



Discrimination of Roma Communities National Report

ITALY

Workstream 1 Report NET KARD Project

Drafted by UNAR & IISMAS



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Foreword

This report on Roma and Sinti people in Italy has been produced to offer an overview of the Roma's and Sinti's condition of social exclusion and their risks of discrimination, at individual and collective level, into the Italian society. The report has been carried out within the framework of the **NET-KARD project**, a transnational project financed in the framework of the Fundamental Rights and Citizenship Programme of the European Union (DG Justice). In an integrated approach, the main aim of NET-KARD is to provide resources to key professionals in preventing discrimination against the Roma as well as to foster networking mechanisms and working methodologies among these key agents in the fight against discrimination and support for victims, namely: lawyers and jurists, police services, Roma associations and media professionals.

The aim of this national report is to provide an overview about the situation of Roma in Italy, the legislative framework to combat discrimination, the reports and data available on this issue, and the public and private organizations working in the field of the equality of treatment, and more specifically, the combat against the discrimination of Roma.

The Italian partners of this project are:

- the UNAR, National Office Against Racial Discrimination the Italian Equality Body against Discrimination – Direction General of the Department of Equal Opportunities of the Presidency of the Council of Ministers;
- IISMAS, the International Institute of Medical, Social and Anthropological Sciences, a non-profit social organisation which provides surveys, studies, training activities, sensitization campaigns and services for the development of the Roma community throughout Italy and at the European level as well.

Ever since its foundation, the National Office against Racial Discriminations has paid particular attention to the issues related to Roma, Sinti and Camminantiin in Italy. The fact that the activity of the Office is very much oriented towards this area of interest is firstly explained by examining the number of cases reporting racial discrimination received by the Contact Centre of UNAR or by Roma Associations. In some cases, UNAR has contributed decisively to the elimination of inequalities of treatment; in other cases, when the facts reported suggested a supposition of offence and no other actions were considered possible, UNAR has proceeded to inform the relevant judicial authorities. The periodic meetings with Roma associations made it possible for the Office to have an exhaustive overview on the main critical profiles characterising this people and to use the mediation activity of the association to know at close quarters their complex situation in order to identify the crucial areas for potential intervention by the State or local Authorities: housing, access to work, education, health and legal status as mentioned before. The UNAR as National Contact Point for the implementation of the Italian Strategy of Social Inclusion of Roma and Sinti people 2012-2020, is coordinating and supervising all the Italian activities for social inclusion of Roma and Sinti people.

Since 2003, IISMAS has been particularly involved in the social integration programmes for migrant and Roma people in Italy and at European level, in projects regarding assistance, treatment, research and training for social issues, equal treatment, non discrimination, health care, with the purpose of supporting the development of better life conditions for migrants and Roma people. In the last ten years IISMAS carried out various international projects of research and sensitization on issues as: Genital female mutilations in Europe, access to health and social services for migrants and Roma people in Italy; equal treatment and non discrimination, codes of conduct for social and health workers in the framework of services for migrants and Roma people.

1. The situation of Roma in Italy.

The Roma, Sinti and Caminanti people (RSC) living in Italy are characterized by the heterogeneity as for: groupings; dialects and specific linguistic varieties; and cultures. (The consecutive rounds of measures, over the years, aimed at the integration, inclusion and the legal recognition of the Roma, Sinti and Caminanti communities as a minority (national or linguistic) underline the complexity of their situation). When considering RSC communities, we are referring to: Italian citizens; citizens from other EU countries, Non-EU citizens; foreigners who were granted asylum or subsidiary protection; (*de facto*) stateless people, born in Italy from stateless parents. Moreover, at present, the RSC communities are not concentrated in a specific area but in a scattered manner, throughout the Country. The old conception, which associated these communities with the solely connotation of “nomadism” has been overcome: this term is outdated both linguistically and culturally since it does not portray correctly the current situation. More specifically, according to Piasere¹, the Roma, Sinti and Caminanti communities fall “within the so-called *polythetic* category, consisting of elements being similar in something but with different features; the flexibility of this conceptual structure has allowed, over the years, the insertion of quite a variety of people, with a different cultural background”.

Accordingly, as for the term “Roma”, this encompasses a wide range of groups and sub-groups, characterized by a number of similarities, which include the language, the way of life, the cultural traditions, and the family organization. More importantly, “over time, the cultural specificities fused themselves with elements of other population, thus creating powerful mixtures and irregular forms of life compared to the Roma archetype².”

It is estimated that nation-wide there are about 120,000/180,000 Roma, Sinti and Caminanti people: half of whom are Italian; and the other fifty percent, although made up of foreigners, is mostly in Italy, on a permanent basis. The visibility of Roma settlements in the suburbs of large urban areas of North-Central and North of Italy leads to neglect sometimes the important presence of these communities in other areas of the country as in Rome, the most relevant city for Roma presence. In Scampia (Naples), where there are over 1,500 Roma people from the former Yugoslavia, their presence dates back to the late eighties: the second generation of Roma people from the former Yugoslavia, though being born in Scampia, is made up of Italians. Also in Puglia, on the border between Molise and Abruzzo, the relevant community is largely located there, on a permanent basis. In Noto, Sicily, the Caminanti community has been living there since the late fifties (although there are still “semi-nomadic” forms amongst some of them), while the North of Italy is characterized by a predominance of a Sinti community.

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

¹ See Piasere L. (2004), *I Rom in Europa (The Roma of Europe)*, Laterza, Rome – Bari.

² Please refer to Lapov (2004), as quoted by Catania D. and Serini A. (ed.), *The circuit of separatism. Best practices and guidelines for the Roma situation, in Convergence Objective regions*, Armando Editore, UNAR, Equality Rights Integration, Rome, 2011.

2. How many Roma and Sinti live in Italy?

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

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

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

The Roma populations originating from the Eastern Countries and Asia have been in Italy for over six hundred years.

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

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

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

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

At the end of the nineteenth century, especially between the first and second post-war, it was recorded the arrival from Eastern Europe, of about 7,000 Roma people of *Harvati*, *Kalderasha*, *Istrian and Slovenian* origin (second migration flow). While the third group (third migration flow), being much larger with about 40,000 Roma people of *xoraxanè* (Muslims from the former Yugoslavia), *dasikhanè* (Orthodox Christians of Serbian, Macedonian and Croatian origins), *Arlija / Siptaira* (of Kosovar and Macedonian origin) and Romanians origin, arrived in Italy, between the 60's and 70's.

In the second post-war, Italy already had a complex “geography of groups”, many of whom were well-integrated in the agricultural sector in both the regions of North (as is the case with Sinti people being in the Po Valley) and regions of the South of Italy. However this integration process was affected by industrialization and the mechanization of agriculture in the Centre-North and North-East of Italy, which forced the Roma and Sinti communities to move to medium and large-sized cities. Subsequently it emerges the last significant migration flow (the fourth), which is still ongoing, albeit with ups and downs, following: primarily, the collapse of communist regimes in Eastern European countries (1989-1991); the war in the Balkans; and more recently, the EU enlargement to East (especially with arrivals from Romania and Bulgaria).

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

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

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

As indicated, there is an average of about 140,000 Roma people (around 0.23% of the total population), most of whom are children and youngsters based in Italy, with Italian nationality. They can be divided into three main groups in relation to the citizenship and period of immigration:

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

In addition to these groups, mention has to be made of those irregular Roma people, whose exact number has not been set yet, officially. For example, the Prefecture of **Rome** detected the presence, on the local territory, of **12,000/13,000** irregular Roma

people, compared with **7,000 regular Roma people** living in around 20 unauthorized camps.

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

3. Social exclusion and discrimination

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

In some cases, these housing solutions are the result of private choices made by the RSC people, motivated by the fact that this type of settlement is more suited to accommodate extended family groups.

However, given the lack of employment opportunities locally, the RSC people tend to develop forms of commuting in search for earning opportunities. In this case, the relevant macro-area mainly refers to large-sized municipalities.

More generally, members of these communities face complex economic and housing conditions.

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

The location in the so-called "nomad camps" negatively fosters segregation and hinders any process of integration/inclusion. However even when considering those situations in which they have found more stable forms of housing, it emerges a situation of ghettisation and/or self-segregation, which hamper the process of integration/inclusion. Social exclusion experienced by the RSC people is determined by complex and interrelated causes, involving both the host society and the RSC communities themselves.

