted by Catania D. and Serini A. (ed.), *The circuit of separatism. Best practices and guidelines for the Roma situation, in Convergence Objective regions*, Armando Editore, UNAR, Equality Rights Integration, Rome, 2011.

This situation highlights the multiculturalism and ethnic diversity of the relevant social structure. The variability of the population as a result of mobility processes within and outside Europe, which has been consolidated throughout the years, means that in some areas of the country the foreign presence, regular and not, reaches important levels with a considerable contribution to the economic development and welfare of Italy.

1.2. THE INTERNATIONAL AND DOMESTIC LEGISLATIVE FRAMEWORK

"The promotion and protection of rights of people belonging to national, ethnic, religious and linguistic minorities contribute to political and social stability of States in which they live⁵."

According to International Human Rights Law, the principle of non-discrimination is the cornerstone of the system of promotion and protection of human rights - and therefore also of the protection of minorities⁶.

Rules regarding non-discrimination are provided by the UN Charter (Articles 1-55), the Universal Declaration of Human Rights (Art. 2), the two International Covenants on Civil and Political Rights and the Economic, Social and Cultural Rights (Art. 2), respectively, as well as by other international human rights Conventions⁷.

At the UN level, the protection of minority's rights is laid down in both Article 27 of the International Covenant on Civil and Political Rights⁸ and the UN Declaration on "Rights of people belonging to national minorities or ethnic, religious and linguistic diversity", as adopted on February 3, 1993. The latter, falling within the so-called soft law acts, is essential to determine the standards, to guarantee minorities' rights⁹.

As observed by the Italian Authorities, the normative sector was deeply enriched by the legislation and jurisprudence of international and regional organizations as well as by the national legislation and case-law.

The present Strategy fully considers the international and regional human rights standards, including in particular Conventions, relevant legislation and case-law, Initiatives, Acts, and so forth.

At the regional level, the Council of Europe, OSCE and the EU itself have developed a number of legal instruments and initiatives for the protection and recognition of this minority. The above Organizations adopted Conventions, Protocols, Strategies, Resolutions, Recommendations, Judgments and Initiatives, such as for example, the Decade on Roma Inclusion, 2005-2015, aimed at the recognition, protection and integration of the communities under reference.

In this regard, we recall: the European Convention for the Protection of Human Rights and Fundamental Freedoms¹⁰; the European Social Charter; the European Charter for Regional or Minority

⁵ From the Preamble of the UN Declaration on the Rights of Persons Belonging to National or Ethnic, Religious and Linguistic Minorities.

⁶ In this framework, mention has to be made, in particular, of the following standards: the UN Convention on the Elimination of All Forms of Discrimination against Women (English acronym, CEDAW); the UN Convention against Torture (acronym in English, CAT); the UN Convention on the Rights of the Child (acronym in English, CRC); and the Convention on the Elimination of All Forms of Racial Discrimination (acronym in English, ICERD) and the recommendations of the relating sector, as adopted by CERD, during its 77th session (2-27 August 2010). Further mention has to be made of the more recent Convention, ratified by Italy (25 February 2009): The UN Convention on the Rights of Persons with Disabilities. For more detailed information, it is worth recalling: 1. UN Resolution 192/65, entitled "Protection of the Sinti and Roma", adopted March 5, 1992, during the 48th session of the then UN Human Rights Commission; 2. the Joint Declaration of Human Rights Commissioner of the Council of Europe, T. Hammarberg and UN Special Rapporteur on the right to adequate housing, M. Kothari, regarding the situation in Italy, made before the CERD during its 72nd session; 3. Concluding Observations of the UN Human Rights Committee on the occasion of the last examination of Italy, in October 2005 (CCPR/C/ITA/CO/5 and CCPR/C/ITA/CO/5/Add.1) Concluding Observations of the Committee on the Elimination of Racial Discrimination on Italy, dated May 16, 2008 (CERD/C/ITA/CO/15), the Concluding Observations of CEDAW (CEDAW/C/CO/ITA/6) released on August 2011, and the Concluding Observations of CRC Committee (CRC/C/ITA/CO/3-4) dated October 2011; 4. The recommendations by the United Nations Special Rapporteur on Racism, D. Diene, on the occasion of his visit to Italy, in 2006 (A/HRC/4/18/Add.4 of February 15, 2007); 5. The relevant UPR recommendations addressed to Italy, on February 9, 2010, at the first national examination, on the occasion of the seventh session of the Universal Periodic Review of the UN Human Rights Council (A/HRC/14/4); 6. The recommendations of the UN High Commissioner for Human Rights, N. Pillay, on the occasion of her first visit to Italy, in March 2010, 7. And, finally, the recommendations of the OHCHR addressed to the EU, on September 22, 2011, on "Evaluation of the National Strategy for Integration of Roma by the European Commission".

⁷ Recalling the migratory origin of RSC communities, mention has to be made of the following international conventions: the Convention on the Prevention and Punishment of the Crime of Genocide (1948); the Geneva Convention on the Status of Refugees (1951); and the international Convention on Stateless Persons (1954) (and the International Convention on the reduction of Statelessness (1961), although not ratified by Italy).

⁸ Article 27 of the International Covenant on Civil and Political Rights stipulates: "In those States in which ethnic, religious or linguistic minorities exist, persons belonging to such minorities shall not be denied the right, in community with the other members of their group, to enjoy their own culture, to profess and practice their own religion, or to use their own language."

⁹ Please refer to: <http://www2.ohchr.org/english/law/minorities.htm>.

¹⁰ Within this framework, mention has to be made of the following measures: the Recommendation of the Council of Europe no.563/1969; Resolutions 125 (1981), 249 (1993), 16 (1995) and 44 (1997) and Recommendation 11 (1995) of the Congress of the Local and Regional Authorities of the Council of Europe;

Languages; the European Convention on the Rights of the Child; the Framework Convention of the European Council for the Protection of National Minorities¹¹; and the Final Document of the Copenhagen Conference on the Human Dimension of the OSCE¹².

At the EU level, it is worth recalling in particular: the Nice Charter on Fundamental Rights,¹³ especially Articles 1, 8, 19, 20, 21, 22, 24, 25, 34, 35 and 45; the EU Treaty Articles 2 and 3 which set out the rights and basic principles of the European Union, while Art. 6 sets forth fundamental rights; and Articles 9, 10 and 19 of the Treaty on the Functioning of the European Union which indicate that the EU has the legislative power to combat all forms of discrimination.

Article 21 of the Charter of Fundamental Rights of the European Union states that: “Any discrimination based on any ground, such as sex, race, color, ethnic or social origin, genetic features, language, religion or belief, political or any other opinion, membership of a national minority, property, birth, disability, age or sexual orientation shall be prohibited”.

In implementing the above provisions, the European Institutions have consistently adopted a series of measures, aimed at fighting racism, xenophobia and intolerance, as well as at strengthening social cohesion, such as minorities’ rights protection measure, including RSC communities.

With regard to relevant measures, please refer to **Annex No. 1.**

Within the domestic legal system, the general concept of minority in Italy is linked to the linguistic peculiarities as laid down in Article 6 of the Italian Constitution:

“The Republic protects linguistic minorities by means of appropriate measures”.

Following a difficult parliamentary debate, Act No. 482 of 15 December 1999, on “Provisions concerning the protection of historical linguistic minorities” recognizes and protects twelve linguistic minorities relating to: Albanian, Catalan, Germanic, Greek, Slovenian, Croatian, French, Franco-

the recommendations of the Working Group of Experts MG-S-ROM (*now replaced from the ad hoc Committee of Experts on Roma Issues - CAHROM*), then adopted by the Committee of Ministers of the Council of Europe; the reports of the Council of Europe Commissioner for Human Rights, Thomas Hammarberg, the last of which dates back to September 2011, following his last mission to Italy dating back to May 2011; the relevant opinions, recommendations and statements by the Council of Europe, on the occasion of the relevant high-level meeting, held in Strasbourg, on October 20, 2010; and the fourth and fifth annual reports of the European Committee of the Council of Europe against Racism and Intolerance (ECRI), published in June in both 2010 and 2011, and in particular the ECRI General Policy Recommendation specifically on Roma, no. 13, dated June 24, 2011, which detects the persistent deep discrimination to the detriment of the Roma. Mention has to be made also of the relevant jurisprudence by the European Court of Human Rights: *Assenov and Others v. Bulgaria*, 28/10/1998; *Velikova v Bulgaria*, 18/05/2000; *Chapman against the United Kingdom*, 01/18/2001; *Conka v Belgium*, Case 51564/02 dated February 5, 2002; *Agreement judicial Sulejmanovic c.Italia*, n. 57574/00 and 57575/00 dated November 2, 2002; *Anguelova against Bulgaria*, 13.06.2002, *Connors v. the United Kingdom*, 27/05/2004, *Balogh v Hungary*, 20.7.2004; *Molnar against Hungary*, 05/10/2004; *Sidjimov against Bulgaria*, 27/01/2005; *Nachova against Bulgaria*, 06/07/2005, *Moldovan and Others v. Romania*, of 12/07/2005; *Bekos and Koutropoulos against Greece*, 13/12/2005, *Case of DH and others v. Czech Republic*, 07/02/2006, *Case Secic against Croatia*, 31/05/2007, *Case Udorovic against Italy*, 18/05/2010.

¹¹ Mention has to be made of the relevant Council of Europe measures: COE-Council of Europe Recommendation CM / Rec (2009) 4, On the education of Roma and Travellers in Europe; Council of Europe Recommendation (2006) 10 of the Council of Ministers, On Better Access to Health Care for Roma and Travellers in Europe; Council of Europe Recommendation No. 1557 (2002), adopted by the Parliamentary Assembly of the Council of Europe, on 25 April 2002; Council of Europe Recommendation No. (2000) 4 on the education of Roma children in Europe, adopted by the Committee of Ministers of the Council of Europe, on February 3, 2000, during the delegates’ meeting 696; Council of Europe Resolution 249 - 1993, on “Roma and Sinti in Europe: the role and responsibilities of local and regional authorities”, adopted by the Council of Europe in 1993 (Standing Conference of Local and Regional Authorities of Europe, Strasbourg 16-18 March 1993); Council of Europe Parliamentary Assembly Recommendation 1203 (1993) on the Roma and Sinti in Europe (text approved on February 2, 1993); Council of Europe Resolution concerning the access to school and the enrolment of Roma, Sinti and Traveller children, as adopted by the Council of Europe together with Ministers of Education, on May 22, 1989; Council of Europe Recommendation No. (84) 18 to Member-States on the training of teachers to an education for intercultural understanding, in particular in the context of immigration, which was adopted by the Committee of Ministers of the Council of Europe, on September 25, 1984, during the 375 ^ meeting of delegates of the Ministers’ Council of Europe; Recommendation No. (83) 1 on stateless nomads and nomads of undetermined nationality, adopted by the Committee of Ministers of the Council of Europe on February 22, 1983, during the 356 ^ meeting of the Ministers’ Deputies; Council of Europe Resolution (75) 13 containing recommendations on the social situation of Roma in Europe; The two collective complaints submitted to the European Committee of Social Rights, presented between 2010 and 2007, from the Center on Housing Rights and Evictions and the European Roma Rights Centre (June 25, 2010 and December 7, 2005), respectively; The opinions of the Advisory Committee on the Framework Convention for the Protection of National Minorities, the last of which dates back to 2011; The Report of the Council of Europe, entitled “Ensuring access to rights for Roma and Travellers. The role of the European Court of Human Rights. A handbook for lawyers defending Roma and Travellers; Reports by T. Hammarberg, following his visits to Italy, in June 2008, January 2009 and May 2011, respectively; Reports on Italy of the European Committee against Racism and Intolerance (ECRI), the last of which was published at the end February 2012.

¹² In 1994, the OSCE established a contact point on Roma and Sinti within ODHIR, and then adopted an ad hoc Action Plan, in 2003. This Organization has, over the years, monitored the situation in the Member-States, including through ad hoc visits: the last of this kind in Italy dates back to 2008. Within this framework, we also recall: OSCE - OSCE Decision 8/2009, entitled “Enhancing OSCE Efforts to Ensure Roma and Sinti sustainable integration”; OSCE Decision 6/2008 on “Strengthening of OSCE efforts to implement the Plan Action to improve the situation of Roma and Sinti in the OSCE area”; OSCE Decision 3/03 on the Action Plan to improve the situation of Roma and Sinti in the OSCE; OSCE-ODIHR “Assessment of the Human Rights Situation of Roma and Sinti in Italy”; OSCE-ODIHR: “Police and Roma and Sinti: Good Practices in Building Trust and Understanding”; OSCE-ODIHR: “Building the Capacity of Roma Communities to Prevent Trafficking in Human Beings; OSCE-ODIHR: “Sustainable Policies for Roma and Sinti Integration”; OSCE-ODIHR: “Implementation of the Action Plan on Improving the Situation of Roma and Sinti within the OSCE Area”; the OSCE report, entitled: “Assessment of the human rights situation of Roma and Sinti in Italy-report of a fact-finding mission to Milan, Naples and Rome.”

¹³ Entered into force in 2010 - according to the Treaty of Lisbon, it is equated with the other EU Treaties.

Provençal, Friulian, Ladin, Occitan and Sardinian (to this end, it has been taken into account the historical and linguistic criteria, as well as the territoriality /permanence in a given territory – namely the historical presence in a given territory).

By interpreting and implementing Article 6, it prevails the principle of "territoriality", which excludes the Roma minority, since this is a “minority spreading throughout the country”, i.e. lacking a recognizable permanent spatial concentration¹⁴.

Over the years there have been various relevant debates, domestically. However only in recent times it has taken momentum the attempt to change the relevant legislation with the proposed draft Law No. 2858, which was submitted to the Chamber of Deputies, in July 2007. This proposal, as later withdrawn due to the early termination of the Legislature, envisaged the extension of the protection of historical-linguistic minorities provided for by Act No. 482/99, to Roma and Sinti communities, by incorporating the principles of the "European Charter for Regional or Minority Languages", which recognizes the "non-territorial languages" as *yiddish* and *Romani*.

The last Legislatures, including the current one, have been and are characterized by intense debates on whether to include Roma, Sinti and Caminanti (RSC) communities between the national linguistic minorities according to Act No. 482/99, or rather to adopt *ad hoc/omnibus* national legislative measures. During the current XVI Legislature, mention has to be made of the following draft laws and Bills:

- A.S. 2558, “Amendments to Act of 20 July 2000, No. 211, for the extension of memorial day to Roma and Sinti people”;
- A.S. 2562, “Amendments to Act of 15 December 1999, No. 482, regarding the recognition and protection of Roma and Sinti people, as an historical linguistic minority¹⁵”;
- Draft Law No.4446, for “The integration in the school system of Roma youngsters¹⁶”.

For an objective chronological list of domestic measures, please refer to **Annex No. 2**.

On this issue, there have been several indications stemming from the domestic case-law, among which mention has to be made of the most recent judgments by the National Higher Courts:

- The judgment of the Constitutional Court, No. 159/2009 - which reaffirmed the importance of the Framework Convention on the protection of minorities, as promoted by the Council of Europe -, and the judgments No.170/2010 and No.88/2011;
- The order of the Council of State No. 6400 of 25 August 2009 and the recent decision of the Council of State No.6050 of 16 November 2011, concerning the so-called “Nomads Emergency”;
- The judgments of the Court of Cassation: Judgment No.151 dated January 16, 2009; Judgment No. 25598 of March 24, 2009; Judgment No.17562 of April 24, 2009; Judgment No. 41819 of July 10, 2009.

In particular, by the judgment of the Council of State No. 6050 of 16 November 2011 it was declared void the decree of the Presidency of the Council of Ministers dated May 21, 2008 concerning the state of emergency in relation to the settlements of “nomad communities” in the regions of Campania, Lombardy and Latium respectively, which also envisaged the appointment of delegates-Commissioners. Consequently it also declared void those acts made in exercising the so-called civil protection emergency powers.

¹⁴ Please refer to Dell’Agnese, Vitale, 2007 and Loy, 2009, as cited by Catania D. and Serini A, Separation of Circuits, Armando Editore, UNAR, Rome, 2011.

¹⁵ For more details, please refer to the Survey of the Senate - Extraordinary Commission for the protection and promotion of human rights, entitled, "Final report of the survey on the status of Roma, Sinti and Travellers in Italy", dated February 9, 2011.

¹⁶ Submitted to the Parliament, in August 2011, by Hon. Maria Letizia De Torre (Democratic Party), and also signed, among others, by the Vice-President of the Chamber of Deputies, Hon. Maurizio Lupi (Party on Liberty, acronym in Italian, PDL).

In light of the above, Italian Authorities do recognize the need to adopt new initiatives, in agreement with local Authorities. The implementation of policies of social inclusion of Roma communities falls and remains within the responsibilities of local Authorities. Therefore, municipalities, provinces and regions will continue to pursuing their commitment and duties, with the support of the Prefects, locally as well as of the Ministry of Interior. This will support the activities and projects to be implemented at the local level, including by encouraging, *inter alia*, the use of ESF and ERDF funds, as provided by the EU, for social integration policies.

As for the regional and/or province normative framework, please refer to **Annex No.3**.

1.3. THE EU DEBATE

In recent years, at the first *EU Roma Summit* of September 2008, in Brussels, it was decided to establish a European Platform for Roma Inclusion, which consists of National Governments, the European Union itself, International Organizations and representatives of Roma Associations. Following this event, the EU countries invited the European Commission to promote “an exchange of good practices and experiences among the EU countries themselves, on the inclusion of Roma communities (Council Conclusions of December 8, 2008)”.

The EU debate, characterized by meetings, resolutions and analysis of specific relevant documents determined the adoption of the EU Framework for National Roma Integration Strategies - the so-called EU Framework for the National Roma Integration Strategies (April 5, 2011) -, which indicates an unprecedented commitment of all EU Member-States to promoting the inclusion of Roma communities in their respective national territories.

This initiative was welcomed by all EU Member-States that have never failed to emphasize the need for its rapid *implementation*.

The EU Framework starts from a simple consideration: **joining forces**, to address this situation. *Mutatis mutandis*, the Italian system has a unique opportunity to "join forces" and bring together all national, regional and local stakeholders, together with civil society and representatives of Roma, Sinti and Caminanti communities, so as to firmly respond to the EU "call".

The EU Framework provides a basis for economic and social inclusion of the Roma minority in the broader framework of promoting and protecting human rights, besides integrating the relevant legal protection legislation, already being in force at the EU level.

Over the years, the EU has already stressed the importance of such steps, by: promoting a Forum for exchange and cooperation between EU Institutions and Governments of Member-States (European Platform for Roma Inclusion); adopting the 10 Common Basic Principles for Roma Inclusion, which provide a framework for policy-makers on how to develop successful initiatives; amending Article 7 (2) of the ERDF Regulation, in order to co-finance with the Social Fund, the construction or renovation of housing formulas in urban and rural areas, as a part of an integrated pathway for the inclusion of Roma; and the funding of pilot-projects on the RSC inclusion (for 5 million euros), primary education, self-entrepreneurship, micro-credit and awareness campaigns, organization of High Level Meetings, so as to further promote the use of structural funds for the RSC inclusion.

Within this framework, in March 2009, the European Parliament adopted a resolution on the social situation of the Roma people and their access to the labor market, focusing on legislative changes in Europe, being necessary to combat the exclusion of Roma people from the labor sector while adopting a coordinated European policy aimed at improving the living conditions of Roma communities so as to achieve three fundamental objectives:

- The improvement of economic opportunities for the RSC communities;
- The creation of a human capital for the labor market;
- The increase in resources for the development of living conditions of the RSC communities.

In placing emphasis on increasing the access to a higher level of education and training for the RSC children and youngsters, the European Parliament stressed the need for more efforts by national Authorities, by adopting specific policies on the micro-credit-related field or by means of subsidiary measures for the integration and inclusion of the RSC communities.

In this context, mention has to be made of the **EURoma** Network and the relating activities by the National Network. Since 2008, within the transnational activities foreseen in the *PON* (standing for, Operational National Programme), Italy has joined the European Network on the RSC Inclusion, as promoted by the ESF Unit of the Ministry of Labor and Social Affairs of Spain, on the basis of the experience made by the latter in Equal.

In the above Network, along with twelve other Member-States, Italy, participates: in the Management Committee through the General Directorate on Active and Passive Labor Policies (PAPL), DG Immigration and Integration Policies of the Ministry of Labor, and UNAR; and in working-groups on "Occupation" and "Social Inclusion".

This Network aims at increasing the use of structural funds by the Countries' Institutions for actions concerning the social inclusion of Roma communities, and at providing guidance to policy-makers to plan more effective interventions, besides promoting the exchange of good practices and of information on initiatives among relevant stakeholders.

Italy thus participates in the European Network EURoma, to help promoting the discussion and sharing of information of initiatives for the RSC communities, which are also realized on the national territory.

Since 2008, DG POF of the Ministry of Labor has promoted the establishment of a national network for social inclusion and employment of the RSC people, which the various central and regional administrations joined. At the central level, there has been the participation by: DG PAPL; DG Immigration; and the Office of the Diplomatic Councilor at the Ministry of Labor; the Ministry of Foreign Affairs (DG for European Integration); the Ministry of Interior (DG Civil Rights, Citizenship and Minorities); the Ministry of Education; the Ministry of Economic Development; the National Office against Racial Discriminations (UNAR). In addition, this envisages the participation- as the managing authorities for ESF POR – of the following Regions: Calabria; Emilia Romagna; Lazio; Lombardy; Marche; Piedmont; Sardinia; Liguria; Autonomous Province of Bolzano; in addition to the so-called Technical Structures of the Regions (Techno-Regions). Finally, there was also the participation of representatives from the academia, some relevant NGOs and representatives of the Roma communities.

At the national level, this Network has resulted to be so far as the only *trait d'union* /focal point of those stakeholders that manage the funding for the RSC communities and work on this issue, regionally and nationally.

1.4. THE EU TEN COMMON BASIC PRINCIPLES OF SOCIAL INCLUSION

It is estimated that the RSC communities in the European Union amount to about 10/12 million people, divided into groups strongly heterogeneous, which makes it difficult to develop one common approach. Such a situation requires the adoption of strategies which take into account the different contexts – from a geographical, economic, social, cultural and legal standpoints - in which the RSC communities are located.

As emphasized on several occasions at the EU level, the situation of many Roma and Sinti people continues to be characterized by discrimination, social exclusion and extreme poverty. There are a multiplicity of problems (multiple and mutually reinforcing problems), to be solved. The EU Strategy proposes to promote the RSC mainstreaming in all policies both at the EU and domestic levels, particularly with regard to education, employment, health, requalification and housing desegregation, by means of an integrated and sustainable medium-long term approach (and therefore with the exclusion of on-the-spot or short-term projects).

As mentioned, in 2009¹⁷, at the conclusion of the Cordoba Meeting, there was the approval of the Ten Common Basic Principles on Roma Inclusion. The aim of the "10 principles" is to provide the EU Institutions and Member-States with guidance for Roma inclusion-related policies. Notwithstanding the nature of these "Principles", being a political declaration – and thus being a no legally binding document –, States have committed to adopting them as the basis for future initiatives.

The so-called “10 fundamental principles” include: implementable, pragmatic and non-discriminatory policies; targets being explicit but not exclusive; intercultural approach; general integration; awareness of gender mainstreaming; dissemination of evidence-based policies; use of EU instruments; involvement of regional and local Authorities; involvement of civil society; and effective participation of the RSC communities.

The Common Basic Principles are to be applied - in both the formulation and implementation of policies to promote the full inclusion of the RSC people -, with regard to both the definition and the implementation of policies for the protection of fundamental rights, in order to fight discrimination, poverty and social exclusion, while supporting gender equality and ensuring access to education, housing, health, employment, social services, justice, sports and culture.

1.5. THE ROMA, SINTI AND CAMINANTI PRESENCE IN ITALY: DEMOGRAPHIC ISSUES; STATISTICAL ANALYSIS; MIGRATION FLOWS; AND LEGAL STATUS

“The legal status of an individual impacts on his/her human condition and way of life in the society”¹⁸”

The Council of Europe¹⁹ deems that the RSC people rate in Europe is about 11,155,000 units. At present, Romania is the country with the largest number of RSC people (1 million and 800 thousand units). Important data are also recorded in Spain, where the RSC people are about 800 thousand, whereas in Hungary and Bulgaria there are between 700 thousand and 750 thousand units.

According to the Council of Europe’s data²⁰, in Italy there are about 170-180,000 Roma people. As recalled, given the heterogeneous composition of these populations, it is clear that the real quantitative datum for both the European and the Italian picture is neither univocal nor definitive²¹.

On the occasion of the first **sector inquiry, commissioned by the Extraordinary Commission of the Senate for the protection and promotion of human rights**, it has emerged, in fact, *“a vacuum of knowledge, partly due to the impossibility to perform census based on ethnicity, but also, in part, because of the reluctance to declare a highly stigmatized identity”*.

Within the framework of the Decade of Roma Inclusion, 2005-2015, according to the report entitled, No data - No progress (June 2010): “The lack of data on Roma communities remains the biggest obstacle to assess the living conditions and to analyze the impact of relevant national policies and measures”.

As noted by the aforementioned Commission: *“Without disaggregated statistics it is difficult to set goals, determine the tools to pursue and make assessments on the impact of specific decisions. A better knowledge of the Roma and Sinti world is necessary to break the vicious circle of ignorance and prejudice: ignorance brings prejudices, which foster ignorance”²²”*.

For example, as regards Italy, the Council of Europe estimated, in September 2010, the average presence of about 140,000 Roma people - datum indicating a presence between 110,000 and 180,000 units - corresponding to 0.23% of the total population. This figure is also confirmed by the above-

¹⁷ As noted, the year before, in 2009, the interaction between the European Commission and the Member-States had led to another important initiative in Europe: the creation of the European Platform for Roma Inclusion, which gathered in Prague for the first time, April 24, 2009, under the presidency of the European Union (Czech Republic), the EU presidencies of the previous semester and next semester (Troika), experts from member countries and international organizations, such as the Council of Europe, the World Bank, UNDP and OSCE, and representatives of Serbia. In Serbia, however, took place between 2008 and 2009 the work of another project: the Decade of Roma Inclusion 2005-2015, also open to non-European countries.

¹⁸ Ibid., see above Vitale.

¹⁹ Study of the Council of Europe, “Number of Roma and Travellers in Europe”, July 2008 Update. Available at: http://www.coe.int/t/dg3/romatravellers/default_en.asp

²⁰ The Committee of Experts on Roma and Travellers of the Council of Europe was established in September 1995. This is an ad hoc inter-governmental body created to address various issues relating to the Roma population. This meets regularly twice, a year and has a mixed composition, with representatives of Member-States, international organizations and civil society.

²¹ Ibidem, *supra* in note 9 (Dell’Agnese, Vitale 2007).

²² *Supra* in note 13.

mentioned survey conducted by the Senate Extraordinary Commission for the protection and promotion of human rights²³.

In 2010, according to the Ministry of Labor, there were in Italy about 130.000/150.000 Roma people, of whom approximately 70,000 are Italians²⁴. According to a recent study, it emerged in 2010, from a comparative data analysis that:

- Roma, Sinti and Caminanti people of all age groups amount to 0,22- 0,25% of the total Italian population;
- The percentage of the RSC children under the age of 16 (45%) is three times higher than the national average (15%), for the same age group;
- The percentage of over sixty-year-old RSC people (0.3%) is equivalent to one-tenth of the national average for the same age group (25%).

Furthermore, the presence of multiple factors of a social, linguistic, ethnographic, demographic, geographic, cultural-religious and work nature does not help the analysis of some significant changes, such as domestic move, migration flows, and settlements.

The Roma populations originating from India have been in Italy for over six hundred years. Among the oldest historical documents which witness their arrival in Italy, there are those concerning the transition to Forlì (in the year 1422) and Fermo (in the year 1430) of a group of about two hundred "Indians" travelling to Rome, to get indulgences and protection by the Pope. However it is likely that other groups had already reached the shores of Southern Italy, via Greece.

Rather than using just one language from an Indo-Aryan origin, the various groups across Europe speak *Romanì* dialect, which, although influenced by local languages, including a large amount of foreign words, is characterized by a meaningful lexical unity.

On a more specific note, while Roma and Sinti communities in Italy speak *Romanì* dialects and are mainly concentrated in Northern and Centre of Italy (in particular, Roma people are in all Regions, across the country, while Sinti people are mainly in Northern Italy), Caminanti people are mainly concentrated in the municipality of Noto (Sicily) and have adopted the local dialect.

It is estimated that: "The Roma populations of ancient settlement located in various regions of Central and Southern Italy, together with Caminanti from Sicily, amount to about 30,000 units. The same rate applies to Sinti people, mainly located in Centre-North of Italy whereby there are: Piedmontese Sinti, settled throughout the Piedmont Region (although, as of 2004, it would seem that the Sinti in Piedmont would be less than half of the total communities being in that Region); Sinti *Lombardi*, in Lombardy, Emilia, and also Sardinia Region; Sinti *Mucini*; Sinti *Emiliani* in the central part of Emilia Romagna; Sinti *Veneti* in the Veneto Region; Sinti *marchigiani* in the Marches, Umbria and Latium; Sinti *gàckane*, migrated from Germany through France, in north-central Italy; Sinti *estekhària* in Trentino-Alto Adige (and Austria); Sinti *kranària* in the Karst area (and Carnia); Roma *Calabresi* settled for centuries in Calabria; Roma *Abruzzi*, whose presence dates back to the fourteenth century, are in Abruzzo and Molise, in Lazio, Campania, Puglia and Marche, respectively (though there is their significant presence also in Milan and other cities of the North of Italy); *Ròmje Celentani* in the Cilento area; *Ròmje Basalisk* being in Basilicata; and *Ròmje pugliesi*, who are located in Puglia".

As mentioned, the current demographic situation is the result of several migration flows, which began between the fifteenth and sixteenth centuries, though such phenomenon has been increasingly developed afterwards, between the twentieth and twenty-first centuries²⁵.

At the end of the nineteenth century, especially between the first and second post-war, it was recorded the arrival from Eastern Europe, of about 7,000 Roma people of *Harvati*, *Kalderasha*, *Istrian and Slovenian* origin (second migration flow). While the third group (third migration flow), being much

²³ See F. Strati, "Italy - Promoting Social Inclusion of Roma - A Study of National Policies", Social Research Study (SRS), 2011.

²⁴ Whereas, according to 2010 estimates by the Community of Sant'Egidio, ANCI, UNITE and Opera Nomadi, there would be approximately 160,000 units. Ibidem.

²⁵ On the different migration flows, it is worth comparing data by: Liégeois 1995; Brunello 1996; Viaggio 1997; Franzese 1999; Piasere 2004, De Vaux, DeFolietier 2003; Scalia 2006, as quoted by Catania D. and Serini A. (Ed.), The circuit of separatism. Best practices and guidelines for the Roma situation in Convergence Objective Regions, Armando Editore, UNAR, Equality Rights Integration, Rome, 2011.

larger with about 40,000 Roma people of *xoraxanè* (Muslims from the former Yugoslavia), *dasikhanè* (Orthodox Christians of Serbian, Macedonian and Croatian origins), *Arlija / Siptaira* (of Kosovar and Macedonian origin) and Romanians origin, arrived in Italy, between the 60's and 70's.

In the second post-war, Italy already had a complex "geography of groups", many of whom were well-integrated in the agricultural sector in both the regions of North (as is the case with Sinti people being in the Po Valley) and regions of the South of Italy. However this integration process was affected by industrialization and the mechanization of agriculture in the Centre-North and North-East of Italy, which forced the Roma and Sinti communities to move to medium and large-sized cities.

Subsequently it emerges the last significant migration flow (the fourth), which is still ongoing, albeit with ups and downs, following: primarily, the collapse of communist regimes in Eastern European countries (1989-1991); the war in the Balkans; and more recently, the EU enlargement to East (especially with arrivals from Romania and Bulgaria).

On a more specific note, a large number of Roma Romanians people arrived in Italy from the late 90's onwards, while the Bulgarian Roma people, who constitute a separate group, have been arriving in more recent times.

In the early 90's, migration flows mainly referred to Roma people from Serbia, Kosovo and Montenegro. It is estimated that, from 1992 through 2000, Roma people arriving in Italy from the former Yugoslavia, Albania and Romania, amounted to about 16,000 units, who scattered throughout the Country. Following the creation of new States in the Balkans, many people are *de facto* stateless (although there is also a certain amount of people provided with the passport).

Especially Roma people from the last migration flow are often mixed with other immigrants, under conditions of hardship and disadvantage, at the borders of the cities. The lack of residence permits aggravates their social fragility, besides setting their expectations of integration/inclusion aside.

As for the consecutive migratory flows, the geographic distribution and the presence of the RSC Communities, please refer to Tables No. 1, 2 and 3²⁶.

As indicated, there is an average of about 140,000²⁷ Roma people (around 0.23% of the total population), most of whom are children and youngsters based in Italy, with Italian nationality. They can be divided into three main groups in relation to the citizenship and period of immigration:

- The first group consists of approximately 70,000 people (Italian citizens) whose first records date back to the fourteenth century and are distributed throughout the Country;
- The second group consists of about 90,000 Roma people from the Balkan region (Non-EU citizens) who arrived in Italy, in the 90's, especially after the disintegration of the former Yugoslavia. This group is mainly settled in Northern Italy;
- The third - and more recent - group of migration is made of Roma people with Romanian and Bulgarian nationality (EU citizens), who mainly live in large cities (Milan, Turin, Rome, Naples, Bologna, Bari, Genoa).

In addition to these groups, mention has to be made of those irregular Roma people, whose exact number has not been set yet, officially. For example, the Prefecture of Rome detected the presence, on the local territory, of 12,000/13,000 irregular Roma people, compared with 7,000 regular Roma people living in around 20 unauthorized camps.

Specific attention should be paid to those **RSC children and youngsters**, who conflict with law at a very early stage of their life, due to their precarious living conditions: those being in contact with and/or under the Juvenile Services are mainly of Sinti origin and being settled in Italy since long time.

²⁶ Please also refer to and compare with data contained in the study of Strati F., 2011. Please refer to note 20.

²⁷ This is a datum which indicates a presence ranging between 110,000 and 180,000 units.

Among the crimes committed by the RSC minors, there are those against the property, being often perpetrated due their state of necessity. Even drug-trafficking related crimes see the increasing involvement of the RSC minors.

In this context, it is difficult to facilitate the participation of a child to a normal life-plan, which includes a specific planning of activities, such as the school attendance or a training course. Such a life-plan always requires social and family support, which should help to better highlight the needs, strengthen the motivation, share successes and failures - to be positively transformed in a window of opportunities.

The placement in community, as decided by the juvenile court, is an outstanding inclusion measure, which helps to overcome difficult social conditions, besides reducing the resort to the detention penalty²⁸.

Italian Authorities usually apply the so-called alternative measures to the detention penalties so that those youngsters conflicting with law can, for instance, attend compulsory school or being engaged in training courses or in flexible forms of work matching their specific needs²⁹.

On a more general note, it should be emphasized that the presence of Roma, Sinti and Caminanti people varies and differs in the Italian rural areas.

As recalled, after WW2, *"Italy had a complex geography of gypsy groups, many of whom were well-integrated in the agricultural sector both in the rich North (as is the case with Sinti people in the Po Valley) and in the South, and were affected by the agrarian reform."*

This integration process has been undermined by the progressive and unstoppable process of transformation of the agricultural sector, which entails the increasing mechanization and specialization of the production and, consequently, the massive expulsion of labor-force, including Roma and Sinti people, who, meanwhile, have resumed their move to medium and large-sized cities.

Despite the exodus from rural areas, various studies report on the RSC presence, albeit fragmented. The RSC people remain in areas characterized by agriculture, in which there is the strong need for extensive use of work at a low professionalization level - at least for some stages of the production³⁰. The RSC presence is registered among both the local farms (family groups now settled locally) and the immigrated work-force, often employed on an irregular basis.

