



# Civil Society Monitoring

on the Implementation of the National Roma Integration Strategy in

ITALY

in 2012 and 2013

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**Prepared by a civil society coalition comprising the following organisations**

Associazione 21 Luglio (lead organisation)

Fondazione Giovanni Michelucci – Research and Projects in social spaces ■ Associazione Amalipé Romano



Fondazione Giovanni Michelucci



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**Coordinated by**

the Decade of Roma Inclusion Secretariat Foundation

in cooperation with the Making the Most of EU Funds for Roma Program of the Open Society Foundations



DECADE OF  
ROMA INCLUSION  
2005-2015  
[www.romadecade.org](http://www.romadecade.org)



OPEN SOCIETY  
FOUNDATIONS

**Published by**

Decade of Roma Inclusion Secretariat Foundation  
Teréz körút 46.  
1066 Budapest, Hungary  
[www.romadecade.org](http://www.romadecade.org)

Design and layout: [www.foszer-design.com](http://www.foszer-design.com)

Proofreading: Marianne Powell

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ISSN: 2064-8448

All civil society monitoring reports are available at [www.romadecade.org/civilsocietymonitoring](http://www.romadecade.org/civilsocietymonitoring)

This report was prepared by a civil society coalition comprising the following organisations: *Associazione 21 luglio* (Lead organisation, Roma), *Fondazione Giovanni Michelucci – Researches and Projects in social spaces* (Fiesole, Firenze) and the *Associazione Amalipé Romanò* (Firenze). The lead researcher and project manager of the coalition is Simonetta Bormioli (*Associazione 21 luglio*).

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In 2013–2014, the Decade Secretariat has supported reports from civil society coalitions in eight countries: Bosnia-Herzegovina, Croatia, France, Germany, Italy, Montenegro, Serbia, and the United Kingdom. In the pilot year of 2012, reports from the following countries were supported: Albania, Bulgaria, Czech Republic, Hungary, Macedonia, Romania, Slovakia, and Spain.

In the reports, civil society coalitions supplement or present alternative information to Decade Progress Reports submitted by Participating Governments in the Decade of Roma Inclusion and to any reports submitted by State parties to the European Commission on implementation of their NRIS. These reports are not meant to substitute for quantitative monitoring and evaluation by State authorities but to channel local knowledge into national and European policy processes and reflect on the real social impact of government measures. The civil society reports provide additional data to official ones, proxy data where there is not official data, or alternative interpretation of published data.

The project is coordinated by the Decade of Roma Inclusion Secretariat Foundation in cooperation with Open Society Foundation's Making the Most of EU Funds for Roma program. Funding for the project comes from the OSF Roma Initiatives Office.

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## EXECUTIVE SUMMARY

Despite the often alarmist attention given to the Roma, Sinti and Caminanti (RSC, henceforth “Roma”) population, in Italy the numbers about them are scant. Estimates provided by the European Commission indicate the number of 110–170,000 individuals, which represents 0.25% of the total population. Estimates from the National Roma Integration Strategy (NRIS) point out that around 40% are less than 14 years old and only 0.3% are over 60. Overall official data on their diffusion in the Italian regions do not exist, nevertheless recent information allows us to draw out some data. The following box presents 11 out of 20 Italian regions with more than 2,000 Roma each.

Region	Roma (a.v.)	Regional population	%
Abruzzo	6,000	1,312,507	0.45
Calabria	9,000–13,000	1,958,238	0.56
Campania	9,500	5,769,750	0.16
Emilia Romagna	4,000	4,377,487	0.09
Lazio	17,000	5,557,276	0.30
Lombardia	13,000	9,794,525	0.13
Piemonte	6,000–6,500	4,374,052	0.14
Puglia	2,000*	4,050,803	0.04
Sicilia	2,700	4,999,932	0.05
Toscana	3,600	3,692,828	0.09
Veneto	5,600	4,881,756	0.11

\* Only non-Italian Roma

As for the housing situation, Opera Nomadi evaluates that 60–80% of RSC citizens are living in houses and it is widely acknowledged that around 40,000 of them live in “nomad camps”, most of which are concentrated in the outskirts of large cities. The figures concerning Roma living in formal, tolerated and informal camps are continuously shifting, due to the different policies carried out by the municipalities and the still ongoing evictions.

Roma in Italy have complex characteristics with regard to place of origin, historic period of arrival, level of integration, legal status, cultural, ethnic and linguistic characteristics. The available data are scarce and difficult to read or interpret. The information is fragmented, sometimes estimated and mainly of local scope. The lack of knowledge and the interpretations based on their alleged nomadism (estimated at around 3%, who carry out seasonal work), accompanied by discrimination, prejudice against gypsies, indifference or clear political will, have, since the 80s, influenced measures that led to the “policies of the Roma camps”. In more recent times, in the name of social alarm and problems of public order and safety, in May 2008 the Government declared a “state of emergency in relation to nomad settlements” in the regions of Campania, Lazio and Lombardy, to which, in 2009, Piedmont and Veneto were added. The “Nomad Emergency” thus erased the policies of inclusion which had previously been launched and the “equipped villages” were considered to be the solution for Roma. After various legal proceedings, which were followed by appeals, in April 2013 the Supreme Court of Cassation ended the state of emergency, regarding it as unlawful. Nevertheless, the policies of the construction of camps and of evictions are still carried out, to the detriment of the communities and families.

In this framework, on 24 February 2012 the Italian Government approved the “National Strategy for the Inclusion of Roma, Sinti and Caminanti” (NRIS) prepared by UNAR (Office for the promotion of equal treatment and the removal of discrimination based on race and ethnic origin at the Department for Equal Opportunities of the Presidency of the Council of Ministers). The Strategy was evaluated positively by different key actors (with some provisions by Romani representatives) because it marks an important break with the past for two reasons. The first regards the choice to overcome the emergency perspective, the camp solution and the welfarist approach, the adoption of an approach based on rights, the abandonment of the concept of nomadism and a greater and more effective use of European funding opportunities. The second reason regards the fact that for the first time an unambiguous national strategic framework is being adopted for the “integration” of Roma, which aims to provide unity of purpose to the planning of policies in Italy, in accordance with the competences of local governments.

Through an integrated approach, founded on the principles of planning and of the involvement of all interested parties, four systemic actions were defined to: increase institutional capacity building as well as that of civil society for the integration of Roma; promote a permanent integrated system of networks and regional centres against discrimination; organise an integrated strategy of information, communication and mediation aimed at breaking down stereotypes and prejudices; develop and trial a model of participation of the Roma community in local and national decision-making processes. These systemic actions are aimed at supporting specific activities within the four sectoral axes of intervention in the fields of education, employment, health and housing. The organisational structure of NRIS includes: an Inter-ministerial control room, a body of coordination and political steering, assisted in the coordination and efficiency by the National Focal Point (NFP); a Control room with Regions and Local Authorities, composed of three organisations of local authorities: the National Conference of the Regions, ANCI (National Association of Italian Municipalities) and UPI (Union of Italian Provinces); the Roma, Sinti, Caminanti (RSC) Communities Forum, with interface functions, reports and plans with national Tables and with the political control room, which has not yet been established; national thematic Tables on the four priority axes coordinated by referential Ministries; ad hoc working groups (on the legal status of Roma, the statistical gap and on European funds); Regional/local Tables, with the participation of the regional offices concerned, peripheral administrations of the state, of the Provinces and Municipalities, together with civil society.

Twenty-four months since the launch of NRIS there have been a series of delays in the activation of the agencies and the anticipated results. Some representatives of Romani associations and of Italian and international organisations, while recognising the extreme novelty of the steering and orientation of the Strategy, have expressed negative assessments with regard to the concrete effects on the living conditions of the Roma population, particularly those in conditions of extreme degradation and vulnerability.

## Structural Requirements

UNAR was identified by the government in November 2011 as the National Focal Point (NFP) to coordinate and provide technical assistance for the implementation of NRIS, in cooperation with the Ministry of Integration, which was responsible for the Strategy up to 21 February 2014. From this date onwards, due to the new Government and the elimination of the Ministry of Integration, the NRIS has been directly under the Presidency of the Council of Ministers, while the Ministry of Labour and Social Policies has the mandate on integration policies. The negative aspects inherent in the choice of UNAR as the NFP reside in the fact that it does not have coercive powers and it cannot impose penalties. Actually, beyond the Director of UNAR, one executive and three experts are fully working on the NRIS, and Roma are not present on its staff. The economic resources of the NFP are within the budget of UNAR and are not easily identifiable, and for which not even rough estimates were provided.

Actually the Regions and the Municipalities are of decisive importance for the effective implementation of the Strategy, of which they are the focus, in virtue of their competence and autonomy provided for by the Italian Constitution. For this reason, NRIS provided for the Regional Tables, beyond the presence of representatives of the Conference of the Presidents of Regions, ANCI and of UPI in the political control room, in the thematic tables and in the working groups, in addition to the national structures. But the launch

of regional Tables constitutes one of the most critical commitments of NRIS, given that as of 4 April 2014 Tables have been formally established in only eight out of 20 Regions. With regard to civil society organisations, the path of consultation with them and the representatives of local authorities for the drafting of NRIS and its implementation demonstrates a top-down approach, not very inclusive with respect to Roma. Their participation seems very formal, a response to the need for political correctness through a sort of “Roma-labelling”. This dynamic is accompanied by the lack of dissemination of information on the Strategy to Roma and gives a limited awareness of what it offers; Roma therefore find it hard to consider it an important tool through which to help with their needs. Few Romani associations participated in the drafting of NRIS starting from October 2011 when the main national federations already known and involved by UNAR in its activities were asked to submit suggestions and proposals. With regards to the implementation of the Strategy, Romani associations are invited by NFP to participate in the meeting of the national Tables or of working groups according to a principle of relevance with respect to the themes and with some discretion. The Romani associations consulted stressed that often they are called to take part in only a part of the work. As for their involvement at the regional level, UNAR provided the Regions with names of the associations admitted but in some cases, however, the regional Tables invite them to meetings according to mechanisms that are not always shared with Roma organisations and civil society.

NRIS does not indicate how it will ensure the implementation of its activities, it doesn't specify its responsibilities and it doesn't clarify the horizontal and vertical flows of communication with the NFP or the control room. Administrative and organisational difficulties are emerging. Contact in the vertical scope is not concise because it is still strongly dependent on the coordination and relations with NFP. The collaboration between Roma organisations and sometimes also between other organisations seems inadequate. These difficulties render coordination between the different levels of NRIS governance difficult.

The main national policies do not have elements in clear contrast to NRIS, but due to the distribution of powers in the context of administrative and legislative decentralisation the local authorities can legislate independently and act accordingly without the central power interfering with their work. This leaves room for discretion at the local level that can lead to situations that contradict the NRIS, especially in the context of housing policies and in the provision of health care services. The National Strategy has not defined the responsibilities, the structures, the mechanisms and tools for implementing the monitoring and evaluations of the policies for Roma integration and the NFP, for a series of reasons, is not in a position to do so. Furthermore, the overall delay in the implementation of the Strategy makes it very difficult to concretely assess the effects of the measures (largely from the start or in the initial stage) on the living conditions of the Romani population. NRIS was conceived with the knowledge that funds are limited. For its implementation the State planned to use economic resources from: state funds that were already allocated, funds specified in the operational programmes of the Convergence Objective (targeting Calabria, Campania, Puglia and Sicilia) financed by the European Social Fund (ESF) and the European Regional Development Fund (ERDF); funds from the European Fund for the Integration of third-country nationals (FEI); as well as resources available from, among others, the Department of Equal Opportunities and the Ministry of the Interior. The amounts have not been detailed and further calculations developed by UNAR as the NFP are not available. In recent years measures supporting Roma social inclusion in Italy have been carried out mainly utilising European funds in addition to national and regional ones. According to some civil society organisations that recently analysed in depth the amounts assigned for building camps in Italy European Funds have not been used in the framework of Nomad Emergency while their use is fostered, for instance, for planning new formal camps in Naples. As a matter of fact, on 15 May 2014 the Municipality of Naples approved plans to build a camp only for Roma, “of a temporary nature” (Cupa Perillo camp, in Scampia) to be funded through 7 million EUR from the European Regional Development Fund (ERDF) 2007–2013. The situation – which is further depicted in the chapter on housing – raised great concern among some organisations that sent an official letter to European and Italian institutional key actors in June 2014 asking them “to investigate if the allocation of 7 million EUR for a segregated camp from EU funds is in line with the regulations of the ERDF, and if such a project genuinely aims to strengthen ‘economic and social cohesion’”.

To ensure that at least the European funds are optimised NFP has set up a special internal task force. Clear indicators are lacking, on the part of the Italian state, relative to the economic sustainability of NRIS up to 2020, despite the political will set forth by the establishment of UNAR as NFP until 2020.



## Anti-Discrimination

The lack of documents is an issue which concerns various categories of foreign-born Roma as well as all *de facto* stateless Roma, whose status of statelessness hasn't been recognised by the Italian state. Although there is no reliable data on the number of stateless Roma, the issue of legal recognition of this part of the Roma community represents a priority of the work to be carried out by NRIS. An *ad hoc* working group was formed which evaluated that the only road to legal recognition of RSC would be through legislation (in a medium-term perspective). In an attempt to intervene, in the meanwhile, in individual cases, Three words should be added, as follows: "the composition of the group in charge of drafting the bill has been integrated by diplomatic and administrative officers. The absence of data on statelessness is one of the various problems encountered in the activities of this group (as a matter of fact, many of the registry offices of the former Yugoslavia were destroyed during the war, while Italian police data prior to 1999 have been lost). To date, a project of mapping has not been planned or realised.

Measures taken to combat racism against Roma have mainly focused on raising awareness about the extermination of Roma and Sinti people during World War II and on the dissemination of informational pamphlets about the Roma community. In 2013 UNAR oversaw several initiatives, amongst which the third meeting of the campaign "DOSTA!", the initiative "Dik I Na Bistar – Look and Don't Forget" of the Roma Genocide Remembrance Initiative and the participation in the event held in commemoration at Krakow and Auschwitz. Furthermore, two mainstream measures were also carried out: the announcement of the "National Plan of Action against Racism, Xenophobia and Intolerance" (on the basis of an agreement between the former Minister for Integration and the former Deputy Minister of Labour and Social Affairs, responsible for equal opportunities, which during 2013 was undergoing corrections and revisions and has therefore not yet been launched) and the "Declaration of Rome" presented in September 2013, which aims at ensuring those who assume a public role use a language that is proper and edifying. No measures have been taken regarding the strengthening of awareness of their own rights within the Roma community. Similarly, measures raising awareness of the benefits granted by including the Roma to society are absent. The only project concretely achieved by NRIS to combat institutional discrimination is Com.In.Rom (more details follow later in the report).

Though the NFP corresponds with the UNAR and although provided for in art. 2 of Legislative Decree no. 215 of 9 July 2003 "Implementation of Directive 2000/43/CE on the equal treatment of persons irrespective of racial or ethnic origin", to date it hasn't offered legal assistance to victims of racial discrimination in a structured manner. On 16 January 2014 a *Memorandum of Understanding* was signed by UNAR and the National Bar Council for the management of a fund for the judicial protection of victims of discrimination, for which from Spring 2014 a service offering free legal assistance should be active. Daily, the UNAR conducts investigations into cases of discrimination it receives through reports to the Contact Centre but since it has no interrogatory or punitive powers it is limited to offering a first assessment of the possible discrimination case. Once the Office determines that discrimination exists, it demands, by letter, that the party responsible for the discrimination stops it, or finds a solution to the discriminatory act. In this sense, UNAR acts through *moral suasion*, thus performing a kind of "prejudicial" function. Although the Office is one of the few in Europe to be an agency located within the structure of the government, it also carries out investigations on cases of discrimination performed by institutional, central and locals bodies.

In Italy, verdicts of the European Court in regards to the violation of human rights, as articulated in the European Convention on Human Rights, are scarce with regards to Roma. There are only six cases on which the European Court of Human Rights was able to rule against Italy. A place of relief is the so-called Directive Race, the European Directive 2000/43/EC that was adopted into Italian law by way of Legislative Decree no. 215/2003. An important change introduced by Legislative Decree no. 215/2003 was to give associations and institutions included in a list approved by an inter-ministerial decree not only the legitimacy to act in the name of, on behalf of, or in support of the victim of discrimination, but also to confer the same organisations and institutions the power of direct legitimacy in cases of collective discrimination should "the parties affected by the discrimination not be identified immediately and directly." However, there are certain relevant flaws in the implementation of Directive Race of which it is worth pointing out the reluctance on the part of the authorities in charge to apply this directive in cases of discrimination against Roma.

The measures specified within the NRIS and to this day planned to counter the vulnerability of Roma minors at the national level are mostly confined to the field of education. The vulnerability of children is also conveyed by the violation of the right to a family: Romani children are particularly at risk of removal from their nuclear family and in Italy they are over-represented in the number of children committed to foster-care or foster-homes and adoptions. To deal with this issue, the national project P.I.P.I. (the Plan of Action for the Prevention of Institutionalisation) was fostered in 2010 by the Ministry of Labour and Social Policies. Amongst Romani children, those living in informal settlements are even more exposed to social vulnerability: generally, authorities have no insight, no data, no knowledge at all of children's situations in informal camps. Although the issue of gender perspective has been reaffirmed many times within the NRIS, no measures have been implemented which explicitly address gender discrimination and there are no improvements in the lives of Romani women. Furthermore, since in the Strategy the concept of human rights and the gender perspective have been united, there is a risk that in practice such an approach might be lost. The issue of human trafficking is not handled within the NRIS and no action has been taken in its regard. In Italy, reliable data on the number of children involved in the phenomenon in question don't exist and the human trafficking phenomenon is even less investigated amongst concealed spaces, such as informal camps.

The way in which the right of EU citizens' freedom of movement, entry and residence in Italy is regulated applies to Legislative Decree No. 30/2007, which is not discriminatory towards Roma people in itself but, according to different contexts, it can be considered thus in its application. Moreover, according to some lawyers interviewed, in Italy it is easier and more likely that the residency of Romani individuals who are also EU citizens will be contested after three months – in the absence of registration, income or employment, as is stipulated in the Decree – than it is for other EU citizens.

Obtaining registration and citizenship proves to be complex for many Romani people. Regarding the former, legislation stipulates that relevant officials must accept registrations and issue residency to whoever lives permanently in the area in question, regardless of the suitability and category of the accommodation. In practice residency is rejected and therefore not issued, both illicitly, by the same officials in light of the type of accommodation used by many Romani individuals experiencing housing emergency. This refusal happens in a tacit manner, or verbally, although each written application has the right to a written and reasoned reply. The lack of registration hinders access to the National Health System (NHS), with the exception of first aid, to social care, to the job market, to recognition of statelessness, and to the right to vote for Italian citizens. For non-EU citizens, obtaining residency is linked to the possession of a residency permit and passport, which is difficult in the case of Romani citizens from the former Yugoslavia. As regards citizenship, many Romani people are not registered as Italian citizens, despite being born in Italy and having lived in the country for most of their lives. The reasons for this situation can be sought in a particularly stringent law on citizenship and its application. There is no record of any initiatives undertaken by the Italian government to promote the regularisation of Roma in Italy. On the basis of the legislation in force, Romani citizens who abandoned a country in which had been subject to persecution or damage due to civil or international conflict have the right to residency for humanitarian reasons or for international protection under the status as refugee or of subsidiary protection. However, Roma fleeing from conflict in the former Yugoslavia in the 1990s have not been encouraged to seek asylum; only 'nomad camps' were reserved for the Romani people, who might have the right to request international protection.

## Education

In Italy (unlike in other countries) Romani children are not placed in segregated classes or in special schools but it is recognised that the policies of education has been inefficient. The interventions of schooling for Romani children have played a central role during the last 20 years, but the results appear to be rather unsatisfactory. From 2007/2008 to date, the presence of Roma students shows a decreasing trend. In 2012/2013 there were 11,481 enrolled Roma pupils (compared to an estimate of about 30,000 Roma children that should be in compulsory education). The schooling of Roma children depends largely on their housing conditions: the isolated camps, which are located outside of the networks of transportation, and services and centres of aggregation, prevent children and adolescents

from going to school on their own. For Romani children who do not reside in equipped camps but in informal settlements, the situation is even worse, since the constant evictions they endure with their families interrupt the schooling pathways they may have started and prevents them from following educational activities. To meet the NRIS schooling objective, the National Table of Education has activated two ongoing experimental programmes, the results of which should delineate replicable models: the Project for the inclusion and integration of Roma, Sinti and Caminanti (RSC) children – under the Ministry of Labour and Social Affairs, in collaboration with the Ministry of Education (MIUR) and the *Istituto degli Innocenti* of Florence – and the Programme Grow with cohesion – launched in 2012 by the Ministry of Education – to combat early school dropouts in problematic situations through the creation of platforms between schools and social private organisations. In addition to these programmes, there are ongoing sporadic interventions in support of education promoted directly by local authorities and associations and addressed to the Roma in the settlements, continuing on from what took place in the years preceding the Strategy.

Romani children often experience a condition of marginalisation in schools, especially if they are residing in ‘camps’, and endure didactic marginalisation. For Romani children of recent immigration the difficulty of understanding and mastering the language is a hurdle and a further hindrance to the continuity of their education. The NRIS has given no operational indication or directions in this regard. For more than two years the MIUR has been requesting that all schools should integrate in activities regarding genocides insights on the *Porrajmos*, that has been included as a part of Holocaust Remembrance day, 27 January, since 2013. To facilitate the work of teachers, special documents are being prepared on this issue to be made available on the MIUR online platform. Besides these programmes, other specific measures to encourage the permanence of Roma pupils in the schools have not been activated. In the same way, the NRIS has not defined actions on pre-schooling and early education and care. Interventions to engage and raise awareness of the value of education in the Roma families were conducted within the school programmes. As for teacher training and school mediation, the main activities are carried out within the framework of the two national programmes previously presented.

Data and information regarding professional qualifications and participation in training activities for Roma are not available although, since 2008, according to the legal framework for activities of the networks of the EURoma European Social Fund, the Ministry of Labour and Social Policy constituted a “Board for the social and labour inclusion of the Roma”. On the ground, training activities that are functional for work inclusion have developed in an unsystematic manner mainly on the provincial level by the European Social Fund promoting job training, mixed pathways of alternating school and work and forms of assistance to work inclusion. The subjects consulted within the Ministry of Labour and Social Policy and the ISFOL are not aware of recent and far-reaching actions and interventions leading in that direction.

## Employment

At the central level, measures fostering Roma insertion into the labour market have not been carried out. The Ministry of Labour, despite not having carried out specific projects benefitting the Roma, has actualised and is launching a series of projects also open to Roma groups of foreign origin, aimed at promoting inclusion of vulnerable sectors of migrants in the labour market. As of April 2014 the National Table on Employment had only proposed some measures: to launch – under the *National Operative Programme (NOP) Governance and System Actions*, for 1,620,000 EUR – an experimental programme to promote the integration of disadvantaged and discriminated subjects (including the Roma) into the labour market through traineeship activities in the Convergence-Objective Regions. A second proposal deals with the possibility of recreating the Spanish ACCEDER Programme, developing experimental activities in a number of Regions, to be later extended to the others – again the in framework of the *NOP Governance and System Actions*. Currently (May 2014) the Evaluation Committee has chosen the winner of the call to tender for this programme, but the work is at a standstill and cannot begin until the Decree approving the winner's nomination is made public. The last change of Government (on February 2014) determined the turnover of the Head of the Directorate that should sign it and that has yet to be confirmed.

As far as public employment is concerned, in Italy ethnicity is classed as a sensitive issue, therefore there are no data on the ethnic composition of public sector employees. As regards work experience, no specific interventions for Roma communities have been recorded on the national level. Currently, policies for integration into work appear to be restricted to initiatives in individual Italian towns, in particular in Lombardy, Marche, Puglia, Campania and Tuscany. Since the approval of the NRIS, but independently of this, the Ministry of Labour and Social Policies has carried out two mainstream measures targeting minors and women entering the labour market (which might include Roma): the implementation of social/employment integration methods for unaccompanied foreign minors, guaranteeing the continuation of their presence in Italy once they reach the age of 18 and the development of an action model aiming at fostering the autonomy of young migrant women, via personalised approaches and local service networks, which is currently being implemented (January-September 2014). An essential issue to bear in mind is that Roma communities have usually been treated – within Italian social policies – as a distinct and separate category and that – for this reason – they are not always involved in mainstream programmes. In addition even if they were involved, ethnicity is still sensitive data and therefore the number of Roma joining mainstream policies is not known and is estimated to be low.

Since 2008, Italy's adhesion to the *EUROMA European network for social inclusion and the Roma community* has played a functional part in the objective of eliminating barriers and discrimination when accessing the labour market. Furthermore, Italy has promoted the constitution of a national network for the inclusion of Roma in society and in the working world, to which various local and central administrations have adhered. The network's objective is to share knowledge of the strategies to promote Roma inclusion that have been carried out across Italy. There have been no other projects implemented in Italy, although there has been a series of measures carried out by local bodies. A national service that does not deal directly with Roma people has been the consolidation of the Migrant Integration portal, which is a means of raising awareness on the services available to migrants around the country.

Within the Roma in Italy, autonomous work constitutes an important part. Around half of all employed Romani people carry out independent work, and a further 50% of these perform this work in an undeclared manner. In particular, the activities carried out by the Roma in this sector include metal collection and itinerant trades and principally involve men under the age of 30. In order to regularise the position of those who carry out metal collection/recycling informally, the initiatives undertaken in Italy have applied to two provinces: Bolzano and Reggio Calabria. Besides these two occurrences, there have been no other recorded measures of the regularisation of informal self-employment, within which the topic of travelling carousels traditionally run by Sinti families is especially relevant.

In support of youth enterprise creation, there have been no procedures directly targeting the Roma communities. Two mainstream projects are noteworthy: the *Start it up* project for immigrant entrepreneurship – realised in 2012 with the objective of enabling migrants from non-EU countries access to pathways of 'doing business' – and the *Patrons Fund*, which was instituted by the Italian Government over 2011 and 2012 and stipulates forms of co-financing granted as cost sharing – to a maximum limit of 40% of the entire cost of the project and up to a maximum of 3m EUR – for projects promoted by under-35s in the sectors of eco-innovation and technological innovation, the recovery of traditional arts and crafts, corporate social responsibility and the promotion of Italian and European identity.

## Health Care

Very few data and information about the health status of the Roma can be found in Italy. Studies are heterogeneous, in part because housing and living conditions make it difficult to collect information using a rigorous method. Those available are related to almost all Roma living in formal camps or informal settlements and confirm the European analyses. In Italy the National Health Service (NHS) provides for the delivery of health services in the public sphere to all citizens regardless of gender, residence, age, income and employment, but the right to health of the Roma depends on their legal status. Though formally, albeit in different ways, all Roma are entitled to medical and health services, in fact, given the complexity of legislation and administrative procedures, they do not access adequately services, there is confusion,

those living in informal settlements often do not have information on or awareness of their rights (in 2010, thanks to interventions in the informal settlements in Milan, NAGA discovered that 94% of the patients that were visited and assisted did not have health coverage). According to a 2012 survey promoted by the Lazio Region on proposal of the Italian Society of Medicine for Migration (SIMM) concerning access to health services of Roma living in settlements in Rome, two factors affect the level of knowledge of health services: the geographical location of the settlements and their integration into the surrounding urban fabric, and the duration of stay of the people in a particular settlement.

The lack of documents is an obstacle, despite the fact that on paper everyone has access to health care. Romani foreigners in Italy experience the same problems detected for the Roma in Europe. Beyond the already known problems concerning access to health services, there are also those depending on the difficulty of applying the rules, due to the allocation of responsibilities between the State and the Regions. Despite the State's role as guarantor of equity in the health field, the 21 Regional Health Systems operate in a manner that is inconsistent with one another and often derogate, especially when it comes to more vulnerable groups such as immigrants and Roma, from the Essential Levels of Assistance (LEA) and the principle of equity.

Several associations carry out supporting activities and often establish privileged channels of communication between Roma (mainly those residing in the settlements) and hospitals, clinics and local health authorities. In summer 2013, in the framework of the NSIR, the INMP (National Institute for the Promotion of Health, Migration and the contrast of the diseases of poverty) launched the project Trovarsi. Vaccinations for Roma and Sinti in Italy, that aims at realising information and awareness campaigns, vaccinations in the local health authorities and in the Roma camps, developing information devices for exchanging information via web and conducting distance training for health operators. Yet several researchers and associations believe that vaccinations of children are to be avoided, not only because they are no longer an emergency, but mainly because they constitute a kind of palliative that, in fact, allows the maintenance of the *status quo*. To promote access to health care, the NRIS focuses on the role of Roma mediators and many bodies operating in this field believe they are indispensable for facilitating the access to and use of health services, and experiments in this direction are in progress. Access to health care is hampered by forms of direct and indirect discrimination, but the Roma do not mark these episodes by reporting complaints or by pursuing other measures to protect their rights.

As for the legislation on patients' rights and its implementation, in Italy in 1980 the Charter for Patients' Rights was proclaimed, followed by the proclamation of approximately 100 Local and Regional Charters of Patients' Rights. The rights included in the charters were acknowledged and integrated both in National Laws and in the Regional Legislations as per the rights of the patient. Both the Ministry of Health and the Departments of Health (organs of Regional institutions) carry out inspections and monitor the effective implementation of the rights. In recent years, particular importance has been given to the monitoring of the application of the rights in the regional territories, considering the concurrent characters of the State and the Regions in Italy, and great difference was found in the provision of benefits by the Regions with discrimination regarding access to and cost of services.

The adoption of a systemic and integrated approach to health care has been planned by the political control room and the National Tables with the participation of various ministries and key institutional and non-profit actors. Some of the national programmes of NRIS have adopted this approach but concrete and measurable results regarding the right to health of the Roma have not yet been achieved.

## Housing

Despite the fact that issues relating to living inclusion of the Roma in Italy have been extensively analysed through reports, research and in-depth investigations over the past few years, despite there have being an ample record of cases of recommendations from national and international bodies reminding Italy to respect and protect the rights of minorities, and despite a series of experimental initiatives being carried out by several local administrations which show that other living situations are achievable, it would be



hard to say that Italy has changed from being the 'campland'. Around 40,000 people, a quarter of the entire Roma population, live in 'camps'. This anachronistic and segregated situation continues to characterise the geography of many urban areas. Beyond the purely numerical aspect, the right to live in adequate housing and to choose the place of residence remains one of the most problematic and dramatic aspects involving the inclusion of Roma. Indeed, in the NRIS Housing constitutes one of the axes of intervention with the objective of "improving access to a broad spectrum of living solutions for Roma people". This flies in the face of daily reports that mention the 'evictions' as the most utilised tool in the framework of a mainly securitarian approach.

The accessibility of social housing for Roma passes through social housing policy which, in the Italian national context, almost exclusively consists of public residential buildings (ERP). However, because of the on-going shortage of such buildings and of the lack of adequate housing policies, access to public housing has become a "competition" among those who live in disadvantaged conditions. Regarding the possibility to access public housing, some more obstacles emerge for Roma related to their legal status (lack of residence permit) and to the fact that living in authorised "camps" is not recognised as a situation of housing disadvantage. As regards the creation of ranking lists for access to public housing on a general level, despite regional or municipal diversities, it is recognised that situations of living disadvantage are aggravated by improper, unhealthy, makeshift or procured housing, and cohabitation and overcrowding, but these factors are not always associated with the reality of the camps or parking areas, above all if they are recognised or authorised.

In situations where the presence of Roma populations and the relation of their involvement through instruments of project-sharing is more advanced, further in-depth and constant research can provide us with a framework, albeit partial, of a situation within which the recourse to social housing is possible and desirable. In order to close the dramatic chapter of 'nomad camps' and begin a new phase in which lifestyles and settlements, social values and the rights of the various Roma groups represent the compass point for new settlement and housing policies, the strategies to be followed must be complex and diversified. Direct participation by the families affected by the initiatives, for instance, is a precondition of any project. Two years after the National Strategy there has been no record of any interventions in housing policy that have brought about projects of this type.



# RECOMMENDATIONS

## Structural Requirements

- Provide methodological and operative guidance for the implementation of the NRIS, paying attention to the mechanisms of territorial implementation and the function of the regional/local Tables, establishing modalities for collaboration with local stakeholders and guaranteeing involvement of associations and Roma organisations. To this end, organise an integrative document of the NRIS containing updated and modifiable operational indications, assigning the duty to define the modalities for updating and adding data to the NFP and the control rooms, as well as the editing and approval of the document. *(NFP, Government)*
- Spread information regarding ongoing activities carried out by NRIS in the local areas, so as to understand the point of view of the different key actors involved in the activities; develop, at NFP levels, a system of coordination and monitoring of the actions of NRIS, to be updated in real time, defining the responsibilities of coordination and assistance to the leadership within the NFP. *(NFP, Government, CSO)*
- Actualise the participation of Roma organisations at the regional and national levels (providing travel expenses) and definitively establish whether to form the RSC Forum as planned. *(NFP, Government)*
- Equip UNAR with administrative and financial autonomy, in view of the transition to a state of wider and more effective autonomy (allowing UNAR, among other things, to exercise the power to impose penalties which it does not currently possess). *(Government)*
- Prepare an appraisal system of the NRIS identifying concrete and measurable indicators related to the achievement of its objectives. Evaluate the impact and any unintended effects (positive and negative). Combine the current assessment of the NRIS with an in-depth explanation of the reasons for the failure of the inclusion policies of Roma undertaken in recent decades. *(NFP)*
- Transfer effective operating methods for the implementation of NRIS to different structures and levels of governance (investing resources of the NFP in the analysis of elements of portability and replicability of the programmes and actions that achieved partially successful results). *(NFP, local authorities)*

## More Comprehensive Recommendations

- Enhance the targeting of funds towards Roma inclusion and increase the overall absorption rate of EU funds by supervising – via the Task Force on European Funding of NFP – the use of EU funds in the 2014–2020 programming, highlighting the National and Regional Operative Programmes in completion phases, and monitor the submission of plans at the national and regional levels. *(NFP, local authorities, CSO)*
- Request the disclosure of the costs and methods of managing the assets of ex Nomad Emergency from the Ministry of the Interior on behalf of the Prefectures and Municipal administrations of the beneficiary cities. *(NFP)*
- Equip the NRIS with the economic resources of the state budget, making information public and giving priority, in the allocation of resources for the measures/programmes, to the regions with the highest concentration of Roma. *(Government)*
- Equip the NFP with human resources for the NRIS, considering the inclusion of Roma who can contribute to a more accurate understanding of the complex reality of Roma in Italy. Assign full-time and competent dedicated human resources (in order to avoid having to start from the beginning each

time) to the national structures of the NRIS and to the Regions and local areas. In the Regions, contacts could be identified among its employees. Evaluate the possibility of involving social workers employed in the Prefectures throughout the Italian territory. (*Government, local authorities*)

- Provide and disseminate information, documents and results obtained within the NRIS, in the perspective of management and capitalisation of knowledge, reaching all stakeholders (beginning from the Roma) and improving the new UNAR website. Disclose the conventions and agreements drawn up by the UNAR. Enable effective tools for knowledge management and exchange of information related to the NRIS, at the regional/local levels as well. (*NFP, local authorities*)
- Evaluate the type of information and the data to be acquired (studies, researches, good practices) in order to produce further knowledge necessary for the NRIS, given the priority of objectives that require data and information, and clarify, in the text, when referring to Roma living in disadvantaged housing compared to Roma as a whole. Promote careful reflection on the collection of quantitative information on Roma in Italy (ethnic principle versus socio-residential). (*NFP, Government*)
- Schedule a systematic collection of data and information on the Roma living in disadvantaged housing, explaining the objectives of this collection and the methodology. (*NFP, Government*)
- Acquire and consolidate relations with CSOs (civil society organisations) and define the means of contact, communication and involvement of Roma organisations. (*regional Tables, local authorities, CSO*)
- Disseminate among the key players of the NRIS information concerning the fact that the Roma interpret the concept of representation differently from the overall majority of society, in order to avoid misunderstanding and improper attribution of responsibility to people who, according to the organisation of power in the family networks, can only represent one's own family and/or small portions of the inhabitants of a settlement. It is therefore necessary to broaden communication as far as possible, creating an actual form of participation with the Roma community. (*NFP, CSO*)
- Promote communication/information/training initiatives to provide visibility of integrated Roma, in order to eliminate stereotypes and prejudices, developing positive role models and representing the fact that the Roma are not only those living in marginal conditions. (*NFP, regional Tables, CSO*)
- Foster the creation and the consolidation of a Romani social actor, conveying funding and projects for interventions on empowerment and capacity building in politics, active citizenship, advocacy and the protection of rights, access to European funds and project planning, the creation of networks and social capital, training young activists and supporting the creation of forms of self-organisation of Roma, particularly in the South of Italy. (*NFP, Government, CSO*)
- Verify that the training and capacity building programmes, which are addressed to the different key actors involved in the NRIS, and specifically to the civil servants, guarantee quality and homogeneity throughout the national territory (*NFP*)
- Foster the adoption of methods of cooperative work among associations and counter the pursuit of interests that do not comply with the integration of Roma. (*CSO, local authorities, NFP*)
- Condition the activation of national programmes and the approval of plans for Roma Inclusion to the presence of concrete elements of sustainability. (*Government, Local Authorities*)

### Anti-Discrimination

- Follow up on the primary commitment defined by the NRIS regarding the recognition of the Roma as a national minority to be included in the Law 482 of 1999 on recognition of minorities. (*Government, NFP*)
- Follow up with the requirements of the NRIS on raising public awareness on issues concerning Roma, and particularly, the promotion of events in memory of the genocide of the Roma and Sinti. Events should be held as an occasion for reflecting on the current conditions of exclusion and discrimination of Roma rather than mere past occurrences. It is also noted that the term *Porrajmos* must be used carefully, as it takes on very different and slightly irrelevant meanings. (*NFP*)
- Quantify the phenomenon of statelessness and risk of statelessness in the most accurate way, consistent with the actual situation. (*NFP, Government*)
- Concretise the legislation proposal on which the Task Force for the recognition of Roma coordinated by the Ministry of Interior is currently working, which has acknowledged that the



legislation is the only solution for remedying the phenomenon of *de facto* statelessness of the Roma. (NFP, Government)

- Based on research carried out recently by the University of Verona and Associazione 21 July, the parliamentary Commission for childhood and adolescence is invited to launch an investigation on the phenomenon of over-representation of minors removed from their families and given up for adoption to non-Roma families. (Government, NFP)

### More Comprehensive Recommendations

- Fully implement international obligations with the ratification of the 1954 Convention and proceed to ratify the Convention on the Prevention and consequent reduction of Statelessness of 1961. (Government)
- Adequately spread UNAR Recommendation no. 15 of 30 January 2012 related to birth registration – with the support of the ANCI – in the Municipalities so that it becomes common practice for the registry office to release and not arbitrarily reject birth registration due to the type of housing in which many Roma live, enduring situations of poverty and/or homelessness. (NFP, Government, Local Authorities)
- The responsible authorities are asked to grant full rights to foreign young adults, even those without residence permits or legal residence, to apply for and obtain recognition of Italian citizenship if they can prove their residence in the country since birth, also in the light of art. 33 of the Decree-Law no. 69, June 21/2013 converted with amendments by Law no. 98, August 9/2013. (NFP, Government)
- Issue a recommendation that is to be disseminated, preferably with the support of ANCI, in the Municipalities and the relevant departments so that there is effective application of the provisions of art. 33 of the Decree-Law no. 69, June 21/2013, converted with amendments by Law no. 98, August 9/2013, regarding the acquisition of Italian citizenship on reaching 18 years of age. (UNAR)
- Ensure protection to the right of the family and that removal of children from the nuclear family is adopted only as a last resort and only after having examined other possible alternatives aimed at developing the child within their Roma family network. (Government, NFP)
- Provide guidelines and support to local Prefectures so that the procedures for the recognition of statelessness are defined, clear and uniform in the national territory. (NFP, Government)
- Extend legal competence for the recognition of statelessness – which is currently only given to the Court of Rome – to other courts in the country, given the impact on the cost of the legal proceedings for all those who are not residents in Rome. (NFP, Government)

### Education

- Definitively abandon the use of the term “nomads” in official documents of the Ministry of Education, in textbooks and teaching materials. (NFP, Government)
- Remove the chapter on Romani students in the annual report of the MIUR on pupils with non-Italian citizenship, including Romani students with other Italian or foreign students. As an alternative, use the socio-housing criterion, with no ethnic connotation, to take a census of those students living in disadvantaged housing conditions. (NFP, Government)
- Promote training programmes for teachers, principals and school staff on innovative teaching methods, culture and history of the Roma. Encourage the recognition of identity and the cultural dimension of Roma children and families. Counter (stating reasons) the tendency of teachers to not recognise Roma families as the first positive educational and cultural institution for the child, equal to non-Roma families. (Government, local authorities, NFP)
- Facilitate the access of young eligible Roma to opportunities offered by the Youth Guarantee Programme (guidance, job placements, apprenticeships, internships, community service, self-employment support, training aimed at providing employment and reintegration of young people outside the education and training system, job mobility in Italy and abroad). (NFP, Government, local authorities)
- Take up means for mediating between schools and Roma families and carry out promotional campaigns to know and contrast stereotypes directed to the families in schools where there is a

majority of Roma minors, to create a rapport of mutual trust and obtain active involvement of the Roma families in the children's educational growth. (NFP, local authorities, CSO)

### More Comprehensive Recommendations

- Include the regional education offices in the regional Tables or in the institutional seats responsible for defining global policies for Roma Inclusion in the territory. (NFP)
- Expand Roma inclusion initiatives concerning education beyond pilot projects and make efforts to implement large-scale and sustainable programmes. (Government, NFP, local authorities)
- Take actions to foster pre-schooling for Roma children, combining them, when possible, with training/accompanying activities for job placement for the parents. (local authorities, CSO)
- Intervene in primary and secondary school curriculums so that insights on cultural minorities and migration issues are included. Draw up agreements with editors for the production of textbooks and teaching materials. (NFP, Government)
- Encourage the conduct of interventions in classes in order to counteract the introjection of the stereotype by Roma children (which adapt their behaviour and performance to the expectations based on stereotypes) and to emerge and discuss groundless prejudices. (local authorities, CSOs)
- Ensure that schools do not foster school and extracurricular activities directed only at Romani children of foreign origin and that they do not treat Italian Roma and Sinti differently from children of other minorities thus fuelling separation and exclusion. Sustain the creation of occasions for encounters between classmates/schoolmates outside school hours. (local authorities, CSOs)
- Assign financing for the purchase of textbooks and other educational material for children of Roma and non-Roma families who live in difficult conditions, and also for those who are not registered at the birth registry, and intervene in schools so as to favour the distribution of textbooks among the pupils of the same premises. (Government, NFP, local authorities, CSOs)
- Ensure that at the local and neighbourhood level school bus services for children are provided adequately, in order to allow all of them to reach the schools. (local authorities)
- Follow up on actualising the official documents and declarations of the MIUR on Inclusive education for all, as well as the instructions of the NRIS regarding: global intervention; long-term investments; participation of minors and their families; enhancement of the "Roma" culture. (NFP, Government)
- Provide training courses for operators of regional systems that are responsible for the organisation and the functioning of the labour market involved in the implementation of general support and guidance in the Youth Guarantee Programme to better support Roma. (NFP, Government, local Authorities)
- Favour the dissemination of information on second-chance schools, on programmes concerning prevention of early school dropout, and other initiatives that accompany professional training in the Romani settlements. (Government, NFP, local authorities, CSOs)
- Make explicit measures and programmes for lifelong learning, literacy, vocational and professional guidance and training for Romani adults to bring down illiteracy rates (NFP, Government, local authorities)
- Guide financing operations of the Law 285/97 towards the consolidation of the schooling process for Roma children (in 2011, projects related to the Roma were only five out of almost 100). (Government, NFP)

### Employment

- The Ministry of Labour and Social Policy and the Table of Labour should set, within a tight deadline, operational and step-by-step guidelines meeting the specific objectives of the NRIS. (NFP, Government)
- Regulate the informal self-employed work that is already being pursued by the Roma and other groups, with an explicit although not exclusive approach. (NFP, Government)
- Verify that interventions for job placements are not confined to the achievement of internships and/or employment grants and collect the necessary data and provide for evaluation frameworks. (NFP, Government, local authorities, CSO)
- Apply ERDF funds to projects that provide job placement and professional qualification as concerns the integrated cycle of waste management (NFP, local authorities)

- Actualise the resolution of Reggio Calabria, related to peddlers engaged in collecting and selling non-hazardous waste, which established a provincial registry of companies in December 2012 that carry out waste and freight management, and transfer this resolution to other local areas. (*local authorities*)

### More Comprehensive Recommendations

- Promote, starting from the Regional Tables, the realisation of vocational training interventions that both meet the demands of the local labour market (verified with the employers' associations) and the actual capacity and aspirations of the Roma (mainly the young and women). (*Regions, NFP*)
- Carry out training for employment service staff so that the Roma are targeted towards job opportunities that are more suitable and relevant to their abilities and profile. (*local authorities*)
- Require that organisations of the labour market, whose equality bodies have identified discriminatory activities, should actualise remedial actions consisting of collective compensation that provides job placement activities for the Roma. (*Government*)
- Ensure that assistance in vocational training and job placement measures in projects and programmes do not take an essentialist view of the Roma (where women only take to tailoring activities and men take to refuse management). (*NFP, Government, local authorities*)
- Disseminate information among the Roma on access to National Civil Service. (*local authorities, CSO*)