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

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

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

4. A strategy for social inclusion of Roma and Sinti in Italy

With the aim of providing International Organization, especially the European Union, with those answers, which are still missing to date, Italy elaborated its first national Strategy, between December 2011-February 2012. This will guide, in the coming years (2012-2020), the effective inclusion process of Roma people, specifically Roma, Sinti and Caminanti communities (acronym in Italian, RSC) within the Italian society (The aim is to definitively overcome the emergency phase, which has characterized the past years, especially when intervening in and working on the relevant situation in large urban areas). The main axes of intervention involve, to a different extent, many Authorities with a variety of roles, tasks and competencies: All of them are participating in this structured exercise, in a coordinated manner. A political control room (*Cabina di regia/tavolo politico inter-ministeriale*) has been thus established by the Minister on International Cooperation and Integration jointly with the Minister of Labor and Social Affairs, the Minister of Interior, the Minister on Health, the Minister on Education, University and Research, and the Minister of Justice (in which representatives of regional and local Authorities, including mayors of large urban areas, as well as representatives of the Roma, Sinti and Caminanti communities living in Italy, have been involved too).

The above control room's action will continue, on a regular basis, over time, by availing itself of UNAR that has been designated as the relevant National Focal Point (NFP). This is taking into full consideration past experiences while concluding a certain number of initiatives already underway, particularly in the following fields: "housing"; cultural mediation services; school dropping-out, besides coupling its previous actions with new activities in the other relevant fields.

More specifically, this Strategy envisages, as follows:

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

The National Strategy was drafted in consultation with Civil Society Organizations (acronym, CSOs), including representatives of the communities concerned. The National Tables/Working groups referring to relevant Axes involve Roma and Sinti representatives. More importantly, the so-called Unified State-Region Conference is promoting the implementation of the national Strategy at the regional and local levels. A National Table involving Italian Regions has been established to this end. Some Municipalities, such as Milan, Bologna, Genoa etc. have already introduced a Plan of local inclusion in line with the national Strategy: Many more municipalities are expected to do likewise.

At regional level, the Regione Liguria, Emilia Romagna, Toscana, Umbria, Marche, Lazio, Molise, Campania, Calabria, Puglia and Sicilia created their own plans of action for social inclusion of Roma and Sinti, in cooperation with the NCP.

The UNAR, with its institutional role, in these years got an exhaustive overview on the main critical profiles characterising Roma people and to use the mediation activity of the association to know at close quarters their complex situation in order to identify the crucial areas for potential intervention by the State or local Authorities: housing, access to work, education, health and legal status as mentioned before. Furthermore, the work done together with the associations has had the precise aim of informing this community about their rights and protective measures that the Italian legal system offers to the victims of racial discrimination.

As a support of associations, together with training opportunities, as for the past years, in 2010 UNAR issued a public notice of € 900.000 for the presentation of projects for the analysis of factors, processes and best practices related to ethnic and racial discrimination open to all the non profit associations and institutions. Some of the financed proposals had been projects for the protection of basic rights and the fight against the discrimination of Roma and Sinti communities, focussing in particular on access to work, health, education and housing. These positive actions were aimed at avoiding or compensating for disadvantageous situations linked to the Roma and Sinti social exclusion. In 2013, it is going to issue another public notice of € 500.000 euro, for the presentation of projects focussing in particular on access to work and promoting the fight against discrimination in the access to the labour market and the promotion of work inclusion activities, and the implementation of entrepreneurial experiences involving Roma and non-Roma as well.

Another important step towards the needs of the Roma community present in Italy, came under article 1, paragraph 1267 of Law no. 296 dated December 27, 2006 (Financial Act 2007), which set up a fund called “Fund for Social Inclusion of Immigrants” at the Ministry for Social Solidarity. The fund was allocated the amount of 50 million Euros for the year 2007 and some of these projects ended in 2010. It is important to point out that among the identified priority areas on which to focus the funded interventions there were measures towards access to housing for Roma, Sinti and Camminanti communities. A further area of intervention to facilitate access to education and school orientation for Roma children and to facilitate the relationship between families and school institutions was also envisaged.

Apart from the intervention already carried out with the resources of the “Fund for Social Inclusion of Immigrants”, it is relevant to highlight that within the National Strategic Framework for Structural Funds for the period 2007-2013, the Department for Equal Opportunities has prepared action Plans envisaging organised interventions in favour of Roma communities through the European Social Fund and European Fund for Regional Development, to be agreed upon by the relevant management authorities.

In particular, within the framework of European Social Fund PON GAS 2007-2013 Axis D equal opportunities and non discrimination, the following action, to be managed directly by UNAR, has been envisaged: “Promotion of the governance of policies and tools for social inclusion and fight against discrimination of Rom, Sinti and Camminanti communities”. The aim of the action is to eliminate any discrimination and favour a larger participation to the processes of economic and social development of Roma, Sinti and Camminanti communities in the regions under the Convergence Objective (Campania, Basilicata, Calabria, Sicilia, Puglia).

The economic resources allocated amount to 3 million Euros over a six-year period.

As for activities also referable to the European Fund for Regional Development PON GAT, support action for the Regions has been envisaged. The activities of the Regions aim to ensure to the population at risk of social exclusion, in particular that of Roma and Sinti origin, equal access to social and local services, in conformity with the new European programme for the period 2007-2013 envisaging specific areas of intervention aiming at the increase of social and local cohesion.

The interventions are planned for four regions under the Convergence Objective (Calabria, Campania, Puglia and Sicilia) and the economic resources available amount to 1,410,000.00 Euros.

UNAR participates in EUROMA, European Network for the social inclusion of Roma, coordinated by the Spanish European Social Fund management authority and by the Fundacion Gitano as representative for Italy and is itself part of the working group for the social inclusion in EUROMA. EUROMA network is financed by the European Commission and aims at increasing the use of structural funds by local institutions for action in favour of the social inclusion of the Roma community. The documents and discussions emerging by the group, and by the cooperation with the Fundacion Gitano, are exchanged by Italian partners with local authorities, for enhancing of ESF support of their actions in favour of Roma and Sinti people. Some of the activities carried out by the Fundacion Gitano during these years are going to be promoted as “good practices” in the framework of the Italian regional and local authorities.

In the same effort of offering tools for local authorities and administrations, in 2011 UNAR translated and published the OSCE ODIHR Status Report 2008 for the implementation of the OSCE Plan of Action, disseminating the Plan and the Report to the Italian local authorities.

As for awareness initiatives, an area of intervention that UNAR considers vital for the fight against stereotypes of Roma and Sinti, Another important project that UNAR has been carrying out since 2010 is the Dosta Campaign, promoted by the Council of Europe and concerning the fight to prejudice and stereotypes against Roma and Sinti through a global strategy based on dialogue and mutual knowledge.

This initiative has already been introduced in various eastern European countries: Albania, Bosnia and Herzegovina, Montenegro, Serbia, Slovenia and the former Yugoslav Republic of Macedonia. Carrying out this campaign in our Country also has a symbolic value since Italy was one of the first countries within the European Union to use this awareness raising tool which has produced excellent results so far.

In order to carry out the Campaign, the Office has set up, by means of a decree, a technical panel for a permanent coordination with the Roma and Sinti associations and federations. This panel has met several times drawing up the essential profiles of the campaign, gathering ideas, projects and initiatives to be organised throughout the country. The activities of the campaign, funded with a budget of 200,000 Euros per year, have been involving in the last two years 35 Italian cities with public exhibitions, concerts, cultural and sport events, theatre pieces, publi debates and confrontations among Roma associations and local authorities.

A special attention has been put in 2011 to the training of journalists. With the event ROMNEWS, training courses for professional journalists have been held in Rome, Milan and Naples, with a huge presence of professionals coming from the Italian national TV and the most important newspapers. At school level a dissemination of a tool-kit with spot and movies for a better knowledge of Roma world have been disseminated. A television advertisement and promotional videos were produced and

broadcasted on the national TV network and on video screens in subway stations and on buses in some cities. It is important to point out that a video spot with the Roma actress Dijana Pavlovic and the Roma winner of the Italian 2010 “Big Brother” edition Ferdy Berisha has been produced and distributed through TV stations and public transportation video networks, with a relevant audience and a strong sensitization impact against prejudice on Roma.