In the latter case, we refer to workers from Eastern Europe, especially from Romania and Bulgaria. It should be pointed out how often these workers tend not to declare their origin - rather they introduce themselves in relation to the nationality of the country of origin. The relating macro-rural area, being characterized by this type of presence, refers to Puglia and Campania, where there are intensive agriculture areas.

In the agricultural sector, specific RSC communities perform specific activities, such as Abruzzi, relating to the specific regional context. In this regard mention has to be made of those activities relating to "the trade and processing of horse-meat and other animals (i.e. donkeys, mules). Their presence at fairs and markets is constant and fundamental. Many specialized butchers are of Roma origin". The main mediators of the cattle fairs in Central Italy are usually Roma people (*Abruzzi Roma*).

Equally important is the reference to some smaller rural areas where there are RSC communities being there settled, generation-after-generation. These groups, who are not necessarily employed in agriculture, work in the production sector (manufacturing trade and handicraft). While privileging the relationships within their communities, those RSC people living in these contexts are usually well-

²⁸ The **Juvenile Justice Department** protects and deals with minors whose age groups is between 14 and 18-year old. This specifically works for and on those children under penal proceeding by the Juvenile Justice Authorities. The Department eventually works on youngsters, eventually up to the age of 21. It works through 12 Juvenile Justice Centres, being regional and/or inter-regional, to which the following services rely on: 25 First Reception Centres; 29 Social Services Offices for Youngsters; 7 Juvenile Detention Centres; 12 Ministerial Communities.

²⁹ The **rural areas** - which represent about 70% of the national area - cover various territorial contexts, being extremely differentiated and characterized by differences in socio-economic and environmental features. To meet the need for relevant priorities, the present Strategy considers the definition adopted by our country for the development of the National Strategic Plan for Rural Development Areas, under the EU Programming 2007 - 2013 of the European Agricultural Fund for Rural Development (EAFRD). This is a definition which has considered the relevant relationship with more general economic and social development processes that characterize Italy. In particular, the zoning proposal identifies four broad types of areas: urban centers, rural areas with intensive agriculture, rural and intermediate rural areas with development problems.

³⁰ In the fight against social exclusion, it was adopted last year the national reform plan for 2011, which aims at reducing people living in poverty or under social exclusion to 2,2 million units; this also envisaged, as a priority action for the fight against poverty and social exclusion, the promotion of employment and the expenditure review in favor of the population mostly affected by the highest rates of poverty. Italy reiterates and confirms the objective mentioned in the preliminary NRP of November 2010, aimed at reducing the poverty rate.

integrated into the local society. As for this situation, the relevant macro-area refers to area of the Centre and Northern-Italy.

The RSC communities often find a settlement and housing models located in the sub-urban area of municipalities – an area also falling within the rural areas. In this regard, mention has to be made of abandoned farms, which local Authorities mostly own and tend to make them available for the RSC people, as an alternative to the camps.

In some cases, these housing solutions are the result of private choices made by the RSC people, motivated by the fact that this type of settlement is more suited to accommodate extended family groups. However, given the lack of employment opportunities locally, the RSC people tend to develop forms of commuting in search for earning opportunities. In this case, the relevant macro-area mainly refers to large-sized municipalities.

With regard to the presence of the RSC people in rural areas, please refer to **Table No. 4.**

More generally, members of these communities face complex economic and housing conditions. Roma and Sinti communities are still widely considered by the Italian population at large as a "nomadic people", even though the stay of most of them is permanent for long periods of time. Consequently, many RSC people settle or have been settled in camps rather than in regular housing models, which, however, limit their opportunities for inclusion/integration.

As noted by many international Organizations, the location in the so-called “nomad camps” negatively fosters segregation and hinders any process of integration/inclusion. However even when considering those situations in which they have found more stable forms of housing, it emerges a situation of ghettisation and/or self-segregation, which hamper the process of integration/inclusion.

Social exclusion³¹ experienced by the RSC people is determined by complex and interrelated causes, involving both the host society and the RSC communities themselves.

The widespread and damaging tendency to connect all forms of deviance and crime to the image of the RSC people is confirmed by both public surveys and the public opinion in such a way that these communities are more negatively connoted than any other ones.

On a preliminary note, it should be noted that within the various RSC groups living in Italy, there are very differing **legal situations** since they include: Italian citizens; EU citizens; third-Countries citizens; in addition to those who, following a specific geo-political development, have lost their citizenship³².

In particular, within those communities arrived in Italy in the 90's, after the dissolution of the former Yugoslavia, who were fleeing from the Balkan wars, there were people without valid ID documents and thus unable to prove their identity: most of them must be considered *de facto* stateless persons (while, at present, some of them have their own passport and are in a situation of administrative regularity). It is unlikely that those who wish to be granted the *de jure* statelessness, can achieve it, as long as for the recognition of such a status, it is necessary to submit the certificate of residence and the residence permit, jointly with the relevant application.

Citizenship and statelessness

Ius sanguinis is the basic principle for the acquisition of the Italian citizenship, while the so-called *ius soli* applies, on a residual basis, to specific exceptional cases.

Act No. 91/92 sets forth that it is citizen, by birth, the child whose father or mother is Italian.

This Act also envisages that it is citizen by birth, whoever is born within the territory of the Italian Republic, whenever both the parents are either unknown or stateless or if s/he does not apply for the citizenship of his/her parents, in accordance with the relevant legislation of their Country of origin.

³¹ Op.cit.*supra* in note 2.

³² In particular, Act No. 94/2009 lays down, inter alia, the requirements to be registered in the lists of residents, the latter being a *conditio sine qua non* for the access, for instance, to public housing.

*Within this framework, the Italian legal system aims at reducing the cases of statelessness. According to conventional International Law (The 1954 New York Convention), it is a stateless person whomever no State considers as its own citizen, in line with the relevant legislation. However the above Convention sets forth that stateless persons enjoy the same civil rights of citizens. State-parties commit to facilitating the assimilation and naturalization of stateless persons, while reducing the cases of statelessness, as much as possible. Considering the differing legislations from Country to Country, it might happen that the person concerned: does not acquire any citizenship, at birth, (the so-called original statelessness); or may lose it afterwards, due to his/her own choice or by means of a measure by his/her Country of origin (the so-called subsequent statelessness); or be without any citizenship due to omissions, for instance if failing to submit documentary evidence jointly with the relevant application, provided that most legal systems envisage the acquisition of the citizenship, in accordance with the principle of *ius sanguinis* (the so-called “*de facto*” statelessness).*

In order to ascertain the status of statelessness, it is necessary to verify, in the first place, the lack of citizenship by the Country of origin or by the countries with which the person concerned has set meaningful relations.

The Italian system pays specific attention to statelessness. By Act No. 306/1962, Italy ratified the above-mentioned 1954 New York Convention.

In Italy, the status of statelessness: 1. can be certified by the Administration, in accordance with Art.17 of D.P.R. 12 October 1993, No. 572, entitled “Executive Regulation of Act No. 91/92 on new provisions on citizenship”; 2. or following the ascertainment by the ordinary justice.

The Ministry of Interior has the competence to certify the status of statelessness; and this responsibility, according to the Italian case-law, is confined to the evaluation of the documentation submitted jointly with the relevant application by the person concerned. Once confirmed the documentary evidence annexed to the application, the above Administration recognizes, with the support of the Ministry of Foreign Affairs, the status of statelessness. As reported, such ascertainment can be decided by the ordinary justice whenever (Court of Cassation: see judgement No. 28873/2008): “the documentary evidence is missing, since the justice can resort to whatsoever investigative mean to ascertain the situation of the person concerned”. This additional judicial path has been also confirmed by the Constitutional Court.

Act No. 91/92 envisages “a preferential pathway” for those persons being recognized stateless, who intend to acquire the Italian status civitatis. Art. 9, para. 1, lett. e) of Act No. 91/92 reduces to five years the term of legal residence in Italy, being necessary for the submission of the Italian citizenship application. In both cases, such procedures may be applied to Roma people from the Former Yugoslavia, entered Italy no later than January 1, 1996 (the date of the signature of relevant peace agreements).

As for the issue of statelessness, Italy has signed - though not ratified yet - the 1961 UN Convention on the Reduction of Statelessness. However it should be stressed that the implementation of this Convention is already compatible with the current Italian legal system, which is even more garantiste. For instance Act No. 91/1992, though based on a voluntary principle, indicates specific automatic procedures for the protection of the rights of the child. Art. 14 sets forth the acquisition of citizenship for those children under the age of 18 living with who acquires or re-acquires the Italian status civitatis, so as to consider both the voluntary principle and the child’s will to renounce to the Italian citizenship, when s/he comes to the age, provided that s/he holds another citizenship.

Unlike the stricter provisions of the above Convention, the Italian legal system envisages such a status regardless of the time under which it occurred, and given a specific time lapse starting from the formal recognition.

The above Act No. 91/1992 is a protection-inspired legislation if considering its provisions concerning the maintenance of the status civitatis. Again the Italian legal system does not envisage any automatic circumstance under which the person concerned may lose his/her status civitatis, whereas art. 7, para.4, of the above Convention lays down the automatic loss of the

citizenship whenever the person concerned legally resides abroad for no less than 7 years.

For most Roma people recently entering Italian borders, it remains pending the important issue of their regularisation. For instance, for those being born in Italy and living in the camps, the acquisition of the Italian citizenship at the age of 18 is hindered by the impossibility of providing documentation evidencing their continuous residence in Italy for the entire period of their childhood (i.e. 18 years).

As for those stateless people without both a clear nationality (“undetermined nationality”) and a stay permit, it is necessary that they are regularised or receive documents identical to those released to the other citizens.

The constant threat of expulsion from Italy, the strict relation between the stay permit and the job contract, the difficulties to have access to basic services (including socio-health related ones) concretely hinder a fruitful social integration/inclusion process.

The large presence of Non-Italians among Roma, Sinti and Caminanti people raises questions with regard to their integration and overall their admission and stay in Italy.

By recalling the international and domestic normative framework, mention has to be made of the differing legal statuses, which characterize Roma, Sinti and Caminanti people living in Italy:

- RSC being flown from Non-EU countries as victims of conflict and persecution, who have access to: the status of refugee procedure; or to subsidiary protection measures; or to stay permit for a humanitarian purpose (Legislative Decree No. 251/1997), in accordance with EU Directive on minimum standards for the recognition of the *status* of refugee (EU Directive 2004/83/CE) and the 1951 Geneva Convention on the status of refugees (as ratified by Italia, by Act No. 722/54). In this regard, it should be stressed the immediate applicability of the above Directive, which cannot be limited under any circumstances, even in the event of police records. If international protection measures, laid down by relevant Directives, cannot be granted to those Roma people from countries where they might be exposed to discrimination, or inhuman treatment, Art.5, para.6, of the Unified Text on Immigration envisages the release of stay permit for a humanitarian purpose;
- RSC, being citizens of other EU Member-States, who must comply with the EU obligations concerning, in particular, the right to freedom of movement, stay and stabilisation. Legislative Decree No. 30/2007, implementing UE Directive 2004/38/81, will be applicable to them, in the event they search for a job and housing. In this regard Legislative Decree No.32/2008 has amended the above Decree, with the aim of reducing the public order and security-related circumstances under which to apply an expulsion measure: this can take place “only when the conduct results in a concrete, effective and serious threat to the fundamental rights of a person or to public security, so as to make the expulsion urgent, since the further stay of the person concerned in the Country has become incompatible with the civil cohabitation”;
- RSC, who are *de facto* stateless persons, since the legislation in force makes the recognition of the statelessness difficult (Please refer to the Table above);
- RSC, being Non-EU citizens, who generally fall within the categories considered by the legislation on immigration (Unified Text on Immigration, Legislative Decree No. 286/98, as amended and recently supplemented by the so-called security package provisions);
- RSC with Italian citizenship, about whom there is an ongoing debate to decide whether they fall within the so-called trans-national minority and thus, with the right to reside in any country, or to be considered as citizens of a given State and thus when emigrating, they should fall within the provisions concerning the stay of foreigners³³;

³³ See *op.cit.supra* in note 2 (Bonetti, pp. 17-124).

- There is one more juridical situation to be considered. The situation of those children of foreign parents who are born in Italy. In this case, it applies the legislation on citizenship but only under specific and strict law requirements (Act No. 91/92). On a practical note, those RSC youngsters being born mainly in the camps, face serious obstacles in acquiring citizenship, due to the difficulties to provide the necessary documentation when they come to the age³⁴.

Most Authors stress that the legal status of both EU and Non-EU foreigners, stateless people and refugees is characterised by derogatory aspects if comparing it to the situation of the Italian citizens. However, even the acquisition of the citizenship does not mean equal rights and duties vis-à-vis other Italian citizens. In Italy, the **main issue refers to the lack of recognition, by a comprehensive national legislation, of Roma, Sinti and Caminanti people as a minority**: To date, Roma, Sinti and Caminanti people acquire rights *de jure*, only as individuals; they do not enjoy any rights as a “minority”, since there is no specific national legislation, yet.

³⁴ As for the RSC minors, it should be considered that Italian Authorities fully apply the UN CRC principle of the “Best Interest of the Child”, so that it is worth-mentioning the current trend relating to Art.31, para.3, of the Unified Text on Immigration. This envisages that Juvenile Justice Courts may authorize due to serious psycho-health conditions of the child, the entry and the stay of an irregular relative/parent for a given laps of time, even if being contrary to the provisions of the Unified Text on Immigration. To this end, the Court of Cassation has provided an extensive interpretation of such provision, so as to also include the right to family reunification.

2. PART TWO: PRINCIPLES, AIMS, OBJECTIVES, AND GOVERNMENT COMMITMENTS (By December 31, 2012)

2.1. THE HUMAN RIGHTS-BASED APPROACH AND HUMAN RIGHTS EDUCATION

As considered under Part One of the present Strategy, International Law of Human Rights originates from the Charter of the United Nations (1945) and the Universal Declaration of Human Rights (1948). In 1948 - the same year of the adoption of the Universal Declaration -, Italy adopted its republican Constitution, which follows the principles enshrined in the Universal Declaration.

The first Articles of the Italian Constitution encapsulate "Fundamental Principles (Articles 1-12)", which the Italian legal system fully relies on. Specifically, the "fundamental human rights" are provided for in Article 2, while the principle of equality and non-discrimination is enshrined in Article 3 of the Italian Constitution.

Art.2 sets forth: "The Republic recognizes and guarantees **the inviolable rights of the individual**, both as an individual and in the social groups where human personality is expressed. The Republic expects that **the fundamental duties of political, economic and social solidarity be fulfilled**". Further Art. 3 sets forth: "All citizens have equal social dignity and are equal before the law, without distinction of sex, race, language, religion, political opinion, personal and social conditions. **It is the duty of the Republic to remove those obstacles of an economic or social nature, which constrain the freedom and equality of citizens, thereby impeding the full development of the human person** and the effective participation of all workers in the political, economic and social organization of the country."

By the joint interpretation of the above provisions, it emerges that the Italian system has been designed to implement the human rights-based approach, which, however, needs to be further mainstreamed into relevant policies and measures.

The human rights-based approach provides for a conceptual framework for the process of human development, which: from a legal standpoint, stems from international human rights standards; from an operational standpoint, is aimed at promoting and protecting human rights.

When considering the human rights-based approach, it should be always very clear who are the recipients of relevant measures, the rights-holders and the duty-bearers. By this approach, there is the firm intention to analyze disparities and cases of discrimination while providing forms of redress in the event of discriminatory practices: The joint reading of the Italian constitutional provisions already provides a clear indication to this end.

By following this approach, the present Strategy gives the opportunity to apply such approach, in a consistent and effective manner. More generally, by this Strategy Italy intends to achieve the effective integration/social inclusion of RSC communities, besides effectively enabling them to fully exercise fundamental rights, as enshrined in Art.2 (the first lines) of the Italian Constitution.

Since the 80's Italy recognizes the importance of information, awareness-raising and training exercises in the field of human rights. Within the UN - initially on the occasion of the World Information Campaign in the field of Human Rights (during the late 80's), and currently within the framework of the UN Platform for the Promotion of an International Declaration on Human Rights Education and Training (set up within the newly established UN Human Rights Council) -, Italy continues to effectively supporting relevant activities, at all levels.

In November 2011, at the 66th session of UN General Assembly, Italy presented before the Third Committee, on behalf of the above Platform, the draft International Declaration on Education and Training in the field of human rights (A/C.3/66/L.65), as subsequently adopted, by consensus, by UN General Assembly, on December 19, 2011 (A/RES/66/137).

Along these lines, the protection of human rights and fight against all forms of discrimination and inhuman or degrading treatment remain ones of the most important issues included in the training sector, especially for Law Enforcement officials and servicemen.

Given the continuous development of International Law, Italy is aware both of the need to ensure the constant updating of relevant initiatives and to extend, more generally, all the initiatives in the field of human rights education and training.

With regard to the State Police, the teaching of the foreign languages and cultures of ethnic groups living in Italy was introduced in 2000, by means of pilot-projects. Subsequently this initiative has been introduced on a permanent basis, by 60 educational courses within the training course for Police officers and inspectors and 20 more courses for Police agents and superintendents.

Since long time, the human rights subject has been included in the educational programs at all levels of the State Police. The training is carried out by trained police officers (according to the training of trainers model), in order to effectively stress that respect for human rights is strictly linked to the work of the Police forces

Italian Authorities have extended the teaching of the above subjects also within ad hoc refresher programs at Educational Institutes, in collaboration with relevant Organizations and NGOs. As a way of example, mention has to be made of the following relevant themes: “International cooperation to fight against human trafficking”; “Immigration and protection of human rights”; “Hunger and mass migrations”; “Protection of the rights of the child”; “On the road: protection and assistance to the victims”; “Peace and security: inter-religious dialogue and protection of the victims of inter-ethnic and inter-religious conflicts”.

Since 2006, following the adoption, in 2001, by the Ministers’ Committee of the Council of Europe, of the “Ethical Code for the police services in a democratic society”, this is a central theme of refresher courses for the State Police, being taught by officers of the territorial Offices.

In *partnership* with some human rights NGOs, the State Police participates in a project financed by the European Commission, to enhance the respect for human rights and strengthen the fight against all forms of discrimination within the Polices services of the States concerned, namely Italy, Spain, Ireland, Sweden and Cyprus. One of the outcomes of this project was the publication of a Handbook, entitled “Police service for a multi-cultural society”. This Text illustrates, inter alia, numerous case-studies, life experiences and reflections on people belonging to ethnic minorities or from Non-EU Countries, including for instance Chinese and Roma people as well as Nigerians. This Hand-book is for all officials of the State Police who have responsibility for managing and evaluating the work of employees, as well as those who have, at different levels, responsibility for training the staff.

Finally, the State Police has attended, in recent years, a number of international projects aimed at increasing awareness of the respect for human rights and the promotion of the intercultural dialogue. One of the projects refers to, “Consultancy on Institutional Discrimination”, in which the Police participated, in partnership with the NGO COSPE, as funded by the European Commission within the Action Plan relating to Article.13 of the Amsterdam Treaty. This gave guidance on the provision and use of advisory services on the so-called institutional discrimination.

More recently, on September 2, 2010, it was established the Observatory for the protection against discriminatory acts (acronym in Italian, OSCAD), chaired by the Deputy Director-General of the State Police Department, with the aim of: receiving information transmitted by Institutions, Associations or private citizens regarding discriminatory acts committed against persons belonging to minorities; launching targeted interventions in this area; and following the development of the relevant complaints; convening representatives of the minorities concerned as well as of the Police forces; training operators; facilitating and promoting the channels of communication between citizens and the security system; promoting links with the Institutions that deal with public or private acts of discrimination, in particular with UNAR, being the National Office for the promotion of equal treatment and removal of discrimination based on race and ethnic origin (with which it has been signed an ad hoc cooperation agreement).

Special training courses in these areas are also developed for the Penitentiary Police, the Carabinieri Corps and the civilian and military personnel that the Vicenza-based COESPU prepares before the deployment in international peace missions.

But these initiatives are not sufficient to ensure the human rights culture, at all levels, if considering that these people risk to be expelled and that the domestic protection measures are often hampered by the media conveying unpopular messages with regard to such groups.

As for the cases and the areas of major discrimination, the RSC communities report as follows: the difficulty of having access to normal housing and job placement; fragile health conditions in the "camps" for men, women, children; harassment suffered by the wider population; a ban on parking or on the access to areas and public and private services; a specific attention by law enforcement officials - considered too excessive by the RSC people - even in the absence of risk of delinquency.

In this stereotyped portrayal of the RSC communities, a specific role is played by the mass media, which tend too often to negatively foster stereotypes and collective anxieties, which should be rather set aside.

Even in the schools system, despite the attempts to ensure the full involvement of Roma students, it still persists: a low level of enrollment; high levels of early school drop-out; several cases of school failure; and the hostility emerging from the territory where the school is located.

Serious risks refer to the disaggregation of these communities, their status, and the uncertain cultural identity of the younger generations.

At present, it is clear that there are ongoing deep and irreversible changes which might hamper the peaceful cohabitation between the RSC people and the public opinion. Indeed, within this framework, considering ECRI Recommendation No. 13 of June 24, 2011, the present Strategy, which includes relevant objectives, actions, projects and methods of work, will be inspired by and aimed at pursuing: "the promotion of the respect for human rights", including by additional specific human rights education measures.

2.1.1. Prevention and fight against discriminations

The effective implementation of the principle of equality, the realization of constitutional rights, the prevention of marginalization and discrimination, and the adoption of measures for the promotion of social inclusion/integration are closely linked.

It has been stressed, under Part One of the present Strategy, the differing legal statuses of members of the minority under reference, to whom to apply the fundamental principles of the Italian Constitution, primarily Art.3, being dedicated to the principle of equality and non discrimination.

It has already been stressed the importance of the above Article, containing a principle which is also a basic value, a criterion and the measure of all the domestic norms and verdicts.

However, this principle, in its substantive nature (the so-called substantial equality principle), is not always applied, in line with Art.3, para.2, of the Italian Constitution. On a practical note, such principle envisages that: it shall be treated on a equal basis what is equal; and on a different basis, what is different³⁵.

To promote the effective application of the principle of equality vis-à-vis the RSC communities, it is necessary, at all levels of the national system, to consider the heterogeneity of this minority and the several internal differences on which to apply Art.3, para.2, of the Italian Constitution.

The EU emphasizes the integration of the non-discrimination principle, which is relating to the inclusion of a non-discriminatory policy and support measures at all levels.

Strengthening the principle of equality means making visible the needs and conditions of these communities, besides paying specific attention to: the factors which prevent or hinder the realization of the principle of equality, as well as the operational policies and measures capable of ensuring the inclusion/integration of the RSC communities.

³⁵ Please refer to, "Manuale di Diritto Pubblico", Amato G. e Barbera A, Il Mulino, 1994.

The concept of inclusion, introduced in the EU, brings both an individual and collective dimension, being similar to the content of Art.2 of the Italian Constitution, which encapsulates both the so-called personalist principle and the principle of solidarity. The increased interaction between the RSC communities and the rest of the population would be a harbinger of the inclusion process, as decided by the EU and required by all international and regional human rights mechanisms.

It is not sufficient, however, just to envisage measures which facilitate the integration/inclusion process. In order to realize equality and effective interaction, it is necessary to envisage actions which can mark and promote the change, also in the attitude of the RSC communities, being, to some extent, characterized by prejudice towards the rest of the population.

2.1.2 Gender-based approach: the sensitive approach to gender-specificity

At the Fourth World Conference on Women (Beijing, 1995), it was confirmed that the so-called gender approach should be applied in all services, programs and policies, to ensure inclusion and full realization of the principle of gender equality.

The gender-based approach entails the following activities: gender based disaggregated data; identification of discriminatory factors between men and women, or alternatively, inequalities; the analysis of such disparities; the formulation of specific objectives to overcome disparities; the definition of indicators to measure the reduction of disparities; identification of necessary resources; development of specific strategies; updating the strategies in force.

The above list indicates a road-map, which has already taken its course with regard to various relevant areas.

Within the present Strategy framework, it should be stressed the aim of engaging in a participatory manner, not only men and children, but also women and girls from the Roma, Sinti and Caminanti communities.

RSC women are doubly discriminated: it is not only necessary to solve this situation, there is the necessity to guarantee women's empowerment, which is instrumental to the improvement of the condition of the person and also of the family structure, as a whole³⁶.

2.1.3. The relevant principles pursuant to Art.2 of the Italian Constitution: the so-called *personalist* principle; and the principle of solidarity

Italy is characterized by a rigid Constitution. As reported, Article 2 sets forth basic principles of the Italian legal system: the personalist principle and the principle of solidarity respectively, under which, on one hand, the State and its Institutions must protect and promote fundamental human rights; on the other, there are the mandatory duties of political, economic and social solidarity, which entail the mandatory duty for each person, to comply with the legislation in force and to "help whomever of the same society s/he lives with."

In the national constitutional system, the personalist principle is a basic principle, which applies to every person on the national territory, regardless of his/her condition, besides entailing and emphasizing the respect for human rights.

Along these lines, in accordance with Article 3 of the Italian Constitution, the State shall ensure equal treatment for all persons within the national territory, in order to facilitate, inter alia, the social integration/inclusion.

2.2. GENERAL AIMS AND OBJECTIVES

The general aim of the present National Strategy is to promote equal treatment and social and economic inclusion of the RSC communities, while ensuring a lasting and sustainable improvement of

³⁶Please refer to footnote No. 6, with regard to the last CEDAW Committee Concluding Observations on Italy.

their living conditions, making their accountability effective and permanent, as well as their participation in the social development, besides ensuring the enjoyment of citizenship-related rights, as envisaged in the Italian Constitution and international standards.

In particular, the definition of the first two-year phase of the present Strategy aimed at ensuring the gradual inclusion of the RSC communities in the national socio-economic context, has to obviously rely on the overcoming of some particular situations of degradation – which, on the other hand, refer to only some big cities - and on the definitive resolution of legal issues concerning their legal status. These preliminary actions must be coordinated with the firm support by ad hoc regional or local policies.

Subsequently, in view of a complete overcoming of all forms of discrimination, the present national Strategy shall certainly deal with the issue of adopting ad hoc national legislation, which not only acts as a "support" for the completion or the improvement of necessary territorial policies both locally and regionally, but establishes also specific criteria for the effective protection of the RSC communities, as a national minority.

Through this National Strategy, Italy primarily aims at:

- Moving away from dealing the RSC phenomenon as an exclusively emergency issue which would be inappropriate politically and institutionally, besides being subject to emotional distortions and manipulations, in particular by the media;
- Taking into account the opportunity to plan long and medium-term actions in view of the EU Agenda-Europe 2020, so as to move away from the adoption of extraordinary measures;
- Making the inclusion of the RSC communities part of a more comprehensive process of cultural growth, which involves the society as whole. The degree of acceptance of Roma and Sinti people, as "different" will contribute to eliminate the racial discrimination germs from the European and national mentality, which historically have taken the form of the so-called “anti-gitanism”. This is a complex cultural and historical phenomenon, fraught with serious negative effects on the living conditions of the Roma and Sinti communities, which caused in the twentieth century the tragedy of "Porrajmos";
- Dealing with such an issue by an inter-ministerial approach. Italy thus adopts this new approach and accepts to deal with Roma inclusion, by considering primarily the four critical indicators suggested by the European Commission Communication No. 173/2011;
- Presenting this Strategy by acknowledging its and institutional and symbolic value. To this end, the systematic introduction of "Porrajmos" into all public events dedicated to the memory of the Holocaust will contribute to the acceptance of such communities among those affected by the tragedy of the extermination. The youth will be able to enjoy a further opportunity of human rights education. The entire national community will benefit from this path since it will learn the wider program of death elaborated by Nazi-Fascism policies.

The general objective of the present Strategy is fully in line with the EC Communication No 173/2011; and this is to be achieved by a range of constant and synergistic interaction measures with the system of institutional actors and civil society, through the construction and operation of a multidimensional model of *governance* based on the principles already outlined above and on the following key-words:

INTEGRATION / SUBSIDIARITY

Integration - beside being the ultimate goal of the present Strategy - is the main principle for the definition of the methods of intervention with specific regard to both the necessary synergies to be established (with the aim of guaranteeing the functional uniformity of the relevant responsibilities between the central administration, regions and local authorities, in particular municipalities) and the necessary integration between national public resources (state, regional and municipal ones), structural funds and EU funds (the latter being considered at different functional levels), and the network of civil society NGOs, including religious ones.

Within this framework, it should be recalled the principle of integration and the principle of subsidiarity being both key elements of the present Strategy in order to convey a clear message, including by the media: the more single stakeholders can cooperate through complementary and synergistic interventions which can optimize the use of public resources, the more the subsidiarity so realized will produce visible and lasting effects in terms of social integration and public order, with the additional positive results of eradicating stereotypes and prejudices, including the instrumental use for media and political purposes.

COORDINATION / SHARING

The elaboration and concrete realization of a clear, simple, yet well structured, governance system is essential to the concrete and daily implementation of the present Strategy, considering the peculiar features of the national institutional multi-level system as originating from the devolution process from the State to the Regions, occurred in 2001, with regard to in particular the following sectors: health, social services, education, labor, public housing.

Considering the relevant social programming cycles, it is evident that the coordination action is fully effective when it is shared and accepted by all stakeholders involved in the above-mentioned governance system, including the leading coordination role by the National Focal Point.

With specific regard to the NFP, it should be considered its inner coherence. The Italian government has chosen this national focal point which by its own nature is not a "management entity" rather this is a "third party" called "to ensure, in full independence of judgment and under conditions of impartiality" an effective application of the principle of equality of treatment, with the specific duty to oversee the effectiveness of the protection tools against discrimination³⁷.

In so doing, Italy commits to ensuring a transparent monitoring of the status of implementation of the Strategy periodically, besides expressing a clear will for an "open" Strategy, aimed at the sharing and participation of the RSC communities.

INFORMATION / MEDIATION

The present Strategy, although centered on the four areas identified by the European Commission, shall include a systematic mediation and information action to be undertaken during both the preparatory phase and all the consecutive phases, including implementation, monitoring and assessment.

It is necessary a bidirectional and multidimensional information action to be addressed to relevant stakeholders (in particular regions, provinces and municipalities), including the RSC communities (Relevant Associations, single communities, specific settlements, etc..), the relevant NGOs working in the social inclusion field, and the local population where the presence of RSC communities is most significant.

Likewise, the social cultural mediation action shall set aside the charity approach in order to acquire the features being necessary to make those communities responsible, more representative and protagonist at decision-making bodies both nationally and locally, and within the society as a whole, so as to eliminate prejudices and portray a new image far from the usual stereotypes.

Within this framework, the present Strategy appears to be very clear as long as it envisages the upgrade of pilot-projects already carried out by the NFP in the last two years, in the systematic implementation of both the "Dosta Campaign" and the Council of Europe Romed program.

IDENTITY / CHANGE

One of the major themes highlighted by the RSC people and confirmed by several studies and researches is the historical-cultural identity, its various aspects in terms of social geography and its

³⁷ See Legislative Decree of July 9, 2003, No. 215 and DPCM of December 11, 2003, respectively.

relationship with respect to the various settlements, especially in relation to new generations, born and raised in specific contexts being often without a strong identity. They result to be vulnerable to factors and settings with high risk of delinquency.

Against this background, the present Strategy needs to cope with the risk of progressive depletion of memory, identity and cultural tradition of the RSC community, by reaching the other to define a specific focus on the younger generations so that the RSC youngsters might be able to promote autonomous and free reworking of their history, besides also supporting the growth of a RSC generation to become protagonist of its own present.

2.3. THE INTEGRATED SUBSIDIARY GOVERNANCE FOR THE IMPLEMENTATION, VERIFICATION AND MONITORING OF THE PRESENT STRATEGY

2.3.1. The National Anti-Racial Discriminations Office

The Office for the promotion of equal treatment and removal of discrimination based on race or ethnic origin (acronym in Italian, UNAR³⁸) has been identified by the Italian Government as the National Focal Point for the present RSC Inclusion Strategy.

This Office was originally established pursuant to EU Directive No.2000/43/EC concerning the principle of non discrimination and equal treatment, regardless of the racial or ethnic origin.

The Italian legislator has detailed the functions that the Office should perform by describing its duties, powers and the relating limits. Legislative Decree No. 215/2003 and the relating DPCM of 11 December 2003 enlist analytically the various functions, which can be easily grouped under four broad categories, to be identifiable by the purposes:

- The first functional area brings together all the activities aimed at preventing any conduct or act which cause a discriminatory effect, by raising awareness of the public opinion and relevant stakeholders besides devising information and communication activities;
- The removal of any situation causing discrimination falls within the second group of activities. These functions are carried out in strict compliance with the powers of the judicial authorities besides envisaging free legal aid to the victims of discrimination in court and administrative proceedings and making inquiries to verify the existence of discriminatory phenomena;
- The third area includes the promotion of positive actions, studies, research, training and exchange of experiences, also in cooperation with relevant associations and organizations as well as with the specialized statistical agencies and non-governmental organizations. The goal is to set guidelines on the fight against discrimination, codes of conduct, memoranda of understanding for the implementation of measures in the field of non discrimination;
- The fourth area of intervention combines monitoring and assessment/verification tasks of the effective implementation of the principle of equal treatment and the effectiveness of protection-related mechanisms. To this end, UNAR drafts an annual report to be submitted to the Parliament and an additional report to the President of the Council of Ministers, through a systematic statistics and quality control of cases of discrimination based on ethnic or racial grounds.

From the second half of 2009, UNAR, on the basis of an objective assessment of its initial five-year work, has initiated a thorough self-assessment, moving away from its initial isolationist approach and of presumed self-sufficiency, being typical of a “National” Office, towards a more dynamic non-bureaucratic interpretation, based upon the principle of the effectiveness of its role and the effective performance of all the duties assigned by the European Directive (and translated into domestic legislation

³⁸ For the realization of its mandates, UNAR uses funds relating to Chapter 537 entitled "UNAR operating expenses" (equal to 2,035,000.00 Euros, per year) as expressly provided for and determined by paragraph 3 of Article 29 of Law No. 39/2002, "Provisions for the fulfillment of obligations stemming from the Community Law 2001". In accordance with Article 21 of Law 16 April 1987, No. 183, "The coordination of policies relating to Italy's membership of the European Union and the adjustment of the internal Community legislation", these funds are supplied through the so-called "rotating fund", as set up by Article 5 of the above Law.

by Legislative Decree No. 215/2003 and by the normative framework currently in force, in a perspective of constant sharing, synergic collaboration and mutual valorization with local Authorities (Regions, Provinces and Municipalities and the associations representing RSC communities), NGOs working at the grass-root level, nationally and locally, the RSC communities themselves, social parties and the civil society at large).

The above new strategic action entails in particular:

- ***The elaboration of a subsidiary and integrated governance model for the prevention, the fight and the removal of racial discrimination***, which, by pivoting on the new UNAR course of action, would involve a bi-directional participatory system made effective through the systematic introduction into UNAR Contact Center of other national Institutions. At present this includes: the Office of the Equality Councilor and through her Office the network of regional and provincial Equality Councilors as well as the Observatory for the protection against discriminatory acts of the Public Order Department within the Ministry of the Interior³⁹; the system of local Authorities for the development of centers and observatories as provided for by Art.44, para.12 of the Unified Text on Immigration (referring to regions, provinces and municipalities); the social parties (trade unions and employers' associations); relevant NGOs; and those Associations representing the foreign communities;
- ***A process of re-elaboration and implementation of a new organizational model of the Office***, which resulted in: the shift from a *call center* to a *contact center* through an ad hoc European tender; the establishment of a Technical Committee to draft recommendations, opinions and inspection activities besides promotion-related activities, in line with the above Art.44; the progressive computerization of the territorial centers and observatories against racial discrimination, nation-wide;
- ***A process of repositioning at the Institutions, local Authorities, NGOs and social parties*** levels (trade unions in particular) aimed at solving pending problems from the past and demonstrating the effectiveness of UNAR functions while ensuring the strictest impartiality and independence⁴⁰;
- ***An incessant touring throughout the country***, a brand new activity if comparing it to the past, at least for the quantitative dimensions reached by this new course of action, which sees UNAR always present and pro-active in hundreds of initiatives, meetings and events, including onsite hearings of the associations registered in the Register, envisaged by Legislative Decree No. 215/2003⁴¹;
- ***A constant pro-active support action for the relevant NGOs***, in order to develop, plan, implement joint projects to be further shared, at the national level, as was the case with the European projects

³⁹ On January 18, 2012, UNAR launched the first training course on discrimination for 80 State Police high-ranking officers, which will be extended in agreement with the relevant Directorate General of Ministry of Interior.