## Health Care

- Collect information on the health conditions of Roma residing in the authorised camps from completed research and acquired knowledge already developed in this field, involving Roma and experts with proven competence in relation to the issue and to the subjects of reference. (*Government, NFP*)
- Make explicit, in the documents of the National Table on Health and the NRIS, the connection between health problems and living conditions, in order to counter the ethnic approach to health of the Roma and favour the definition of programmes on determinants of health. (*NFP*)
- The Ministry of Health and the National Table of Health should set tight deadlines for the operational and programmatic guidelines compliant with the three specific objectives as defined by the NRIS and earmark necessary funds or implementation. (*NFP*)
- The National Table of Health should establish a means to spread information on the conditions and methods of access to health services and to the family paediatrician – including children of illegal immigrants – as well as the allocation of ENI and STP codes among the Roma in the settlements. (*NFP*)
- The Ministry of Health should provide directions for the SSR (regional health systems) to actualise the Agreement “Guidelines for the correct application of the legislation on health care to foreign population by the Regions and the Autonomous Italian Provinces”, approved on 20 December 2012 by the Permanent Conference for relations between the State, the Regions and the Autonomous Provinces of Trento and Bolzano. (*Government, NFP*)

### More Comprehensive Recommendations

- Activate the work aimed at recognising cultural-linguistic-health mediators as professional roles, establishing the educational curriculum needed for achieving qualification. (*Government*)
- Programme training activities (that produce credits and fall within ordinary training activities) for staff in health care facilities about Roma, cultural diversity and mediation in health care, including activities for developing direct contact, so as to prevent forms of direct and indirect discrimination in the health care facilities and to bring out latent prejudices by demonstrating their invalidity. (*Government, NFP, Regions*)
- Call on local health authorities to improve the accessibility of services for more vulnerable groups, including the Roma. (*Regions*)
- Provide cultural-linguistic mediators in the corporate governance of the local health authorities to facilitate the access, the administrative formalities, the comprehension of medical reports, prescriptions and medical instructions. (*Regions*)

- Foster mediation systems at local levels, based on networks, synergy between public and private entities, communication and collaboration between the various actors that are involved in the local Romani reality, by integrating the different skills and professions. (*Regions*)
- Identify ways and means to transfer to other regions the models of service supply and health care for Roma, successfully tested in some settlements by some local health authorities. (*NFP, Government*)

## Housing

- Regions provided with regional laws that are dedicated to Roma and Sinti (Friuli Venezia Giulia, Emilia-Romagna, Latium, Lombardy, Piedmont, Veneto, Sardinia, Umbria) are suggested to adapt their legislation to the directives of the NRIS, particularly as far as the housing policy is concerned. (*Regions*)
- Adopt and distribute guidelines in all the local institutions affected by the Roma housing emergency phenomenon, so that housing policies targeted towards them are not discriminatory, and comply with the international law on human rights, with the necessary requirements identified by the EU and consistent with the NRIS, so as to encourage desegregating housing policies that ultimately go beyond confinement in camps and the approaches linked to these. (*NFP, Government, local authorities*)
- Foster a culture of participation among the local authorities (Municipalities and Regions), considering that the direct participation of families in the actions is a precondition for any project. The conditions of this process must be reliable by a series of supporting measures that favour the foundation of vital spatial structures based on mechanisms of participation and identification rather than abstract accommodations that appear to be like settlements. The NRIS prioritises the involvement of local authorities and Roma communities through the development of *positive interaction* and *negotiated inclusion* processes. (*local authorities, NFP*)

### More Comprehensive Recommendations

- In view of the smallness of the Italian public housing assets and the ineffectiveness of ordinary tools, explicitly encourage municipalities to develop projects that are not exclusively dedicated to the Roma, but to all those living in poverty and homelessness, based on the recovery and self-recovery of abandoned public property (or non-profit private entities with gratuitous loans) and on self-construction. (*NFP, Government, local authorities*)
- The Ministry of Interior is called on to issue a circular to implement the principles of the NRIS addressed to the Prefectures, so that they respect and make sure that other local institutions comply with the procedural guarantees provided by the international law on forced evictions. (*NFP, Government*)
- Regional laws and municipal regulations must see that evictions from a camp or residential settlement are equal to those from an ordinary house, given the scoring system for allotting housing. (*NFP, Government, local authorities*)
- Conduct forms of monitoring and control over municipal circulars (rather than regional laws) that define the criteria for ERP housing allotment. (*NFP, Government, local authorities*)

## LIST OF ABBREVIATIONS

<b>ACLI</b>	Christians Associations For Italian Workers
<b>ANCI</b>	National Association Of Italian Municipalities
<b>ASGI</b>	Association For Legal Studies On Immigration
<b>ASL</b>	Health Local Authority
<b>CAD</b>	Antidiscrimination Centre of Pistoia
<b>CCIA</b>	Chambers Of Commerce, Industry, Agriculture And Crafts
<b>CEDU</b>	European Convention On Human Rights
<b>CSO</b>	Civil Society Organisation
<b>DPO</b>	Department for Equal Opportunities of the Presidency of the Council of Ministers
<b>ECHR</b>	European Court On Human Rights
<b>EIF</b>	European Fund For The Integration Of Non-EU Immigrants
<b>ENAR</b>	European Network Against Racism
<b>ENI</b>	European not-registered
<b>ERDF</b>	European Regional Development Fund
<b>ESF</b>	European Social Fund
<b>FPM</b>	Migration Policy Fund
<b>ISFOL</b>	Institute For The Development Of Vocational Training For Workers
<b>ISTAT</b>	National Institute of Statistics
<b>MEDU</b>	Association of Physicians for Human Rights
<b>MIUR</b>	Ministry of Education
<b>MtM</b>	Make the Most of EU Funds for Roma
<b>NFP</b>	National Focal Point
<b>NHS</b>	National Health Service
<b>NOP</b>	National Operational Program
<b>NRIS</b>	National Strategy for the Inclusion of Roma, Sinti and Caminanti
<b>RCS</b>	Roma, Sinti and Caminanti
<b>ROP</b>	Regional Operational Program
<b>SIMM</b>	Italian Society of Medicine for Migration
<b>STP</b>	Temporarily Present Foreigner
<b>TEAM</b>	European Health Insurance Card
<b>UNAR</b>	National Office Against Racial Discrimination
<b>UNHCR</b>	United Nations High Commissioner For Refugees
<b>UPI</b>	Union Of Italian Provinces
<b>UTG</b>	Territorial Office of the Government

## INTRODUCTION

More than two years have passed since the drafting of the National Strategy for the Inclusion of Roma, Sinti and Caminanti (RSC), which constitutes the first univocal national strategic framework for RSC (henceforth “Roma”). Taking into account that in Italy the ‘camps’ represented a kind of control device with regard to Roma, a Nomad Emergency was established over three years in five out of the most populated Regions and that in the past three years there have been four different Governments, the National Roma Inclusion Strategy (NRIS) represents a significant break with the past. As a matter of fact it expresses a critical judgment of the solution of ghettoisation in ‘camps’ and outlines the choice of working past the prospect of an emergency or an assistance-based approach, and is grounded instead in a rights-based approach and a participative method aimed at including Roma in the measures. In this way, the NRIS has created a climate of expectancy among the stakeholders, including most of the national Romani organisations, which, however, seem to have been disregarded. Despite the strategy’s launch, social exclusion conditions persist for the majority of Roma, as well as the tendency to generate a stigma around them. From the point of view of the programmes and activities, there have, moreover, been widespread delays and an absence of direction for the translation into operational terms of the Strategy itself. The participation of the Roma – whose organisations are still weak and in an incipient condition – has proven to be a mere formality at the national level and is very scarce at local levels. This has caused a sense of extraneousness on the part of the Roma who feel they are neither owners of nor responsible for this instrument. Principally at the local level, in fact, one gets the feeling that the reality of the situation comes across as being a case of business as usual, with processes and trends that are bringing about the same results as before. Finally, there is an unrecognised demand for knowledge and information on the topic of the Strategy, its protagonists, the planned actions and those already completed, expressed by local and regional administrators, employees of public service offices and structures, civil society organisers and the Roma organisations themselves.

The present Civil Society Monitoring Report, finalised in July 2014, is part of a wider initiative of the Decade of Roma Inclusion Secretariat Foundation in cooperation with the Open Society Foundation’s Roma Initiative and Make the Most of EU Funds for Roma (MtM) aimed at developing civil society monitoring reports on the implementation of National Roma Integration Strategies (NRIS) and Decade of Roma Inclusion National Action Plans. The reports intend to present integrative and alternative information to those submitted by State parties to the European Commission on the implementation of the NRIS, channelling local knowledge and information gathered from the point of view of civil society organisations (CSO) into national and European-level policy processes and reflecting on the real social impact of government measures. To this aim, as for Italy a preliminary mapping of the actors and the actions in charge of planning, deciding and implementing the NRIS measures was carried out, since the information and the knowledge on the current situation is sketchy and no centralised information is available. Based on this mapping, monitoring activities were carried out by a consortium led by the Associazione 21 luglio, together with *Fondazione Giovanni Michelucci* and *Associazione Amalipé Romanò*, according to the methodology outlined below.

The methodology of the report relies on a qualitative approach which included: analysis of international, national and local documents (policy documents, research and administrative reports, articles and essays, etc.); interviews with 77 qualified individuals at the national and local level (*Annex 2* provides the full list)<sup>1</sup>; a survey addressed to 63 Roma people involved in measures at local level, with structured questionnaires; an in-depth analysis of the NRIS measures and mainstream policies in 14 Regions (including those which

1 Two main key actors among those involved in Italy in policies for Roma integration have not been available for interviews or for providing information: *Opera Nomadi* and *Comunità di Sant’Egidio*.



established the Regional Tables, briefly presented in *Annex 1*); an in-depth analysis of a selection of Municipalities (Genova, Lecce, Milano and Torino); in-depth analysis of eight case-studies; a national workshop on the first findings of the monitoring activities (*Italia Romani. The inclusion of Roma and Sinti in Italy. Which Strategy?* Seminar organised by *Associazione 21 luglio* in Rome in April 2014) and a validation workshop on the draft version of the recommendations, with the participation of seven researchers and experts, held in Rome on 10 May 2014.

## 1. STRUCTURAL REQUIREMENTS

Despite the often alarmist attention given to the Roma, Sinti and Caminanti (RSC, henceforth “Roma”) population, in Italy the numbers about them are scant. Estimates provided by the European Commission<sup>2</sup> indicate the number of 110–170,000 individuals which represents 0,25% of the total population (according to Opera Nomadi 70,000 of them are Italian and the others originate from the Balkans).<sup>3</sup> The Italian Department of the Interior outlines that 100,000 out of 160.000 RSC citizens were not registered in the census. Estimates made by the National Roma Integration Strategy (NRIS)<sup>4</sup> point out that around 40% are less than 14 years old and only 0.3% are over 60. Overall official data on their diffusion in the Italian regions do not exist, nevertheless latest information provided by various local administrations, field studies and monitoring activities carried out by reliable civil society organisations allow to sketch out some data. The following box presents those concerning 11 out of 20 Italian regions with more than 2,000 Roma each.<sup>5</sup>

Region	Roma (a.v.)	Regional population	%
Abruzzo	6,000	1,312,507	0.45
Calabria	9,000–13,000	1,958,238	0.56
Campania	9,500	5,769,750	0.16
Emilia Romagna	4,000	4,377,487	0.09
Lazio	17,000	5,557,276	0.30
Lombardia	13,000	9,794,525	0.13
Piemonte	6,000–6,500	4,374,052	0.14

- European Commission, *Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions. An EU Framework for National Roma Integration Strategies up to 2020, COM(2011) 173 final*, Brussels, 5.4.2011, available at: [http://ec.europa.eu/justice/policies/discrimination/docs/com\\_2011\\_173\\_en.pdf](http://ec.europa.eu/justice/policies/discrimination/docs/com_2011_173_en.pdf).
- ERRC, *Italy. A report by the European Roma Rights Center. Country profile 2011–2012* (Budapest: 2013), available at: <http://www.errc.org/cms/upload/file/italy-country-profile-2011-2012.pdf> (accessed: 5 February 2014); Associazione 21 Luglio, *Figli dei “campi”. Libro bianco sulla condizione dell’infanzia rom in emergenza abitativa in Italia* (Rome, 2013), available at: <http://www.21luglio.org/figli-dei-campi-libro-bianco-sulla-condizione-dellinfanzia-rom-emergenza-abitativa-italia-dicembre-2013/> (accessed: 5 February 2014); Tosi Cambini S., “Rom e Sinti in Italia: ancora lontani dall’essere riconosciuti cittadini”, in *Immigrazione. Dossier Statistico*, IDOS (Rome: 2013).
- The document of the National Strategy refers to data reported in the Conclusive Report of the *Survey on the Conditions of Roma, Sinti and Caminanti in Italy* carried out by the Extraordinary Commission for the Protection and Promotion of Human Rights of the Senate of the Italian Republic (Rome: 2011).
- The data in the box were collected between January and April 2014 by the researchers of Associazione 21 Luglio, based on interviews with local qualified informants (see Annex 2) and relevant documentation: Fondazione Casa della Carità Angelo Abriani, *EU Inclusive. Rapporto nazionale sull’inclusione lavorativa e sociale dei Rom in Italia* (Milano: 2012); FORMEZ PA et al., *Dossier di presentazione della tematica e sintesi delle schede regionali sulle iniziative realizzate o in corso di realizzazione (Calabria, Campania, Emilia-Romagna, Friuli Venezia Giulia, Lazio, Liguria, Puglia, Sardegna, Toscana). Visita di studio sul tema “Le politiche di integrazione dei Rom e delle altre marginalità in Europa”*, Sofia, 17–18 aprile 2013 (Rome: 2013) available at [http://www.formez.it/sites/default/files/introduzione\\_schede\\_regionali.pdf](http://www.formez.it/sites/default/files/introduzione_schede_regionali.pdf) (accessed: 3 March 2014); SRS, *Italy. Promoting Social Inclusion of Roma. A Study of National Policies* (2011); data on Tuscany Region are available at the website of the “Observatory on the social and housing condition of Roma and Sinti” carried out for the Tuscany Region by the Fondazione Giovanni Michelucci, <http://www.michelucci.it/osservatoriorom> (accessed: 3 March 2014); IREF, *Oltre il separatismo socio-abitativo. Studio volto alla promozione della governance delle politiche e degli strumenti di inclusione sociale e di contrasto alla discriminazione nei confronti delle comunità RSC. Rapporto finale* (Rome: 2010), available at: <http://www.irefricerche.it> (accessed: 3 March 2014); Fondazione Field, *Progetto Rom. Un popolo di bambini* (Regione Calabria, 2011); Compare, Osservazione, Comune di Napoli, *I rom in comune. Studio sul Comune di Napoli e i rom che ci vivono* (Napoli: Open Society foundation, 2012); ANCI/CITTALIA, *La popolazione in forte disagio abitativo in Italia. La condizione dei richiedenti asilo, dei rifugiati e dei rom* (Padova: Comune di Padova, 2013); Associazione 21 Luglio, *Figli dei “campi”*; Associazione 21 Luglio, *Senza luce* (Rome: March 2014); Associazione 21 Luglio, *Campi Nomadi spa. Segregare, concentrare, e allontanare i rom. I costi a Roma nel 2013* (Rome: June 2014).



Region	Roma (a.v.)	Regional population	%
Puglia	2,000*	4,050,803	0.04
Sicilia	2,700	4,999,932	0.05
Toscana	3,600	3,692,828	0.09
Veneto	5,600	4,881,756	0.11

\* only non-Italian Roma

As for the housing situation, Opera Nomadi evaluates that 60–80% of RSC citizens are living in houses and it is widely acknowledged that around 40,000 of them live in “nomad camps”, most of which are concentrated in the outskirts of large cities. The figures concerning Roma living in formal, tolerated and informal camps are continuously shifting, due to the different policies carried out by the municipalities and the ongoing evictions. Recently collected data concerning some municipalities where the main Romani communities are present provide illustrative information. According to Associazione 21 luglio,<sup>6</sup> as of 1 March 2013, the Municipality of Rome hosted approximately 7,000 Roma and Sinti in different camps: 4,000 in eight “equipped villages” (formal camps) 800 in “tolerated” camps and 2,200 in 200 informal settlements all over the municipal area.<sup>7</sup> The “Star: Strategies for advocacy and integration of the Roma population in Italy” course of research-action carried out by Naples Municipality, in conjunction with the project sponsor, Open Society Foundations, and the OsservAzione and Compare associations, provides us with a more detailed and precise picture<sup>8</sup> of the presence of the Roma population in the main city in the Campania region where it is estimated that around 2,500 people are divided into eight spontaneous settlements, a formal camp in Secondigliano, a reception building (former school ‘Deledda’) and two residential settlement areas (historical town centre and Ponticelli). The data collected within the guidelines of Milan Municipality’s proposal for the ‘2012–2015 Roma, Sinti and Caminanti Project’, designed with the intention of being integrated within the national NRIS framework, shows that there are around 2,500 Romani individuals present in Municipality areas, of whom 650 are in the seven authorised camps (Bonfadini, Chiesa Rossa, Idro, Impastato, Martirano, Negrotto, Novara,) and 1,650 in unauthorised settlements of various dimensions. The vast majority of the latter have been in existence for over five years and are now established;<sup>9</sup> there are estimated to be 200 Caminanti and Sinti present (according to the Guidelines). In Turin (Piemonte region) 850 Roma and Sinti are located in formal camps, while 1,400 in informal ones.<sup>10</sup>

Roma in Italy have complex characteristics with regard to place of origin, historic period of arrival, level of integration, legal status, cultural, ethnic and linguistic characteristics.<sup>11</sup> The available data are scarce and difficult to read and interpret. The information is fragmented, sometimes estimated and mainly of local scope. Roma are commonly thought to live at the extreme margins of society and in settlements, while, instead, most of them live outside the camps according to varying levels of integration but inside the lines of mainstream society (where they are camouflaged by society). The lack of knowledge and the interpretations based on their alleged nomadism (estimated at around 3%, who carry out seasonal work),<sup>12</sup> accompanied by discrimination, prejudice against ‘gypsies’, indifference or clear political will, have, since the 80s, influenced, measures that led to the policies of the Roma camps. In more recent times, in the name of social alarm and problems of public order and safety, in May 2008 the Government declared a “state of

6 Associazione 21 luglio, 2012, 2013, 2014, *Ibid.*

7 According to recent official information from the Municipality of Rome, in September 2013 there were 989 individuals in Castel Romano, 900 in Via di Salone, 820 in Candoni, 527 in River, 550 in La Barbuta, while only 234 stayed in Gordiani or 160 in Casal Lombroso. Amnesty International, *Due pesi e due misure* (Rome: 2013). The informal settlements – all the most those scattered after evictions – concern few dozens of Roma. Associazione 21 luglio monitoring activities, available at <http://www.21luglio.org>.

8 Spontaneous settlements: Scampia – 700 inhabitants – Balkans; Ponticelli -90 inhabitants – Romania, 250 inhabitants – Romania; Barra – 350 inhabitants – Romania + 50 inhabitants – Romania; Poggioreale – 400 + 250 inhabitants – Romania; Porto and historic town centre – 120 inhabitants – Romania. Authorised camp – Secondigliano – 600 inhabitants – Balkans. Reception centre, former school ‘Grazia Deledda’ – 95 inhabitants – Romania. Compare, Osservazione, Comune di Napoli, *Ibid.*

9 Airaghi, Bacula, Belgioioso, Cascina Torchiera, Forlanini, Montebisbino, Porto Corsini, Rubattino, San Dionigi, San Cristoforo, Selvanesco, Stephenson, Vaiano Valle, Muggiano, Martirano, Zubiani.

10 Associazione 21 luglio, 2012, 2013, 2014, *Ibid.*

11 Vulpiani P., *Roma e Sinti: verso una strategia nazionale di inclusione sociale* (Rome: UNAR, 2012), available at: [http://www.west-info.eu/files/rom\\_e\\_sinti\\_verso\\_una\\_strategia\\_di\\_inclusione\\_sociale.pdf](http://www.west-info.eu/files/rom_e_sinti_verso_una_strategia_di_inclusione_sociale.pdf) (accessed: 5 February 2014); Tosi Cambini S., *Ibid.*

12 Senate of the Italian Republic, *Conclusive Report of the Survey on the Conditions of Roma, Sinti and Caminanti in Italy*, (Rome: 2011).

emergency in relation to nomad settlements" in the regions of Campania, Lazio and Lombardy, to which, in 2009, Piedmont and Veneto were added. The "Nomad Emergency" thus erased the policies of inclusion which had previously been launched and formal camps were considered to be the solution for Roma.<sup>13</sup> After various legal proceedings which were followed by appeals, in April 2013 the Supreme Court of Cassation ended the state of emergency, regarding it as unlawful. Nevertheless, the policies of the construction of camps and of evictions are still carried out, to the detriment of the communities and families. Due to the deterioration of the living conditions of the Roma population there have been numerous and repeated rebukes, condemnations and exhortations against Italy by EU institutions and Italian and international organisations for the protection of human rights. At the same time the numbers of third sector organisations entering the social arena for the integration of Roma have consistently increased, with positions, at times, ambivalent or characterised by orientation towards merely providing assistance.

In this context (which coincides with the international economic crisis and saw the succession of four different governments between November 2011 and February 2014) on 24 February 2012 the Italian Government approved the "National Strategy for the Inclusion of Roma, Sinti and Caminanti". It was prepared by UNAR (Office for the promotion of equal treatment and the removal of discrimination based on race and ethnic origin) at the Department for Equal Opportunities of the Presidency of the Council of Ministers, with the participation of the Roma federations,<sup>14</sup> some international organisations for human rights and associations that in various capacities deal with Roma. The Strategy was evaluated positively by key actors from institutions and the third sector, at the Italian and international level<sup>15</sup> (with some provisions by Romani representatives, not shown on official documents) because it marks an important break with the past for two reasons. The first and most relevant regards the choice to overcome the emergency perspective, the camp solution and the welfarist approach, the adoption of an approach based on rights, the abandonment of the concept of nomadism and a greater and more effective use of European funding opportunities. The second reason regards the fact that for the first time an unambiguous national strategic framework is being adopted for the "integration" of Roma, which aims to provide unity of purpose to the planning of policies in Italy, in accordance with the competences of local governments.

The overall objective of the Strategy is to

*promote equal treatment and economic and social inclusion of the RSC community, to ensure a lasting and sustainable improvement of their living conditions, to render an effective and permanent empowerment and participation in the economic and social life of the country, as well as foster the enjoyment of the rights guaranteed by the Charters and of the international Conventions ratified by Italy.*<sup>16</sup>

Through an integrated approach, founded on the principles of planning and of the involvement of all interested parties, four systemic actions were defined to: increase institutional capacity building as well as that of civil society for the integration of Roma; promote a permanent integrated system of networks and regional centres against discrimination; organise an integrated strategy of information, communication and mediation aimed at breaking down stereotypes and prejudices; develop and trial a model of participation of the Roma community in local and national decision-making processes. These systemic actions are aimed at supporting specific activities within the four sectoral axes of intervention in the fields of education, employment, health and housing. The organisational structure of NRIS includes: an Inter-min-

13 Estimates made by Associazione 21 Luglio show that in the last few years in the city of Rome, the municipality spent more than 60 million EUR, available at: <http://www.21Luglio.org/le-proposte-associazione-21-Luglio-arci-solidarieta-onlus-allamministrato-romana/> (accessed: 5 February 2014); Lunaria et al., *Segregare costa. La spesa per i "campi nomadi" a Napoli, Roma e Milano*, (2013), available at: <http://www.lunaria.org/wp-content/uploads/2013/09/segregare.costa.pdf> (accessed: 5 February 2014). Regarding the city of Rome itself, see Stasolla C., *Sulla pelle dei rom* (Rome: Alegre, 2012).

14 In the text of the report the generic term "Roma" is used to indicate all the different groups present on the Italian territory, while the acronym RSC (Roma, Sinti and Caminanti) is used in relation to the National Strategy.

15 ERRC, *Ibid.*; EC, *Steps forward in implementing National Roma integration strategies* (Bruxelles: EC, 26 June 2013); EC, *National Roma Integration Strategies: a first step in the implementation of the EU Framework. Commission Staff Working Document* (Bruxelles: EC, 21 May 2012); ERPC, *Analysis of the National Roma Integration Strategies* (Bruxelles: March 2012).

16 UNAR, *Strategia nazionale d'inclusione dei Rom, dei Sinti e dei Caminanti* (Roma: Presidenza del Consiglio dei Ministri, 2012), 23, available at: [http://109.232.32.23/unar/\\_image.aspx?id=9e912237-fd24-4347-8fc4-9e1ceebd2df9&sNome=UNAR LIBRO STRATEGIA ROM SINTI.pdf](http://109.232.32.23/unar/_image.aspx?id=9e912237-fd24-4347-8fc4-9e1ceebd2df9&sNome=UNAR%20LIBRO%20STRATEGIA%20ROM%20SINTI.pdf) (accessed: 5 February 2014).

isterial control room, a body of coordination and political steering, chaired (up to February 2014)<sup>17</sup> by the Ministry of Integration and assisted in the coordination and efficiency by the National Focal Point (NFP), of which distinctive Ministers regarding the National Strategy take part; a Control room with Regions and Local Authorities, composed of three organisations of local authorities: the National Conference of the Regions, ANCI (National Association of Italian Municipalities) and UPI (Union of Italian Provinces); the RSC Communities Forum, with interface functions, reports and plans with national Tables and with the political control room, which has not yet been established;<sup>18</sup> national thematic Tables on the four priority axes of intervention (education, employment, health, housing) coordinated by referential Ministries; ad hoc working groups (on the legal status of RSC, the statistical gap and on European funds); Regional/local Tables, with the participation of the regional offices concerned, peripheral administrations of the state, of the Provinces and Municipalities, together with civil society.

More than 24 months after the launch of NRIS there have been a series of delays in the activation of the agencies and the anticipated results, in particular with regard to the priority commitments for the period of 2012–2013.<sup>19</sup> Some representatives of Romani associations and of Italian and international organisations, while recognising the extreme novelty of the steering and of orientation of the Strategy, have expressed negative assessments<sup>20</sup> with regards to the concrete effects on the living conditions of the Roma population, particularly those in conditions of extreme degradation and vulnerability. In other locations, it was made clear that there must be a preparation for the integration of the NRIS Plan of action which defines responsibilities, objectives, resources, tools, etc.

### *The Body Responsible for Coordinating the Work of NRIS*

UNAR has been identified by the government as the National Focal Point (NFP) in view of its functions designated by Legislative Decree No. 215/2003 which established it<sup>21</sup> “to monitor and guarantee equal treatment and utilisation of instruments of protection, with the task of carrying out, autonomously and impartially, activities promoting quality and eliminating all forms of discrimination based on race or ethnic origin.”<sup>22</sup> As a matter of fact, from its very beginning in 2004 “it has become an institutional point of reference for the acknowledgement and understanding of the rights of immigrants as well as a catalyst for those individuals,

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- 17 Under the last Government (which started 22 February 2014) the Ministry of Integration has been eliminated. At present (May 2014) the UNAR is directly under the Presidency of the Council of Ministers, while the Ministry of Labour and Social Policies have the mandate for the integration policies.
- 18 The RSC Communities Forum has not yet been established because of a series of difficulties which, according to some interviewed sources, are attributed to the dialectical relationships amongst the different Roma organisations and to their poor mediation skills.
- 19 Priority Commitments include: 1) the establishment of a technical committee for the study of the legal status of Roma and the resolution of an ad hoc/omnibus government bill for their recognition as a national minority; 2) the activation of local plans for the social inclusion of Roma in five cities in the regions affected by the former Nomad Emergency; 3) the establishment of a working group to help bridge the information and statistic gap ; 4) the establishment of a working group on issues related to legal recognition of Roma from the former Yugoslavia; 5) the formation of a working group for the implementation of a specific objective dedicated to the inclusion of Roma in the new PON 2014–2020; 6) the launch of a national network of observatories and local antidiscrimination centres on at least 50% of the Italian territory, of databases and an information system for monitoring discrimination in mass media; 7) the launch of the Council of Europe’s campaign *Dosta!*; 8) testing the model of community participation in RSC decision making processes that effect them, in UNAR, *Ibid.*
- 20 ERRC, *National Roma Integration Strategies: What Next?* (Budapest: 2013); ERRC, *Italy. A Report* (Budapest: 2013), *Ibid.*; ERRC et al., *Divergenza tra politica e pratica per quanto riguarda l’inclusione dei Rom, Sinti e Caminanti. Joint communication* (Budapest: 31 July 2012) available at: <http://www.errc.org/cms/upload/file/italy-letter-housing-31-july-2012-it.pdf> (accessed: 5 February 2014); Associazione 21 luglio et al., *Dall’ossessione securitaria alla solidarietà responsabile. La città di Roma e i Rom: Linee guida per una nuova politica* (Rome: September 2013); ERRC, *Written comments by the European Roma Rights Centre concerning Italy* (Budapest: April 2013), available at: <http://www.errc.org/cms/upload/file/italy-red-written-comments-5-april-2013.pdf> (accessed: 5 February 2014); Pavlovic D., “Dall’assistenza alla responsabilità”, in *NEAR*, ed. UNAR (Rome: March-April 2013); Halilovic G., “Parlate di inclusione ma poi ci escludete”, in *NEAR*, *Ibid.*; Guarnieri N., “Romanipé 2.0”, in *ROMA Cultural Magazine*, n. 1 (September 2013); Guarnieri N., “Analizzare il passato per cercare di costruire il futuro”, in *ROMA Cultural Magazine* n. 2, Inserto Speciale “Il Congresso delle comunità romanès e delle associazioni” (November 2013); Federazione Romani, *Osservazioni generali alla bozza di strategia nazionale per la popolazione romani* (22 February 2012), available at: <http://federazioneromani.wordpress.com/2012/02/22/osservazioni-generalialla-bozza-di-strategia-nazionale-per-la-popolazione-romani/> (accessed: 5 February 2014); Associazione Idea Rom onlus, *Osservazioni su bozza documento UNAR per Strategia Nazionale Rom* (22 February 2012) available at: <http://federazioneromani.wordpress.com/2012/02/22/osservazioni-generalialla-bozza-di-strategia-nazionale-per-la-popolazione-romani/> (accessed: 5 February 2014).
- 21 In implementation of the EU Directive no. 43/2000.
- 22 UNAR, *Newsletter* (Rome: UNAR, 28 February 2012).

associations and local agencies who work on a daily basis to stem racial discrimination.”<sup>23</sup> In Italy UNAR is one of the two equality bodies together with the National Equality Council that was designed in 2006 in order to work together with the Ministry of Labour and Social Policies in the field of active labour-market policies to support equal opportunities and fight gender discrimination.<sup>24</sup> The NFP is an institution of the Presidency of the Council of Ministers, formed in November 2011<sup>25</sup> to coordinate and provide technical assistance for the implementation of NRIS (up to February 2014 in cooperation with the Ministry of Integration, while from May 2014 referring to the Ministry of Labour which got the mandate to integration policies, since the Ministry of Integration was abolished). The choice of UNAR can be attributed to the intention to make the most of the activities already carried out by this agency.<sup>26</sup> The negative aspects inherent in the choice of UNAR as the NFP reside in the fact that it does not have coercive powers and it cannot impose penalties.

For its operation it is stated that the NFP, chaired by the Director of UNAR, is divided into a Coordination Office (officially composed of 10 people and convened on a monthly basis by the Director of UNAR) and a support Structure, consisting of three officers and three employees on duty at UNAR, which functions as operational support and technical administration for the functioning of the Coordination Office.<sup>27</sup> Actually, beyond the Director of UNAR, one executive and three experts are fully working on the NRIS. Roma are not present on its staff. The personnel involved, though qualified and willing, seem overworked and devoid of adequate budgetary resources. In addition to the tasks related to the implementation of the Strategy, the NFP carries out functions of mediation, negotiation, conflict resolution and of particularly time-consuming problems. Besides the recognition of directive function to the Director, the division of responsibilities and functions of the NFP for the Strategy seem to shift. An organised structure aimed at coordination is not ascertained; the absence of which doesn't facilitate the planning of resources and tasks, it doesn't allow supervision of works in progress or to make changes to planned actions. The economic resources of the NFP are within the budget of UNAR (which by law cannot be subject to provisions of the spending review that have concerned the Italian public administration in the last period), which are not easily identifiable and for which not even rough estimates were provided. The NFP enjoys legitimacy and credibility with the various ministries and other key actors (including Regions) that coincide with the governing authorities of European funds, with whom periodic dialogue and exchange of information is shared in occasion with the initiatives that it promotes centrally or regionally.

### *Involvement of Local Authorities and Civil Society Organisations*

Since the 80s, local authorities<sup>28</sup> have handled the presence of Roma in their territories by issuing regional laws, local provisions and municipal ordinances according to their different orientation. From the mid-90s they have been involved in extensive training programmes on poverty, marginalisation and social exclusion, as in the case of the project DIESIS coordinated by FORMEZ PA.<sup>29</sup> More recently they have been the recipients of projects such as COMINROM,<sup>30</sup> together with prefects and the third sector (including Romani

23 <http://www.equineturope.org/italy> (accessed: 3 March 2014).

24 The National Equality Council works with all public authorities in the area of female employment, work-life balance, social security and social welfare supported by a network of regional and local Equity Councils. For more information see: <http://www.equineturope.org/italy> and <http://www.lavoro.gov.it/ConsiglieraNazionale/Pages/default.aspx> (accessed: 3 March 2014).

25 In implementation of the EC Comm. no. 173/2011 “An EU Framework for a National Strategy of inclusion of Roma up to 2020”.

26 These initiatives include: a contact centre that was strengthened in July 2012 with the introduction of a legal back-office in cases of discrimination against Roma, personal assistance to the victims, monitoring of discriminatory acts on the territory and in mass-media, the creation of a database on discriminatory acts, the establishment of a network of local anti-discrimination centres, communication and awareness-raising campaigns, the management and dissemination of the results of studies and research, the coordination and networking of stakeholders, the management of programmes and activities to support the integration of the Roma before the National Strategy.

27 Presidency of the Council of Ministers/Department of Equal Opportunities, *The Establishment of a National Contact Point for the strategy of integration for the Rom, Sinti and Camminanti in implementation of the communication of the European Commission n. 173/2011 “An EU framework for national integration strategies for Roma up to 2020”*, Rep. N. 761 (Rome: 15 November 2011).

28 Regions, Provinces, Municipalities and Metropolitan Cities.

29 FORMEZ PA is a national centre responding to the Department of Public Function of the Presidency of the Council of Ministers that provides services, assistance, studies and training to public administrations. Information relative to the DIESIS project is available at the FORMEZ PA site, at <http://www.formez.it> (accessed 3 March 2014).

30 COMINROM Project “To Improve Professionals’ Skills on the Roma Phenomenon”, conducted in 2012–2013 in four Regions in the framework of the European Regional Development Fund (ERDF), available at: <http://www.cominrom.it> (accessed: 5 February 2014). See the detailed Case-study in the Chapter Anti-Discrimination.

associations), involved in training activities and territorial analysis for the formulation of local interventions. In 2010 ANCI presented a document<sup>31</sup> to the Government outlining the need expressed by its members to define an unambiguous regulatory framework to which municipalities could refer.

Therefore, the Regions and the Municipalities are of decisive importance for the effective implementation of the Strategy, of which they are the focus, in virtue of their competence and autonomy provided for by the Italian Constitution. For this reason, NRIS provided for the Regional Tables, beyond the presence of representatives of the Conference of the Presidents of Regions, ANCI (National Association of Italian Municipalities) and of UPI (Union of Italian Provinces) in the political control room, in the thematic tables and in the working groups, in addition to the national structures. In January 2013 the Conference of Regions and of the Autonomous Provinces approved a guideline document for their foundation, to coordinate and raise awareness in all competent players present in the area and call for the Municipalities to support the adoption of Plans for social inclusion. The launch of regional Tables constitutes one of the most critical commitments of NRIS, given that as of 4 April 2014 Tables have only been formally established in eight out of 20 Regions (often the formal establishment doesn't necessarily coincide with the actual launch).<sup>32</sup> Constraints were not put on the regions for the composition of Tables or on a course of action on principles of inclusion and partnership. To foster the constitution of the Tables in the five Regions<sup>33</sup> of the former Nomad Emergency (characterised by higher amounts of Roma living in camps in their territories) the Department for Equal Opportunities of the Presidency of the Council of Ministers (within which UNAR is situated) signed an agreement with FORMEZ PA 12 December 2012<sup>34</sup> in order to provide assistance and support to the NFP for the implementation of the NRIS from December 2012 to December 2014. In this framework an additional covenant was also signed between FORMEZ PA and ANCI, for the latter to provide assistance to the administrators of Rome, Milan, Turin, Naples and Venice (the capital cities of the five Regions) to set up their local Plans of Social Inclusion of Roma using the remaining funds of the Nomad Emergency.<sup>35</sup> As of March 2014 the work fostering the set up of the Plans of Social Inclusion was at its very beginning, mainly focused on carrying out a kind of situational analysis as a reference point to start from. Is it worth noting that Milan Municipality had already drafted "RSC Guidelines of the Municipality of Milan"<sup>36</sup> by the end of 2012, that were formally approved by the Municipal Committee on 23 November 2012.<sup>37</sup>

By virtue of the division of responsibilities, not only between the state and local authorities, but also between the aforementioned entities, municipalities can activate their own measures irrespective of the leanings of the Regions and of the establishment of regional Tables, in line or not with the NRIS guidelines, as it happens (consider that in Rome there are continued evictions and construction of Roma camps).<sup>38</sup>

With regards to civil society organisations, estimates based on the contact of the local Romani<sup>39</sup> associations for 2013 refer to more than 400 organisations that deal with Roma on the national level and around 80

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- 31 ANCI, *Hearings on the status of Roma and Sinti populations* (Rome: Commission for the Protection and Promotion of Human Rights of the Senate of the Italian Republic, 5 May 2010).
- 32 Emilia Romagna, Lazio, Liguria, Marche, Molise, Piemonte, Toscana, Umbria. Some discrepancies between effective official situation and declarations on behalf of the Ministry of Integration and NFP were met while collecting official regional documents concerning the constitution of the Regional Tables (December 2013).
- 33 Campania, Lazio, Lombardia, Piemonte and Veneto.
- 34 Department for Equal Opportunities, *Attività del Dipartimento per le pari opportunità. Novembre 2011 – Marzo 2013* (Roma: 2013) available at: [http://www.pariopportunita.gov.it/images/stories/documenti\\_vari/UserFiles/PrimoPiano/Attivita\\_DPO\\_28022013.pdf](http://www.pariopportunita.gov.it/images/stories/documenti_vari/UserFiles/PrimoPiano/Attivita_DPO_28022013.pdf) (accessed: 3 March 2014).
- 35 It is worth noting that a quarter of Roma living in Italian camps are concentrated in Lazio while this share arrives at 51% when the numbers concerning Lombardia and Piemonte are added. Filippo Strati (SRS), *Italy. Promoting Social Inclusion of Roma. A Study of National Policies* (Brussels: EC, July 2011).
- 36 Mentioned in <http://www.upreroma.it/index.php/consulta> (accessed: 3 March 2014).
- 37 Mentioned in the Agreement between the Mayor of Milan and the Prefect of Milan, dated 23 March 2013.
- 38 As documented in a systematic manner thanks to tasks conducted by Associazione 21 Luglio, available at: <http://www.21Luglio.org> (accessed: 5 February 2014).
- 39 According to Guarnieri N., "Analizzare il passato per cercare di costruire il futuro. Verso una Romanipé 2.0", in *ROMA Cultural Magazine* n. 2, InsettoSpeciale, *Ibid*. The Federazione Romani and the Associazione RomaOnlus have mapped about 90 Roma and Sinti organisations in Italy in April 2012, according to the report available at: [http://www.dirittiglobali.it/home/categorie/22-poverta-a-esclusione-sociale/33141-associazioni-di-rom-e-sinti-oltre-70-quelle-nate-in-italia-in-10-anni-ma-ora-e-crisi.html?ml=2&mlt=yoo\\_explorer&tmpl=component](http://www.dirittiglobali.it/home/categorie/22-poverta-a-esclusione-sociale/33141-associazioni-di-rom-e-sinti-oltre-70-quelle-nate-in-italia-in-10-anni-ma-ora-e-crisi.html?ml=2&mlt=yoo_explorer&tmpl=component) (accessed: 13 January 2014) and in ISTISS, *Inforom no. 10* (Rome: UNAR, 23 June 2012).



that are in direct contact (in 2003 there were less than 10). Some representatives from Romani associations evaluate these data with apprehension.<sup>40</sup> They feel that the leadership presents limits and shortcomings on which it is advantageous to work in terms of capacity building, starting with the younger generations, “in order to move from assistance to responsibility”<sup>41</sup> even with the certainty that these limits can perpetuate the vicious cycle of policies made for Roma without their active and equal participation.

It is in this context that the path of consultation with civil society organisations and the representatives of local authorities for the drafting of NRIS and its implementation is to be considered which demonstrates a top-down approach, not very inclusive with respect to Roma. Due to a series of factors (worth analysing), the participation of Romani representatives seems very formal, a response to the need for political correctness through a sort of “Roma-labelling”. This dynamic is also accompanied by the lack of dissemination of information on the Strategy to Roma<sup>42</sup> and gives a limited awareness of its capacity in regards to Roma, who find it hard to consider it an important tool through which to get help with their needs (a lack of sense of ownership).

Romani associations participated in the drafting of NRIS starting from October 2011 when the main national federations already known and involved by UNAR in its activities (at national, regional or local level) were asked to submit suggestions and proposals. The consultation involved Federazione Romani (a national association created in 2009 to promote the self-determination of Romani people and inter-cultural cohesion, at present joined by about 30 Roma and non-Roma associations and individuals),<sup>43</sup> Federazione Rom e Sinti Insieme (created in 2008 with a membership of about 30 regional and local organizations, mainly Sinti, in Northern and Central Italy, interested in the recognition of Roma as a minority and in issues on capacity building to foster Romani active citizenship)<sup>44</sup> and Associazione UNIRSI (International and National Union of Roma and Sinti in Italy, based in Rome, the oldest Roma federation created in 1999 promoting events on Romani culture and focused on dialogue and nonviolence).<sup>45</sup> Taking into account the numbers of their associated, these federations seem representative enough of Romani organisations as a whole although with a prevalence of those situated in Northern and Central Italy. Federazione Romani and Federazione Rom e Sinti Insieme often join common initiatives at the national and local level and nurture forms of dialogue, while at the moment Associazione UNIRSI is less present in the public arena. In December 2011, to make the participation of the associations formal, a public call for expression of interest for the creation of local Tables was opened on the UNAR website with a deadline of 31 January, extended to 29 February 2012. The criteria of eligibility for bodies representing the RSC community included proof of nationality and previous enrolment on the UNAR register, while for organisations that work for the inclusion of Roma only proof of nationality was necessary. Following an examination of the requests, 94 organisations<sup>46</sup> were admitted, some of which have already been engaged at the national level. The meeting on NRIS only involved the three national federations, two of which, in addition to pointing out problems and errors present in the text,<sup>47</sup> complained about the lack of time to amend it.<sup>48</sup> One of the two federations decided to renounce formalising proposals for modifications. The observations were related in a meeting on the document, which was approved, according to the minutes made available on the portal of Romani federations, which is void of their positions and criticisms.<sup>49</sup>

With regards to the implementation of the Strategy, Romani associations were invited by the NFP to participate in the meeting of the national tables or of working groups according to a principle of relevance

40 Halilovic G., *Ibid.*

41 Pavlovic D., *Ibid.*

42 In agreement with the results on the survey on the involvement of Roma in the definition of the National Strategy conducted by ERPC, *Ibid.*; in the opinion of some representatives of national Roma associations and as highlighted by Halilovic G., *Ibid.*

43 Federazione Romani (<http://federazioneromani.wordpress.com>). See also Filippo Strati, *Ibid.*

44 Federazione Rom e Sinti Insieme (<http://comitatoromsinti.blogspot.com>). See also Filippo Strati, *Ibid.*

45 Presently Associazione UNIRSI does not have a website. An old presentation is still available at <http://www.romamultietnica.it/rom-sinti-e-camminanti/associazioni-rom/item/4162-unirsi/4162-unirsi.html> (accessed: March 3, 2014). See also Filippo Strati, *Ibid.*

46 The list of the admitted organisations is not present on the UNAR website, available at: <http://www.unar.it> (accessed: 4 February 2014).

47 Federazione Romani, *Osservazioni generali*, *Ibid.* and Associazione Idea Rom Onlus, *Osservazioni su bozza*, *Ibid.*

48 The document was submitted 17 February 2012 to be discussed at the next meeting on 22 February 2012.

49 Not surprisingly the survey of March 2012 conducted by ERPC places Italy in the 24% of those who felt that the process of the drafting of the Strategy was not transparent enough and in the 35% of those who claimed that the meeting had been held informally (ERPC, *Ibid.*).

with respect to the themes and with some discretion. The invitations were sent to the federations which will establish the associates who will carry out the work. The travel expenses of the organisations involved in the work at the national level represent a solid limit and a constraint, given that the budget of NFP doesn't arrange funds for these expenses. The Romani associations consulted stressed that often they are called to take part in only some of the work.<sup>50</sup> With regard to involvement at the regional level, UNAR provided the Regions with names of the associations admitted to the meetings that have been held in recent months and are still in progress. In some cases, however, the regional Tables convoke at their discretion and according to mechanisms not shared with the Roma organisations and civil society at the meetings. An exception is represented, in this perspective, by the Table of the Tuscan region, which operates with the effective involvement of Roma and Sinti representatives as well as technical and political components of Tuscan administrations and associations. The approach adopted is based, on the one hand, on a previous commitment to the integration of Roma (the Region had set up a control room two years before NRIS) and, on the other, on the management of knowledge of the area (made possible also thanks to reports and continuous contact with various stakeholders) embodied in the Observatory on the socio-housing conditions of Roma and Sinti in Tuscany, promoted by Regione Toscana and by the Fondazione Giovanni Michelucci,<sup>51</sup> as a means to effective implementation of the Strategy.

