



Roma-Net



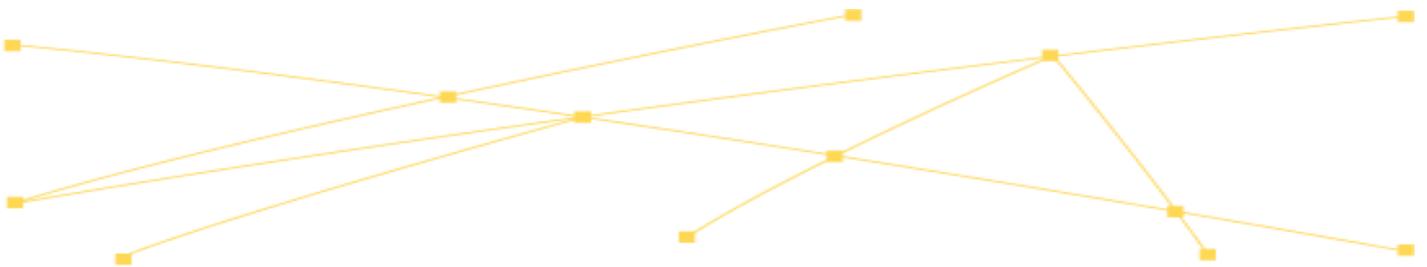
Integration of Roma Population

URBACT II Roma-NeT

LOCAL ACTION PLAN

Integration of Roma Population

UDINE



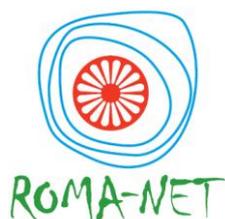
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A FAST TRACK NETWORK

ROMA-NET

Integration of Roma population

LOCAL ACTION PLAN

UDINE

January 2013

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FOREWORD
(Mayor Honsell)

1. THE NATIONAL CONTEXT

In 2000, the European Roma Rights Centre defined Italy as “Campland”, denouncing the racial segregation of Roma people in the Country¹.

In Italy, the situation of the people who recognise themselves, linguistically or culturally, as Roma or Sinti, is still quite precarious. From the juridical side, their condition is various (Italian citizens, European Countries citizens, non-European Countries citizens, refugees, stateless), while their settlements are different for social background, territorial mobility practices, community and socio-economic integration. 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. In fact, there are Roma/Sinti groups who settled for centuries in Italy as well as other groups arrived in several migration waves, especially from Central-Eastern Europe, often because of discrimination, persecution, *de facto* statelessness or collective expulsions.

According to the Italian Constitution, as well as to European and international law, protection measures should be adopted and social inclusion / non-discrimination policies should be promoted with relation to Roma/Sinti population – and to its recent recurrent discriminatory history.

The Council of Europe deems that the Roma-Sinti-Caminanti (RSC)² people rate in Europe is about 11.155.000 units³. According to the Council of Europe’s data, in Italy there are about 170-180.000 Roma people. 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 Italians. Given the heterogeneous composition of these populations, it is clear that the real quantitative datum for both the European and the Italian picture is neither univocal nor definitive.

On the occasion of the first inquiry on the condition of Roma community in Italy, commissioned by the Extraordinary Commission of the Senate for the protection and promotion of human rights, active since 2001, it has emerged “*a vacuum of knowledge, partly due to the impossibility to perform census based on ethnicity, but also, in part, because of the reluctance to declare a highly stigmatized identity*”. Within the framework of the Decade of Roma Inclusion, 2005-2015, according to the report entitled “No data – No progress” (June 2010) “[t]he lack of data on Roma communities remains the biggest obstacle to assess the living conditions and to analyze the impact of relevant national policies and measures”. As noted by the aforementioned Commission, “[w]ithout disaggregated statistics it is difficult to set goals, determine the tools to pursue and make assessments on the impact of specific decisions. A better knowledge of the Roma and Sinti world is necessary to break the vicious circle of ignorance and prejudice: ignorance brings prejudices, which foster ignorance”.

¹ European Roma Rights Center, *Campland. Racial segregation of Roma in Italy*, Country Report Series n. 9, October 2000, in www.errc.org. The camp policy, explains L. Piasere (see *I Rom d'Europa. Una storia moderna*, Laterza, 2004), starts at the beginning of the Nineties, following Roma immigration from former-Yugoslavia, as a local strategy spread at national level. Still in October 2012, Amnesty International (quarterly IAMnesty, Oct.2012) denounces that Italy is the only European Country considering the camp-strategy as the sole solution to the Roma presence.