⁴⁰ As for UNAR's independence, it should be noted that from 2009 to date, in order to comply with indications provided for by the United Nations, the Council of Europe and the European Union - pending the establishment by the competent institutions of the regulatory or legislative changes aimed at strengthening the legal mandate of UNAR in line with Directive 43/2000 -, UNAR has strengthened its independence and impartiality as evidenced in particular by: a) initiating an investigation of discriminatory events and circumstances brought about by other central government departments and the Presidency (such as "Holiday Gift" of the Department of Tourism, the "call patrons" of the Department of Youth and the opening of the Civil Service to children born in Italy and foreigners legally residing here); b) The start of investigations relating to discriminatory events and circumstances realized by regional governments and local authorities, also relating to members of the coalition Government and of political parties (see the many investigations concerning the phenomenon of so-called "decrees" concentrated especially in Lombardy and Veneto, as well as some regional laws issued by Friuli Venezia Giulia and the Veneto Region, by which they subordinated the access to basic services against the evidence of long periods of residence in that given region, etc.); c) The development and dissemination of appropriate thematic "recommendations", issued by the Office, on the basis of reiterated discriminatory practices, as was the case with discrimination in the access to social services etc.. These recommendations have the primary aim, through their appropriate branch of the system of local self-government, to prevent the adoption by the competent public authorities, of acts and proceedings being even potentially discriminatory; d) Initiating an investigation relating to declarations of politicians, including those belonging to the main political parties, as well as to propaganda materials used in the course of electoral rallies (in some cases the Office transmitted crime reports to the competent public prosecutors); e) the re-organization of the Call Center, become interconnected - through the signing of agreements and protocols - with other regions, local authorities, networks of regional centers and antennas (from all forms of discrimination and because already independently established or to be established jointly with local authorities themselves and all the social partners and non-profits reference (NGOs, voluntary associations, communities of interest representation used etc..) to make it more transparent and shared management of the inquiry and regardless of their definition Daily assessment of any potential for political and institutional foreign to the provisions of law); f) The establishment of consultation, planning and co-sharing activities, such as UNAR "control UNAR - Social partnership" established in May 2010 which was signed by all the major national organizations, the National Working Group for the association, comprising over 20 major national organizations operating in all areas of discrimination, etc.

⁴¹ In January 2012, UNAR held consultations with over 400 associations being registered in the list of entities whose UNAR confer locus standi in accordance with Lgs. Decree No. 215/2003. This list also includes 275 associations being registered in the Register that UNAR referred to in Article 5 of Legislative Decree No. 215/2003.

within Progress, the so-called Week Against Violence and the Week of Action against Racism, respectively, through the launch of partnerships and formal and informal networks made up of the main relevant NGOs;

- The development, on the basis of a data-analysis exercise from the contact center, of the **thematic focus** on the younger generations, the relevant association and foreign women, with the financial support of affirmative actions being implemented by NGOs in collaboration with local Authorities; the creation of ad hoc measures such as the social network of youth civic volunteering (www.reteneat.it); the national week against violence and discrimination in the Italian schools of all levels; and awareness-raising campaigns ("foreign women against all forms of discrimination");
- The definition of a comprehensive **strategy for the protection of Roma and Sinti communities**, through the implementation of **the Council of Europe Dosta Campaign** and the elaboration of a governance model, to be tested in the Convergence Objective Regions, namely Calabria, Campania, Puglia and Sicily, under the European Social Fund, through the involvement of associations representing the Roma and Sinti communities⁴²;
- A renewed focus on the issue of **discrimination in the work-place** through the definition and implementation of a new Memorandum of Understanding with social parties and the drafting of an operational agreement with the Office of the National Equality Councilor;
- An outstanding role to be played in the area of the statistical research, through the agreement signed in 2008 with ISTAT for the elaboration of the first national surveys on discrimination on the ground of ethnicity, sexual orientation and gender⁴³, and Immigration's, respectively, besides the definition of a feasibility study for the establishment of a **permanent research centre on racial discrimination at UNAR (CERIDER)** by which to carry out the periodic detection of cases of xenophobia and racism nation-wide and the relating analysis in the respective regional territories through a set of relevant indicators and benchmarks;
- An increasing development of **verification and monitoring** activities on the degree of effectiveness of protection provided for by the legislation in force, including for the potential victims of racial discrimination, by enhancing the measures to fight against discrimination, starting with those implemented by other Governmental offices, both centrally and locally;
- The establishment, within the above Contact Center: of **a fund to advance the legal expenses for the victims of discrimination**; of an ad hoc working group; besides launching a specific **monitoring of the relevant criminal proceedings** (as of December 31, 2011, the penal proceedings under the UNAR monitoring activity amounted to approximately 140).

Regarding the monitoring of cases of discrimination, the UNAR Contact Center, following the reorganization of this service which was launched in 2010, has achieved, over the last two years, the **effective increase in the emergence of such phenomena**, mostly submerged, passing from 373 investigations⁴⁴ in 2009 to 767, in 2010, up to 1000 investigations run in 2011⁴⁵, **with an overall growth in the biennium, amounting to 300%**⁴⁶. In 2011 the Contact Centre received 20,068 in-bound calls against 11,100 in-bound calls recorded in 2010.

Similarly, pursuant to Article 44, paragraph 12 of Lgs. Decree No. 286/1998, UNAR initiated a process of institutional dialogue with local Authorities in order to define an integrated network of regional

⁴² Considering also this activity, UNAR was unanimously designated as the National Focal Point, by all central government departments, on 10 November 2011.

⁴³ The research was completed in December ISTAT and will be available by March 2012.

⁴⁴ The term "investigation" refers to a complex procedure relating to an act (or more individual acts engaged in by persons other than but related to the same situation as in the case of notices relating to the Municipal Census) which commits the Office usually in the preparation of a detailed legal opinion followed by a significant external intervention of the Office itself, consisting of the notification to remove (or compensate) the discrimination or, in cases provided by law, the formulation of a story of crime. Obviously the investigation is constantly monitored, updated and treated until its conclusion (in the case of legal proceedings triggered by the investigation to proceed as you follow along, and by helping the victim and his lawyer and calling for the timely conduct of the proceedings by the prosecutors in charge). Unlike the case of so-called "reports", which refers to actions brought by third parties (potential victims, witnesses, associations and entities qualified to act, etc..) And submitted to the Office by the contact center or other formal or informal channels necessarily result in investigations (if in fact there is no evidence regarding the discriminatory case, the message is closed as a "non-event").

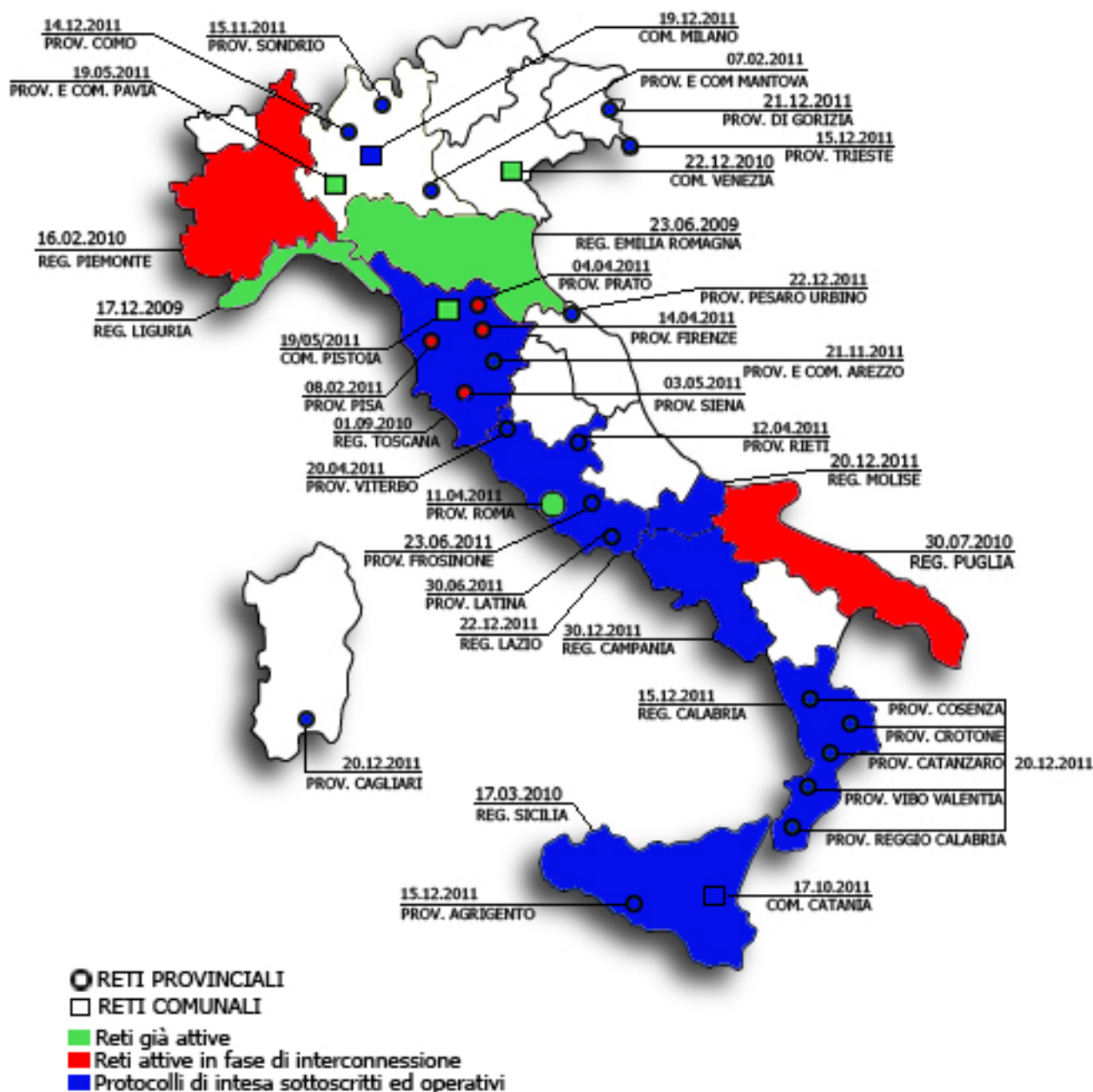
⁴⁵ The official statistical report will be prepared by March 2012.

⁴⁶ Italy has reached such a level of emergence of the discrimination related phenomena which is equivalent to France's (See figures by HALDE, the French Authority against discrimination).

centers and territorial observatories against discrimination, which led, after an experimental phase in some regional areas, to the adoption, by an ad hoc Decree of October 24, 2011, of specific national guidelines shared with Regions, indicating the functional requirements for the uniform launch of anti-discrimination centers and observatories.

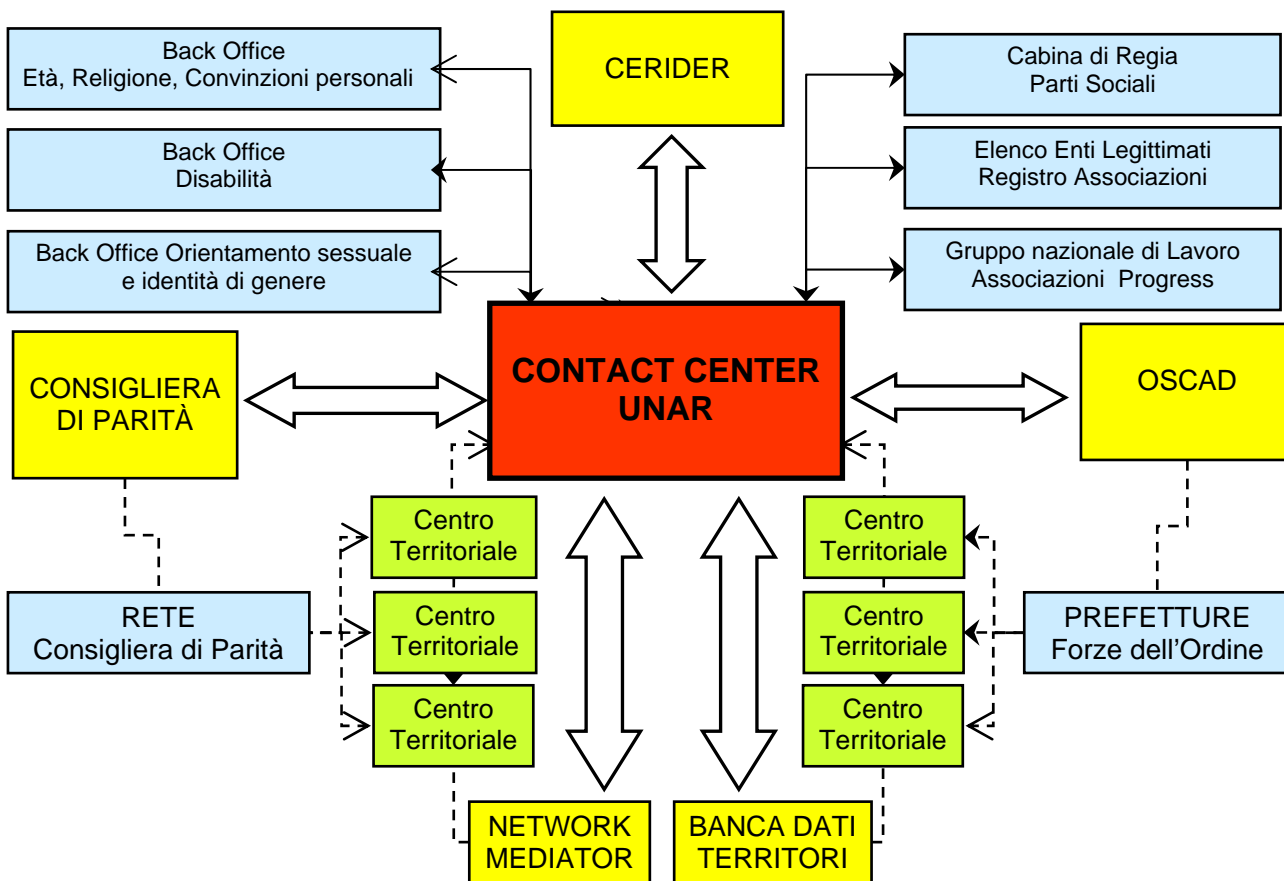
This activity has been supplemented by appropriate *agreements with 11 regions, 32 Provinces and 5 municipalities* (including Milan, Rome and Venice) that, by 2013 - based on a significant and widespread training of local operators, carried out directly by the Office - will be interconnected with the computer system of the UNAR Contact Center, so as to allow more effective monitoring of the relevant phenomena and the establishment of a single data-base⁴⁷.

RETE NAZIONALE DEI CENTRI TERRITORIALI ANTIDISCRIMINAZIONI



⁴⁷ At present they are already interconnected with the UNAR Contact Center, territorial networks of regions of Emilia Romagna and Liguria, the provinces of Mantua and Pistoia, and the city of Pavia and Venice. It is expected by June 30, 2012, the activation of networks in Piedmont, Tuscany and Puglia, the Province of Rome and the Municipality of Milan

The above action of systematic taking charge of discrimination cases is supplemented by: an agreement which UNAR signed with the Ministry of Interior for the establishment of OSCAD (standing for *Observatory for the protection against discriminatory acts established by the Ministry of the Interior* (including the Postal Police)); and another agreement with the *Office of the National Equality Councilor*; the prompt establishment of a permanent research center against ethnic and racial discrimination (CERIDER); the network of specialized anti-discrimination mediators (which will increase the free legal aid to victims); and three thematic back-offices on disability, age and sexual orientation, respectively, already operating on an experimental basis since last October within the Convergence-Objective regions (Calabria, Campania, Puglia and Sicily), **to which to add, by 2012, an additional back-office specialized in investigations concerning potential discriminatory events and acts against the RSC communities.** From the above detailed framework of activities and initiatives (as more extensively reported in the 2010 UNAR annual Report to the Parliament on the application of the principle of non discrimination and equal treatment and the effectiveness of protection mechanisms, please refer to: www.unar.it) it emerges that within the subsidiary governance Strategy for the prevention, the fight and the removal of discrimination - being prepared by the Office -, the above Contact Center is at the core of the following system:



2.3.2. UNAR and the National Strategy for the Inclusion of Roma and Sinti communities

The present National Strategy for Roma Inclusion, up to 2020, implementing the EC Communication No. 173/2011 indicates UNAR as the **National Focal Point, as designated by the Italian Government⁴⁸ for its elaboration and coordination.**

⁴⁸ In order to guide the relevant activities, this has contributed to the examination of case reports of racial discrimination received by the Contact Center UNAR 800 90 10 10, which has intensified in recent years its activity and has focused mainly on education, access to employment and housing, but also institutional

After receiving the formal designation by the relevant Permanent Technical Committee (CIACE), on November 18, 2011, UNAR immediately started an active involvement and coordination exercise within the system of those institutional actors and associations, being the most relevant to socio-economic policies and services for the RSC communities.

Following meetings with the national representatives of the RSC communities, the **National Focal Point**, chaired by the UNAR Director, has set a **control room** (*Cabina di Regia*), consisting of representatives of the following Government departments and agencies: Ministry of the Interior; Ministry of Justice; Ministry of Labour and Social Policies, Ministry of Education, University and Research; Ministry of Health; the Conference of Regions' Presidents; the National Association of Italian Municipalities (acronym in Italian, ANCI); and the Union of the Italian Provinces (acronym in Italian, UPI).

Given the central role that the National Strategy plays within the policies for the RSC people's integration in our social context and the great importance that the European Commission attaches to the implementation of the Strategy under reference, it is necessary to first valorize those actions already undertaken by other entities, in order to ensure coherence to a shared framework of inclusion-related policy measures; then it is necessary to reflect and decide those shared actions to be taken primarily in the four axes of intervention relating to employment, housing, schooling and health, besides some "Systemic actions" of a cross-cutting nature being necessary for the effective achievement of the specific objectives as contained in the above axes.

More specifically, the present Strategy will follow specific sectoral Guidelines, though oriented towards an integrated approach, in accordance with the EU 2020 Agenda priorities for an inclusive society.

Based on the principle of an "explicit but not exclusive" action for the RSC people, it is necessary, in the first place, to start with coordinating, monitoring and strengthening the involvement of public Administrations in global policies aimed at developing the social integration of the RSC people, by taking into consideration, inter alia, the views, opinions and attitudes taken in this regard by the local community.

When drafting the present National Strategy, the UNAR Focal Point, in order to ensure the widest involvement of the relevant associations, has been organizing since the beginning of the preparatory activities for the definition of this Strategy, meetings and occasions of dialogue with the main relevant national and international associations and with the Roma and Sinti Federations.

Moreover, to formalize the participation of Roma associations in drafting and monitoring the present Strategy, it was posted on the UNAR website a public tender for those relevant stakeholders interested in participating in future Tables to be set up at the regional, provincial and municipal levels.

Such request was properly disseminated also through the institutional websites of the Regions and of the associations concerned.

From an organizational standpoint, the NFP, in line with the EU indications, is at the centre of a comprehensive system of both inter-institutional cooperation and participatory consultation with civil society.

The governance system so developed under this Strategy is graphically shown in Table No. 5, and includes:

- **The Inter-Ministerial political Table/Control room** (*Tavolo politico interministeriale*), with tasks of political and institutional coordination of the present Strategy, as coordinated by the Minister for International Cooperation and Integration, in which the following Ministers participate: the Interior Minister; the Minister of Labor, Social Affairs and Equal Opportunities; the Health Minister; the Minister of Education, University and Research; and the Minister of Justice. The NFP will periodically report to them, with respect to both the state of play of the

discrimination as municipal ordinances are denied access to public or collective discrimination and messages of incitement to racial hatred uttered by political leaders and institutions. The commitment of UNAR turned into actions to prevent and combat discrimination against Rom and Sinti people, besides ensuring its active participation in the main European networks and groups working for social inclusion of Roma people. It has thus acquired useful elements for the elaboration of policy proposals and administrative guidance for overcoming discrimination and barriers to social integration of communities.

present Strategy and any initiative or action of a legislative or normative nature to be adopted for the effective achievement of the objectives contained therein;

- **The control room with Regions and Local Authorities** (*Cabina di regia Regioni ed Enti Locali*) with a *trait d'union* function and in mutual cooperation with the NFP with regard to those areas falling within the specific responsibilities of Local Authorities, by involving representatives of the Conference of the Regions' Presidents, the Union of the Italian Provinces (UPI) and the National Association of the Italian Municipalities (ANCI);
- **The RSC Communities Forum**, with *trait d'union*, dialogue and consultations functions with the NFP, the national Tables and the above control room, with respect to both the implementation of the present Strategy and its periodic review and evaluation;
- **National Tables**, made up on the basis of the four priority axes of intervention, to be coordinated by the respective Ministries concerned. They will report, on a regular basis, to the NFP on the state of play vis-à-vis their respective specific objectives, besides performing all appropriate guidance actions to ensure the best performance of the national actions and activities included in the present national Strategy;
- **Ad Hoc Working Groups**, which could be set up to thoroughly examine some specific priority issues of immediate and important relevance for the implementation of this Strategy (e.g. the issue of the legal recognition of the RSC people). They will report periodically to the NFP;
- **Regional/local Tables**, which may be established on the territories with the two-fold aim of ensuring a synergic and consistent implementation of this Strategy at the territorial level, besides carrying out a constant and widespread action of information, monitoring and awareness-raising about the implementation of the respective objectives set for in each area (Regions, Provinces, Municipalities). Where existing, these tables will become - provided the necessary coordination with the NFP - the places to programming "Local Plans for the Inclusion of the RSC communities". Such tables will be first tested in those Regions previously covered by the so-called emergency plan;

From a substantive standpoint, the National Focal Point has therefore engaged in the preparation of the present National Strategic Document for the Integration of Roma communities, which is inspired by the guidelines contained in the EC Communication No. 173/2011. As regards its operational part, the present Strategy envisages, as follows:

- **Systemic actions under the central control**, being mainly designed: to support and implement the current level of institutional and civil society *capacity-building* for the social inclusion of RSC communities; to promote and develop an integrated system of permanent networks and territorial centers to combat discrimination; to plan and implement an ad hoc strategy in the field of information and communication; to develop, test and make a RSC participatory model permanent in national and local decision-making contexts; to ensure the establishment and effective functioning of specific monitoring methods to assess the measures contained in the present Strategy;
- **Sectoral axes of intervention divided into specific objectives** aimed at the integration/inclusion of the RSC people, in order to close the gap between the RSC people and the rest of the population, by focusing relevant actions in the areas of employment, education, health and housing;
- **Economic and Financial Support Framework** for the concrete implementation of the relevant integration/inclusion policies;
- **Annexes and Tables.**

2.4. THE SYSTEMIC ACTIONS, AXES OF INTERVENTION, SPECIFIC OBJECTIVES

As shown, in order to achieve the general objectives, the present Strategy is divided into four different axes of intervention, corresponding to the thematic areas identified by the Commission, under which there are three specific objectives.

At the core of the present Strategy there are **the systemic actions**, which are promoted and implemented directly by the NFP or by the central Administrations, upon the coordination with the NFP, on the basis of the guidelines elaborated by the Inter-ministerial Political Table. These actions are characterized by their cross-cutting nature vis-à-vis the **axes of intervention** and the **specific objectives**, since they are intended, in particular, to: support and implement the current level of institutional and civil society *capacity-building* for the social inclusion of the RSC people; promote and implement a permanent integrated system of networks and territorial centers against discrimination; to plan and implement an ad hoc strategy in the field of information and communication; to develop, test and make a RSC participatory model permanent for all relevant decision-making processes, nationally and locally.

Through the various measures (Actions, Axes, Objectives) in which the National Strategy is divided, there is the intention: to achieve the inclusion of RSC people in the socio-economic, housing, education and health-related areas; to encourage a positive social portray of the RSC people; to strengthen their sense of belonging to the society as a whole and the exercise of their rights, with the active involvement of the communities themselves and of the civil society, in a spirit of close cooperation between local, regional and national administrations.

2.4.1. The systemic Actions

Action 1 “Increasing the institutional and civil society capacity-building for the social inclusion of the RSC people”

As known, by verdict No.6050 of November 16, 2011⁴⁹, the Council of State declared void the decree of the Presidency of the Council of Ministers dated May 21, 2008 concerning the state of emergency in relation to the settlements of Roma and Sinti communities in the regions of Campania, Lombardy and Lazio, by which the Government also appointed ad hoc Commissioners. The above ruling also affects the acts made in the exercise of the so-called civil protection emergency-powers.

In light of this judgment and considering that the implementation of social inclusion policies for the RSC people is, and remains, a specific responsibility of local Authorities, it is necessary therefore, include a reference to the above governance model being developed in order to make the present Strategy feasible, practically and effectively, while ensuring periodic verification in terms of assessment of the performance and monitoring of the objectives achieved.

It is also necessary to develop a systematic, consistent and accurate action to ensure the gradual rise of the different levels of capacity-building currently expressed at the institutional levels, both nationally and locally, and by the various stakeholders relating to civil society, such as entities protecting the so-called diffuse interests (RSC associations, the third sector organizations operating in the field of the RSC social-inclusion process, human rights NGOs, etc..) in order to make their action more consistent with the objectives set out in the present Strategy.

From what has been previously reported, jointly with the ad hoc studies carried out by UNAR so far, it is possible to draw a number of **key-ideas** which could help to improve the capacity of the Administrations and of the other actors working in this field for dealing with discrimination-related issues, by conceiving pathways and working hypotheses, as coordinated within the present Strategy, by the NFP, together with the central Administrations and the RSC associations. In so doing it will be possible to positively affect the various areas of intervention, by:

- The elaboration of specific **regional strategies**, in line with this national Strategy, as a way to coordinate the actions by multiple territorial entities, to which it is delegated the operational task

⁴⁹ In particular, the decision recognizes that the Decree on "the criterion for identifying recipients of the acts is not ethnicity but the presence in nomad settlements and most of all because the planned initiatives, regardless of the specific methods used, are aimed at ensuring respect for fundamental rights and dignity of people and, ultimately, are instruments designed, consistently with the Community objective, to improve the inclusion of the communities under reference.

in the critical areas of employment, housing, health conditions and access to education. This choice provides for the possibility to establish, on individual territories, **special regional technical tables** where the various relevant bodies may meet and share the different skills, experiences and characteristics of the institutional and social actors, besides brining about the implementation, on the territories, of the specific objectives relating to each axis of intervention, and weaving in a complementary and synergic manner, the regional and local planning with the national one. The latter is decided by the Political Inter-ministerial Table and concretely implemented through **four national thematic tables** being coordinated by the respective Administrations, namely the Ministry of Labor and Social Policies, the Ministry of Education, the Ministry of Health, and the Ministry of Interior. In this context, apart from the choice of operating models of intervention that may vary depending on local contexts, it is ensured the **positive protagonism and taking into care by the public administrator**, as the necessary pathway to ferry the many Roma-related emergencies towards their integration/inclusion into the Italian society (besides being a tool of **awareness/civic responsibility**, to be leveraged against prejudice /discrimination);

- The development, testing, and the progressive and systematic implementation of guidelines aimed at improving, within the above regional tables, the implementation of the present Strategy and the capacity of regional and local public Administrations, in order to implement appropriate policies, aimed at developing the social integration of RSC populations, while necessarily taking into account the views and attitudes taken in this regard by the local society.
- The launching of initiatives leveraging the active role of those segments of the citizenship more sensitive to the RSC social inclusion-related issues and of social-inclusion interventions by which to take into account the needs of those people living in areas closer to relevant settlements, with the aim of providing **adequate and not demagogic** answers to the issues raised by the segments concerned of the society;
- The opportunity to set up **bilateral bodies**, including organizations representing both the RSC people and the local community in order to delegate to them the management and control of interventions aimed at combating discrimination and facilitating the social inclusion of the RSC communities.

With regard to the specific issue of the so-called de facto statelessness (See Part One above), there is the intention to formalize the establishment of a working group, comprising representatives of the Ministry of the Interior, the Ministry of Foreign Affairs, the Office of the Minister for International Cooperation and Integration, the UNHCR and representatives of the Roma and Sinti communities as well as human rights NGOs, in order to promote specific actions with regard to those Countries of hypothetical origin of the stateless person (Bosnia and Herzegovina, Serbia, etc.), besides evaluating the feasibility to grant the refugee status to those Roma people from the former Yugoslavia entered Italy no later than January 1, 1996 (when the relevant peace agreements were signed).

This status would apply only to the above-mentioned cases. The Ministry of Interior has envisaged for the adults the possibility of issuing a residence permit for humanitarian reasons, under Article 5 paragraph 6 of the UT 285/98, by following the two procedures currently provided for: preliminary investigation conducted by the Police; preliminary investigation conducted by the Territorial Commission for the recognition of the refugee status, to be further followed by the Police officer (*Questore*).

Finally, the exponential increase in knowledge and homogeneous statistics - to progressively close, for instance, the **significant information gaps through regular statistical knowledge** activities⁵⁰ (on the condition of the RSC communities, with particular but not exclusive reference to the **gender dimension**, the methods and work environments, the job models disaggregated between subordinated work and self-employment, schooling process (including enrollment, attendance, success, drop-out), and social and health inclusion) - is *conditio sine qua non* and a prerequisite in order to make feasible not only the

⁵⁰ For instance, the information on the job situation of the Roma people may be collected from the territorial job centres, in accordance with Legislative Decree No. 469/97 *et similia*. Further, the employer is duty-bound to the communication obligations, laid down by Art.1, para.1180 ff., of Act No.296/2006 (Budget Law 2007), by reporting it on the Ministry of Labour website (www.cliclavoro.gov.it).

application of the present Strategy but also the precise, timely and constant verification of either the results achieved gradually or the persistent hot spots.

In this specific area, in order to get a uniform and comprehensive picture of the flow and the presence of RSC minors in the country, it will be useful, at the statistical level, to take into consideration, within the relevant working group, the opportunity to make a more specific classification of the cultural identities of the RSC children, also on the basis of an exchange of views between relevant stakeholders including the institutional representatives, so as to agree on one **system of classification** which takes into account the nationality and the permanence in Italy and which will help to choose targeted measures (from data being so homogeneous)

In order to ensure the concrete achievement of the specific objectives within the present systemic action, it is expected in particular during the first two years of implementation of the present Strategy, as follows:

- 1.1 The launch, by the reprogramming and use of resources from **the past "emergency commissioner", being not yet allocated, connected to the settlements of the RSC communities in the regions of Campania, Lombardia, Lazio, Piedmont and Veneto, of ad hoc local "Plans for social inclusion of the RSC communities"**, which indicate new inclusion measures to be programmed and tested, so as to achieve the relevant objectives while ensuring the application of the contents, models and instruments relating to the governance and capacity-building models contained in the present Strategy, so as to further the method of work of the present Strategy which will be extended and continued in other priority areas of intervention, in the coming years (2014-2020);
- 1.2 The launch, on an experimental basis (so as to be functional to its gradual extension to the entire national territory), of an action of support to the regions in terms of legal, administrative and managerial responsibilities for the identification, the planning and monitoring of orientation and support related policies, in order to overcome at the local level all the obstacles hindering the inclusion of the Roma communities, beside enhancing the strategies and models of the design process relating to the ESF by the municipalities and provinces. **Such an action, to be achieved through the establishment of specific regional multi-sectoral task force⁵¹**, to be designed so as to ensure a uniform use of the POR ESF and ERDF, will be implemented under Action 6, "promoting governance policies and instruments of social inclusion and fight against discrimination targeting RSC communities", particularly within the specific objective 4.2 of PON Governance and System Actions, ESF Convergence objective (2007-2013) as promoted by the Department for Equal Opportunities within the Presidency of the Council of Ministers.
- 1.3 The establishment at the NFP of an ad hoc **working group, aimed at closing the information and statistical gap**, by involving the central government departments concerned, ISTAT - National Institute of Statistics, ANCI and representatives of the RSC Communities. This working group will

⁵¹ The Task Force, coordinated by the Department for Equal Opportunities, will: - monitor through a database of institutions, services, strategies and tools, as well as issues related to Rom and Sinti settlements in the Ob. Convergence, a constant updating of actions to be taken and implemented by local authorities and third sector - to promote the strengthening and coordination of all institutional resources and existing associations at the provincial level involved in supporting policies and services in favor of the Rom and Sinti - to achieve greater sensitivity of the regional authorities of structural funds management practices in respect of employment and social inclusion of Rom; - exchanging information between the regional and local institutions on the resources offered by the Structural Funds under the Regional Operational Plans to achieve social inclusion projects and work for the Rom community - support, through programs of awareness and education, municipalities and provinces in a global action and cross-actions for Rom and Sinti, avoid words that designs based solely on 'emergency and to serve a structural approach, holistic and long term actions to be taken - to ensure that provinces and municipalities instruments (administrative, financial and project management) appropriate to the objectives of full employment and social inclusion; - enhance those experiences design and active promotion of work that have been undertaken successfully in the Ob. Convergence and risk losing their effectiveness and replicating experiences of social inclusion work already undertaken successfully in other areas of the country - to enable all the realities of industry and institutions of protection, to promote the launch of work experience and access to goods and services that reduce the risks of discrimination through a strengthening of economic citizenship, social and political - to promote the territories Ob. Convergence of communication models and strategies that contribute to the undermining of stereotypes and prejudices that can hamper the process of working and social inclusion of Rom - in launching awareness and training programs for mass media in the pursuit of accurate information free from prejudice, further fuel the climate that would make stigmatizing vain any effort on the part of the action - encouraging the emergence of leaderships and strengthen the Rom community of the Ob. Convergence in the activation of associations and cooperatives that not only full employment and social inclusion but also the full protection of rights for their communities.

elaborate set of indicators, by using the instrumental resources already allocated within the NFP (such as CERIDER - Research Centre against ethnic and racial discrimination to be made operational by 2012) and review those indicators and formats currently used by the UNAR Contact Center. This working group will plan and implement by December 31, 2013, the first statistical research project on the situation of the RSC communities in Italy, in collaboration with FRA (Fundamental Rights Agency) to be reiterated periodically;

- 1.4 The establishment at the NFP of an ad hoc joint working group which involves the Ministry of Interior, the Ministry of Foreign Affairs, the Office of the Minister for International Cooperation and Integration, the UNHCR, the representatives of the RSC communities and human rights NGOs in order to examine **all the issues relating to the legal recognition of the Roma people** from the former Yugoslavia beside defining possible pathways and solutions of an administrative and diplomatic nature to overcome the *de facto* "statelessness";
- 1.5 The establishment at the NFP of an ad hoc joint working group **with the Department for Development and Economic Cohesion of the Ministry of Economic Development (MISE) and the main central government owners of the National ESF Operational Programmes**, aimed on the one hand to repurposing, when concluding the 2007-2013 cycle, through specific projects consistent with this Strategy, the residual resources, or still remaining uncommitted resources, on the other at formulating proposals for the specific objective dedicated to the inclusion of RSC communities, within each new PON 2014-2020⁵². This working group will also cooperate with the Regional local authorities coordination room established within the NFP in order to focus, within each POR, on more specific objective aimed at the inclusion of RSC communities within ESF and ERDF funds;
- 1.6 The identification by the NFP of a set of process and outcome indicators to evaluate the effectiveness of the present Strategy, through the involvement of FRA and of adequate independent expertise to be selected by tender.