The house organ on Roma issue of UNAR is “InfoRom”, an on line newsletter arrived to the N. 31 on May 2013. There is also a specific booklet named “Quaderni LIL”, with thematic issues on participation, housing, labour, health, education.

5. Anti-discrimination laws

The persistent prejudice directed at the Roma by the Italian population means that this group continues to be one of the groups that most suffers hostility and marginalization.

With the aim of combating discrimination against Roma people, as well as against every other citizen, Italy duly bears this specific obligation as State Party of the UN Convention on the Elimination of All Forms of Racial Discrimination since its ratification, by Act No. 654 of October 13th, 1975. Since then, and over the years, Italy presented its consecutive periodic reports to the CERD Committee and continuously committed to broadly disseminating the results of such considerations and the relating Concluding Observations, nation-wide. On a more specific note, the Italian legal system aims at ensuring an effective framework of guarantees by fully and extensively guaranteeing the fundamental rights of the individual, including by a wide range of protection tools which encapsulate the principle of non-discrimination, as set out at **Art. 3** of the Italian Constitution: “All citizens enjoy equal social status and are equal before the law, without any distinction as to sex, race, language, religion, political opinions, and personal or social conditions.”

Further, in line with the guiding principles contained in Art. 29 of Community Law No. 39/2002, the Italian Government promptly translated EU Directive 2000/43 by Legislative Decree No. 215 of July 9th, 2003, which provides significant regulatory and administrative provisions concerning the protection against all forms of discrimination on grounds of race or ethnic origin, according to a comprehensive approach based on the principle of equal treatment in the public and private sectors, with respect to: access to employment; occupation; guidance and vocational training; membership of workers’ or employers’ organizations; social protection and social benefits; primary healthcare; education; judicial protection of victims by civil actions against discrimination, including presumptive proof in favor of the victim and compensatory measures in the event of damage.

The current Italian legal framework (see the so-called Mancino Law) includes specific provisions to combat racist and xenophobic speech, including actions directed to spread ideas grounded on racial or ethnic, national or religious hatred and the incitement to commit acts of violence or of provoking violence on a racial ground. The legislation in force punishes also the constitution of organizations, associations, movements or groups which have, among their aims, the incitement to discrimination or to violence motivated by racial, ethnic or religious motivation. It also provides for a special aggravating circumstance for all the crimes committed on the ground of

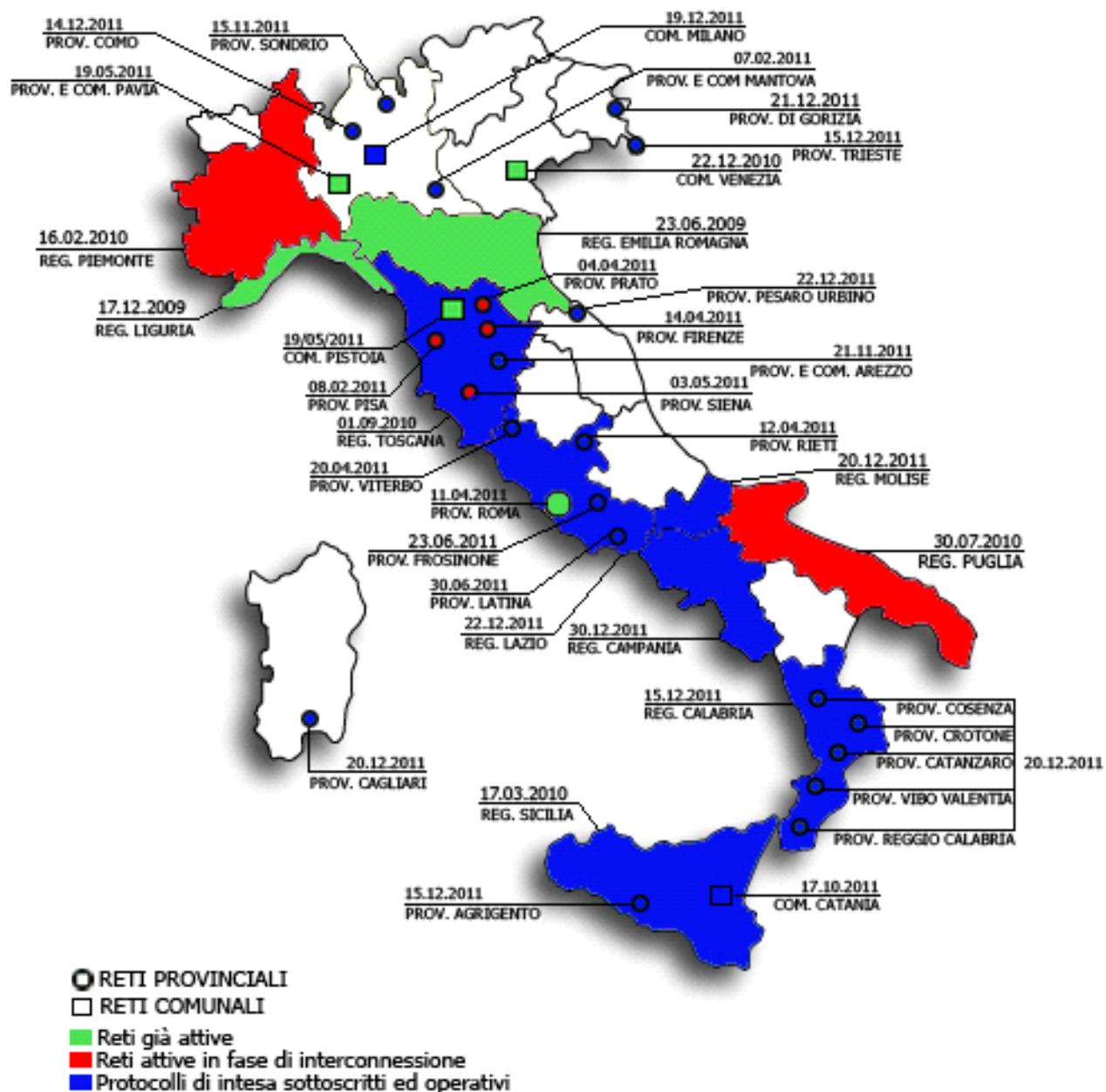
discrimination or racial hatred. These provisions have been mentioned in several recent judgments of the Italian Courts with regard to conducts, including for instance by speeches, with the purposes of discrimination or ethnic, national, racial or religious hatred, which, more importantly, will be extended to the cases relating to sexual orientation, gender identity or peculiar physical or psychological conditions of the victim (the ratification of the Optional Protocol to the Cybercrime Convention of the Council of Europe should provide an opportunity to debate on a comprehensive reform of the legislation in force).

6. How to tackle discrimination against Roma

Regarding the monitoring of cases of discrimination, the UNAR Contact Center, following the reorganization of this service which was launched in 2010, has achieved, over the last three years, the effective increase in the emergence of such phenomena, mostly submerged, passing from 373 investigations in 2009 to 767, in 2010, up to 1000 investigations run in 2011 and 1500 cases in 2012, with an overall growth in the biennium, amounting to 400%. In 2011, the Contact Centre received 20,068 in-bound calls against 11,100 in-bound calls recorded in 2010.

Similarly, pursuant to Article 44, paragraph 12 of Lgs. Decree No. 286/1998, UNAR initiated a process of institutional dialogue with local Authorities in order to define an integrated network of regional centers and territorial observatories against discrimination, which led, after an experimental phase in some regional areas, to the adoption, by an ad hoc Decree of October 24, 2011, of specific national guidelines - shared with Regions -, indicating the functional requirements for the uniform launch of anti-discrimination centers and observatories. This activity has been supplemented by ad hoc agreements with 11 regions, 38 Provinces and 5 municipalities (including Milan, Rome and Venice) that, by 2013 - based on a significant and widespread training of local operators, carried out directly by the Office - are interconnected with the computer system of the UNAR Contact Center, so as to allow more effective monitoring of the relevant phenomena and the establishment of a single data-base.