### *Coordination of the Different Layers of the Governance Involved in the NRIS*

NRIS has not indicated how it will ensure the implementation of its activities, it doesn't specify the responsibilities and it doesn't clarify the horizontal and vertical flows of communication of the NFP or of the control room. The depiction gathered from the interviews demonstrates a certain dynamism of the institutional bodies at the national level, from which the Roma associations tend to be excluded. The control room showed openness from the moment in which the Ministry of Infrastructure and Transportation, which wasn't present in the inter-ministerial control room, was included in the Table on housing policies. Administrative difficulties are also emerging (slowness in the registration of agreements, delays in the appointment of mandates and in the publication of administrative documents, in the renewal of staff contracts, etc.) and organisational (lack of continuity of the performance of experts in positions of responsibility, dysfunction in the management of communications, failure in the restitution of information). These difficulties render coordination between the different levels of NRIS governance more difficult. Contact in the vertical scope appears still strongly dependent on the coordination and relations with NFP. The agreements established to implement some priority initiatives encourage communication, the transmission and the exchange of information and increase the propensity for cooperation between local authorities, state agencies and civil society organisations. However, the collaboration between Roma organisations and sometimes also between other civil society organisations seems inadequate.

The examination of available documents<sup>52</sup> shows no actions to integrate NRIS and its principles with the National Plan of Italian Reform (April 2013), while it is widely present in the Partnership Agreement signed on 22 April 2014, the Programming document of the Italian Government which masters the European Structural and Investment Funds assigned to Italy for the programming period 2014–2020, within Thematic Objective no 9 "To promote social inclusion and to fight poverty and any form of discrimination."<sup>53</sup>

50 Some consulted informants consider that the presence of the Roma associations in technical meetings in which specific skills are needed may not be useful and even counterproductive.

51 For further analysis on the information collected and made available it is possible to consult the website available at: <http://www.michelucci.it/osservatoriorom> (accessed: 4 February 2014).

52 Ministry of Economic Development, *Documento di economia e finanza 2013. Sezione III, Programma Nazionale di Riforma* (Rome: Ministry of Economic Development, 2013); Ministry for Territorial Cohesion, *Metodi e obiettivi per un uso efficace dei fondi comunitari 2014–2020. Documento di apertura del confronto pubblico* (Rome: Presidenza del Consiglio dei Ministri, 27 December 2012); Ministry for Territorial Cohesion, *Accordo di Partenariato per la programmazione 2014–2020 (Bozza)* (Rome: Presidenza del Consiglio dei Ministri, 22 April 2014); available at: [http://www.dps.gov.it/opencms/export/sites/dps/it/documentazione/AccordoPartenariato/Accordo\\_di\\_Parteneriato\\_Italia\\_rev27052014.pdf](http://www.dps.gov.it/opencms/export/sites/dps/it/documentazione/AccordoPartenariato/Accordo_di_Parteneriato_Italia_rev27052014.pdf) (accessed: 25 May 2014).

53 Ministry of Economic Development, *Ibid.*

## Discrepancies Between Mainstream and Targeted Policies

Based on the information gathered, the main national policies do not have elements in clear contrast to NRIS. It should be recognised, however, that due to the distribution of powers in the context of administrative and legislative decentralisation<sup>54</sup> local authorities can legislate independently and act accordingly without the central power interfering with their work. This leaves room for discretion at the local level that can lead to situations in contrast to the NRIS, especially in the context of housing policies.<sup>55</sup> In Italy public housing is regulated at the regional and municipal level. There are significant differences, especially in the criteria that determine the priority of those who apply for housing, which Roma cannot always access. In its report Amnesty International noted that despite the fact that for more than 10 years the Municipality of Rome has chosen to give priority for access to public housing to disadvantaged families and that many Romani families, also Italian citizens, who are camp residents repeatedly submitted applications, to date, only a few dozen Romani families live in the more than 50,000 housing projects in Rome. This is because many of the requirements cannot be met by camp residents. These include the request for a certificate stating that the applicant had been legally evicted, almost impossible to obtain especially in the case of evictions. Even if forced, evictions often don't take place according to procedure ending with an administrative ordinance or a court ruling that can show that the dwelling had been lost and therefore it does not have the value of an eviction. At the end of 2012 the Municipality of Rome modified its first criterion for the allocation of municipal housing: the new formulation allowed Roma camp residents to submit an application in line with the new requirement. As soon as the first requests of Romani families were delivered to the municipal offices, in January 2013, in a newsletter, the administration made it clear that the criterion did not apply to them, employing a form of direct discrimination in violation of NRIS.

## Monitoring and Evaluating the NRIS

The National Strategy has not defined the responsibilities, structures, mechanisms or tools for implementing the monitoring and evaluations of the policies for Roma integration and the NFP, for a series of reasons, is not in a condition to do so, neither at the national level, nor at the local level. The main reason regards the fact that the Strategy was established as a strategic document and of orientation and is deficient from the point of view of operational translation in what could be a Plan of Action for the different levels (national, regional and local). A second reason lies in the fact that the centralised and top-down approach which characterises the involvement of the local authorities, civil society organisations and of other stakeholders, appears to be lacking in knowledge of the actual dynamics at the local level, which would verify the measurable effects of the actions and of the measures implemented in the area (this is all the more important in consideration of the diverse contexts and situations in which the Roma live in Italy). In addition, at present the NFP and the governmental structures of the NRIS do not know the point of view of Roma, because of the relative involvement of which has already been mentioned at the national level and of the total lack of direct contact and of forms of consultation with Roma on the ground, especially those in conditions of great discomfort (who don't know the NRIS, proving difficult to cooperate with each other and in great need of action and capacity building). Another factor, which is indicated by NRIS, regards the lack of information and reliable data on the size and characteristics of the RSC community on the Italian territory, also due to a number of problems connected to the collection of data on ethnic grounds, as well as the extreme complexity and fluidity represented by the Roma population in Italy (think about the fact that more than half of Roma in Italy can simply declare themselves Italian, if Sinti, or maybe Romanian, if with Romanian citizenship). Finally, all of these reasons are accompanied by the realisation of the overall delay in the implementation of the Strategy, makes it very difficult to concretely assess the effects of the measures (largely at the start or in their initial stages) on the living conditions of the Romani population.

54 The reference is to the distribution of powers regulated according to the reform of Titolo V of the Italian Constitution, became law November 8, 2001 (I. Cost. 3/2001).

55 Amnesty International, *Due pesi e due misure: Le politiche abitative dell'Italia discriminano i Rom* (Rome: 2013); Associazione 21 Luglio, *Figli dei "campi". Libro bianco sulla condizione dell'infanzia rom in emergenza abitativa in Italia* (Rome: November 2013); Associazione 21 Luglio, *ANIME SMARRITE. Il piano degli sgomberi a Roma: storie quotidiane di segregazione abitativa e di malessere* (Rome: February 2012); Lunaria, *Ibid.*; De Luca M. and Solimano N. and Tosi Cambini S., *Ai margini dell'abitare. Strutture e servizi di contrasto alla povertà nella provincia di Firenze* (Fiesole: Fondazione Giovanni Michelucci, 2012); Fondazione Giovanni Michelucci, *Abitare precario in Toscana. Rapporto 2009–2010* (Florence: Fondazione Giovanni Michelucci, 2011).



At the national level the Table on housing policies only met for the first time in November 2013. The extreme delay in the establishment of regional tables has already been highlighted.

The answers provided by the Strategy and put into play by NFP related, almost exclusively to the lack of data and information on Roma. A working group on the statistics gap was launched to remedy this issue and to overcome the breakdown and the absence of specific indicators aimed at the evaluation of the impact of integration. The working group works with a study group set up at the Fundamental Rights Agency of the European Commission.<sup>56</sup> In July 2013 UNAR entered into an agreement with ANCI and ISTAT (National Institute of Statistics) on two main points. The first is aimed at developing the necessary tools to do a mapping of statistical sources (how many and what kind) and their contents (the variables collected) that could be preserved in the administrative archives of some legal entities (such as schools, local health authorities, social services) which can have information about their Romani clients. The results are very uncertain and unpredictable. In the framework of the agreement the institutions that could at least provide some of the elements necessary for carrying out the monitoring for NRIS – once coordinated in regards to the collection of data and calculation of indicators – should be identified. The definition of the model for data collection will be extended to the other Italian regions (the agreement concerns only southern regions). The work of the second point of the agreement is underway and involves the survey of both authorised and unauthorised settlements on the territory of the municipalities of all the project regions (Calabria, Campania, Sicily and Puglia). This statistical collection of data on Roma in Italy causes some perplexity, first of all because about half the population is Italian. In addition, the most useful information for the purposes of the Strategy is that relating to Roma in conditions of social disadvantage and poor housing situations and not necessarily that concerning the Roma already integrated into society. Finally, it is worth noting, that for other known minorities in Italy, it was not considered essential to acquire updated information with a statistical method.

Because the actions of the Strategy are currently in a very early stage, it's not possible to assess whether NRIS and related government programs are able to make a distinction between coordination and monitoring. It can be ascertained that in a much centralised framework, the energies of NFP are used mainly at the level of national coordination and, only in part, regional, while elements relating to monitoring and evaluation are absent, at all levels.

### *Budgetary Resource*

The NRIS was conceived with the knowledge that funds are limited. For its implementation the State planned to use economic resources from: state funds already allocated (the remnants from the former Nomad Emergency which amounted to approximately 15 million EUR in May 2012, under the authority of the Ministry of the Interior, to be reallocated to the cities for which it was intended);<sup>57</sup> funds specified in the operational programmes of the Convergence Objective financed by the European Social Fund (ESF) and the European Regional Development Fund (ERDF); funds from the European Fund for the Integration of third-country nationals (FEI); as well as resources available from the Department of Equal Opportunities and the Ministry of the Interior. The amounts have not been detailed and further calculations developed by UNAR as NFP in the framework of the periodic reports concerning the implementation of the NRIS are not usable, because these documents are not made available. Interview subjects in the Ministry of Integration and the Ministry of the Interior did not provide estimates or data relative to 2013, confirming that in 2013 funds for NRIS were not allocated in the state budget, implementation still depends mainly on European funds and those still available for the five former Emergency Regions. In recent years measures, supporting Roma social inclusion in Italy have been carried out mainly utilising European funds in addition to national and regional ones. There are no specific data on projects concerning Roma, because very often they are not identifiable as direct target of the activities since they are put into the wider category of disadvantaged groups. In April 2013 FORMEZ PA mapped the projects under European as well as national or regional

56 European Union Agency for Fundamental Rights (FRA), *Roma Pilot Survey. Technical report: methodology, sampling and fieldwork* (Luxembourg: 2013), available at: <http://fra.europa.eu/en/publication/2014/roma-pilot-survey-technical-report-methodology-sampling-and-fieldwork> (accessed: 6 February 2014).

57 "Dichiarazione dello stato di emergenza in relazione agli insediamenti di comunità nomadi nel territorio delle regioni Campania, Lazio e Lombardia". Decree issued 21 May 2008 which further extended the state of emergency to Piemonte and Veneto.



UNAR also intervened on partnership contracts<sup>70</sup> coordinated by Department for Development and Economic Cohesion and agreed upon the method with the State-region conference that led to the passing of a draft of Partnership Agreement.<sup>71</sup> The debate with the actors of the socio-economic partnership took place in four thematic working groups.<sup>72</sup> The measures and public policies for Roma inclusion were treated at the table regarding “Quality of life and social inclusion” in three different hearings, each of which involved around 50 organisations (mostly the same ones). Just one Romani organisation (Federazione Rom e Sinti Insieme) participated in the hearing dedicated, amongst other things, to “interventions of employment inclusion targeted at groups most vulnerable and at risk of discrimination”. There have been few civil society and international organisations present in the three hearings and consequently they are not representative with respect to the views of those whom in Italy are involved in these policies.<sup>73</sup>

From interviews and the analysis of documentation it is impossible to infer any measures or projects financed with European funds for capacity building of the Romani organisations, with the exception of some training sessions for activists,<sup>74</sup> whom have recently been added to those of Romani cultural mediators,<sup>75</sup> which have indirect effects on the associations which they belong to. The most renowned intervention is the project COMINROM, created back in 2009 to reinforce the knowledge of public officials and workers of civil society organisations and create local networks for the integration of Roma. Besides these interventions, it’s interesting to note the inclusion of leaders and representatives of Roma movements or associations in qualified positions or positions of responsibility in European projects aimed at wider targets such as, in the case of the Italian components of the projects ROMED/2 and ROMACT.<sup>76</sup> An opportunity for the strengthening of the capacities of associations and the organisations representing Roma could be through the elaboration in progress<sup>77</sup> of the National and Regional Operational Programmes by the respective managing offices, with whom the NFP is already in contact, as previously stated. The “Guide for the effective use of Structural Funds for Roma Inclusion”<sup>78</sup> prepared in 2013 by the network EUROMA is certainly a very useful tool for this purpose. Unfortunately, its publication in the Italian version and its dissemination among stakeholders at the regional and national level by the NFP, which was scheduled to begin in January 2014, will appear later compared with the need for negotiation time and for the finalisation of the available sources.

### *Sustainability and Political Commitment*

With regards to the economic resources for the implementation of NRIS, during some interviews it was confirmed that there are no additional sources of financing in the budgets of central administrations of the State for NRIS for 2013 and for subsequent years.

70 Ministry of Economic Development/Department for Development and Economic Cohesion, *Programming of EU Funds 2014–2020. Percorso per il confronto partenariale* (Rome: 28 February 2013), available at: [http://www.dps.mef.gov.it/documentazione/comunicati/2013/Percorso\\_per\\_il\\_confronto\\_partenariale\\_28\\_02\\_2013.pdf](http://www.dps.mef.gov.it/documentazione/comunicati/2013/Percorso_per_il_confronto_partenariale_28_02_2013.pdf) (accessed: 5 January 2014).

71 Ministry for Territorial Cohesion, *Partnership Agreement*, *Ibid.*

72 The thematic groups were articulated according to four “missions” defined in Ministry for Territorial Cohesion, *Metodi e obiettivi*, *Ibid.*: 1. Work, competitiveness of systems of production and innovation; 2. Value, management and protection of the environment 3. Quality of life and social inclusion 4. Education, training and skills.

73 Among the national organisations consulted are: Caritas, CNCA, Comitato Italiano UNICEF, Comunità di S. Egidio, Fondazione AVSI, Fondazione Sodalitas, Forum permanente per il terzo settore, Save the children Italia.

74 Training courses for Romani activists organised by Roma associations (as in the case of Fondazione Romani) or promoted by ERRC in 2010 and in 2013 in collaboration with Associazione 21 Luglio; training courses for Roma spokesmen of the campaign carried out by Associazione Stampa Romana and Associazione Rom e Sinti@Politica, addressed to Romani activists in 2013; the project *FuochiAttivi* of the Fondazione Romani.

75 An interesting report on the professional profile of the Roma cultural mediator was carried out on the basis of the outcomes of a project implemented in the Southern Regions of Italy by IREF (Institute for educational and training researches). IREF, *Promozione di una rete di mediatori linguistico-culturali Rom e Sinti nelle regioni Obiettivo Convergenza, Report finale* (Roma: UNAR, October 2013). See IREF [www.irefricerche.it](http://www.irefricerche.it) (accessed 4 May 2014).

76 For more information on ROMED/2 and ROMACT Programmes in Italy the information is available at: <http://coe-romed.org> (accessed: 5 February 2014).

77 April 2014.

78 EUROMA, *Guide for the effective use of structural funds for Roma inclusion. Programming 2014–2020* (Roma: UNAR, 2013) available at: <http://www.isfol.it/isfol-europa/reti/reti-transnazionali-del-fse/rete-rom/documentazione-e-prodotti-rete/guida-per-un-uso-efficace-dei-fondi-strutturali-per-linclusione-dei-rom.-programmazione-2014-2020> (accessed: 5 January 2014).

Clear indicators are lacking, on the part of the Italian state, relative to the economic sustainability of NRIS up to 2020, despite the will set forth by the establishment of UNAR as National Focal Point until 2020. The funds earmarked for the implementation of the measure are almost exclusively European funds, especially considering the economic conditions and critical budgets which characterise the current situation of local authorities. Currently, any long-term policies can only be supported under the 2014–2020 programming or identified through the tangle of the budget allocated to national policies.

### *EU Funds Accessibility for Small Projects*

There are not many measures promoted by the Italian government to facilitate access to European funds on the part of civil society organisations, or to facilitate co-financing and anticipation of expenses. Among those implemented in 2013 and 2014 it is worth mentioning a training course on Euro-project design that was carried out in three different sessions devoted to the organisations on the UNAR Register.<sup>79</sup> Under the Ministry of Labour and Social Policies (Directorate General for Third Sector and Social Bodies) starting from 2000<sup>80</sup> a *National Observatory on Social Associations* was set up, which provides some training and a refresher courses for organisations for the implementation of their activities. Some contributions derived from a *Fund for the Associations* under the Presidency of the Council of Ministers budget are provided yearly by the National Observatory for associations that use it for social integration and promotion aims – under yearly formal request and defined eligibility criteria, which include the presence of the association in at least ten regions across Italy (in 2013 59 associations received a contribution, none of them was Roma).<sup>81</sup> The amount of this Fund varies each year according to the available national budget. The associations admitted in the Regional Registers (associations, volunteering organisations, social cooperation and those working with immigrants) can receive funds from regional budgets, mainly for the implementation of social policies and activities concerning service or even goods delivery (food, medicines, etc.). All volunteering organisations (not only those present in regional registers) are provided with technical assistance, support and capacity building activities by means of regional Centres providing services for volunteering (CESV – Centri servizi per il volontariato), which are present all over the Italian territory. The CESVs are funded by Bank Foundation, using one fifteenth of the difference between profits and costs.<sup>82</sup>

79 Snapshot interview with a representative of Fondazione Risorsa Donna (Rome, Italy: 30 June 2014).

80 According to the Law 7/12/2000, n. 383. See also in <http://www.lavoro.gov.it/AreaSociale/AssociazionismoSociale/Osservatorio/> (accessed: 30 June 2014).

81 Ministero del Lavoro e delle Politiche Sociali, *Relazione sul concreto perseguimento delle finalità istituzionali di cui all'art. 3 della legge 15 dicembre 1998, n. 438 che modifica e integra la legge 19 novembre 1987, n. 476, relativa all'annualità 2013* (Rome: Ministry of Labour, 2014).

82 Law 266/91, art. 15. For more information see <http://www.csvnet.it/> (accessed: 30 June 2014).

## 2. ANTI-DISCRIMINATION

### The Issue of Legal Recognition of the Roma Community in Italy

The lack of documents is an issue which concerns various categories of foreign Roma<sup>83</sup> but in particular it concerns all *de facto* stateless Roma, whose status of statelessness hasn't been recognised by the Italian state.<sup>84</sup> Although there are neither reliable data on the number of stateless Roma nor of those whom risk statelessness,<sup>85</sup> the issue of legal recognition of such part of the Roma community represents a priority of the work to be carried out by NRIS. One year after its approval, according to the data that emerged from interviews, an *ad hoc* working group was formed by representatives of UNHCR, UNAR and the Ministry of Foreign Affairs, headed by the Ministry of the Interior. Between February and May 2013, the working group consulted civil society through four rounds of hearings, which were attended by major international NGOs (Amnesty International, Save the Children), representatives of RSC organisations (Federazione Romani, Federazione Rom e Sinti Insieme, Unirsi) and other third sector organisations (Opera Nomadi).<sup>86</sup> The outcomes of the hearings and of the reconnaissance work are contained in a detailed report produced by the working group which is not public. According to the main outcomes of this phase, the working group evaluated that the only road to legal recognition of RSC would be through legislation (in a medium-term perspective). In an attempt to intervene, meanwhile, in individual cases, the composition of the group drafting the bill has been integrated by diplomatic and administrative officers. One of the major problems encountered in the implementation of the activities of this group regards the instability of Italian politics in 2013. Because of the political vacuum created following the collapse of the government led by Prime Minister Mario Monti (11/2011–04/2013) activities had to be put on hold for another six months to await a new government with a clear and defined administrative team. Another constraint of a political nature still to be addressed is represented by the low probability that a regulation designed primarily for Roma<sup>87</sup> will be positively received. Another important problem, related to the first monitoring phase, concerns the

- 83 In Italy, foreign Roma represent approximately 50% of the total minorities on the national territory and are divided into groups such as: citizens of EU member states; citizens of non-European Union countries; nationals enjoying international protection, including those with refugee status and subsidiary protection; stateless peoples from the former Yugoslavia whom lost their citizenship after the breakdown of the Federal Republic, without acquiring citizenship of another country. See Bonetti P., "I nodi giuridici della condizione di Roma e Sinti in Italia", in *La condizione giuridica di Rom e Sinti in Italia*, ed. Paolo Bonetti, Alessandro Simoni and Tommaso Vitale (Rome: Giuffrè Ed., 2011). The remaining 50% is of Italian nationality and constitutes, in theory but not in practice, a linguistic minority, considering the amount of time present in this area should be considered a constitutive element of the Italian people (Bonetti P., *Ibid.*, 16–124).
- 84 On 1 February 1962, Italy ratified the International Convention relating to the status of stateless persons of 28 September 1954, but national regulations render access to the recognition of such status extremely difficult. Administratively, statelessness may be recognised by the Ministry of the Interior only if original citizenship was lost while already a legal resident of Italy and if able to exhibit the following documents: birth certificate, certificate of residency in Italy, residence permit. Due to very poor living conditions, Roma do not have these documents since they are often unaware of administrative procedures. Such facts leads to the "vicious cycle of statelessness", for which the children of *de facto* stateless parents also become stateless without the possibility of acquiring Italian citizenship, in contrast to which the Italian law provides for *de jure* stateless children born in Italy. On this subject see Perin G., "L'applicazione ai Rom e ai sinti non cittadini delle regolazioni sull'apolidia, sulla protezione internazionale e sulla condizione degli stranieri comunitari ed extracomunitari", in *La condizione giuridica di Rom e Sinti in Italy*, ed. Bonetti P., *Ibid.*, 363–414. The provisional version is available at: <http://www.europeanrights.eu/public/comments/Perin.pdf> (accessed: 5 January 2014).
- 85 The final report of a study on the condition of Roma, Sinti and Caminanti in Italy indicates that the phenomenon of *de facto* statelessness may include approximately 15,000 Roma youths from the former Yugoslavia, without documents. Commissione straordinaria per la tutela e la promozione dei diritti umani del Senato della Repubblica, *Rapporto conclusivo dell'indagine sulla condizione di Roma, Sinti e Caminanti in Italia* (Rome: 10 December 2008), 23. However, the data is not reliable; it's based on estimates and assumptions.
- 86 During a hearing, the representatives of the *Federazione Romani* presented a research proposal which would identify the different types of legal conditions and the needs associated with them. To date, the proposal hasn't received any support.
- 87 The regulation pertains primarily to the Roma, although the issue of non-recognition of *de facto* statelessness also regards non-Roma from the former Yugoslavia.



absence of reliable data on the phenomenon of statelessness: many of the registry offices of the former Yugoslavia were destroyed during the war. As for the Italian police, it is only recently that a computerised archive system has been put in place; therefore data prior to 1999 have been lost. To date, a project of mapping has neither been realised nor foreseen. If a decision is made to quantify the phenomenon of statelessness, a problematic issue might be the frequent use of aliases, when several names correspond to the same person: this could lead to discrepancies in the precise identification of the number of Roma affected by the lack of legal status.

## Countering Racism

From the evidence collected and the interviews carried out it appears that, to date, the measures taken to combat racism against RSC have mainly focused on raising awareness about the extermination of Roma during World War II and on the dissemination of informational pamphlets about the Roma community.

In regards to the commemoration of the extermination, UNAR oversaw several initiatives. In 2013, on the occasion of the International Holocaust Remembrance Day, the third meeting of the campaign “DOSTA!” was held at the Maxxi museum in Rome, organised and financed by UNAR and sponsored by the European Council.<sup>88</sup> In the same year, UNAR supported the Italian delegation, coordinated by the organisation Romà Onlus, on the initiative “Dik I Na Bistar – Look and Don’t Forget” of the Roma Genocide Remembrance Initiative. An event was held in commemoration at Krakow and Auschwitz which was attended by 450 Roma and non-Roma youths from all over the world, 40 of whom were from Italy. Among the various projects, the UNAR also supports the Memorial of the Shoah in Milan (Track 21), where a plaque hangs which commemorates the deportation of the Roma to concentration camps. According to the information provided by the president of a third sector organization, in 2014 a bill for the official recognition of the extermination of the Roma should be presented to the Parliament. Promoters of the provision are Italian senators from the Extraordinary Committee for the Protection and Promotion of Human Rights. In this case, as with the legislation on the recognition of stateless persons, it awaits favourable political circumstances.<sup>89</sup>

Two mainstream measures were also carried out which may also benefit the Roma: the “National Plan of Action against Racism, Xenophobia and Intolerance” and the “Declaration of Rome”. On 30 July 2013, on the basis of an agreement between the former Minister for Integration and the Deputy Minister of Labour and Social Affairs responsible for equal opportunities, a national plan of action was announced to combat racism, xenophobia and intolerance. More precisely, this plan developed an instrument to provide a strategy aimed at supporting national and local policies in matters of preventing and combating racism, xenophobia and intolerance.<sup>90</sup> The plan is currently undergoing corrections and revisions and has therefore not yet been launched. For its drafting, UNAR consulted organisations, ministries, social partners, local authorities, establishing a national working group in which 85 organisations were involved. It is expected that the plan will not be ready before September 2014. The “Declaration of Rome”, presented in September 2013, is a pact signed by 23 European nations. In addition to fighting racism and discrimination, the declaration aims to ensure that those who assume a public role (representatives of institutions, politicians, public officials) use a language that is proper and edifying.<sup>91</sup>

Among important state positions, there are few figures that are sensitive to the issue of respect for Roma. Some positive examples are: the President of the Chamber of Deputies, Laura Boldrini; Cécile Kyenge, former Minister for Integration; and Maria Cecilia Guerra, Deputy-Minister of the Ministry of Labour and Social Affairs. They have stressed publicly the necessity of pressing governments to comply with the guidelines of NRIS and

88 See: <http://www.etuquantizingariconosci.com/eventi/Roma> (accessed: 5 January 2014).

89 For example the vote on a more general regulation in which to place the provision itself. Recognition of the extermination was already promised in June 2012 by the Ex Director General Monnanni, cf. [http://www.migrantesonline.it/pls/siti/v3\\_s2ew\\_consultazione.mostra\\_paginat?id\\_pagina=8784&target=0](http://www.migrantesonline.it/pls/siti/v3_s2ew_consultazione.mostra_paginat?id_pagina=8784&target=0) (accessed: 5 January 2014).

90 [http://www.government.it/GovernmentInforma/documenti/PIANO\\_NAZIONALE\\_UNAR.pdf](http://www.government.it/GovernmentInforma/documenti/PIANO_NAZIONALE_UNAR.pdf) (accessed: 5 January 2014).

91 On the “Declaration of Rome”, see Italian Government, *Integration: 17 countries sign the Declaration of Rome*, 23 September 2013, available at: <http://www.government.it/Notizie/Ministeri/dettaglio.asp?d=72988> (accessed: 5 January 2014).

addressing issues such as the lack of documentation, precarious housing and unemployment.<sup>92</sup> The President Laura Boldrini welcomed a delegation of young Roma from all over Italy on International Roma Day, 8 April 2013.<sup>93</sup> These positions, however, are isolated and clash with the silence of the institutions in the face of the extremely racist statements of local public officials and politicians, not in high-level national roles, but still with the power to shape public opinion and to reinforce stereotypes regarding Roma.

No measures have been taken or forecasted regarding the strengthening of awareness of their own rights within the Roma community. Similarly, measures raising awareness of the benefits granted by including Roma in society are absent.

## Institutional Discrimination

The only project concretely achieved by NRIS to combat institutional discrimination is the previously mentioned Com.In.Rom, contracted by the Ministry of the Interior, which trained 512 people. The high participation in the training and networking denotes a widespread need for awareness with respect to Roma on the part of those who work with such communities and a high level of approval with respect to the measure itself (see case study in the present Chapter).

## The National Office against Racial Discrimination

As mentioned earlier in the text, in Italy the National Focal Point for the implementation of the NRIS corresponds with the National Office for the promotion of equal treatment and removal of discrimination based on race or ethnic origin (UNAR).

Although provided for in art. 2 of Legislative Decree no. 215 of 9 July 2003 "Implementation of Directive 2000/43/CE on the equal treatment of persons irrespective of racial or ethnic origin",<sup>94</sup> the UNAR, to date, hasn't offered legal assistance to victims of racial discrimination in a structured manner. In the first years after its creation, UNAR occasionally provided legal assistance to some victims of racial discrimination, thanks to the support of the organisations registered in its register and of other third sector organisations (for example, Avvocati di strada).<sup>95</sup> However, in the absence of *ad hoc* funds for the realisation of this service, the activity proved to be sporadic and not systematic. It's worth noting that on 16 January 2014 a Memorandum of Understanding was signed by UNAR and the National Bar Council for the management of a fund for the judicial protection of victims of discrimination, for which from Spring 2014 a service offering free legal assistance should be active.

UNAR conducts daily investigations into cases of discrimination it receives through reports to the Contact Centre, as required by art. 2 of Legislative Decree 215/2003. The Office has no interrogatory or punitive powers and is therefore limited to offering a first assessment of the possible discrimination case. Once the report has been received, the Office determines whether or not discrimination exists as defined in Legislative Decree 215/2003 and, if found to be valid, demands, by letter, that the party responsible for the discrimination remove it or find a solution to the discriminatory act. In this sense, UNAR acts through *moral*

92 "Roma: today Kyenge at CahRom", International Conference Council of Europe, 28 October 2013, available at: [http://www.asca.it/news-Rom\\_\\_oggi\\_Kyenge\\_a\\_CahRom\\_\\_conferenza\\_internazionale\\_consiglio\\_d\\_Europa-1329621.html](http://www.asca.it/news-Rom__oggi_Kyenge_a_CahRom__conferenza_internazionale_consiglio_d_Europa-1329621.html) (accessed: 5 January 2014); Roma: Kyenge, they can't live like ghosts without legal status, 17 December 2013, available at: [http://www.asca.it/news-Rom\\_\\_Kyenge\\_\\_non\\_possono\\_vivere\\_senza\\_status\\_come\\_fantasma-1347958.html](http://www.asca.it/news-Rom__Kyenge__non_possono_vivere_senza_status_come_fantasma-1347958.html) (accessed: 5 January 2014); Roma: Kyenge, Combatting school non-attendance and putting an end to mega camps, 31 October 2013, available at: [http://notizie.tiscali.it/feeds/13/10/31/t\\_16\\_02\\_ADN20131031130603.html](http://notizie.tiscali.it/feeds/13/10/31/t_16_02_ADN20131031130603.html) (accessed: 5 January 2014).

93 <http://www.21luglio.org/giornata-internazionale-dei-Roma-e-dei-sinti-la-presidente-boldrini-riceve-lassociazione-21-luglio-in-sieme-a-una-delegazione-di-giovani-Rom-e-sinti/> (accessed: 5 January 2014).

94 <http://www.normattiva.it/uri-res/N2Ls?urn:nir:stato:decreto.legislativo:2003;215> (accessed: 5 January 2014).

95 "Avvocati di strada" is a project which originated in Bologna in 2000 with the aim of protecting the rights of the homeless: <http://www.avvocatodistrada.it> (accessed: 5 January 2014).

*suasion*, thus performing a kind of “prejudicial” function. If the victim decides to take legal action, that is, chooses to protect him/herself by petitioning to the magistrate, the Office cannot intervene because the administrative power cannot interfere with the judiciary. Although the Office is one of the few in Europe to be an agency located within the structure of the government,<sup>96</sup> it also carries out investigations on cases of discrimination performed by institutional, central and local bodies.<sup>97</sup> It seems that UNAR is not particularly recognised as an authoritative referent by civil society nor it is in the legislative and cultural debates engaging the political class and the country. On the one hand, funds allocated towards the publicity and the spreading of awareness of the Office itself are few, on the other hand the role that UNAR held until now is that of a body that acts in favour of the removal of discrimination only after the event. A prime example is the absence of participation of UNAR on the political-cultural debate on the modification of the Mancino Law (Law June 25, 1993, no. 205) that punishes and condemns actions and slogans related to Nazi/Fascist ideology with the aim of inciting violence and discrimination based on race, ethnicity, religion or nationality and currently does not address discrimination based on sexual orientation.

## ECHR & Race Directive

In Italy the verdicts of the European Court in regards to the violation of human rights, as articulated in the European Convention on Human Rights, are scarce with regards to RSC.

To our knowledge, there are only six cases on which the European Court of Human Rights was able to rule against Italy.<sup>98</sup> It should be noted that none of the cases examined by the ECHR demanded an evaluation of the principle of non-discrimination: in the majority of the cases the Court ruled on procedural infringement, on legislative loopholes to guarantee a fair trial (art.6) and on the failure to comply with boundaries to guarantee freedom and personal security (art.5). The majority of the cases found implementation in the ruling of the Court, in the announcement of the ruling in which the violation is identified and in the compensation received.

Still on the subject of discrimination, a place of relief is the so-called directive “Race”, the European Directive 2000/43/EC which was adopted into Italian law by way of Legislative Decree no. 215/2003 and which joins the protocol in articles 43 and 44 of Legislative Decree 196/98 to combat discrimination contained.

An important change introduced by Legislative Decree no. 215/2003 was to give associations and institutions included in a list approved by an inter-ministerial decree not only the legitimacy to act in the

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- 96 UNAR is a section of the Department of Equal Opportunities. In November 2011 several third sector organisations – ACLI, ARICIGAY, FISH, TELEFONO ROSA, FEDERAZIONE ROMA E SINTI INSIEME, ENAR – felt the need to request to the at-the-time Minister of Labour and Social Policies Elsa Fornero and the at-the-time Minister for International Cooperation and Integration Andrea Riccardito extend the autonomy and independence of the office. See [http://immigrazioneoggi.it/daily\\_news/notizia.php?id=003624#.UujoabTSLIU](http://immigrazioneoggi.it/daily_news/notizia.php?id=003624#.UujoabTSLIU) (accessed: 5 January 2014).
- 97 Here are some cases: the case of June 2010, the Minister of Tourism, Michela Vittoria Brambilla, who allocated a 5,000,000 EUR fund to finance holiday vouchers for Italian nationals (*Stranieri in Italia, Buoni vacanze, stranieri esclusi*, available at: [http://www.stranierini-talia.it/attualita-buoni\\_vacanza\\_stranieri\\_esclusi\\_11141.html](http://www.stranierini-talia.it/attualita-buoni_vacanza_stranieri_esclusi_11141.html) (accessed: 5 January 2014); the case of the public announcement for the recruitment of distributors for the 2011 census released by Italian municipalities aimed, also in this case, exclusively at Italians. See: <http://www.cirdi.org/giurisprudenza/i-cittadini-extracomunitari-esclusi-dalle-selezioni-per-le-posizioni-di-rilevatori-e-coordinatori-comunali-delle-operazioni-di-raccolta-dati-per-il-censimento> (accessed: 5 January 2014).
- 98 *Sejdovic v. Italy* (appeal n. 56581/00) verdict of 1 March 2006 in violation of article 6 of the European Convention on Human Rights; *Hokic and Rustic v. Italy* (appeal 3449/05) verdict of December 1, 2009- violation of article 5 paragraph 1 of the European Convention on Human Rights; *Udorovic v. Italy* (appeal n. 38532/02) verdict of May 18, 2010 – violation of article 6 paragraph 1 of the European Convention on Human Rights; *Seferovic v. Italy* (appeal 12921/04) verdict of February 8, 2011- violation of article 5 paragraph 1 and 5 of the European Convention on Human Rights; *M et al. V. Italy and Bulgaria* (appeal n. 40023/03) verdict of July 31, 2012 – violation of article 3 (Procedural terms) of the European Convention on Human Rights; *Hamidovic v. Italy* (appeal n. 31956/05) verdict of December 4, 2012 – violation of article 8 of the European Convention on Human Rights. The list did not take into account certain cases, such as: *Fatima Sejdovic and Izet Sulemainovic v. Italy and Paso Hazdira, Neno Sulejmanovic and Halida Sultanovic v. Italy* (57575/00 and 57574/00) dismissed following a friendly settlement between the parties; and the case *Chicus et al. v. Italy* (35914/04) dismissed as well for lack of impulse on behalf of the part. All these cases deal with the subject of expulsion from national territory and the manner in which they are managed would lead the Court to rule on possible and important violations of CEDU such as articles 3, 5, 13 and 14 of the CEDH in addition to art. 4 of Protocol no. 4.



name of, on behalf of, or in support of the victim of discrimination, in accordance with article 7.2 of the Directive “Race”, but also to confer the same organisations and institutions (article 5.3 Legislative Decree no. 215/2003) the power of direct legitimacy in cases of collective discrimination should “the parties affected by the discrimination not be identified immediately and directly.”

However, there are certain relevant flaws in the implementation of Directive 2000/43/EC of which it is worth pointing out the reluctance on the part of the authorities in charge to apply this directive in cases of discrimination against members of the Roma community.<sup>99</sup> A recent report by Amnesty International<sup>100</sup> denounces the fact that this Directive is violated in Italy in respect to the right of appropriate housing.<sup>101</sup> Additional negative aspects, however, more general and therefore not attributable only to RSC, can be detected in the relationship between racial discrimination and discrimination based on nationality/citizenship and the issue of recognition of the so-called reparation for “harm by discrimination” as a dissuasive measure against discrimination.

## The Vulnerability of Children

The measures specified within the NRIS and to this day planned to counter the vulnerability of Romani minors are mostly confined to the field of education and regard exclusively some “beneficiary cities” that benefit from *ad hoc* funding for the implementation of policies which protect children, as in the case of the experimental “National Project for the Inclusion and the Integration of Roma, Sinti and Caminanti Children” (see case study in the Chapter on Education). The non-participation of other Italian municipalities in the project is indicative that the provision of *ad hoc* funds is a necessary precondition for the design and implementation of devised and structured interventions. With the exception of this Project, no other national measure has been taken in order to achieve the specific objectives expressed in NRIS in favour of Roma youth – increased access to and participation in the national education system (enrolment, attendance and academic achievement); reducing the number of early school dropouts and promoting higher education. At the local level, activities for Romani children funded by municipalities are carried out: such policies are not devised at the national level and their design depends on the awareness and cognizance of the municipal administrators. Such measures are designed to promote the schooling of Roma youth through school support and mediation between the educational institution and the Roma families. All of these activities are handled by the third sector and aimed at Roma youth living in “camps” (formal, tolerated and informal).

The vulnerability of children is also conveyed by the violation of the right to a family: Romani children are particularly at risk of removal from their nuclear family and in Italy they are over-represented in the number of children committed to foster-care or foster-homes and adoptions.<sup>102</sup> To deal with this issue, the national project P.I.P.P.I. (the Plan of Action for the Prevention of Institutionalisation) was fostered in 2010 by the Ministry of Labour and Social Policies in collaboration with the Laboratory of Research and Intervention in Family Education of the University of Padua and, also in this case, with some beneficiary cities.<sup>103</sup>

99 A clear example, in our opinion, can be found in the incidents pertaining to a lawsuit filed by Associazione 21 luglio and ASGI vs. the Ministry of the Interior and the municipality of Rome regarding the construction of a formal camp “La Nuova Barbuta” solely for Roma in Rome. At first, in a precautionary ordinance of 8 August 2012 the Court of Rome ordered the suspension of the assignment of emergency housing units, recognising the ostensibly discriminatory character of these measures. Then, following a contestation on the part of the Municipality of Rome on the ordinance, the Court of Rome in another agreement with the ordinance of 13 September 2012 revoked and reversed the earlier decision. Among the Italian court cases concerning the assessment of discriminatory behaviour against Roma and Sinti are: Court of Milan Ordinance, 20 December 2010; Court of Milan Ordinance, 13 January 2011; Court of Milan Ordinance, 24 May 2012; Court of Rome Ordinance, 24 May 2013; Court of Pescara Ordinance, 21 June 2013.

100 Amnesty International – European Institutions Office, *Italy’s Discriminatory Treatment of the Roma breaches EU Race Directive* (July 2012).

101 In this regard, see the chapter on Housing of the present Report and also Citti W., *La tutela civile contro le discriminazioni etnico-razziali e religiose. Guida alla normativa e alla giurisprudenza* (August 2013), 73–ss.

102 OsservAzione, *La tutela dei diritti dei bambini Roma nel sistema Italiana di protezione dei minori* (Naples: Marotta e Cafiero Ed, 2012); Saletti Salza C., *Dalla tutela al genocidio?* (Rome: CISU, 2010); Associazione 21 luglio, *Mia madre era Rom. Le adozioni dei minori Roma in emergenza abitativa nella Regione Lazio (2006–2012)* (Rome: October 2013).

103 Bari, Bologna, Florence, Genoa, Milan, Naples, Palermo, Reggio Calabria, Turin and Venice. Regarding the Project cf. <http://www.minori.it/minori/il-progetto-pippi-0> (accessed: 5 January 2014).

Some mainstream measures to point out are the creation of a fund to combat early school leaving by the Ministry of Education University and Research (funded by ESF) and the Third National Plan on Childhood of January 2011, an implementation tool of the Convention on the Rights of the Child in Italy. Within this document the Roma are cited several times, in relation to the lack of data relative to their situation, the absence of policies aimed at their social integration and at the necessity to train workers and officials in the educational, social and judicial sphere who work with the children of these communities.

Amongst Romani children, the ones living in informal settlements are even more exposed to social vulnerability: generally, authorities have no insight, no data, no knowledge at all of the situation for children in informal camps. Furthermore, children living in informal settlements are affected by forced evictions, carried out by local authorities without legal protections and without respecting procedural safeguards. Field research shows that evictions from informal settlements in Italy are often carried out without notice or official communications and in the presence of a disproportionately high number of police officers compared to the number of people to be removed. They are also characterised by episodes of physical and verbal abuse and by the arbitrary destruction of personal belongings. Romani children and their families are often rendered homeless and when alternative housing is offered, this does not take into account the right to the family: offers of accommodation are only made to women and children and imply the separation of the household. This means that after a forced eviction, Romani minors have to face even more serious condition of housing emergency than before the eviction itself.

## Multiple Discrimination

Although the issue of gender perspective has been reaffirmed many times within the NRIS,<sup>104</sup> no measures have been implemented which explicitly address gender discrimination and there are no improvements in the lives of Romani women. Furthermore, since in the Strategy the concept of human rights and the gender perspective have been united, there is a risk that in practice such approach might be lost. The only action taken, to date, is the anticipated publication of a collection of articles on the condition of Romani women by UNAR for the month of February 2014. This lack of action is partly a reflection of the lack of consideration in Italy in respect to the concept of multiple discrimination. This type of discrimination is formally recognised by Legislative Decree no. 215 of 9 July 2003 “Implementation of Directive 2000/43/CE on equal treatment of persons irrespective of racial or ethnic origin”,<sup>105</sup> and the judicial system tends to adopt the *single ground approach*, or rather to consider separately the single areas of discrimination or exclusively those predominant in cases like this.<sup>106</sup>

## Human Trafficking

The issue of human trafficking is not handled within the NRIS and, as a consequence, no action has been taken in its regard. In Italy, reliable data on the number of children involved in the phenomenon in question don't exist and it has to be underlined that the human trafficking phenomenon is even less investigated amongst concealed and secluded spaces, such as informal camps. Nevertheless, it is worth mentioning that Italian legislation on the subject of human trafficking is amongst the most advanced in Europe. Art.18

104 NRIS envisages taking steps to ensure that adolescent RSC mothers finish middle school (p. 57), in raising awareness in schools on the subject of gender with respects to the RSC community (59), in the employment of female RSC mediators in schools (62) and training courses targeted at least 100 RSC women through funding from the Department of Equal Opportunity (47). Cf. UNAR, *National Strategy for the Inclusion of Roma Sinti and Caminanti Communities 2012–2020. European Commission Communication no. 173/2011* (Rome: Presidency of the Council of Ministers, February 2012).

105 In <http://www.regulationtativa.it/uri-res/N2Ls?urn:nir:stato:decreto.legislativo:2003;215> (accessed: 5 January 2014).

106 “From a juridical and legal action against discrimination, according to the current legislation, in the case of complex acts of discrimination on various axes, the lawyers find themselves having to choose a single axis, independent from the others, on which base to establish the case and on which base the judges will make their verdict, or having to establish different cases for each field or area of discrimination”. Cf. Associazione Trama di terre, *Genere e migrazioni: comprendere gli effetti delle discriminazioni multiple* (September 2010) available at: <http://www.tramaditerre.org/tdt/docs/2079.pdf> (accessed: 5 January 2014).

of the Immigration Consolidation Act (Legislative Decree 286/98) envisages the issuances of residence permits for social protection (currently permits for humanitarian reasons) to the alien subjected to violence or serious exploitation, if there are serious risks to his/her personal safety, independently of the condemnation of the exploiter. The permit has an initial duration of six months and can be renewed for up to a year, afterwards allowing for conversion to a work or study permit. The crime of human trafficking is defined in Art. 601 (Penal Code) and foresees imprisonment between eight and 20 years. The punishment is intensified by a third if the crime is committed against a minor. Furthermore, in April 2012, the government adopted Directive 2009/52/CE in relation to the employment of illegal workers. Within this directive, important regulations relative to the exploitation of illegal foreign workers are decreed; however European Directive 2011/36UE on trafficking, whose deadline expired in April 2013, has not yet been implemented.