⁵² The following main areas to be developed by the present Strategy in a systematic way in the programming cycle 2014-2020: **TRAINING AND PROMOTION OF ACCESS TO WORK** - Identify training needs of young people and adults RSC and corresponding training needs identified, with particular reference to the female world. - Increase training opportunities and the effective participation of young people and adults RSC paths of learning and training and qualifying professionally certified, including the use of new technologies - Develop training and established professionals, both men and women, RSC cultural mediation, to encourage greater and more efficient access to the labor market; - To increase the statistics of the employment status of the RSC, with particular reference to gender, means and the working environment, to forms of employment broken down by employees and independent contractors in the formal and informal - Promote greater access to the labor market through the accompaniment to the employment centers and public services and private employment, with particular reference to women and most vulnerable communities - Provide means and forms of assistance and tutoring on the job for young people and adults, men and women, RSC, who undertake work experience first, even with individualized coaching courses - Promoting the knowledge and the removal of prejudice in access to employment and the workplace by developing a climate more favorable for the inclusion of young people and working adults, men and women, RSC - Promoting the development of individualized and accompanying skills to access resources management, administrative and business opportunities designed to use self-employment, business creation and entrepreneurial growth - Improve information and how to use micro-credit facilities, access to public funds and community and business financing; - Support the regularization and the strengthening of professional background and marked by economic informal - to favor a stronger, more effective and efficient use of structural funds, and in particular the European Social Fund, for the promotion and development of local career guidance, training and employment placement of RSC, at greater risk of social exclusion. **EDUCATION**:-To prevent any discrimination in access to day nurseries and nursery schools and promote the enrolment and attendance of children RSC - Promote enrollment, attendance and academic achievement at primary and secondary schools in minor RSC, ensuring sustainable access to quality education - Reduce the number of school dropouts of students in school RSC first and second degree; - Monitor statistically any change in access, frequency, and academic success of students in the RSC; - Supporting learning and promoting the acquisition of skills and academic skills for all children RSC - Encourage and support the RSC accompanying students at all stages of transition from one school to another and levels - Promote the active participation of RSC students in school life and extra-school promotes their inclusion in the class; - Promote the active participation of the RSC family life education for their children and cooperation between schools, families and communities RSC. - Increased participation of young university education RSC - Increasing the use of innovative training approaches such as providing access to information technology. **HEALTH AND SOCIAL SERVICES** - Monitoring the living conditions, factors and levels of morbidity and risky behaviors for the health of communities RSC - promote access to quality health and social services for RSC, with particular emphasis on women, children, elderly and disabled; - Orient the health and social services aimed at preventing and responding to a health care more responsive to the needs posed by the RSC at a local level; - Promote better access to social and preventive medicine, with particular reference to sexual health, reproductive and maternal and child; - Promote the active participation of the female population of the RSC to local social services and the processes of prevention and health protection in view of a use of figures of intercultural mediation specially trained. **HOUSING SOLUTIONS AND ACCESS TO HOUSE** - To promote, where possible, the realization of micro-centers, which meet the specific needs of families RSC sedentary or requesting such; - Provide non-discriminatory access to housing, including access public housing; - Ensure an integrated approach to housing policy, together with measures of economic, social, educational and socio-sanitary point of view of local inter-institutional cooperation; - Monitor the condition and quality of housing conditions RSC communities by promoting inter-local laboratories for inclusion in critical areas; - Giving adequate information to RSC without dwelling on the tools and opportunities for housing undertaken by regional authorities and / or local property market and the private - Promote greater use of European Regional Development Fund (ERDF), in synergy with the European Social Fund (ESF) and the European Agricultural Fund for Rural Development (EAFRD) for the preparation of local housing programs specifically but not exclusively aimed at RSC.

Action 2 “Promoting a permanent integrated system of networks and territorial centers against all forms of discrimination”

Between 2009-2010, five years after the establishment of UNAR, in light of the activities, lessons learned, the demands made by the victims of discrimination and those from the community, UNAR was proposed, with increasing emphasis, to become the promoter of the gradual establishment of a **national network of local antennas for detecting and taking charge of the phenomena of discrimination**, to be established on the basis of Memoranda of Understanding and operational agreements with regional and local governments. This was possible because of the reorganization of the human resources of the Office and the transformation of the Call Center into a Contact Center: both actions have been conveyed synergistically towards the objective of bringing UNAR closer to the places and people who suffer or witness discrimination cases, so as to make it fulfilling its duties besides strengthening both its coordination role and a wider social culture against all forms of discriminations.

By presenting the draft Protocol to Regions and local Authorities, the Office - thus exercising its statutory mandate of verifying the implementation of anti-discrimination legislation - is oriented towards the indications contained in Decree No.286/1998, entitled "Consolidated Text of Provisions Governing Immigration and the Status of Foreigners", whereby Art. 44, paragraph 12, states that “the regions, in collaboration with the provinces and municipalities, and with immigrants’ associations and volunteer organizations, for the purposes of enforcement of this article and the study of the phenomenon, establish centers for monitoring, information and legal assistance for foreigners, victims of discrimination on racial, ethnic, national or religious grounds”. UNAR has been also inspired by the opinion of the Committee of the Regions on the proposal for a Council Directive implementing the principle of equal treatment irrespective of religion or belief, disability, age or sexual orientation. The opinion of the Committee reaffirms the importance of regional and local Authorities in view of their proximity to citizens which enables them to seize and make information on groups/ vulnerable people and their needs available, besides affecting the daily lives of citizens (with responsibility for most social and economic services)

Following a specific survey on the implementation of paragraph 12 of Article 44 of the above UT on Immigration, UNAR has proposed, in consultation with the Office "Unified Conference between State and Region" at the Prime Minister's Office, to the Regions the signing of a Memorandum of Understanding for the creation of Regional Centers/Observatories to prevent and combat discrimination and to promote the dissemination of the culture of respect for the diversity.

The next operational agreement refers to the relationship and collaboration between UNAR and Regional Centres in order to share the monitoring and management of relevant cases, an approach which will be extended also to the training and refresher courses, so as to define and promote yearly joint initiatives to raise awareness on anti-discrimination issues.

In particular, during 2010, thanks to the financing by Ministerial Decree of 29 May 2010 of the Ministry of Interior, of the project "**Regional Network of antennas for the prevention and fight against racial discrimination**", being part of the 2009 Programming of the European Fund for the Integration of Third country nationals, it was possible, for UNAR, to implement an action by which it has systematized and strengthened the existing Centers, by actively promoting guiding policies which favor the establishment of similar regional and provincial centers in regions that still lack them.

The project, initially launched for Piedmont, Liguria, Tuscany and Lazio, has been later extended to two more Regions, namely Friuli Venezia Giulia and Lombardia, in order to pursue the following objectives:

- Preparing guidelines and strategies for the promotion and coordination of the Centres for monitoring, information and legal assistance to victims of discrimination on racial, ethnic, national or religious grounds;
- Strengthening the governance of the centers within a network of territorial antennas, based on public/private partnerships, to be promoted at the regional and local levels, with the involvement

of the Territorial Councils for Immigration to spread a culture of non-discrimination, monitor the spread of discrimination cases, prevent any negative development and counteract the relating negative impact;

- Encouraging greater communication between communities, local authorities, Territorial Councils for Immigration and the central Administration, by promoting forms of awareness-raising, information and human rights education, including of rights and duties, in order to ensure the peaceful coexistence within the Italian society;
- Implementing the exchange of information, data and good practices in order to contribute to the development, implementation, monitoring and evaluation of policies and measures to be implemented at the national level and within different areas for the integration/inclusion purpose, while paying specific attention to the gender perspective and the bi-directionality of the integration measures, as required by both the relevant European Directives and the national program.

The territorial Network of antennas also aims at ensuring better communication between communities and State's Administration, by contributing to the cooperation with community leaders from the main foreign groups living in Italy; interlocutors who, in collaboration with leading immigrant associations existing in Italy, will set models of awareness and information in the field of human rights, including of rights and duties, for a peaceful coexistence within the Italian society.

The relevant actions aim at strengthening the existing territorial relevant realities and at promoting new ones, by establishing a network of territorial anti-discrimination antennas, which might in the coming years detect regionally, cases of discrimination based on ethnic-racial grounds, besides sending information to UNAR and receiving back both legal-scientific support and analytical data-processing interpretation.

By this approach, local Authorities, associations and organizations, Territorial Councils for Immigration, observers, immigration services desks and OSCAD will share a uniform method of work for the prevention and fight against racial discrimination, including through an IT platform for dialogue capable of detecting in a standardized manner, the complaints sent to the Centres, to monitor in real-time discrimination cases both locally and nationally, so that all relevant stakeholders will keep in touch among themselves and directly with UNAR.

To this end, in the recipient Regions, this project has realized monitoring actions, inter-institutional working groups, seminars and training course (see below). These actions resulted in an important driving force in terms of communication and methodology by which UNAR has launched inter-institutional forms of collaboration and technical tables, also in the other territories of the Country.

Objective 4.2 of PON ESF "Governance", the Department for Equal Opportunities through the NFP has also envisaged:

- The launch and management of a **data-base on discrimination** interconnected with the UNAR contact center and the network of territorial centers and observatories against all forms of discriminations;
- The definition, within the above database, of a **computerized system for monitoring the phenomena of discrimination** in the newspapers, in TV and Radio programs and through the new media;
- The creation and management of a **portal on discrimination**, inter-connected with the UNAR website (www.unar.it), where there might be a reference to the territorial centres against discrimination promoted by UNAR;
- The creation and management of a back-office service divided into distinct areas of activity relating to the specific areas of discrimination on the ground of the disability, age, religion and belief, sexual orientation and gender identity, in order to provide advisory and technical assistance for the Public Administration, NGOs, third sector organizations and social parties.

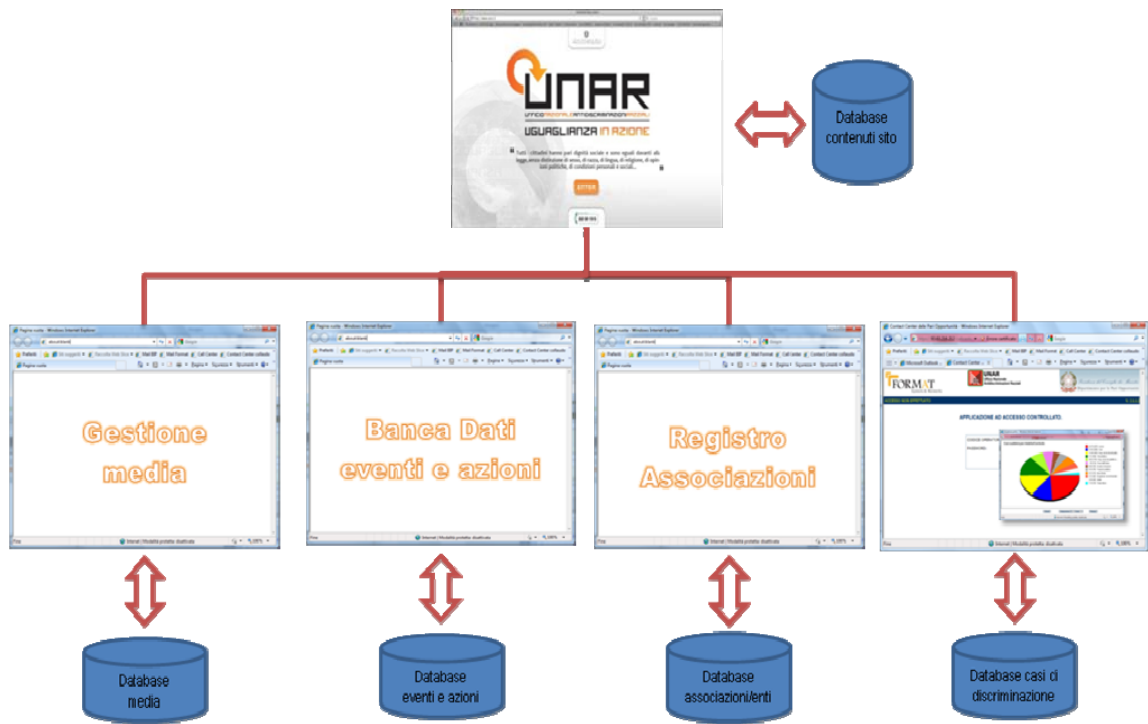
The general objective of this project is to ensure the **constant monitoring** of the phenomena of discrimination based on race or ethnic origin, religion, diversity of opinion, disability, age, sexual orientation and gender identity. This knowledge is essential to elaborate targeted and effective policies through the involvement of local public and private bodies, being active in promoting equal opportunities for all, while pursuing the following specific objectives:

- To support the regions and local authorities within the framework of the actions for the proximity, hearing and aid to potential victims of discrimination phenomena;
- To develop uniform standards of intervention besides ensuring basic and uniform levels for the taking in charge of the relevant complaints;
- To acquire consistent and comparable statistical data, with the aim of clearly indicating at both the national and regional levels, the racial discrimination cases so as to provide the elements appropriate for the adoption of relevant policies at the regional level;
- To provide technical advice to all operators working within the territorial networks established at the regional anti-discriminations Centers;
- To ensure a direct, continuous and participatory involvement in individual geographical areas covered by the agreements, of all NGOs working in the non-discrimination-related field;
- To prevent and remove the discrimination phenomena emerging from the media sector.

In particular, the database, connected to the computer-based system of the UNAR Contact Center is conceived as the central element of a complex **information system** which results to:

- Be the **virtual space connecting existing activities** at the grass-root level regarding the collection, listing and monitoring of cases of discrimination;
- Be the **model and mean for developing new activities** for the implementation of the database, by the regional and local governments, NGOs, and social parties;
- Allow the **sharing**, between the central body and peripheral agencies, **of a process of investigation** when dealing with relevant cases;
- **Centralize this wealth of information by making it available** to Institutions.

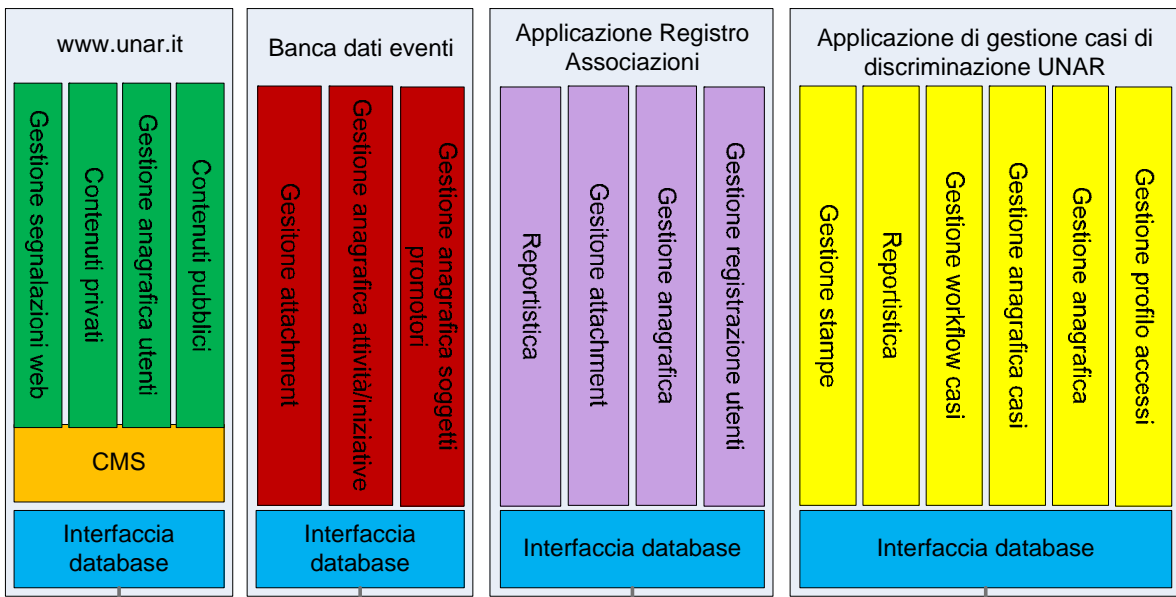
The general structure of these systems can be described, as follows:



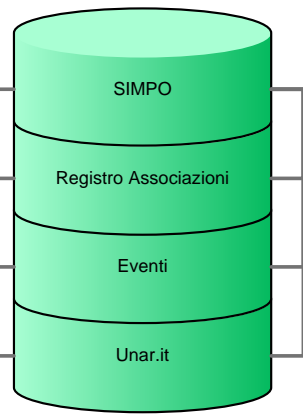
INTERNET



Server WEB HTTP/HTTPS



Microsoft SQL Server



In order to ensure the effective achievement of the specific objectives contained in the present systemic action, it is expected, especially during the first two years of implementation (biennium 2012-2013), as follows:

2.1 The launch of the national network of territorial anti-discriminations observatories and centers⁵³, and its **interconnection with the UNAR Contact Center**, in order to cover and reach, at least, 50% of the regions or of the resident population, according to the following specific elements:

- **The transformation of the contact center into a national center for hearing, recording and monitoring those phenomena** relating to all forms and causes of discrimination, to which to link computationally the regional observatories and centers promoted by UNAR, in agreement with the Regions, the system of local governments, the third sector and the relevant communities;
- The elaboration of **uniform standards of intervention while ensuring basic uniform levels of intervention** for the taking in charge of the complaints;
- The acquisition, including by considering the work of the to-be-established statistical working group, of **uniform statistical and comparable data**, with the aim of providing a clear picture of the various phenomena of discrimination, at both the national and territorial levels;
- The promotion of **structured pathways and several training and refresher courses for at least 500 local operators** associated with the territorial networks activated in light of ad hoc protocols, through a synergic and cross-cutting mediation action within the planning exercise, under the ERDF and ESF, already initiated by the Ministry of Interior and the Department for Equal Opportunities, respectively;
- Ensuring the **direct, continuous and participatory involvement in single geographical areas being covered by the agreements with the RSC communities and with all NGOs** operating in the field of non-discrimination.

To date, notably through the constant work made by UNAR during 2011, the results are very favorable. In fact, as of December 31, 2011, UNAR has already launched a comprehensive system of interventions with guidelines, training and policy proposals for the promotion and coordination of the centers for monitoring, information and legal assistance to foreigners, victims of discrimination on racial, ethnic, religious or national grounds, besides **signing memoranda of understanding and operational agreements with 11 regions, 32 Provinces and 5 municipalities (including Milan, Rome, Venice), respectively. By 2012 UNAR envisages the signing - and launch - of a Memorandum with the Veneto Region.**

2.2 The effective operational launch of the **database and IT system for the monitoring** of the phenomena of discrimination in the newspapers, TV and Radio programs, and new media, so as to envisage a specific thematic area dedicated to discrimination, stereotypes and prejudices to the detriment of the RSC Community. In this regard, it will consider, if existing, the previous experiences made locally by territorial centers and observatories associated with the above network;

2.3 The launch within the UNAR Contact Center and in relation to the anti-discrimination database, of an **additional thematic back-office, specifically responsible for the investigations** regarding alleged discriminatory conducts against the RSC communities;

Action 3 “Programming an integrated information, communication and mediation strategy aimed at eradicating prejudices and stereotypes against the RSC communities”

⁵³ It should be noted that the work of the to-be-established national network will not be limited to racial discrimination but - considering the European position, and in line with the statutory mandate of UNAR assigned by the Department for Equal Opportunities, from 2010 with reference to PON GAS ESF Convergence Objective Regions, - will be extended to all discrimination-related fields.

As already noted, with the aim of eradicating prejudices and stereotypes usually associated with the RSC communities, historically rooted in the Italian and European population, it is of the utmost importance to define a specific, important and continuous strategy, to be supplemented with information, communication and mediation of a multi-dimensional and bi-directional nature (RSC community/population).

Information and awareness-raising campaigns

In its commitment for the social promotion of the Roma and Sinti people, the NFP intends to support information campaigns focused on the eradication of the prejudices while valorizing the culture, traditions and economic and professional skills of the RSC people, as well as the positive effects stemming from the improvement of their situation once involved in the labour market. To this end, awareness-raising initiatives will be addressed to the operators of job centers, social parties, journalists and the segments of the society more sensitive to citizenship-related issues and to the social-work inclusion of the RSC people.

To this end, the NFP considers effective and perfectly consistent with the present Strategy, to systematize and extend to different contexts and areas of major impact two outstanding activities promoted by the Council of Europe and already put in place in Italy, by UNAR, since 2010: as for the information and communication sectors, mention has to be made of the **Campaign called “Dosta!” (“Enough!”)** as initially launched by the Council of Europe in the European countries to remove prejudices and stereotypes towards RSC people. This Campaign has already been extended successfully in several countries of Eastern Europe, including Albania, Bosnia and Herzegovina, Montenegro, Serbia, Slovenia, the Former Yugoslav Republic of Macedonia and Italy.

The Office has been promoting in thirty Italian cities, in close contact with the ad hoc RSC table, events, projects and cultural initiatives and education, training and information campaigns in 2010 and 2011, including training courses for journalists, tool-kits for schools, commercials in the subways and on the public buses. UNAR has already formalized its continuation throughout 2012.

Since the Dosta! Campaign has been transformed into continuous and permanent activities, **to be broadly carried out at the territorial level**, – starting from 2013 – in close collaboration with the RSC communities, and, where established, through **the regional tables** of the present Strategy, this initiative will be put at disposal of the NFP, to promote awareness-raising campaigns in the workplace, the media sector, and with regard to the supply of goods and services, so as to remove all forms of prejudice and discrimination, to promote the prevention and peaceful resolution of conflicts and to spread the knowledge of the tools and protection networks activated by UNAR under Action No. 2.

Similarly in 2013, the NFP is committed to promoting, on the occasion of the Holocaust Memorial Day (January 27) which was introduced by a specific Act, a specific initiative of national relevance with regard to the commemoration and the dissemination of information concerning **“Porrajmos”**.

Finally, within the regular **"Week of Actions Against Racism"**, being promoted since 2005, in conjunction with the International Day for the Elimination of All Forms of Racial Discrimination, set by the United Nations on March 21 of each year, UNAR also plans actions specifically directed to combat *"anti-gitanism"* phenomena.

With specific regard to RSC women and youngsters, it is envisaged, through the involvement and use of resources pertaining to the Department Equal Opportunities and Department on Youth, respectively, the experimental launch of pathways promoting the establishment of informal networks aimed at increasing their participation and leading role, including through the systematization and operational synergy with projects and activities, being already positively in place - hough aimed at women and young people, who are not necessarily RSC members -, such as the youth network "Ne.ar" as promoted by UNAR and the planning of the so-called "Youth democracy" as promoted and funded by the National Youth Agency.

Information and communication tools for the public and private operators

The current critical issues with regard to the elaboration, implementation and promotion of relevant policies and strategies stem from the complex problems which over the past decades have made the social inclusion of RSC people difficult: they have not been tackled, by regions, provinces and municipalities, with systematic and coordinated administrative and regulatory strategies.

Local governments were too often engaged in this issue with an emergency perspective, underestimating structural responses of long-term social and work inclusion. Moreover, the public opinion has often shown negative feelings of hostility and conflict with the RSC universe, which have further hindered the development of regulatory and administrative social inclusion instruments.

This situation also affects the publishing sector; and the current literature about the RSC universe - which mainly focuses so far on *Romani* culture - neglects to envisage editorial initiatives which should favor the adoption of policies, tools and communication models for the social inclusion of the RSC people once disseminated among decision-makers and relevant private and public operators.

To this end, the Department for Equal Opportunities has already formalized, for the biennium 2012 – 2013: a newsletter, to be launched on an experimental basis; a series of thematic books and pamphlets for the decision-makers and public operators of the Convergence-Objective regions; besides producing editorial tools to enhance policies, tools and communication models for the social inclusion of the RSC communities.

Promotion of networks of Roma and Sinti cultural-linguistic mediators

As for this specific issue, on a preliminary note, with the aim of ensuring the broadest involvement of the RSC communities and consequently increasing the number of Roma and Sinti mediators, it is necessary to find long and medium-term solutions to one of the main problems, namely the type and quality education required by the legislation in force for aspiring mediators⁵⁴.

To implement such measures, mention has to be made of three differing interventions, of which two have been activated by **the Ministry of the Interior and the Department for Equal Opportunities**, in the 2007-2013 program of NDP (PON) "Security" and "Governance" and the last one will be soon launched by **the Ministry of Justice - Department of Juvenile Justice**, within the European Fund for the Integration of third country nationals, 2007-2013.

a) Project "Enhancing the skills of the operators on the Roma situation" - "COM.IN. ROM ITALY"

The Ministry of the Interior, Department for Civil Liberties and Immigration, is a recipient of funding for the project "Enhancing the skills of the operators on the Roma situation", under the National ERDF (FESR) Operational Programme "Security for Development", Objective Convergence 2007-2013, Operational Objective 2.6 "Containing the effects of the manifestations of deviance".

The project is designed to train socio-cultural operators to be capable of interacting with the differing realities on the ground: this is a useful tool for the integration of Roma communities along the path to legality.

For the development of training courses, 14 provinces of the Convergence Objective Regions 2007/2013 have been identified in Campania, Calabria, Puglia and Sicily, respectively (where there is the presence of Roma communities)

The aim of this project is to provide training courses for officers and social workers at the Prefectures, in cooperation with local authorities staff and representatives of associations (organizations representing RSC communities and Roma cultural mediators), for the creation of staff at the Prefectures useful for improving synergies at the grass-root level, for the social inclusion of Roma communities.

The activities falling within this project include: training; a "network"; the dissemination of results.

⁵⁴ Experimental courses of action can be developed and tested in consultation with the Regions, including under the ROPs (in Italian, POR), upon proper evaluation and study by the regional and local governments control room (*Cabina di Regia Regioni ed Enti Locali*).

The training is organized at the provincial level. The educational path aims at raising awareness of the different realities, besides creating a network between the Institutions and the communities themselves.

Through this network, the participants, including experienced people interested in Roma-related issues, will identify the most effective means to promote the social inclusion of Roma people by providing concrete projects relating to the various areas of interest (social and health care services, motherhood education, legality, education, facilitating the access to work) which though must consider the local context.

Through this networking, there is the aim to also acquire "best practices" which might support the process of integration and the ability to interpret Roma-related problems and to especially define models and intervention strategies aimed at their integration into the society.

The presentation of the results relating to the above training and good practices compilation takes place on the occasion of regional conferences. An important aspect of this network is the participation of Roma cultural mediators who can facilitate the creation of stable contact points for both the Institutions and the communities themselves.

B) Project "Promotion of a network of RSC cultural-linguistic mediators"

The Equal Opportunities Department - entitled to manage Action 6 of Ob. 4.2 of PON ESF "Governance", relying on the previous training experience of Roma and Sinti mediators within the **project Romed of the Council of Europe** -, has already formalized the start-up of a relevant pilot-project for the biennium 2012-2013, aimed at "The promotion of a network of RSC cultural-linguistic mediators". The experimental phase refers to all the Convergence-Objective Regions and will be later extended to other Regions through the use of resources allocated to the present Strategy by the Department for Equal Opportunities, from within the Fund for policies related to rights and equal opportunities. Such project will involve also the system of local governments and institutional and social structures - social parties, NGOs, social cooperatives, social promotion associations, voluntary organizations, institutions, associations and bodies representing RSC communities, as a whole.

It will be initiated a form of cooperation with the above entities, and in close relation with local authorities and RSC associations or with those acting on their support, with the aim of:

- Identifying and promoting guidelines for the **training of linguistic-cultural mediators**, including through pilot training models to be tested in the four Convergence Objective Regions;
- Developing strategies and **processes of inter-institutional cooperation** for the active inclusion of the mediators at the job centers, local authorities and institutions operating in the social-health, education and job placement sectors;
- **Improving the quality** and effectiveness of the work of RSC mediators already working at schools/health/labor Institutions, in order to better support communication and cooperation between Roma people and public Institutions (schools/health services/job centres);
- Establishing a **Register of RSC Mediators** at the Department for Equal Opportunities so that interested local Authorities can easily resort to them, on call;
- Promoting of specific models for the **creation of cooperatives and associations of RSC mediators** aimed at the cooperation with local Institutions.

C) Project "Cultural, social and linguistic mediation within the Juvenile Justice Services"

With regard to the implementation of cultural mediation service, the General Directorate for the implementation of judicial orders at the Department of the Juvenile Justice has presented six projects under the Social Fund for the Integration of Third Countries of the Ministry of the Interior, 2007-2013: providing for the planning of interventions of cultural, social and linguistic mediators within the Juvenile Services of Veneto, Rome, Florence, Palermo, Naples and Catania, to be effectively launched during the biennium 2012-2013.

In order to ensure the concrete and measurable achievement of the specific objectives relating to the present systemic action, in particular during the biennium 2012-2013, the present Strategy envisages as follows:

3.1 The full implementation of the program of training and mediation of the **Department of Civil Liberties and Immigration of the Ministry of the Interior "Enhancing the skills of the operators on the Roma people situation"** for a total of 1,920 hours and 500 persons trained in the regions of Calabria, Campania, Puglia, Sicily and with the subsequent modeling of the prototype training model, appropriately confirmed with a view to its future extension in other territories;

3.2 The full implementation of six projects of cultural mediation service as presented by the **General Directorate for the implementation of judicial orders at the Department of Juvenile Justice** within the Social Fund for the Integration of Third Countries of the Ministry of the Interior, 2007-2013, involving the planning of cultural, social and linguistic mediation interventions at the Juvenile Services in Veneto, Rome, Florence, Palermo, Naples and Catania;

3.3 **The planning and implementation**, by using the resources provided for by the **Department for Equal Opportunities** from within the Fund for policies related to rights and equal opportunities (Chapter 493), of a **training course on mediation targeting at least 100 RSC women**, in order to favor, in a gender dimension, a process of participation of the RSC women and to encourage their greater social and occupational integration, besides facilitating the establishment of a relevant national network;

3.4 The testing, by using the resources provided for by **the Department of Youth** and the planning within the National Youth Agency, **of an informal network of "youth protagonism"**, including in connection with the anti-racist youth network, acronym "Ne.ar", as promoted and launched by UNAR. This already involves over 500 girls and boys across the Country, whose age group ranges from the age of 18 to 30 (www.reteneat.it).

3.5 The full formalization and implementation by the Convergence Objective **Regions of guidelines for the education of linguistic-cultural mediators and the registry of the RSC mediators, being both prepared within the Department for Equal Opportunities planning framework;**

3.6 The implementation of the **second edition of the Campaign Dosta of the Council of Europe** and of the specific thematic event on the commemoration and dissemination of knowledge on **"Porrajmos", in conjunction with the "Memorial Day";**

3.7 The full implementation of **newsletters, books and thematic pamphlets** for decision-makers and public operators at Convergence Objective regions, including the production of editorial tools to enhance policies, means and communication models for the social inclusion of the communities under reference.

Action 4 "Developing and testing a participatory model of the RSC communities at the national and local decision-making levels"

As widely illustrated, the development, launch and implementation of a functional participatory model of Roma and Sinti people at the national and local decision-making levels is a central and decisive element for the effectiveness of the present Strategy and the ability of the latter to be effective both at the institutional level and within the political and social contexts. To this end, it is necessary:

- The involvement, coordination and strengthening of the most relevant **institutional actors and associations**, to support policies and services for Roma and Sinti communities;

- The launch of **global models and strategies to promote the political, economic, institutional and associational participation of the communities under reference**;
- The **direct and broad-based participation of the RSC** communities, through the experimentation and systematization of the participatory model, in all stages of the present Strategy, including when monitoring the single measures (actions, axes, objectives).

In recent years there is no doubt that it is grown, both nationally and locally, the extent of representation and representativeness of the RSC communities, as well as their external visibility and their capacity of relationship with the Institutions. In this respect, the adoption of this national Strategy provides for the opportunity to seize such a positive element - being to some extent unprecedented – in order to ensure the broadest involvement of all the RSC communities so as to initiate a shared pattern of experimentation besides formalizing an institutionally recognized body that represents the RSC communities.

From the above - and by also confirming that to achieve this priority objective by the operational and functional tools it is important the planning of an integrated and permanent program of mediation, communication and information, in line with the commitments made under Action 3 -, it is possible to identify the ideal framework for the realization of a specific anti-discrimination policy.

The relationship between the RSC communities and the local society should indeed be developed along positive forms of interaction within which each actor (institutional and non) is willing to work in synergy with others, while overcoming the ideological barriers which, at present, characterize the public debate on the situation of Roma people.

At the same time, it is necessary to promote a similar dynamic within the communities themselves, by ensuring that the RSC settlements are open to the territory, while limiting their sense of marginalization and self-exclusion (*negotiated inclusion*).

The spread of *negotiated inclusion* models makes it possible, in fact, the creation of the conditions for the realization of an anti-discrimination policy and for the growth of the social inclusion of the RSC communities into the society as a whole.

To this specific end, the NFP, since the preparatory phase for defining the present Strategy, has launched, within its consultation activities with all relevant stakeholders, including representatives of the RSC communities and human rights NGOs, a shared reflection on ways to ensure the effective, comprehensive and permanent, structured and proactive participation of the targeted groups in the relevant decision-making processes.

Along this activity, the NFP has also defined and formalized in December 2011, a public notice, for the participation of relevant associations in the various implementation phases of the present Strategy. This notice will expire on February 29, 2012, since by that date the present Strategy is due to the European Commission. In so doing, the NFP will have a clear comprehensive and detailed picture of the presence, both nationally and locally, of:

- Associations and other bodies of national or local relevance, whether recognized or not, though being primarily or exclusively composed of Roma, Sinti and Caminanti people, with documented experience;
- Associations and other organizations, whether recognized or not, which have a documented experience in the social inclusion and employment sector referring to Roma, Sinti and Caminanti communities;
- Associations and other organizations, whether recognized or not, which have a documented experience in the promotion and protection of the rights of Roma, Sinti and Caminanti people;

As a partial result of the above procedure, it has been possible to draw, on 8 February 2012, the following considerations: 68 bodies, including 12 entities of national relevance, have expressed their interest, as follows:

Associations and other organizations, whether recognized or not, primarily or exclusively composed of Roma, Sinti and Caminanti people with documented experience	16
Associations and other organizations, whether recognized or not, which have a documented experience in the activities of social inclusion and employment sectors relating to Roma, Sinti and Caminanti people;	26
Associations and other organizations, whether recognized or not, who have a documented experience in the promotion and protection of the rights of Roma, Sinti and Caminanti people;	26

The territorial distribution of 56 bodies of local relevance is as follows:

Lazio	13
Toscana	10
Lombardia	7
Campania	5
Emilia Romagna	5
Piemonte	5
Calabria	3
Puglia	2
Trentino Alto Adige	2
Veneto	2
Abruzzo	1
Sicilia	1

Given the broadness and diversity of the solutions already partially assumed in the process of consultation and hearing with the parties concerned and given the need to ensure, also at the operational level, the launch of such a participatory process in conjunction with the present Strategy, it is necessary to:

- Convene, including for the possible establishment of regional and local tables provided for by the system of governance included in the present Strategy, a series of **regional hearings** (or in some cases inter-regional ones) of all those who have expressed their interest to participate in the stages of implementation, verification and monitoring of the present Strategy;
- **Annually reopen the above public notice** to fully reflect all the voices, experiences and entities that have not had the chance to come across with this exercise;
- Provide, within the instruments laid down **by the system of governance of the present Strategy, the development and testing of a mechanism/national Table, organized on a territorial basis, to be called "Forum of Roma and Sinti communities"**, through which to ensure the effective participation of the RSC people in the relating decision-making processes.