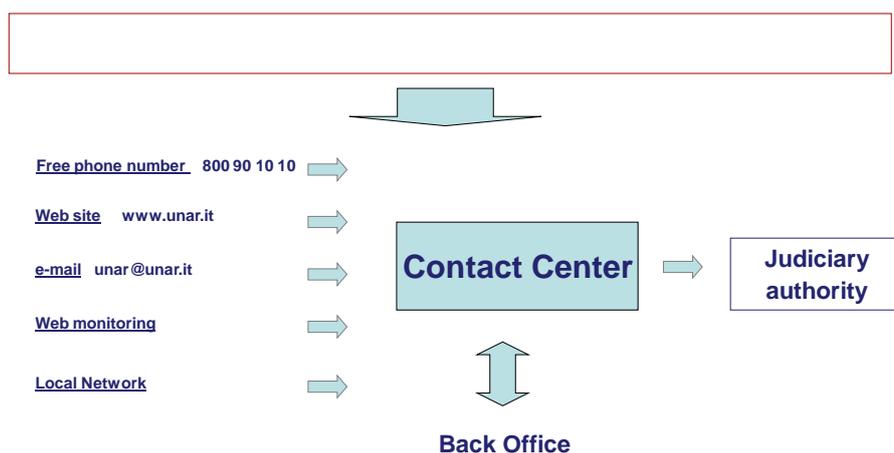
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The above action of systematic taking charge of discrimination cases is supplemented by: an agreement, UNAR signed with the Ministry of Interior for the establishment of **OSCAD** (standing for *Observatory for the protection against discriminatory acts established by the Ministry of the Interior* (including the Postal Police); and another agreement with the *Office of the National Equality Councilor*; the prompt establishment of a permanent research center against ethnic and racial discrimination (CERIDER); the network of specialized anti-discrimination mediators (which will increase the free legal aid to victims); and three thematic back-offices on

disability, age and sexual orientation, respectively, already operating on an experimental basis since last October within the Convergence-Objective regions (Calabria, Campania, Puglia and Sicily), **to which it has been added in 2012, an additional back-office specialized in investigations concerning potential discriminatory events and acts against Roma communities.**

UNAR Contact Center



2

From the above detailed framework of activities and initiatives, it emerges that within the subsidiary governance Strategy for the prevention, the fight and the removal of discrimination - being prepared by the Office -, the above Contact Center is at the core of the system.

Of this system, it is worthy of mention, as follows:

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

geographical areas being covered by the agreements with the RSC communities and with all NGOs operating in the field of non-discrimination.

Additional relevant activities refers to:

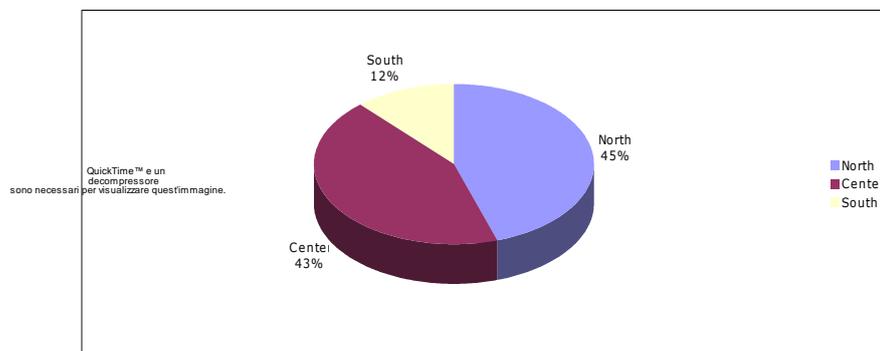
- The effective operational launch of the **database and IT system for the monitoring** of the phenomena of discrimination in the newspapers, TV and Radio programs, and new media, so as to envisage a specific thematic area dedicated to discrimination, stereotypes and prejudices to the detriment of the RSC Community. In this regard, if existing, the previous experiences made locally by territorial centers and observatories associated with the above network will be considered too;
- The launch within the UNAR Contact Center and in relation to the anti-discrimination database, of an **additional thematic back-office, specifically responsible for the** investigations regarding alleged discriminatory conducts against the RSC communities.

Nr. of Cases of discrimination against Roma and Sinti

In the framework of around 1500 cases of discrimination managed by the UNAR's contact center in 2012, the complaints concerning discriminations against Roma citizens had been 58:

Contact center: Discriminations against Roma people

2012: 58



Northern: 23

Milano: 8

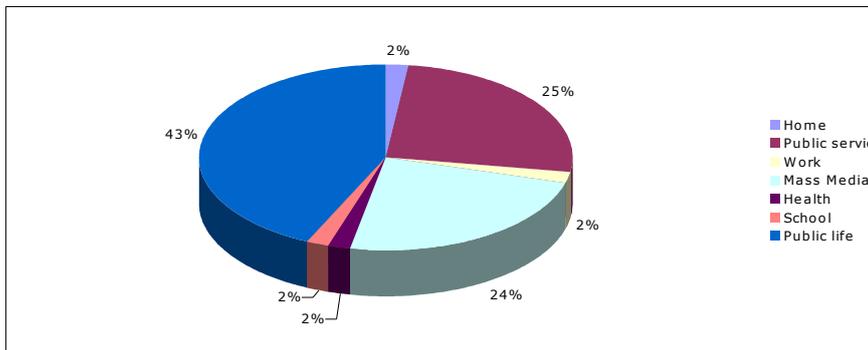
Firenze: 6

Bologna: 5

Central: 22

Southern: 6

Contact center: Discriminations against Roma people



Home: 1 Public service: 13 Employment: 1
Mass Media: 12 Health: 1 School: 1 Public Life: 22

4

7. Hate crimes, racial hatred use of racist and xenophobic opinions

The Italian legal system envisages specific laws against racist and xenophobic manifestations, which include the manifestation of thoughts aiming at spreading ideas based on racial or ethnic superiority or hatred and at the incitement to commit deeds of discrimination or violence for racial, ethnic or religious reasons.

The current criminal regulations on racial and ethnic discrimination are stated under Law no. 654 dated October 13, 1975, ratifying and applying the International Convention on the elimination of all forms of racial discrimination of 1966, as amended by Law no. 205 dated June 25, 1993 (known as Mancino's law) and by Law no. 85 dated February 24, 2006.

In addition to the offences mentioned above, the aforementioned law punishes the constitution of organizations, associations, movements or groups having among their aims the incitement to discrimination or violence for racial, ethnic or religious reasons. It also envisages a special aggravating circumstance in all offences committed for purposes of discrimination or racial hatred.

The use of racist or xenophobic arguments in political debating, if considered to have criminal intent, is therefore subject to examination by a penal magistrate to verify possible penal illegality that might be found in written documents, speech or programmes of political representatives.

Should it discover in the cases examined during its daily activity facts that could amount to a crime, the National Office against Racial Discrimination (UNAR) systematically proceeds to give notice to the relevant local authorities in conformity with article 331 of the penal code.

It is to be mentioned that in 2009 two important sentences were passed by the judicial authorities relating to episodes of intolerance ascribable to two well-known Italian politicians.

The Court of Justice of Venice, with sentence passed on October 26, 2009 after summary procedure, found the deputy mayor of Treviso, Giancarlo Gentilini, guilty of incitement to racial hatred and sentenced him to a 4,000 Euro fine and prohibited his

participation at public meetings for a period of three years as a consequence of the contemptuous words and tones he used against immigrants during a meeting of the Northern League party held in Venice in 2008.

Also, in July 2009 the Court of Cassation definitively confirmed the sentence with a two month imprisonment, with probation, against Flavio Tosi, mayor of Verona, for promoting racist ideas against Roma communities.

The facts object of the sentence date back to 2001 when Tosi, as regional councillor, organised a collection of signatures for the removal of a gipsy camp in the town of Verona; the Northern League party member was then sued by seven Sinti citizens and by the organization Opera Nomadi Nazionale (National Action for Nomads).

At first, in december 2004 the Court of Justice of Verona sentenced Tosi to six month imprisonment for promoting racist ideas and inciting to commit acts of discrimination; however, on January 30, 2007, the Court of Appeal of Venice reduced the sentence to two month imprisonment after the charge of incitement to racial hatred was declared non-existent.

The verdict was then partially revoked by the Court of Cassation and deferred to a new examination of the case by the Court of Appeal which, passing sentence on October 20, 2008 confirmed the offence of propaganda of racist ideas; this decision was then reconfirmed by the Court of Cassation in July 2009.