## The Principle of Non-Discrimination on the Basis of Nationality and Freedom of Movement

The way in which the practice of the right of EU-citizens' freedom of movement, entry and residence in Italy is regulated is through Legislative Decree no. 30/2007:<sup>107</sup> the Decree is not discriminatory towards Roma people in itself but, according to critics, it can be considered thus in its application. In interviews, several lawyers stated that,<sup>108</sup> in Italy, it is easier and more likely that the residency of Roma individuals who are also EU citizens will be contested after three months – in the absence of registration, income or employment, as stipulated in the Decree – than it is for other EU citizens. Several interlocutors specify the way in which the greater exposure to inspections by public security forces is dependent upon the context and local policy, such as, for example, the frequency of forced evictions in informal settlements, which place the Roma in conditions of being scrutinised by public security forces.<sup>109</sup> The free movement and residency of Romani communities beyond three months, as stipulated by legislation, is hindered by a series of issues: according to Italian legislation, in order to reside in the country for more than the stipulated three months, certified legal employment or a self-certified annual income of more than 6,000 EUR must be found. In the case of immigrant Roma in conditions of social and housing emergency, these two requirements are difficult to meet, due also to the discrimination to which Roma people are often subjected. This renders access to the job market even more complex and, in the case of income self-certification, representatives of the registration offices often do not accept these declarations from the Roma people, which are taken *a priori* as false; according to the legislation, self-certification cannot be doubted as it should always be accepted and then verified where necessary.<sup>110</sup> Secondly, another phenomenon regards the informal nature of Romani weddings: it is often the case that spouses who are legally resident do not benefit from the protection of regularisation as their partner may do, due to the fact that marriages celebrated by Roma ritual are unrecognised as they are not registered. These hindrances are often due to prejudiced and discriminatory behaviour of registration officials, as well as being in contrast to legislation, and represent concrete barriers to the free movement within Italy of Romani people who are also EU-citizens.

## Measures for Romani People, Barriers to Registration and Citizenship

Since the 1980s, several specific measures directed at Italian and non-Italian Roma – classified as *nomads* in public documents – have been adopted in Italy. They have dealt with the policy of 'camps' (cited several

107 Legislative Decree of 6 February 2007 no. 30, "Council Directive 2004/38/EC on the right of citizens of the Union and their family members to move and reside freely within the territory of the Member States" published in the Official Journal of the European Union no. 72 of the 27 March 2007. See <http://www.camera.it/parlam/leggi/deleghe/07030dl.htm>.

108 Rome, 7 April 2014 and Rome, 15 April 2014. According to several academics, in the face of the considerable number of EU Roma in Italy – especially coming from Romania – it would be beneficial to examine the extent to which the freedom of movement could be defined as *free* or rather as movement forced and conditioned by social segregation and poverty. See Bonetti, *Ibid.*, 59.

109 The removal order, which ensues from local police inspections, decrees that people may be illegally present in Italy but cannot impede them from, for example, being able to use the reception facilities made available by the local authorities (which usually constitute "nomad camps").

110 This is the case reported by several representatives in contact with Romanian Roma residing in a 'camp' in Cosenza.

times in the text), the declaration of a state of emergency for the nomad community and the handling of ethnic censuses. On 21 May 2008, the President of the Council of Ministers decreed a state of emergency in relation to nomad community settlements in the regions of Campania, Lazio and Lombardy and issued several implementation orders nominating as Commissioner-delegates the Prefects of Rome, Naples and Milan “ for the implementation of all necessary interventions to overcome the state of emergency” in the aforementioned regions.<sup>111</sup> In the following years, the state of emergency grew temporally and geographically to the regions of Piedmont and Veneto.<sup>112</sup> The decrees define Romani people in states of housing precariousness as “non-EU, illegal and nomads” and as responsible for “a situation of serious social alert”. A legal battle took place between members of the Roma communities – supported by the European Roma Right Centre – and the Italian government which ended in April 2013; by way of sentence no. 9687/2013, the United Chambers of the Italian Court of Cassation recognised the unlawfulness of the Decree of the President of the Council of Ministers (DPCM) establishing the so-called *nomad emergency* unlawful, thus confirming the sentence of the Council of State of 2011. The first procedures carried out under the framework of the declared emergency were ethnic censuses and the collection of photos and fingerprints and, only in 2008, did these operations involve Romani people residing in the authorised and unauthorised settlements in Naples, Rome and Milan. Various international and European bodies strongly criticised the events:<sup>113</sup> in contrast to stipulations in the Ministry of the Interior’s guidelines<sup>114</sup> – published on 17 July 2008 for censuses that were already underway – the data in question was sometimes collected without the informed consensus of those involved, reporting on ethnic origin without permission being given, without providing any information as to the aims of the data collection and of their storage; the data was requested whether or not the Romani people were in possession of legal identification and it even involved 14-year old children. In some cases, tattoos were also recorded.<sup>115</sup> All of these measures stem from public acts that

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- 111 Decree of the President of the Council of Ministers of 21 May 2008, Declaration of the state of emergency related to settlements of nomad communities in the Italian regions of Campania, Lazio and Lombardy, 21 May 2008, available from [http://www.governo.it/Governo/Provvedimenti/testo\\_int.asp?d=39105](http://www.governo.it/Governo/Provvedimenti/testo_int.asp?d=39105); Prime Ministerial Order no. 3676, no. 3677 and no. 3678 of 30 May 2008, Urgent civil protection provisions designed to deal with the state of emergency related to settlements of nomad communities in the regions of Lazio, Lombardy and Campania, 30 May 2008, available from [http://www.asgi.it/public/parser\\_download/save/ordinanza.del.presidente.del.consiglio.dei.ministri.30.maggio.2008.n.3676.pdf](http://www.asgi.it/public/parser_download/save/ordinanza.del.presidente.del.consiglio.dei.ministri.30.maggio.2008.n.3676.pdf); [http://www.asgi.it/public/parser\\_download/save/ordinanza.del.presidente.del.consiglio.dei.ministri.30.maggio.2008.n.3677.pdf](http://www.asgi.it/public/parser_download/save/ordinanza.del.presidente.del.consiglio.dei.ministri.30.maggio.2008.n.3677.pdf); [http://www.asgi.it/public/parser\\_download/save/opcm.30.maggio.2008.n.3678.pdf](http://www.asgi.it/public/parser_download/save/opcm.30.maggio.2008.n.3678.pdf).
- 112 Decree of the President of the Council of Ministers of 28 May 2009, Extension of the state of emergency for the continuation of initiatives related to settlements of nomad communities in the regions of Campania, Lazio and Lombardy and extent of that emergency situation also to the regions of Piedmont and Veneto, 28 May 2009, available from [http://www.asgi.it/public/parser\\_download/save/dpcm.28.maggio.2009.pdf](http://www.asgi.it/public/parser_download/save/dpcm.28.maggio.2009.pdf); Prime Ministerial Order no. 3777 and no. 3776 of 1 June 2009, Urgent civil protection dispositions aiming at facing the state of emergency related to settlements of nomad communities in the regions of Veneto and Piedmont, 1 June 2009, available from [http://www.asgi.it/public/parser\\_download/save/opcm.1.giugno.2009.piemonte.pdf](http://www.asgi.it/public/parser_download/save/opcm.1.giugno.2009.piemonte.pdf); [http://www.asgi.it/public/parser\\_download/save/opcm.1.giugno.2009.veneto.pdf](http://www.asgi.it/public/parser_download/save/opcm.1.giugno.2009.veneto.pdf); Decree of the President of the Council of Ministers of 17 December 2010, Extension of the state of emergency for the continuation of initiatives related to settlements of nomad communities in the regions of Campania, Lazio, Lombardy, Piedmont and Veneto, 17 December 2010, available from [http://www.protezionecivile.gov.it/cms/attach/dpcm\\_del\\_17.12.2010\\_proroga\\_nomadi.pdf](http://www.protezionecivile.gov.it/cms/attach/dpcm_del_17.12.2010_proroga_nomadi.pdf).
- 113 European Parliament, Resolution on the census of the Roma on the basis of ethnicity in Italy, 10 July 2008, available from <http://www.europarl.europa.eu/sides/getDoc.do?type=TA&reference=P6-TA-2008-0361&language=IT&ring=B6-2008-0348>; Memorandum by Thomas Hammarberg Commissioner for Human Rights of the Council of Europe following his visit to Italy on 19–20 June 2008, Strasbourg, 28 July 2008, available from <https://wcd.coe.int/ViewDoc.jsp?id=1309811>; Report by Thomas Hammarberg Commissioner for Human Rights of the Council of Europe following his visit to Italy on 13–15 January 2009, Strasbourg, 16 April 2009, available from <https://wcd.coe.int/ViewDoc.jsp?id=1428427>; OSCE, Assessment of the Human Rights Situation of Roma and Sinti in Italy: Report of a Fact-finding Mission to Milan, Naples and Rome on 20–26 July 2008, Warsaw – The Hague, March 2009, available from <http://www.osce.org/odihr/36374>.
- 114 Ministry of the Interior, Ministry of the Interior Guidelines, published 17 July, for the implementation of the Prime Ministerial Orders of 30 May 2008, no. 3676, 3677 e 3678, concerning settlements of nomad communities in the regions of Campania, Lazio and Lombardia, 17 July 2008, available from [http://www.interno.it/mininterno/export/sites/default/it/assets/files/15/0095\\_censimento\\_cam-pi\\_nomadi\\_le\\_linee\\_guida.pdf](http://www.interno.it/mininterno/export/sites/default/it/assets/files/15/0095_censimento_cam-pi_nomadi_le_linee_guida.pdf).
- 115 After the censuses, authorities created a database containing all the data collected. The Italian authorities still retain the census information on Roma in a database, except for Elviz Salkanovic, a Roma Italian citizen supported by Associazione 21 Luglio, ASGI, Open Society Justice Initiative in a challenge against the Italian government. “In a judgment dated May 24, 2013, the Rome civil court upheld Salkanovic’s challenge. It ruled that the census of thousands of ethnic Roma including Salkanovic violated anti-discrimination law. It was the first time an Italian court recognised that the Nomad Emergency Measures amounted to racial discrimination. The court ordered Italy’s Ministry of the Interior to destroy Salkanovic’s data and to pay him compensation. However, the court failed to recognise the collective nature of the complaint and refused to order relief to the thousands of victims whose personal data continue to be held by the government” (see Open Society Foundations, Salkanovic v. Ministry of Interior (Italy), <http://www.opensociety-foundations.org/litigation/salkanovic-v-ministry-interior-italy>). For further details, see Associazione 21 Luglio, *Figli dei “campi”*. Libro bianco sulla condizione dell’infanzia rom in emergenza abitativa in Italia (Rome: November 2013).

formally address nomads and not Roma: the use of one term instead of another is also of significance as it disguises the ethnically discriminatory nature of the policies themselves. The main effect of this approach is that of considering the presence of the Romani community in Italy as a temporary and transitory issue to be faced with exceptional and emergency measures that can sometimes be discriminatory and segregationist. In this sense, the circular dated 8 April 2014 and signed by the Mayor of Rome should be considered a step forward as it prohibits the use of the term 'nomad' in every Municipal act addressing the Roma communities, as it is inappropriate when denominating communities that have long been resident in Italy.<sup>116</sup>

Obtaining registration and citizenship proves to be complex for many Romani people. Regarding the former, legislation<sup>117</sup> stipulates that relevant officials must accept registrations and issue residency to whoever lives permanently in the area in question, regardless of the suitability and category of the accommodation.<sup>118</sup> In practice, however, residency is rejected and therefore not issued, both illicitly, by the same officials in light of the type of accommodation used by many Romani individuals experiencing housing emergency: caravans on private land, substandard, unregulated self-built housing and 'nomad camps'. This refusal happens in a tacit manner, or verbally, although each written application has the right to a written and reasoned reply. In these cases, recourse to the Regional Administrative Tribunal (TAR) within 60 days would be legitimate by paying the statutory fee of 300 EUR and the costs of a lawyer. Roma citizens rarely bring legal action due to economic problems and a lack of knowledge of local laws. The lack of registration hinders access to the national health service, with the exception of first aid, to social care (which includes access to ranking lists for crèches and public housing, family benefits, social services, etc.), to the job market, (opportunities for legal recruitment), to recognition of statelessness, and to the right to vote for Italian citizens. For non-EU citizens, obtaining residency is linked to the possession of a residency permit and passport, two requirements that are difficult to fulfil in the case of Romani citizens from the former Yugoslavia – as the section above of the Report on statelessness outlines.

As regards citizenship, many Romani people are not registered as Italian citizens, despite being born in Italy and having lived in the country for most of their lives. The reasons for this situation can be sought in a particularly stringent law on citizenship and its application. According to Italian law,<sup>119</sup> foreign minors born in Italy can only acquire citizenship if they can prove that they have been legally resident on the national territory from birth until they reach the age of 18, and only if they apply for it within a year of turning 18.<sup>120</sup> Many Roma who do apply – and who have the right, in essence, to citizenship – come up against difficulties with the registration officials who claim they lack the requisites for legal and continuous residency in Italy. Having legally resided on the territory means having been registered and having obtained a legal residency permit since birth until 18 years of age, according to an interpretation of Law no. 91/1992 in its Implementing Regulation.<sup>121</sup> The lawyers interviewed stated that the continuous possession of a residency permit is a requirement that not all Roma have, considering the possible irregularity of their parents' documents. The children of Romani people who request citizenship also frequently suffer the consequences of not having registration, which – as has been seen – is difficult to obtain, both for EU and non-EU Romani children.

There is no record of any initiatives undertaken by the Italian government to promote the regularisation of Roma in Italy. However, it should be noted that an important rule was adopted by the government in

116 See <http://www.21luglio.org/roma-ignazio-marino-mette-bando-terme-nomadi>.

117 See newsletter issued by the Ministry of the Interior, 29 May 1995, no. 8; [http://www.asgi.it/home\\_asgi.php?n=documenti&id=1870&l=it](http://www.asgi.it/home_asgi.php?n=documenti&id=1870&l=it).

118 However, the Law of 15 July 2009 no. 94, Provisions relating to public safety, modification of the Law of 24 December 1954, no. 1228. Article 1, paragraph 18 is specified as "The registration and request for changes to personal data can result in the verification, by the competent municipal offices, of hygienic/sanitary conditions of the property in which the applicant intends on establishing his/her fixed residency, in accordance with the rules of sanitation which it currently applies." As Tosi Cambini pointed out, "This way, the right to residency is distorted, rendering it an instrument of territorial control and, in essence, the concession of a privilege for access to citizenship rights." See S. Tosi Cambini, "Gli stereotipi della 'sicurezza', ovvero come la Giustizia 'tratta i nomadi' invece che incontrare i Rom", in *Jura Gentium. Rivista di filosofia del diritto internazionale e della politica globale*, "La minoranza insicura I rom e i sinti in Europa", online: <http://www.juragentium.unifi.it/it>.

119 Article 4, paragraph 2.1 of 5 February 1992; See [http://www.interno.gov.it/mininterno/site/it/sezioni/servizi/legislazione/cittadinanza/legislazione\\_30.html](http://www.interno.gov.it/mininterno/site/it/sezioni/servizi/legislazione/cittadinanza/legislazione_30.html).

120 See Article 4, paragraph 2.1. 5 February 1992, no. 92.

121 Presidential Decree 572/1993.



2013 that should be of benefit also to many Romani people: the Decree Law of 21 June 2013 no. 69, converted after amendment by Law no. 98 of 9 August 2013, Article no. 33 states: “the interested party is not responsible for any non-fulfilment attributable to his/her parents or offices of Public Administration, and can demonstrate the possession of requisites with each (...) suitable documentation”. This means that the lack of registration or of a residency permit – due to negligence or impossibility on the part of the parents – cannot compromise the child’s exercising the right to citizenship. Furthermore, the same law stipulates that officials of the state are obliged to communicate to the interested party the possibility of becoming an Italian citizen on achieving adulthood. This decree – which then became law – could be fundamental in enabling the regularisation and naturalisation of many Romani people.

## Measures for Roma Who Are Stateless, Refugees and Displaced

On the basis of the legislation in force,<sup>122</sup> Romani citizens who abandoned a country in which had been subject to persecution or damage due to civil or international conflict have the right to residency for humanitarian reasons or for international protection under the status as refugee or of subsidiary protection. As with any asylum seeker or person in possession of refugee status, subsidiary protection, or residency permit for humanitarian reasons, Roma also have the right to be admitted to all the measures of assistance available under UE and national law, including for the duration of the application for asylum, which are measures regulated by Law Decree no. 140/2005. During the migratory flows involving Roma fleeing from conflict in the former Yugoslavia in the 1990s, Romani people, who are considered travellers because they were ‘nomadic’ and not because they were refugees fleeing war, have not been encouraged to seek asylum; whereas other applicants for asylum usually have reception facilities made available to them, even in the sphere of the Protection System for Asylum Seekers and Refugees (SPRAR), established by Law no. 39/1990, amended by Law no. 189/2002,<sup>123</sup> only ‘nomad camps’ are reserved for Romani people, who might have the right to request international protection.

For difficulties in the recognition of statelessness, refer to the first paragraph of this chapter.

### COMINRON PROJECT: A MISSED OPPORTUNITY

#### 1. “To Improve Professionals’ Skills on the Roma Phenomenon”

*In 2011 the project “To Improve Professionals’ Skills on the Roma Phenomenon” (acronym in Italian: COMINROM) was launched, financed with an amount of 690,000 EUR by the Ministry of the Interior, Department for Civil Liberties and Immigration of the Central Direction for Civil Rights and New Minorities, under the European Regional Development Fund (ERDF) National Operational Programme “Security for Development – Objective Convergence 2007–2013” (operational objective 2.6. “Limit the effects of deviant performance”). The activities – completed in December 2013 – involved 14 provinces<sup>124</sup> of the four Objective Convergence Regions (Calabria, Campania, Puglia and Sicily) and were conducted by Consorzio NOVA Onlus, a national network of Italian social cooperation, operational since 1998 and engaged on issues of social innovation and of experimentation of operational procedures. The project had the dual purpose of enhancing the knowledge of public officials and of workers of civil society organisations on the world of Roma (thus challenging discrimination) and to encourage the creation of local networks capable of initiating processes for their integration. For this purpose specific objectives have been drawn up: the running of 20 training courses lasting 95 hours each (including classroom and laboratory activities) and of five in-depth courses on the Roma phenomenon; the establishment of provincial and regional networks, proactive on the issues*

<sup>122</sup> Law Decree no. 251/1997 in accordance with the EU Directive 2004/83/EC and Law Decree no. 25/2008 in accordance with the EU Directive 2005/85/EC.

<sup>123</sup> See Bonetti, *Ibid.*, p. 59.

<sup>124</sup> Catanzaro, Cosenza, Crotone, Reggio Calabria, Naples, Bari, Lecce, Foggia, Agrigento, Catania, Palermo, Syracuse and Messina.

of Roma inclusion; interventions on raising awareness and communication. The activities were attended by more than 500 people from institutional bodies, local authorities and civil society organisations in the 14 provinces of the four Regions. It's important to note that as of February 2014 three of these Regions had still not formed regional Tables expected by NRIS. Finally, it should be pointed out that the project COMINROM was conceived in 2009 but, by virtue of strong accord with the NRIS guidelines and with the point of view of making use of programmes, projects and resources already in progress, it was readopted to the systemic actions of the NRIS<sup>125</sup> which are transversal in regard to the four axes of intervention and the specific objectives outlined in the document.

## 2. The Results and the Impact

2.1. The results of the project are, for starters, the development of a model for the establishment of local networks consisting of institutional actors, local authorities and civil society organisations (including representatives from the Roma world) who are able to understand their own reality according to a participative methodology which foresees Roma involvement. The purpose of the networks is to obtain the knowledge and the points of view of the various stakeholders that contribute to the Roma inclusion measures, in order to better evaluate their demands and basic needs, to make the most of available resources and those residual, but necessary, and to outline the actions to be fostered (aware that one solution does not fit all, especially for Roma in Italy!). The model is interesting because it regards the local level (NRIS has so far moved mainly at the national level) and because it is potentially transferable to other regional and provincial contexts. It certainly has some limitations: the participation of local Roma representatives was professed but rarely practiced; fact-finding resources and connections already present have only been minimally enhanced; the activities which led to the establishment of the model are not related to the efficiency of networks that, once established, literally stopped.

2.2. As a result of the training and experimental activities, in each province technical working groups were set up by the respective Prefectures, aided by Consorzio NOVA, which consisted of local networks for Roma integration. Each group produced a final document that contained the analysis of the local situation and of the potential resources and tools available, identified the steps to be taken in the area in relation to the four axis of NRIS and proposes single actions to be implemented. In view of the fact that in Italy information on the presence and characteristics of the RSC community is lacking, these documents and the networks that developed them surely represent the first positive results of the project COMINROM. The problem, however, concerns the fact that, on the one hand, the networks that were established run the risk of being incomplete: the resources already active in the area have not always had the opportunity to contribute, were sometimes not even informed about the project (on other occasions it happened by chance). In addition, organisational, institutional and economic mechanisms directed at giving continuity to the networks and their actions have not been envisaged.

2.3. The project has undoubtedly had a positive effect as to the increase of knowledge and awareness of Prefectures, of directors and functionaries of local authorities (especially the technical component, such as social workers or managers of municipality offices). Even the system of the governance of Roma inclusion policies could be strengthened: in the course of work, in some cases, key actors that originally were not included among the direct beneficiaries, such as the Regions, regional school boards and police bodies were integrated in the activity (and therefore in the local networks).

2.4. COMINROM, however, seems to have completely missed the opportunity of sharing analysis and identification of the proposals with all interested parties. This also negatively affected the definition of the model of the creation of networks. The aspiration of understanding the Roma point of view (associations, communities and individuals) at the local level appears incomplete (even if attempts have been carried out in some provinces, often due to the good will of associations already present in the area). Despite the fact that among the teachers and trainers Roma representatives, both national and local, were also included, Roma beneficiaries were only 8% of the participants. The difficulties cited by coordinators included a lack of direct dialogue and unmediated dialogue with Roma people and associations, on the one hand, and their fragmentation, the

125 Systemic Action 3 "Programming an integrated information, communication and mediation strategy aimed at eradicating prejudices and stereotypes against the RSC communities", in UNAR, *Strategia nazionale*, *Ibid.*

poor inclination in comparison and to low level of representation, on the other. Paradoxically, according to Consorzio NOVA the attempts at inclusion may have even exacerbated division and conflicts (the selection of beneficiaries or of Roma trainers, for example, carried out on the basis of an assessment of skills and abilities could have been interpreted in terms of exclusion for some and advantage for others).

### 3. Strengths and Weaknesses

3.1. The strengths of COMINROM include, for starters, the fact that it contributed in deconstructing a distorted and deceptive knowledge of Roma and of the dynamics that affect them, starting from the Prefecture. Add to this, having operated in Regions which still have not formed the Tables required by NRIS and having outlined concrete proposals in 14 southern provinces. Consorzio NOVA has also highlighted that the project created an enabling environment which led to the establishment of associations created by participants in the training courses.<sup>126</sup>

3.2. There are some important weaknesses in various areas. The first and most relevant is that, although formally planned, no Roma in the area were involved in the formulation of public policies directly related to them. Another weakness is the risk of losing the potentiality connected to the creation of the networks in 14 provinces. Presently neither PCN nor the Ministry of the Interior has found a remedy to this issue, although the project is considered one of the most advanced within the Strategy. In this regard, the Consorzio NOVA proposed that the municipalities take over the coordination of the networks once the project is finished. In particular those more available, i.e. those already equipped with proper offices or those having already carried out interventions and local actions throughout the years. Another weakness is limited dissemination and information sharing. The model of the networks is a social technology that could be made available to other territories, albeit with the limitations outlined above, but, for the moment the right tools are unavailable (the documents produced by these working groups are not public). Another criticism is the transmission of results obtained by local networks to their respective local administrations, because this function has been centralised, assigned to PCN (given that the project is formally concluded).

### 4. Reasons for Success/Failure

The results of the project COMINROM were given great exposure at the national level. It can be considered a very partial success for certain reasons (the work done by the networks and their establishment), and a failure for others (the participation of civil society organisations, as well as Roma, which are already operating in the area and the inefficiency of the networks). The reasons can be traced, among other things, to: the adoption of an approach still too connected to main governmental institutions and top-down in the understanding of the realities in regards to Roma participation; a knowledge gap regarding the potentialities embedded in civil society, according to different procedures which must be understood and familiar to be appropriately evaluated; lack of action strategies by the bodies responsible for the implementation of NRIS aimed at ensuring the implementation of the recognised instruments and the transferability of the local networks constitution model in other contexts.

## “ROMA ARE FINALLY BORN”

### THE ANTIDISCRIMINATION CENTRE IN PISTOIA (TUSCANY)

#### 1. The Project

In April 2004, in the province of Pistoia, the Antidiscrimination Centre (Italian acronym: CAD) was established thanks to Resolution GP n. 109/2004 “Establishment of a Centre against discrimination, for the protection of victims from acts of xenophobia, racism and discrimination.”<sup>127</sup> CAD is within the scope of the Programme

126 Exemplifying is the experience of the *Associazione Alteramente*, established by four young women in Lecce (one of whom is from a Roma community) previously involved in activities aimed at supporting the inhabitants of the parking camp Panareo, conducted in collaboration with the *Università of Salento*.

127 Information available at: [http://www.provincia.pistoia.it/CentroAntidiscriminazione/Normativa/DelGP109\\_2004\\_Deliberativa.pdf](http://www.provincia.pistoia.it/CentroAntidiscriminazione/Normativa/DelGP109_2004_Deliberativa.pdf) (accessed: 5 February 2014).

Agreement “Toscana Sociale” 2002–2004 and is consistent with that which is stated in art. 43 and 44 of Legislative Decree no. 286, 25 July 1998. The Antidiscrimination Centre offers a service of “observation, information, consultancy and assistance for victims of discrimination – foreigners, stateless persons and Italian citizens, as well as the promotion of rights and of positive actions for the prevention of and the fight against discriminatory behaviour.”<sup>128</sup> CAD operates within the Attorney General of the Province, collaborates with ASGI<sup>129</sup> and since 2010 has a Memorandum of Understanding with UNAR. Presently, there are approximately 250 Roma in the Province of Pistoia that live in varying legal and social conditions.<sup>130</sup> Since 2006, in collaboration with the Municipal Social Service Office, Associazione Syntesis onlus, Caritas Diocesana, the Prefecture and the Immigration Office of the Pistoia police headquarters, the Centre began to get involved with Roma living in the Brusigliano “camp” and in public housing: this regards people of the former Yugoslavia, lacking identification documents or residence permits, despite having lived in Italy for decades.<sup>131</sup> The first activity conducted regarded monitoring the legal status of Roma and a mapping of social problems.<sup>132</sup> For the mapping activity the Centre collaborated with the municipal social services. The second phase of work was the assessment of each case through the creation of detailed individual files. Also in this case, several public offices were involved. The intervention was shared with the Prefecture UTG<sup>133</sup> and the Immigration Office of the Pistoia police headquarters, while in the cases of uncertain citizenship, the Centre received support from several consular authorities. With regard to funds, it is worth noting that CAD is a Provincial service, the cost of which is in the Province’s budget and therefore doesn’t make use of any ad hoc funding.

## 2. Results and Impacts

In eight years of work (2006–2013), 30 people were legalised, almost all from the Brusigliano ‘camp’. More specifically: four people’s status of statelessness was recognised,<sup>134</sup> while 26 people obtained residence permits for familial reasons (ex art. 19 of Legislative Decree 286/982) or a residence card as relative of an EU member.<sup>135</sup> In addition, currently, another six people are waiting for the Ministry of the Interior to recognise administratively their condition of statelessness. The impact of the measure on the daily lives of Roma was considerable: according to a supervisor at CAD, through their legislation on the territory, “Roma are finally born”. The impact on their lives specifically regarded: access to social rights (the opportunity to benefit from measures supplied by the Region of Tuscany within the Program Toscana Solidale;<sup>136</sup> the right to a family physician; the right to a “Purchase Card”, released by the Ministry of Economics and Finance;<sup>137</sup> etc.) and access to employment. In regard to employment, thanks to the regularisation of documents, 25 people could do paid internships for six months, within the Project “Work and Roma” managed by the Associazione Syntesis onlus.<sup>138</sup>

An indirect effect of the two verdicts on statelessness delivered by the Court of Appeals of Florence concerned the impact on the Italian jurisprudence: such verdicts affirmed that the judge’s competence depends on the applicant’s place of residence – whereas, currently, the only competent court on statelessness is the one in

128 The Centre deals with discrimination related to citizenship, ethnicity, national minority, age, skin colour, language, religion, impairment, sexual orientation, political ideology and others. Antidiscrimination Centre of Pistoia, *Tra luoghicomuni e realtà. ROM and SINTI di Pistoia* (Pistoia: 2012), 34. Available at: <http://www.provincia.pistoia.it/CentroAntidiscriminazione/Report/ReportRomSinti1.pdf> (accessed: 5 February 2014).

129 The Association *Studi Giuridici sull’Immigrazione* was founded in the 1990s and gathers lawyers, researchers, jurists and legal practitioners focusing on legal issues regarding immigration. [http://www.asgi.it/home\\_asgi.php](http://www.asgi.it/home_asgi.php) (accessed: 5 February 2014).

130 Antidiscrimination Centre of Pistoia, *Ibid.*, 52–61.

131 In the province of Pistoia there are three settlements inhabited by Roma families: Pontelungo, Sant’Agostino and Brusigliano. The former is the only group lacking documents. Inhabitants from the other settlements arrived from Istria and Slovenia during the 60s and have the Italian citizenship.

132 Housing unsuitable for ‘camp’ inhabitants, precarious employment, recurring school dropout, exclusion from the territory and societal majority. Antidiscrimination Centre of Pistoia, *Ibid.*, 61–62.

133 Italian acronym for Territorial Office of the Government.

134 Verdicts n. 750 and 751 of 2009 from Florence Court of Appeals.

135 Regarding the residence permit granted to those living with, at the most, a fourth degree relative possessing the Italian citizenship (residence given through a second degree relative was put into force by Law 94/2009).

136 According to the law 45/2013, families in hardship have the right to receive 700 EUR *unatantum* for every newborn child; in case of many children, the grant of 700 EUR is given annually with an addition of 175 euro for every child born (after the fourth); if the child is disabled, the contribution of 700 EUR is given annually.

137 The Purchase Card is a form of economic support for expenses such as those concerning health, food, bills. Only people over 65 and below three years of age, having some particular requisites, have access to this grant.

138 See the case study in the Chapter on Employment.

Rome. Furthermore, the verdicts stated that the applicant has the right to voluntary jurisdiction, which is more concise compared to ordinary judgment – whereas, currently, the lawsuit is the writ of summons. Another indirect effect regarded *de iure* statelessness Roma and the increase of document renewal costs: according to the current legislation, the renewal of statelessness status has a cost of 213 EUR every year, much more than the cost of the renewal of other kinds of residence permits. The economic cost entails a social cost: it is very likely that, due to the destitution of some Roma families, Social Services take charge of such expenses. Furthermore, the Centre dealt with those whose identity was not confirmed by any document. Together with the Office of Immigration of police headquarters, a decision was made to consider documents which show evidence of permanent presence of the person on national territory, such as reports from Social Services, censuses, certificate of school attendance, etc, to be sufficient. In such cases, the coordination between local authorities and public offices was pivotal, as well as the “common sense” of the Director of the Immigration Office of the Pistoia police headquarters, who considered it appropriate to issue residence permits even in the absence of passports. In this sense, the regularisation has been arbitrary and influenced by the will of the Director: for this reason, it is a very “fragile” regularisation, which might change once the Director is removed.

Another CAD activity concerned those Roma who had the necessary requirements to obtain a residence permit, but lacked an identity document. For this reason, such people were unable to enrol in the residents register and, in order to legalise their conditions, CAD requested a counsel to the Minister of the Interior with the result that even those lacking passports could join the right of enrolment at the registry offices.

### 3. Strengths and Weaknesses

It must be said that CAD also undertook such regulation measures because of previous knowledge and work experience of one of the two employees, who was very aware of the topic. Furthermore, the achievements of the Centre were facilitated by the small number of Roma families in residence at Pistoia, the modest size of the Province, the CAD knowledge of the territory and the great degree of autonomy enjoyed by the Centre when defining its interventions.

Significant obstacles endured by CAD are related to Italian legislation on immigration: Law 91/92 and the need to facilitate the access to citizenship for those turning 18; the Legislative Decree 286/98 which does not distinguish Roma who immigrated from ‘new arrivals’: even though the latter have been living in Italy for over 40 years and therefore had arrived before any immigration legislation was put into force, they still have to prove the same documents demanded as the former; the lack of well defined and effective instructions to attain *de iure* statelessness (for example, its application form cannot even be found on the official

website of the Ministry of Interior); difficult access to the registry office for some categories of citizens and the inability to enrol in the resident registry encountered by undocumented subjects’ children.

The approval of the NRIS did not have any impact on CAD activities, while relations with the NFP have been considered more bureaucratic. “We used to debate broadly and on several issues, there used to be a great enthusiasm too. Nowadays, the Control Room is very institutional and only takes into consideration the Regions, not the Provinces.”<sup>139</sup>

In conclusion, the participation of the CAD at the Regional Table of Tuscany has to be underlined, as well as its role in the creation of a restricted working group within the Territorial Council for Immigration, dealing with the social inclusion of Roma.

139 Email correspondence with a public officer of CAD: 6 February 2014.



### 3. EDUCATION

The NRIS identifies the inadequacy of the average level of education of the Roma as one of the main causes of poor living conditions and difficult access to the labour market, and – referring to the inclusive education of the Italian school system<sup>140</sup> – identifies the adoption of an integrated approach to social inclusion policies as an essential condition for promoting the schooling of Roma children. In Italy, Romani children are not placed in segregated classes and even less in special schools,<sup>141</sup> nevertheless the Ministry of Education, University and Research (MIUR) emphasises that, within a generally positive frame,<sup>142</sup> reports show “significant differences in the quality of education offered to children and young migrants also at regional levels and in individual schools”.<sup>143</sup> Moreover, the execution of policies of inclusion and education of the Roma in Italy has been rather inefficient in recent years.<sup>144</sup> The interventions of schooling for Romani children have played a central role in the policies during the last 20 years by local governments as well as associations, but the results appear to be rather unsatisfactory. The following information should be considered in the context of heavy cuts in the education system since 2008 and the phenomenon of early school dropouts, which shows a wide gap between the north and south of the country.<sup>145</sup> In relation to this issue, the National Table of Education has been established to pursue specific objectives outlined in the NRIS aimed at “facilitating the process of pre-schooling and schooling of Romani and Sinti children, promoting non-discriminatory access (enrolment, attendance, results) to schools of all levels and combating early school dropout of RSC children in primary and secondary schools”, “increasing the participation of RSC young adults in university education and in advanced training and work formation, including access to tools such as student loans, scholarships and other opportunities and benefits provided by the law” and “fostering dialogue and cooperation between educational institutions, extracurricular activities, the fami-

- 140 The Italian school opted for a cross-cultural perspective decades before the current importance of migration flows, given the existence of linguistic minorities on the territory. The Ministry of Education, University and Research (MIUR) in 2014 issued the new “Guidelines for the reception and integration of foreign students” which defines, as does the document “The Italian way to the school and cultural integration of foreign students” in 2007 (<http://hubmiur.pubblica.istruzione.it/alfresco/d/d/>, accessed 4 April 2014), the legal framework and general principles of inclusive education of foreign children. See also Rossi Monica, De Angelis Roberto (ed.), *Processi di inclusione dei Rom in Italia: Azioni e strategie nazionali per il diritto allo studio e per l'occupazione. Primo Rapporto di Ricerca* (Roma Education Fund, 2012).
- 141 The Camminanti children in Noto (Sicily) attended a three classes school devoted only to them up to the first years 2000s, but they are an exception. This situation was analyzed by the anthropologist Simona Pietra Sidoti. Sidoti S.P., “Apprendisti scolari, alunni renitenti. Il caso speciale dei camminanti di Noto”, in *Antropologia*, Vol. 4, A.A.V.V. (Meltemi Ed., 2004).
- 142 Over the past decade foreign children in schools have increased from 100,000 to over 800,000. MIUR/ISMU Foundation, *Students with non-Italian citizenship. Insights and analysis. National Report school year 2011/2012* (Milan: MIUR/ISMU Foundation, 2013); Ministry of Education, *Guidelines for the reception and integration of foreign students* (Rome: February 2014). For further information on the inclusive approach of the Italian schools, refer to Monica Rossi, De Angelis Roberto, 2012 and to Bortone A., *A future to write. European pathways for the schooling of Roma* (Rome, 2014).
- 143 MIUR, *Growing up in Cohesion Guidelines. Operating Instructions for executive planning. Part One. Implementation policies, Phase II – Circ. A00DGAI/1631 of 05.02.2013* (Rome: MIUR, 2013).
- 144 The continuity of operations prior to the adoption of NRIS by the MIUR was highlighted by the Secretary of State for Education, University and Research, Marco Rossi Doria, coordinator of the Table of Education of the Ministry of Education, in collaboration with Professor Filomena Fotia, the technical secretariat of the Secretary, at the hearing on 8 May 2012 at the extraordinary Commission for the protection and promotion of human rights in the Senate. Ongini V., “Nomad’ Pupils in Italian schools. An imperfect definition”, in *Pupils with non-Italian citizenship, 2013*; Istituto degli Innocenti, *Summary Report on the results of monitoring of the third biennial national plan of actions and measures for the protection of the rights and development of subjects in childhood, adopted by the Presidential Decree of 21 January 2011* (Florence: PCM, 2012).
- 145 On average 20% of teenagers leave school before achieving a diploma or a professional qualification, while in suburban areas of Southern Italy this percentage rises to 30%. In Europe, the average of early school drop-outs is 14.1%. MIUR, *This year at the Ministry of Education. Mission budget. November 2011 – February 2013* (Rome: 2013).

lies and RSC communities”.<sup>146</sup> The National Table is coordinated by the MIUR, Directorate of the student and the Directorate of International Affairs. Since its formation, the Table has met twice, first in 2013 and then on 24 February, 2014.<sup>147</sup>

## Roma Students in Education

Some results of the 2012 research promoted by the *House of Charity Angelo Abriami Foundation* in Milan<sup>148</sup> show concerning data on the level of schooling of Roma in Italy. In a sample of 1,668 people of Roma origin,<sup>149</sup> 19.2% of respondents said they could not read and write and 34% had never acquired any qualification, with important gender differences: illiteracy is more widespread among women (25%) than among men (14%) and the percentage of Romani women without any qualification reaches 40%, against 28% of males. The research also indicates the risk of functional illiteracy related to social exclusion and marginalisation.

But how many Romani pupils are there and what are the characteristics of their presence in the Italian schools? Since 2007/2008 the information system of the MIUR has been recording, on a yearly basis, foreign students born in Italy and those of recent immigrants, and since two years the report has a specific chapter dedicated to “Roma, Sinti and Caminanti pupils” (until last year they were referred to as “nomads”).<sup>150</sup> This collection of information is a source of doubt and perplexity, primarily because the information is processed in relation to ethnicity and secondly because the collection is still partial (out of shame many Sinti declare themselves Italian, Roma Bulgarians and Romanians will refer to their citizenship and so on). The collection of information does not occur this same way for the other language minorities of the country. As shown in the table below, from 2007/2008 to today, the presence of the Roma students shows a decreasing trend, as confirmed by the data in 2012/2013 drawn up by the MIUR with the ISMU Foundation,<sup>151</sup> according to which the number of enrolled Roma pupils was 11,481: the lowest number in the last six years. It is believed that at least 20,000 Roma under the age of 12, mostly Romanians and Yugoslavs, evade compulsory education,<sup>152</sup> and it is estimated that “the remaining Roma and Sinti peers are generally not less than three years behind in their education”.<sup>153</sup>

School year	Kindergarten	Primary School	Secondary School Level I	Secondary School Level II	Total
2007/2008	2,061	6,801	3,299	181	12,342
2008/2009	2,171	7,005	3,467	195	12,838
2009/2010	1,952	6,628	3,359	150	12,089
2010/2011	2,054	6,764	3,401	158	12,377
2011/2012	1,942	6,416	3,407	134	11,899

146 *National Strategy*, 56, 60, 62.

147 The Red Cross, the Federazione Rom e Sinti Insieme, the Federazione Romani, the Community of Sant’Egidio, UNICEF, Amnesty International, the Ministry of Labour and Social Policy, the MIUR, ANCI, ISTAT were invited to participate in the meetings of the National Table of Education. Interview with representative of the MIUR. Rome: Italy, 27 February 2014.

148 The research was carried out within the “EU Inclusive – Exchange of information and best practices concerning the integration into the labour market of the Roma population in Romania, Bulgaria, Italy and Spain” project. Fondazione Casa della Carità Angelo Abriani, *EU Inclusive. Rapporto nazionale sull’inclusione lavorativa e sociale dei Rom in Italia* (Milano: 2012). The survey can be downloaded from the website [www.casadellacarita.org/eu-inclusive/rapporto.html](http://www.casadellacarita.org/eu-inclusive/rapporto.html).

149 The sample of the research included people over the age of 15 years, divided equally between Italians and foreigners.

150 MIUR, *This year at the Ministry of Education. Mission budget. November 2011 – February 2013*, Rome 2013, p. 15.

151 MIUR/ISMU Foundation, 2014, 114–127.

152 CRC Group, *6<sup>th</sup> Report Update on the monitoring of the Convention on the Rights of Children in Italy from 2012 to 2013* (Rome: May 2013) and CRC Group, *7<sup>th</sup> Report Update on the monitoring of the Convention on the Rights of Children in Italy from 2012 to 2013* (Rome: May 2014).

153 Extraordinary Commission for the Promotion and Protection of Human Rights, *Final report of the survey on the status of Roma, Sinti and Caminanti in Italy* (Rome: 2011).

Information on school dropouts were also collected from the *EU Inclusive* research, according to which 13% of Romani households surveyed, with at least one under-16, presented one case of school dropout or non-enrolment.<sup>154</sup> With regard to school attendance, for some years the City of Rome has been processing data related to Roma pupils. In the school year 2012/2013, 55% of Romani children attended school regularly, 19% attended without continuity and 17% had never attended.<sup>155</sup> The level of schooling of Romani children depends largely on housing conditions. As highlighted by the Association 21 Luglio,<sup>156</sup> the isolated 'camps', which are located outside of the networks of transportation, and services and centres of aggregation, prevent children and adolescents from going to school on their own and forces them to seek "special" transport services, used exclusively by Romani children: as a matter of fact in Rome, starting from the school year 2011/2012, Romani pupils are accompanied by buses marked by the letter "N" to indicate the ethnicity 'nomad'. In addition to the considerations regarding the economic cost of transport,<sup>157</sup> the Association points out that "children who use the specific school buses arrive at their schools fairly late compared to the entry time provided for other students and must leave their lessons before time in order to get back to the 'camps'. This keeps many Romani children from attending classes that are normally held in the first and last hour of the weekly programme". For Romani children who do not reside in equipped 'camps' but in informal settlements, the situation is even worse, since the constant evictions they endure with their families interrupt the schooling pathways they have had started and prevents them from following educational activities. Often during the course of forced evictions private property is destroyed, including schoolbooks and other didactic material. Given the continuous uncertainty of housing and the effects that it has on the lives of the children, in recent years, some Roma families have preferred to send their children back to their countries of origin and, in particular, to Romania.<sup>158</sup>

To meet the schooling objective, the National Table of Education has activated two experimental programmes for the period 2013–2014, whose results will help delineate replicable models transferable to other settings of the Italian territory. More specifically, the "Project for the inclusion and integration of Roma, Sinti and Caminanti (RSC) children" – under the Ministry of Labour and Social Affairs, in collaboration with the MIUR and the *Istituto degli Innocenti* of Florence –<sup>159</sup> aims to promote processes of inclusion, and the dissemination of good work practices and knowledge and build a network among the 14 participating cities<sup>160</sup> (see the case study in this Chapter). The project relates directly to NRIS and uses the resources of the National Fund for Social Policy<sup>161</sup> with a funding of 600,000 EUR. To combat early school dropout, schools with an increased presence of Romani students were chosen to intervene in the classes of the first two years of primary school and the first year of secondary school, which represent crucial moments of

154 Roma families have higher dropout rates than Sinti households; percentages in the North are half those recorded in the South; housing solutions affect school dropout that, in fact, covers 23% of the families in the informal settlements, 12% in the formal camps and 7% who live in houses. Fondazione Casa della Carità, *Ibid*.

155 Community of Sant'Egidio, *Roma and Sinti: School Dossier, International Day of the Roma – April 8, 2014*, available at [http://www.santegidio.org/pagelD/3/itemID/8899/langID/it/Rom\\_e\\_Sinti\\_Dossier\\_Salute.html](http://www.santegidio.org/pagelD/3/itemID/8899/langID/it/Rom_e_Sinti_Dossier_Salute.html) (accessed: 10 April 2014).

156 Associazione 21 luglio, 2014, 2013, 2012.

157 The Associazione 21 luglio registered that during the 2011–2012 school year in Rome, 3,600,000 EUR was spent for school projects for Roma children, 1,300,000 EUR of which for transportation from the settlements to the schools, using 33 reserved bus lines. Associazione 21 luglio, 2013; 2014.