² We will use from here on the term “Roma people” even though aware that definitions with reference to “Roma issues” are incomplete and simplifying. We will use this wording including Sinti and Caminanti / Travellers or other self-defining Roma groups.

³ At present, Romania is the country with the largest number of RSC people (1 million and 800 thousand units). Important data are also recorded in Spain, where the RSC people are about 800 thousand, whereas in Hungary and Bulgaria there are between 700 thousand and 750 thousand units.

As regards Italy, the Council of Europe estimated, in September 2010, the average presence of about 140.000 Roma people – datum indicating a presence between 110.000 and 180.000 units – corresponding to 0.23% of the total population.

The Final Report of the survey on the status of Roma community in Italy, issued in February 2011⁴, stressed the following features:

- 60% of Roma population is a child or a teenager (one-third between 0 and 5-years-old, almost half between 6 and 14-years-old), while only 2.8% is an elder person (more than 60 years-old);
- in line with the European situation, only 2-3% of Roma population is nomadic, while the large majority is settled; almost 40.000 (that is, between one-fourth and one-fifth of the total Roma population) live in camps, especially in big cities neighbourhood, often unhealthy and illegal *non-lieus* where two or three generations were born and lived⁵;
- public perception of the presence of Roma deals with prejudice and racial bias (e.g. Roma exploiting/stealing children, living exclusively by theft, choosing themselves to live separate from the “civilisation”);
- illegality and criminality is related to youngsters, under-educated, unemployed and marginalized conditions foster illegal acts.

According to recent studies, it emerged in 2010, from a comparative data analysis that:

- Roma 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, as mentioned above, 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.

⁴ See *Final report of the survey on the status of Roma, Sinti and Travellers in Italy*, dated February 9, 2011, in http://www.senato.it/leg/16/BGT/Schede_v3/Commissioni/0-00075.htm.

⁵ “Dump-people”, see L. Piasere, *Popoli delle discariche*, CISU, 2005.

2. THE NATIONAL AND REGIONAL LEGAL FRAMEWORK, THE NATIONAL STRATEGY FOR THE INCLUSION OF RSC

The national legal framework relating to anti-discrimination issues and social inclusion of minorities descend from the Italian Constitution, art. 2 *“The Republic recognises and guarantees the inviolable rights of the person, both as an individual and in the social groups where human personality is expressed. The Republic expects that the fundamental duties of political, economic and social solidarity be fulfilled”* and art. 3: *“All citizens have equal social dignity and are equal before the law, without distinction of sex, race, language, religion, political opinion, personal and social conditions. It is the duty of the Republic to remove those obstacles of an economic or social nature which constrain the freedom and equality of citizens, thereby impeding the full development of the human person and the effective participation of all workers in the political, economic and social organisation of the country”*.

The Single Text on immigration (Legislative Decree n. 286/1998 and subsequent modifications) includes some measures against direct and indirect discrimination, while several laws implement European Directives⁶.

Moreover, the Law n. 205/1993 (as amended by Law n. 85/2006) condemns the so called hate crimes and actions or slogan fostering violence and discrimination for racial, ethnic, religious and national reasons, while Law n. 482/199 aims at protecting linguistic and historical minorities.

In 1988, the Region Friuli Venezia Giulia approved Law n. 11, titled *“Law for the protection of Roma culture in FVG Region”*. This norm, which has not been cancelled, foresees the protection of Roma cultural values and historical identity, the promotion of mutual respect and of cohabitation; moreover, it finances Municipal and local Authorities projects aiming at bettering camps (transit-camps or stop-camps), as well as initiatives favouring social solidarity co-operative societies, educative and training plans, in order to facilitate Roma social inclusion, with special care for children, on one side, and for activities of knowledge and support of Roma minority group. Moreover, the Regional Law establishes a regional Council on Roma culture protection, including Roma people representatives.

Although for several aspects it was quite a far-sighted law, since 1993 it has never been re-financed and now lies as a dead letter.

The Italian Government, which began its mandate on November 17th 2011, decided to tackle the complex issue of Roma by means of an inter-ministerial approach.