The Forum, in particular, should contribute, in close and synergic coordination with the NFP, to the following objectives:

- Definition, identification and promotion of the national and local **standardized permanent effective monitoring** methods to evaluate the impact of the relevant measures;
- Identification, dissemination and exchange of good practices and policies regarding the policies for the inclusion of Roma, Sinti and Caminanti people;

- Ensuring the implementation and monitoring of the measures envisaged by the present Strategy (systemic actions, axes of intervention and specific objectives) and of the operational activities of the national tables and, where established, of the regional tables, in cooperation with regional and local authorities;
- The periodic review and update of the present Strategy, as recommended by the European Commission, including also on the basis of concrete and constant territorial **support actions** elaborated by the regional tables and by the Forum;

The "Forum", in performing consultation tasks and by elaborating relevant implementation proposals, at the national and local levels, for the NFP will contribute to ensure:

- **The analysis and identification** of any **good practice** already underway at the local level - by also making a comparison with those practices adopted by other EU Countries - , while taking into account the peculiarities of each territory;
- The organization, in collaboration with the National Focal Point, **of meetings and hearings** with Institutions, local authorities and other bodies working in the concerned specific area;
- The elaboration of **additional specific proposals to be addressed to UNAR** within the responsibilities framework entrusted to the latter by the laws, regulations and provisions in force.

In order to ensure the concrete and measurable achievement of the specific objectives included under the present systemic action, it is expected in particular during the first two years of the present Strategy (2012-2013), as follows:

4.1 **The finalization of procedures** concerning the public notice issued by the NFP for approx. 100 associations, to be classified by size, mandate and territorial area;

4.2 The definition and formalization of those activities at the basis of the establishment, organization and functioning of the "**Roma and Sinti communities Forum**";

4.3. The **testing of the aforementioned participatory model** in at least three Regions and the relating extension across the Country.

2.4.2. The axes of intervention and specific objectives

As part of the present Strategy, mention has to be made of the following four axes of intervention, divided into a total of twelve specific objectives:

Axis 1. Education: "Increasing the amount and quality of educational opportunities and the number of RSC students enrolled in schools of all types and levels, by encouraging their attendance and academic success and full education", according to the following specific objectives:

Specific objective 1.1: "Promoting processes of pre-schooling and schooling of Roma and Sinti children, promoting non-discriminatory access (enrolment, attendance, results) to all levels of schools and combating school drop-out of RSC children in primary and secondary schools ";

Specific objective 1.2: "Increasing the participation of the RSC youngsters in university education, in advanced training courses and vocational training, including access to the so-called "honor loans", scholarships and other opportunities and benefits, provided for by law ";

Specific objective 1.3: "Promoting dialogue and cooperation between educational institutions, neighborhood, families and RSC communities ";

Axis 2. Employment: "Promoting vocational training and access to the labour market for RSC women and men", by developing the following specific objectives:

Specific Objective 2.1: "Encouraging the promotion of training and non-discriminatory access to training necessary to be integrated into the labor market and for the establishment of enterprises ";

Specific objective 2.2: "Promoting tools, methods and devices for the regularization of irregular or precarious employment, entrepreneurial development and self-employment";

Specific objective 2.3: "Developing individualized pathways to accompany Roma women towards the labor market, and supporting the access of the RSC people under the age of 35 to the system of opportunities and facilities provided for youth entrepreneurship and youth employment in general."

Axis 3. Health: "Improving access to health and social-related services, available in the territories, and implementing prevention and medical care, with specific regard to the most vulnerable Roma and Sinti people", based on the following specific objectives:

Specific objective 3.1: "Promoting the analysis and methods of access to quality social services for RSC people, with a specific focus on: women, children, adolescents, the elderly and disabled";

Specific objective 3.2: "Facilitating the access to social and preventive medicine, with specific regard to to reproductive health and maternal-child-health";

Specific objective 3.3: "Involving trained Roma and Sinti people in social services and medical care programs, such as, for instance, cultural mediators";

Axis 4. Housing: "Increasing the access to a wide range of housing solutions for the RSC people, with a participatory approach, in order to definitively overcome emergency approaches and large-sized mono-ethnic settlements, while paying due regard to local opportunities, family reunification and a strategy to be based upon the principle of equal distribution":

Specific objective 4.1: "Promoting integrated policies for inter-institutional cooperation in the field of housing supply for the RSC people";

Specific Objective 4.2: "Promoting housing solutions which meet the requirements and specific needs of the RSC families";

Specific objective 4.3: "Raising awareness about the economic resources, the administrative arrangements available under the housing policies, and the real estate opportunities for the RSC families".

The above specific objectives will be achieved in the period 2012-2020 according to the operational strategies, envisaging an **intermediate objective: monitoring the relating relevant activities, in the first biennium, 2012-2013.**

2.4.3. Education

The inadequate level of average education among the citizens of Roma, Sinti and Caminanti origin is a major cause of their poor living conditions and difficult access to the labor market. The increase in access and participation in the national education system and education levels of young people and adults, with particular reference to women, is one of the main objectives of this present national strategy.

This assumption arises from the consideration that the school is the main instrument of positive discrimination for children and adolescents RSC: it represents a decisive factor of emancipation. The minor RSC, in the spirit of our Constitution and the principles and rules underlying the UN Convention on the Rights of the Child of 1989, particularly with regard to the pursuit of "best interest of the child, non-discrimination and protection" should be seen always as part of a community capable of integrating as a citizen in training. It is a principle reaffirmed by the European Convention concerning the right of children in 1996, and on this floor there is the right to education, which must guarantee the full right to the harmonious development of his personality, self-expression and to protect his identity, which is foreign or Italian.

In school, despite the attempts of regulatory and practical involvement of students Roma adopted in recent years, still remain: low levels of enrollment; high levels of early school leaving, more cases of school failure, the hostility of the reference area school against their inclusion in the classroom.

The effectiveness of interventions for child schooling RSC binds to the recognition of the heterogeneity of the school population RSC and the cultural differences of various groups. The assimilationist model seems even more impossible than ever due to the increased rate of multi-ethnicity and multiculturalism, which characterizes the RSC community. Although not included in the law of protection of linguistic and cultural minorities because they do not anchored to a territory - which is the requirement currently required by law - Roma and Sinti communities, their specificity and their traditions, represent a "unique" in the vast multiethnic mosaic that exists in our country.

The school is the only opportunity for contact and discussion of children and adolescents with their peers RSC, RSC and to involve families in educational proposals and dialogue with other parents, and therefore the process of integration starts from the school. The organization, procedures, practices of the school, as well as formal and informal relations in the class and mode of communication or no communication plays an important role for the meaning that the school experience for pupils RSC assumes, for processes of learning and inclusion in the tissue studies and for the actual learning that result. These considerations must delegitimize hypothesis "comforting" and acquittal against the school, by which to explain the limited participation of school pupils and Roma pupils are referred to the cultural characteristics of the Roma people (besides, homogenizing between their different lifestyles and histories of different groups RSC); equally incorrect theory of "cultural disadvantage" or "cultural deprivation" of minors RSC.

To avoid the risk of making the school a place of dissemination of stereotypes, it is therefore a design school, and social policy that recognizes the RSC communities as political aware and active. A real process of education can not ignore such considerations. Following the complex reform process that led to the definition of school, there is no specific national program of reception and integration exclusively aimed at students of RSC origin, although over the years have been developed significant experience in this regard⁵⁵.

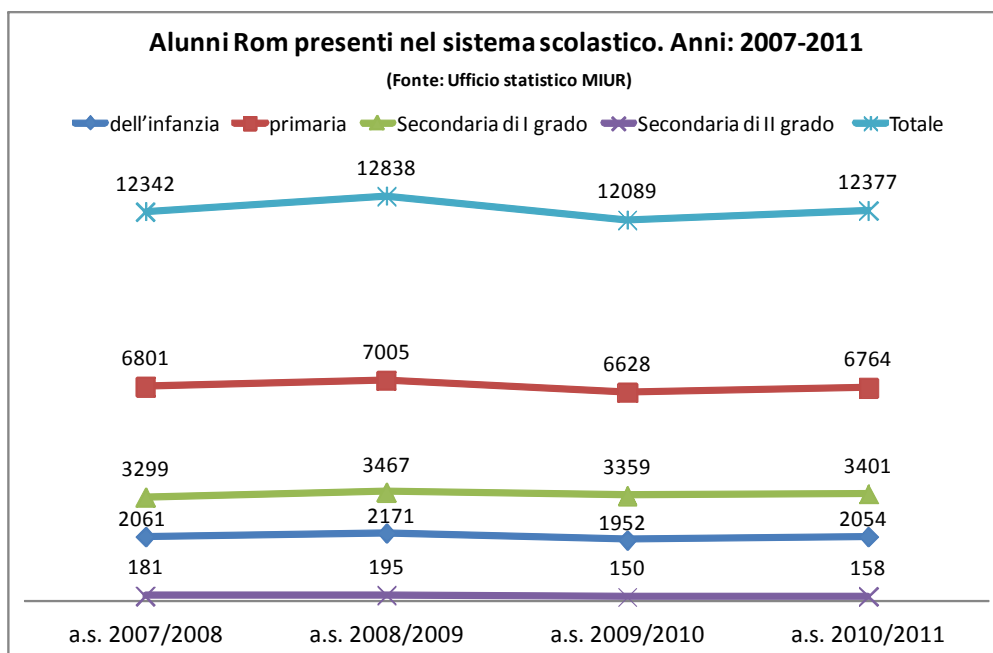
To sum up there are two documents in the last year preparing the legal framework and general principles of inclusive education of children from different cultural backgrounds, including children RSC. The first is the Circular of the Ministry of Education no. 24: Guidelines for the reception and integration of foreign students ", March 1, 2006. The second document for the general direction is "The Italian way to the school and the cultural integration of foreign students" by the National Observatory for the integration of foreign students and intercultural education (Ministry of Education, October 2007), within which are set out principles and actions that define the "national model" for the reception and integration of children of different cultural origins, including the RSC groups. In the document cited is given the opportunity to take action on issues of prejudice and discrimination, "the anti-gitanism assumes the appearance of a specific form of racism that intercultural education must fight, through the knowledge of the history of Roma and Sinti".

The Ministry of Education has also signed cooperation agreements with industry associations, aiming at pursuing the common goal of education for children RSC, and current orientation of the Ministry of Education to broaden the possible spectrum of stakeholders active the signing of agreements involving a number of competent partners and present their own resources on a variety of Italian territories. To this end, it was started a series of formal hearings, aimed at gathering useful information from associations convened to design a policy of collaboration.

The annual statistical survey of the Ministry of Education, "Pupils without Italian citizenship" an annual special section addresses students 'nomads', included in this category in a concise and unambiguous all pupils RSC, ineligible or Italian citizenship. With regard to the category "nomads" in the

⁵⁵ The first process of systematic schooling of Rom children dates back to 1965, when it becomes operational agreement between the Ministry of Education and the Work Nomads, for the establishment of special classes "Lacio Drom" ("Good Trip "). The methodological choice of the special class was motivated by the fact that it was the first school approach to a population that never before I was approached, the special school, because it allowed an adaptation of the times and the school calendar to their own life choices of these communities. In 1982, a new agreement with the association for nomads established that children of compulsory school age should attend regular classes, Italian, providing the presence of an additional teacher for every six Rom pupils, even with the function as a bridge between school and home . In 1986 out of the ministerial circular n. 207, "Schooling of Gypsy and Traveller pupils in kindergarten, elementary and secondary levels."

statistical analyzes used in the implementation phase of the strategy will be useful to recommend to replace this term with their related communities ethnonyms RSC.



RSC pupils enrolled in different orders and degrees of school, state and private schools, in school year 2010/2011 were 12,377, of which 2054 in the kindergarten, primary school in 6764, 3401 in the secondary school level, 158 in secondary schools.

The regions with the highest numbers of pupils enrolled in school RSC are also more affected by phenomena or sedentary-old presence of the oldest families. Lazio, with 2,443 pupils RSC, is the region with the highest number of subscribers, followed by England (1943), Piedmont (1259), Calabria (1165), Emilia Romagna (799).

The trend of the last four years of the presence of RSC students in the school system **confirms and reinforces** the urgency of a national strategy for action to promote access and inclusion. As it is easy to guess from the graph below, from 2007 to 2011 the number of pupils RSC has remained virtually unchanged. What is most striking is the residual portion of the RSC pupils attending the secondary school level, in 2011, in fact, RSC pupils who attended a high school were only 158, a value that is even lower than the figure of four first year (as 2007/2008, 181 pupils). From the data available shows that, to date, the probability that a child RSC arrives at the second level of secondary school is about one thousand. This is an extremely modest, revealing, even under the constant trend in all educational levels, the low impact of policies of inclusion of Roma, Sinti and Caminanti in education.

Furthermore, the data collected may deviate from the actual figure of those attending, or be equivalent to the number of children of compulsory school age in the RSC. The general statement concerning the truancy of minors RSC (which often turns into truancy and then in strong dispersion), is justified by the experience reported by individual educational institutions, but in a survey carried out organically. Besides the data already available, it raises the urgency to fill in the data collection by the Ministry of Education, to accompany the fundamental parameter of the completion of education, from pre-compulsory secondary education with indicators of school attendance, making it possible to better understand the relationship between the school newspaper and school performance.

Focusing on the distribution of admissions in different sectors of education, it follows that they were enrolled in kindergarten one third of primary school enrollment, confirming that attitude "conservative" families of nomads from the first school, which sees him retain children as long as this is possible. The data of primary school, compared with that of childhood, is more comfortable, but certainly not an indication of a concrete education and consolidated. Despite the work of penetration in the camps and raising done by voluntary organizations through cultural mediators and skilled personnel, RSC

communities still show an attitude not always consistent from compulsory schooling, whose cause is not only in the historical distrust of the "non-Roma", but also reasons of convenience, we identify in those children who can bring families to gain membership (think of the practice of begging or Mengel, as practiced by some families).

The strong decline in school enrollment is already registered for the secondary school level. In the communities, sometimes a boy just 12 years is already an adult, able to work to produce wealth, eventually marry, and procreate, as a child of the same age can be given in marriage. If this practice is stopped, or simply put in danger by the need to attend school, as is clear in the eyes of some families is put at risk an important life choice. The phenomenon of school dropping-out is common both among Roma living in camps and among Sinti whose families work in traveling shows.

The levels of illiteracy in the whole population therefore remain high, with repercussions on the inclusion in all spheres of social reality. According to statistics from the Italian Red Cross, in 2008, RSC known in all the settlements on the territory of Rome, about 4,927 people, 41.42% of the cases has not been any detectable level of education, although this figure probably does not coincide with the real rate of illiteracy: the 8, 44% have completed their primary schooling, and 13.29% have a middle school. Only 1, 10% scored a five-year graduated from high school, and only 0.26% came to the five-year degree.

Despite the significant achievements of many project experiences, comforted by the data of the National Report MIUR "Pupils without Italian citizenship: Towards adolescence." School year 2010/11, the education of the RSC has, therefore, a few specific problem areas, exacerbated from poverty still widespread and the emergence of housing that characterizes many families, and the negative stereotypes ubiquitous in public perception. These nodes can be summarized in a series of elements "typical" of schooling RSC:

- Difficult to know in an exhaustive number of children and adolescents in compulsory education;
- High school dropout rate (around 42% in the first cycle);
- Very low frequency in the second cycle of education;
- Irregularities in frequency,
- Early school leaving, the girls and boys;
- Difficulties in learning Italian and inclusion;
- Does not match the frequency and / or degrees earned with skill standards;
- Misuse of support as a teaching strategy (RSC high percentage of students certified as disabled pupils, 30-40%).

Recently, some of the best practice of schools distributed evenly throughout the country have been collected and tracked. The data represent only a snapshot of some well-circumscribed situations of integration and a platform for analyzes on which to set higher and much more in-depth surveys. In fact, the problems that exist in having a numerically defined under age children the obligation, derived from various challenges that local governments encounter in carrying out investigations or simply to monitor any area of life of communities RSC.

For example, it is noted that the City of Milan in recent years has funded several projects to facilitate the process of child schooling RSC, promoting the activation of a mediation service performed by RSC mediators that operate both in the classroom and communities.

A similar use of mediation has allowed an improvement of the quality of education for young RSC, in the Municipality of Rome. In the Capital for about twenty years active service in the schooling of children living in camps authorized RSC, grown from a few tens of students at very high: an estimated school enrollment affecting almost all children who live RSC in equipped camps or at least followed by the associations and local institutions, with levels of schooling, which rise with the acquisition of more stable forms of accommodation and provide amenities such as hot water and heating. **From an initial focus on the simple enrollment and free school transport services, we have gone over the years and thanks to the role of associations and mediators in pathways of education aimed at enhancing teaching skills and experience with respect to the lesser and greater ability to involve parents in**

school life also. It should be noted that the use of mediators RSC intervenes not only on children and families, but also facilitates the process of emancipation of women in the community.

Among the many proposals for strengthening the education of young Roma and Sinti associations initiated by non-profit, we report the program developed by the Community of Sant'Egidio began in Rome in 2008 the project "School Law, Right to the Future ", a quality education based on: a regular attendance, learning like other children and better academic performance. The program, which provides for the use of scholarships for children attending the school, was created in collaboration with local schools and associations focused on schooling; the project allowed to prevent and combat 'truancy, increasing attendance and participation of pupils RSC, as well as sensitize families to a full understanding of the school's role in the growth of children. **The first two years of implementation of the project led the frequency of the fellows from 52% to 82%. Among the pivotal principles of the program, there are the granting of scholarships to deserving students Roma and Sinti, provided directly to households RSC interventions involving parents and families of the RSC and the families of the area, and action aimed at raising enforcement of anti- Tziganism; extracurricular activities involving minors in RSC open to all children of school teaching in additional school hours, use of a mediator with RSC function of bringing together schools and local institutions, the involvement of parents children affected by the project.**

As for the educational support to children of families engaged in work of the traveling show, the Foundation "Migrantes ' made a book knowledge' to facilitate the transition from one class to another and from one school to another, Sinti face of the traveling show, which allowed students to follow 2000. Another initiative worth mentioning Migrantes Foundation is the experience of 'Libraries of the road' to support the cultural training Roma in various camps of Rome.

To promote the social inclusion of children RSC seems also important to support interventions designed to deconstruct the social labeling of the fact that hinders social integration: in this perspective has been completed by the Directorate General for the implementation of a judicial Department of Juvenile Justice, the OLD project, "Beyond Discrimination", co-funded by the Framework Programme Solidarity and Management of Migration Flows, 2007-2013 - European Fund for Integration of nationals of third countries. The project, implemented on behalf of the Department of Juvenile Justice by AICCRE - Italian Association for the Council of European Municipalities and Regions of Europe, in partnership with Istituto Don Calabria and the IPRS - Psycho-Pedagogical Institute for Social Research, regards information and awareness on the topic of child immigrants from third-countries, cared for by the Juvenile Justice Services, and the strengthening of an institutional network for effective social and occupational integration of foreign children into care for Juvenile Services of the Piedmont , Valle d'Aosta, Liguria, Friuli Venezia Giulia, Veneto and Lazio.

Another area on which the National Strategy requires a specific intervention is to support education for those who have left school prematurely. In order to prevent the risk of early dropout from school, for boys and girls, it becomes urgent to offer space and opportunities for remedial teaching with achieving at least the eighth grade and individualized training that reduce risks of marginalization and deviance, even with scholarships and work and working experience that can offer real job opportunities. A special support is carried out against teen mothers, to recover their attendance at school or in vocational training, placement, and promote early education for their children. In this direction, in full compliance with the spirit of the Convention on the Rights of the Child, it is considered important to promote listening and participation of children and adolescents RSC as a general principle that should inform all measures intended for their use. Furthermore, it is considered essential to enhance the role of extra-curricular activities such as meeting places and cultural growth among peers, for the promotion of the rights of minors RSC and their right to play sport and other recreational activities.

It is clear that the success of any school intervention is closely related to wider social inclusion of families, the availability of labor and income from parents, to minimum housing conditions that make it possible for children, follow the commitments of the after-school and a climate of acceptance and support from the school, families and local schools.

Consequently, the analysis of context, the objectives that the Strategy seeks to promote are the following:

Specific objective 1.1: "Promoting processes of pre-schooling and schooling of Roma and Sinti children, promoting non-discriminatory access (enrolment, attendance, results) to all levels of schools and combating school drop-out by the RSC children in primary and secondary schools "

In order to develop an effective intervention in favor of minors RSC, whose number settles around 70,000, is a desirable approach that does not artificially separate the issues of education, of decent housing solutions in areas of enhancement the specific cultural, health, leisure and the integration of adult reference. The formulation of holistic policies and their variation for different levels of government are a means to affect the historical imbalances and to respect the international and European recommendations. This principle should always be circumstances in any work involving minors at risk of poverty, including children RSC, for which the realization of the right to education is considered the most effective policy to combat poverty and social exclusion. In this frame, is reminiscent of the action plan for children, implementation tool of the Convention on the Rights of the Child, which is adopted by the Council of Ministers and adopted by order of the President of the Republic. It constitutes a binding agreement for the governments involved in its drafting and the actions contained therein are so many commitments to the central government that have formulated and approved. Regarding the promotion of pre-schooling and schooling of Roma children, Sinti and Caminanti, guidelines of this strategy will be to:

- Facilitate the transition from school just started the primary and secondary school to secondary school, with forms of school-work and models of second-chance schools;
- Address the specific issue of gender favoring the return to training of young mothers and teenagers, with flexible pathways or with the frequency in the CTPs, the diploma in eighth grade;
- Promote and spread - even with teacher's kit-car forms of representation, in any language, visual, writing, testimony, storytelling and inserted between the subjects of memorial days and educational work, the knowledge of " Porrajmos ", the Nazi extermination of the RSC;
- Increase the training of teachers and administrators and dissemination of good practice, even with the definition of strategies and pacts of land with local authorities. and memorandums of understanding with the Associations operating in the area, including those already promoted by MIUR with Opera nomads to expand to other federations and associations Roma and Sinti, and a convention to combat illiteracy launched by the UNLA.

In this regard, the Ministry is engaged in the Italian schools to disseminate the protocols of welcome and good practice that local authorities and schools, to train teachers, school staff and brokers with agreements with institutions and ministries; to increase local entities supporting schools; to enable courses in the CTP for the Junior High School with special arrangements for girls early exits from education, to encourage forms of self-representation of Roma to combat negative stereotypes.

Likewise in accordance with the full enjoyment of the right to education, on the basis of the UN Convention of 1989, the school itself as a privileged place of citizenship, in a move that goes disembarked orienting accompaniment, based on a series of objectives / specific actions of schooling that are part and parcel of the DPR Jan. 21, 2011 "Third Biennial National plan of actions and interventions to protect the rights of individuals in childhood."

The actions defined by the need to start raising the inclusive policies and realizing the right to study, considering the need to: deconstruct stereotypes and prejudices about minorities RSC projects to move from "pioneering" a structural dimension of interventions against children RSC taking into account the non-homogeneity cultural, social, economic and linguistic groups, considering the diversity of types of settlement, and the degree of marginality and conflict with the local community.

The Actions are as follows:

Title:	Prevention of school dropout children , including children Roma, Sinti and Caminanti and immigrant children and implementation of measures for social inclusion .
Action Type:	Decentralized national shared-cost projects .
Objective:	Combat early school leaving of immigrant children, Roma, Sinti and Caminanti, promoting inclusion paths through the fulfillment of the right - duty to education and training
Action /Intervention:	<p>Activating pathways and accompanying educational support through interventions such as school education :</p> <ul style="list-style-type: none"> ➤ Street outreach; ➤ Support to the use of educational/training/cultural services aimed to the community (libraries, educational, recreational, sport centres etc); ➤ The personalized help aimed to pupils having learning, linguistic difficulties or that require the need of some support carrying out homework tasks in the afternoon or a specifically targeted support in the vocational training. <p>For the success of interventions to support school attendance is desirable to use of the linguistic - cultural and social mediator, a fundamental resource for the management of relations between teachers and students, as well as teachers and families and communities.</p> <p>Building ways that favor an offer integrated training between education and training targeted to the needs of foreign children by providing educational activities, training and job titles that provide expendable in the workplace. The support of a tutor as set out systematically following children, supports and contributes to building a long term project of social inclusion.</p>
Involved Subjects:	<p>Promoters: Ministry of Labour and Social Policy , Ministry of Education and Research , Ministry of Justice . Department of Juvenile Justice , territorial Juvenile Justice Centres, UNAR National Office against Racial Discrimination.</p> <p>Collaborators : Local authorities , private social , third sector , chambers of commerce , employment agencies</p> <p>Final recipients : Minor immigrants , Roma , Sinti , Caminanti , lower foreign offenders prosecuted .</p>

It also stresses the importance of pre-schooling actions, with regard to strengthening of social and educational services for early childhood (0-2 years)⁵⁶

One specific action will cover the "steps", including to secondary schools. Given the small number of students in secondary schools RSC, actions will focus on the "transition" from first grade school to second grade school through incentives such as scholarships, enhancement and dissemination of cases of RSC pupils who embarked on the "transition" to secondary schools, the involvement of teachers and headmasters of secondary schools.

The focus on this age preadolescent, crucial and critical for many reasons, is consistent with the line of action for intercultural education activities planned for 2012. In that regard, from April to

⁵⁶ See the relevant experience in the Municipality of Turin.

December 2012 it will be held a conference within the first initiative of Intercultural Families, in Ancona, foreseen on April 2012.

Further action will affect the training of teachers and school administrators. One specific action will be dedicated to the training of teachers and headmasters of schools with significant numbers of pupils and students RSC. In 2012, it will be held a national seminar of training of headmasters in the multicultural management of schools, in collaboration with the Education Office of the Veneto: it is an annual training event, called "Leading schools in multicultural contexts", one of ten shares of the policy document "The Italian way for intercultural school", in October 2007. Within this national event will be located a specific session training for school leaders on the education of pupils RSC.

Furthermore, it is evaluating the possibility of further action, the insertion of the RSC topic in the new guideline document for inter-culturalism. There are two documents in the last year preparing the legal framework and general principles to the education of children from different cultural backgrounds, including Roma children. The first is the Circular of the Ministry of Education no. 24: "Guidelines for the reception and integration of foreign students", March 1, 2006; the second general guidance document is: "The Italian way to the school and the cultural integration of foreign students" in 2007, to 'inside of which are set out principles and actions that define the "model" for national acceptance and integration of children of different cultural origins, including Roma and Sinti groups. The last paper cited has indicated the desirability of actions on issues of prejudice and discrimination, "the anti-Tziganism (hostility against RSC) takes on the appearance of a specific form of racism that Intercultural education must fight, through the knowledge of the history of Roma and Sinti". It will be evaluated how useful a recovery of these hints, to suggest operational guidance to schools within the new Policy Document on which the Office for the integration of foreign students of the Directorate General for the student is beginning to work in partnership with regional education offices, with the aim to publish in October 2012.

Finally, a specific action concerns the Roma children and adolescents and teenage mothers and the more general issue of gender, to which interventions will be developed to promote awareness and attention in the schools on the gender issue in RSC theme. It is mainly girls who do not continue their studies after the primary, and is still common in some families, the phenomenon of child brides. In agreement with the UNAR it will be disseminated books and tools, including audiovisuals (the package "Dosta!, Kit for Teachers" notebooks and learning materials) that present ideas and possible routes for children and adolescents. An example of this type of material is the documentary film "I, my family and Woody Allen," an autobiographical journey of a Roma girl, made by herself and republished by UNAR. **Likewise, it will be enhanced and involved other Roma girls and women in active outreach to schools and families.**

With regard to the System Actions, it also noted the continued commitment of the MIUR through the Structural Funds, through the National Operational Program "Skills Development 2007-2013", MIUR - DG IV International Affairs Office.

In 2007-2013, the managing authority of the NDP "Skills Development" (reserved for the regions of Calabria, Campania, Puglia, Sicily) is also working hard through initiatives to combat early school leaving and social fragmentation, which will be supported in actions pertaining to funding of the European Social Fund (ESF) and European Regional Development Fund (ERDF) through:

- Attention to vulnerable groups integrated measures
- Combating early school leaving
- Actions to combat social disintegration
- Intercultural Education
- The issue of minorities and the fight against segregation
- An explicit but not exclusive approach towards disadvantaged groups
- The collection of reliable data to promote appropriate approaches and strategies consistent with the data collection

The adoption of individual approaches and taking charge of the subjects not to allow the mistake of "ethnicize" interventions and people to whom are dedicated. Projects that involve specific targets, although helpful to the success of the project, however, are not effective in solving structural problems. A holistic approach, which integrates the policies and resources at various levels (local, national, European), represents a far more effective and efficient in addressing the issue RSC.

The experience derived from monitoring the activities funded by the National Education Program (NOP) makes it possible to confirm that a targeted and specific projects, involving the RSC, to develop the values of culture, to remove the welfare state, to urge self-management and active participation, to define self-determination and achieve the highest level of personal and family autonomy as possible. The arrangements for the involvement of students RSC within the NOP has been progressively increasing, from 30.7% in 2006 (equal to 12 of 39 schools that claim to have students RSC), 50% and 52% in 2007 of 2008 (26 of 50 schools that claim to have students RSC). In 2008, over 264 Roma students in schools, 96 participated in one or more training of NOP, equal to 36.3%, while in 2007 the percentage was 28.2% (61 of 216 participants present) and between 2000 and 2006, 35% (56 participants out of 160 present).

The participation of Roma students by gender in training was balanced in all three of these years, about 50% of males and 50% of females. If we look at the participation of students for citizenship RSC note that more than 50% were Italian, while about 20% are students with RSC Romanian citizenship. RSC of 213 students who participated in the training of NOP, 72 were aged between 9 and 10 years, and 47 between 14 and 16 years and 29 between 11 and 13 years. In 2007 about 61 students who attended courses at RSC NOP, 40 chose the path of the objective action C1 Key Skills, 16 Objective F. Contrast to early school leaving is interesting to note the presence of a student into a C4 on the promotion of excellence in 2007 and 4 in 2008. In 2008, the greater presence was always in the paths of the objective action C1 (53 students), while 30 students have attended a course objective F. In the 2012-2013 phase is expected to experience a further increase in the growth of participation of the participants in the initiatives of the program.

The NFP, further provides, within the framework of national and thematic table in synergistic and constant coordination with the regional tables may be set up with representatives of Community RSC, lodge with the Ministry of Education, University and Research a specific working group of:

- Define, taking advantage of the working group on information gaps and statistical, standardized procedures that could allow, subject to compliance with current regulations, the survey, part of the periodic data collection activities related to the enrollment of each school and levels, including the percentage of attendance and academic success;
- Detect and monitor periodically, as part of the observers against early school leaving and on the basis of procedures developed, the data regarding the percentage of early school leaving students RSC;
- Provide annual training and refresher courses for teachers on specific topics for inclusion of RSC;

Specific objective 1.2: "Increasing the participation of the RSC youth in university education, advanced training courses and vocational training, including access to the so-called honor loans, scholarships and other opportunities and benefits provided for by law "

Financial inclusion is now universally recognized as the primary factor for the achievement of full social inclusion. For young people the opportunity of great importance to access to bank credit in order to address the training yourself, and then enter the world of work. It is necessary to develop and improve policies that facilitate access to credit for college students and recent graduates, in order to study learning and career paths and working.

To this end, by decree of November 19, 2010, the Presidency of the Council - Youth Department has expanded the scope of the Fund for credit to young people, held by the Presidency in 2007. The Fund - with a current budget of 19 million euro - has the objective to offer the necessary guarantees to enable young people deserve to get funding for enrollment at the university, to pursue post-graduate

specialization courses or for advanced study knowledge of a foreign language. Young people - meeting the requirements of the legislation - to access the loans guaranteed by the Fund, must complete the application form, attach the required documentation and visit the offices of participating lenders.

May apply for access to Fund financing guaranteed the persons who are between 18 and 40 years and who are either in one of the following situations⁵⁷:

- Be enrolled in an undergraduate program or single-cycle specialist, in order with the payment of tuition fees and possession of a high school diploma with a grade of at least 75/100;
- Be enrolled in a degree course, up to date with the payment of tuition fees and diploma degree programs with a vote of at least 100/110;
- Be enrolled in a Master's degree first or second level, with the payment of tuition fees and who holds the diploma, degree or specialist, respectively, by a vote of at least 100/110;
- Be enrolled in a postgraduate course after graduation Master's course in medicine and surgery with a vote of at least 100/110 and with the payment of tuition fees;
- Be enrolled in a doctoral research abroad for the purposes of recognition in Italy, must have a statutory three-year term;
- Be enrolled in a language course lasting not less than six months, recognized by a "Certifying Body".

The eligible collateral to the Fund relating to courses and Master are combinable up to a maximum of 25,000 Euros and paid in annual installments of an amount not less than 3,000 euro and not more than 5,000 Euros. The rate of funding for courses and Master, after the first, the lender will be paid upon presentation of the attestation of enrollment in the following years these courses and passing examinations at least half of the plan of studies related to previous years. If the university or language have multi-year grants the lender the loan in its total amount and the payment of installments shall (in respect of minimum and maximum amounts covered by the Ministerial Decree 19 November 2010) annually, for a number of years not exceeding the legal duration of the degree of master of the language course (or at least no more than the remaining years for the completion of the course, given its legal duration, where the request for admission to the funding coincides with the 'enrollment in any year after the first). The rate charged and the financing terms are set by individual banks within the parameters permitted by the Agreement between the Department of Youth and the ABI.

The return of funds is carried out within a period of between three and fifteen years. The amortization of the loan, however, can not begin before the thirtieth month following delivery of the final installment of funding. Lenders undertake not to request additional guarantees to beneficiaries over the warranty provided by the State⁵⁸.

Specific objective 1.3: "Promoting dialogue and cooperation between educational institutions, neighborhood, families and the RSC communities"

The promotion of good practices of schools and support the action of teachers, in consultation with local authorities and associations, are the conditions of the success of the training. The actions for a re-launch of schooling for RSC is practiced in new ways: that of negotiation and involvement / information of the families, resulting in co-design between RSC community, private social and local authorities.

Of this action are operational tools, the preparation of protocols and the direct involvement of the host families, a real bargain with them, where possible. Anything you can get even with forms of

⁵⁷ The high school diploma must be obtained at: a) an Italian school, public or private, authorized by MIUR grant degrees with legal value in Italy b) a foreign school authorized by MIUR opening of a branch of ' foreign institute in Italy, and empowered to grant degrees with legal value in Italy. The undergraduate program, the degree of specialization after obtaining the degree or master must be held at: a) Italian universities, public or private school or university education authorized by the Ministry of University and Research (MIUR) grant degrees with legal value in Italy b) a foreign university or foreign university schools of education authorized by MIUR opening a branch in Italy and foreign institution empowered to grant degrees with legal value in Italy. The Certification Body must be qualified in such a measure, MOU, however named or administrative act, issued by it or a part of Public Administration.

⁵⁸ The Guarantee Fund has granted to the extent of 70 % of the underlying exposure to the loan granted to the principal amount , time to time be within the limits of the funding could be awarded , for which - as Consap Manager - gave positive approval , charges derived in accordance with the Memorandum of Understanding and any interest calculated on a contract not exceeding the statutory rate in force at the date of granting the guarantee and the same payments.

economic support to parents and young mothers who are poor in the constant support early schooling of children (3-6 years), on the basis of Presidential Decree 21 January 2011 Third Biennial National plan of actions and interventions to protect the rights and development of subjects in childhood.

In this effort, it is important to revive and enhance the presence of mediators led all the biographical and cultural situations in RSC pupil narratives shared with classmates, will also significantly enhance the skills of the students prior.

In this regard, the regulations contained within Action 6) "Promoting governance policies and instruments of social inclusion and combat discrimination against the Roma, Sinti and Caminanti", for the period 2012-2013. Inside Action: 6, including the Department of Equal Opportunity is the owner, it also includes the testing of mediation training programs that promote the demand-supply relationship with the inclusion of Roma mediators and facilitators in key settings such as schools, with particular reference to the involvement of women Rom.