158 Bormioli S., *Process of integration and social exclusion: children and families in the Romanian Roma and non-Roma in Rome. Final Research Report* (Rome: PROCHILD Project JUST/2009/FRAC/AG/1032, April 2012).

159 Istituto degli Innocenti is a Florence based institution carrying out research on children protection and rights. See <http://www.istituto-degliinnocenti.it/>.

160 Bari, Bologna, Cagliari, Catania, Florence, Genoa, Milan, Naples, Palermo, Reggio Calabria, Rome, Turin and Venice. The City of Naples participates in the project using its own funds and not, in this case, the resources of the Law 285/97. Interview with the Ministry of Labour and Social Policy, Rome, Italy: 25 November 2013.

161 The National Fund for Social Policies (FNPS) is the national source of dedicated funding for interventions of assistance to individuals and families through an integrated system of Regional Social Plans and Territorial Social Plans, as provided by the legal framework for the reform of the sector no. 38/2000. Among the resources of FNPS a portion of the shares is reserved for 15 Italian municipalities, called "City Legal Heirs", as required by the Law 285/97, for the realization of projects aimed at children and adolescents. The "City Legal Heirs" include: Bari, Bologna, Brindisi, Cagliari, Catania, Florence, Genoa, Milan, Naples, Palermo, Reggio Calabria, Rome, Taranto, Turin and Venice, available at: <http://www.lavoro.gov.it/AreaSociale / FondoNazionale / Pages / default.aspx> (accessed: 21 March 2014).

transition. The Project provides some innovative aspects:<sup>162</sup> the choice of working both on the school environment and on the housing issues, targeting class groups and making better use of networks of stakeholders in the local areas.<sup>163</sup> Working in the living environments of the students is intended to complement the goals of academic success with the promotion of the welfare of the child in relation to his/her family. Field activities also serve to promote access to local services by the families involved and to promote pathways to health care.<sup>164</sup>

The second programme – “Grow with cohesion” – was launched in 2012 by the MIUR to combat early school dropouts in problematic situations through the creation of platforms between schools and social private organisations and through adopting models and tools for promoting growth and recovery of young people in the areas most at risk of marginalisation, delinquency, illegality.<sup>165</sup> In spring 2012, the Ministry of Education identified schools in 117 areas at risk<sup>166</sup> among the Convergence Objective regions, where the risk of school dropouts is especially high among foreign students. Schools were invited to respond to a call to perform additional activities and to support the normal teaching activities to be completed by 2014 through the establishment of partnerships of local networks<sup>167</sup> (at least one school in each network would have to include actions concerning Romani children). Between March and April 2013, 209 projects presented by just as many networks were approved and funded with 43 million EUR (200,000 EUR per network).<sup>168</sup> Data on the effects of the two programmes are not available yet because the monitoring and evaluation is in progress.<sup>169</sup> In order to combat early school dropouts, in 2013 the Ministry of Education launched initiatives aimed at all pupils of the areas most at risk, investing more than 29 million EUR in 12,128 schools in Campania, Sicily, Lombardy and Puglia regions (under the provisions of art. 9 of the CCNL School – National Labour Contract), to which a further 15 million were added, as provided by art. 7 of the Decree Law 104/2013 “Education starts” to carry out programmes of supplementary teaching (‘second chance schools’) that are designed to reinforce the basic skills of pupils through the extraordinary opening of schools and the extension of dedicated time for groups of pupils (prevention and recovery activities will begin in the last quarter of the school year 2013/2014 and will continue in 2014/2015). In addition to these programmes, there are ongoing sporadic interventions promoted directly by local authorities and/or associations and addressed to the Roma informal as well as formal settlements, continuing what took place in the years preceding the Strategy. In some cases, the establishment of regional Tables provided by NRIS gave greater impetus to programmes of education at local levels.<sup>170</sup>

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- 162 According to assessments by the Ministry of Labour and Social Policy this programme constitutes a change of direction also among the projects funded by Law 285/97 that, until today, have put Roma children in the background, presumably depending on the resolution of urgent problems involving entire families and the Roma community. In 2011, there were only five projects out of over 100 involving Roma children and between 2008 and 2011 only 25 had Romani children among their beneficiaries. Ministry of Labour and Social Affairs, *Report on the implementation of the provisions for the promotion of the rights and opportunities for childhood and adolescence (Year 2011)* (Rome: October 2013).
- 163 Local networks are sustained for carrying out their activities by a Scientific and Technical Committee, a national steering committee, local boards that include representatives of the Roma communities, groups of multidisciplinary professionals, technical support services and representatives of the City Legal Heirs.
- 164 Some materials of the “Project for the inclusion and integration of Roma, Sinti and Caminanti children (RSC)” are available on <http://www.minori.it/progetti-sperimental-i-285/il-progetto-rsc> (accessed: 20 March 2014).
- 165 MIUR, National Project “Grow in cohesion” in areas of high discomfort in the Regions of Calabria, Campania, Puglia and Sicily. *Report to the Board of coordination on issues related to education in the implementation of the National Strategy of Roma, Sinti and Caminanti of February 24, 2014* (Rome: 24 February 2014).
- 166 At-risk areas are characterised by the presence of schools with critical rates of interruption, dropout, and maths and Italian language skills, rates of the socio-economic-cultural conditions of the families of students.
- 167 Local partnerships should include a school leader, two educational establishments, associations and volunteering, local authorities, social services, juvenile court, law enforcement, youth centers, sports centers, etc.
- 168 MIUR, *Action F3: Prototypes of educational activities in areas of severe social and cultural exclusion, also through the enhancement of existing networks. Some data was extracted from the Management System of the Unitary Programming 2007/2013 – GPU, Presentation at the supporting seminar* (Rome: October 2013), [http://hubmiur.pubblica.istruzione.it/web/istruzione/pon/progetti\\_nazionali/pon\\_crescere\\_coesione](http://hubmiur.pubblica.istruzione.it/web/istruzione/pon/progetti_nazionali/pon_crescere_coesione) (accessed: 20 March 2014).
- 169 In February 2014, the MIUR, however, has collected information on the participation in the activities of Roma pupils. According to the responses received from 82 out of 209 schools, 11 are institutions that have agreed to involve 103 Roma students, to which other 92 Roma children enrolled but are not from the territory of reference of the schools (school leaders have been urged also to support their participation). Interview with MIUR, Rome, Italy: 27 February 2014.
- 170 As happened, for example, in the Molise Region. Interview with the Regional School Office of the Molise Region. Italy: 21 March 2014. Communication on behalf of the Regional School of Molise, General Directorate on 31 March 2014.

## Inclusive Education

Romani children often experience a condition of marginalisation in schools, especially if they are living in the ‘camps’. As emphasised by the Associazione 21 luglio,

*the teachers and the parents notice the difficulty of integration that the Romani children have in the class (...) The distance between the way of being and the way of appearing of Romani children and non-Roma children is highlighted by the living conditions of Romani minors in the settlements. Moreover, the perception of this distance contributes to consolidating stereotypes and prejudice that is still widespread in society and also in schools.<sup>171</sup>*

Furthermore, Romani pupils also endure didactic marginalisation:<sup>172</sup> teachers realise that working with children who come from difficult social and housing backgrounds is demanding and that the children have didactic gaps compared to other classmates. In some cases, teachers lower – even in good faith – the level of expectations of Romani pupils, favouring their educational progression, but, nevertheless, contributing to increasing their cognitive gap, so that when they enter secondary school (I level) the disparity with their peers is even greater and, thus, pushes them, however indirectly, to drop out.<sup>173</sup> Resources that have been consulted show that it has become a practice among schools in the South of Italy to enrol Roma students as disabled, in order to put assistant teachers in classrooms.

For more than two years the MIUR has been requesting that all schools should integrate in the activities regarding the genocides of the twentieth century also insights on the *Porrajmos*, that has been included as a part of Holocaust Remembrance day, 27 January, since 2013.<sup>174</sup> To facilitate the work of teachers, special documents are being prepared on this issue to be made available on the online platform edited by INDIRE.<sup>175</sup> For Romani children of recent immigration the difficulty of understanding and mastering the language is a hurdle and a further hindrance to the continuity of their education. The NRIS has given no operational indication or directions in this regard and any supporting activities or support to Roma pupils are carried out by schools and associations.

## Discrimination in Access to and in Education, Compulsory and Pre-School Education

As far as the contrast to discrimination in access to and in schools is concerned, the NRIS has indirectly intervened on the Regional School Offices that sit at the regional Tables or however involved in activities of formulation of proposals for interventions in the local areas. The schools were also affected by awareness raising and discrimination countering actions conducted by UNAR (a component related to the Roma was inserted in the “Week against violence in schools”) and, more specifically, by the dissemination of information tools and aids which include a series of editorial tools on Roma culture, its history, the difficulties of inclusion and the *Porrajmos*, the *Fact-Sheet on the history of the RSC* developed by the Council of Europe<sup>176</sup> and a set of commercials and videos for the awareness of teachers. The distribution of volumes on anti-Gypsyism in 5,000 schools, which were drawn up in the form of investigative journalism and are ongoing publications, was also provided.

171 Associazione 21 luglio, 2013.

172 Interesting studies concerning the pedagogical approach in this field in Italy are carried out by the anthropologists Carlotta Saletti Salza and Leonardo Plasere. See Saletti Salza C., *Bambini del campo nomadi. Romà bosniaci a Torino* (Torino: CISU, 2003); Plasere L., *A scuola. Tra antropologia e educazione* (SEID Editori, 2010).

173 Associazione 21 luglio, 2013; Bormioli Simonetta, *Ibid.*

174 MIUR, *This year at the MIUR. Mission Budget. November 2011 – February 2013* (Rome: 2013), 20.

175 INDIRE (National Institute of Documentation, Innovation and Educational Research) is the research agency of the MIUR. In <http://193.43.17.8/content/index.php?action=istituto> (accessed: 21 March 2014). Interview with the representative of the National Table of Education of the MIUR. Rome, Italy: 27 February 2014.

176 To translate and distribute the documents, UNAR delegated the ISTISSS (Institute for Studies on Social Services) for an amount of € 40,000. In CoE, 2014, *Ibid.*



However, besides the programmes in support of education as described above, other specific measures to encourage the permanence of Roma pupils in the schools were not activated. In the same way, while noting the centrality of the interventions of early education and care, the NRIS has not defined actions on pre-schooling (not even involvement of pre-schools in the two main programmes activated by the National Table of Education was provided).<sup>177</sup> As mentioned above, from 2007/2008 to the present day Romani children in kindergarten (three to five years) decreased from 2,061 to 1,906 in 2012/2013.<sup>178</sup> The *EU Inclusive* research recorded access to services related to kindergartens or nursery schools by about one-third of the families interviewed in the sample, which occurs more easily in small towns.<sup>179</sup> There are a few experiences of care services for early childhood that are functional to the inclusion in schools and can direct the energies of mothers towards vocational training or the labour market, mainly promoted by associations and aimed at residents of the formal settlements.

## Vocational Training

Data and information regarding professional qualifications and participation in training activities for Roma are not available although, since 2008, according to the legal framework for activities of the networks of the EURoma European Social Fund, the Ministry of Labour and Social Policy constituted, with the support of the ISFOL, a “Board for the social and labour inclusion of the Roma”. This Board represents the first attempt of coordination of the various ‘actors’ in the territory, anticipating in some ways the constitution of the different regional Tables.<sup>180</sup> Currently the Ministry of Labour participates – with UNAR in the role of NFP – in the new European network *Reinforcing Policy Learning for Roma inclusion* for the period 2013–2015 and also coordinates the National Table of Labour. The most thorough source of information for professional training is the *EU-inclusive* research that found that only 6% of the surveyed sample had attended a professional training course in the previous two years and that 14.1% of those officially unemployed had attended a professional training course in the past year.<sup>181</sup> It is the general opinion of the drafters of the *EU Inclusive* research that what is being done in terms of job placement, vocational training and activation of the weak labour market is insufficient for the Roma in Italy.<sup>182</sup>

The NRIS does not provide operational guidance on vocational training, except to reiterate that it is necessary to “make sense of a global strategy based on individualised interventions of training and labour inclusion”.<sup>183</sup> On the ground, training activities that are functional for work inclusion have developed in an unsystematic manner mainly on the provincial level by the European Social Fund promoting job training, mixed pathways of alternating school and work and forms of assistance to work inclusion (see the chapter on employment). The staff consulted within the Ministry of Labour and Social Policy and the ISFOL are not aware of recent and far-reaching actions leading in that direction.

In recent years, regardless of the NRIS, projects aimed at providing employment were implemented, this included vocational training activities. A reported example is the experimental action Value of Work – Pathways to employment for Roma and Sinti conducted by the Ministry of Labour (May 2009 – November 2010) with the Observatory for regional integration and multi-ethnicity (IMRO) of the Lombardy Region in collaboration with Caritas, Charity House, Sucar Drom, the Community of Sant’Egidio, Opera Nomadi and ISMU Foundation, which included – among other things – vocational training activities targeted at Sinti women to start a laboratory for ironing and tailoring.<sup>184</sup> In Campania, the Association of social promotion “Chi rom ... e chi no” established a social enterprise in the field of intercultural gastronomy in 2008. The Kumpania, culinary tours – which has continued to this day with funding from UNAR and of the Open

177 Interview with the representative of the MIUR, Rome, Italy: 27 February 2014.

178 MIUR/ISMU, *Ibid.*

179 *EU Inclusive*, *Ibid.*, 38–39.

180 EURoma, *Guide for effective use of the Structural Funds for Roma inclusion. 2014–2020 Plan* (Rome: 2014).

181 *EU Inclusive*, *Ibid.*

182 ISTISS, Notebook LIL, n. 5/6 (Rome: UNAR, 2013).

183 *National Strategy*, 68.

184 Demarchi C., “Pathways to employment for Roma and Sinti: the experience of Lombardy” (Presentation, Lombardy Region, Milano, May 2011).

Society Foundation and has received numerous awards and recognitions.<sup>185</sup> Other professional training interventions aimed at the Roma have regarded the field of integrated waste management and, more specifically, sorting the rubbish collection. For example, in 2011 the Calabria Region conducted a pilot project of training and social inclusion for disadvantaged groups and in particular for the Roma minorities in the services of waste management.<sup>186</sup> The interventions were defined having consulted the leading 35 municipalities, voluntary associations and the Department of Environment of the Region. Based on the results of the meetings, a training programme has been designed to provide a vocational title in the field of waste management conducted by the Chamber of Commerce of Catanzaro, seat of the Regional Section of the National Environmental managers and sole regional entity authorized to issue the professional qualification of “technical manager for waste Management”. Three 84-hour training courses addressed to approximately 60 participants in the towns of Lamezia Terme, Catanzaro and Reggio Calabria were realised. 37 participants gained a certificate. The training activities were followed by internships lasting 80 hours conducted in the company, after which the participants were provided with additional information on microcredit (to facilitate the creation of enterprises in the field of integrated waste management).

## Awareness Raising about Education, Teacher Training and School Mediation

The use of buses to transport children to school from the ‘camps’ – above all in the bigger cities – contributes to the distant relationship of the parents with educational institutions: the distance from schools and the lack of public transport connections for those who reside in the ‘camps’ limits the ability of parents to attend class meetings, to spend time with other parents and to establish an ongoing rapport with the teachers.<sup>187</sup> Generally, interventions to engage and raise awareness of the value of education in the Roma families were conducted within the school programmes, such as the following ones. The Associazione Popica ONLUS<sup>188</sup> works for self-determination and empowerment of the Roma including through the schooling of children. The Association carries out activities with children of Roma families living in Metropoliz, an autonomous space built inside a disused factory<sup>189</sup> in Rome which was occupied in 2009 by the *Blocchi Precari Metropolitaniani (BPM)*.<sup>190</sup> Following a series of evictions against 100 Romanian Roma, the Associazione Popica and the BPM proposed to the Roma, who accepted, to join in the occupation of the former factory. A new experiment then started, inserting a Roma community in a different space from the ‘camps’, with people of other nationalities and based on shared rules, decisions and administration of occupied spaces.<sup>191</sup> At present all the 50 Romani children from Metropoliz are enrolled in schools in the area of reference, with which the Associazione Popica subscribes an annual Memorandum of Understanding. Families have direct relationships with schools, teachers and other parents, the children go to school on foot and the association supports parents by monitoring the schooling process, intervening in cases of difficulty, resolving conflicts or helping out in the completion of bureaucratic procedures. As for Roma family involvement, it is worthy outlining the experience carried out in Florence by the C.A.T. Cooperativa Sociale – Onlus (CAT Coop),<sup>192</sup> which is fostering equal opportunities in the access to higher school of Romani children by means of an approach which is not based on a merely compen-

185 Twelve Roma and Italian women took part in an intervention specialised on food and issues of sustainable development, organic farming and fair trade, accompanied by literacy courses for the acquisition of language skills and basic training for the creation of enterprises. Associazione Compare, *I rom in comune. Studio sul Comune di Napoli e i rom che ci vivono* (Napoli: Open Society foundation, 2012), 95. See also the publication “La Kumpania. On the edge of risk and poetry” (Napoli: 2013), a book of stories and recipes, in <http://lakumpania.wordpress.com/> (accessed: 21 March 2014).

186 FORMEZ PA et al., *Dossier submission of thematic and synthesis of the regional documents on the initiatives completed or in progress (Calabria, Campania, Emilia-Romagna, Friuli Venezia Giulia, Lazio, Liguria, Puglia, Sardinia, Tuscany). Study visit on the theme “Integration policies of other Roma and other marginalised groups in Europe”*, Sofia, April 17 to 18, 2013, in [http://www.formez.it/sites/default/files/introduzione\\_schede\\_regionali.pdf](http://www.formez.it/sites/default/files/introduzione_schede_regionali.pdf) (accessed: 3 March 2014).

187 Associazione 21 Luglio 2014; 2013; 2012; ERRC, *Italy Factsheet Formal camps* (Budapest: 10 December 2013).

188 See [http://www.popica.org/?page\\_id=460](http://www.popica.org/?page_id=460) (accessed: 21 March 2014).

189 A former sausage factory site belonging to the Fiorucci company in Via Prenestina, 913 in Rome, which is spread over a large area in the neighborhood of Tor Sapienza. The Metropoliz wants to be an example of integration, rehabilitation, self-management and testing a new urban living community. Interview with representative of Popica Onlus. Rome, Italy: 14 April 2014.

190 Metropolitan Precarious Blocks (BPM) is an organization that works actively in Rome to answer to the problem of housing emergency.

191 Bormioli Simonetta, *Ibid.*

192 See <http://www.coopcat.org> (accessed: 24 May 2014).

satory strategy aimed at fulfilling the learning difficulties (which usually conveys further discriminatory processes). As a matter of fact, the CAT Coop interventions – which at present are highly successful also as for the secondary high schools, where on average Romani pupils are really very few – are grounded on the building of an equal sharing of the actions to be carried out among the Roma families, the key actors on the ground and in school institutions, thus also fostering participative citizenship through accessing education, employment, health-services, etc.<sup>193</sup> Another approach is, instead, that adopted by the Community of Sant’Egidio, which, through the “Right to education, Right to a Future” held in Rome, Naples and Milan starting from school year 2008/2009, provides grants to Roma families (100 EUR per month), with whom it signs a contract designed to encourage school attendance. The families agree not to allow more than three unjustified absences per month, to maintain regular contact with the teachers and ensure the attendance of the pupils at both school and extracurricular activities, including those during the summer.<sup>194</sup> The two programmes activated by the National Table of Education also include actions aimed at raising awareness and the involvement of families, although the results will be announced and possibly spread further on. In the same way, there are expectations as to the guidance of the methodological and operational aspects of mediation in the schools, parental involvement and teacher training. With regards to teacher training, the Ministry of Education is preparing teaching material and tools on the website.

## NATIONAL PROJECT FOR THE INCLUSION AND INTEGRATION OF ROMA, SINTI AND CAMINANTI CHILDREN

### 1. National Project Features

*The National Project for the Inclusion and Integration of Roma, Sinti and Caminanti children is an experimental project headed by the Ministry of Labour and Social Policies. Its general objectives are to improve processes of inclusion for Romani children and adolescents, promote the spread of good practice in scholastic inclusion and implement open and intercultural schooling. The specific objectives are to construct ways of learning following inclusive methods and with the involvement of all school figures; to improve relations between the Romani students and their teachers and non-Roma classmates; to reduce school-leaving levels and increase attendance; to improve relations between Roma families and school institutions; and to encourage an increased use of relevant social and health services by the Roma community. The activities are carried out within both the school and the living contexts (camps). Schools with a larger number of Romani students were selected, involving classes in the two years of primary school and the first year of the first level of secondary school. Work on the students’ housing context aims to integrate objectives of scholastic success and the promotion of the children’s general well being in relation to their families. As well as reinforcing the work carried out at school, work in the ‘camp’ also fosters the families’ access to local services and health care.*

*The project’s intervention target is the class group composed of children and adolescents aged six to 14 years, from both the Roma community and otherwise. The aim of the interventions is that of connecting students, families and school staff (directors, teachers and administrative, technical and auxiliary staff.) The methodology foresees dealing with the child’s needs and his/her relations inside and outside of the scholastic context with a view to promoting interculturality. The methodologies that have been adopted are those of cooperative learning, learning by doing<sup>195</sup> and laboratory didactics or workshops.*

193 Scali G., “La scuola e i rom. L’esperienza dei residenti negli insediamenti nel Quartiere di Firenze”, in Fondazione G. Michelucci, *Gli insediamenti rom e sinti in Toscana*, Novembre 2010. Inoltre, Scali G., *L’accesso all’istruzione e alla formazione professionale dei residenti negli insediamenti rom della circoscrizione 4 negli ultimi dieci anni*, unpublished, received on 9 May 2014.

194 Community of Sant’Egidio, *Dossier*, *Ibid*.

195 The first term refers to a teaching methodology oriented towards learning in small groups where students perform “group problem-solving” so as to obtain results that require participation from everyone involved including the teacher who takes on a role as facilitator and activity organiser. The term *learning by doing* refers to a method based upon the students’ direct experimentation and experience.

For the project's governance, a complex, two-level structure (national and local) has been launched.<sup>196</sup> The measures in school and in the 'camps' were carried out from September 2013 to April 2014. The project as a whole has involved 23 schools, 42 classes, 925 students, of whom 145 are Roma and Sinti children and preadolescents (92 of whom reside in the 'camps').<sup>197</sup> From May to September 2013, each city selected: one school for intervention and one as a control, to measure effectively the programme's impact by comparing results, two facilitators (one for the school and one in the 'camps'),<sup>198</sup> and one teaching representative per class. From September 2013 to April 2014, monthly training meetings for the teachers and staff on subjects of co-operative learning/learning by doing and Roma culture and weekly workshops for the students on the specific needs of the classes and teachers were carried out in the schools. In the 'camps', however, interventions of individual support for each student and for the families were implemented via planned or ad hoc intervals of support according to necessity. Other formative interventions were planned via a web-based platform and opportunities for the school and 'camp' facilitators and project supervisors from the various cities to compare and exchange experiences.

## 2. National Project Experimentation in the City of Turin

The City of Turin contributed in defining the National Project, capitalising on its previous experience in the national P.I.P.P.I. project<sup>199</sup> and 'Diklem Tu' to combat early school leaving among Romani children and adolescents. Two first-level secondary schools were involved in the national project instead of just one while a third institute was the control school. There were 16 Romani students distributed among six classes selected by the school direction. On the territorial level, both the intercultural entertainment association ASAI and co-operative Terra del Fuoco were involved. The school facilitators presented themselves to the classes as figures of support, with the task of making school more easy and pleasant. Besides carrying out activities that had been planned with the teachers, the facilitators were in charge of gathering information (utilising a sociogram and a questionnaire compiled by the teachers and students) which was periodically sent on to the central project co-ordinators. 'Camp' activities and mediation between the recipient families and schools were also defined and implemented in close collaboration with the teachers and management of the schools. Moreover, the facilitators oversaw the students' participation in extra-curricular and after-school activities organised by other associations or by themselves.

Despite the fact that beneficiaries and school staff expressed their consent, there has been organisational slow-down and forms of resistance of some of the teachers who did not participate in the organised meetings and saw the proposed activities as obstacles to the development of the usual syllabus. Even the Roma families involved in the school project were not involved in either the initial meetings or the meetings open to all the families, as had previously been expected. Even though in the questionnaires<sup>200</sup> the Romani children expressed satisfaction, they also highlighted difficulty in following some didactic activities, tendency to discontinue their studies, problems linked to purchasing materials and didactic tools and the absence of relationships and contact with classmates outside of school hours.

196 At the national level there is a Scientific Committee (SC) planning, directing, monitoring and evaluating the activities in which representatives of the Ministries for Work and Social Policy and for University Education and Research, the *Istituto degli Innocenti*, and university and National Tutor experts are involved. A 'National Control Room' has been set up to follow the project, and convenes the SC, representatives of the 13 largest cities, ANCI and UNAR. At the local level, committees of representatives from the various cities have been set up representing the health, education and third sectors, the Roma, directors of the affected schools and school and camp facilitators. Alongside the Local Committees, multidisciplinary teams of camp and school facilitators, teachers, school representatives, social and health workers, third sector teachers and entertainers have been organised in order to accompany and support project activities, project monitoring and the final evaluation. (These last few will be organised by the Universities of Padova and Modena in May/June 2014.)

197 This information is provided by the project's official website and in particular by the video "Una scuola inclusiva per tutti" Available at <https://www.youtube.com/embed/uBa-6I0s6Zc> (accessed: 2 May 2014).

198 In the city of Bari, a Romani facilitator has been involved (interview with one of the project's national tutors, November 2013).

199 The P.I.P.P.I. (Intervention Programme for the Prevention of Institutionalisation) project was led by the Directorate-General of the Ministry for Work and Social Policy which co-ordinates the national project for the inclusion of Roma, Sinti and Caminanti children. See: (<http://www.minori.it/minori/il-progetto-pippi>).

200 Questionnaires were issued to 11 of the 16 children who are project beneficiaries in the two Turin schools (April 2014).

### 3. Initial Results and Effects of the National Project

The complete evaluation of the National Project is still to be carried out. Given the project's geographical scope, the results will be gauged in relation to each city's situation. In Bari and Turin, for example, the project was adopted into a context that was already in an advanced state from the point of view of inclusion policies for Romani children, eliciting a greater response when involving the actors in the measures. The points of concern described above regarding the lack of involvement of the Roma communities, the complications in the schools and the Roma children's observations, which are not entirely in line with the project expectations, appear to be highly significant and worrying.

### 4. Strengths and Weaknesses

The points of strength are, firstly, the fact that it is an experiment that, with due rectification, could be transferred to cities that did not access the funding provided by Law no. 285/97. Of particular importance is the choice to work in parallel with the schools and settlements where the Roma minors are living, to intervene in the class groups in the schools, to take into consideration the condition of the Roma students' families, to adopt a managerial approach to knowledge, and to focus on territorial networks. Other strengths lie in the multidisciplinary approach, a system of governance structured on both national and local levels, the perspectives of debate between all of the relevant actors and a global vision for the management of inclusion policies. The main points of weakness that have been identified thus far involve the methodological elements that should include the Roma families and their communities, support for school learning, motivations and enthusiasm for school among the Romani students which does not seem to have produced the expected results in Turin (this aspect will be examined in the comprehensive assessment of the project) and an absence of concrete perspective for the project's replicability principally due to lack of funding.

## PATHWAYS TO SOCIAL INCLUSION AND EDUCATION OF ROMANI CHILDREN IN THE "CAMPO SOSTA PANAREO" OF LECCE

### 1. The Project and Its Results

Since 1998 about 250 Roma belonging to around 40 families from Montenegro (in Italy since the 1980s) and from Kosovo (arrived in 1996) have been living in the Panareo 'Camp' in Lecce, which is equipped and provided for by the Municipality. On 21 September 2013, thanks to a 25,000 EUR loan paid by the Apulia Region,<sup>201</sup> AlteraMente Association<sup>202</sup> was able to launch the "Jek, Duj, Trin... Ànde Škola" Project – lasting nine months and in progress as of April 2014. This project aims to help Romani children acquire and improve their writing and reading skills while also starting a positive interaction between members of the Romani Panareo Community and the local population. The project wants to develop the linguistic and mathematics skills of the children, plan pathways to civics and environmental education, facilitate the rapport with the social structure outside the 'Camp', realise leisure and recreational activities, value the Roma culture and help maintain their native language. All the children (24) aged five to 10 living in the 'Camp' were involved in the activities so as to allow them to follow the standard school curriculum and not ad hoc curriculums, which are generally adopted by many local schools for Romani students, consequently isolating them from the rest of the class. This choice, born from the necessity to assist children during their educational path right from the beginning of their schooling in order to avoid initial difficulties, has, however led to disagreements amongst the older children and teenagers in the 'Camp'.

201 The loan was disbursed according to the calls for tender "Principi Attivi". It regards a contribution paid by the Puglia Region to favour the participation of young Pugliesi in the local life and in the development of the territory with a loan to projects created and realised by the young themselves. In this case a group of four young women (three gagé and one Roma) were given funding for the founding of the AlteraMente Association, whose mission is the realisation of the "Jek, Duj, Trin... Ànde Škola" Project and, generally, to assist and enhance the educational process of Roma minors.

202 AlteraMente Association for social promotion is a new organisation, and founded from the encounter with the Roma culture in Lecce and after having done research within the Campo Panareo itself.



To launch the programme, socio-cultural mediation and orientation for the families of the Romani children were required, schools and social services of Lecce were contacted and involved, and training was given to volunteers who supported the promoting group during their assistance in schooling and afternoon workshops dedicated to the children. The activities are conducted by an animated group of volunteers formed of teachers, retirees and university students who collaborate with the representatives of AlteraMente Association, and who are sometimes accompanied by the families of the younger children.

In order to properly define and plan the Project, the Romani residents of Campo Panareo were involved as soon as it was conceived. In fact, the promotional group consists of 3 gagé (non-Romani) women who have experience in research and mediation and sustain the Roma community of Campo Panareo, and of one Romani woman who comes from the 'Camp'. In addition, a wide territorial network of diverse realities was created: the Association CSP Rom (born in the Campo Panareo to detect problems from the inside of the 'camp' and to bring them to the attention of the Local Authorities, of which some resident Romani citizens are part) is concerned with mediating with the families whose children are participating in the activities, and supports the activities that mean to recover the traditions of the community and preserve the Romani language; the Municipality of Lecce (with an office dedicated to the Roma population) sees to the problems of the minors in the 'camp' who are under the care of Social Services with a team of specialists composed of social assistants and pedagogues; the State Institute "Ammirato – Falcone" of Lecce accepts Romani children from the 'camp'; the University of Salento I.C.I.S.M.I. (International Center of Interdisciplinary Studies of Migration) Research Centre contributes to the realisation of the project by organising training sessions and seminars for intercultural issues; the Consorzio Nova Onlus (National Consortium for Social Innovation)<sup>203</sup> sustains the workshops of the project; the Fondazione Romani Italia aims to contribute to the social and cultural growth of the younger generations of the Roma community, to foster the social and cultural well-being of infants and children, to overcome juvenile distress, to promote intercultural relations and the Roma culture; the Immigrants Rights Defense Committee, a solidarity initiative born from the encounter of major volunteering organisations and individuals, plays the role of facilitator in dealing with Roma citizens; the A.M.I.S. Onlus (Salento Intercultural Mediators Association) composed of different professionals who are concerned with migration issues and which offers linguistic and intercultural mediation; the Intercultural Center Migrantes (Diocesan Offices) supports the recreational and didactic activities; the Association of Population and Cultures – Onlus, engaged on the work relations of immigrants on the territory focusing on the condition of minors, sustains the recreational and didactic activities.

The results of the project are very good, given that the children are attending the activities diligently and that their participation has had positive effects in the schools, both in terms of stabilising the relationship with the institutions and the teachers and their school performance. Parents and children have expressed their satisfaction, but have asked that older children also be provided with such services, and that these activities should continue after the completion of the project.<sup>204</sup>

## 2. Strengths and Weaknesses

Strengths of the project include: in-depth understanding of the school dynamics for the minor Roma community by the proposing institutions; involvement of the Roma community from the moment the project was conceived; presence of a Romani woman in the leading team; launching a project-designing platform; choosing to hold the activities and supporting the education of the children out of the 'Camp'.

Weaknesses of the project include: Uncertain project sustainability (it is funded for only one year); minors above 10 years of age are not involved in the activities; workshops and after-school programmes are only held twice a week.

## 3. Reasons for Success/Failure

One of the elements that guaranteed the positive impact of the project is the prior knowledge that the working group had in reference to the social and cultural dynamics of the Roma community in the 'Camp', who was

203 See case study COMINROM, in the present Report (Chapter Anti-Discrimination).

204 Survey carried out in the framework of the CSMR activities (February-March 2014).

constantly involved during the planning of the project and then during its realisation. The partners of *Alter-Mente* and the families that were interviewed affirm that this project, although limited, was thought with the Roma and not for the Roma. On the other hand, the lack of prospects for its future and the uncertain continuity of the actions carried out are factors that can undermine the success of the project. If the project finishes in June 2014 without a renewal, it will have just been a short episode in the educational pathway of the Roma minors and destined to a definite failure, as past experiences have already shown,<sup>205</sup> and especially if the yardstick is based on the level of schooling and on the skills that have effectively been acquired by their peer gagé.

The process of supporting and strengthening the course of schooling for children belonging to disadvantaged social groups, and widely shared in the readings on the subject, are in need of constant and prolonged actions that can guarantee sustenance and assistance during the entire growth and development of the individuals' autonomy.

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205 De Luca R., Panareo M. R., Sacco R., "Rom XoraXanè, adaptation strategies for a gypsy community from Yugoslavia to Salento" in Perrone L., (by), *Transiti e approdi. Studi e ricerche sull'universo migratorio nel Salento* (Milan: Franco Angeli, 2007) 111–135; De Luca R., Panareo M. R., Sacco R., "Scolarizzazione e grado di adattamento dei minori rom", Perrone L., (by), 136–168; I.C.I.S.M.I. (*International Center of Interdisciplinary Studies on Migration*), *Conditions, lifestyles and cultural consumption among the residents of the Roma community in "Campo sosta Panareo"*, research report (2010), available at [http://www.icismi.org/index.php?option=com\\_content&view=article&id=8:condizioni-stili-di-vita-e-consumi-culturali-della-comunita-rom-residente-nel-campo-sosta-panareo&catid=9&Itemid=107](http://www.icismi.org/index.php?option=com_content&view=article&id=8:condizioni-stili-di-vita-e-consumi-culturali-della-comunita-rom-residente-nel-campo-sosta-panareo&catid=9&Itemid=107).

## 4. EMPLOYMENT

### Research on Work: Training and Employment in the Third Sector

At the central level, investigations show that measures benefitting research into work in the Roma communities have not been carried out. Nevertheless, it should be noted that the General Management for Immigration and Integration Policies, despite not having carried out specific projects benefitting the Roma communities, has actualised and is launching a series of projects open also to Roma groups of foreign origin. They have aimed at promoting integration and inclusion for vulnerable migrant communities in the job market over the past few years. In particular, with specific reference to the field of active employment policy, the following have been carried out since 2012:

**The programme for personal social services: ASSAP** [System Action for the Development of Integrated Systems of Personal Social Services] – The programme aims to spread services, matching available jobs with job seekers and their families. It was carried out in four Convergence-Objective regions during the course of 2012 and funded with 9,757,000 EUR through the European Social Fund (ESF), and also involved authorised facilitators of employers' associations. The aim was to initiate personalised training courses and/or *training on the job* for carers, family assistants and domestic workers by involving accredited and/or authorised private facilitators from the job market. The main results achieved in the four Convergence-Objective regions are: the launch of 435 help desks; the completion of training activities by 4,862 family assistants, of whom 3,726 have entered employment. The initiative enhanced one that had already been initiated by the General Management for Immigration and Integration Policies in 2011 by endorsing programme agreements with the regions in the centre-north of Italy. The government budget made 7m EUR available for the project and then integrated with further regional resources totalling 15,320,056 EUR. There are no independent studies on the results of these projects; according to data provided by the Italian Ministry of Labour and Social Policies, as of 31 September 2013, 6,000 staff in personal social services had completed the training courses, of whom 3,500 have been employed by families and co-operatives. It should be noted that the number of Roma who participated in the project and the relevant percentage of 'success' is not known.

**Programme to combat undeclared work: RE.LA.R** [Service Network for the Prevention of Undeclared Work] – A programme involving public and private employment services and single points of contact for the construction, agricultural and tourism sectors was carried out in accordance with the four Convergence-Objective regions over the course of 2012. It received 5m EUR in funding from the ESF. A total of 2,030 traineeships have been initiated in the regions of Campania (559), Calabria (390), Puglia (425) and Sicily (656) in the sectors of agriculture (12%), construction (26%) and tourism (62%). The project involved 101 support institutions (accredited training and bilateral bodies, and private parties authorised for employment supply/demand intermediation). Again, there have been no independent studies on the results of the programme. According to the data provided by the Ministry of Labour and Social Policies, 78% of the 2,030 traineeships carried out developed into further working relations, as confirmed by the obligatory communications. Finally, in the field of inter-institutional co-operation with the Italian Ministry of the Interior, the General Management of Immigration at the Ministry of Labour and Social Policies collaborated in the planning of an initiative, financed by the European Fund for the Integration of non-EU immigrants (EIF) – 2013, aimed at realising territorial initiatives to support the employability of 12,000 citizens of vulnerable third countries or those that are disadvantaged in the context of employment. This was implemented through information services, work orientation and informal skill development, and the launch of personalised and functional work promotion services. This initiative, which received 12m EUR in funding, stipulates the integration of EIF resources with the active labour market policy measures financed by the Regions.

Also in this case, it should be emphasised that the number of Roma who participated in the project and the relevant percentage of 'success' is not known.

An important measure to point out is the constitution of the National Table on Labour: as regards the proposal backed by the National Office Against Racial Discrimination (UNAR) under the Department for Equal Opportunities, the Working Group on employment, training and social policy was set up on 28 March 2013 as a direct effect of the NRIS. Its tasks were to analyse, assess and propose initiatives and measures<sup>206</sup> to encourage the Roma community's entry into the world of work. As of yet, the Table has not produced any concrete results, except for a series of proposals – which are still to be translated into substantial actions – and a possible subdivision of the National Table on Labour into three subgroups – principally functional to activities of study and recognition. The slowness with which the Table's work has been proceeding was explained by its co-ordinators as relating to changes in government in April 2013 and February 2014. Operational limitations caused by the two changes in government have also been expressed by other members of the National Table on Labour and were described as "a large obstacle" to the activities; there have been long delays in the formal reconfirmation of managerial roles and thus, at times, affecting the renewal of these roles and subsequently of the administrative representatives.<sup>207</sup> In particular, regarding the support initiatives for jobseekers' integration into the working world, there are two measures that have been proposed, but, despite being financed, have yet to be implemented.

At the core of the National Table on Labour (which only met for the first time in January 2014, despite being established in March 2013) is the proposal to launch an experimental intervention programme to promote the integration of disadvantaged and discriminated subjects into the working world in the Convergence-Objective regions of Campania, Calabria, Puglia and Sicily. The measures stipulated by the project centre on two main actions: the first is dedicated to fragile sections of society, for whom educational traineeships are to be implemented; the second is dedicated to support for local associations. It has been established that the beneficiaries of the traineeships will be 80 Romani people and 80 LGBT (lesbian, gay, bisexual and transgender) people. The local associations that carry out the scheme will be entities that already deal with the issue of human rights for Roma and LGBT people. The specific role of the associations is to facilitate integration into the world of work for those who will do the traineeship, working with individuals from the regional or metropolitan area who can carry out the role of traineeship promoters. Moreover, a hypothesis is being evaluated by which the associations themselves may choose the beneficiary subjects for the traineeships, but guaranteeing that they are effectively discriminated and disadvantaged subjects. The associations will be selected via a call to tender, which is pending due to bureaucratic difficulties. The problematic issues are linked to the negotiation between the affected institutes and which must be resolved in order to proceed with planning. The Data Protection Authority and the Ministry of Labour and Social Policies have been consulted, from whom views are expected in order to be able to identify the management mechanisms which will allow for the problem of data processing to be overcome and to outline the organisational structuring of the programme. As regards the programme's objectives, a substantial uncertainty has emerged from interviews with project supervisors; although one party has stated that the aim of the project is integration into the world of work, from the other there has been a tendency to blur this objective by no longer aligning the objectives with the effective integration of the beneficiaries but with the opportunity to do a traineeship – one that is restricted in its duration – instead. What emerges is a significant indifference towards the project compared to what will occur for the beneficiaries of the traineeships once they are completed. Therefore, the objectives of the project tend to suffer a series of semantic slippage: it passes from an effective integration to an opportunity to be integrated via a traineeship, to the

206 Presidency of the Council of Ministers, the Ministry of Labour and Social Policies and Department of Equal Opportunities, *Decree establishing the National Table of Labour*, 28 March 2013. The Table's Co-ordinator is the Minister of Labour and Social Policy, and is composed of the Director General for Inclusion and Social Policy at the Ministry of Labour and Social Policy – with the duties of Co-ordinator and Technical Secretariat; representatives of the Ministry of Labour and Social Policy; representatives of the Ministry of Education, Universities and Research; representatives of the Ministry for Agricultural and Forestry Policy; representatives of the regions of Emilia Romagna and Tuscany; representatives of the Union of Italian Provinces (UPI) and National Association of Italian Municipalities (ANCI); representatives of the Institute for the Development of Vocational Training for Workers (ISFOL); representatives of the Italian Red Cross; representatives of the Italian Caritas organisation; Italian representatives of UNICEF; representatives of the non-profit *Associazione Italiana Zingari Oggi*; representatives of *Federazione Rom e Sinti Insieme*; representatives of *Federazione Romani*. Document in the archives of Associazione 21 Luglio.

207 Interview from 20 March 2014.

traineeship in itself, which is seen as a curricular opportunity to be used successively for possible, but as yet indefinite, employment. The traineeships were due to start in the Italian cities of Naples, Bari, Catania, Reggio Calabria and Lamezia, supported by local associations involved in the initiative. The Programme's beneficiary administration is the Office Against Racial Discrimination, Department for Equal Opportunities, Council of Ministers. The Programme falls under the *PON Governance and System Actions* and its full cost is 1,620,000 EUR. The programme was set up thanks to a direct award made to the Ministry of Labour and Social Policies and Italia Lavoro S.p.A. As regards the project timeframe, it was due to begin on 10 February 2014 and end on 31 December 2014. As of April 2014, the project was still to be initiated.

The National Labour Table's second proposal deals with the possibility of recreating the ACCEDER Programme,<sup>208</sup> carried out in Spain since 2000. This could be done by running trial projects in the Italian regions of Lazio, Piedmont, Lombardy and Tuscany, which would then extend to other Regions. The core of the feasibility study is a comparison between the Italian Department of Equal Opportunities, the *Fundacion Secretariado Gitano* and the Spanish Ministry for Work, as well as between Italian representatives of regional employment policy and representatives of the Spanish ACCEDER project. On 16 October 2013 – significantly later than planned – the Department of Equal Opportunities issued a call to tender with the aim of realising a service of “Elaborating a development model for Roma, Sinti and Caminanti employability, aiming to experiment within the Convergence Objective Regions of a pilot project emulating the example of the ACCEDER Programme”. The project is positioned within the field of the PON Governance and System Actions, Convergence Objective (2007–2013), Axis B Employability – Objective 2.3 Construct shared models and instruments to improve employability and effectiveness in work integration for disadvantaged subjects – Action A “Action for the promotion of social enterprises using models that promote the employability of disadvantaged subjects”.<sup>209</sup> The Evaluation Committee has chosen the winner of the call to tender, but the work is at a standstill and cannot begin until the Decree approving the winner's nomination is made public; the signature of the Head of Department is also required, although currently (June 2014) this position is yet to be reconfirmed due to the change of government. This delay constitutes a serious encumbrance for the UNAR schedule which had stipulated the rapid publication of a new call to tender in order to export the experimental model used in the pilot city to other Italian cities. It should be noted that this experiment falls under the Structural Funds for the Programming Period 2007–2014 (of which access for funding will expire in June 2015) and that the UNAR managed to ensure that the transferability of the ACCEDER Programme will also be included in the new plans for the Structural Funds – 2014–2020.

At the local level, it is worth mentioning the “WE CAN” project, carried out in Turin and promoted by the Province of Turin and local NGOs. The measures were accomplished during 2012 and were aimed at promoting Roma inclusion in the labour market and in social enterprises. More than 100 Roma were involved as potential beneficiaries, 74 people were helped with the documentation necessary in order to find a job (resume, fiscal code, enrolment to job centres) and 18 of them were eventually involved in a traineeship. Amongst those who did the traineeship, the majority attended regularly and completed the project. Once the traineeships were over, 22% – that is to say four people – gained a regular employment contract and started working, although with simple tasks and in unqualified labour.

208 The project focuses on the creation of individual pathways to access the job market (orientation, training, work integration, job market studies, etc.) and partially on the promotion of policies that can be of benefit to the Roma communities (encouraging public programmes that improve the social conditions of Roma people; awareness campaigns against prejudice; technical assistance for local and social administrations to outline plans and measures). Operational since 2000 and present in 14 autonomous Spanish autonomous communities, the Project has met the needs of 64,000 people (of whom 67% are Gitanos and 43,000 have since obtained a job contract) and has provided 1,600 training courses in which 15,000 people participated. The two versions of the project (2000–2007; 2007–2013) were mainly funded by the ESF and has thus far cost 1,144,000 EUR; See [http://www.gitanos.org/que-hacemos/areas/empleo\\_y\\_formacion\\_profesional/acceder.html](http://www.gitanos.org/que-hacemos/areas/empleo_y_formacion_profesional/acceder.html).