8. Discrimination and prejudice on the media

Ever since its foundation, UNAR has paid particular attention to the world of media, not only as a means to raise awareness and promote intercultural dialogue, but also as a vehicle for discriminating messages or as a source from which to gather news related to discriminating behaviours.

As to the first profile, it is relevant to recall that in December 2006, the United Nations High Commissioner for Refugees (UNHCR) sent a letter to all chief editors of newspapers inviting them to reflect on how the media document and describe the migration phenomenon in Italy. After this letter, the Consiglio Nazionale dell'Ordine dei Giornalisti (CNOG, National Council of the Press Association) and the Federazione Nazionale della Stampa Italiana (FNSI, National Italian Press Federation) set up a panel of experts to create an ethical code on immigration, with the expert help of UNAR, journalists and other academics.

This document, called Carta di Roma (Paper of Rome) and approved in June 2008, has the aim of providing journalists with guidelines facilitating exhaustive and unbiased information on asylum seekers, refugees, victims of human trafficking and migrants, and inviting them to “use legally appropriate terms”, “avoid spreading inaccurate, perfunctory or biased information” as well as “superficial and unfair behaviours, which could cause unjustified alarm”.

The document also envisages that topics of immigration and asylum become object of professional training and refresher courses for journalists, as well as the creation of an independent watchdog which, in agreement with universities, research centres and other bodies, will periodically monitor evolution in information on asylum-seekers, refugees, victims of human trafficking and migrants. A journalism prize is also envisaged.

Apart from the expert contribution given in the drawing up of the Paper of Rome, UNAR, during its daily activity against discrimination, has carried out many

interventions against newspapers and currently a number of reports sent to the Association of Journalists have been drawn-up asking for the cancellation of any discriminating message.

With the implementation of the new organizational model of the UNAR Contact Centre and its development as of December 7, 2009, if any violation against the ethical rules contained in the Bill on Journalistic duties and/or any failure to comply with the recommendations of the Paper of Rome are ascertained, the Office systematically reports the relevant articles or features appeared in newspapers, on websites, radio or television programmes, to the local branch of the Association of Journalists.

The articles or features in question will then be included in the newly created section on the image of foreigners presented by the media, contained in the Report to Parliament that the office writes each year as under article 7, paragraph 2, letter .f) of the Legislative Decree no. 215 dated July 9, 2003.

As for the role of media as source to learn about episodes on discrimination, another important novelty contained in the new organizational model of the UNAR Contact Centre is the creation of a centralised service to monitor the discrimination phenomena in the media and on the web.

This service includes a daily theme press review on local and national press and the identification of tools and methods to monitor new media in a systematic and standardized way. This activity entails the structured filing of reports on discriminating phenomena discovered by the Contact Centre and the related handling of the case according to procedures similar to those used for online reports.

9. Racial discrimination through the web

Since 2005 UNAR has started to pay increasing attention to discriminating messages distributed through web pages (sites and portals; since 2007 social networking blogs and websites such as Facebook, MySpace, etc.) against Roma and migrant people.

The documentation gathered and the websites signalled by UNAR contain implied messages as well as more serious forms of incitement to racial hatred and xenophobia against specific ethnic, national or religious groups.

Since 2007, UNAR has added on the website of the Department for Equal Opportunities a banner with an associated page allowing to report – simply by filling in a form – cases of discrimination found by Internet users.

The need for a systematic and standardised monitoring strategy on new media is connected with the fact that discrimination forms of the most serious kind are increasing on the Web. This was discussed during a number of meetings between UNAR and the Postal Police in 2005-2006^[1]. The result of these meetings was cooperation involving the exchange of information and the reporting to the police of any form of discrimination found on the web discovered by the Office during its daily institutional activity.

Unfortunately, acting effectively and promptly on the Web is still very difficult: the vast amount of information, implicit/explicit messages and xenophobic discussion groups; the indefiniteness and vagueness of the recipients, potential victims and emulators; the difficulty in identifying the authors of discriminating messages if registered in foreign countries lacking coordination and cooperation agreements with Italian police; the hard to monitor speed of creation and propagation of discussion

groups. For this reason, UNAR, in cooperation with all the relevant authorities, must offer more effective actions of control and fight against discrimination on the Web.

Starting with the existing cooperation with the Postal Police, the creation of keyword-based web crawler software for the systematic monitoring of the Web similar to those already in use for other web crimes is being considered together with the strengthening of the cooperation between UNAR and other police services involved in the fight against computer crimes.

This software would have the big potentiality of identifying content relevant to UNAR through metatags, even within blogs and discussion groups.

Finally, it is also worth mentioning that, with the implementation of the new organizational model of the UNAR Contact Centre and its development as of December 7, 2009, a centralised service for the monitoring of discriminating phenomena in the media and on the web has been created.

This service includes a daily theme press review on local and national press and the identification of tools and methods to monitor new media in a systematic and standardized way. This activity entails the structured filing of reports on discriminating phenomena discovered by the Contact Centre and the related handling of the case according to procedures similar to those used for online reports.

The new organizational model of the Contact Centre also includes an online access point (www.unar.it) ensuring improved access to the service in order to increase the number of reports.

With regard to the role of media as a means of collating details of instances of discrimination, another important introduction is the development of a new centralised service to monitor discrimination phenomena in the media and in the web. This service, launched in January 2010, envisages daily press coverage on a specific theme, covering both local and press bodies and the identification of systematic, standardised new media monitoring tools. This activity envisages the structured entering of relevant reports of discriminatory phenomena within the Contact Centre and the processing thereof in accordance with procedures similar to those envisaged for online reports.

With reference to the other prevention projects set up by the UNAR in this particular field, we would like to bring to your attention the NE.AR. (Network Against Racial discrimination) project, put forward on the occasion of the Sixth Week of Action against Racism.

The project is meant to involve people under 25 in the practice of an active, conscious and responsible citizenship. At the end of a specially designed course the volunteers themselves will turn into the foremost promoters, towards the young of the same age, of all the rules which are the basis of respect and human society. They will do so also through the use of internet and its language, social networks and online sharing tools, diffusing information, knowledge and experiences aimed to shed prejudices.

With regard to the contrast strategies against discrimination and racial hatred perpetrated through the web, the UNAR, aware of the alarming increase of this phenomenon, also noticeable by the remarkable rise in the reports for this kind of offences, has considered its duty, in some special cases, to report to the Judiciary the diffusion of xenophobic and racial ideas and messages.

This is the case of the blog with messages extolling racial hatred titled "Join and save the white race", referable to the criminal organization Ku Klux Klan; as soon as the Office found out about the blog from the press, it reported the information to the Prosecuting Attorney's Office, so that the Postal Police of Lazio could locate the Italian

point of reference of the organization, a supporter of the skinhead movement already filed by the Police.

Lastly, among the main activities in the fight against racial discrimination on the internet we would point out the recent operations carried out by the UNAR to support the unofficial groups of citizens who write against racism on the social networks.

The UNAR took immediate action after knowing about the deactivation of the administrators accounts of the group “Stop racism on Facebook” by the social network Facebook itself. Considered the severe detriment to the antiracial activities taken by the 36 thousand members deriving from such action, the UNAR asked the Postal Police³ to intervene towards the managers of the website in order to allow the group to keep on with their monitoring activities which had produced excellent results (about 90 groups inciting to racial hatred had been reported and deactivated).

10. Activities to raise awareness and to fight stereotypes

As for awareness initiatives, an area of intervention that UNAR considers vital for the fight against stereotypes of Rom and Sinti, in December 2007 the Office promoted a campaign against prejudice towards these people; by consulting the section dedicated to UNAR on the institutional website of the Department (www.pariopportunita.gov.it), it is possible to see the contents of the initiative carried out in cooperation with the online magazine Immigrazione oggi (Immigration Today).

In the framework of initiatives to raise awareness on the situation of Roma and Sinti people living in our Country, among the events organized on the occasion of the IV Action week against racism, UNAR, in cooperation with the film studios Interferenze, shot a documentary called “The Untouchable”, whose characters are Roma people followed in their daily life and which provides an unprecedented cross-section of the social and work experiences of the characters.