As for the schooling of children and adolescents, are various interventions in the country that link of compulsory schooling, which require, however, a marked sensitivity to the issue by local authorities. Similarly, attention to hygienic living conditions of childhood vaccinations from the health field, relate to the choices made by individual local governments, in the absence of national laws that protect the rights of children and their populations of origin. It should be stressed that there are significant differences in the policies at the local level: some realities, over the years have invested many resources to get out of a political emergency and move towards integration and inclusion, including policies promoting education of children and girls, boys and girls, accompanying them on journeys of entry into the world of work and looking for housing solutions. Without going into the merits of the many interventions and expected to do so, if you have found good practice by local authorities, you can highlight commonalities that will be further promoted among local governments in the period 2012-2020, in collaboration with Community associations representing the RSC:

- overall interventions that can not be reduced to taking charge of just-emergency aspects of the phenomenon and encourage more schooling;
- sustainable investment in favor of the RSC groups, with an active and participatory involvement of stakeholders and the inclusion of family education;
- promotion of listening and participation of children, adolescents and their families RSC for educational and extracurricular offerings;
- appropriate economic investment;
- housing policies aimed at the transition from camps to homes to further ensure the academic success of children;
- health policy is aimed at protecting the living environments of individuals and prevention;
- the creation of an escort service to school with the presence of mediators on school bus for those who still reside in camps or areas not served by public transport;
- promote activities that are allowed to change the attitude of indifference or opposition towards the school and literacy;
- the promotion of activities aimed at enhancing the gypsy culture;
- accompanying the formation of young people to an effective job placement.

In the comparison between educational institutions, neighborhood and families, should be reaffirmed the current risk of an uneven education in the territory, basically unfinished and locked at the first cycle of education. The number of members, in fact, decreases by increasing the order of school, becoming almost irrelevant in secondary schools (only 158 members). The data, which show a low and worrying level of schooling of children and adolescents RSC, are obviously not able to detect the real trend in school attendance of children enrolled, the problems attached, the successful training of the members and the outcomes of schooling. Also, due to a lack of information on the presence of children living in Camps and cases of irregularities and illegal arrivals, you cannot know what the actual

percentage of the total attendance of claimants. Absolutely are not included in the all the kids that have never been enrolled in school.

For answers to that effect, since 2004 has been established within the Ministry of Education, University and Research, the Directorate General for Students, with a special office responsible for the education of foreign students and Roma in December 2006 has been set up at the Ministry, the National Observatory for the integration of foreign students and intercultural education consists of experts and representatives of major associations. The Observatory has developed what is the current reference document for the policy of school integration: The Italian way to school and intercultural integration of foreign students, published in 2007. It draws primarily on four general principles: universalism, common school, the centrality of the person in the relationship and inter-culture. In particular, as the common school, it is stated that "the Italian school was oriented from the outset to incorporate non-Italian pupils in ordinary schools, within the regular classroom and by avoiding construction of places of learning separate, differently As expected from other countries and in continuity with previous decisions of the Italian school for the reception of various forms of diversity (gender, disability, heterogeneity of social background) "(Italy. Ministry of Education, 2007b, p. 8).

In the document is widely recognized as central the relationship with immigrant families and Roma, with particular attention to three dimensions: the choice of the school in which to place their children, family involvement at the time of reception of pupils; active participation and jointly responsible for immigrant families to the initiatives and activities of the school, the sharing of knowledge and pedagogical project, an alliance that brings out the specific pedagogical education.

The family involvement is essential and is the main guarantee of continuity in schooling. It should be seen as a whole, considering the conditions of adult learning and working and trying to avoid "investments" aimed solely at children and new generations. The size of family involvement may include proposals and opportunities for vocational training and job placement in addition to youth and adult members, training in facilitating legalization of economic activities-work traditionally performed by different communities, cross training aimed at building cooperatives and the acquisition of language skills and social skills to deal with the complexity of social and institutional milieu.

The linguistic-cultural mediators are an important resource for all forms of relationship and in managing relations between teacher-trainers and minorities, among institutions and communities, including the Roma and Non-Roma people. Special training is also needed for non Roma who for various reasons have relationships with institutional and social Roma communities. General practitioners and community, educators, social workers and health care, teachers and other professionals engaged in public areas and individual Roma and Sinti, require training and updates to address difficult relationships and sometimes extreme.

In the paper The Italian way to school and cultural integration of foreigners there is a specific reference to discrimination and prejudice on the actions and interventions to counter them: "hostility against the Roma and Sinti takes on the appearance, at times, a specific form of racism that intercultural education should also fighting through a knowledge of their history "(Italy. Ministry of Education, 2007b, p. 16). Intercultural education, as well as history, should also commit to spreading the knowledge of the living conditions of these minorities, sometimes strongly influenced by the relationships and the relationships they have with non-Roma and the surrounding society in general to the camps.

The Ministry of Education has in recent years initiated a process of teacher training on these issues, which also seeks to enhance research teaching methodology. It must also take into account the bilingualism and trilingualism (Romani, dialect of Italian, Italian), which further complicates the communication skills of these children, communication still extraordinarily rich and that is also strongly conveyed by the non-verbal language.

On July 3, 2009 was signed between the Minister for Equal Opportunities and the Ministry of Education, University and Research, a Memorandum of Understanding in order to ensure full inter-institutional cooperation for the prevention and combat of the phenomena of violence, intolerance, including those based on race, religion and gender. The agreement highlights how the school contributes substantially and predominantly to the development and dissemination of a culture that rejects violence and all forms of discrimination. It emphasizes, in fact, that the task of schools is to raise awareness of

human rights, respect for others and the education law and that more and more widespread phenomena such as violence and bullying can be prevented and countered by proper training.

In order to create a moment of shared reflection on these subjects, the Protocol establishing the "Week Against Violence" in the schools of every grade, during which each school, as part of their independence, is invited to promote awareness raising, information and training for students, parents and teachers on the prevention of physical and psychological violence, including those based on intolerance racial, religious and gender, with the involvement of representatives of the Police Force, Voluntary Associations and Social.

The Department for Equal Opportunities, as a support structure that operates in the functional area relating to the promotion and coordination of the policies of individual rights, equal opportunities and equal treatment and of government actions to prevent and remove all forms and causes of discrimination, promotes annually from school year 2010 -2011, a public notice addressed to the associations in order to find a body entrusted with the planning, organization and management of program activities to be carried out during the week against violence. In particular, it requires that the program of activities was directed to the schools throughout the country, teachers, and parents and students of all levels, including through the appropriate involvement of corporate bodies representing the various levels. The involvement of all components of school pursues, in fact, a dual purpose: to raise awareness in conjunction with the plurality of subjects in various ways known to respond to possible cases of discrimination arising and, simultaneously, making effective the proposed route, indicating that overall objective , the construction of a regional network of schools involved and active on issues of violence and non-discrimination, since the network of regional centers against discrimination promoted by UNAR.

The project aims in particular to the following objectives:

- Launch paths of information and awareness on gender violence, providing theoretical and operational content for the recognition of shapes and areas of violence against women and their contrast;
- Launch routes information and awareness on violence against children by providing cognitive tools on different forms, with regard to the prevention and combating pedophilia and child pornography.
- Provide tools for school staff and parents for the recognition of emotional distress and psychological students arising from situations of violence and / or discrimination, particularly with regard to bullying in its various forms;
- Launch routes of sensitization, information and training on various forms of discrimination based on gender, race / ethnicity, religion, disability, age, sexual orientation and gender identity, to promote a culture of legality against any violence, with particular regard to recognition and prevention of different forms of bullying;
- Contribute to the spread of the telephone numbers of Public Utilities of the Department for equal opportunities, in particular the tool free number 1522 against violence on women and the tool free number 800 90 10 10 against racial discrimination of the Contact center UNAR www.unar.it, and the tool free number 114 against violence and child abuse.
- Provide useful tools to build a regional network of schools on the themes of active non-violence and non-discrimination, can produce synergistic actions in relation to enforcement action, possibly in connection with the anti-discrimination regional centers where existing.

Systematizing the specific activities to prevent the phenomena of **anti-Tziganism** already provided in the theme of racial and ethnic discrimination, the Department for Equal Opportunities, through financial resources pertaining to the Equal Opportunity Fund (Chapter 493), from school year 2012-2013 is committed to implement the "National Week Against Violence" and plans to add to the existing five thematic areas (violence against women, violence against children, racial and religious discrimination, discrimination on grounds of disability and discrimination related to sexual orientation

and gender identity), an additional area entitled " anti-Tziganism", which amounted to devote significant quantitative and qualitative part of the now customary annual campaign of information, awareness, prevention and enforcement violence and discrimination in schools, for a total of 420 training programs and awareness campaigns in as many schools of all levels.

Also, always starting from school year 2012 - 2013, the Department of Equal Opportunity will publish a series of editorial tools (books and DVDs) to promote an understanding of Roma culture, its history, the genocide suffered in the camps concentration ("Porrajmos") and the current difficulties of inclusion. The materials will be issued to all children and their families, to promote an approach to the RSC problem for those who live exclusively filtered by stereotypes and prejudices. In this context, it is expected to translate and spread since 2012, the Italian version of the Fact-Sheet on the history of the RSC already published in other European countries by the Council of Europe, and a book on the plight of children RSC, as well as a teaching kit of commercials and videos for easy routes of sensitization on the problem by teachers. Other materials can be produced on display and in collaboration with the Community Associations representing the RSC.

By the end of the school year 2011-2012, finally, the Department for Equal Opportunities will spread in 5,000 secondary schools already selected, many volumes on prejudices and stereotypes typical of "anti-gitanism" written in the form of investigative journalism to be disseminated to the teachers of the aforementioned institutions.

2.4.4. Training and promotion of the access to work

Employment is central to the success of any policy of inclusion, capable of countering any attitude definitely detrimental to the communities RSC.

It notes that in recent years have not been many attempts to work integration of Roma into the circuits working different from their traditional activities. It is noted that jobs for Roma are often restricted to employment opportunities associated with manual tasks. Many of them have some difficulty with regard to occupational integration: for inadequate compensation or difficulties related to the organizational structure of the work. So many members of these communities want to chase their own, simply choose from cd works "3d"⁵⁹, work ethnic connotations and "nomadic" work. The works are born ethnic connotations, practices within ethnic chains and produce goods and services for the reference population (typical example is the ethnic food shops, which sell food products intended for a particular ethnic group, residing in the vicinity of the store).

Finally, there are some Roma that remain in forms of "semi-nomadic temporary" dictated by the purpose of work. They originate mainly from the increase of life chances that this practice permits and have been found, among others, between Caminanti in Sicily, in the direction of North Italy, Roma from Lecce towards Montenegro, the country of origin for many of them. Works as the grinder, the carny, the circus, the merchant of copper are not really ethnic work, but over time have become their own heritage, probably the result of a combination of instinct for survival and ability to adapt.

It is believed that the economic sectors in which RSC can be inserted more easily are both jobs with low professionalization and high absorption capacity: agricultural jobs, some forms of handicrafts, ironworking, maintenance of public and private green, renewable and alternatives energy installation, collecting and selling used clothing, waste collection heavy or different waste management, street cleaning and property, tailoring and catering, etc.. The participation of Roma in integrated social cooperatives can contribute effectively to facilitate job placement. This type of cooperative makes it possible to regularize undeclared and illegal work situations, framing professionally Roma and Sinti people and giving them the ability to sustain a decent standard of living, doing so with the cost of rent, payment of utilities, schooling of children.

There are still very few job opportunities promoted for the Roma of working age, but with strong institutional support interventions, as in the case of the cooperative Rom 1995 in Reggio Calabria, which

⁵⁹ Dirty, dangerous, demeaning jobs, or alternatively, dirty, dangerous, degrading jobs which are normally assigned to the immigrant population.

disposes of bulky waste under agreement with the City or the Cooperative pallets, the ironing and Tailoring and other business activities developed under the project "Value Work. Pathways into employment for Roma and Sinti in Lombardy ", promoted by the Lombardy Region with the support of the Ministry of Labour. There were interesting experiences as the project "Equal Rom" of Turin, with the Equal Community funds, the Ministry of Labour and Piedmont, Lombardy and Puglia Region, promoted the active participation of its employment centers, promoting the regularization, the cultural-linguistic support, guidance and workplace job search, with the activation of 20 trainings, following an individualized approach. The City of Rome, through planning agreement with the Ministry of Labour, in the framework of the Migration Policies Fund in 2007, has experienced forms of employment for a group of 30 Roma Romanians, supported by accompanying individual in the building sector.

The experiments in this direction have proliferated in recent years, with a size typically tied to short-term project, which allows to follow the outcomes of the accompaniment individualized work, or the development of cooperatives in the labor market beyond the start- up.

The experiences of training and employment developed in recent years in Milan, Turin, Mantua, Florence, Rome, Reggio Calabria and in many other urban areas, suggest that use of individualized and differentiated mode of inclusion into the labor reduces the risk of failure of actions taken and ensures that costs are contained.

The success of job placement is closely connected with a good cooperation with employment centers and with the exchange in real time on placement opportunities in business, but can not ignore the following enhancement of skills, opportunities and aspirations of each individual involved in the pathways into work, the removal of all discrimination in the workplace and appropriate vocational training, acceding to the demands of the employment or business project, founded on mutual trust and participation among operators and users of the service and, for enterprises and cooperatives, the pattern of mixed composition, which includes the presence of Roma and non Roma.

The experience in Lombardia of "Work Value" emerge, for example, interesting addresses from which to take inspiration: the opportunity to follow and enhance the experiences of work already under way, possibly through the involvement of cooperatives already underway or in advanced stages of formation , the identification of workers Roma / Sinti people at risk of expulsion from the labor market, creating new pathways into youth and women, including those of (auto) business, supported by appropriate training, awareness of services work orientation aimed to solicit support mode, so as to facilitate the passage of information relating to employment and social opportunities available in the area, the awareness of services and trade associations, in order to prevent attitudes of discrimination against Roma and Sinti and to guarantee them equal treatment.

In this direction, beside every effort to promote self-employment, we must reaffirm the centrality of full access to all opportunities in the labor market, through the use of trails accompanying subordinated employments, which include mediation between institutions services, career guidance, social partners and the third sector, communities, families, individuals and all the actors who participate actively in every training course and job placement.

Financial instruments to support the integration / inclusion of RSC are represented by the Structural Funds programming ERDF and ESF, although in Italy, unlike what happens in some EU countries, it does not exist a program of the European Social Fund dedicated to the inclusion of Roma population, which, moreover, does not even exist as a specific target into the Regional Operative Programs (ROP); into the ROP they are generally included within the macro-category of disadvantage. Also note the actual expenditure incurred by the ESF for the Roma is currently particularly complex because the system MONITWEB managed by the Ministry of Economy, which monitors the spending of projects under the NSRF 2007-2013, includes the Roma into the "Migrants" category.

As part of the PON ESF "Governance and system actions" and "System Actions", the Ministry of Labour and Social Policies is the ownership of the interventions intended for the Roma population and acts in an integrated way on three main axes of intervention: Employability, Equal Opportunities and non-discrimination, trans-nationality.

In most ROP ESF instead - with the exception of the regions of Liguria, Abruzzo and Calabria that have shown specifically target the Roma as the actions of social inclusion - there are no specific lines of

intervention for inclusion of Roma and the priority area of intervene with respect to this category of recipients is under the Axis "Social Inclusion". However, interventions in favor of the Roma population can also be funded to rely on other axes.

In the framework of actions for inclusion in the present ROP ERDF Convergence Objective regions, can be traced interventions for Roma in the region of Calabria and Puglia Region in actions to combat poverty and improve the quality of life of homeless and immigrants, to promote greater accessibility of care services and integration and reintegration into the world of work.

Within the actions of the strategy is needed to provide useful support to further strengthen the coordination of structural funds and their integration with other funds for the implementation of integrated projects for Roma inclusion To this end, the NFP through the Task Force, Regions, Local Authorities and the Joint Working Group with the Department for Development and Economic Cohesion of the Ministry of Economic Development (MISE) will promote the coordination of the use of Structural Funds.

Regarding the possibility of inclusion in the "protected" workplace, will be developed appropriate regulatory action to amend Article. Law No. 4. 381/91 and its regional regulations, to enter the Roma, Sinti and Caminanti within the categories of disadvantaged persons, that may join as members of social co-workers in Type B, the market share of 30% of social base of cooperatives, in order to obtain contracts for work by local convention.

Finally, despite the good results of many trials of vocational training and job placement, must make sense of a global interventions based on individualized training and work inclusion, promoting a policy of reducing barriers to labor market access for all, Roma included.

If you want to talk about a full and complete inclusion of the Roma and Sinti, the incidence of the "labor" factor is predominant over other issues, but the work needs to be addressed jointly with the other problems of access to housing, education and health, according to a complementary approach and consequential that oscillates between both transitional solutions and long-term structural approaches.

Given, then, the problematic user specific juvenile criminal Roma and Sinti, the educational project must be a holistic path of a unitary system and inter-institutional, which includes all its aspects of the accompaniment of the child - from 'Education, training and social reintegration, family and work of the subject - especially given his discharge from the criminal: the child comes from the territory and must return to it, being the Criminal path only a parentheses that should be used as a resource.

Without political inter-institutional integrated training, guidance and job placement, supported by actions and programs specifically conferred by the relevant ministries, local authorities and by all social actors who insist on the territory of the child's, with a consequential allocation of resources specifically dedicated and arrangements (not limited to only occasional or projects) can not be activated no suitable replacement. The real challenge is to work and priority apprenticeship as a form of inclusion that is the only condition required to make all other forms of integration.

Consequently, the objectives that the Strategy seeks to promote are the following:

Specific Objective 2.1: "Encouraging the promotion of training and non-discriminatory access to training necessary to be integrated into the labor market and for the creation of enterprises"

In regard to training and promoting access to employment, in consideration of the issues touched by the pool of expertise and skills to develop the regions also carried out under the European Social Fund, it is stressed above all as the Ministry of Labour and Social policies will ensure, through constant monitoring and coordination of action, full access by Roma and Sinti in the possession of the requirements, all projects and trials promoted by the relevant Directorates-General.

Public intervention in the labor market is extremely broad and his skills are conducted by a level of coordination and regional planning in the field of active policies for employment and meeting between demand and supply of labor and to promote integration with the vocational training, which is then

declined in the area through the provision of employment services under the responsibility of the provinces.

Given this complexity of issues, skills and economic and human resources available to those who want to enter the labor market and enterprise set, a Table will be set up at the Ministry of Labour and will link up with the first task of the institutions responsible for highlight all the opportunities offered by the regional territories. To this end, it will trigger a confrontation with the multilateral institutional bodies that are responsible for implementing the integration of the area employment services, labor policies and training policies and regional employment agencies, to verify proposals that facilitate greater access of Roma to the services provided by employment centers connected to the meeting between demand and supply of labor for the unemployed, to business advice, explanation of administrative procedures, up to a better connection between the needs statistics posed by the current Strategy and Information System of Labour, and the implementation of proposals that promote the participation of Roma and Sinti in the labor market to check with the Provincial Tripartite Commissions.

To achieve the specific aims is also to strengthen the promotion of training and access to employment of nationals of Roma origin in the territories including the dissemination of proven methodology for non-EU citizens from the project "Start it up", that will support the integration process and professional growth of immigrants in our country, providing basic skills for start-ups and / or self-employment. The main objective is to promote economic and social integration of immigrants, through the creation of a route guidance, training, assistance in preparing the business plan, which promotes the growth of entrepreneurial skills and the right to acquire those skills basic managerial necessary for starting and managing a business.

It also aims to spread over the territories of the experimental projects of Microcredit, Microfinance and entrepreneurship self financed by the ESF and implemented in accordance with the National Microcredit. This and other measures to monitor the integration of labor market policies with the policies of local development of production systems with regard to microcredit and micro finance, to promote social integration and employment of persons otherwise excluded from the labor market, will be deepened in the next objective.

We must also point out that the experience of many workers active in the country and not the least of ANCI highlight the most effective forms of mixed cooperative ventures, which provide the presence of Roma and non-Roma.

Specific objective 2.2: "Promoting tools, methods and devices for the regularization of irregular or precarious employment, entrepreneurial development and self-employment"

Regarding the specific objective 2 and the need to promote tools, methods and devices for the regularization of irregular or precarious employment and enterprise development and self-employment, it is considered advisable to check closely with local authorities, each opportunities for regularization of precarious employment, the informal economy to emerge from illegality and activities already undertaken in the agricultural field, in street performances, collecting and processing of iron and wood, in the collection and sale of used clothing, the crafts, flowers, in the collection of waste or the management of waste.

In this regard, the Ministry of Labour and Social Policy as early as June 2010 has enabled the first national project "Monitoring of the integration of labor market policies with the policies of local development of production systems in relation to Microcredit and Micro Finance", which is now in the final stages, and which aimed to identify and monitor the activities of institutions, agencies and entities operating in the field of micro finance to promote social integration and employment of persons otherwise excluded from the labor market.

The wealth of information thus acquired has been merged into a system action aimed at innovating the structure of employment services merged with those for self-employment and access to microcredit. In December 2011 has been launched yet another national project, "System action for the promotion and creation at the Services for the work of innovative operational tools designed self-employment and micro-businesses" whose activities are aimed, firstly , to develop the capacity of employment services and

intermediary services of personnel authorized to provide advice and assistance to self-employment and micro-businesses in order to facilitate the employment of individuals at risk of social exclusion and labor, including precisely within the populations of Roma, Sinti and Caminanti, and secondly to improve programming to strengthen local government in terms of active labor market policies with specific reference to policies to promote self-employment through the instrument of microcredit.

Among the measures and actions to help support the specific objective, it is proposed to strengthen the promotion action of the interventions included in the coordination of existing employment centers, such as training and employment incentives directed and self-employment to the unemployed, among which may also include workers of Roma and Sinti.

With newly acquired skills and the creation of ad hoc information desk, facilities for the work will be able to offer targeted support to the various and diverse groups of people interested in self-employment and micro-businesses, including acting in networking with other services and institutions labor market. The aim is to create reference points for all people facing difficulties in the labor market and are interested, or may be accompanied, to the creation of micro-enterprise, including through the contribution of self-employment incentives established by the Government and the Regions in response to the economic crisis. To date, in fact, there are no points of reference structured locally, where to find information and be assisted to the ability to start their own businesses or micro-enterprise. This will be achieved through a synergistic action aimed at employment services authorized for the promotion, information, support and guidance on the use of microcredit and other modes of entry into the labor market, according to models of self-management of their activities, as instruments of active labor market policy, and the simultaneous establishment of contact points and community care can provide information but, more importantly, support and expert advice through ad hoc desks of public employment services (and private), the Chamber Network and the information desks for the job set up at Municipal level.

It is therefore not only to promote and raise awareness of microcredit locally but, also, to develop the programming capacity of regional administrations Ob. Convergence, with the involvement of the local level (municipalities, provinces, municipalities Unions, Associations of local authorities in planning and implementing effective policies to support micro-enterprise as a policy for employability. This support will of course be provided to workers of Roma and Sinti.

Again in reference to stabilization it is revealed as part of the regulatory package "Right to the future", the Youth Department has established a fund in 2011 totaling Euros 51,000,000.00 recognizes that young parents unemployed or precarious a skill transferable to employers who hire them to employ under a contract of indefinite duration, including part-time. The dowry transferred amounts to euro 5.000,00 for every intake up to a maximum of five assumptions for each individual employer⁶⁰. For the recognition of talent is necessary to subscribe to the "Database for the employment of young parents", created by INPS. It is possible to sign up by linking directly to the services section of the city's website www.inps.it INPS; the registration will be possible after the publication of special notice in the Official Gazette of the Italian Republic, from now on, can still request to INPS The personal identification number (PIN), by accessing the website or by calling the toll-INPS 803,164; PIN allows you to benefit from the Institute's main telecommunication services, including entry to this new database. To obtain the transfer of the dowry for them, employers who take on young people enrolled in the database will fill out the appropriate application on-line, using the form available on the web-site of the relevant social security Institute (www.inps.it).

Specific objective 2.3: "Developing individualized pathways to accompany the Roma women to the labor market, and to support the access of the Roma and Sinti people under the age of 35 to the

⁶⁰ The beneficiaries of the Fund must meet the following criteria: age under 35 years, parents of minor children legitimate, natural or adoptive, or foster child; busy with work relationship (not indefinitely) or with a cooperation contract and ongoing. Unemployed or enrolled in a public center for use later than the termination of an employment precarious. Employers can not use the talent available to the fund in the following cases: a) if the assumption is implementation of an obligation by law, by collective agreement, by an individual contract, b) if, in the preceding months, the employer has made redundancies for just cause or for reduction of staff, except for the case where the ¹ recruitment is aimed at the acquisition of skills different from those of the dismissed workers; c) if the employer has implemented layoffs or reductions in working hours, except in the case where the ¹ recruitment is aimed at the acquisition of skills different from those of workers suspended or reduction in hours; d) if the employee has been fired, in the six months preceding ¹ recruitment, the same or a related company, or substantially coincident with ownership. The employer may receive such benefits even if he has already received contributions and other relief may be provided by law.

system of opportunities and facilities provided for youth entrepreneurship and youth employment in general”

With specific regard to the promotion of youth employment, vocational placement and plans to stock-work, or access to legislation aimed at combating unemployment, such as contracts for rehabilitation, community work, the incentives for entrepreneurship of youth and women, it will be set up at the Ministry of Labour an ad hoc technical Table which will have, as the first task, the duty of promoting ways of communication with the Roma and Sinti communities and greater access of those communities on the opportunities posed by the implementation of Law No. 30/2003 (art. 1:14 p.m. D.Lgs. N. 276/2003), which provides for additional measures to encourage the public and private connection (agreements), especially with regard to training and employment of disadvantaged people and disabilities (e.g. through the placement in social cooperatives). It will also ensure every opportunity for development of other modes of access to employment, such as internships, scholarships for job training, all the enhancement of previous skills, in agriculture, in art and street performance, in activities of recovery and recycling materials.

Under this specific objective, as regards the access of Roma women in the labor market, will start a feasibility study to replicate in Italy one of the best European practices in the field of inclusion in the labor market of the Roma community: the project ACCEDER, already been successfully tested in recent years in Spain.

From 2012, the analysis tool and translation ACCEDER project will be promoted by the Department for Equal Opportunities of the Presidency of the Council of Ministers through funding from the Fund for Equal Opportunity.

From the collaboration of the Ministry of Labor and the Department for Equal Opportunities within the European network EUROMA to promote a wider use of structural funds for Roma inclusion, during 2012 the project will include a comparison between the Department itself, the Fundación Gitano and the Spanish Ministry of Labour and the activation of opportunities for comparison between referents of the labor policies of the Regions and the referents of the project ACCEDER, while in the course of 2013 it will be made an initial trial project on the regions of Lazio, Piedmont, Lombardy, Tuscany, to be extended to other regions of Italy in a second phase.

The Spanish project Acceder⁶¹, favors the job in a context of regular employment, and grows along 2 main lines:

- a) Custom routes and integrated access to the labor market (90 % of resources)
 - a. orientation , training and job placement , vocational training actions for pre - employment and training activities specifically designed for the Roma population;
 - b . investigations on linguistic and cultural mediators and mediation;

- b) promotion of proactive policies for the Roma (10 % of resources)
 - a. promoting strong partnership structures at local, regional and national level for the development of the best program combining the efforts and create synergies;
 - b . strengthening of public programs aimed at improving the social conditions of the Roma; studies, monitoring, production data;
 - c . development of awareness campaigns against prejudice;
 - d . technical assistance to government authorities and social organizations for the design of plans and measures.

Particular attention will be given to the inclusion in the implementation of the project work of the Roma and Sinti women, by accompanying individual pathways to the labor market.

In reference to the access of Roma and Sinti youth employment and the system of facilities provided for young entrepreneurs, is evidence that part of the package "Right to the future" was

⁶¹ http://www.euromanet.eu/newsroom/archive/learning_from_experience___acceder_study_visit.html.

established in 2011 at the Youth Department of the Presidency Council of Ministers on "Patrons Fund", which can access foundations and other private entities wishing to invest their own resources on professional development, work or business of deserving young people. The new "patrons", ie private facilities that may apply to the Fund, must be actually proven robustness, in terms of turnover in recent years. The Department of Youth to co-finance 40% of the expenditure that they devote to young patrons under 35, in the context of projects aimed at creating practical and immediate job opportunities, professional or business.

Specifically, projects must be of national importance, which is intended to be implemented in at least three regions, must respect the principle of equal opportunities between men and women and should be directed to:

- Promote the spirit and entrepreneurship among young people under the age of 35 years, promoting and supporting the birth or starting new businesses or developing and supporting existing companies, with particular regard to the sectors: eco-innovation and technological innovation, the recovery of traditional arts and crafts; of corporate social responsibility, the promotion of Italian and European;
- Support the development of talent, imagination, creativity and innovative capacity of young people in culture, music, cinema, theater, art, fashion and design for young people under the age of 35 years, including through the granting of awards or scholarships, or through the creation of learning experiences, including internships;
- Promote the development of technological innovation, in order to exploit the results of scientific research, encouraging the acquisition and / or the use of patents and / or technology transfer promoted by young people under the age of 35 years.

The aim of the "Patrons Fund" is to ensure that the talent of young people can develop into successful productive activities in the field of culture, art, business and research. Young actors, academics, artists, musicians, boys and girls with a good business idea, can all be examples of young people with strong potential. But these young people, valuable, they need someone who believes in them and supports them in their starting phase of the project. What you want to do with the Patrons Fund is to encourage individuals to invest in these young excellence, according to the historical model of the patrons, in fact, or the more modern "business angels".

As regards the mode of access to funds, not the young will relate directly to the Department of Youth, or the "Patrons Fund", but may participate in tenders organized by private structures⁶² and co-produced with the public.

From January 19, 2012, precisely in order to make possible the access, quality of final beneficiaries, including foreigners legally resident youth and young Roma and Sinti do not have Italian citizenship, the Department, upon request by the NFP has taken steps to make the appropriate additions to the Decree of the establishment of the Fund, providing for the application includes requests for funding previously submitted by private entities (so-called "patrons").

The Maecenas Fund has a budget of 40 million Euros, this means that will be mobilized, thanks to the Patrons, around 100 million on young talent and excellence. In this sense, the NFP is committed to monitoring the status of utilization of the Fund in order to assure, within the framework of projects promoted by the Foundation beneficiaries, constant access by young RSC to the expected benefits.

⁶² Private legal entities, besides being registered as office and/ or operating in Italy , must meet the following requirements at the date of application : a) not to spill some of the assumptions of inability to contract with the Public Administration ; b) not in liquidation , bankruptcy , arrangement , or have no current process for the declaration of such situations, c) have made over the past two years approved a total turnover of at least 8 million Euros, d) be properly constituted by least 5 years. Co-financing is granted by way of cost sharing, up to a maximum of 40 % of the total project cost , and in any case up to a maximum of 3 million Euros.

2.4.5. Health and social-related services

The implementation of the EC Communication n. 173/2011 is presented as a major challenge for the Italian health system. A national strategy for inclusion of Roma, Sinti and Caminanti can not be effective unless it takes into account all aspects and issues that impact adversely on access to health services by these population segments. The variability of the reference population, mainly due to mobility processes within and outside Europe and the multicultural health demand, assumes, in fact, especially in some areas of our country, size of absolute importance. Despite the difficulties encountered in tracing an epidemiological profile of the population RSC, the review of the literature shows that there is agreement around the world to consider this high risk population health: both the sedentary and nomadic communities living in poverty and degradation of living. Furthermore, the marked separation of Roma from the host societies is not only the result of prejudice and discrimination they face, but sometimes also of their attitude of self-exclusion: that prevents a real possibility of integration and strongly influences the use of health services. Many RSC, in fact, although complying with the rules on residence, not exercise their right to choose their own doctor.

To fight exclusion the EU framework for national strategies for Roma integration suggests to join forces at all levels (European, national and regional) and with all stakeholders, including civil society organizations RSC. This is a complementary framework to the EU laws and policies already exist in several sectors - non-discrimination, fundamental rights, free movement of persons and rights of children - and that sets targets for EU integration of RSC to be achieved at national, regional and local level. These ambitious goals can be achieved in our country only in the presence of a project that meets regularly to the health needs of this population, even taking the principals of public trails that take into account the peculiarities of high migrant populations and its weakest. At the same time the multicultural health demand now induces the need to take courses in public principals and practices adapted to the characteristics of users and the peculiarities and customs of its parts.

For the social protection of pregnancy and maternity and children irregular the National Health Service, pursuant to art. 35, paragraph 3, of Legislative Decree No. 286/98, expressly grants, principals in public and accredited ambulatory care and hospital emergency or essential, although continuing to illness and injury; also have extensive programs of preventive medicine to safeguard individual and collective health. In Italy, in particular, guaranteed: a) social protection during pregnancy and motherhood, to equal treatment with Italian citizens, under the laws of July 29, 1975, n. 405, and May 22, 1978, n. 194, and the decree of the Minister of Health March 6, 1995, published in the Official Gazette no. 87 of 13 April 1995, and, in point b) protecting the health of the child running to the Convention on the Rights of the Child of 20 November 1989, ratified and enforceable under the law May 27, 1991, n. 176. Health care is provided through the hospital emergency room or in the manner prescribed by the appropriate regional agreements, possibly in collaboration with voluntary organizations with experience, pursuant to art. 43, paragraph 8 of Presidential Decree 394/99.

The ban on reporting to the authority of public security, by the medical staff and administration, immigrants who do not comply with the rules on entry and residence who come to health facilities, already provided for in paragraph 5 of art. 35 of Legislative Decree 286/98 (TU) has not been repealed or amended by Act July 15, 2009, n. 94 and has, therefore, full force. It highlights, among other things, that the Law 94/2009 provides that access to health care under Article. 35 of the T.U. does not require the production of the documents relating to the stay.

Although a framework of protections very advanced, Roma and Sinti communities continue to experience difficulties or discrimination in their search for health, public health policies, in cooperation with the communities themselves, can be removed. As with all other citizens, for the Roma and Sinti living legally is no requirement to join the National Health Service, and to equal treatment and full equality of rights and duties, should be done to fully exercise that right. Also, for those who do not hold citizenship as immigrants, the law n. 40/1998 has made possible access to health services. The extra effort on the need for putting in place an effective health policy that can detect the health needs of the target population and the actual use of services. Contribute to prevent the use of services, the lack of knowledge of Italian language, the lack of understanding and / or compliance procedures for the operation of the

facilities and, in the case of pregnant women, the reluctance to conduct tests and inspections prescribed in the belief pregnancy as a natural event, does not require any control and monitoring.

RSC users generally turn to service in the acute phase of illness; therefore require urgent performance within tight deadlines that are difficult to reconcile with the time schedule in services. The drug therapies are often interrupted the disappearance of symptoms, in many situations the extended family is directly involved in the administration of care, creating friction with the medical staff. The encounter between the patient RSC and the National Health Service is mostly in the ER, which is used so totally improper for any health problem. The reasons for this are traced to the lack of health education and the difficulty in devising a system of care based on prevention and treatment of constancy.

The persistence of prejudices, misconceptions and barriers to communication increases the distance between the RSC and services. Health professionals often manifest difficulties in establishing a relationship of trust with users Rom for the lack of knowledge of different cultural interpretations of the concept of health, lack of which could generate an altered reading of the symptom and a consequent inefficient care.

In general, the results show the RSC a wealth of health more precarious than the immigrant population, is linked to low socio-cultural and the critical conditions in the camps. From the limited data available suggests that the RSC has a life expectancy and lower infant mortality rate greater than the reference populations; RSC children who are born underweight are more numerous than the other children and become ill with respiratory disease in greater numbers than their Italian peers, as well as incurring more often in cases of poisoning, burns and accidents at home. Results in increased abuse of alcohol and drugs, diseases or discomfort from degradation or "diseases of poverty", such as tuberculosis, scabies, lice, and some viral infections, fungal infections and venereal, which occur with greater frequency than the past. Among adults are frequent diseases of the digestive, respiratory and osteoarticular and connective apparatus settled. In some contexts are widely hypertension and metabolic diseases (largely attributed to lifestyle) and there are high risks for maternal and child health.

Many experiences of health education have brought good results and, above all, denied the injury of a "natural" idiosyncrasy on the part of the RSC for the culture of prevention. But the way to go to ensure equal access to the NHS is still fraught with obstacles.