209 To be specific, the call to tender applies to Third Sector associations with proven experience in activities for the inclusion of the RSC communities and stipulates the following activities: analysis and study of the ACCEDER Programme and elaboration of a feasibility study on the replicability of the experience in the Convergence-Objective Regions; elaboration of a model to carry out a pilot project; dissemination of the model within Italy.



## Public Employment

The legislation regulating Public Employment refers to the Decree Law no.165 of 10 March 2001, that is Consolidation Act on Public Work (Testo Unico sul pubblico impiego). This was modified by Decree Law no.150 of 27 October 2009, aimed at improving productivity, efficiency and transparency within Public Administration. The Consolidation Act on Public Work established the eligibility criteria, such as: physical adequacy; knowledge at least of one foreign language; basic IT skills; not having been fired from public administration because of unsatisfactory performances; Italian or European citizenship, before Law no. 97 of 6 August 2013 was issued. Article no. 7 of this law, which contains provisions for the fulfilment of obligations for Italy's membership of the EU (European Law 2013), stipulates that not only Italian and EU citizens have the right to participate in the public selection process, but also foreigners with EU permits for long-term residents and beneficiaries of international protection. Usually, to be hired is necessary to participate in the competition announcement and to undertake a written and an oral exam. The examination board, according to merit, compiles a performance ranking. According to Law 68/1999, public administration is obliged to respect the admission quota reserved for disabled and legally protected status people. In Italy, *ethnicity* is classed as sensitive data and there is, therefore, no data on the *ethnic* composition of public sector employees and data on the number of Roma working in public administration have never been collected. Also, we do not have data referring to the percentage of public workers who received training or qualifications.

## First Work Experience

As regards entering the world of work, no specific interventions for the Roma communities have been recorded on the national level. Currently, policies for integration into work appear to be restricted to initiatives of individual Italian towns, in particular in Lombardy, Marche, Puglia, Campania and Tuscany.<sup>210</sup> Since the approval of the NRIS, but independently of this, the Ministry of Labour and Social Policies has carried out two mainstream measures targeting minors and women entering the world of work.

**Interventions for social/employment integration for unaccompanied foreign minors** – In 2012, the General Management for Immigration at the Ministry of Labour and Social Policies launched interventions to implement social/employment integration methods for unaccompanied foreign minors, guaranteeing they can stay in Italy once they reach the age of 18. The intervention was based on the funding of an “individual talent” so that they might acquire professional skills and/or professional integration. 5,498,000 EUR was allocated in funding (2,583,000 EUR from the ESF and 2,915,000 EUR from the Migration Policy Fund – FPM) with which 1,226 individual talents have been financed. The activities are currently being carried out. However, it is important to note that the phenomenon of so-called ‘unaccompanied minors’ does not substantially cover Roma communities and that, therefore, even for this initiative, the number of Roma involved cannot be quantified, although it is estimated to be very low.

**Interventions for social/employment integration for unaccompanied foreign minors and young migrant women at risk of social exclusion** – A development action and the diffusion of innovative models supporting young migrant autonomy have been promoted by the General Management for Immigration, and is currently being implemented (January-September 2014). It has targeted 380 of the unaccompanied foreign minors who are reaching adulthood, as well as applicants for or those already under international or humanitarian protection and young migrant women under the age of 24 (financed by the EIF 2012 and PON Objectives 1 and 2, for a total of 1,248,000 EUR). The objective of the project is to promote tools that develop autonomy in young, non-EU foreigners via personalised approaches and local service networks. The approaches will consist in integrated packages of services that primarily aim at integrating young migrants into the Italian world of education, work and society and promoting their active participation in educational and jobseeker schemes. It also aims to give them the opportunity to obtain any necessary

210 Amongst the various projects, we mention here *Op/La Opportunità Lavoro: Rom rumeni verso l'inclusione socio lavorativa* in Naples; the *RETIS* Project and *Form on the Job* in Rome; the *Valore Lavoro* Project in Milan; the *La Kumpania* initiative in Naples; the implementation proposal for traineeships for Romanian Roma in Reggio Calabria, and so on.

skills for the conversion of their residency permit once they reach adulthood, as is stipulated in Article 32 of the Consolidated Law on Immigration (Testo Unico sull'Immigrazione). In the personalised approaches on how to access services, tutors will take responsibility for the young migrants and identify solutions customised to their specific needs.<sup>211</sup> There has been no record of independent studies on the ongoing results of the projects.

As for other measures, there is no certainty about the involvement of Roma in such programmes. This is due to the fact that ethnicity is sensitive data in Italy and therefore it is not possible to know how many Romani people join mainstream and not-targeted policies. However, the number of Roma involved is estimated to be low: as maintained by an Italian anthropologist,<sup>212</sup> an essential issue to bear in mind is that Roma communities have usually been treated – within Italian social policies – as a distinct and separate category and that – for this reason – are not always involved in mainstream programs.

## Eliminating Barriers and Discrimination

Since 2008, Italy's adhesion to the *EUROMA European network for social inclusion and the Roma community* via the Ministry of Labour and Social Policies and UNAR has played a functional part in the objective of eliminating barriers and discrimination when accessing the job market. Furthermore, by availing itself of the technical and scientific support of the Institute for Professional Training Development for Workers (IS-FOL), Italy has promoted the constitution of a national network for the inclusion of Roma in society and the working world, to which various local and central administrations have adhered. The network's objective is to share knowledge of the strategies to promote Roma inclusion that have been carried out across Italy.

There have been no other projects implemented in Italy, although there has been a series of measures carried out by local bodies. As an example of the projects carried out around the country, Turin has implemented *Tecniche di inserimento rom*<sup>213</sup> [Roma integration techniques] a new non-professional free trade area of used items at Porta Palazzo,<sup>214</sup> Milan and Mantova implemented the *Valore Lavoro* programme in 2009<sup>215</sup> and Rome Municipality carried out *RETIS* and *Form on the job* from 2010 to 2011. A national service that does not deal directly with Romani people and with which they probably do not engage a great deal – considering the low level of literacy among the communities – has been the consolidation of the *Integrazione Migranti* [Migrant Integration] portal ([www.integrazionemigranti.gov.it](http://www.integrazionemigranti.gov.it)). This is a means of raising awareness of the services available to migrants around the country, as an instrument that works in collaboration with the other pertinent administrations and as a national point of reference for all those who work towards the integration of foreign populations nationally, regionally, locally and in the sphere of the third sector. The aim of the portal has been to enhance foreign citizens' integration into Italian society. It has been online since 17 January 2012 as a development of a project that was co-financed by the EIF, co-ordinated by the Ministry for Work and Social Policy and that involved the Ministry for the Interior and the

211 Moreover, complementary services, assisted by cultural mediators, are to be provided in four areas: legal/administrative assistance (necessary for obtaining documents for legal residence in Italy), accompaniment and psychological support (to enhance the skills and potential of each person, but also to facilitate access to health structures), support for research and finding a house, and cultural and recreative activities.

212 Interview with a representative of Università di Verona, 03 July 2014.

213 A project financed on a central level by the Ministry for Labour and Social Policy, via the Piedmont regional administration and the Province of Turin. Its objective has been to integrate 71 people from the Roma communities socially and in the employment sector. The approach to the project has been that of taking full responsibility, making personalised inventions by setting up an information help desk from which the Romani people involved can seek advice, and making a personal tutor available to start activities to regularise, orient, train and integrate via traineeships. The project enabled the regularisation of 40 people (and 26 minors) and carried out 15 training courses with 71 people, 16 of whom successfully completed the traineeship, three of whom obtained employment, whereas six work on an occasional basis.

214 Resolution of the Municipality, *Nuova area di libero scambio non professionale di cose usate a Porta Palazzo*, 2010.

215 The central objective of the project, which is mainly aimed at young and female Roma and Sinti, is to enhance employment integration by providing procedures that are specific and customised to the Roma communities by using work orientation services and raising the facilitators' awareness on topics regarding discrimination, see Regione Lombardia, Osservatorio regionale per l'integrazione e la multietnicità, *Valore Lavoro. Integrazione e inserimento lavorativo di rom e sinti* (Milano: Osservatorio regionale per l'integrazione e la multi etnicità, 2010); <http://www.orimregionelombardia.it/index.php?c=490>.

Ministry of Education, Universities and Research from the beginning. The network of people involved in the implementation of the portal has increased progressively thanks to the collaboration of other institutional bodies such as the Ministry for Health, the Ministry for Heritage and Cultural Activities, Regions and Municipalities that are tackling the issues of integration and immigration policy, and third sector operators who are promoters and implementers of the integration policies and are first among the patronage, with more than 4,200 immigration help desks. Their services are outlined on the internet site. The portal provides information on the following sectors: Language, Work, Housing, Health, Children and second generations. Intercultural mediation can now be added to this as an across-the-board service. For each sector, the portal allows the user to find useful resources on the services offered to foreigners in Italy.<sup>216</sup> Regarding the particular challenges faced by Romani women, no measures have been taken and no efforts have been made to raise awareness and public understanding of the benefits of Roma integration within the entire society. As far as youth unemployment concerns, it worth noting a national and mainstream project, part of the European Plan Against Youth Unemployment and funded by ESF and by national funds (1,5 billion EUR). The project is aimed at young people in a vulnerable condition, that is youth not in Education, Employment, or Training (NEET) aged between 15 and 29 years.<sup>217</sup> The purpose of the measure is to counsel and train NEET young people by addressing them at local job centres. Interventions are supposed to be coordinated and monitored by the Ministry of Labour and Social Policies, organised by Regions, and managed directly by Provinces and local job centres, which have, therefore, a central role in the success of the project. The core of the measure for the local job centres to take responsibility for NEET young people and – according to the age, education, social condition and personal history of the beneficiary – arrange an individual plan. The plan might include civil service, traineeship, education, internship etc. For this purpose, it was foreseen to undertake campaigning activities to promote the knowledge of the project amongst society and amongst enterprises as well as the signature of collaboration protocol between the Minister of Labour and Social Policies and local/national enterprises. The project was launched on 1 May 2014 and will come to an end on 31 December 2015. So far, only two collaboration protocols were signed and no campaigning activities have been started.

## Self-Employment and Access to Microcredit

Within the Roma communities living in Italy, autonomous work constitutes an important part. Around half of all employed Romani people carry out independent work, and a further 50% of these perform this work in an undeclared manner.<sup>218</sup> In particular, the activities carried out by the Roma in this sector deal with metal collection and itinerant trades and principally involve men under the age of 30.<sup>219</sup> In order to regularise the position of those who carry out metal collection/recycling informally, the initiatives undertaken in Italy have applied to two provinces: Bolzano and Reggio Calabria. Besides these two occurrences, there have been no other recorded measures of the regularisation of informal self-employment. The resolution of Bolzano<sup>220</sup> regulates the collection and transport of waste (specifically metal materials) that is carried out in an itinerant manner and enabled by the involvement of individuals residing in the

216 So far, the 'Servizi' [services] section has provided 13,512 services supplied by the bodies and associations in the Register of Article 42 of the Consolidated Law on Immigration. On the portal there is up-to-date and geo-referenced information on the services offered by 1,252 associations and bodies which are enrolled in the Register of associations, regions, provinces, city and municipalities, employers' associations and territorial councils. In particular, there are more than 4,200 information help desks for migrants that have been set up by employers' associations and are available on the portal. Access to information is enhanced by a dedicated search engine. As well as the services, various information and document sections are featured on the portal, one of which features multilingual guides published nationally and locally and contains useful details for foreign citizens. Many of the guides relate to the sector of employment at hand. Moreover, in the legislation section of the portal there are factsheets that, via synthetic explicative texts from a legal perspective, deal with the range of aspects linked to the integration of foreign citizens in Italy, including the right to work. There are currently 1,457 users registered with the service, which became multilingual in the first half of 2013 (a summarised version of the newsletter has been translated into Albanian, Arabic, Chinese, French, English, Punjabi, Russian, Spanish, Tagalog and Ukrainian.) The English version of the portal has been live since June 2013.

217 In Italy, there are 2.250.502 NEET young people aged between 15 and 29, that is 23,8% of the total population of this age class.

218 EU Inclusive, *Ibid.*, 51.

219 EU Inclusive, *Ibid.*

220 Decree no. 291 of the President of the Province of 11 September 2012, *Regulation on provincial law on waste regarding the activity of waste collection and transportation (metallic materials) on an itinerant basis.*

Province of Bolzano, who have the use of a vehicle weighing under 3.5 tonnes and who focus exclusively on metal materials produced by third parties in their business activities of no more than 100 tonnes annually.<sup>221</sup> The resolution is the result of a strategy launched in 2011, in which Sinti people are subject to criminal convictions for the economic activity of scrap metal collection due to the new European and Italian legislation on waste management and are therefore requesting intervention by the Province. Thanks to the resolution, 160 individuals (of whom 50 are Sinti families) have been formally registered as carrying out collection services. This number of individuals is indicative insofar as a measure planned for a minority can have positive effects on society as a whole.<sup>222</sup> The resolution was issued independently of the NRIS. In December 2012, regarding the example of the resolution of Bolzano, the Province of Reggio Calabria proposed the establishment of a register of itinerants who collect and sell non-hazardous special waste.<sup>223</sup> This initiative falls within the framework of the NRIS. As the President of the Provincial Council has highlighted: “the national law does not allow a person to collect metal from landfill sites or camps in order to recycle it”.<sup>224</sup> The proposal had been advocated by *Opera Nomadi Reggio Calabria*, which – by participating in the *Dosta!* campaign – had requested that further activities not be simply to raise awareness, but that a concrete measure for the Roma community be adopted. With due sensitivity, the Provincial Executive accepted the proposal to create a register and, by way of the Council Resolution of 20 December 2012, instituted the Provincial Companies Register for those who carry out waste and goods management in accordance with Article 266, Clause 5 of Law Decree no. 152/2006. The requirements for enrolment in the register are: ownership of a firm that carries out itinerant trade; possession of a valid form of identification; possession of certification demonstrating adherence to the Chambers of Commerce, Industry, Agriculture and Crafts (CCIAA); authorisation for itinerant trading issued by the related Municipality; ownership or access to a vehicle that has been approved for road transport; the opportunity to register for VAT. The firms must then respect several conditions: carrying out activities exclusively on the provincial territory; collecting and selling a maximum of 200 tonnes per year; registering each individual sale or purchase of waste and recognised materials on an accounting document. The resolution, which was greeted enthusiastically by the third sector and Romani people involved in itinerant trade, constituted an immediate clash with the position of the public security forces which called attention to the fact that enrolment in the Province’s register did not allow for the necessary issuing of the registration form for waste tracking. Obtaining this form is linked to enrolment in other registers, for which it is necessary to have access to modes of income that are often not achievable for the Roma communities. For this reason, several times over the course of 2013, *Opera Nomadi* requested that conditions be created to allow those without income to carry out their trade legally and that solutions be found to permit the effective operation of the Provincial resolution. The Province, despite having demonstrated a certain willingness, has yet to provide a concrete response and the Provincial resolution and register therefore remain undetermined. A further initiative of note regards the proposal by the aforementioned National Work Table for the institution of a subgroup that studies cases of Roma self-employment regularisation (in particular for “travelling shows, collection and sales of ferrous materials and local markets”<sup>225</sup>). It should be noted that past and present trades of some Caminanti people – the itinerant trade of knife grinding – were not considered by the Table. According to those interviewed, the subgroup – which has a technical/scientific function and not an operative one – has not yet convened due to difficulties relating to Italian policy, and the recent change in government that has caused long delays for the re-assignment of managerial roles.

221 Autonomous Province of Bolzano (Alto Adige/Südtirol), *Decree no. 29 of the President of the Province of 11 September 2012*, see [http://lexbrowser.provinz.bz.it/doc/it/195586/decreto\\_del\\_presidente\\_della\\_provincia\\_11\\_settembre\\_2012\\_n\\_29.aspx?view=1](http://lexbrowser.provinz.bz.it/doc/it/195586/decreto_del_presidente_della_provincia_11_settembre_2012_n_29.aspx?view=1).

222 See Report on the “Primo incontro dei membri italiani dell’ European Academic Network on Romani Studies (RAN)”, Bolzano (Italy), 17 March 2014; <http://romanistudies.eu/wp-content/uploads/2014/03/Report-Workshop-Italy.pdf>.

223 In particular: ferrous and non-ferrous materials; paper and cardboard, plastic, wooden, metal, composite material, glass and textile packaging; ferrous and non-ferrous material from vehicles; bulky waste; metals from urban waste. See Province of Reggio Calabria, Resolution of the Provincial Municipality, *Istituzione Registro Provinciale delle Ditte* [Institution of the Provincial Companies Register] which conduct waste and goods management according to Article 266, Clause 5 of Law Decree no. 152/2006, 20 December 2012.

224 *Reggio, Inserimento socio-lavorativo dei Rom: le proposte della Provincia*, 6 December 2012; [http://www.strill.it/index.php?option=com\\_content&view=article&id=149799:reggio-inserimento-socio-lavorativo-dei-rom-le-proposte-della-provincia&-catid=40:reggio&Itemid=86](http://www.strill.it/index.php?option=com_content&view=article&id=149799:reggio-inserimento-socio-lavorativo-dei-rom-le-proposte-della-provincia&-catid=40:reggio&Itemid=86).

225 Presidency of the Council of Ministers, the Ministry of Labour and Social Policy responsible over Equal Opportunities, Decree establishing the *National Table of Labour*, 28 March 2013. Document in the archives of Associazione 21 Luglio.

In the sector of self-employment, the topic of travelling shows traditionally run by many Sinti families is relevant in that their economic activities were affected by Law no. 337 of 18 March 1968<sup>226</sup> – which entailed that many families could settle in certain areas.

In support of enterprise creation, there have been no procedures directly targeting the Roma communities. Two mainstream projects are noteworthy: the *Start it up* project for immigrant entrepreneurship and the Patrons Fund. The first was realised in 2012 with the objective of enabling migrants from non-EU countries access to pathways of 'doing business'. The project was substantiated for the provision of administrative simplification services and for support and the diffusion of entrepreneurial culture (elaboration of business plans, boosting access to microcredit and projects for public grant allocation by regional government.) The project stems from collaboration between the Ministry for Work and Social Policy and *Unioncamereed* and took place in 2012 in an experimental form, involving ten Chambers of Commerce and 400 non-EU citizens – both in and out of work – with residence permits.<sup>227</sup> With a total expenditure of 766,873.94 EUR from the resources of the Fund for Migration Policies – 2010, 409 individual and/or associative business plans were carried out, leading to the creation of 12 enterprises. The Patrons Fund was instituted by the Italian Government over 2011 and 2012 at a cost of 40m EUR and stipulates forms of co-financing granted as cost sharing – to a maximum limit of 40% of the entire cost of the project and up to a maximum of 3m EUR – for projects promoted by under-35s in sectors of eco-innovation and technological innovation, the recovery of traditional arts and crafts, corporate social responsibility and the promotion of Italian and European identity.

Besides the approval of the NRIS, there have been no initiatives focusing on improving access to microcredit.

## Rural Areas

This section is not pertinent to Italy in that the Roma, who are Italian and non-Italian citizens, are mostly concentrated in the large cities. In particular, the Romani people referred to by the NRIS – that is, the groups in conditions of social exclusion – are almost exclusively present in the urban areas of Turin, Genoa, Milan, Brescia, Florence, Pavia, Padua, Bologna, Reggio Emilia, Rome, Naples, Foggia and Bari.

## HOME AND WORK/HOME IS WORK

### 1. The Project

*The 'Home and work/Home is work' project was carried out from 2012 to 2013 as an initiative of the Messina Municipality which, with its own project proposal, participated in a 2011 invitation to tender promoted by the Ministries for Work and Social Policy in the field of the National Programme 2010 – the European year of the fight against poverty and social exclusion. Beneficiaries of the project were Roma Xoraxané citizens from Kosovo and Montenegro who had been residents of the 'Fatima Village', a 'camp' equipped by the local administration, in San Raineri, Messina since the 1990s. According to the most recent census carried out by the Messina municipal police in 2010, the 'camp' is inhabited by 60 individuals, of whom 16 are male, 20 are women and 24 are minors. The project, carried out over 18 months, received funding of 145,683.21 EUR.<sup>228</sup> The project's objective was to extend the right to a dignified life and to play an integral part in society to the Roma community*

226 See <http://www.normattiva.it/uri-res/N2Ls?urn:nir:stato:legge:1968;337>. The law established that the practice of travelling circuses/shows is subject to the prior authorisation of the Ministry for Tourism and Entertainment, which has the task of assessing the presence of various technical and structural requirements before issuing authorisation.

227 The Chambers of Commerce involved have been those of Ancona, Bari, Bergamo, Catania, Milan, Rome, Turin, Udine, Verona and Vicenza.

228 A selection of the data and information regarding the analysis of this project has been examined in Silvana Salandra's Paper *Percorsi di cittadinanza. Case per i Rom nella città di Messina* (Routes to citizenship. Houses for the Roma community in the city of Messina). Available at: <http://www.tonioloricerca.it/category/8-coesione-sociale-e-welfare?download=5619>.



living in the territory of the municipality of Messina. This aim was pursued by developing and promoting two elements that are functional to social inclusion: housing and work.

On the question of housing, the project stipulated the selection of 10 disused Municipal-owned buildings (abandoned apartments and a school that had been closed for some time) to be converted into dwellings of around 70m<sup>2</sup> by the Roma communities using the technique of refurbishment, flanked by the support and participation of specialised companies and pertinent Municipal sectors. The converted apartments will remain Municipal property; for the first few years the Romani people involved will not be obliged to pay rent in exchange for their work. After the first five or six years, payment of a social fee<sup>229</sup> will be expected. In order to avoid the creation of ghettos, the structures were located in a variety of areas of the Municipal territory. On the question of work, in the project's initial phase, the 10 Roma individuals involved in the renovation of the residential structures were selected and allocated working grants. The project stipulated that, via the Department of Municipal Building Maintenance, the local administration was obliged to make available any necessary competence to ensure an adequate execution of the work and also to ensure a transfer of technical and practical knowledge that would be of use to the Roma citizens when entering the world of work. The administration of Messina further committed to the organisation of construction training courses that allowed for the acquisition of specific professional skills such as carpentry, manual labour, painting and decorating, etc., in conjunction with construction training schools. The stipulation of the Memoranda of Understanding with the Association of Architects, Engineers and Surveyors were supposed to provide consultancy and supervision of any work free of charge. As well as training events and assistance in starting up a career in construction, the project also provided training courses in tourism for women and adolescents over the obligatory schooling age by involving the city's Hospitality Training Institute.

## 2. Results and Impact

The housing target was achieved, albeit with a slight delay (a six-month extension was required), but the families of the Roma citizens are now living in the new housing with the exception of one family whose members lacked the valid documents for residency. The outcome of the professional skills acquisition for use in the building sector was less satisfying, however. The Council of Messina did not, in fact, sign the Memorandum of Understanding with the Associations or Professional Institutes to implement the training courses, nor did it define any agreements with the Associations to provide the children with scholastic support or the women with literacy skills. The only course, carried out in March 2012, dealt with the basics of health and safety in the workplace (16 hours), and was necessary to allow the 10 Roma citizens involved in the project to gain the certification required to work on building sites. Fundamentally, the Roma citizens who worked on the property renovations have not yet been able to secure employment in the building sector nor in fields of previous working experience such as scrap iron collection and small commercial businesses set up within the 'camps'. Only tasks analysing the Roma group's skills have been carried out in order to evaluate the possibility of setting up further professional training or a Type B Social Co-operative.

## 3. Project Strengths/Weaknesses

The following can be considered project strengths: Surpassing the form of 'camp' as a housing solution; Saving public resources that had previously been destined for the management of the 'camp'; The choice of envisaging ways of potential insertion of some members of the Roma communities into the construction sector incentivised by training activities and by the method of recovery and refurbishment; The choice of envisaging training courses on tourism for women and adolescents who are no longer of school age; The creation of a combined network of both public and private-social actors with the local administration at its core, by way of the Assessor's department and the directly involved Municipal departments, the professional associations of engineers and architects, training bodies, businesses, third sector entities, educational institutes and the university.

The following can be considered project weaknesses: The implementation procedure and relative delays in carrying out the project; The lack of integration of the members of the Roma community who participated

229 Statement made by Assessor Caroniti to the Corriere Immigrazione, 'Costruire per i rom conviene' (Building for the Roma community is worthwhile). Available at: <http://www.corriereimmigrazione.it/ci/2013/04/costruire-case-per-i-rom-costa-10-volte-meno-di-un-campo-attrezzato>.

in the training and phases of property recovery and refurbishment in the job market; The delay in issuing the working grants made available for the project.

#### 4. Factors of Success/Failure

From the outset, the project was considered a pilot project under the NRIS. However, despite the undeniable results obtained on the housing question, its success has only been partial given that the employment objectives were not achieved. The reasons are partially due to the approach taken by the local Administration immediately preceding the launch of the project. During the night of 1 April 2011, after funding had been officially approved, the Municipality cleared Villaggio Fatima in which the families who were to benefit from the project were residing. They were housed in various buildings in the city for 18 months. The situation created tension between the Roma families and the local Administration. Another factor for the lack of success is attributable to the delays accumulated over the course of the property renovation due to the resignation of the Mayor and the Municipality's subsequent temporary receivership (which caused a lack of agreement definition which would have made it possible to carry out the training events for the Romani individuals).

### TRAINEESHIP FOR ROMA AND SINTI OF "CAMP BRUSIGLIANO" (PISTOIA)

#### 1. Job Placement Assistance

Since the 60s, there have been three 'camps' in the territory of the Pistoia Municipality: Pontelungo, Sant'Agostino and the 'camp' in Via Ciliegiole, called Brusigliano. About 65 people live in the latter, and half of them are minors belonging to 13 families that come from Bosnia and Montenegro.<sup>230</sup> The conditions of this community are characterised by strong environmental degradation of the settlement (the housing units are self-built shacks in poor condition, without adequate toilets, water supply, waste disposal and electricity pursuant to the law), by job insecurity and by a difficult legal situation that for some people results in a de facto statelessness. The Regional Table of Tuscany has paid special attention to the highly critical situation of the 'camp' and has, thus, approved access to ERDF funds for the construction of a village with characteristics corresponding to the European standards required, according to the wishes expressed by families living in Brusigliano. The Municipality of Pistoia is working on the project, which has, nonetheless, undergone significant changes, and currently presents substantial difficulties and bureaucratic procedures that need to be overcome for a successful outcome.

Around the year 2007, after having met a cooperative of Sinti, who were recovering and transporting iron materials, at the Municipality of Prato, the Associazione Synthesis Onlus and the Municipality of Pistoia suggested to the Roma communities of Brusigliano and Pontelungo to form a cooperative. Some families accepted the proposal and formed a non-profit cooperative named Pistoia Rada, involving a President from outside the Roma community. After a few months of work, the Roma noticed many irregularities committed by the President and decided to leave the cooperative. Therefore, with the help of Synthesis, they tried to create a new organisation and in 2008 they began the association Nevo Foro. With the Associazione Synthesis and the Municipality of Pistoia, Nevo Foro presented a work placement project for a year, integrated to the interventions of legal regularisation, education, training and identification of stable housing solutions,<sup>231</sup> which was launched in late 2009 with the participation of Roma and Sinti in the 'camp' of Brusigliano. The objective was to gradually bring the Roma closer to the labour market with personalised support from a tutor, and at the same time enabling corporations, voluntary and other categories of associations, economic institutions and individual companies in the area. The activities were preceded by an intervention aimed to remedy the situations of uncertain legal status of the Roma in the 'camp' and carried out by the Anti-Discrimination Centre of the Province of Pistoia.<sup>232</sup>

230 Giovanni Michelucci Foundation, *Paper projects*, available at <http://www.michelucci.it/> (accessed: 21 March 2014). Interviews with Associazione Synthesis, Pistoia, Italy: 12 March 2014 and Fondazione Giovanni Michelucci, Firenze, Italy: 12 March 2014. Questionnaires delivered to Roma inhabitants of the 'camp' of Brusigliano (February and March 2014).

231 Anti-Discrimination Centre of the Province of Pisa (ed.), *Between reality and clichés. Roma and Sinti from Pistoia* (Pistoia: January 2012).

232 See the case study "Roma are finally born". The Antidiscrimination Centre in Pistoia (Tuscany), in the present Report.

To identify the beneficiaries of the project, the social and economic conditions of each family residing in the 'camp' were analysed and individual interviews were conducted. Together with the Roma and Sinti, companies were identified that would host (without costs) traineeships and who expressed their willingness to evaluate a work placement at the end of the experience. About 20 young Roma and Sinti completed their training – from three to six months – in companies in the field of plant cultivation, in a construction firm, two warehouses, a flower shop, a restaurant and at a blacksmith. Some women interned in a laundry, while others prepared floral arrangements to sell in local markets. The trainees received scholarships from this project. At the end of the activity, however, no company was willing to take on the trainees. At that point, the Municipality of Pistoia provided funding for a second year of the project<sup>233</sup> and, thanks to the involvement of the Associazione Synthesis and the Consortium Co&So,<sup>234</sup> at the end of 2011 a laboratory of creative crafts housed in a space of Caritas was also activated.

## 2. Results and Effects of Traineeships

At the end of the second year of the project, the end of 2012, the companies still did not transform traineeships into job placements, except for one woman appointed with a temporary part-time contract at the laundry and another young man who gained a fixed-term contract at McDonald's. Currently the men of the 13 Brusigliano families have started to collect ferrous materials, but do not have the required permissions,<sup>235</sup> while the women and children of the 'camp' have returned to beg. Two brothers have regularly opened a firm that allows the Roma to carry out administrative transactions. Over the years, the young and the adults of the 'camp' enrolled in the employment centres of the area, but the lack of results and future prospects and job offers that followed traineeships and interviews, has led them to refuse further involvement in the project. Young people especially are highly demotivated and no longer active, for some time, in job seeking and job placement opportunities. The Regional Table in Tuscany, albeit without work results, considered the trial to be interesting in view of the methodological characteristics of the intervention and the fact that initiatives in this direction are very rare in Italy. Currently the Table is oriented to fund projects that demonstrate greater efficacy as per the primary objective of employment or regularisation of autonomous enterprises.

## 3. Strengths and Weaknesses

The strengths of the experience include: the active involvement of Roma and Sinti in search of companies that carry out internships; the personalised approach of job assistance through mentoring; having allowed the Roma and Sinti to be evaluated as potential employees on the basis of the learning experience in a workplace; the definite and direct confrontation of the Roma with the dynamics of the labour market, which has allowed them to practice their skills and potential employers to dispel misconceptions about the poor attitude and the unreliability of the Roma towards work; the approach of the Roma and Sinti to employment services; the integrated approach of the project (preceded by the activity of regularisation and followed by other measures of overall care of the families in 'camp' Brusigliano); the involvement of the network of regional stakeholders; the two recruitments.

Among the weak points, there are: the ability of companies to take advantage of the situation by merely hosting internships; the total dependence of the project results on funding and the absence of real elements of sustainability; the inability of public employment services to communicate with the Roma and Sinti who have addressed them to find employment opportunities despite the positive outcome of the experience; the economic crisis and the unwillingness of the companies involved to transform the internships into regular contracts.

## 4. Reasons for Failure

The reasons for the failure of work integration of the residents of 'camp' Brusigliano, can be traced back to the absence of concrete evidence of sustainability of the project, reinforced by the economic crisis and the Italian economy, as well as from having placed too much confidence in the willingness of companies to assess the trainees in terms of a potential employment once the learning experience was completed. Most likely, the final results were also affected by latent forms of discrimination on behalf of local companies.

233 The total funds committed were 30,000 EUR of the Region of Tuscany in 2009, another 50,000 EUR of the Tuscany Region through the Municipality of Pistoia in 2009 and a further 25,000 EUR spent by the Municipality of Pistoia in 2011.

234 Consorzio per la Cooperazione e la Solidarietà, see <http://www.coeso.org/> (accessed: 27 May 2014).

235 Questionnaires delivered to Roma residents of the 'camp' Brusigliano carried out in February and March 2014.

## 5. HEALTH CARE

In accordance with the Law 833 of 1978, in implementation of the articles of the Italian Constitution, no. 2 (respect for persons), no. 3 (principle of formal and substantive equality) and no. 32 (right to health and informed consent), the National Health Service (NHS) was established in Italy to provide for the delivery of health services in the public sphere to all citizens regardless of gender, residence, age, income and employment. The key principles of this legislation are universality, equality, solidarity and provision for free.<sup>236</sup> Art. 2 of the Immigration Consolidation Act<sup>237</sup> of 1998 states that “the foreigner and stateless still present at the border or in the territory of the State, regardless of their legal status, are entitled to the fundamental rights of the human person, while the same civil rights granted to Italian citizens are also afforded to those who are legally residing in the territory”. In addition, under Article 35, the state “provides care to all foreigners who do not comply with the rules on entry and residence in all public and private structures”.<sup>238</sup> The treatments that are guaranteed are those compelling or basic ones provided in clinics or in hospitals, due to illness or injury. Treatments related to preventive medicine programmes aimed at safeguarding individual and public health are also guaranteed.<sup>239</sup> The jurisdiction in the health field is divided between the central government and the Regions. The State is assigned the task of legislating on the rights and the output of benefits (the Ministry of Health mastering the regulations on each subject-matter), making sure that there is national consistency in the levels of care, while the Region is responsible for the practical organisation of the territorial hospital and health care facilities, the enforcement of rights and the provision of benefits on its territory. The Regions recognise the rights and benefits in addition to those laid out on the national level.

Very few data and information about the health status of the Roma can be found in Italy. The studies are heterogeneous, and housing and living conditions make it difficult to collect health data using a rigorous method. Those available are related to almost all Roma living in formal ‘camps’ or in informal settlements and confirm the analyses conducted at the European level.<sup>240</sup> The most significant recent collections were

- 236 The principle of gratuitousness implies that health care costs for citizens are directly covered by the NHS with a very small sharing on behalf of citizens. As a matter of fact in recent years, access to benefits has lost the characteristic of absolute gratuitousness, as a consequence of the introduction of cost-sharing mechanisms through the payment of a ticket for specific health services and the reduction of the number of those payable by the NHS. Costantini M.P., Parcels C., Attolini L., Natalucci G., *Customer care in service and care organizations* (Milan: Franco Angeli, 2002); Guiducci P.L., *Handbook of health law* (Milan: F. Angeli, 2009).
- 237 The Immigration Consolidation Act (Legislative Decree of 25 July 1998, no 286 and subsequent amendments) provides the legislative framework for the regulation of entry, stay and, in general, the legal status of foreigners in Italy, whose rules apply to nationals of states not belonging to the European Union and stateless persons.
- 238 Aurora Sordini, “The right to health protection of Roma and Sinti” (presentation, Italia Romani, Rome, 3-5 April 2014); NAGA, *Guide to rights. A guide to your rights and how to enforce them* (Milan: May 2013); Alice Ricordy, Fulvia Motta, Salvatore Geraci, *SaluteRom. Possible itineraries* (Rome: Pendragon, 2014).
- 239 In particular: equal treatment for social protection of pregnancy and maternity, voluntary abortion, as provided for Italian citizens; protection of child health; vaccinations, as per the regulations and interventions in the context of prevention campaigns; interventions of international prophylaxis; prophylaxis, diagnosis and treatment of infectious diseases and possible remediation of related outbreaks. NAGA, *Guide*, 46; Aurora Sordini.
- 240 With regard to the health status of the Roma see: Alice Ricordy, 49; Aurora Sordini; Sabrina Tosi Cambini, “Access to housing and health problems of Roma and Sinti”, in *Immigrants and the diverse*, ed. by C. Saraceno, N. Sartori and G. Sciortino (Bologna: Il Mulino, 2013). Of particular interest is the work on the relationship between children’s health and the living conditions of Roma Macedonians and Kosovans in the camps conducted in Italy by Lorenzo Monasta: Lorenzo Monasta, *Romà Macedonians and Kosovans who live in “camps” in Italy. Health status and living conditions for children from zero to five years of age. Thesis, PhD in Epidemiology* (Acapulco: Universidad Autonoma de Guerrero, 25 October 2005); Lorenzo Monasta, Nando Sigona, *Imperfect Citizenships. Report on racial discrimination of Roma and Sinti in Italy* (Spartacus, 2006); Lorenzo Monasta, *Children in the “nomadic camps”: when health becomes precarious*, available at [http://Osservazione.org/salute\\_monasta.htm](http://Osservazione.org/salute_monasta.htm) (accessed: 15 April 2014); Lorenzo Monasta, “The health condition of Roma and Sinti in the camps”, in *The legal status of Roma and Sinti in Italy*, Bonetti et al. (Milan: 2011); Lorenzo Monasta, “The ‘pseudo-scientific’ study on the health of Roma and Sinti” (presentation, Italia Romani, Rome, 3–5 April 2014).



conducted by the health area of the Caritas of Rome,<sup>241</sup> by the NAGA<sup>242</sup> Association in Milan, by the Association Physicians for Human Rights (MEDU) in Tuscany<sup>243</sup> and by the Community of Sant'Egidio.<sup>244</sup> Research conducted in 2012 by the Foundation House of Charity "Angelo Abriani" of Milan,<sup>245</sup> instead, took into account all types of Roma.<sup>246</sup> Obviously, the health conditions of the Roma, especially those referred to in the Strategy, cannot be ascribed to ethnicity but depend largely on housing conditions and, in particular, the characteristics of the 'camps'<sup>247</sup> whose location happens to be in unhealthy areas, with high noise and environmental pollution, adjacent to landfills and incinerators or to other hydro-geological risks on public grounds. In this situation, the most common diseases of children in camps have been equivalent to those typically found in the ghettos<sup>248</sup> or 'camps' for refugees in conflict zones.<sup>249</sup> Children express great discomfort as well as psychological distress,<sup>250</sup> while adults take care of their health only when they fall seriously ill and are not able to carry out work or activities for their subsistence.<sup>251</sup>

In response to this situation, the NRIS has outlined specific goals for the axis *Health and Social services*:

- favour the analysis and the methods of access to the socio-sanitary services for the Roma, paying particular attention to women, infants, adolescents, the elderly and the disabled;
- favour the access to social services and preventive medicine, with particular care for reproductive health and maternal and child health care;
- involve qualified Roma in social services and health care programmes, with the help of intercultural mediators.

The National Table on Health, coordinated by the Ministry of Health-Directorate-General Prevention, met twice in 2013 (February and November). The Table of Health is formed by: the INMP (National Institute for

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- 241 In 25 years of activity Caritas of Rome has directed and assisted more than 15,500 foreign Roma, in all possible housing solutions; the latest figures in 2012 have involved more than 1,000 Roma Romanians and Bosnians of two equipped camps in Rome. For more information: <http://www.caritasroma.it/attivita/nel-territorio/sanita/>. Alice Ricordy, 102.
- 242 NAGA is a voluntary association that deals with the protection of the rights of foreign nationals, Roma and Sinti, that operates in Milan with a medical clinic, a legal office and mobile units for the health on the road. NAGA has analysed data collected between 2009 and 2010 of 1,142 Roma patients in Milan, almost all Romanians, residents in 14 brownfield sites and unauthorised settlements, who were checked in the field by the mobile units of medicine on the road. For more information: <http://www.naga.it>. Interview with representative of the NAGA. Italy: 1 March 2014; NAGA, 2013; Colombo C. et al., "Socio-demographic situation and health status of the Roma population of Milan", in *Epidemiology and Prevention*, 35 (5-6)(September-December 2011).
- 243 MEDU worked for about two years in the spontaneous settlements of Romanian Roma in the Florence area using mobile units., that is trailers used for medical practices that regularly travel to the settlements. The data collected by MEDU between 2008 and 2009 is based on 581 medical check-ups of 277 patients. For more information: <http://www.mediciperidrittumani.org/>. Also: MEDU, *Invisible Europe. The work of MEDU in spontaneous settlements of Romanian Roma in Florence, Sesto Fiorentino* (Florence: 2010); MEDU, *Homeless City. Investigation on the streets of exclusion* (Florence: 2011); Sabrina Tosi Cambini, 2013.
- 244 Community of Sant'Egidio, *Roma and Sinti: Health Dossier. International Roma Day – April 8, 2014* (Rome, April 2014), available at [http://www.santegidio.org/pagelD/853/La\\_Comunit\\_di\\_Sant\\_Egidio\\_con\\_i\\_Rom\\_e\\_i\\_Sinti.html](http://www.santegidio.org/pagelD/853/La_Comunit_di_Sant_Egidio_con_i_Rom_e_i_Sinti.html).
- 245 The research was carried out within the project "EU Inclusive – Exchange of information and good practices concerning the integration into the labour market of the Roma population in Romania, Bulgaria, Italy and Spain." House of Charity et al., *EU Inclusive. National Report on work and social inclusion of Roma in Italy* (Milan: ed. Soros Foundation, 2012).
- 246 Having interviewed a sample of 1,668 people (half Italian and half foreign) the results were that the subjective perception of health status of people under 30 years is similar to that of the Italian population, but worsens with age and particularly for people over 50 years of age (only 27% declare good health). Women declared a worse health status than men (in respects with the majority of the population). 87% of respondents said they did not suffer from any chronic disorder, 8% indicated the presence of one or more diseases non-impeding to their work, and 5% reported illness or disability that prevented the possibility of performing work. The women reported a higher percentage of diseases (11%), which all also depends on age: one in five of the over-50s who were interviewed declared serious illnesses, and one in four declared having non-serious diseases. Romanians and Bulgarians seem to have better health than other national groups. House of Charity et al., *EU Inclusive*.
- 247 MEDU, *Homeless City*; Sabrina Tosi Cambini, 2013; NAGA, *Guide*; Associazione 21 luglio, *Children of the "camps". White Paper on the condition of Roma in housing crisis in Italy* (Rome: 2014); *Rom (A) Underground. White Paper on the condition of Roma in Rome*, Rome, 2013; *Lost souls. The plan of forced evictions in Rome: everyday stories of residential segregation and malaise* (Rome: 2012); *Excluded and massed. Report on the situation of Roma children in the equipped village of Via di Salone in Rome* (Rome: 2010). All volumes are available at: <http://www.21luglio.org> (accessed: 16 May 2014).
- 248 Associazione 21 luglio, 2014; 2013; 2012.
- 249 Lorenzo Monasta, 2013; 2012; Sabrina Tosi Cambini, 2013.
- 250 Associazione 21 luglio, 2014; 2013.
- 251 Alice Ricordy, *SaluteRom*.



the Promotion of Health, Migration and the contrast of the diseases of poverty),<sup>252</sup> the AGENAS (National Agency for regional Health Services),<sup>253</sup> the FIMMG (Federation of Doctors of General Medicine), ANCI, the WHO (World Health Organization), the FIMP (Italian Federation of Paediatricians), the Health Commission of the State-Regions Conference, the IOM (International Organisation for Migration),<sup>254</sup> the ISTAT, the Federazione Romani, the Federazione Rom e Sinti Insieme, the Associazione UNIRSI, the Ministry of Integration, the Ministry of Interior and UNAR.

## Coverage of Health Services

The right to health of the Roma depends on their legal status. Italian Roma automatically gain access to the NHS, as well as non-EU immigrants in good standing with their residence permit, while immigrants who do not comply can receive emergency or essential treatment under the STP code (Temporarily Present Foreigner) that gives them the right to the same benefits of the NHS and to drug prescriptions. EU citizens who carry out regular employment or who are students, retirees or family members of employees or that are in possession of a private insurance policy or the European Health Insurance Card (TEAM)<sup>255</sup> are entitled to the services of the NHS. EU citizens who do not have regular jobs or are not part of the above-mentioned positions, who do not have private insurance or a TEAM card, cannot acquire the STP code because they are not “illegal”, but are entitled to necessary or emergency care, including the health services related to the protection of children, maternity, termination of pregnancy, the vaccination campaigns, the international interventions of prophylaxis, diagnosis and treatment of infectious diseases. Many Regions have replaced the STP Code with the ENI Code (Europeans not-registered), a different acronym that has the same features and gives the right to the same benefits provided by STP. In Italy it is prohibited for the staff of health care services to report irregular foreigners that ask for assistance,<sup>256</sup> unless compelled by the law for Italian citizens as well. Formally, therefore, albeit in different ways, all Roma are entitled to medical and health services. In fact, given the complexity of legislation and administrative procedures, there is confusion: Roma living in informal settlements often do not have the information and awareness of their rights. In 2010, thanks to interventions in informal settlements in Milan, NAGA discovered that 94% of the patients that were visited and assisted did not have health coverage<sup>257</sup> and, to make up for this lack of information, in 2013, it prepared a *Guide to the rights* in Italian, Romanian and Serbian.<sup>258</sup> A survey concerning access to health services of Roma settlements in Rome conducted by the Lazio Region in 2012 on proposal of the Italian Society of Medicine for Migration

252 The INMP coordinated the National Table Health in 2013. The Institute was established by the Italian Parliament in 2006 as a result of the experience collected starting from the 80s in the Department of Preventive Medicine of Migration, Tourism and Tropical Dermatology of the Hospital S. Gallicano of Rome. It conducts health and social care aimed at all citizens, with particular attention to the most vulnerable, researching health promotion for vulnerable populations and migrants to counter diseases, poverty and promoting education programmes and health education. Costanzo G., “Immigration and health: the experience INMP” (paper, Perugia, 13 May 2013), in [http://www.pehrg.unipg.it/download/ImmigrazioneSaluteINMP\\_Costanzo13mag2013.pdf](http://www.pehrg.unipg.it/download/ImmigrazioneSaluteINMP_Costanzo13mag2013.pdf) (accessed: 21 March 2014).