The documentary, broadcast in 2008 on the TV channel La7, was presented to several organisations and to the press at the gipsy camp of Monachina, just outside Rome. An English Home Video version of the DVD has been distributed in Europe to schools, organizations and associations involved in favour of Rom. It is also possible to download the documentary produced by UNAR on the main online video sharing platforms.

Another important project that UNAR is carrying out since 2010 is the Dosta Campaign, promoted by the Council of Europe and concerning the fight to prejudice and stereotypes against Rom and Sinti through a global strategy based on dialogue and mutual knowledge.

This initiative has already been introduced in five eastern European countries: Albania, Bosnia and Herzegovina, Montenegro, Serbia and the former Yugoslav Republic of Macedonia. Carrying out this campaign in our Country also has a symbolic value since Italy is one of the first countries within the European Union to use this awareness raising tool which has produced excellent results so far. The 2013 Dosta! Campaign have been carried out in Catania, >Reggio Calabria, Naples, Rome and Milan, with a week of events involving a huge amount of people, schools and public opinion, in cultural happenings, concerts, pieces and debates.

³ The Postal and Communication Police has its headquarters in Rome and coordinates 19 regional divisions and 76 local units thus covering the whole of the country. It was established by decree of the Interior Minister on March 31 1998. The service is active 24/7 and works in cooperation with the police forces of all the countries in the G8 dealing with computer crime.

In order to discuss and share UNAR future lines of activities, particularly the contents of the mentioned campaign with Roma and Sinti associations, the Office has already set up, by means of the relevant decree, a technical panel for a permanent coordination with the associations. This panel has drawn up the essential profiles of the campaign, gathering ideas, projects and initiatives to be organised throughout the country.

As for 2013, the NFP promoted, on the occasion of the Holocaust Memorial Day (January 27) which was introduced by a specific Act, a specific initiative of national relevance with regard to the commemoration and the dissemination of information concerning "**Porrajmos**".

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

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

11. Training, information and mediation

The current critical issues with regard to the elaboration, implementation and promotion of relevant policies and strategies stem from the complex problems which over the past decades have made the social inclusion of RSC people difficult: they have not been tackled, by regions, provinces and municipalities, with systematic and coordinated administrative and regulatory strategies. Local governments were too often engaged in this issue with an emergency perspective, underestimating structural responses of long-term social and work inclusion. Moreover, the public opinion has often shown negative feelings of hostility towards RSC universe, which have further hindered the development of regulatory and administrative social inclusion tools. This situation also affects the publishing sector; and the current literature about the RSC universe - which mainly focuses so far on *Romani* culture - neglects to envisage editorial initiatives which should favor the adoption of policies, tools and communication models for the social inclusion of the RSC people once disseminated among decision-makers and relevant private and public operators. To this end, the Department for Equal Opportunities has already formalized, for the biennium 2012 – 2013: a newsletter; a series of thematic books and pamphlets for the decision-makers and public operators of the Convergence-Objective regions; besides producing editorial tools to enhance policies, tools and communication models for the social inclusion of the RSC communities, such as the translation and dissemination of CoE fact-sheets on Roma History.

As for this specific issue, with the aim of ensuring the broadest involvement of the

RSC communities and consequently increasing the number of Roma and Sinti mediators, it is necessary to find long and medium-term solutions to one of the main problems, namely the type and quality education required by the legislation in force for aspiring mediators. To implement such measures, mention has to be made of three differing interventions, of which two have been activated by the Ministry of the Interior and the Department for Equal Opportunities, under the 2007-2013 program of NDP (PON) "Security" and "Governance" and the last one will be soon launched by the Ministry of Justice - Department of Juvenile Justice, within the European Fund for the Integration of third country nationals, 2007-2013: a) Project "Enhancing the skills of the operators on the Roma situation" - "COM.IN. ROM ITALY" - The Ministry of the Interior, Department for Civil Liberties and Immigration, is a recipient of funding for the project "Enhancing the skills of the operators on the Roma situation", under the National ERDF (FESR) Operational Programme "Security for Development", Objective Convergence 2007-2013, Operational Objective 2.6 "Containing the effects of the manifestations of deviance". The project is designed to train socio-cultural operators to be capable of interacting with the differing realities on the ground. For the development of training courses, 14 provinces of the Convergence Objective Regions 2007/2013 have been identified in Campania, Calabria, Puglia and Sicily, respectively (where there is the presence of Roma communities). The aim of this project is to provide training courses for officers and social workers at the Prefectures, in cooperation with local authorities staff and representatives of associations (organizations representing RSC communities and Roma cultural mediators), in order to train staff at the Prefectures to ensure the social inclusion of Roma communities. The activities falling within this project include: training; a "network"; the dissemination of results. The training is organized at the provincial level. The educational path aims at raising awareness of the different realities, besides creating a network between the Institutions and the communities themselves. Through this networking, there is the aim to also acquire "best practices" which might support the process of integration and the ability to interpret Roma-related problems and to especially define models and intervention strategies aimed at their integration into the society. The presentation of the results relating to the above training and good practices compilation takes place on the occasion of regional conferences. An important aspect of this network is the participation of Roma cultural mediators who can facilitate the creation of stable contact points for both the Institutions and the communities themselves. b) Project "Promotion of a network of RSC cultural-linguistic mediators" - The Equal Opportunities Department - entitled to manage Action 6 of Ob. 4.2 of PON ESF "Governance", relying on the previous training experience of Roma and Sinti mediators within the project Romed of the Council of Europe -, has already formalized the start-up of a relevant pilot-project for the biennium 2012-2013, aimed at "The promotion of a network of RSC cultural-linguistic mediators". The experimental phase refers to all the Convergence-Objective Regions and will be later extended to other Regions through the use of resources allocated for the national Strategy, by the Department for Equal Opportunities, from within the Fund for policies related to rights and equal opportunities. Such project will involve also the system of local governments and institutional and social structures - social parties, NGOs, social cooperatives, social promotion associations, voluntary organizations, institutions, associations and bodies representing RSC communities, as a whole. c) Project "Cultural, social and linguistic mediation within the Juvenile Justice Services" - With regard to the implementation of cultural mediation service, the General Directorate for the implementation of judicial orders at the Department of the Juvenile Justice has presented six projects under the Social Fund for the Integration of Third Countries of

the Ministry of the Interior, 2007-2013: providing for the planning of interventions of cultural, social and linguistic mediators within the Juvenile Services of Veneto, Rome, Florence, Palermo, Naples and Catania.

In order to ensure the concrete and measurable achievement of the specific objectives relating to the present systemic action, in particular during the biennium 2012-2013, UNAR/NFP envisages, as follows: The full implementation of the program of training and mediation of the Department of Civil Liberties and Immigration of the Ministry of the Interior "Enhancing the skills of the operators on the Roma people situation" for a total of 1,920 hours and 500 persons trained in the regions of Calabria, Campania, Puglia, Sicily and with the subsequent modeling of ad hoc training model, to be extended to other territories; The full implementation of six projects of cultural mediation service as presented by the General Directorate for the implementation of judicial orders at the Department of Juvenile Justice within the Social Fund for the Integration of Third Countries of the Ministry of the Interior, 2007-2013, involving the planning of cultural, social and linguistic mediation interventions at the Juvenile Services in Veneto, Rome, Florence, Palermo, Naples and Catania; The planning and implementation, by using the resources provided for by the Department for Equal Opportunities from within the Fund for policies related to rights and equal opportunities (Chapter 493), in order to favor, a process of participation of RSC women while encouraging their greater social and occupational integration, and facilitating the establishment of a relevant national network; The testing, by using the resources provided for by the Department of Youth and the planning within the National Youth Agency, of an informal network of "youth protagonism", including in connection with the anti-racist youth network, acronym "Ne.ar", as promoted and launched by UNAR (This already involves over 500 girls and boys across the Country, whose age group ranges from the age of 18 to 30 (www.retenear.it)); The implementation by the Convergence Objective Regions of guidelines for the education of linguistic-cultural mediators and the registry of the RSC mediators, being both prepared within the Department for Equal Opportunities planning framework; The implementation of the second edition of the Campaign Dosta of the Council of Europe and of the specific thematic event relating to "Porrajmos"; The implementation of newsletters, books and thematic pamphlets for decision-makers and public operators at Convergence Objective regions, including the release of editorial tools to spread knowledge of policies, means and communication models for the social inclusion of the communities under reference.