However, with respect to access to social services⁶³ is the unanimous direction of the doctrine and jurisprudence that the performance of social services and caring nature, when viewed from the side of someone who benefits, perform basic individual inalienable rights of the person (social rights) is also widely shared principle that the provision of providences connected with the fundamental rights of the person admits no distinction between the subsidiaries being connected to the duty of social solidarity solemnly sanctioned by Art.2 of the Italian Constitution.

The nucleation of these principles has been permanently sealed by the **Constitutional Court** which, in the judgment of the constitutionality of certain laws regarding the provision of welfare economic benefits of nature has come, in a nutshell, the following reconstruction: there is a core of essential fundamental rights, among which also includes social rights, with respect to which there shall be no distinction between subsidiaries (cf. sent. 187/10)⁶⁴ outside of that group any difference or not based on ownership of civic status must be assisted by a "reasonable interaction" between the exclusion and the intended purpose of the standard (see n. 40/2011, 187/10, 285/09, 11/09, 306/08, 432/05).

The deviation from these principles is contrary to the fundamental principles of the Italian Constitution (and in particular Articles. 2, 3, 10 of the Constitution), for those covered by art. 14 of the Convention for the Protection of Human Rights and Fundamental Freedoms and Article. 1 of the

⁶³ As for the Roma and Sinti children as well as for foreign unaccompanied children or for those accompanied by adults without a residence permit (so lack of verifiable residence by birth), resigned from the CPA or from the Juvenile Criminal Institute (in Italian, IPM), the ownership of the intervention and social care costs should be taken, under L.328/2000 and circulars of other departments, the municipality where the arrest was made. If there is coincidence between the City and the City stipulated at which the child was staying, even if not determined by birth, Social Services should determine on a case by case basis, in the interest of the child, mode of cooperation for the realization of transfer After his resignation in order not to lose what had been done and allow the actual paths of social reintegration, including to reduce recidivism and enable the full exercise of citizenship, even by these guys, given that civil and human rights are equal to everyone and everyone must be guaranteed equal opportunity.

⁶⁴ The judgment No. 187, of May 26, 2010 declared the constitutional illegitimacy of Art. 8, paragraph 19 of the Law of 28 December 2000, n. 388 - Provisions for preparing the annual budget and multi-state - Finance Act 2001 in so far as it imposes the requirement of ownership of residence permits granted to foreigners legally residing in the State of the monthly disability referred to 'Art. Law 13 of March 30, 1971, n. 118.

Additional Protocol to the Convention, adopted in Paris on 20.3.1952, which the Italian State is obliged to comply under the provisions of art. 117, first paragraph of the Constitution.

In particular, the art. 10, paragraph 2 of the Constitution, makes access and enjoyment of social rights of foreigners to a reservoir of reinforced law requiring compliance with international rules and treaties. A time has done to the Consolidated Immigration (TUI) - which law enforcement of article 10 of the Constitution - which makes the overall system of services offered to citizens to a condition of relative stability of residence, for regularity and duration (residence card or residence permit not less than 1 year), at which there is, however, full equality between Italian citizens and foreigners (Art. 41 TUI). In the Basic Law, then, no different treatment is allowed in the provision and use of performance including economic welfare (including those provided for those who are suffering from Hansen's disease or tuberculosis, for the deaf, the blind civil, provided for disabled people and for the poor) between Italians and foreigners holding a residence permit or residence permit not less than 1 year.

From all the above, it follows the basic principle that **if in a particular social assistance benefit is required by state law or by other regional and state measures, regional or local access to it automatically, as well as citizens, including foreigners immigrants indicated in art. 41 T.U.I.**

As regards the specific situation of Roma and Sinti children about the problems of a medical nature, the Third Plan of Action and Action for the Protection of the Rights and Development of Children in childhood, prepared by the National Childhood and Adolescence, approved by the Council of Ministers, issued by Decree of the President of the Republic and published in the Official Gazette no. 106 of May 9, 2011, has identified a number of dimensions that represent priority lines of action on which has developed proposals for coordinated action. One of the four lines of action of the Plan deals with the promotion of integration of immigrants, in which were included foreign interventions concerning children and Roma children.

Among the actions of the Plan it can be noted in particular that relating to "protect the right to health in children and adolescents Roma, Sinti and Caminanti": The main objective is to ensure the protection of the right to health in populations RSC, and monitor and improve the health of children and adolescents residing in camps. They are then provided specific interventions aimed at promoting the right to health and availability of health care through information and awareness campaigns carried out in places of residence of Roma and Sinti, and systematic measurements on the health of children and adolescents Roma, Sinti and Caminanti, from population samples.

In particular, the following actions:

- Systematic measurements on the health of children and adolescents RSC from population samples
- The active offer some benefits, in particular immunization;
- The promotion of inclusion in the national health service, the choice of pediatrician and family doctor;
- The dissemination of information about local health services and healthy lifestyles through the production, at the national level, of information material designed specifically for the populations RSC;
- The promotion of specific information on motherhood and the use of drugs;
- The production of material for the training of health and social services.

Still referring to children RSC, but in relation to the objectives of taking in charge may also be noted that social protection of the rights of those at greater risk of social exclusion, particularly of minors involved in criminal proceedings, including immigrant children and children RSC

Among the actions for the implementation of this goal include:

- Activation of educational experiments in the presence of a tutor who plays accompanying educational, favors a path to empowerment and filters the impact of the social community of reference. Tutors identified in the field of social workers will benefit from a training and awareness activities on issues to manage.

- making system of the experimental model of tutoring at the end of the experimentation carried out for a limited number of children;
- emanations of guidelines for the implementation of design processes;
- inter-ministerial tenders to ensure equal opportunities to enter the world of work specifically through the establishment of labor exchanges;
- insert into LIVEAS⁶⁵ action to ensure the creation of guidance courses and accompanying socio-educational in favor of Roma and Sinti children involved in criminal proceedings in order to facilitate their reintegration into social and work;
- promotion, through meetings with the regions, provinces and municipalities of paths seminars / training for social workers involved

The Italian Health Ministry has already initiated several projects, operations research, which develop under the guidance of national health planning in order to favor an orientation of paths and health services that will improve the accessibility and usability of the same performance by the immigrant population. In 2006, by State Law n. 296/2006 was established the National Institute for Health Promotion of the Migrant populations and to combat the diseases of Poverty (NIHMP), which public body supervised by the Ministry of Health involved in the deal, within the National Health Service, the health challenges of the most vulnerable populations, including the Roma, through a cross-cultural and person-oriented approach. The strategic objective of the Institute is to contribute to the definition of national policies, together with the regions, the health care needs of vulnerable populations, including migrants.

Consequently, the analysis of context, the objectives that the Strategy seeks to promote are the following:

Specific objective 3.1: "Promoting the analysis and how to have access to quality health and social services for Roma and Sinti, with a specific focus on women, children, adolescents, the elderly and disabled"

The population RSC meets many obstacles to economic, cultural, linguistic, geographical and legal in access to basic health care and preventive medicine. The resulting vulnerability of the population RSC, compared with the right to enjoy better health, is often exacerbated by lack of knowledge of the mode of transmission of infectious diseases and the possibility of their care. These limiting factors weigh overwhelmingly in particular those most vulnerable within these communities, such as women and children.

At the European level, have recently been widely discussed problems related to access to health facilities and address issues related to vaccine preventable. The vaccinations, public health tools simple and effective, may help to define the sensitive indicators for the assessment of access to preventive health services in general.

The RSC populations are difficult to reach by prevention programs, with a consequent high risk, inter alia, of micro-outbreaks capable of extending to the rest of the population RSC and that the outside of the camps. The low use of preventive services among these populations in Europe, and, therefore, also in Italy, has in fact contributed to the occurrence in recent times a large number of outbreaks, especially measles, which affected RSC communities in Bulgaria, Romania and other European countries, including Italy, Greece and Poland.

The main cause of the spread of infectious outbreaks in so-called "Camps" was both the low immunization coverage, both the concentration of susceptible individuals in this specific segment of the population. This problem is not, in fact, only relative to measles, but also addresses other vaccine-preventable infections, for which the EU member states have set clear targets for elimination (polio, diphtheria, hepatitis B, rubella) or a significant reduction (tetanus, pertussis, Haemophilus type B).

⁶⁵ Standing for, "the essential levels of social assistance".

In addition, levels of immunization coverage between the RSC are significantly lower in Europe than in the general population. In Italy, the only national data, dating back to 1997, indicate a 26% immunization coverage in the RSC population compared with 95% of the population, more recent data, relative to a sample of the Roma and Sinti to Rome, submit a cover vaccination of 23%, at least for the beginning of vaccination cycles and reliable estimates indicate a range between 25 and 35%. Considering these data as a rough guide, the general picture is not very comforting.

With regard to vaccine strategies to be adopted, is to underline the high percentage of children in the population present in Italy RSC (60% corresponding to 84,000 individuals of 140,000). Of these, 30% are aged between 0 and 5 years, 47% between 6 and 14 years and 23% between 15 and 18 years. Another element is the presence among the 84,000 cited by about 15,000 individuals from the former Yugoslavia, in many cases without citizenship and health coverage, which in fact are "invisible" to the NHS. In addition, those who voluntarily turn in the NHS or are intercepted by the public health facilities, often have no official documentation stating the vaccinations performed on the Italian territory.

Among the national projects that work to improve accessibility of services and receipt of benefits from the immigrant population, is reported by way of example some previous experience and current offering tangible results for the analysis and how to access services and will be further developed in line with the strategy, which the project: "Migration: host systems to the immigrant population of health services and verification of the right to health of these populations," CCM-2006-Project started since from 2008 - Ministry of Health - National Institute of Health⁶⁶ for the execution of which has been developed a direct involvement of the Departments of Health and Social Policy of the individual Regions and Autonomous Provinces⁶⁷.

The project CCM 2006, Ministry of Health - Region Marche - Marche Region Coordination: "Health promotion among immigrant workers in Italy" has also proposed a methodology and set of indicators for the analysis of major health problems of immigrants to those at national or regional level are involved in building the profile of health and planning health services for immigrant populations⁶⁸.

The results obtained⁶⁹ allows to state that today is available with an operational tool that makes it possible to build, in a homogeneous (and therefore comparable) in the different realities, a health profile of immigrants in Italy both in terms of demand that in terms of Response to the Regional Health Systems to provide this application and the method of calculation.

As part of the project that produced a set of indicators for the construction of the health profile of the immigrant, "The health of the immigrant population analysis methodology", was established in 2008, the Interregional Migrants operating table at the Interregional Coordination in Health of the State-Regions Conference.

The table⁷⁰ is an opportunity for discussion and collaboration between the regions and PA and consultation between them and the Ministry of Health on health issues of immigrants and health care in order to make uniform throughout the country access to health and health care on the part of the immigrant population.

Particularly significant is also the Project: "The health of immigrants: the monitoring of the Regional Health Systems⁷¹".

There are 10 active units: Istat, Inail Marche Region (Epidemiological Observatory Inequalities), Piedmont (Epidemiology Service ASL TO3), Emilia Romagna (Emilia Romagna Regional Health

⁶⁶ The project was completed in July 2010: Funds allocated €480,000.00. The Working Group, organized into six operating units and two Sub-Unit was set up by: Department of Infectious, Parasitic and Immuno-mediated (ISS), Rome, National Center for Epidemiology, Surveillance and Health Promotion (ISS), Rome; Sant' Andrea Hospital in Rome, La Sapienza University - Department of Public Health Sciences, Rome; Labos Foundation, Rome Area Health Caritas of Rome.

⁶⁷ The purpose of the project was to provide tools and keys to guide and support policies and measures to promote and protect the health of individuals, families and communities abroad. Among the objectives: to describe the health status of the immigrant population and specific target, providing an overview of national legislation and regional policies, and identify best practice care with particular attention to the usability of health services, finally, evaluate the training of activated issues related to the health of the immigrant population

⁶⁸ The indicators that are proposed have been calculated using information sources that are available to all regions. They were tested in six provinces and two regions (Piedmont, Liguria, Emilia-Romagna, Marche, Lazio, Puglia, the province of Reggio Emilia and Cesena) and nationally (ISTAT, INAIL Age.Na.S.) in confirming thus, the feasibility.

⁶⁹ The project was completed on 31.12.2009, and the funds amounted to €200,000.00.

⁷⁰ All the Regions and the Autonomous Provinces participated in the table, with the contribution by the SIMM (Italian Society of Medicine of Migration) and INPM (National Institute for Health Promotion of the Migrant populations and the fight against poverty-related diseases).

⁷¹ CCM Project 2009 - Start Date March 2010 Ministry of Health Agreement - Agenas - Coordination Agenas - funds: €580,000.00.

Agency Social, Lazio (Lazio Laziosanità Asp), Region Puglia (Observatory Regional epidemiological) AUSL Reggio Emilia (Epidemiology Unit), AUSL Cesena (UO epidemiology and Communication), Calabria Region (Department of Health Policy and Health Protection).

The project goal is to know the health needs of the immigrant population, through an institutional and systematic monitoring by the SSR and the NHS as a whole in order to identify priorities for action. Among the specific objectives: to carry out the institutional function of systematic reading of the health profile of the immigrant population; build a national monitoring system from the final report "The health of the immigrant population analysis methodology" of the project already completed, to extend all regions of the methodology of analysis has already been tried, to build a profile of health at national level (adequate training is planned for the regions to new membership); make a macroeconomic evaluation of health care to immigrants, but achieving a comparison with other European countries and cooperation with European institutions, build a model for the supervision and control of infectious diseases (Centers Immigration Calabria region - Crotona and Lamezia Terme).

In addition, planning CCM 2011, the Ministry has funded a two-year project entitled "A model for the integration of disadvantaged socio-health"⁷² aimed to the integration of local health services for the benefit of vulnerable populations, including Roma and Sinti, coordinated by the Emilia Romagna and implemented in the first line, by INMP, along with other 4 regions. It will be possible to structure a model of care between regional operational units to high complexity, including the seat NIHMP of Rome, and the operational realities of public health who insist on the territories of the regions involved in the project, using collaborative tools based primarily on telematics. This will also provide an opportunity to map out all the actions undertaken in the database system, ensuring quality standards and reporting about the organizational models adopted.

Taking into account the health needs detected, and the work completed or in place, it seems important to increase significantly the proportion of children not yet reached by a vaccination program or who have not yet completed the start.

To do so, will be activated in 2012, in collaboration with the Regions, a vaccination campaign carried directly into the "fields" RSC, to supplement or start cycles required and recommended immunization.

It will be used the personal health and social force already in the ASL for jurisdiction, together with linguistic-cultural Roma and Sinti, to find themselves in the Camps through the involvement of representatives of the Community Associations of RSC, to form beforehand. It should be represented, for the purposes of that action for public health, the importance of preventive vaccination national establishment of a register accessible on-line, able to acquire, according to national standards for the security of sensitive data, the vaccination data entered directly by the operators of the ASL and to make them, in turn, available to other health professionals allowed, at the time of recall or the completion of the immunization schedule, taking into account the inter-regional mobility of interest, in particular, these populations. Finally, this register would be useful in restoring analysis aggregated and disaggregated geo-referenced relative to the expected completion of the cycles, from a knowledge tool for public health policies.

The expected results from the performance of such a program are:

- Significant increase in the current vaccination coverage for diseases for which there is an obligation of vaccination, with a passage from the values estimated average of 30% to at least 50%;
- Reduced incidence of vaccine-preventable diseases (including measles, mumps and rubella) and post-infectious complications;

⁷² The project was financed with 400.000,00 Euros and will be concluded by December 2013.

- Availability of vaccination cards online, as well as data and official statistics at national level aimed at the management and monitoring of vaccination programs by local health authorities and regions.

Specific objective 3.2: "Promoting access to preventive health services, with specific regard to reproductive health and maternal-child health"

For several years there has been a European level are recorded as still phenomena of discrimination in healthcare which is faced by women and their communities RSC and its impact on health, as well as a reduced women's access to medical care. Among the causes of reduced access to health care will identify a number of socio-cultural and psychological, as the demand for health care only in cases of acute illness, lack of understanding of the importance of screening and prevention of chronic diseases; fear of social stigma attached to violations of ingrained traditions and cultural codes, the lack of attention to their needs for health care benefits for the family and household, domestic violence.

Regarding family planning, the critical concern: the lack of health checks during pregnancy and postpartum, the low use of contraception and the high prevalence of voluntary interruptions of pregnancy (IVG).

European studies have shown a higher prevalence of abortions (2.41 abortions per woman RSC) compared to the resident population, high prevalence of pregnancies in young women still under age and a high rate of premature infants and infants with low birth weight. RSC population studies indicate a much higher percentage of abortions among young Roma women still minor compared to non-Roma, with very little use of contraceptive methods and a high number of underage pregnancies that regard, there is also an increased incidence of low birth weight among RSC infants compared with infants of mothers residing. The mortality in the first year of life is higher in infants than mothers of mother RSC's resident population.

The CCM project 2007 "The health and safety of the newborn a useful guide for immigrant families"⁷³, now completed, has seen as partners of the Ministry of Health Association of Immigrant Women ONG Candelaria, and provided for the writing, publication and distribution in the maternity of a pamphlet, "boys and girls of the world", in 10 different languages, the most widely spoken by migrant communities in Italy. This leaflet provides a useful guide to the care of the newborn in the first year of life and provides useful information on services for child health.

In 2010, the Ministry of Health/CCM has promoted and funded the project "Prevention of abortions in foreign women"⁷⁴. [4] The project, coordinated by the Region of Tuscany, joined the 10 regions and sets specific objectives: the training of community health intercultural approaches aimed at the protection of sexual health and reproductive services organizations to increase access and involvement in the prevention of abortions the promotion of widespread and extensive information for the immigrant population by involvement of community of immigrant women.

Other two-year project CCM 2010 regarding the issue of access to health care for immigrants and in particular the area most at risk of exclusion, the mother and child is the project "Lines of cross-cultural intervention in primary care and maternal and child"⁷⁵. The project includes two types of interventions, the first concerns the exchange of some good practices - Lines of business already operating in the partner companies that can be re-proposed in the territories of ASL involved in the project. The second is a series of interventions aimed at increasing the competence of operators and mediators involved, promoting the integration between primary care, community services and hospitals, to enable services and actions that facilitate access to local health services, in the area of primary care and maternal and child as well as to familiarize immigrants already structured care pathways.

For this particular objective, which corresponds to the needs expressed about reproductive health and maternal and child health, it implies that the expected benefits will impact not only on the specific projects in place in this particular area, but also on those relating to campaigns on child immunization and

⁷³ The allocated funds amount to €150,000.00.

⁷⁴ The project will conclude in December 2012. Il budget is €500,000.00.

⁷⁵ It is envisaged the following budget: €650,000,00

promotion of linguistic and cultural mediation in favor of the RSC women. In particular, increasing the participation of mothers in child immunization project, on the one hand, strengthens the success of the vaccination campaign itself, and on the other, favors the correct information, as culturally mediated, the health checks during pregnancy and family planning and the prevention of sexually-transmitted diseases.

Specific objective 3.3: "Involving trained Roma and Sinti people in social services and medical care programs, such as, for instance, cultural mediators"

Among the populations that present peculiar problems in the sanitary and epidemiological aspects are certainly included those of the RSC.

Despite the difficulties encountered in tracing an epidemiological profile of the population RSC, the review of the literature shows that there is agreement around the world consider this high risk population health.

Both the resident and the resident communities living in poverty and degradation of living. Furthermore, the marked separation of the RSC from the host society, not only the result of prejudice and discrimination they face, but sometimes their attitude of self-exclusion, preventing a real possibility of inclusion / integration and strongly influences the use of services social and health; many of whom, despite being in compliance with the rules on residence, not making the choice of doctor.

The effectiveness of the insertion of cross-cultural mediators in social and health projects aimed at vulnerable populations, especially ethnic minorities is well documented in the literature. The presence of these professionals has increased awareness of the importance of prevention with respect to certain infectious diseases (particularly HIV and HBV). The mediators also play an important role in reducing socio-cultural and language barriers that impede access to the RSC primary and secondary prevention programs and allow for enhanced detection of the needs of this population. Their contribution (especially if they are recognized as leading figures in the community) can play a decisive role, both in view of low levels of schooling and education, is the difficulty of these populations to be reached by the usual means of communication.

One of the most established of coordinated intervention of health in communities RSC has in the province of Rome.

Since 2001, the initiative of the Area Health Caritas of Rome, has formed a working group on the health of the Roma, Sinti and Caminanti within a consolidated group of health workers in the public and private social services, called GrIS (Group Health and Immigration), referring to the Italian Society of Medicine of Migration.

Gris - "Gypsy Area" is specifically dedicated to studying and deepening of socio-health of the populations concerned and is designed to meet the need to identify new strategies of Public Health, focused on an integrated approach to socio and health, and on the synergy between the public and the private sector.

In April 2008, the Ministry of Health has established and funded through an agreement with Caritas, the project-access health services and health education of the populations RSC: testing a model of intervention through the creation and distribution of a specific brochure - concluded in 2010. The project has been inspired by the Country Health Without Exclusion, conducted by GrIS Lazio at the end of 2006 on the accessibility of health services and health education in favor of the RSC community in Rome. Following what has been published a report, then presented during the conference "Health Without Exclusion" of April 22, 2008, attended by institutional representatives and operators, committed long in health and social work with the Roma community

The Project of the Ministry of Health, divided into several phases, related to the specific objectives set, is based on an overall objective: "To experience a methodology of intervention, replicable in any Italian, which allows to bring the institution to the public health community RSC through the empowerment of community health workers in guiding the appropriate use of community health services, and actively offer health education".

The overall objective is divided into four specific objectives:

- Select 3:00 to 6:00 local realities, depending on the involvement of local health institutions and private social bodies and the representativeness of the presence of RSC on the Italian territory (north-south-center, large-medium-sized cities);
- create a brochure with a map of usability adapted to local context and content of health education;
- distribute the brochure in selected areas of the RSC community, with active offer of medical services and health education;
- verify the effectiveness of the intervention and propose methodological guidelines to be replicated nationally.

The identification and selection of the realities involved in the project to meet specific benchmarks: representativeness of the presence of RSC in the area, their location on the Italian territory, city size, interest and availability of health care institutions and private social bodies. Were therefore identified the realities with their bodies:

- Palermo - Palermo ASL, already active with the community of La Favorita field. Here, during the course of work on the project, along with the ASL, have worked closely with the distribution phase of the material operators of Missionary Students League, La Favorita engaged in projects in the field of education;
- Messina - Chrysalis Association (ASL in touch with the local Caritas and Messina), who has operated a field of Slavic and Roma Community of Sant'Egidio, which operates at a field of Romanian Roma;
- Florence - Florence Asl, who for years worked in the field Poderaccio and collaborates with the Cat Cooperative, Physicians for Human Rights, in collaboration with the Department of Public Health, University of Florence and the Society of Health, provides health care in most parts of the city;
- Trento - Kaleidoscope cooperative, committed to the Sinti residing in the territory, which found most useful focus on health, since community members are members of the NHS and well known as it relates to public health services;
- Milan - Naga, who time provides health assistance and guidance in 2/3 Camps has contributed to the first phase of the project, the operational part of the meeting with the Roma population and the distribution of leaflets was then entrusted to the Community of Sant'Egidio working in the Camp of Vaiano Valley Road;
- Rome - Rome B ASL, with a mobile unit of the way with doctors and nurses who every day come from the settlements in the territory and Cooperative Hermes, who runs a one-stop community health within the range of Exhibition Road. The involvement of the city of Rome was founded by the availability of material that has provided an opportunity to consolidate the work done in the area in previous years.

Once identified by the realities involved it was necessary to adapt the mode of action and operational tools to the particularities of context, given the diversity of the communities related to the peculiarities of the RSC, where geography, population density, level of integration with the SSN. He then came to the realization of two different booklets:

- Basic brochure "Choose Health" which retains the essential structure (content related to cardiovascular diseases, child health according to the project "six plus one, use the three languages Italian / Romanian / serbo-croatian, the most widely spoken by the communities concerned), has been revised according to the directions provided by each group planning;
- The new brochure "The Story of Maria and Ioan", proposed by Medu, which looks like a picture book tells the story of a young couple from marriage to first birth, in order to convey simple messages for health education and prevention. Of this brochure have been produced two versions, one in Italian and a Romanian.

Another key project is the orientation of health services and to this end has been developed a mapping of community health services, "accessibility map", which specifies the primary care health facilities available in the area around the settlements, the referrers, The days and hours of services, and how access to services, routes, and bus to reach the facilities. In addition, two different posters were produced, one for each booklet of health education, which include booklets in the extended version, to be hung in the health centers. In order to promote conservation of documents and papers related to health were also distributed collars with a plastic badge holder.

The third phase of the Project, operational, provided the meeting with the communities RSC and distribution of information materials prepared; here, every team has divided the intervention adapted to the specific context and the relationship with the community and has recorded the intervention of case report forms (socio-demographic and health), common to all operators of the project. It has also produced a video in order to gather the perceptions people had of the RSC and a cd-rom "Health without exception - Documentation", full of content related to historical, cultural and health. The last phase of the project has created a sharing of experiences in order to examine the problems that emerged in each different realities and strategies used, which have been effective, and therefore eligible as courses of action, potentially viable at the national level.⁷⁶

As for this specific purpose, from 2012, will be made specific training courses for personnel of linguistic and cultural mediation on vaccinations and general aspects of preventive medicine. The training courses will be based on the method of peer education, in order to reduce language and cultural barriers and remove the potential stigma and fear of discrimination. The selection criteria allowed the formation of the RSC will take account of the following criteria: age over 18 years, minimum level of integration / inclusion in the Italian territory (defined as the minimum level of education equivalent to high school degree and less contact with organizations and agencies public in the area where the camp is located RSC), a good level of recognition within the Roma communities, personal motivation to participate in the project.

It further states that the activities therein will be held in synergy with the action already scheduled for mediation.

Based on experiments and projects undertaken and those underway, is expected within the thematic national table "Health" and in synergistic and constant coordination with the regional tables set up, by 2013 to make a preliminary feasibility study and promote experimentation in local plans for inclusion of RSC people, with particular but not exclusive regard to:

- dissemination and adaptation of the pilot project "Health without exclusion;
- application for Romanians and Bulgarians code ENI;
- enrollment of children of persons illegally present on national territory in the lists of pediatricians, regardless of their legal conditions;
- activation and the formation of ad hoc task forces and mobile units under the guidance and access to health present and locally available (clinics, hospitals) responsible for: prepare and disseminate information materials on specific topics such as sexually transmitted diseases, contraception, child immunization, TB, cardiovascular risk factors (smoking, alcohol, diet, physical activity); organize sensitization meetings / information about available public services (clinics, hospitals), their location, facilities, administrative procedures for ' access, taking care of its periodic and mapping;
- development of standardized procedures and formats for collecting information on socio-sanitary conditions of the citizens RSC in a structured and organized, smoking, alcohol, nutrition,

⁷⁶ The analysis of data collected through the survey sheets of the 6 teams refers to the four realities recorded in Messina, Palermo, Florence and Milan, with respect to demographic characteristics, the legal position and health coverage. The analysis of the results is significant for the observed heterogeneity of specific contexts that showed the impossibility of creating a single operating tool, valid throughout the national territory, which is recognized by all Roma and Sinti communities in Italy. Wherever it is useful instead found a map of local services, which provides more usable and practical.

immunization status of children, maternal and child health (pregnancy tests, abortions), contraception, involving people concerned about the purposes and methods of data collection, involving directly RSC for the detection of the need for information and detection of areas of critical issues relating to health.

2.4.6. Housing solution and access to housing

The homelessness and housing problems are perhaps the most extreme examples of poverty and social exclusion in society. Although access to affordable housing is a need and a fundamental right and the guarantee of this right is still a challenge in Italy. The search for appropriate and integrated responses to counter and reduce the chronic shortage of affordable housing persons in a state of extreme social unrest, is therefore a crucial issue in the definition of the national strategy of inclusion of Roma, Sinti and Caminanti.

It is acquired as the administrative solution of the Gypsy camps since decades proves the reference model of housing policies for the RSC in Italy and this residential form, which required a "nomadic population and transient parking services", will soon no longer be able to meet the needs of people and communities become sedentary, in that only 3% of cases still show some ability to wander.

The administrative policy of the "camps" has fueled the housing problems in the years to become of consequence, itself due to the assumption and spatial marginalization and social exclusion for those who suffered and suffer a similar housing arrangements.

The main associations and federations Roma and Sinti, as the majority of associations working for their inclusion, asking for years for a reduction of the "system of camps" in the usual and customary meaning of large, heterogeneous and changing settlement of people, often without any kinship and affinity, forcibly compelled to live in areas at the margins of urban centers, in terms of social degradation. These areas are sometimes equipped and regular, but also very irregular and often without any minimum standards of basic services. It is estimated that in Italy there are about 40,000 people living in camps, the majority of these located in the cities of Turin, Genoa, Milan, Brescia, Pavia, Padua, Bologna, Reggio Emilia, Rome, Naples, Bari and Foggia

Fate in perspective with the goal of emergency and temporarily accommodate people in transit, housing facilities in the camps are unable to respond to the needs of families who have always lived in a permanent and easily become sites of degradation, violence and abuse, and in many cases the actions of municipal governments for the preparation of "camps" and the social support of families living there, were found to be discontinuous, sectoral-emergency, or unsustainable in the long run.

At the same time, local governments in recent years have experienced positive processes of integration of people living RSC, emphasizing how the local dimension that makes concrete the processes of integration, since it is the municipalities that are activated through the main steps in this sector. The experiences of the territories so demonstrate the need for a national policy that is built on the basis of integrated local strategies and be responsive to the specific needs of the territories, a policy and therefore not appropriate to the various emergency conditions RSC.

In particular, is an increasingly recognized by local authorities themselves to exceed the Roma camps, as a condition of physical isolation, which reduces the chances of social inclusion and economic communities RSC. The liberation from the camp as a place of relational and physical degradation of families and people of RSC and their relocation to decent housing is possible, even if successful experiences are now in Italy, a fact not systematic and difficult to implement in because of the complexity of the actions necessary to facilitate the transition and manage the change of custom home for the interested. In this direction it is necessary to develop, starting from the awareness of the excessive use of evictions occurred in the past and its substantial inadequacy, start a new phase marked by the regional consultation, which is a program of actions involving local actors and institutional, ensuring the connection between the local planning proposals and policies, while respecting the fundamental rights and dignity of persons involved in the process of social integration, experiences of success show in fact that in most cases, you can exit from the field Thanks to a strong cooperation between levels of government (local, regional and national) and among these, the associations representing the RSC

Community and third sector organizations. In this regard it should be remembered as the sustainability of the policies of integration depends on the individual area of the opportunities offered by other municipalities: Activation of good services triggers a "call effect" that polarizes the presence in a given territory, eventually make these services are no longer sustainable. This is another contradictory element attributable to the intervention is not inserted in a local context of national planning.

But not only the provision of services which has a booster effect, the large metropolitan areas, such as Rome, Milan, Turin, Naples live a difficult situation due to the presence of a high number of Roma and Sinti communities alongside other fragile situations This makes the territories, as places of high social disadvantage; and the responses of institutions, only if they are emergency in nature, have no effect on either short or long period, resulting not only ineffective, costly in economic terms and damaging to the cohesion social country. The creation and implementation of a national strategy must therefore take into account the peculiarities of the situation in big cities live, bring specific guidance, practical and feasible to provide dedicated resources to solve problems over the years are "layered" on territories of metropolitan cities. For example, you could go to the decongestion of the areas with the greatest concentration of admissions through the settlement, agreed and shared with other areas of the Roma and Sinti families, providing the essential active involvement of the same, through the implementation of projects for inclusion Social sustainable in the long run by the host municipalities.

The key-element for shared housing solutions arises from the consideration that there can be no real inclusion residential dwelling if the condition is not contemplated in its social dimension. It is necessary to include the transition from the camp to the house (or to the community or the so-called micro-areas) within a complex pathway that does not end when the building or structure or the granting of the equipped, but that provides an integrated course. The themes of work, education, the interrelationship with community residents, are all essential and must be kept in constant consideration when interventions are made to accompany the exit from the camps⁷⁷.

It is essential that the actions activities in the territory are integrated with each other, since the success of one depends on the proper functioning of the other: the success of actions in the schooling of children, for example, is influenced by interventions designed to support training and starting to work parents, the realization of which in turn is determined by their administrative regularization, and so on, in a virtuous cycle of social integration on the territory.

Over the years numerous attempts to overcome the logic of the camps were activated in various parts of Italy, following diversified experiences and proposals for the home, according to the needs of the ultimate beneficiaries of their own cultural and family and the opportunities offered by the territories also because of their geography, history, socio-economic.

This demonstrated that there are different solutions and can actually coexist, and multiple complementary to the housing issue of RSC populations, is able to match the characteristics of those who want to include that specific territory of residence, but in the opinion of the PCN must always be based on the principle of fair and dislocation of the prevention of any spatial segregation and urban planning. From this variety of policies, administrative tools and territorial trials, even the ANCI, the national association that represents Italian municipalities, has suggested to promote the progressive and systematic out of the camps, according to the principles of:

- Connection between homelessness and social exclusion;
- Dissemination camps "nomads" as anachronistic and emergency response. Need to overcome the model "camps" to combat isolation and promote social inter-paths, while respecting the customs houses of the Roma, Sinti and Caminanti;
- Enhancement of the experiences of Commons;
- Insurance for the direct participation of the beneficiaries of the interventions from the outset, using mediators and professionalism of the world RSC.
- Consideration of the broader spectrum of housing options to facilitate the exit from the camps

⁷⁷ See *Policies for the urban integration and marginalization: the case of Roma and Sinti people n Italy*, ANCI Cittalia Foundation research, on behalf of ANCI, March 2011.

In this transitional path, for the municipalities will be possible to evaluate a wide spectrum of housing options, such as:

- social housing dwellings in ordinary public
- support the purchase of ordinary private dwellings
- support for the rent of ordinary private dwellings
- self-building accompanied by social inclusion projects
- Rent of houses / farms of disused publicly owned
- staging areas for groups traveling
- regularization caravans presence in agricultural areas owned by RSC

The interventions will be based according to a logic of flexibility and customization of the shares, with accompanying trails housing based on integrated strategies: by exploiting the tools of social integration and the adoption of an integrated approach that considers the different aspects of individual placement (employment, education, housing).

The options shown here should not necessarily be found within the boundaries of big cities but also in the municipalities of the so-called "belt" or hinterland, with a view to agreement, collaboration and sharing.

Also if for some groups RSC homes public housing or rental by private individuals can be easily negotiated an option (provided that such actions are accompanied by attempts at mediation, supports autonomy, access to credit), for others it may be more appropriate to identify areas equipped according to residential property for rent or for small family groups also made with the 'self-construction. For example, in Tuscany L.R. Tuscany Region 2/2000 "Measures for the Roma and Sinti peoples" provides various alternative solutions and overcome the "Gypsy camp":

- a) areas for the residence with the requirements specified in Articles. 3 and 4,
- b) to recovery of public buildings and private housing provided by art. 5;
- c) the use of social housing as provided for by Act March 6, 1998, n. 40 "Immigration Rules and the status of aliens";
- d) support for the retrofit and / or maintenance of residential structures independently obtained or made by Roma and Sinti;
- e) the creation of service areas to work activities of an artisan.

The type of "area for the residence", which provides a specific target urban and residential quality standards has enabled the implementation of several "villages" of different types to small and medium sized groups of Roma from the camps.

Regarding the aforementioned Regional experience is noted also that:

- Until 1995, the Tuscany Region operates an observatory on social and housing conditions of Roma and Sinti
- From July 2011, the Tuscany Region has established the Control room to support and coordinate local actions aimed at the most critical situations.

In this regard, according to specific requests from the Federation argued Roma and Sinti together, over the apartment, there are Roma and Sinti Italian families who aspire to two alternative housing: the private land and Micro-area.