253 The AGENAS is a national body with legal status governed by public law which plays the role of connecting and support to the decision-making in the Ministry of Health and the regional development strategies of the NHS. The Agency has detailed information on regional projects for the implementation of the priorities of the National Health Plan. On <http://www.agenas.it> (accessed: 21 March 2014).

254 The IOM launched a European project (Equi-Health) in February 2013 lasting three years to improve access to health services for migrants, Roma and other vulnerable groups, of which the Ministry of Health is the focal point for Italy through an executive that is part of the National Health Table. On [http://www.italy.iom.int/index.php?option=com\\_content&task=view&id=211&Itemid=90](http://www.italy.iom.int/index.php?option=com_content&task=view&id=211&Itemid=90) (accessed: 21 March 2014).

255 TEAM card is issued by the country of origin to citizens employed, in a given period, prior to their movement in Italy.

256 Circular 12/2009 of the Ministry of Interior.

257 According to the *EU Inclusive* research the percentage in the informal camps is 65%. According to a research of the European Agency for Fundamental Rights – FRA, *The situation of Roma in 11 EU Member States. Survey results at a glance*, (Luxembourg: 2012) – in Italy 20% of Roma respondents do not have any health coverage and similar data findings were also detected by *EU Inclusive*, according to which 74% of all respondents possess a health card. The same research has shown that the problems of access to health care concern foreigners and depend on the seniority of migrations and the housing situation. The groups of migrants coming from former Yugoslavia and settled in Italy, have managed, during the years, to get a health card, while communities formed by more recent immigrants living in unauthorised settlements do not have one. House of Charity, *EU Inclusive*, 41.

258 NAGA, 2013.

(SIMM) – GrIS network,<sup>259</sup> identifies two factors that affect the level of knowledge of health services, which act independently and that determine access to health facilities: the geographical location of the settlements and their integration into the surrounding urban area (the distance from the town, the presence or absence of connections, dispersion and visibility of the territorial services of the area), and the duration of stay of the people in a particular settlement, which is an element that can facilitate the process of integration and socialisation.<sup>260</sup>

## Registration Documents and Access to Health Services

The lack of documents is only a relative obstacle given that in theory everyone has access to health care (although many operators do not always know how to deal with Romani immigrants). Apart from the rules laid down and the difficulties of the health care system, from the point of view of access to health facilities, the Romani foreigners in Italy experience the same problems detected for the Roma in Europe, starting from the improper use of the emergency room. Several associations carry out supporting activities and often establish privileged channels of communication between the Roma and the hospitals, clinics and local health authorities in the area.<sup>261</sup> The results of a study conducted in Rome in 2012 at formal ‘camps’ and informal settlements<sup>262</sup> define a series of issues related to access to health facilities. The Roma from former Yugoslavia in possession of a valid residence permit enrol in the NHS but do not use the services correctly (the Roma often prefer to require the special STP card in order to take advantage of the clinics for foreigners rather than the physician provided on site by the NHS); Roma living in ‘camps’ tend to rely on private social operators that operate therein, especially if the settlements are equipped with clinics or health offices, and although operators often take the Roma’s place when formalities are concerned and in relations with the structures and other health care professionals; those residing in informal settlements appear extremely disoriented (it is also not unusual that Roma Romanians prefer to return to their country to access health care services, although they require payment and are lower quality than the Italian facilities); sometimes different pathways are activated in parallel for gaining access to the performance, making use of both humanitarian associations and organisations and public entities and, in some cases, taking advantage of private specialists paid by non-Roma acquaintances.<sup>263</sup> As pointed out by other researchers and associations,<sup>264</sup> choices relating to health care are strongly influenced by family networks available to the Roma, in addition to the health issues they face. In case of severe illness and/or long-term persistence it is usually preferred, in fact, to appeal to the Italian health care system (most often the decision to emigrate to Italy is due to this reason). The concerning issues also depend on the difficulty of applying the rules, due to the allocation of responsibilities between the State and the Regions. Despite the State’s role as guarantor of equity in the health field, the 21 Regional Health Systems operate in a manner that is inconsistent with one another and often derogate, especially when it comes to more vulnerable groups such as immigrants and Roma, from the Essential Levels of Assistance (LEA) and the principle of equity. An example, in this regard, is the agreement of transposition of the document *Guidelines for the correct application of regulations on health care to the foreign population by the Regions and Autonomous Italian Provinces*<sup>265</sup> approved in De-

259 The Italian Society of Medicine of Migration (SIMM) is a national policy network exchanging experiences, data, scientific evidences and political reflections on health issues at national and local level. It was founded in 1990 by organisations present all over Italy committed in the protection of the right to health assistance for migrants present in Italy. It is currently organised into territorial units named GrIS – Gruppi Integrazione e Salute (Integration and Health Groups). For more information see: <http://www.simmweb.it> (accessed 7 March 2014).

260 Alice Ricordy, *SaluteRom*, 82–84.

261 Interview with NAGA. Italy: 1 March 2014 and with ‘Cooperativa Roma Sanità’ of the Caritas Roma, Rome. Italy: 7 February 2014. Community of Sant’Egidio, *Roma and Sinti: Health Dossier*.

262 Alice Ricordy, *SaluteRom*.

263 *Ibid.*, 59.

264 Sabrina Tosi Cambini, 2013; MEDU, 2011.

265 The Agreement was published in the Official Gazette S.O. n. 32 on 7 February 2013. CRC Group, *The rights of children and adolescents in Italy. 6<sup>th</sup> Report on the updates of the monitoring process at the Convention on the Rights of Children and Adolescents in Italy from 2012 to 2013* (Rome: May 2013); Salvatore Geraci, “If Regions and Ministries disregard the rules. Implementing the State-Region Agreement, 20 December 2012”, *Il Sole 24 Ore*, 4 to 10 February 2014, Health column; interview with the Ministry of Health. Rome, Italy: 21 February 2014, with the representative of the Cooperativa Roma Sanità of Caritas Rome. Rome, Italy: 7 February 2014, with a representative of NAGA, Italy: 1 March 2014, and with INMP representatives, Rome. Italy: 12 February 2014. For more details, see the website of the SIMM that constantly monitors the status of implementation of the Agreement, on <http://www.simmweb.it/index.php?id=397> (accessed: 21 March 2014).

cember 2012 by the State-Regions Conference (see the following case study in this Chapter). The need to intervene in the misalignment of the regional legislation on health care also emerged during the hearings conducted by INMP – as coordinator of the National Table of Health – between February and November 2013, with representatives of Roma associations,<sup>266</sup> and it has been also shared by the Ministry of Health, which has expressed its willingness to work towards a change of methods of interfacing with the Regional Tables, so as to even out the health benefits of the Regions through the State-Regions Conference.<sup>267</sup>

## Access to Basic, Emergency and Specialised Services and Health Awareness Campaigns

During the November 2013 meeting of the National Table of Health<sup>268</sup> the objectives of the NRIS were discussed, beginning with the most critical issues of health for the Roma.<sup>269</sup> The discussion led to outline an array of reference for health interventions to be carried out, as defined by the meeting of two cornerstones – concerning actions of prevention and the diagnosis and treatment – with two types of transversal actions: training for operators and medical staff on the one hand, and the promotion of access to the services for the Roma on the other. At that meeting it was also decided to analyse practices already implemented to derive guidance and improve Roma access to health services. In relation to this, the Strategy – and therefore the work of the Health Table – makes explicit reference to the methodology developed between 2009 and 2010 from the health area of Caritas Rome in collaboration with the GrIS, several private social associations and with the patronage of the SIMM, though it gives no guidance for transforming this into concrete actions.

Since the summer of 2013, the NRIS initiated the project Trovarsi. Vaccinations for Roma and Sinti in Italy, coordinated by the INMP and carried out in partnership with AGENAS and the Departments of Health of the Regions of Lombardy, Sicily, Emilia-Romagna, Campania and ASL RMB in Rome. The project realises information and awareness campaigns and vaccinations in the ASL (local health authorities) involving five ASL and while reaching out to the Roma in the ‘camps’ it develops information devices for exchanging information via web and conducts a distance training for health operators. At the end of February 2014 the institutional network was established and agreements with local health authorities were defined, a mobile clinic with equipped trailers had been purchased and set up for interventions in the ‘camps’ of Rome, and an online platform for communications between the INMP and the five ASL had been developed, while the planning of the training course had to start, as well as the actions of information spreading and vaccinations (planned from March 2014). With regard to the priority given to immunisation of Romani children, it is interesting to note that several researchers and associations believe that vaccinations of children are to be avoided, not only because they are no longer an emergency, but mainly because they constitute a kind of palliative that, in fact, allows the maintenance of the status quo: “a waste of resources, that extends the time that Roma and Sinti are segregated and inert.”<sup>270</sup> As far as reproductive, maternal and children’s health is concerned, the NRIS refers to earlier CCM projects (some of which were in progress in 2012) addressed to migrants in conditions of greater disadvantage and relating to the health of new-borns, IVG prevention

266 The hearings were intended to detect “the health needs of populations actually perceived as such by the Roma”, discuss and arrive at producing a “shared and organic platform of proposals necessary to define policies for the protection of health.” This was a meeting of the Federazione Rom e Sinti Insieme, the Federazione Romani, the Association UNIRSI and the Associazione Phrala Europa (which represents mainly the Romanian Roma community living in certain areas of Rome and Bologna).

267 Interview with the Ministry of Health (21 February 2014).

268 The second meeting of the National Table of Health, which approved the transfer of the functions of the coordinator from the INMP to the Ministry of Health-Directorate General for Prevention, was held on 20 November 2013. Interview with representatives of the INMP (Rome, Italy: 12 February 2014) and with the Ministry of Health (Rome, Italy: 21 February 2014).

269 In addition, reference was made to the cessation of therapy if the symptoms should disappear, access to services only in cases of emergency and through the emergency room, the absence of the pharmacological culture, the unwillingness to forms of prevention and mistrust of health care professionals, as well as discrimination in health facilities. Interview with Ministry of Health. Rome, Italy: 21 February 2014.

270 Interview with representative of the Cooperativa Roma Sanità of Caritas of Rome. Rome, Italy: 7 February 2014; with experts in the health field. Rome, Italy: 10 May 2014; Alice Ricordy, *SaluteRom*; Lorenzo Monasta, 2013; Sabrina Tosi Cambini, 2013.

interventions, the dynamics of transcultural nursing for maternal and child care,<sup>271</sup> but does not provide operational guidance.

The measures for supporting access to basic health services, emergency and specialised health care for Roma 'camp' residents are carried out mainly by civil society organisations. As an example, the experience of the Community of Sant'Egidio<sup>272</sup> can be highlighted, which started in 2008 in the Ponticelli district of Naples, a Roma clinic opened once a week for paediatric and specialist check-ups (internal medicine cardiology, orthopaedic and gynaecological) for adults. The activities are carried out by 15 volunteer doctors, with the support of Pharmaceutical Counters (medicines are distributed free of charge in 80% of cases) and the University Federico II of Naples. Each month about 100 check-ups are conducted and 80% of the cases involve minors, who are tested for previous vaccinations so as to allow the completion of the vaccination series. On 31 March 2014 a project for the prevention and dental care was initiated by a group of dentists in Naples.<sup>273</sup>

To promote access to health care, the NRIS focuses on the role of Roma mediators (third specific objective of the axis for health). The many institutional and third sector actors operating in this field agree that this figure is indispensable for facilitating the access to and use of health services,<sup>274</sup> but due to the financial cuts in the public health care structures, their enrolment is currently not feasible (even previously health mediators were never enrolled in an organic and structured way within the health-care public system).<sup>275</sup> At present there are no data on the presence and diffusion of Roma health mediators in the public health care structures, while it is possible to underline that in the last few years they have been involved only in the framework of specific projects (carried out with local health authorities at least in Florence, Milano, Palermo, Rome, for instance).<sup>276</sup> At present a more structured experiment involving Roma health mediators is ongoing at the INMP in the health care services for immigrants and in the framework of project TroVARSi (implemented by INMP).<sup>277</sup>

## Discrimination and the Right to Medical Information, Consent and Confidentiality

Roma access to health care is hampered by forms of direct and indirect discrimination (the remoteness of health facilities from the places of residence of the Roma, the lack of sufficient resources for the cost of treatment and medicines, the complexity of the bureaucratic procedures and language barriers), which sometimes lead to health care institutions denying assistance to Roma or providing them with benefits and services of inferior quality.<sup>278</sup> Incidents regarding discriminatory behaviour on behalf of health care workers or family physicians have also been reported (rejection of physical contact, lack of professionals during check-ups or tests when required, use of racist language).<sup>279</sup> According to the associations, the Roma do not respond to these episodes by reporting complaints or by pursuing other measures to protect their rights (which may be forwarded to UNAR), with respect to the lack of information, lack of confidence

271 See National Strategy, 79–80.

272 Community of Sant'Egidio, *Roma and Sinti: Health Dossier*.

273 Since 2009, the Community of Sant'Egidio is part of the Table as regards the situation of Roma established by the Prefecture of Naples following the declaration of the state of emergency in the Region, and participates in the coordination of prevention and treatment of infectious diseases in collaboration with the health districts, NA1. In this context, it has monitored the health status of 270 people.

274 NAGA, MEDU and Caritas Roma; interview with an expert in social policies for integration of the Roma. Rome, Italy: 10 May 2014.

275 Snapshot interviews with a representative of SIMM and with a medical operator of a local health authority in Rome. Rome, Italy: 3 July 2014.

276 Project entitled "To build in the emergency: paths of health orientation 'with' and 'for' Roma people" (2010–2013), the methodology of which was also based on the enrolment and training of Roma people as health-mediators. Alice Ricordy, *SaluteRom*, 100–101.

277 In its activities INMP uses cross-cultural mediators and few Roma mediators. Interview, Rome, Italy: 12 February 2014.

278 Snapshot interviews with a representative of SIMM and with a medical operator of a local health authority in Rome. Rome, Italy: 3 July 2014. Interview with a representative of NAGA. Italy: 1 March 2014. Interview with a representative of the Cooperativa Roma Sanità di Caritas of Rome. Rome, Italy: 7 February 2014. See Alice Ricordy, *SaluteRom*.

279 Snapshot interviews with a representative of SIMM and with a medical operator of a local health authority in Rome. Rome, Italy: 3 July 2014. Interview with a representative of NAGA. Italy: 1 March 2014. Interview with a representative of the Cooperativa Roma Sanità di Caritas of Rome. Rome, Italy: 7 February 2014. Interview with representatives of INMP. Rome, Italy: 12 February 2014.

in their ability to see recognised rights, the lack of resources to invest in these operations and the difficulties associated with the management of the administrative procedures. These episodes of direct discrimination are not documented in a structured way while they are verbally reported by Roma themselves or by health care services or CSOs operators.<sup>280</sup>

The fact that physicians and health care professionals show bias against foreigners, creates an impact on the valuation of health conditions of the Roma: recent studies show how widespread beliefs are as concerns the presence of infectious diseases and the predisposition of the Roma to diseases that are genetic in nature.<sup>281</sup> On the other hand, the distrust, the latent hostility and application of stereotypes on behalf of health professionals help to increase the distrust of Roma and impede access to medical information and the practice of procedures relating to consent and confidentiality of health information.<sup>282</sup>

## Legislation on Patients' Rights and Its Implementation<sup>283</sup>

The Law 833 of 1978 established by the NHS makes the fundamental rights explicit: the dignity of ill persons, and generally of citizens that access health care; information and informed consent to health care; the physical and mental integrity. Subsequently, other measures have been issued, which establish that all citizens are entitled to benefits included in uniform and essential Levels of assistance.<sup>284</sup> In 1980, the Charter for Patients' Rights drafted by the Tribunal for Patients' Rights<sup>285</sup> was proclaimed, followed by the proclamation of approximately 100 Local and Regional Charters of Patients' Rights.<sup>286</sup> The rights included in the charters were acknowledged and integrated both in National Laws and in the Regional Legislations as per the rights of the patient.<sup>287</sup> Both the Ministry of Health and the Departments of Health (organs of Regional institutions) carry out inspections and monitor the effective implementation of the rights through bodies such as the National Agency for Regional Services or other regional bodies. With the Legislative Decree 502/1992 and Legislative Decree 517/93 and subsequent additional actions, a specific role has been assigned to organisations that protect patients and those for consumer protection such as the Tribunal for Patients' Rights, through a number of means.<sup>288</sup> In recent years, particular importance has been given to the monitoring of the application of the rights in the regional territories, considering the concurrent characters of the State and the Regions in Italy, and a great difference was found in the provision of benefits by the Regions with discrimination regarding access to and cost of services. The *Observatory on Federalism in health care* of *Cittadinanzattiva* has recorded, over the years, an increase in the differences and raised the need for greater uniformity of action. As regards the verification of the rights and responsibilities of facilities and health workers the competences are diverse in nature. Firstly, the duty to determine whether a violation is attributed to existing judicial bodies and thus the Magistrate for civil, penal and administrative matters as

280 Snapshot interviews with a representative of SIMM and with a medical operator of a local health authority in Rome. Rome, Italy: 3 July 2014; email correspondence with a cultural mediator and anthropologist operating in the field of Roma health care issues at national level in Italy from more than eight years, 3 July 2014.

281 Lorenzo Monasta, 2014; 2013; 2012.

282 Of particular interest in this regard, is the text by anthropologist Paola Trevisan "The health of the Roma: a tangled issue. Anthropological Reflections about the medical literature concerning the Gypsies", in *Folklore Research*, n. 50 (2004).

283 This paragraph was written in collaboration with Maria Paola Costantini, a lawyer expert in health law and issues.

284 Legislative Decree 502/1992; 517/1993; 229/1999.

285 The Tribunal for Patients' Rights is an association of citizens of *Cittadinanzattiva*, one of the most recognised consumer associations in Italy.

286 The rights include: the right to guarantee quality and safety of treatments; the right to information and access to documentation; the right to continuity of care and prevention; the rights of the child in the hospital; the rights of women in labour; the right of access to medicines; the right to dignity and respect of privacy.

287 Costantini Maria Paola, *Guide to patient rights* (Rome: Editori Riuniti, 1998).

288 These means involve: Auditions in Parliament or on regional levels regarding specific topics and issues; the Boards for comparison and discussion of rules that are to be introduced on national and European grounds; national monitoring that converges into annual Reports on the status of the NHS; Civic Observatory on federalism in health care specifically aimed at illustrating the situation in the various Italian regions and the Civic Audit, both implemented by *Cittadinanzattiva*. The Civic Audit consists of a critical analysis and systematic action of the health care companies promoted by civic organisations and appears as a tool available to the public to promote the quality assessment of the performance of local health centres and hospitals. It was founded in 2000 by Active Citizenship. In 2007, it signed a national programme of cooperation with the Ministry of Labour, Health and Social Policies – Health Sector to facilitate the settlement of the Civic Audit in the NHS. Over the years, 175 health care companies have been involved in the Civic Audit.



well as accounting issues. Such organs have the duty to assess matters of *malpractice*, poor organisation of facilities and health services, fairness in the provision of service from the point of view of the public health expenditure. Following verification of the existence of responsibility and incorrect behaviour, such roles are delegated to impose civil, criminal, administrative, accounting penalties.<sup>289</sup> The individual citizen has the right to take legal action in civil, criminal and administrative spheres and ask to apply sanctions. Organisations of citizens and consumers can also initiate legal proceedings, distrust institutions and facilities that are involved, take collective action for the protection of patients and of citizens users of the health service. The Ministry of Health and the Regions have powers of inspection and control the operation of health facilities and the work of professionals, with the possibility of imposing disciplinary or administrative penalties. In Italy, the Court of Accounts, a national public body with regional articulations, along with the criminal Magistrate, verifies the existence of corruption of both individual and health centres and institutions, as well as companies and private structures. Each year, the Court of Accounts and the Court of Cassation (Supreme Judiciary) draw up a Report that explains the situation and describes the actions taken to eliminate and/or reduce incorrect behaviour, as well as procedures to penalize individuals and entities that are responsible for and guilty of such actions. However, there are also independent and non-profit organisations that carry out surveys on corruption and waste in health care.<sup>290</sup>

## Coordination Between the Health Sector and Other Social Welfare Sectors

The adoption of a systemic and integrated approach to health care has been planned at the political control room and the National Tables with the participation of various ministries and key institutional and non-profit figures, and it should shape all actions and interventions that have been launched and that are under construction. Some of the national programmes of the NRIS have adopted this approach, as, for example, the Project for the inclusion and integration of Roma, Sinti and Caminanti children (RSC)<sup>291</sup> whose activities in the Roma 'camps' help to provide access to local facilities for the families involved and to promote pathways for the protection of health care. Certainly, the housing issue should be prioritised in regards to issues concerning health. However, it is necessary to note that, in spite of the NRIS, many local authorities are persevering in finding a solution in the Roma 'camps' and systematically implementing evictions, with all the effects mentioned above. The composition of the Regional Tables that have been set as of 4 April 2014 envisages the participation of the local government in charge of health policies. In addition, it is common that local authorities combine measures in support of education with measures related to the health conditions, as well as many health-related activities that want to build relationships of trust with the Roma beneficiaries, which may have implications as the registration of minors in educational institutions. In the light of these observations and above-mentioned descriptions, it is clear, however, that concrete and measurable results regarding the right to health of the Roma have not yet been achieved.

### FREE CHOICE ACCESS TO PAEDIATRICIANS

*For over two decades, Romani people who have been resident in tolerated, unauthorised and formal settlements, principally in large cities, have been affected by initiatives that aim to improve their health conditions and promote access to health care services. These often circumscribed initiatives have been carried out prevalently by civil society organisations, sometimes in collaboration with the local administration and at times without any state-structured procedures. From 2005 onwards, following the consolidation of the flow of migrants mainly from the Balkans into Italy, the Roma community have been included in several national programmes regarding prevention of health concerns in immigrants.<sup>292</sup> Contemporaneously, the health area of the Rome Caritas, which works actively for Roma health, in collaboration with the GrIS of the SIMM, has*

289 Comandè G., Turchetti G., *The responsibility for health, risk assessment and insurance* (Padua: CEDAM, 2004).

290 Among these: *Transparency International Italy* and the Centre for Research RICCS (Risk and studies on safety and health).

291 See the Chapter on Education in this Report.

292 UNAR, *Strategia nazionale*, 73–83.

succeeded in organically including various local health authorities (ASL)<sup>293</sup> from several Italian Regions within a range of experimental projects. The aim has been to spread awareness and operative procedures that have been successfully implemented by a variety of local health authorities in Rome over the past few years.<sup>294</sup> Despite this, the conditions of marginality and social exclusion in which mainly foreign Roma and those with uncertain juridical status live, determine the lack of access to health services (even where national legislation makes them available) and the hygienic/sanitary conditions particularly of minors are grave.<sup>295</sup>

The NRIS included the vaccination of Romani children among its prioritised objectives and the National Table for Health is operationally moving towards this single objective, despite the fact that some key actors (such as the *Cooperativa Roma Solidarietà* promoted by Caritas Roma, a medical operator of a health local authority in Rome working on Roma health issues or the epidemiologist Lorenzo Monasta, senior statistician of the Epidemiology and Biostatistics Unit of the Institute for Maternal and Child Health IRCC “Burlo Garofolo” in Trieste) do not consider it a priority, given that the health initiatives carried out over the last few years have already contributed to an extended vaccination cover for the children and an increased awareness among mothers. Another crucial issue for the children’s health, especially those in marginalised living conditions, is constituted by the difficulties that Romani families encounter – above all if illegally present in Italy – when requiring access to paediatric care, as highlighted by the Romani associations that were consulted by the INMP at the start of the activities of the National Table for Health. In the Italian NHS, the family paediatrician supplies homogeneous, specialist, first-level assistance for children (from birth to 14–16 years of age) across the national territory in order to ensure continuity and co-ordination among care, hospital and territorial institutions. It is, therefore, an especially important entity for migrants, as has been emphasised by the *Gruppo di Lavoro per la Convenzione sui Diritti dell’Infanzia e dell’Adolescenza* (Working Group for the Convention on Child and Adolescent Rights).<sup>296</sup>

The opportunity to support Romani children’s access to family paediatricians, including those children whose parents reside illegally in Italy, arose thanks to the subscription of the Recommendations for the correct application of the national legislation on health care for foreign citizens Agreement. It was approved on 20 December 2012 by the Standing Conference for relations between the State, Regions and Autonomous Provinces of Trento and Bolzano,<sup>297</sup> constituting the conclusion of over two years of preparatory work in the sphere of the Interregional “Immigrants and Health Care” Table which functions under the Co-ordination section of the Health Commission for the Regional Government Conference (*Commissione Salute della Conferenza della Regioni*).<sup>298</sup> The Agreement integrates the inclusive vision of rules that had already required foreign minors with parents legally residing on the national territory, unaccompanied minors, and newborn to six-month old children of those illegally residing to be registered within the NHS. As the SIMM observes, this Agreement not only responds to one criterion of non-discrimination and equity, but also to an economic calculation which ensures its sustainability, because by transferring any requests for access to first aid services to paediatricians, will reduce improper hospital admissions and their duration and there will be an increased certainty of adequate, continuous care.

293 ASL (Aziende Sanitarie Locali) are local health authorities, instrumental institutions for the regional government, under whose responsibility the financial and managerial organisation of health care lies.

294 Alice Ricordy, *SaluteRom*.

295 *Ibid.*; Sabrina Tosi Cambini, “Accesso all’abitazione”, 2013. See studies on relations between children’s health and living conditions among Macedonian and Kosovar Roma in Italy: Lorenzo Monasta, 2014; 2005; *Bambini nei campi “nomadi”*; Lorenzo Monasta, Nando Sigona, 2006.

296 “Today more than ever before, the family paediatrician, guardian of child health which constitutes global psychophysical well-being, has a central role in the care strategy for migrant children and, by establishing a continuative relation with families, in the act of prevention and health education”. Gruppo CRC, 6° rapporto di aggiornamento sul monitoraggio della Convenzione sui diritti dell’infanzia e dell’adolescenza in Italia 2012–2013 (Rome: 2013) 96. The CRC Group, working for the protection of children’s rights, is a network of Italian associations which aims to guarantee a system that independently monitors the application of the Convention on the Rights of the Children and the Final Remarks of the UN Committee in Italy.

297 Lengthy technical work and various institutional steps were required for the definition of this Agreement, allowing for its approval and publication in *Gazzetta Ufficiale S.O.* no. 32, 7 February 2013. Gruppo CRC., 2013; Salvatore Geraci S., “Se Regioni e ministero”; interview with Minister for Health. Rome, Italy: 21 February 2014, with representative of *Cooperativa Roma Sanità* of Caritas Roma. Rome, Italy: 7 February 2014; with representative of NAGA. Italy: 1 March 2014 and with representatives of the INMP. Rome, Italy: 12 February 2014. For further information, see the SIMM website which constantly monitors the state of application of the Agreement, at <http://www.simmweb.it/index.php?id=397> (accessed: 21 March 2014).

298 Ricordi A.

There is, however, a problem regarding the application of the Agreement, linked to the difficulties that Roma families have in accessing paediatricians. On the basis of the division of State and Regional power,<sup>299</sup> the Agreement delegated to the Regions the implementation of the most suitable procedures for guaranteeing health care for minors by registering them under the NHS, which is where the obstacles emerge. The Agreement is cogent but it is customary for it to be ratified by the Regions. By February 2014, only eight regions had done so but this fact does not even guarantee it is homogeneously applied. For example, despite having ratified it the Regional Government of Lazio has not, in fact, adopted it, affirming that it is not possible to register minors who are illegally resident in the regional health service (SSR) because they have no fiscal code.<sup>300</sup> In July 2013, the implementation of the Agreement was subject to serious political dispute also in the Regional Government of Lombardy which left it unratified by the Regional Council which declared that it did not want to assist “illegal minors” in free choice access to paediatricians. Following a December 2013 law suit brought by four associations<sup>301</sup> for discrimination, the Lombardy Region has since revised its position and has acknowledged backing for the SSR and the opportunity of free choice access to paediatricians for “illegally-resident foreign minors of any nationality” up to the age of 14 years (the limit of 14 years is, in fact, discriminatory, insofar as one is a minor under the Convention on the Rights of the Child until the age of 18.)

The SIMM is continuously monitoring the regional and autonomous province governments’ implementation of the Agreement by utilising a range of ten indicators, one of which deals specifically with the registration of children whose parents do not have residency permits. In this case, we are therefore dealing with a national policy which has drawn attention to the issue of children who live in illegal settlements. Unfortunately, the Agreement is not being adhered to and therefore, paradoxically, it represents a further obstacle with respect to those concerned with health service access and use, and particularly to access to paediatricians, among the Roma community. The ratification and application of this Agreement constitutes a veritable applicative Babe<sup>302</sup> to which a settled solution is both expected and desired by the Minister for Health who, furthermore, is also the co-ordinator of the NRIS’s National Table for Health.

## “REGULATIONS FOR RECEPTION, CIVIL COHESION AND INTEGRATION OF IMMIGRANTS IN PUGLIA”

### 1. Characteristics and structure of the Regional law no. 32/2009

As a result of a development process that lasted about a year, in which associations of foreign citizens and organisations concerned with the protection of migrants’ rights, social partners, experts and research centres, in addition to the local administration, were consulted, the Government of the Region of Puglia drafted, discussed and approved the Regional Law no. 32/2009, which aims

to ensure the inviolable human rights of foreign citizens present in any capacity in Puglia and promote their acceptance and integration by removing all forms of discrimination, guaranteeing equal opportunities of access and accessibility of social and health care services, and education and conciliation services, as well as of those serving the quality of life, by promoting participation in public life, mutual recognition and appreciation of individual subjectivity, cultural, religious and linguistic identity, in order to reach the possibility of achieving the goal of a civil society in Puglia.

The law was created to favour the promotion of social citizenship and accessibility of services, and the intention of the legislator made the law a facilitator of the process of inclusion of foreign citizens in the system of

299 In terms of health, the division of power entails that the task of legislating rights and granting benefits be transferred to the State ensuring equality of assistance across the nation, whereas the concrete organisation of territorial health and hospital facilities, the application of rights and the granting of benefits fall under the Regional Government’s jurisdiction when its own territory is concerned.

300 “Sanità: Tribunale per i Diritti del Malato, assicurare cure pediatriche a minori stranieri”, *ADN Kronos*, 11 July 2013. Available at: [http://www.adnkronos.com/IGN/Daily\\_Life/Benessere/Sanita-Tdm-assicurare-cure-pediatriche-a-minori-stranieri\\_32387043150.html](http://www.adnkronos.com/IGN/Daily_Life/Benessere/Sanita-Tdm-assicurare-cure-pediatriche-a-minori-stranieri_32387043150.html) (accessed: 4 April 2014).

301 Associazione per gli studi giuridici immigrazione (ASGI), ANOLF CISL Milan, NAGA and Avvocati per niente.

302 Salvatore Geraci, “Se Regioni e ministro”.

Pugliese social and health services. As many researches show,<sup>303</sup> the foreign citizens of the Roma community in Puglia are one of the many groups who have major difficulties in accessing the social and health services and thus, however not explicitly included in the contents of the law, are, potentially, a group that is a beneficiary of the legislation.

The Law 32/2009 provides an innovative regulatory framework: it sets the different levels of programming and the responsibilities of the interventions regarding immigrants, from the Region (art. 4), to the Provinces (art. 5), to the Municipalities (art. 6), reserving the functions of proposals concerning social integration to the Regional Council of migrants' integration<sup>304</sup> (art. 7). In addition, it establishes the Regional Observatory for immigration and rights of asylum (art. 8), with the purpose of monitoring migration, the needs and life and work conditions of immigrants, and discrimination and racism issues, and of verifying the impact the implementation of policies has on the regional territory. Furthermore, the law specifies the cornerstones of the policies for the integration of immigrants, including: health care assistance (art. 10), education and formation (art. 11), cultural integration (art. 12), professional training (art. 13), job placement (art. 14), policies of social inclusion (art. 15), social reception centres (art. 16), housing policies (art. 17), reception policies for asylum seekers and refugees (art. 18), measures for victims of trafficking, violence and slavery (art. 19), measures against discrimination (art. 20). After listing the conditions of rights to health care, law no. 32/2009 emphasises three fundamental elements for ensuring better access to the services and a more equitable use of the performances: the presence of cultural-linguistic mediators in health care centres who record a greater access of foreigners, particularly in the districts, hospitals, family counselling services and in STP and ENI clinics (art. 10 comma 9); the organisation of educational interventions aimed at foreigners in favour of active supply of services (art. 10 comma 10); the promotion of training programmes spread to health care and administrative personnel of the health local authorities, for health assistance based on an intercultural approach towards foreign users (art. 10 comma 11).

## 2. Results and Impacts

The same year the law was approved, by issuing a series of newsletters and notices, the Region clarified and specified the methods for accessing and using the social services and health care services on behalf of foreign European citizens and non-EU citizens. As regards the specific issue of the Roma, the law does not provide any specific intervention, although during the process of drafting and approval, in the Regional Assembly, a proposal of Decision of the Regional Committee called Rules for the social integration of nomads in Puglia was submitted with the objective of protecting and recognising the rights of Roma minorities on the regional territory and that, however, was never transformed into law.

On the whole, it is possible to report a progressive expansion of beneficiaries of care and medical assistance, as well as the other initiatives envisaged in matters of social inclusion and integration policy for foreign citizens for education, employment protection, training, housing policies, protection of victims of violence and trafficking, etc. Nevertheless, despite the formal provisions, foreign citizens, and in particular the Roma, have not always been able to fully benefit from their rights. In some cases this is due to the structural issues in the social and economic systems of the Puglia Region, to the lack of knowledge of the existence of the law on behalf of foreign citizens and due to the scarce knowledge of the law by a number of employees in the holding public offices;<sup>305</sup> in other cases it is because of an incomplete application and/or implementation of the law or its parts (failure to activate the Regional Observatory for immigration and rights of asylum, occasional recourse to the linguistic-cultural mediators or failure of the moments of targeted training to operators and foreigners as regards active services supplied in the regional area).

303 OPI, *Consultation on migration, access to services and social citizenship in the Brindisi Province. Research report* (Brindisi: Provincial Observatory on Immigration, University of Salento/Provincia di Brindisi, 2007); OPI, *The association for and of the immigrants and the degree of accessibility of services for immigrant citizens in the province of Lecce* (Lecce: Provincial Observatory on Immigration, University of Salento/Provincia di Lecce, 2008).

304 The *Regional Council for the integration of immigrants*, composed under the regional regulations of various institutional roles representing the immigrants, was activated only in February 2013.

305 OPI, 2007; OPI, 2008.

### 3. Strengths and Weaknesses

*The strong points of the law are: the consistent and complex approach to migration issues; the recognition and promotion of rights of health care for all foreign citizens, including those with illegal conditions; the prediction of interventions of promotion of health care in priority areas that are maternal and nursing care and health in the workplace; the recognition of the role and the importance of intercultural mediation and encouraging training for operators; forecasting information tools aimed at foreigners in favour of the active supply of services; the attention on the needs analysis by the institution of the Regional Observatory for immigration and rights of asylum.*

*The weak points of the law are: the incomplete application or implementation of the law and its specific parts (as mentioned above); the dependence of linguistic-cultural mediation on the approval of projects with limited time duration; postponing the training activities for operators to sporadic times and to project proposals that are not sustainable. The different local health authorities of the Region, as well as the other public offices in contact with foreign citizens, do not provide recurring and structured courses about intercultural issues in their workplaces; the failure of activating the Regional Observatory for immigration and rights to asylum, which was instituted; difficulties in reaching out to the potential beneficiaries (particularly the Roma) and guaranteeing access to the structures and the health and social services even when awareness raising actions towards foreigners were taken.*

### 4. Factors of Success and Failure

*The key to the success of the law can be seen in the comprehensive approach to the issue of migration and in the formal promotion of rights, on the whole regional territory, of foreign citizens. The elements that have partly undermined the activation of the law are mainly due to the fact that in Puglia, in general, policies for social inclusion and the prevention of the risk of social exclusion have often assumed a marginal/residual role compared to overall development policies. And the policies for health care have also been slowed down by this condition. In both cases these have been considered as localised policies, with intervention goals tied to the allocation of financial resources that are almost always determined at national levels rather than defined in the regional context and which secure the financial requirements for their achievement.*

*The main critical aspects of the Region are reported as: the provision of social and socio-sanitary infrastructures are totally inadequate to the needs and in relation to the new networks of services that must be activated; the lack of innovative residential structures for communities; the inefficiency of the immigrant welcoming centres finalised to the social inclusion in the local communities; the inadequate conditions of accessibility of the socio-sanitary structures and health care for different sections of the population; the poor conditions of access to the policies of social inclusion and to the policies of health care for migrants, especially non-EU, that work in Puglia, in particular for seasonal workers employed in agriculture; the existence of occasional interventions often not integrated with the overall network of social services, that do not have resources and visibility necessary to ensure the rights of social inclusion for immigrants; the fragmentation and substantial weakness of the regional system of social cooperation, social enterprises and the Third Sector; the absence of structured policies for combating poverty, that can see to social problems, to the risk of social marginalisation, to the insecurity of income caused by the new flexible forms of work, to the effects on the economic conditions of families determined by the deficit of services.*



## 6. HOUSING

### Measures Promoting Inclusion, Desegregation, or Non-Discriminatory Access to Housing

Despite the fact that issues relating to living inclusion of the Roma, Sinti and Caminanti (RSC) populations residing in Italy have been extensively analysed through reports, research and in-depth investigations over the past few years, despite there having been an ample record of cases of recommendations from national and international bodies reminding Italy to respect and protect the rights of minorities, and despite a series of experimental initiatives being carried out by several local administrations which show that other living situations are achievable, it would be hard to say that Italy has changed from being the 'campland'. According to the "Conclusive report on the inquiry into the conditions of RSC communities in Italy", carried out by the Extraordinary Commission of the Senate for the protection and promotion of human rights, around a quarter of the entire RSC population in Italy live in 'camps'; around 40,000<sup>306</sup> people are still forced to cope with this situation which, as the anthropologist Piasere highlighted, is the result of "local policy expanding like a disease from the cities in the north and which has been financially and legislatively supported by several Regions since the 1980s"<sup>307</sup> Even with a range of specific regional regulations (there are 12 Regions<sup>308</sup> with legislation specifically regarding the RSC communities) and by using the correct terminology when referring to 'camps' or *parking areas, authorised and equipped areas, transit areas, tolerated 'camps'*, which were implied in the decision-makers' provisions as transitional parking services for a nomadic population, ("which is proving to be itinerant in only 3% of cases even now"<sup>309</sup>) it appears that the Italian administration has no other ways of addressing the topic of living situations. Nor does it have any methods of responding to the needs of groups and communities that have become sedentary, unless by a final outcome which would lead to a common denominator: "the segregation of people living there";<sup>310</sup> not just in spatial and residential terms but also socially and culturally, "via the variation in the undertones of the accepted title of 'camp'. It seems important at this point to underline how the root of this behaviour effectively lies in a basic prejudice implicit in most regional legislation, that is, the extension of the concept of 'nomadism', of mobility and itinerancy, of needs for 'parking' and 'transit' without considering that "in contrast to what is commonly believed, the vast majority of RSC individuals in Italy are not nomadic<sup>311</sup> and actually have a sedentary lifestyle" whereas "in our country, families that still travel by caravan only represent 2-3% of RSC citizens"<sup>312</sup>

306 "It is estimated that there are around 40,000 people residing in camps in Italy, the majority of whom are are situated in the cities of Turin, Genoa, Milan, Brescia, Pavia, Padua, Reggio Emilia, Rome, Naples, Foggia and Bari", SNIR, UNAR; p.84.

307 Leonardo Piasere, *I rom d'Europa*, Laterza, 2004.

308 L.R. no.77/89 Regione Lombardia; L.R. no. 54/89 Regione Veneto; L.R. no.15/85 Provincia Autonoma di Trento; L.R. no. 11/88 Regione Friuli Venezia Giulia; L.R. no. 47/88 Regione Emilia Romagna; L.R. no. 82/85 Regione Lazio; L.R. no. 2/2000 Regione Toscana; L.R. no. 6/92 Regione Liguria; L.R. 25/02/1993 Regione Piemonte; no. 3/94 Regione Marche; L.R. no. 32/90 Regione Umbria; L.R. no. 9/88 Regione Sardegna.

309 See SNIR Document, UNAR, p.84.

310 *Segregare costa. La spesa per i "campi nomadi" a Napoli, Roma, Milano*, edited by Berenice, Compare, Lunaria e OsservAzione.

311 "This synonymy of gypsy-nomad, widespread in common discourse, has contributed to the strengthening of differential treatment towards Roma groups, the outcome of whose settlement plans has determined the adoption of criteria dictated by the notion that nomadism is an identifying feature. It involves, therefore, the importance that the theory of nomads has had within many regional laws planned for in the creation of 'areas equipped for parking and transit', endorsing the tendency of institutional policy to consider Roma and Sinti groups to be homeless or stateless people, towards whom there is a need to intervene in terms of containment", S. Tosi Cambini, S. Sidoti; "Esperienze innovative per l'Abitare di Rom e Sinti. Case, casette, baracche e roulotte", in "Atlante dell'alloggio sociale e dell'Accoglienza", Fondazione Giovanni Michelucci, ARCI Toscana, 2006.

312 Commissione Straordinaria per la Tutela e la Promozione dei Diritti Umani, "Rapporto conclusivo dell'indagine sulla condizione di Rom, Sinti e Camminanti in Italia", 9 February 2011.

Nonetheless, the anachronistic and segregated situation of the ‘camps’ and other situations of ‘informal living’ continue to characterise the geography of many urban areas in addition to the difficulties in evaluating the phenomenon precisely in the context of the large cities (Milan, Rome, Naples) and ‘unauthorised’ presences in other main towns. According to the Report “No data – No progress (June 2010)”, in the framework of the Decade of Roma Inclusion, 2005–2015, “The lack of data on the Roma community remains the greatest obstacle in assessing living conditions and in analysing the impact of national measures and policies dealing with the issue.”<sup>313</sup> But in order to avoid misunderstandings, it is necessary to specify that the objective of the *quantification* “must be located within research so as to understand the living situations of Roma and Sinti groups in Italy in depth. This entails study of living conditions, the territorial context in which they are immersed, distinctions linked to employment and schooling, relations with local institutions and – if the research is linked to migration – the state of origin, situation upon departure, and the length of time on the national and local territory. Only one type of field study, and that is rigorous and utilises a range of sources... can provide a framework upon which to pinpoint the (urgent and relatively urgent) concerns and the priorities upon which to work and dedicate resources.”<sup>314</sup>

But beyond this purely numerical aspect, the right to live in adequate housing and to choose place of residence remains one of the most problematic and dramatic aspects involving the inclusion of RSC populations. Indeed, in the field of the NRIS, together with Education, Work and Health, Housing constitutes one of the four axes of intervention that have been planned for (subdivided further into three specific objectives<sup>315</sup>), with the objective of “improving access to a broad spectrum of living solutions for RSC people, with a shared view to overcoming urgent demands and large mono-ethnic settlements definitively and with respect for local opportunities, the family unit and a strategy based on fair expatriation.”

The concept of a ‘spectrum of solutions’ recommended by the National Strategy currently appears to be the method that reduces the need for ‘space’ for RSC groups more adequately, at least from a theoretical point of view. This flies in the face of daily reports that only mention the markedly securitarian approach, of which the ‘eviction’ tool has become the most utilised. In the total absence of a more ‘social’ and shared strategy, as Tosi reminds us<sup>316</sup>, there is an “incompatibility among projects for integration and securitarian extremism, and it is worth working on this point, beginning with reconstructing public discourse.”

A virtuous attempt to diversify the services offered considering RSC living conditions – a right more than a concession – is traceable in the Tuscan Regional Law (L.R) 2/2000 “Interventions for Roma and Sinti people” which stipulates a range of alternative living solutions. These consist of areas equipped for residency, interventions for the recovery of public and private buildings for residential use, the use of social housing, support for the approval and/or unplanned maintenance of autonomously-sourced residential structures or those built by Roma and Sinti individuals, and the establishment of service spaces for artisanal employment activities.

Within the regional legislation panorama, which is ultimately the entity that can green-light any experimental measures or to identify diversified strategies, some regional governments, despite the dates of their regulations, have paved the way for new opportunities to overcome the concept of ‘camps’, over-regulated parking areas and of *nomads* definitively. This has rendered experimental measures attainable as they are in Piedmont (i.e. ‘Abit-azione’ project run by Turin Municipality, and ‘Dado’ project experience in Settimo Torinese), in Emilia Romagna (Bologna Municipality), in Veneto (Padua Municipality) and in Sicily with Messina Municipality. In Tuscany, areas for six premises in masonry for Roma groups have been set up in Florence on Via del Guarlone; in Pisa-Coltano, the old and dilapidated ‘camp’ has been replaced by 17 dwellings; yet the renowned ‘Poderaccio camp’ in Florence has been replaced by a temporary ‘village’ of wooden dwell-

313 National Strategy, 11.

314 “Osservatorio sulla condizione socio abitativa dei Rom e Sinti in Toscana”, Fondazione Giovanni Michelucci, 2013 <http://www.michelucci.it/osservatoriorom> (accessed: 21 March 2014).

315 Specific objective 4.1: “Pursue policies integrated with inter-institutional co-operation for the living provisions for RSC individuals”; Specific objective 4.2: “Promote living solutions which meet the specific requirements of RSC families”; Specific objective 4.3: “Promote information on economic resources and administrative structures available to the public administration via housing sector policies, and on real estate opportunities for RSC families”.