As widely illustrated, the development, launch and implementation of a functional participatory model of Roma and Sinti people at the national and local decision-making levels is a central and decisive element for the effectiveness of the national Strategy. To this end, it is necessary to stress: The involvement, coordination and strengthening of the most relevant institutional actors and associations, to support policies and services for Roma and Sinti communities; The launch of global models and strategies to promote the political, economic, institutional and association-related participation of the communities under reference; The direct and broad-based participation of the RSC communities, through the experimentation and systematization of the participatory model. More generally, there is no doubt that in recent years it is grown, both nationally and locally, the extent of representation and representativeness of the RSC communities, as well as their external visibility and their capacity of relationship with the Institutions. In this respect, the adoption of the national Strategy allows to seize such a positive element - to some extent, being unprecedented - to

ensure the broadest involvement of all RSC communities. The relationship between RSC communities and the local society should indeed be developed along positive forms of interaction to overcome the existing ideological barriers. At the same time, it is necessary to promote a similar dynamic within the communities themselves. The spread of *negotiated inclusion* models makes it possible, in fact, the creation of conditions for the realization of an anti-discrimination policy and for the growth of the social inclusion of the RSC communities into the society as a whole. To this specific end, UNAR/NFP has launched, within its consultation activities with all relevant stakeholders, including representatives of the RSC communities and human rights NGOs, a shared reflection on ways to ensure the effective, comprehensive and permanent, structured and proactive participation of the targeted groups in the relevant decision-making processes.

As said, the NFP formalized in December 2011, a public notice, for the participation of relevant associations in the various implementation phases of the present Strategy. This notice originally expiring on February 29, 2012 was later extended up to March 31, 2012. By this, UNAR counts 94 associations, including of both national and local relevance (Associations and other bodies of national or local relevance, whether recognized or not, though being primarily or exclusively composed of Roma, Sinti and Caminanti people, with documented experience; Associations and other organizations, whether recognized or not, which have a documented experience in the social inclusion and employment sector referring to Roma, Sinti and Caminanti communities; Associations and other organizations, whether recognized or not, which have a documented experience in the promotion and protection of the rights of Roma, Sinti and Caminanti people).

Programmes implemented to improve the relationship between Roma and cooperation with the **Police Department**:

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

12. The role of statistical information in the countering of discrimination

Since the enactment of the directives on non-discrimination [2000/43/EC] and equal treatment [2000/78/EC], statistical information has been considered the cornerstone for a better understanding of discriminatory phenomena and for the development of more effective policies to combat discrimination. Such an opportunity, for instance, is clearly set out in one of the main policy documents on this matter. In the

Green Paper on Equality and Non-Discrimination, the European Commission points out that: “Greater availability of quantitative and qualitative data could help to support the development of anti-discrimination policies, by establishing baseline positions, identifying where results of inequalities lie and analysing their dimensions”⁴. There are several fields where the use of statistics is especially required. In the preface to his European Handbook on Equality Data, Makkonen identifies at least six types of action which need to be strongly supported by statistical data: (1) Policy-making; (2) Human rights monitoring; (3) Judicial proceedings; (4) Workplace and service delivery monitoring; (5) Awareness-raising and sensitisation activities; (6) Scientific research. Statistical information is thus a valuable underpinning for the universal implementation of the principles of equal treatment in particular⁵. Among the various sources, the so-called complaints data, the information generated as a by-product of the activities in support of victims and against discrimination carried out by the equality bodies (such as Unar), are a prerequisite because they pinpoint the “objective” side of discrimination: through police crime reports and investigations it is possible to highlight the real mechanisms underlying discrimination⁶.

It is also true that police reports are the “tip of the iceberg” of discrimination: according to the EU-MIDIS survey, the percentage of unreported racial incidents and crimes varies between 57% and 74%, depending on which of the groups vulnerable to discrimination was surveyed. At the same time, between 60% and 75% of such incidents were defined as “serious” by the people involved⁷. Under-reporting certainly is a priority issue which both research and politics are required to solve; after acknowledging this inherent limit, it should, however, be kept in mind that, if properly integrated with survey and administrative data, the statistical data derived from the reports can provide an interesting cross-section of discrimination. From this viewpoint, 2012 has been an important year as, thanks to the co-operation between Istat and Unar, the data resulting from the first multipurpose survey on “Discrimination on grounds of gender, sexual orientation and gender identity and ethnic origin” are available. The survey, based on 13,000 interviews with households, represents a crucial step towards an integrated system to monitor and analyse discrimination. Always with the aim of fostering the integration between different sources of information, Unar consolidated the national network by signing agreements with the local authorities. The agreements with the Regions, in particular, envisage the involvement of the local association network in the actions to counter discrimination. Moreover, the MOUs signed so far include the adoption of the information system used by Unar for the reporting of cases of discrimination and the statistical analysis of data.

⁴ See European Commission, *Equality and non-discrimination in an enlarged European Union. Green paper*, Directorate General, Employment and Social Affairs, Unit D.3, Luxembourg: Office for Official Publication of the European Communities, 2004, p.13.

⁵ See T. Makkonen, *European Handbook on Equality Data. Why and how to build to a national knowledge base on equality and discrimination on the grounds of racial and ethnic origin, religion and belief, disability, age and sexual orientation*, European Commission, Directorate-General for Employment, Social Affairs and Equal Opportunities, Unit G.4, Luxembourg: Office for Official Publications of the European Communities, 2007, pp. 21-24.

⁶ See Equinet, *Statistics on Discrimination and Database on Complaints: A contribution from National Equality Bodies*, Brussels: the European Network of Equality Bodies, 2009.

⁷ FRA, *EU-MIDIS. European Union Minorities and Discrimination Survey. Main Results Report*, European Union Agency for Fundamental Rights, Luxembourg: Publications Office of the European Union, 2010, p.16.

It is important to underline for the effort of promotion of monitoring systems of social inclusion of Roma people, the set up of a Statistical Task Force. For this reason, UNAR established at the NFP of an ad hoc working group, aimed at closing the information and statistical gaps on Roma inclusion policies, by involving the central Administrations concerned, including ISTAT (The National Statistics Institute), ANCI (the National Association of Municipalities) and the RSC communities' representatives, besides adopting specific set of indicators, using the existing UNAR resources, such as CERIDER – the Research Centre against discrimination on the ethnic and racial grounds – and reviewing the indicators and models in use at the UNAR Contact Center. This working group will draft by December 31, 2014, the first survey on the situation of the RSC communities in Italy, in collaboration with FRA (*Fundamental Rights Agency*), to be periodically update.

13. Regional laws on Roma and Sinti

LAZIO

L.R. 24 maggio 1985, n. 82
Procedures in favour of “Roma”.

SARDEGNA

L.R. 9 marzo 1988, n. 9
Promotion of ethnicity and culture of nomadic people

EMILIA ROMAGNA

L. R. 23 novembre 1988 n. 47
Procedures for nomadic minorities in Emilia Romagna

LOMBARDIA

L.R. 22 dicembre 1989 n. 77
Regional actions for nomadic and semi-nomadic minorities

VENETO

L.R. 22 dicembre 1989, n. 54
Interventions in favour of Roma e Sinti

UMBRIA

L.R. 27 aprile 1990, n. 32
Measures for the inclusion of nomadic people in society and enhancement of their culture

PIEMONTE

L.R. 10 giugno 1993, n. 26
Interventions in favour of Gypsy people

MARCHE

L.R. 5 gennaio 1994, n. 3.
Actions for immigrants, refugees and nomadic people

TOSCANA

L.R. 12 gennaio 2000, n. 2
Actions for Roma and Sinti

LIGURIA

L.R. 24 maggio 2006, n. 12
Promotion of an integrated system of social and health services

PROVINCIA AUTONOMA DI TRENTO

L.P. 29 ottobre 2009, n. 12
Measures for the integration of sinti and roma people

MARCHE

L.R. 28 dicembre 2010, n. 20

14. Associations, NGOs and Roma federations

Associations based at national, regional or local level

( National - 12,  Regional - 2,  Local - 82):