The private land allows RSC to live with their extended family, neighbors and choosing their neighbors. In Lombardy, the families who have purchased private land on which to settle, so far have chosen agricultural land, the costs of which are more accessible, but the recent legislation that establishes an urban context as well caravans and mobile home properties in effect, require consequence of the building permit and must therefore be set exclusively on building sites.

The micro-area is an alternative to private land. In single-family houses were built Microarea settle on which no more than five / six families. This intermediate solution allows the elimination of situations of extreme degradation of the camps, providing more spacious and livable habitats and eliminating the problems of forced cohabitation, and to promote the maintenance and transmission of values and identity of individual communities.

The experiences of the territories by municipalities expressed the need to bring out a national policy that is built based on local strategies based on the plurality of solutions, and that meets the specific needs of the territories. In general, the main conditions for strengthening the effectiveness of these interventions are the following:

- passing nature of the approach of "emergency", mainly focused on safety aspects, which featured until November 2011, the global framework of action in favor of a medium-long run that makes use of integrated policies and strategies which fall mainly in the welfare area and making use of tools of social inclusion;
- the reaffirmation of the centrality of the individual and the consideration of the specificity and uniqueness of different situations which may lead to interventions of various types (flexible approach);
- the opportunity to devote some resources with a focus on the area, particularly through more effective management of structural funds;
- activation of a constant monitoring, both locally and nationally, to assess the ongoing effectiveness of ongoing actions.

If one considers the diversity of world Roma and the plurality of paths and projects that occur within it, we must stress that any formula is in principle applicable, as none is generalizable. There is no type of intervention that can be excluded a priori from the range of solutions: ordinary dwellings, social housing, micro-sites, including the residence, recovery of assets disposed of, and self-building with appropriate technology, support and retrofit of situations independently made.

None of these formulas ensures, in itself, a mode of insertion member-housing more valid than others. The "models" and "best practices" work, based on empirical experience, only in the presence of sharing and dialogue with each different reality.

Consequently, the analysis of context, the objectives that the Strategy seeks to promote are the following:

Specific objective 4.1: "Promoting integrated policies for inter-institutional cooperation in the field of housing supply for the RSC people"

To pursue the objective, we believe it is useful to start by the numerous programs tested by local governments, which may provide useful examples of local government. Please note on that:

- The City of Bologna, Intercultural Integration through the Service, has facilitated the creation of pathways accompanying the social integration of Roma families in Romania hosted the first emergency facilities. The City has taken action in finding resources in housing and in entrustment management service accompaniment to housing. In particular, the City acted as mediating social and economic advantage, the latter achieved through the leasing of property, then sublocarli to 50% of the rent to the beneficiaries leaving the reception centers. The tour ended with the inclusion in the apartment of a total of 44 families, totaling 198 people.
- Through the method of self-construction, the city of Padua has supported the development of 11 apartments, in which 32 people currently reside, transferred there from the gypsy camp. In constructing the apartments have been involved 8 Sinti, who have followed to this end a training course. Households residents have signed a contract of lease with a fee calculated on the basis of income, after deducting certain annual rent to those who worked in the shipyard.

- The Project "Abit-actions" of the City of Turin in 2008 was funded by the Ministry of Labour, Health and Social Solidarity and led, in the year 2009-2010, the inclusion of 50 families RSC source in the free housing market. 21 of these nuclei have been identified among those dwelling in spontaneous sites and were supported with contributions from financial support to climb for the payment of rents. The project was conducted by the City with the participation of several partners (cooperatives and associations) and the Agency LO.CA.RE. town and ended in September 2010;
- The city of Messina in December 2010 thanks to an invitation of the Ministry of Labour and Social Policy has made a project that has allowed the city to reclaim an area previously occupied by the Gypsy camp, which was in serious condition, sanitary, and return it to city, moving Roma families who lived in a number of buildings owned by the City distributed throughout the city. This allowed us to avoid the ghettoisation of the Roma community, facilitate the integration with the citizens of Messina and give everyone an area of the city first degraded and inaccessible;
- The project, made by the Municipality of Settimo Torinese, represents the first experience of AutoRemounter / DIY RSC addressed to the community in the Piedmont Region. Started in 2008 and inaugurated in 2009, the project provided for the entry into the residential structure of 675 square meters of some Roma families who have directly contributed to its construction. The project provides a type of temporary accommodation: households received will remain up to stabilize their economic situation, then once able to do themselves to a permanent housing solution giving way to other families to follow the same path. Through an accompanying families - which must follow the rules and a code of conduct during their stay at the nut - are helped in a gradual process of social inclusion which includes entry to school for children, job placement through training, internships and scholarships for working adults, until the economic emancipation.
- To facilitate the include paths and accompanying social integration, the Municipality of Genoa has started an escort service member education. This service follows the phase of the allocation of housing and tends to continue for a period necessary to ensure the effective integration of the core within the new context. The escort service is pursuing strategic goals of intervention, such as: facilitating processes of autonomy, facilitate the connection with the networks and the realities in the area, facilitate the inclusion of school children, accompanied the paths of education, support the training of adults.
- Through the project "Equal Rom" of the City of Turin, in collaboration with the employment centers of the Province, the Municipality has provided support services for the regularization, cultural and linguistic support, job orientation, job search and allowed activation of 20 trainings, following a highly individualized approach, with special attention to neighborhoods where families of the Roma are resident in public housing.
- In Tuscany, special programs have been tried for the closure of camps. For example, in Florence to the project "Roma Tuscany" for the closure of the field Masini, in Pisa on the program "Thin City". These projects, though with difficulty, and gradually, they pursued the accompaniment of families living in housing found on the open market. The number of families involved in these projects are over 90. Finally, the process of social inclusion of Roma has also produced a gradual access to public housing. There are over 75 families in Florence alone, and about 145 in the whole region, for a total of about 750 people who have been assigned public housing ERP through the rankings.

The most positive experiences from developed areas demonstrates the commitment of the local level is often made possible with funding from national or European. The funding of these interventions is a key issue in most cases affects their enforceability. For the municipalities is in fact essential to have adequate financial resources constrained in order to initiate actions to implement solutions to social inclusion and stable housing.

The opportunities offered by the Administration of the State to develop and fully implement the National Strategy, are large and in the years ahead.

Among the proposals under consideration in this term, but not yet formalized in legislation, envisages the creation of "agencies" for the rent on the land at the municipal level, in order to facilitate access to the rental market to families in emergency housing and act as a "guarantor" offering special guarantees to owners of properties that the letting to persons identified by the municipalities.

It also suggests the review of Act No. 431/1998 - the law that has changed the so-called canon law on the fair (Act 392/1978), entrusting the coordination between the organizations of the property and construction industry organizations most representative of the conductors defining the contractual provisions and establishing the National Fund for supporting access to rented homes - through the introduction of tax incentives to unlock the rental market and the total deductibility of the rent from the tenants on the tax return.

The parliamentary activities in the field of housing policy has been developed in the sixteenth legislature, aiming to tackle the housing crisis by suspending enforcement procedures for eviction, and by measures directed to the increase of the supply of housing units allocated to disadvantaged groups with the National Housing Plan (known as House plan).

The house plan art. 11 of Decree-Law 112/2008 provides for the increase of real estate for residential purposes through the provision of housing units to be implemented with the involvement of public and private capital, for disadvantaged social groups in access to free market of rental housing. It involves the construction of new housing and the implementation of measures for the recovery of existing housing and is articulated on the basis of objective criteria which take into account the actual housing needs present in different territories.

By D.P.C.M. of July 16, 2009, the Council of Ministers approved the National Housing Plan, provided by the budget package in 2009, with the aim of ensuring all over the country the respect of minimum essential levels of housing need for the full development of human. The Plan, through the construction of new homes or recovering of existing ones, aims to increase the supply of housing to be allocated primarily to the socially disadvantaged housing supplies meet the criteria of energy efficiency and reducing emissions of pollutants , with the involvement of public and private capital.

The properties will be made with government support, the burden of which can reach 30% of the cost of construction, acquisition or recovery if offered for lease to rent sustainable, also convertible into redemption, for a period of 25 years, and 50% of the cost for those leased for a period exceeding 25 years. If, however, of public housing units social rent, the burden of the state can be equal to the cost of implementation.

In this connection it provides, as part of national and thematic table during the biennium 2012-2013, to play, including through cooperation with the control booth regions / local authorities that will be activated at the NFP, three distinct actions:

- Analysis and monitoring of social housing measures implemented by the regions under the "Housing Plan" in order to verify and ensure the effectiveness of access of the RSC, in terms of opportunities, housing for the underprivileged classes;
- Activation of a study / research on the requirements and parameters set at the regional level for access to public housing;
- Constitution, through the support of the control room Regions and local authorities, a network of Offices of Public Relations (URP) of the Companies of public housing (ATER, Aler, IACP) in order to ensure a constant flow of information circular and activities carried out.

These actions will allow, in the second phase of the Strategy, to perform the appropriate actions to address policy and planning to be fully secured the principle of equal treatment in access to public housing and effectively countered any potential discriminatory condition contemplated in calls allocation of public housing unit.

Specific Objective 4.2: “Promoting housing solutions which meet the requirements and specific needs of the RSC families”

The implementation of micro-areas equipped at family level can be the best solution to meet the needs of families resident and non-RSC to meet the needs of families RSC, although sedentary and often for years residents in the municipalities of reference, wish to maintain a communal lifestyle in relation to the extended family. The micro-areas, the needs of those who run traveling shows and make use of caravans, mobile homes and mobile homes used for habitation.

The structure of micro-areas is still a solution that requires careful monitoring by the institutions because, in a few years, could not be more than adequate to meet the needs of people living there, and because the traditional activities related to "nomadism" are running low, and because in a short time the family residing in micro areas could be extended by making micro areas inadequate to sustain acceptable living standards⁷⁸.

Services should provide support for individual families, often young couples over time should prefer other housing solutions (apartments, farmland property etc.).

Some proposals for work undertaken by local governments in recent years, can provide guidelines to follow in the coming years. Noteworthy in this regard:

- The project "From camp to the city" is part of a broader set of interventions of the Municipality of Reggio Emilia, aimed at improving the habitat of the Sinti communities and support to families facing the transition from the "nomadic" to stability. To this end, the administration of Reggio Emilia has planned since 2007, creating in various districts of different micro-residential areas, in which to insert the different families of Sinti in the area. The project "From farm to city", in particular, has allowed the creation of an experimental micro-area where he established an extended family of Sinti who previously lived in an overcrowded camp. The area made available, a field of about 400 square meters, was owned by the City. On the ground the new arrivals have settled with their caravans next to which the administration has built the toilet (bathroom wall) and the supply of utilities (water, electricity and gas which are borne by the family). The project activity "From camp to the city" was accompanied by a series of complementary measures, such as collaboration with the technical departments on urban development and organization of space for the micro-area monitoring of the reality of the field The next support for the family in its path out of the camp through a process of mediation, and the construction of a network on new territory with the collaboration of different actors of reference (district, parish, school clubs, sports club, social service reference).
- On the Modena territory, the path of creating micro-areas began in 1996 and ended in December 2007 with the final closure of the gypsy camp street Baccelliera 25 and the establishment of 75 centers in 13 new areas of family. The methodology chosen was the respect of the extended family organization typical of these communities, from the pivotal role of the breadwinner. He proceeded to give a defined space for each extended family, giving precise responsibilities of maintenance and management of the areas assigned directly to the members of the family. The personal involvement of those directly involved in the operation of structures and their active participation has fostered a new relationship between the Roma community, institutions and citizenship. This has triggered a process of mutual understanding can shorten the distance, allowing a "mutual recognition of actors of the same territory."
- In Tuscany, villages have been made to measure for limited groups in Florence Guarlone way, with a village consisting of 6 accommodations; in Prato, service facilities have been prepared in mobile homes for a group of Sinti, however, in Pisa-Coltano it has gone from an old and dilapidated field to a settlement consisting of 17 dwellings.

⁷⁸ Aware that the micro-areas may provide a voluntary and long-term by the RSC community , refers to the need - in the case of " micro-areas equipped" managed by local institutions - are still adhered to the standards already set by most of the regional legislation . In particular, almost all regional laws provide guidance on where municipalities should give permission to place fields / parking areas , and specify the prohibition of placing fields in urban areas leading to the marginalization and prevent access to education , services social health and social life of the area . Many regional laws also require that municipalities provide basic services for the fields : fence , lighting , electricity , water , bathrooms , laundry , play area for kids , telephones , waste containers.

The supply of such housing solutions must also be accompanied by constant monitoring of sustainability and respect for equal treatment in providing services for micro-areas and settlements used on an itinerant. Indeed, some associations representing communities RSC reported UNAR the critical points related to the modification of existing regulations concerning the temporary connections of electricity, as defined by resolutions of the Authority for Electricity and Gas n.67 / 2010 and 83/2011.

UNAR promptly activated to check the margins of a solution to the problem. The main problems consist represented by large increases in the cost of connection and supply of electricity for caravans, mobile homes and mobile homes used for habitation, in addition to the timing for its connections, not compatible with the needs of managers shows traveling. The above decisions have also established particularly onerous security deposits and high pressure on the management of these particular users.

The Federation of Roma and Sinti met together at the end of 2011 the head of the Rates of the Authority to reinforce the serious consequences of the new discipline of temporary connections on family budgets and business of Roma and Sinti and the suspension of a year of deliberations with the simultaneous creation of a technical committee to evaluate ways.

The Authority for Electricity and gas, while highlighting the need to quantify and promote the taking of electricity consumed, with regard to transparency and adherence to the service costs, has decided by resolution 38/2012 to terminate the previous resolution abrogating the ability to contract outright in favor of synthetic households, Roma, giostraie and circus.

As in this case, the NFP has primarily the task of verifying that there is no discrimination in providing services and foundations, the conditions if any, to remove any uneven treatment, or if not, whether there are the margins to resolve critical system that could jeopardize efforts to promote housing solutions for people living in non-resident or traveling⁷⁹

In this connection it provides, as part of national and thematic table during the biennium 2012-2013, to play, including through cooperation with the control booth regions/local authorities that will be activated at the NFP, the following actions:

- Consultation with the Authority for Electricity and Gas on the issue of charging a flat rate for families Sinti , Roma , giostraie and circus ;
- Analysis and study of proposed regulatory changes designed to make compatible the persistence of individual RSC extended families in caravans and mobile homes on private land even in the presence of an agricultural purpose.

Specific objective 4.3: “Raising awareness about the economic resources, the administrative arrangements available under the housing policies, and the real estate opportunities for the RSC families”

It is useful to stress that the lack of capital and financing institutions to operate with continuity third was raised by several municipalities, dependent resources from the projects do not allow it to stabilize the long-term interventions. In particular, the promotion of the use of structural funds by local authorities is crucial not only as a means of access to economic resources but also because they lack access to such funds would provide housing policies targeted to families Roma and Sinti together with other social marginality.

It should be noted about that in the spirit of complementarity between ESF, ERDF and EAFRD on the basis of the amendment of Regulation (EC) n. 1080/2006 on the European Regional Development Fund (ERDF) as to the suitability of the interventions in housing in favor of marginalized communities, to enable financial support of ERDF interventions in the housing sector in favor of marginalized communities including Roma, Sinti and Caminanti, in 2009 (EC Regulation no. 437/2010 of the European Parliament and Council of 19 May 2010) was established the eligibility of expenditure on housing, expenses in favor of marginalized communities can be used up to 3% of the ERDF operational

⁷⁹ It is envisaged the establishment of a working group made of UNAR /Authorities/RSC.

programs related to specific, or up to 2% of the total ERDF allocation. The amendment on Article 7, paragraph 2, of the ERDF Regulation allows interventions in the housing sector as part of operations in the form of urban development and renewal of existing homes, as part of an integrated urban development or priority axis for areas experiencing or threatened by physical deterioration and social context of an integrated approach for marginalized communities, for the renewal of the common parts in existing multi-family housing; for renewal and change of use buildings owned by public authorities or non-profit operators to be used for low-income households or people with special needs. Interventions may include the replacement of existing buildings with newly constructed homes.

In this way, the regions will have access to grants made available for those interventions in the housing sector are also in favor of the RSC community, involving: a) interventions in the housing sector is not limited to urban areas and b) interventions in the field Housing consisting of the replacement of poor quality housing, regardless of sector ("urban" or "rural"). In order to avoid unjustified discrimination, the guiding principle of the proposed interventions is the second basic principle for the integration of the Roma, according to which actions for the Roma should not exclude other groups who share similar socio-economic circumstances. In addition, interventions in the housing sector in favor of marginalized communities characterized by extreme deprivation are only part of a more complex problem. They should therefore be treated as part of an integrated multi-dimensional, to be defined at national level, with strong partnerships and taking into account aspects related to education, social situation, integration, culture, health, employment, security and others. Henceforth, the objective of the proposed amendment of the ERDF Regulation is to provide, within the framework of the integrated approach, acceptable housing conditions. In this context, it is extremely important to the role of public authorities at all levels of implementation.

It also shows that the EAFRD is already active in the housing sector in rural areas in the framework of Regulation (EC) n. 1698/2005 (eg Axis 3 "Quality of life in rural areas and diversification of the rural economy" - Article 52, letter b), ii) "Village renewal and development"). The interventions in the housing sector in favor of marginalized communities in rural areas supported by the EAFRD and the ERDF, implemented in the framework of integrated approaches, in which ESF can contribute, will increase significantly the financial support available.

Lastly, at the Presidency of the Council of Ministers - Department of Youth, was founded in 2011, with an initial budget of 50 million euros, a Fund for access to finance for the purchase of first home in households under 35 years.

The Fund aims to provide the necessary guarantees to obtain a mortgage to buy their first home for young couples or even single-parent families with minor children, holders of atypical employment contracts or fixed term. The young couples or families, in possession of the statutory requirements, to access funding should complete the application form, attach the required documentation and visit at the offices of participating lenders.

Funding may be requested by young married couples, with or without children or even mono-parental families with minor children. Recipients of funding must have an 'under 35 years and ISEE total income not exceeding 35 000 euros. The age of 35 years is a requirement that must be met by both members of the family. Not more than 50% of the total taxable income for income tax must be due to employment contract of indefinite duration. The family members should not be owners of other residential buildings. The exact interpretation of the subjective requirements for access to the Fund was provided by the Prime Minister's Office - Department of Youth in the recent circular of 5/4/2011. The property for which financing is sought must be facilitated used as main house, land does not fall into the categories A1 (mansions), A8 (villas) and A9 (castles, palaces) and should not have the luxury features indicated Decree of the Ministry of Public Works on August 2, 1969. The surface of the property must not exceed 90 square meters. To calculate the surface area shall mean the Income Housing defined under Article 3 of the DM Public Works 10/5/77 n.801 intended as a floor space of housing measured net of walls, columns, partitions, splays, doorways and windows, any internal stairs, balconies loggias. In granting the guarantee is given priority to those requests, received the same day, in which the property to be acquired is located in residential areas qualified high voltage from the CIPE Resolution No. 37 of May 30, 1985 and subsequent updates.

Are eligible on the Fund's mortgage loans issued for the purchase of a main. The amount of funding must not exceed €200,000. The reimbursement rate and loan terms are set by individual banks within the parameters permitted by the Agreement between the Department of Youth and the ABI. The loans will be underwritten with a maximum rate equal to or equivalent to Euribor + 150 basis points for loans of more than twenty years and Euribor + 120 basis points for loans of shorter duration, in the case of adjustable rate mortgages, as well as a maximum rate equal to or equivalent to IRS + 150 basis points for loans of more than twenty years and IRS + 120 basis points for loans of shorter duration, in the case of fixed rate mortgages. Lenders agree not to seek additional collateral from the borrowers, the mortgage on the property and in addition to the warranty provided by the state.

The Guarantee Fund has granted to the extent of 50% (fifty percent) of the share capital from time to time in place, within the limits of loans for which Consap - as manager - gave positive approval, the costs determined under Convention and any interest calculated on a contract not exceeding the statutory rate in force, but not for an amount not exceeding €75,000.00.

The warranty is the first request, direct, explicit, unconditional and irrevocable and is effective to run, in the automatic route, the date of disbursement of the loan. They can do the delivery of mortgages guaranteed by the Fund banks and financial intermediaries who have joined the initiative by signing with the Department of Youth special conventions, whose schema type was established in the Memorandum of Understanding between the Department and the Italian Banking Association (ABI) of 18 May 2011.

2. 5. THE FINANCIAL SUPPORT FRAMEWORK

In order to implement the above relevant actions, axes and specific objectives, the following resources should be considered:

a) At the national level

a) **State funds already allocated on the chapters of the respective powers of central government for the implementation of projects and interventions** provided for by law and already previously and listed in detail in the analysis of context and the detailed description of the above four axes of intervention and twelve specific objectives;

b) National and Community funds relating to operational programs for **Objective Convergence Regions (Calabria, Campania, Puglia, Sicily) financed by the European Social Fund and managed by central government**⁸⁰ and in particular the National Operational Programme Governance and actions ESF system which holds the Ministry of Labour and Social Policies⁸¹ and the National Operational Program "Skills Development" under that Act, the Ministry of Education, University and Research;

c) **National and Community funds relating to operational programs for Objective Convergence Regions (Calabria, Campania, Puglia, Sicily) financed by the European Regional Development Fund** and managed by central government, and in particular **the Operational Program for National Security Development - 2007-2013 Convergence Objective** under that Act, the Ministry of the

⁸⁰The operational programs are the documents implementing the strategic priorities that the State has defined under the National Strategic Framework (NSF). Regulation no. 1083/2006 laying down general provisions on the European Regional Development Fund (ERDF), the European Social Fund (ESF) and the Cohesion Fund, provides that the Funds are held in the form of mono-fund operational programs. For the 2007-2013 program are defined 66 operational programs that, depending on the expertise and thematic, are distinguished: national, regional, inter-territorial cooperation. The Po funded by the European Regional Development Fund (ERDF) are 42, those funded by the European Social Fund (ESF) are 24. In particular, the 24 operational programs financed by the ESF are divided into: 3 national operational programs; 16 Operational Programmes for the Regions and Autonomous Provinces Regional competitiveness and employment; 5 Operational Programmes for the Convergence Regions. With regard to the national operational programs: The Ministry of Labour and Social Policy, authorities lead the European Social Fund (ESF) in Italy, is the holder of two national operational programs (NOP); These programs, funding initiatives aimed at systems, not cover all the axes provided, however, for regional ESF operational programs.

⁸¹Through the ESF Convergence objective, the Department for Equal Opportunities as an Intermediate Body proposes a new framework of actions in which, first, capitalizing on the experience achieved through the actions of the system put in place when programming the 2000 - 2006 on equality between women and men, on the other hand, building new paths of action, including through actions by the gender mainstreaming of equal opportunities for all, for those segments of the population living conditions of discrimination with particular reference to training and employment. The general objective that the DPO intends to achieve through the actions of the Axis D "Equal opportunities and non-discrimination" is to help maximize the ability of governments in the planning and management of a regional policy based on prevention and enforcement of all forms of discrimination. In implementing the provisions of Art. 16 of the General Regulation of the Structural Funds have been provided for the following specific objectives: 4.1 continuation and expansion processes support the implementation of equal opportunities between women and men in employment, training and economic and social system; exceed 4.2 stereotypes relating to the forms of discrimination based on race, ethnic origin, religion, belief, disability, age, sexual orientation.

Interior⁸², the National Operational Programme "Learning Environments" under that Act, the Ministry of Education, University and Research⁸³;

d) **The national and EU funds related to the "General Programme Solidarity and Management of Migration Flows"**⁸⁴ for the management of funds for refugees, repatriation, integration of third country nationals and for the external borders and in particular the European Fund for Integration of Third country nationals aiming to co-finance measures in support of the integration process of third country nationals, to develop, implement, monitor and evaluate all the strategies and policies integration of citizens of third countries, and to foster the exchange of information and best practices and support cooperation inside and outside the State, which holds the Ministry of Interior⁸⁵;

e) **The additional resources that are available, as early as 2012, on specific chapters pertaining to the Department for Equal Opportunities** (Chapter 493 - Fund for policies related to rights and Equal Opportunities) and the Ministry of the Interior (amounting to approximately EUR 15,000,000.00⁸⁶), respectively, for the realization of systemic actions on the part of the National Strategy UNAR in his

⁸² The National Operational Program "Skills Development" was approved by the European Commission Decision C (2007) 5483 of 7 November 2007. The management authority is the Directorate General for International Affairs-Office IV of the Ministry of Education, University and Research. The funding provided for the period 2007-2013 are: Euro 1,485,929,492.00 financed by the Italian State (50%) and the European Social Fund (ESF). The regions involved are the Convergence Objective (Calabria, Campania, Puglia, Sicily). The beneficiaries are the schools (students, parents, adults, teachers, school personnel). The program will involve approximately 4,000 institutions of the Convergence Objective regions for the implementation of learning activities for students, training activities for teachers and other staff and adults, for the expansion of the educational interventions and actions information and awareness. There are also specific interventions to reduce early school leaving, strengthening the role of schools in the territory, countering lawlessness and social inclusion phenomena of preventing discrimination. The quality and effectiveness of the education system is one of the main levers for economic growth and social development of regions in Ob. Convergence (Campania, Puglia, Calabria and Sicily). A system of national education and training excellence helps, in fact, to raise the key skills and learning ability of juvenile and adult population of the territories in question, through increased employment and social cohesion. The objectives are: To develop the capacity and diagnostic devices for the quality of the education system, improve the skills of school staff and teachers, improve levels of knowledge and skills of young people; Increase dissemination, access and use of society in the school; Develop networks among the actors of the system and the aspirations of the territory; promote school success, equal opportunities and social inclusion; Improve methods of learning throughout the lifespan; Improve governance and evaluation of the school system, improve the efficiency, effectiveness and quality of projects funded, and the verification and control them; Improve and develop procedures, forms and content of information and publicity of the program, assistance and results.

⁸³ The National Operations Security Program Development - 2007-2013 Convergence Objective aims to improve the security situation in Convergence Objective regions: Calabria, Campania, Puglia and Sicily. Security, development and legality are the three pillars of the National Operational Programme (NOP) Security for Development - Convergence Objective 2007-2013. The program has a budget of 1,158 million euros and is funded by 'the European Union (50% European Regional Development Fund) and the Italian State. The program involves the Calabria, Campania, Puglia and Sicily, whose Gross Domestic Product per capita is less than 75 percent of EU average. For this reason the four regions covered by Objective Convergence European Union. To promote economic and social cohesion of these regions, the European Union structural funds interventions with funds, including one that affects the PON Security 2007-2013, the European Regional Development Fund. The overall objective of the program is to promote better conditions of security, law and justice for citizens and businesses in those regions where the criminal phenomena are severely restricting economic development. The PON Security, which belongs to the Department of Public Safety of the Ministry of the Interior, sees the collaboration of all police forces (Police, Carabinieri, Finance Police, Prison and Police State Forestry) and the involvement of local institutional realities.

⁸⁴ As part of the Axis II - Operational Objective II.4 of PON GAT, the Department for Equal Opportunities for instance, is the owner of administration operations specialist support in areas of direct political and institutional competence, the regions Calabria, Campania, Puglia and Sicily and other authorities involved in implementing the NSF, in continuity with what has been achieved under the previous programming period 2000-2006 with the PON ATAS Measure 1.2. The technical assistance provided by the Department for Equal Opportunities covers, for the renewed sense of the concept of mainstreaming, not only the policy of gender equality, as in the previous programming period 2000-2006, but also with reference to discrimination in general is then expanded into new areas related to discrimination based on race, ethnic origin, religion, belief, disability, age or sexual orientation. The general objectives of the project operational ownership of the Department for Equal Opportunities: supporting organizational change of the PA, according to a strengthening of policies on equal opportunities and non discrimination, promote the adjustment of the technical skills of the PA, with ' aim to improve and further upgrade policies implemented at regional level in two areas of action within the competence of the Department for Equal Opportunities. These general objectives are articulated in the following specific objectives: a) strengthen the application of the principle of mainstreaming equal opportunities and non discrimination through technical support to government owners of operational programs; b) promote the construction of networks to be informative for both skills development in the area; c) improve the skills of the operators to promote the internalization of the principle of equal opportunities and non discrimination in the definition and implementation of programs and projects; d) to promote innovative forms of public intervention to support both the ' access of women to work is the contrast of all forms of discrimination. The realization of these goals is through a technical co-ordination - operational activities and the establishment of a working group within the Department.

⁸⁵ In the face of the massive migration in recent years has involved the Member States, the European Commission noted that, for both the evolution of flows, both for the strategic geographical position that makes them, some states bear the greatest burdens onerous than others. Consequently, he felt obliged to standardize the procedures for reception from the border area as well as the subsequent integration procedures, in addition, to reinforce the strategy of creating a Single European Asylum Law has decided to identify appropriate tools to assist member states subject to greater migratory pressure. To this end he launched the 'General Programme Solidarity and Management of Migration Flows' with whom he identified and then set specific financial instruments Solidarity governed by rules of administrative and financial management, as well as guidelines for the annual and multiannual programming to put basic eligibility for the co-financing. The program is divided into four funds: a) European Fund for Refugees: relation to policy and asylum systems of Member States and promotes best practice in this area. In line with the objective of the Hague Programme to establish a single European asylum system, the fund aims to finance capacity building projects by creating situations for beneficiaries receiving durable b) European Return Fund: to improve the management of return in all its dimensions on the basis of the principle of integrated return management as well as to support actions to facilitate the forced repatriation; c) European Fund for Integration of Third country nationals: aimed to co-finance specific to support the process of integration of third country nationals, to develop, implement, monitor and evaluate all strategies and policies on integration of third-third weights, and to foster the exchange of information and best practices and support internal and external cooperation to the State; d) European Fund for External Borders: aimed at ensuring uniform controls at external borders and to fostering a high quality flexible cross-border trafficking including through co-financing or actions, or national initiatives for cooperation between Member States in the field of visa policy, or other pre-frontier activities.

⁸⁶ These are the financial resources originally intended for the management of the so-called "nomads emergency", though not yet committed.

capacity as National Contact Point and the realization, in the present Strategy, the Local Plans for social inclusion of Roma and Sinti in Campania, Lazio, Lombardy, Piedmont and Veneto in the biennium 2012-2013;

b) At the regional and local levels

f) Provisions relating to **regional operational programs**⁸⁷ (ROP) are multi-sector, for each individual region and managed by regional administrations;

g) Funds national, regional and **local self-managed by the Regions** and local self institutionally within the powers assigned to them under national and regional legislation in areas covered by the four axes of intervention (Employment, Training, Education, Health, Social Services, Public housing and private).

3. SUMMARY OF THE PRIORITY COMMITMENTS MADE BY THE ITALIAN GOVERNMENT, FOR THE BIENNIUM 2012 – 2013

The newly established Government has acknowledged the necessity to adopt this Strategy so that it can guide, in the coming years, a concrete programme for the inclusion of the Roma, Sinti and Caminanti (RSC) communities, while firmly moving away from the so-called “emergency phase”.

The Minister for International Cooperation and Integration has established, in tandem with the Minister of Labour and Social Policies, the Minister of Interior, the Minister of Education, University and Research, and the Minister of Justice, the political control room (*Tavolo politico interministeriale*), with the aim of devising relevant policies, in the coming years.

This governmental action will thus continue in the coming years, on a regular basis, by making use, to this end, of UNAR as the National Focal Point (NFP), and by considering the past experiences, concluding some of the initiatives underway and gradually implementing those measures detected by the control room (*Cabina di regia*), including those which will arise with regard to all the other relevant areas of intervention.

Under the uniform political guidance of the above control room, Italy will set up four technical Tables on the following specific issues: housing; education, labour; and health. Further, it will also set up some Working Groups which shall ensure: the constant update of relevant data – this is an essential element to steer the political choices –, the juridical recognition, in particular, of some communities without ID documents who fled from the Balkan conflict; the constant monitoring of the EU and national funding allocated to this end, including the correct use and the consistency of the resources vis-à-vis the objectives, to be achieved.

In particular, within the present Strategy framework, in confirming the pursuance of all the systemic actions and the relevant objectives relating to the four axes of intervention, the Italian Government is in a position to indicate the following priority commitments, for the biennium 2012-2013:

3.1. The establishment, within the political control room (*Tavolo politico inter-ministeriale*), of a technical committee to study the legal status of the Roma, Sinti and Caminanti (RSC) communities (citizenship, regularisation, *de facto* statelessness) and **the elaboration of an ad hoc/omnibus Bill concerning the recognition of these communities as a national minority** (besides envisaging a specific study on the legal status of the RSC minors and on the roma-related issues within the systemic collection of data, specifically those referring to human rights, respectively (see Art. 73, para. 1, lett.F and Art. 20 of the national Code for the data protection).

⁸⁷ As for the latter, offering a wide range of opportunities, for the period 2007-2013, by various measures aimed at training relevant people and at ensuring a closer link with the labour market, the present Strategy is focussed on the priorities defined by the ESF Regulation and tailored, according to a common pattern, for the following priority axes: Adaptability; employability; social inclusion; human capital; trans-nationality and inter-regionalism; technical assistance; institutional capacity (only in the Objective Convergence Regions).

- 3.2. The launch - by re-programming the resources from the past emergency phase (“*emergenza commissariale*”) concerning the RSC communities settlements within the Regions of Campania, Lombardia, Lazio, Piemonte and Veneto being not yet allocated -, of specific “**Local Plans for the RSC social Inclusions**”, which will indicate new inclusion measure to be realised on a experimental basis, in order to contribute to the achievement of relevant objectives and the implementation of contents, models and means relating to governance and capacity-building (as contained in the present Strategy), with the further aim of confirming the correctness of the relating methods of work, to be eventually extended to other priority areas, in the coming years (2014-2020);
- 3.3. The establishment at the NFP of an ad hoc working group, **aimed at closing the information and statistical gaps**, by involving the central Administrations concerned, including ISTAT (The National Statistics Institute), and the RSC communities’ representatives, besides adopting specific set of indicators, using the existing UNAR resources, such as CERIDER – the Research Centre against discrimination on the ethnic and racial grounds, to be operational by 2012 – and reviewing the indicators and models in use at the UNAR Contact Center. This working group will draft by December 31, 2013, the first survey on the situation of the RSC communities in Italy, in collaboration with FRA (*Fundamental Rights Agency*), to be periodically updated.
- 3.4. The establishment at the NFP of an ad hoc joint working group, which involves the Ministry of Interior, the Ministry of Foreign Affairs, the Office of the Minister on International Cooperation and Integration, UNHCR, the representatives of the RSC communities and the human rights NGOs, in order to deal with all the issues relating to **the legal recognition of the Roma people** from the Former Yugoslavia, besides defining possible pathways and solutions of a diplomatic and administrative nature, to overcome the *de facto* statelessness;
- 3.5. The establishment at the NFP of **a joint working group with the Department on Development and Economic Cohesion at the Ministry on Economic Development (acronym in Italian, MISE) and with the main central Administrations, managing the National Operational Programs (in Italian, PON)**, in order to both re-purpose, within the programming cycle 2007-2013, by specific consistent projects, the residual resources, or those not yet allocated, and to elaborate new proposals for the introduction of a specific objective dedicated to the inclusion of the Roma and Sinti communities, within each PON, 2014-2020.
- 3.6. The effective launch, within UNAR, of: **the national network of territorial anti-discrimination observatories and centres, working in 50% of the regions or reaching the entire population living therein; a data-base; and a computer-based monitoring system for the discrimination phenomena by mass media, including by newspapers, TV and Radio programs, and the so-called new social media.** Within this framework, it will be envisaged a new specific thematic area, to be dedicated to discriminations, stereotypes and prejudices against the RSC communities, by considering, if existing, the previous local experiences recorded by the territorial centres associated with the above network;
- 3.7. The launch, by involving the Associations representing the RSC communities, **of the second edition of the Dosta Campaign of the Council of Europe, and of a specific thematic event on the occasion of “The Memorial Day” for the commemoration and the spread of knowledge on “Porrajmos”;**
- 3.8. The testing **of a participatory model for the involvement of the Roma and Sinti communities** in the relevant decision-making processes.