With the aim of providing the European Union with those answers, which are still missing to date, Italy has elaborated a Strategy, which will guide, in the coming years, the effective inclusion process of Roma communities, in order to definitively overcome the emergency phase, characterising

⁶ We quote the most meaningful, far from being exhaustive: Legislative Decree n. 25/2008, **“Implementation of Directive 2005/85/CE on minimum standards on procedures in Member States for granting and withdrawing refugee status”**; Legislative Decree n. 251/2007, *“Implementation of Directive 2004/83/CE on minimum standards for the qualifications and status of third country nationals or stateless persons as refugees or as persons who otherwise need international protection and the content of the protection granted”*; Legislative Decree /200730, *“Implementation of Directive 2004/38/CE on the right of citizens of the Union and their family members to move and reside freely within the territory of the Member States”*; Legislative Decree n. 3/2007, *“Implementation of Directive 2003/109/CE on the status of third country nationals who are long-term residents”*; Legislative Decree n. 215/2003, *“Implementation of Directive 2000/43/CE implementing the principle of equal treatment between persons irrespective of racial or ethnic origin”* (which, besides instituting the National Anti-Discrimination Office, provides for specific legal actions in case of discriminatory acts by Public Administration as well as by individuals).

the past years, especially when intervening in and working on the relevant situation in large urban areas⁷. The Minister for International Cooperation and Integration has been therefore entrusted to establishing a political control room (*Cabina di regia/tavolo politico inter-ministeriale*) for the relevant policies of the coming years, jointly with the Minister of Labor and Social Affairs, the Minister of Interior, the Minister on Health, the Minister on Education, University and Research, and the Minister of Justice, in which he has also involved representatives of regional and local Authorities, including Mayors of large urban areas, as well as representatives of the Roma communities living in Italy.

In this context, it has been immediately launched a thorough examination of methods, priorities and resources to be allocated. This will take into consideration past experiences while concluding a certain number of initiatives already underway, particularly in the following fields: “housing”; cultural mediation services; school dropping-out. More specifically, its activity will be supplemented by additional initiatives, including in the other relevant fields, as also progressively implemented by the above control room.

Under the uniform political guidance of the above control room, the present Strategy envisages, as follows:

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

Through this National Strategy, Italy primarily aims at:

- moving away from dealing the Roma phenomenon as an exclusively emergency issue which would be inappropriate politically and institutionally, besides being subject to emotional distortions and manipulations, in particular by the media;
- taking into account the opportunity to plan long and medium-term actions in view of the EU Agenda-Europe 2020, so as to move away from the adoption of extraordinary measures;
- making the inclusion of the Roma communities part of a more comprehensive process of cultural growth, which involves the society as whole. The degree of acceptance of Roma people as “different” will contribute to eliminate the racial discrimination germs from the European and national mentality, which historically have taken the form of the so-called “anti-gitanism”. This is a complex cultural and historical phenomenon, fraught with serious negative effects on the living conditions of the Roma and Sinti communities, which caused in the twentieth century the tragedy of “Porrajmos“;

⁷ Presidency of the Council of Ministers, UNAR (Ufficio per la promozione della parità di trattamento e la rimozione delle discriminazioni fondate sulla razza e l'origine etnica), *National Strategy for the Inclusion of Roma, Sinti and Caminanti Communities 2012/2020 (European Commission Communication n. 173/2011)*, Rome, 28.02.2012.

- dealing with such an issue by an inter-ministerial approach. Italy thus adopts this new approach and accepts to deal with Roma inclusion, by considering primarily the four critical indicators suggested by the European Commission Communication No. 173/2011;
- presenting this Strategy by acknowledging its and institutional and symbolic value. To this end, the systematic introduction of “Porrajmos” into all public events dedicated to the memory of the Holocaust will contribute to the acceptance of such communities among those affected by the tragedy of the extermination. The youth will be able to enjoy a further opportunity of human rights education. The entire national community will benefit from this path since it will learn the wider program of death elaborated by Nazi-Fascism policies. The general objective of the present Strategy is fully in line with the EC Communication No 173/2011; and this is to be achieved by a range of constant and synergistic interaction measures with the system of institutional actors and civil society, through the construction and operation of a multidimensional model of *governance* based other principles already outlined above and on the following keywords:
INTEGRATION/SUBSIDIARITY;
COORDINATION/SHARING;
INFORMATION/MEDIATION;
IDENTITY/CHANGE.

3. UDINE AND THE ROMA COMMUNITY

3.1 A socio-demographic outline

Udine (*Udin* in Friulan language, *Videm* in Slovenian, *Weiden* in historical German) is an ancient historical city in the Friuli Venezia Giulia Region of North Eastern Italy. It is the chief-town of the homonymous Province, which is the biggest of the four Regional Provinces, and is nowadays considered as the capital of Friuli, for historical reasons and because of its geographical position almost in the middle of the Region.