<p>Associations and NGOs composed mainly or totally by Roma and Sinti people, with documented experience</p>	<ul style="list-style-type: none">• UNIRSI• OPERA NOMADI NAZIONALE• FEDERAZIONE ROMANI'• ASUNEN ROMALEN (NAPOLI)• ROM BOSNIA HERZEGOVINA (ROMA)• ASSOCIAZIONE SINTI ITALIANI DI PAVIA (PAVIA)• FEDERAZIONE ROM E SINTI INSIEME• ASSOCIAZIONE THEM ROMANO' MONDO ZINGARO REGGIO EMILIA (REGGIO EMILIA)• ASSOCIAZIONE SINTI ITALIANI BOLOGNA (BOLOGNA)• ASSOCIAZIONE SINTI ITALIANI (BUSTO ARSIZIO -MI)• THEM ROMANO' CENTRO CULTURALE ZINGARO (CROTONE)• ASSOCIAZIONE UPRE (MILANO)• NEVO DROM (BOLZANO)• OPERA NOMADI DI PADOVA (PADOVA)• ASSOCIAZIONE SINTI ITALIANI DI PIACENZA (PIACENZA)• ASSOCIAZIONE ROMSINTI@POLITICA (PESCARA)• ASSOCIAZIONE THEM ROMANO' ONLUS (LANCIANO -CH)• ROM PER IL FUTURO ROMANO' PALA TETEHARA(TORINO)• ROMANO DROM (MILANO)
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	<ul style="list-style-type: none"> • ASSOCIAZIONE SINTI ITALIANI IN VIAGGIO PER LA COLTURA E IL DIRITTO (VICENZA) • FONDAZIONE ROMANI' • OPERA NOMADI FOGGIA (FOGGIA) • ASSOCIAZIONE NAZIONE ROM (MARINA DI MASSA -MS)
<p>Associations and NGOs with documented experience on social and socio-economic inclusion of Roma and Sinti</p>	<ul style="list-style-type: none"> • NOVA ONLUS CONSORZIO DI COOPERATIVA SOCIALE (TRANI) • ARCI NUOVA ASSOCIAZIONE (AREZZO) • BOTTEGA SOLIDALE COOPERATIVA SOCIALE ONLUS (ROMA) • IL PIOPPO ONLUS (SOMMA VESUVIANA - NA) • ASSOCIAZIONE ROMNI ONLUS (ROMA) • ASSOCIAZIONE DI PROMOZIONE SOCIALE RETE DI SOLIDARIETA' (SIENA) • IDEA ROM ONLUS (PIEMONTE) • L'ORMA DEL TEMPO (NAPOLI) • PARSEC (NAPOLI) • ARCI SOLIDARIETA' ONLUS (LAZIO) • CENTRO LIMA (NAPOLI) • ASSOCIAZIONE SYNTHESIS (FIRENZE) • ASSOCIAZIONE OSSERVAZIONE ONLUS (FIRENZE) • COORDINAMENTO NAZIONALE COMUNITA' DI ACCOGLIENZA (ROMA) • ASAI (ASSOCIAZIONE DI ANIMAZIONE INTERCULTURALE) (TORINO) • ISTITUTO NETUM (NOTO -S R) • ASSOCIAZIONE CULTURALE NEA - NAPOLI EUROPA AFRICA (NAPOLI) • ASSOCIAZIONE ITALIANA ZINGARI OGGI (A.I.Z.O.) • ASSOCIAZIONE DI VOLONTARIATO LA STRADA (LAMEZIA TERME -CZ) • ASSOCIAZIONE DI VOLONTARIATO ARREVUTAMOCE (NAPOLI) • ASSOCIAZIONE DONNE E FUTURO (LAMEZIA TERME - CZ) • ERMES (ROMA) • CENTRO ASSOCIAZIONE TRICCHEBALLACCHE (FIRENZE) • COOPERATIVA SOCIALE PROGRAMMA INTEGRA (ROMA) • COOPERATIVA SOCIALE IL SIMBOLO (PISA) • ASSOCIAZIONE 21 LUGLIO (ROMA) • A&I SOCIETA' COOPERATIVA SOCIALE ONLUS (MILANO) • STRANAIDEA IMPRESA SOCIALE ONLUS (TORINO) • FONDAZIONE GIOVANNI MICHELUCCI ONLUS (FIRENZE) • COOPERATIVA SOCIALE IL CAPPELLO (VIAREGGIO -LU) • COOPERATIVA SOCIALE CALEIDOSCOPIO (POVO -TR) • CENTRO ACCOGLIENZA LA RUPE (SASSOMARCONI -BO) • MOVIMENTO PER LA COOPERAZIONE INTERNAZIONALE (COSENZA)

	<ul style="list-style-type: none"> • SOCIETA' COOPERATIVA SOCIALE ONLUS IL PROGETTO (PONTEREDERA –PI) • COOPERATIVA ANIMAZIONE VALDOCCO (TORINO) • RETE PER L'OSPITALITA' NEL MONDO (FIRENZE) • DEDALUS COOPERATIVA SOCIALE (NAPOLI) • ASSOCIAZIONE INSIEME PER LA VITA (NAPOLI) • COOPERATIVA SOCIALE ANTICA SARTORIA ROM (ROMA) • ASSOCIAZIONE WORK IN PROGRESS W.I.P. (LECCE) • ASSOCIAZIONE TOLBA MEDICI VOLONTARI PER LAVORATORI STRANIERI (MATERA) • P.L.O.C.R.S. PROVINCA LOMBARDA DELL'ORDINE DEI CHIERICI REGOLARI SOMASCHI (MILANO)
<p>Associations and NGOs with documented experience on the promotion of rights of Roma and Sinti people</p>	<ul style="list-style-type: none"> • A.R.C.I. • FONDAIONE CARITAS ONLUS LIVORNO (LIVORNO) • ARCOIRIS ONLUS (QUARTU SANT'ELENA -CA) • BAMBINI SENZA FRONTIERE ONLUS (CORMONS -GO) • SINERGIA SOCIETA' COOPERATIVA SOCIALE (BITONTO-BA) • ARCA DI NOE' (MONZA-MI) • CIRCOLO ARCI THOMAS SANCARA (MESSINA) • LA CASA SULLA ROCCIA (AVELLINO) • ASSOCIAZIONE SINTI ITALIANI • ACAP ONLUS COMUNITA' DI SANT'EGIDIO • ASSOCIAZIONE PARTIDA ROMILOR PRO EUROPA (FIANO ROMANO - RM) • CIELI APERTI ONLUS (PRATO -FI) • N.A.G.A. (ASSOCIAZIONE VOLONTARIA DI ASSISTENZA SOCIO SANITARIA PER I DIRITTI DI CITTADINI STRANIERI, ROM E SINTI) (MILANO) • A.S.G.I. (ASSOCIAZIONE PE R GLI STUDI GIURIDICI SULL'IMMIGRAZIONE) • ASSOCIAZIONE COMUNITA' PAPA GIOVANNI XIII° • ASIFAR-ASSOCIAZIONE PER LO SVILUPPO INTERCULTURALE FOLCLORE E L'ARTE DEI ROM (SANTA CROCE SULL'ARNO –PI) • DIOCESI DI FROSINONE (FROSINONE –RM) • PRECART ASSOCIAZIONE DI PROMOZIONE SOCIALE E CULTURALE (BOLOGNA) • FONDAZIONE MIGRANTES • LA PICCOLA CAROVANA (CREVALCORE-BO) • COMITATO ITALIANO PER L'UNICEF • ASSOCIAZIONE FOCUS CASA DEI DIRITTI SOCIALI (ROMA) • FONDAZIONE ADRIANO OLIVETTI (IVREA -TO) • CRS – COOPERATIVA ROMA SOLIDARIETA' (ROMA) • ARCIDIOCESI DI TORINO (TORINO) • MEDICI PER I DIRITTI UMANI ONLUS (ROMA) • FONDAZIONE CASA DELLA CARITA' ANGELO ABRIANI (MILANO)

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| | <ul style="list-style-type: none">• <i>TERRA DEL FUOCO (TORINO)</i>• <i>FORUM CAMPANIA ROM (NAPOLI) - ???</i>• <i>ISTITUTO EUROPEO PEGASO ONLUS (FOGGIA)</i>• <i>ASSOCIAZIONE DI PROMOZIONE SOCIALE ONLUS CHI ROM...CHI NO... (NAPOLI)</i>• <i>SUCAR DROM (MANTOVA)</i> |
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