316 Antonio Tosi, “Le politiche abitative per i Rom e i Sinti”, in *La condizione giuridica dei Rom e dei Sinti*, Tomo I (Milano: Giuffrè, 2011).

ings, which, after ten years, has amounted to the current highly critical situation due to it being disputably labelled as 'transitory'. Special programmes for the closure of the 'camps' have been tested (i.e. the 'Rom Toscana' project for the closure of the 'Masini camp' in Florence, the 'Città sottili' programme in Pisa) pursuing – despite mistakes, difficulties and slow progress – living assistance for 90 families in housing that was available on the open market].<sup>317</sup>

Adding placement in public housing to this experiment, a practice used in several Regions, the project deals with 'cases' that fall short of being allocated a common strategy that can be easily assimilated into social housing policies, or with strategies tailored to the individual situations.

In conclusion, it is worth mentioning the institution of the National Table on Housing, foreseen by NRIS. The Table met for the first and last time (as of April 2014) in November 2013, under the responsibility of the Minister of Integration. In light of the issues discussed during the meeting, very technical, no associations were invited to the reunion. To date, the Table has not undertaken any concrete measures, mainly because of the instability of the Italian politics and because of the change of governments.

## Local Integrated Housing Approaches and Social Housing

The accessibility of social housing for RSC populations must first pass through channels of social housing policy which, in the Italian national context, almost exclusively constitutes public residential buildings (ERP), one of the remaining ways that sections of society that are increasingly excluded from the Italian property market can access housing. The continued insufficiencies in the supply of Italian public residential buildings (less than 4% in Italy, compared to 19% in France, 21% in the United Kingdom and 35% in the Netherlands) and also the lack of adequate policies<sup>318</sup> dealing with residence have ensured that the question of housing is, even now, one of the main disadvantages and concerns for large sections of the population, assuming the characteristics of an emergency.

As it is regulated by regional and municipal legislation, access to public housing amid the scarcity of opportunities provided by existing assets has been transformed into a 'competition' whereby the effect of the additional demand by those who live in disadvantaged conditions (see Romani immigrants and families<sup>319</sup>) depends largely on the insufficiency of the supply; in Italy only 8% of applicants actually gain access to ERP accommodation. This insufficiency has been aggravated over the last decade by the absence of state resources for public housing and by a significant process of alienation of assets promoted by many administrations, further reducing the already-poor social housing park. But alongside this insufficiency, which also involves the rest of the population, another obstacle for the RSC communities when accessing public housing is the legal category into which many of them fall and the conditions of their living 'characteristics' due to their residence in the 'camps'. Access to accommodation in public housing is subject to the possession of a residence permit and in some cases to a different scheme compared those who possess Italian citizenship; the legal situation of mainly Roma citizens is, in many cases, the same as Italian citizens, EU and non-EU foreigners, refugees and stateless persons. As regards the creation of ranking lists for access to public housing on a general level, despite regional or municipal diversities, it is recognised that situations of living disadvantage are aggravated by improper, unhealthy, makeshift or procured housing (reception centres or dormitories), and cohabitation and overcrowding. Interestingly, these factors are not always

317 In the second part of paragraph two cases are discussed as they concern the period after the adoption of the National Strategy (NRIS): the "equipped village" La Barbuta in Roma and the Self-Recovery Project in the Municipality of San Giuliano Terme.

318 Since 1998, the year in which the former Housing Management for Workers (Gescal) ceased to be funded through employee taxation, the State has no longer transferred resources for investment programmes in the public residential buildings (ERP) sector to the regional government.

319 "Living disadvantage, which covers a large section of the Roma and Sinti minorities in Italy, has serious repercussions on urban social life and on cohesion in local communities, as well as on the citizens' actual and perceived security, and is largely a consequence of the application of ineffective governance models which have not promoted adequate social/housing integration over the years and which have, by contrast, produced conditions of disintegration, which entails the absence of integration and the active presence of separative factors (on both Municipal territory and among the minorities themselves"; Gabriele Guazzo; "Città inclusive e abitare sociale: il caso dei Rom e Sinti in Italia"; 2010.

associated to the reality of the 'camps' or parking areas, above all if they are recognised or authorised. Paradoxically and exemplary to this issue is the situation created in Rome following the publication of the proclamation of December 2012 in which priority in the allocation of housing was given to families who are more vulnerable, or those at "serious housing disadvantage".<sup>320</sup> The 'alarm' triggered by the presence of Roma families in the ranking lists, who participated in the public scheme thanks to support provided by the voluntary sector, brought about an immediate intervention by the Housing Support Intervention Operational Unit of the Department Housing Sector Policy under the name "*Precisazioni su requisiti Bando Generale per assegnazione alloggi di E.R.P.*" with which it was specified that "in the allocation of housing the nomad 'camps' cannot be equated to the situation outlined in Category A1 as they are permanent structures."

In objection to this decision and the circular penalising and automatically excluding those who live in 'authorised camps' because they are permanent structures was a rebuke to the Rome Municipality dated 14 February 2014 on behalf of the Secretary of Amnesty International entitled "The Right to adequate housing and discrimination of people of the Roma ethnic group".<sup>321</sup> In its conclusion the complaint inquires about the measure to be adopted by the Municipality guaranteeing that the "segregation of Roma people in 'camps' can be overcome by putting an end "to the discrimination that the Roma people have suffered to gain access to social housing".

Although the reasons for the inadequate supply of public housing compared to the ever-increasing demand are certainly not due to the presence of immigrants – not least the Roma community – in the ranking lists, the subtle demarcation between rights and discrimination seems to be infringed when these categories, which are more heavily affected by living exclusion but principally by prejudice and discrimination, come into play. This demarcation eventually leads to the lists being revised and the highlighting of distinct details: the lack of adequate housing for the family unit; redefinition of unhealthy housing; 'shacks' which become dwellings, and makeshift accommodation which do not constitute cases of serious living disadvantage; and the scrupulous ascertainment of declarations.

But, due to the aforementioned reasons and those reported in the NRIS document, among the most significant data that is missing is that of the RSC community's presence in public housing and even more so their recourse to an ordinary home. But in situations where the presence of RSC populations and the relation of their involvement through instruments of project-sharing is more advanced, further in-depth and constant research can provide us with a framework, albeit partial, of a situation within which it would appear that recourse to social housing is possible and desirable.

Data on residential integration is detailed and precise from, for example, the Observatory on social-housing conditions for Tuscany's regional government, collected annually by the Fondazione Michelucci<sup>322</sup> which, thanks to the vitality of its associative context and the volunteering sector and also to the courage of several administrations that took part in various experiments in the field of housing, was able to constitute a policy model over time. This contributed to a partial modification of the usual significance and perception of the RSC presence issue.

Referring back to the annual report, details<sup>323</sup> of the official and recognised settlements ('nomad camps'), temporary villages, unauthorised settlements, private areas on which ordinary brick and wood dwellings stand, the two residential areas in Pisa and Florence with brick houses constructed expressly, the presence of Roma individuals in public housing for permanent allocation and emergency housing currently

320 "As well as listing the essential requirements to participate in the public scheme, in relation to citizenship, income, etc., the proclamation at issue specifies the conditions of priority for the attribution of scores, adopted by the Capital by resolution no. 302 of 25 October 2012. Of these, the highest score is recognised as being of those in Category A1, or " families in situations at a serious living disadvantage, ascertained by the pertinent authorities, residing together with the family in Reception Centres, public dormitories or in other suitable structures procured on a provisional basis by recognised and authorised voluntary bodies, entities and associations designated for public assistance, for continual stay in the aforementioned refuges of at least one year on presentation of the pertinent request". Joint letter to the local authorities of Rome dated 27 February 2013: Associazione 21 Luglio, Amnesty International, European Roma Rights Centre and the Open Society Justice Initiative.

321 [http://www.amnesty.it/flex/files/a/1/f/D.b5e609c2ab5db0f57a97/Lettera\\_sindaco\\_Marino.pdf](http://www.amnesty.it/flex/files/a/1/f/D.b5e609c2ab5db0f57a97/Lettera_sindaco_Marino.pdf) (accessed: 21 May 2014).

322 <http://www.michelucci.it/osservatoriorom>.

323 <http://www.michelucci.it/sites/michelucci2-dev.etabeta.it/files/QuadroRiassuntivoSito.pdf>.

(2014) show 157 families – a total of 780 people of whom 112 are in Florence and its Province, 26 in Lucca and 12 in Pisa. Excluding several isolated cases, integration in Florence has not proven difficult after the initial phases in which stereotypes and negative prejudices come into play. Over time, the experience of daily life in neighbourly relationships has improved relations. Where situations have proven more critical, an absence of accompanying actions for the Roma community as well as for the pre-existing tenants has been identified. One point of concern in daily living is provided by the elevated number of components within 'extended' Roma families; this way of conducting relations effectively renders access to ERP housing rather restrictive.

## Urban Planning & Involvement of Local Authorities and of the Society

In light of the subjects examined in other chapters and because significant processes of coexistence and social integration can be envisaged, it would thus appear absolutely imperative to close this dramatic chapter of 'nomad camps' and begin a new phase in which lifestyles and settlements, social values and the rights of the various RSC groups represent the compass point for new settlement and housing policies. In this respect, the NRIS has dedicated one of its four systemic actions to this cause, pointing out that involving local authorities and the RSC community via the development of *positive interaction* and *negotiated inclusion*<sup>324</sup> processes is a priority. But in order for this to happen – and so that Romani people can express, even through their housing spaces, their own life style and cultures that are sometimes different from those of the majority of society – the strategies to be followed must be complex and diversified inasmuch as the components of their world, the history of the family networks and the relation to the territories they inhabit are also complex and diversified.

Direct participation by the families affected by the initiatives is a precondition of any project. Anyone who works towards realising housing solutions cannot represent a substitute for the process by which socio-cultural groups become familiar and rebuild their system of meaning by linking it to a place.

The conditions of such a process should be secured via a series of supportive interventions promoting the creation of vital spatial elements that are not founded on abstract settlement accommodation but on mechanisms of participation and identification.

Two years after the National Strategy, however, there has been no record of any interventions in housing policy that have brought about projects of this type. An example of this are the aforementioned Guidelines set out by Milan Municipality, as they maintain an inclusive approach to the housing question. However, the work of the Table of the Tuscan Region is an exception as it has initiated several experiments that are being carried out.<sup>325</sup> These interventions consist of the implementation of a range of stable housing solutions tailored to the recipient families, in accordance with the EU Framework for National Roma Integration Strategies up to 2020 (EC Communication 5.4.2011), with the document on the EC Guidelines ("Guidance note on the implementation of integrated housing interventions in favour of marginalised communities under the ERDF" dated 28.01.2011) and in accordance with Regional Law no. 2 of 12 January 2000 "Interventions for Roma and Sinti populations" article 2 housing solutions) and the Consolidated text of provisions governing immigration and the status of foreigners (Legislative Decree of 25 July 1998, no. 286 and successive modifications). These interventions will be implemented with ERDF funding under the Regional Operational Programme, *POR CREO*, within the context and according to the co-financing rate of the V axis "Endorsement of indigenous resources for sustainable territorial development", Activity 5.1 "Interventions

324 NRIS, p. 46–47 "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, characterise 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 marginalisation and self-exclusion (*negotiated inclusion*). The spread of negotiated inclusion models makes possible, in fact, the creation of the conditions for the realisation of an *anti-discrimination* policy and for the growth of the social inclusion of the RSC communities into the society as a whole".

325 Before these proposals, ERDF funds had not been used in Italy for Roma people (in Campania, in fact, as described below, the project Neapolitan has never been realized).



of recovery and restoration for the urban environment and productive settlement areas for the creation and improvement of areas for collective services and spaces, of the advanced tertiary sector, as well as the implementation of public service infrastructure.<sup>326</sup>

As mentioned in the Chapter on structural requirements, in November 2010 Regione Campania stipulated the use of ERDF funds for housing purposes, even though currently their use seems not to be appropriate, raising high concern among involved key actors. The ERRC, OsservAzione, Chi Rom e... Chi No and Associazione 21 luglio sent a letter to the European Commission and Italian institutional key actors in June 2014 asking them “to investigate if the allocation of 7 million EUR for a segregated camp from EU funds is in line with the regulations of the ERDF, and if such a project genuinely aims to strengthen ‘economic and social cohesion’<sup>327</sup> As a matter of fact, the Municipal Council of Naples past 15 May 2014 approved a deliberation<sup>328</sup> concerning the building of a segregated but temporary camp for Roma (“Villaggio ROM di Scampia in località Cupa Perillo”) to be funded through 7 million EUR from the European Regional Development Fund (ERDF) 2007–2013. As outlined in the June 2014 letter,

*The Municipality plans to settle there approximately 400 Roma out of some 800 Roma (among them some 300 children), most originally from former Yugoslavia, who are currently living in the informal settlement Cupa Perillo in Scampia, which has existed for about 20 years but will now be dismantled. According to local sources, forced evictions of this community is imminent yet unannounced. The Municipality plans to start building the new camp in November but, in the meanwhile, electricity was cut throughout most of the settlement by the District Attorney and Police officers are constantly threatening the residents’ private life with repeated threats of eviction.*

*The segregated camp will not meet the minimum standards for social housing, is of a temporary nature, will be located next to a motorway and offers accommodation only to half the population of the existing Cupa Perillo camp, which is, nonetheless, to be closed down. Local authorities never clarified what will happen to the remaining ca. 400 people. The Naples Municipality established new housing standards exclusively for the Cupa Perillo camp project; these standards, openly contravene the minimum requirements established by the national law regulating housing features and will prevent the residents from obtaining the housing suitability certification which is required when applying for a number of documents, from family reunion visas to several kinds of resident permit, thereby deeply undermining their integration (...).*

## “FORMAL CAMP” LA BARBUTA

### 1. The Policy

Over the course of 2012, the local authorities of the city of Rome engaged with the housing emergency of several Romani families by constructing a formal camp (‘equipped village’), La Barbuta, with the capacity to house around 600 people. This sort of policy is positioned in full continuity with the measures taken by the previous municipal administration, whose living solutions for the Roma community have developed conceptually and materially within the ‘camps’ since the 1990s. Moreover, the construction of the formal camp is a consequence of the forced evictions which affected many Roma who were forcibly transferred to La Barbuta, as well as being an epilogue to the ‘Nomad Emergency’, which was declared illegitimate by the United Cham-

326 For further details, see *Documento sull’attuazione della strategia nazionale di inclusione dei RSC (SNIR) in Regione Toscana*, edited by S. Tosi Cambini.

327 OsservAzione, Associazione 21 luglio, Chi Rom e... Chi No, ERRC, “Letter of concern” sent on June 2014 to the European Commission, the DG Regional and Urban Policy of the EC, the European Court of Auditors, the Municipality of Naples, the Campania Region.

328 Comune di Napoli, *Seduta del giorno lunedì 15 maggio 2014. Resoconto stenografico da supporto digitale, Atti consiliari del Comune di Napoli* (Naples: 15 May 2014). Available at: [http://www.google.it/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&ved=0C-CAQFjAA&url=http%3A%2F%2Fwww.comune.napoli.it%2Fflex%2Fcm%2Fpages%2FServeAttachment.php%2FL%2FIT%2FD%2Fe%25252Fe%25252FD.f84ba70c6b5d8d2c17a%2FP%2FBLOB%253AID%253D24323&ei=-jVq1U80dM46X0QWyu0DYBg&usq=AFQjCNFfSkztr7pEAncAXFQpqrWuyj5b\\_w&sig2=mCJEolXn9vJHrh54rEgqBw](http://www.google.it/url?sa=t&rct=j&q=&esrc=s&source=web&cd=1&ved=0C-CAQFjAA&url=http%3A%2F%2Fwww.comune.napoli.it%2Fflex%2Fcm%2Fpages%2FServeAttachment.php%2FL%2FIT%2FD%2Fe%25252Fe%25252FD.f84ba70c6b5d8d2c17a%2FP%2FBLOB%253AID%253D24323&ei=-jVq1U80dM46X0QWyu0DYBg&usq=AFQjCNFfSkztr7pEAncAXFQpqrWuyj5b_w&sig2=mCJEolXn9vJHrh54rEgqBw) (accessed: 2 July 2014).

bers of the Italian Supreme Court of Cassation in April 2013.<sup>329</sup> For these reasons, the housing policy for La Barbuta must be considered in total contrast with the principles expressed in the NRIS, which – as has already been highlighted – explicitly condemns the policy of ‘camps’ and encourages local administrations to undertake alternative measures to treat the Roma population as others would be in housing emergencies.

## 2. Results, Impacts and Concerns

La Barbuta, a space under surveillance, isolated from the rest of society and ethnically homogenous, was officially opened by Rome Municipal administration in June 2012; in everyday language this space is usually called a ‘nomad camp’ and it is perceived by the majority of society, as well as by some Roma, as a place of deviance and waste. The land upon which the settlement lies is situated under the approach slope at Ciampino ‘Pastine’ international airport, beyond the GRA<sup>330</sup> and next to the Via Appia, a high-speed consular road. The area is fenced off and comprises 162 containers in straight lines, alternated with strips of asphalt and gravel. The 24 or 32m<sup>2</sup> prefabricated residential units are comprised of a kitchen, bathroom, and two or three bedrooms according to the number of inhabitants, which generally varies from four to six. As a whole, 99 families (580 people, of whom 310 are minors) live in the settlement and all of them are Roma. All of the residents, who are principally of Bosnian, Macedonian and Montenegrin origin, had previously resided in ‘tolerated camps’ which were cleared over the course of 2012<sup>331</sup> by the same administration that constructed the ‘equipped village’. In the settlement, there are no green areas or play parks for children, who spend their time in the containers and on the asphalt and gravel patches during the summer. Due to the settlement’s location outside the city and next to an airport, life in the ‘camp’ offers very few opportunities for social inclusion within the city and health care access, and, at the same time, it exposes the Roma to serious noise and environmental pollution. Back in 2009, the working group of the Epidemiological Department of the Lazio Regional Health Service, the Department of Prevention at the local health unit ASL RMH and the Lazio ARPA (Lazio Regional Agency for Environmental Protection) confirmed a correlation between the noise of the aeroplanes and the high level of blood pressure among the inhabitants of the area. The study highlights that the number of people in need of medical prescriptions for respiratory diseases is linked to the exposure to noise from the airport.<sup>332</sup>

As regards its isolated location in relation to basic services, the nearest post office, play park, cafe and supermarket are around 3km away from the ‘camp’, a distance that must be covered with a means of transport: the road to the nearest inhabited area (Ciampino) has a flow of high-speed traffic and has no pavement. Public transport passes at around 600 metres from the ‘equipped village’, a distance that would allow the Roma community to make use of the COTRAL bus service, were it not for the ticket price, which not all of the families – many of whom are numerous and deprived – can afford. As shown by questionnaires delivered to the residents,<sup>333</sup> this physical and social exclusion affects their standard of living, well-being, and mental and physical health as it does not allow them to carry out any activities outside of the ‘camp’ autonomously and easily, to enjoy recreation and play, or to increase their contact with and knowledge of society for their benefit as a whole. The loss of both human and urban reference points due to the evictions they have suffered and the physical isolation linked to the absence of economic resources consign many people to spend their time within the ‘equipped camp’, especially those without access to private vehicles. The decision to transfer the Roma families from their original settlements to La Barbuta has also had a considerable impact on the social capital available to the families, which is indispensable for many of the economic activities carried out by some of the Romani people; over the years, the current residents of La Barbuta had built a dense network of social relations that were functional, among other things, to their business ventures in their areas of origin. These latter elements, if done informally and linked to scrap iron collection, the clearing out of cellars and garages, begging

329 Ruling no. 9687/2013 of the United Chambers of the Italian Supreme Court of Cassation filed on 22 April 2013 rejecting the action brought by the Italian government against the sentence of the Council of State which, in November 2011, had declared the ‘nomad emergency’ illegitimate.

330 The Grande Raccordo Anulare (GRA) is the orbital motorway on the boundaries of the city of Rome.

331 In particular, this concerns the evictions from Via del Baiardo in July 2012, from Via Tor de’ Cenci ending in September 2012 and from the very same settlement, La Barbuta, which has been considered a ‘tolerated camp’ since 1995.

332 A study of December 2009 conducted by the working group composed of the Epidemiological Department of the Lazio Regional Health Service, the Department of Prevention of the local health unit ASL RMH and the Lazio ARPA (Lazio Regional Agency for Environmental Protection), mentioned in the civil discrimination lawsuit. Lawsuit ex art. 44 of legislative decree 286/98, art. 4 of legislative decree 215/03 and art. 702 bis of the civil procedure code, filed by *Associazione 21 luglio* and ASGI against the Municipality of Rome, March 2012.

333 Questionnaires delivered to Roma inhabitants of the ‘camp’ carried out in March 2014.

and so forth, generally require solid roots within the territory in order to be profitable, which is less likely after having relocated to La Barbuta. The transferral has also had an effect on the Romani children's schooling. According to the associations committed to activities offering scholastic accompaniment (ARCI and ERMES social co-operative), the move to La Barbuta signified an enormous step backwards on the path to achieving autonomy for minors: "When they were at Tor de' Cenci, the middle school children, by going to school on their own, had the chance to spend some time together outside of school, moments that render the scholastic environment more welcoming, but mainly times which help them build a sense of roots within a territory and those are the human relations that you carry with you for the rest of your life."<sup>334</sup> As well as having an effect on friendships and human relations outside the family – to which also the Romani children have a right, being able to choose when to go to and come back from school influences school attendance; in situations where adolescents have the opportunity to manage their relation with the school independently, they develop a sense of responsibility for their own educational direction. As one facilitator reported in an interview, "Middle school attendance has dropped dramatically (since the transferral away from Tor de' Cenci). It was inevitable. Beforehand the kids were autonomous."<sup>335</sup>

A final concern can be attributed to the discriminatory nature of the housing solution, as has already been exposed by civil society:<sup>336</sup> La Barbuta is exclusively organised for a single ethnic group and is, for this reason, in violation of Italian, European and international anti-discrimination law. The realisation of La Barbuta can be considered discriminatory based on art. 43 of legislative decree 286/98, which states that any conduct leading to a distinction based on national or ethnic origin which impairs the enjoyment of human rights, of fundamental freedoms in the political, economic, social and cultural fields and jeopardises participation in public life, constitutes discrimination. According to the same article, any act which imposes a condition of disadvantage on people because of their "condition of foreigner, or of member of a certain race, religion, ethnicity or nationality" also constitutes discrimination.<sup>337</sup> La Barbuta housing solution also appears to be discriminatory in the light of legislative decree 215/03, which states that discrimination occurs every time an individual is treated less favourably than other people in similar situations, for reasons of his/her "race or ethnic origin."<sup>338</sup>

## A SELF-RECOVERY PROJECT IN THE MUNICIPALITY OF SAN GIULIANO TERME

### 1. The Policy

In 2013, the Region of Tuscany and the Municipality of San Giuliano Terme, carried out an initiative for house allotments of 21 Romanian Roma, including nine minors, belonging to five nuclear families (initially six families were involved, however one family managed to find another housing solution). The Romani families had occupied a farmhouse after being evicted from the town of Pisa. This occupation was assisted by a voluntary association due to the lack of alternative solutions on behalf of the Pisa administration. The Social Offices in San Giuliano Terme were immediately contacted, and were willing to recognise the rights to housing of these nuclear families on the territory, as well as taking on the case and developing communication with the families and the Parish that owns the building in order to construct a housing structure for social purposes. A project of self-recovery of the propriety, which is already destined as residential structure, was designed with the Roma (some of whom are already working on the building site), by reconstructing the living spaces, working to restore the building and implementing services and facilities compliant with the regulations. The concept of the project is to recover five 50-square-metre homes for Roma families and, generally, for housing emergencies. Contemporarily, the project provides employment inclusion and family assistance – through social services –

334 Interview with the manager of an association committed to schooling, Rome, 9 & 10 July 2013.

335 Interview with an employee of the Italian Recreational and Cultural Association (ARCI), Rome, 18 July 2013.

336 In particular, Associazione 21 Luglio and the Association for Legal Studies on Immigration (ASGI).

337 See: art. 43, legislative decree of 25 July 1998, no. 286, "Consolidated law on immigration and the condition of foreigners", published in the Official Gazette no. 191 of 18 August 1998 – Ordinary supplement no. 139; <http://www.camera.it/parlam/leggi/deleghe/98286dl.htm> (in Italian).

338 See: articles 2 & 3, Legislative decree 9 July 2003, no. 215, "Implementation of directive 2000/43/CE on equal treatment between persons irrespective of racial or ethnic origin", published in the Official Gazette no. 186 of 12 August 2003; <http://www.parlamento.it/parlam/leggi/deleghe/03215dl.htm> (in Italian).

as regards health care, education inclusion, etc. The property has already been sold by the non-profit owner through an agreement with the Health Society of the Pisa area (which manages the integrated social and health facilities on the territory). The project is part of the housing policies, which should be actualised with the funding from the ERDF under the POR CREO – Axis V.

## 2. Results and Impacts

The questionnaires given to the Roma, who are currently living in the farmhouse, show a clear improvement of some aspects of their life: access to toilet facilities and to drinking water, social relations with the outside world and the surrounding neighbourhood, accessibility to health care and decreasing frequency of illnesses, better relationships within the community and fewer family conflicts, privacy, the opportunity of a space where children can play and their attendance and success at school. The negative effects of the project are limited to the timings for its realisation (years pass from the moment the idea of self-recovery of the property comes up to the finding of funds, and then to setting up and beginning the project) leaving the Roma families in a state of uncertainty. In fact, the slowness of bureaucratic administrative procedures drives people away from the project because they have no active role in the processes and, somehow, the perception that things are moving is lost to them. There are also other issues: despite the scenery and closeness to the village, the building does not have a close bus stop or nearby amenities within walking distance as these are not provided by the structure of the rural town. However, the administration is willing to find solutions that facilitate the movement of people. The most important aspect of the project is the creation of a virtuous process (the use of an asset of a non-profit organisation that is available for public use, the direct involvement of the institutions, the associations and the people that occupy the property without title) that, in addition to the important value it has in this specific situation, also represents a wider symbolic and political value in the Regional Table of Tuscany, which is directly involved in the implementation of the policy, demonstrating the quality and the effectiveness in treating social issues as such and not as part of the public order.

## 3. Reasons for Success/Failure

A positive factor of the project is the consideration of the Roma as a resource to be valued and to communicate with, rather than people to assist, as well as the investment in their “Roma skills” for realising the project currently useful in those communities, but which can become an opportunity for other population groups in difficulty in the future. This perspective allows to overcome the dichotomy Roma-Gadjé and to demonstrate to the local citizens how a project aimed at Roma people, and which makes use of the workforce and their skills, can benefit the entire community. Until today, the management aspects of the structure on behalf of the Health Society of Pisa still remains unsolved, as the latter must still draw up – in agreement with the Municipality of San Giuliano – the document that will govern the operation. Moreover, both the SDS and the Municipality currently plan to regularise the situation of the Roma with a contract of provisional allotment and not a 4+4 type of contract (equivalent to house rents), as requested by the associations for Roma. In addition, it is worth mentioning that residence – at this stage of the project – has not yet been obtained by all the Roma.

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## The Institution of the Regional Tables

Within its own system of governance, the NRIS considers the launch of regional and local tables, as well as the creation of inter-ministerial and national ones. The former, which are open to institutional and social actors, have the task of “ensuring a synergic and homogeneous realisation of the National Strategy on the territorial level”<sup>339</sup> and of informing and monitoring the territory (Regions, Provinces, Municipalities) regarding the policies to be adopted to promote the inclusion of Roma people. Indeed, the NRIS recognises the fundamental role of these bodies, in that they are responsible for social policies. The National Office against Racial Discrimination (UNAR) has therefore foreseen the creation of regional strategies and elaboration of guidelines for local administrations in order that local policies will be coherent with the Strategy itself. Furthermore, it has been established that the Tables will carry out the planning of Local plans for RSC inclusion, to be implemented, initially and experimentally, in the so-called *Ex Emergenza* Regions – Veneto, Lombardy, Piedmont, Lazio and Campania. It has been decided that, within these Regions, the UNAR’s activities will be operationally and methodologically supported by FORMEZ PA and ANCI in three distinct phases over two years (December 2012 – December 2014) and also via the support of the five Regions, as outlined in chapter I.

To date (April 2014), eight Italian Regions out of a total of 20 have put the Regional Tables into effect, that is – in chronological order: Umbria (01/2013) Tuscany (02/2013); Emilia Romagna (07/2013); Molise (07/2013); Liguria (10/2013); Marche (10/2013); Lazio (02/2014); Piedmont (02/2014). The resolutions ratifying the creation of the Tables within the aforementioned Regions have not always entailed the convocation of meetings or the initiation of work and activities, as has been the case in Liguria and Piedmont.

In almost all of the cases, the factors that have enabled, encouraged and facilitated the creation of the Tables in the mentioned Regions have to do with elements that are attributable to the sensitivity of administrators and politicians towards the topic of RSC inclusion, and to their awareness of the need for modification of local policies, rendering them more coherent with the NRIS’s stipulations. In some cases, pressure activity towards the administrations from within civil society played a role, as it did in the Lazio Region.

The obstacles faced in the implementation of the Tables concerned three main types of issue:

- Politics.
- Third sector participation (Roma or non-Roma).
- Disinterest of local/municipal administrations.

Regarding the first obstacle, in several regions it was identified that there had been a struggle to invest resources on a request that is considered marginal and unpopular such as the inclusion of Roma people. This was the case with administrations such as Emilia-Romagna, which is sensitive to the issue yet forced not only to act according to the electorate, but, above all, to deal with parties of a xenophobic standpoint, such as the Northern League. Across the various Regions, a critical aspect has undoubtedly been due to the aggravation of the economic crisis in Italy, which has had repercussions in terms of social cohesion, thus constituting a considerable obstacle in the endorsement and collection of policy consensus for RSC inclusion. The second point concerns two elements: the potential complexity in involving non-Roma asso-

339 National Strategy, *Ibid*, 34.



ciations – in that they are often very heterogeneous (as in the case of Lazio) and the difficulties linked to the participation of Roma people in decision-making processes and consultation. Primarily, as has been highlighted in the text, various interlocutors have reported the insufficient capacity of the Roma to represent themselves due to the lack of expertise on the subject, as well as the more general difficulty of being able to represent the variety of the communities and the varied nature of their needs significantly. According to some interviewees, responsibility for the Romani people's silence can also be attributed to the institutions, which are not very committed to or interested in involving the Roma. This situation is similar within the third sector which has always served as an intermediary between the Roma and the institutions and whose voice has often substituted that of the Roma people. Finally, in some Regions (such as Umbria) there has been a notable disinterest on the part of the Municipalities to participate in activities carried out by the Table, and therefore its activities have come to a standstill.

The establishment of the Tables has not actually entailed their activation; in the majority of cases, once the Tables were set up, they led to just one – generally constitutive – meeting, (as in Umbria, Liguria and Lazio). In one case (Piedmont), the Table was sanctioned but has yet to hold a single meeting. The two most interesting and active experiences, which are already producing policies and actions, concern the Regions of Emilia Romagna and Tuscany.

In July 2011 – a year before the approval of the NRIS, the latter had already set up a regional Control Room to share strategies and operational directives for policies targeting Roma and Sinti people on the territory with the local administrations, as well as to overcome any measures for RSC inclusion that are inadequate. The Regional Table of Tuscany has been able to make use of the expertise and scientific support of the Fondazione Giovanni Michelucci and its Monitoring Centre for the social and housing conditions of the Roma and Sinti people in the Region. Within the Table, all of the Romani associations present in Tuscany and numerous non-Roma associations have been involved. The first task of the Table, carried out in 2013, consisted of a 'Roma tour', a series of inspections of each authorised and recognised settlement by the Assessor for social policy and housing in the Region of Tuscany and staff. The inspections entailed a series of visits to each 'camp' and were supported by meetings with the local Mayors and Assessors and Roma and non-Roma associations. The purpose of the 'Roma Tour' has been to identify the interventional priorities on the Regional level, to reinforce the connection to the territory and to involve it in the solicitation of actions implementing the NRIS on a local level. Moreover, the Region of Tuscany is co-ordinating the launch of a series of experimental interventions for housing, that consists in a plurality of stable living solutions that address the needs of the recipient families in San Giuliano Terme (Pisa, for the in-depth analysis see the case study), Pistoia and Lucca, in accordance with the EU Framework for National Roma Integration Strategies until 2020, with the document on the European Commission's Guidelines ("Guidance note on the implementation of integrated housing interventions in favour of marginalised communities under the ERDF" of 28 January 2011) and according to the stipulations of Regional Law no. 2 of 12 January 2000 "Interventions for the Roma and Sinti populations", article 2 "Housing solutions" and to the "Consolidation Act regulating immigration and the status of foreigners" (Law Decree 25 July 1998, no. 286 and subsequent amendments). The housing solutions that have been stipulated will introduce important innovative elements for living quality and standards, typology, environmental sustainability, energy saving, the use of materials and technology, and the involvement of the recipients via recovery. The interventions will be initiated with funding from the European Regional Development Fund under the *POR CREO* (Regional Operative Programme for Regional Competitiveness and Employment), in the context of and according to the rate of funding of Priority V "Enhancement of indigenous resources for sustainable territorial development", Activity 5.1 "Interventions for the recovery and requalification of the urban environment and of areas for productive settlements aimed at creating and improving areas for spaces and services for collective use, the advanced third sector, and for the realisation of service infrastructure". As regards the priority for employment, the Regional Assessor initiated a direct dialogue with the National Analysis Centre for the Province of Prato at the end of 2013 in order to find a solution to the employment situation of the Sinti population of Prato and its Province. For years, many families have collected and recycled iron but they have not been allowed to continue this activity recently due to new regulations. Currently, therefore, their means of transport are stationary and many of their men are unoccupied. For the first time in the Region of Tuscany, an entire day was dedicated to the Genocide Remembrance of the Roma and Sinti as a part of the official celebrations for International Holocaust Remembrance Day on 25 January 2014. The event was organised following several

meetings between the Regional Assessor, the Roma Associations of Florence and Prato and the Fondazione Giovanni Michelucci. Another intervention was the recent launch (November 2013) of a project carried out with the charitable association, *Caritas*, which will involve young immigrants in activities by the civilian service at the *Sesto Fiorentino* Roma 'camp'.

The Region of Emilia Romagna constitutes another positive example amongst the Regions that set up the Table. Despite the fact that no concrete actions have been undertaken, the Table has a clear governance structure and objectives: the Region has established two Tables – one political and one technical. The latter is working intensively to pursue the objectives that were laid out by the Regional Assessor for Social Policies in March 2013 – the elaboration of a Regional Strategy of Inclusion and of a new regional law. Regarding the Strategy of Inclusion, the Table is currently in a phase of study and survey, which is functional in the drafting of the Strategy itself. However, the key point of the Inclusion Plan has already been defined as overcoming the 'camps'. To this end, the alternative solutions have been identified in the creation of micro-areas, in refurbishment, recovery, etc. However, the crux of the housing issue in Emilia Romagna involves the families that are resident in private areas for agricultural use, an issue that means the Administration has to recognise the accommodation problem as one of the urban and social needs. On one hand, there are, in fact, land-use plans according to which that specific way of living constitutes a town-planning violation, and, on the other hand, the high social and economic costs of seeking alternative accommodation must be taken into consideration (material costs, involvement of services, the interruption of autonomous living, etc). Furthermore, both solutions – the regularisation of town-planning violations or the search for alternative housing solutions – pose a significant political problem for the administration, which could easily be accused by the opposition and public opinion groups of launching measures that discriminate against the rest of the population affected by the housing precariousness. According to the interlocutors who were interviewed, and as observed in other Italian Regions, the political issue is crucial for the implementation of the Strategy and activating the Regional Tables; the Head of the Policy Service for Immigration and Social Integration reported the way in which the administration has been "snowed under by questions from Regional Councillors from the Northern League party following the statement by the Assessor [of Social Policies] to enact a law on the Roma".<sup>340</sup> The Regional Law (which constitutes the second priority objective of the Technical Table) stems from the need to repeal Law no. 47 of 23 November 1988 – which established the 'camps' and which focuses on a conceptual perspective of the protection of nomadism – and to replace it with a law that is characterised by inclusion and that takes the local needs into account. The Technical Table stipulates the elaboration of the Regional Law once the Strategy has been enacted, so that the former can become the instrument by which the latter is rendered operative. Once again, the difficulties are expected to emerge from the political opposition that laws for the benefit of the Roma communities could elicit: whereas the approval of the Strategy will be an act of the administration, the approval of the Regional Law will face a much more complex institutional procedure, since it will involve the Regional Council. A final difficulty that the Technical Table has come up against is that of the involvement of and dialogue with the RSC communities. Also in this case, the lack of an RSC representative who is fully able to further the interests and the voice of the various communities has been noted. It should be reported that the Region is working with the communities to boost political awareness and to solicit activism and capacity building, within the Roma Matrix project.<sup>341</sup> The funds available to finance the integration activities are from regional resources and the European Social Fund.

340 Telephone interview with the Head of Policy Services for Reception and Integration in the Region of Emilia Romagna, 25 March 2014.

341 Roma Matrix is a project that has been co-financed by the European Union's Fundamental Rights and Citizenship Programme with the fight against anti-Roma racism, intolerance and xenophobia as its objective. Twenty organisations across ten EU Member States are involved in the project. The project, which was launched in April 2013, will end in March 2015 and, in Italy, includes the Municipality of Bologna and the Region of Emilia-Romagna. See <http://www.migrationyorkshire.org.uk/?page=roma-matrix>.

## ANNEX II

### List of Qualified Informants

#### National Level

- Anderini Sabina**, researcher, Transnational Cooperation Project, ISFOL – Institute for Professional Training Development for Workers, Rome
- Battilomo Serena**, Director of Office X – Children’s, Adolescents’ and Women’s Health, General Direction for Prevention, Ministry of Health, Rome
- Bova Maja**, National Office against Racial Discrimination, Department of Equal Opportunities, Presidency of the Council of Ministers, Rome
- Buemi Marco**, National Office against Racial Discrimination, Department of Equal Opportunities, Presidency of the Council of Ministers, Rome
- Camarda Guido**, Italia Lavoro S.p.A., Rome
- Carbone Angelo**, Head of Cabinet of Former Minister for Integration, Rome
- Carroccia Gloria**, General Direction for Immigration, Ministry of Labour and Social Policy, Rome
- Celmi Rossella**, Project Manager, Equi-Health Project, International Organisation for Migrations (IOM), Rome
- Ciampa Adriana**, Manager of Division III – General Direction for Inclusion, Ministry of Labour and Social Policy, Rome
- Compagnucci Riccardo**, (former) Vice Head of Department for Civil Liberties and Immigration, Ministry of the Interior, Rome
- Costanzo Gianfranco**, Director of Multispecialty Department, International Relations with the Regions and Management of the Project Course, National Institute for Health Promotion in Migrant Populations and Disease Confrontation in Poverty, Rome
- D’Alessandro Laura**, researcher, Transnational Cooperation Project, ISFOL – Institute for Professional Training Development for Workers, Rome
- Fachile Salvatore**, lawyer, ASGI – Association for Legal Studies on Immigration, Rome
- Ferrari Paolo**, National Office against Racial Discrimination, Department of Equal Opportunities, Presidency of the Council of Ministers, Rome
- Fotia Filomena**, Secretary of the Cabinet of Minister for Education, Ministry for Education, University and Research, Rome
- Freguja Cristina**, Director of Central Direction for Socio-Economic Statistics, National Institute for Statistics, ISTAT, Rome
- Guarnieri Nazzareno**, President of Fondazione Romani, Pescara
- Halilovic Graziano**, President of Romà Onlus, Rome
- Jovanovic Saska**, President of Romni Onlus, Rome
- Losapio Gianpiero**, Director of Consorzio Nova Onlus, Rome
- Lanzillotto Monica**, Consultant at Immigration Office, ANCI – National Association of Italian Municipalities, Rome
- Maiorca Alessandro**, lawyer at ASGI – Association for Legal Studies on Immigration, Turin
- Monnanni Massimiliano**, Expert for Integration Mission Structure – Presidency of the Council of Ministers, Rome

- Motta Fulvia**, doctor, Head of the Roma and Sinti Area, Cooperativa Roma Solidarietà, promoted by Caritas Roma, Rome
- Orlandi Camilla**, Manager at Immigration Office, ANCI – National Association of Italian Municipalities, Rome
- Palermo Francesco**, Senator, Extraordinary Commission on the Protection and Promotion of Human Rights, Italian Parliament, Rome
- Parisse Paola**, Development Area for Institutional Capacity, quality of service and territorial competitiveness FORMEZ P.A. – Centre for services, assistance, study and training for the modernisation of public administrations, Rome
- Pavlovic Dijana**, Vice President of Rom e Sinti Insieme Association, Milan
- Pelliccia Maria Teresa**, facilitator for pedagogical competence, Manager for technical-operative planning section, Department of Youth Justice, Ministry of Justice, Rome
- Pera Costanza**, General Director for Housing Policy, Ministry for Infrastructure and Transport, Rome
- Pesarin Serenella**, General Director for Implementation of Judicial Orders, Department of Youth Justice, Ministry of Justice, Rome
- Rozzi Elena**, National tutor for the Inclusion of RSC Minors project, Turin
- Scorsino Francesca**, Collaborator at Multispecialty Department, International Relations with the Regions and Management of the Project Course, National Institute for Health Promotion in Migrant Populations and Disease Confrontation in Poverty, Rome
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### *Local Level*

- Antenucci Maria**, Regional Schools Office for Molise – Molise Region
- Attisani Rosarina Rita**, Official and Social Worker, Prefecture of Cosenza – Calabria Region
- Beneforti Barbara**, Antidiscrimination Centre, Province of Pistoia
- Bontempelli Sergio**, President of Associazione Africa Insieme, Regional Council of ANCI for Immigration and member of Table on Immigration for Province of Pisa
- Caso Roberto**, Community of Sant'Egidio, Pisa
- Cataldo Alessandra**, President of Alteramente Association, Lecce
- Coti Stefania**, Pedagogue in municipal socio-pedagogic team involved in activities for Roma people at the Panareo Camp, Municipality of Lecce
- D'Agostino Riccardo**, Co-ordinator for scholastic activities for ASAI – Associazione Animazione Interculturale, Turin
- De Bernardis Alessandra**, Department of Security and Social Cohesion, Local Policing, Civil Protection and Volunteering, Municipality of Milan
- De Luca Maria Gabriella**, President of Associazione Terra di Confine ONLUS, sez. A.I.Z.O, Associazione Italiana Zingari Oggi, Catanzaro
- De Vito Gianluigi**, Journalist for “La gazzetta del mezzogiorno”, President of Associazione Lumine, Bari
- Durando Sergio**, Director of UPM – Office for Pastoral Social Care for Migrants, Turin
- Ferritu Tiziana**, Co-ordinator of Guide-lines for RSC Inclusion, Municipality of Milan
- Ferrua Massimiliano**, Cooperativa Animazione Valdocco, Turin
- Giliotti Norma**, Director at Area Minori CIDIS – Consorzio Intercomunale di Servizi, Piemonte Region
- Halilovic Rambo**, School Operator for the Inclusion of RSC Minors project in the city of Turin, Turin
- Jucker Simonetta**, volunteer doctor for NAGA – Volunteer association for socio-sanitary assistance and for foreign citizens' rights, Milan
- Lanteri Claudia**, Director Sociale DSS 13 Levante Director for Marginality, Immigration, Integration and Socio-sanitary Sector, Municipality of Genoa

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**Mattarella Erika**, Representative Area Rom, Cooperativa Sociale Liberi Tutti, Turin

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**Merola Andrea**, Zajno volunteer association, Rome

**Osella Carla**, President of A.I.Z.O, Associazione Italiana Zingari Oggi, Turin

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This report was prepared by a civil society coalition comprising the following organisations: *Associazione 21 luglio* (Lead organisation, Roma), *Fondazione Giovanni Michelucci – Researches and Projects in social spaces* (Fiesole, Firenze) and the *Associazione Amalipé Romanò* (Firenze). The lead researcher and project manager of the coalition is Simonetta Bormioli (*Associazione 21 luglio*).

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The following organisations have been involved in advising on the report: the Decade of Roma Inclusion Secretariat Foundation, the Central European University's Department of Public Policy, the European Roma Rights Centre, Habitat for Humanity, the Roma Education Fund, and from the Open Society Foundations: Making the Most of EU Funds for Roma program and the Roma Health Project.

In 2013–2014, the Decade Secretariat has supported reports from civil society coalitions in eight countries: Bosnia-Herzegovina, Croatia, France, Germany, Italy, Montenegro, Serbia, and the United Kingdom. In the pilot year of 2012, reports from the following countries were supported: Albania, Bulgaria, Czech Republic, Hungary, Macedonia, Romania, Slovakia, and Spain.

In the reports, civil society coalitions supplement or present alternative information to Decade Progress Reports submitted by Participating Governments in the Decade of Roma Inclusion and to any reports submitted by State parties to the European Commission on implementation of their NRIS. These reports are not meant to substitute for quantitative monitoring and evaluation by State authorities but to channel local knowledge into national and European policy processes and reflect on the real social impact of government measures. The civil society reports provide additional data to official ones, proxy data where there is not official data, or alternative interpretation of published data.

The project is coordinated by the Decade of Roma Inclusion Secretariat Foundation in cooperation with Open Society Foundation's Making the Most of EU Funds for Roma program. Funding for the project comes from the OSF Roma Initiatives Office.



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