The city occupies an area of approximately 56 km² and is home to a population of 99.910 inhabitants (up-date 31.12.2011), split in 46.6% male to 53. % female, with a population density equating to 1,759 km², as at December 2011. Within five years (2006-2011) the population of Udine grew by 3.3%, higher than the regional (1.2%) and national (2.5%) trend.

As for the age range, as at 2011 the number of minors aged 18 or below totalled 14%, the number of adults is 61% and those pensioners over the age of 65 reached 25%. This compares with the Regional average situation of 15% in the age range 0-17years-old, 62% in the age range 18-64years-old and 23% in the age range over65years-old and with the national Italian average of 17%, 63% and 20% respectively⁸.

With Provincial levels of unemployment at 4.9 % in 2011, increased with respect to 4.0% in 2008 but bettered from 2010 (6.0%), as compared to country averages of almost double that, the area boasts a relatively strong economy, however affected by the economic crisis, dominated by the tertiary sector and recognised as an important centre of commerce. In line with the Region as a whole, Udine enjoys a favourable GDP per capita [i.e. € 27.241 (2010), in the Province of Udine € 22.655 (2010)] that generally far exceeds the EU average [i.e. € 25.200 (2011)], unlike Italy's more Southern Regions. The inflation rate is under control, following regional and national inflation levels (3,4% on average in 2008).

As far as foreign citizens are concerned, in the five years to Dec. 2011 the number of foreign citizens in Udine had risen by 61 %, from 8.812 people In 2006 to 14.229 people in 2011, representing 14.2 % on the whole population and split 47.9 % male to 52.1 % female. The most significant immigrant groups comes from other European nations, most notably Romania, Albania, Ukraine and Serbia, but also from African States such as Ghana, Algeria and Morocco.

The Roma community in Udine currently stands at about 350 people, representing a total of 85 family units. Out of this total, in 2008 a significant proportion, that is one third (55 of whom were under 21 years of age) were housed unlawfully on the city's largest, and Italy's oldest, unregulated camp⁹. By 2012, thanks to an intelligent and pragmatic political management dealing mainly with the relocation in social houses and with the assistance in buying plots of land, only 43 people live in the camp (18 families).

Over the last 50 years Roma families have gathered on this area of State property, near a cemetery in the North Eastern part of town, and have settled, without permission, in either caravans or pre-fabricated houses which have no access to standard public services such as sanitation. There are 5 other such stop-camps spread across the municipal area. Fewer than 100 people are settled in permanent

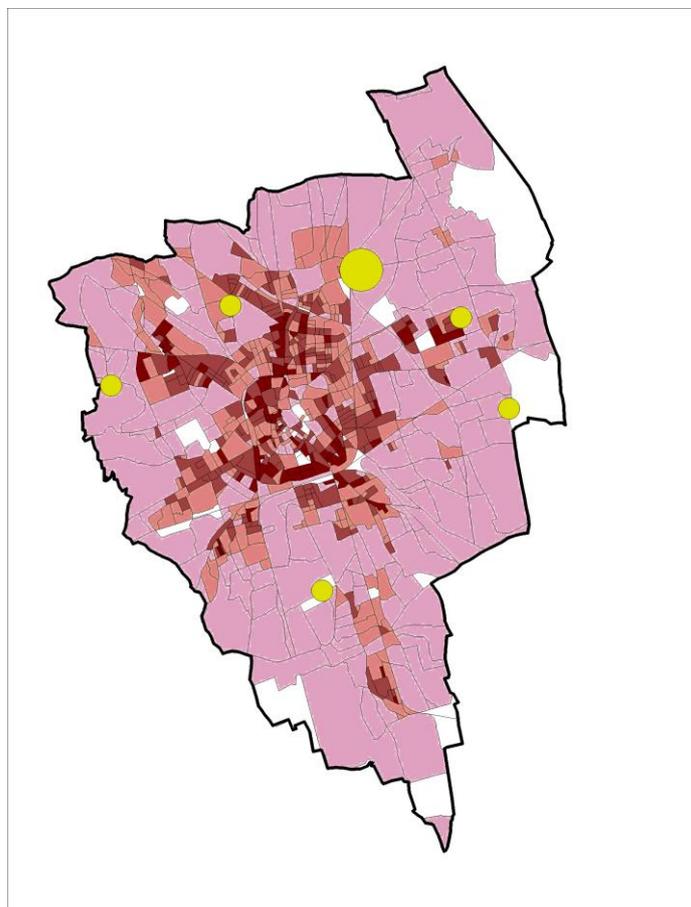
⁸ Regional and national data refer (a) to 01/01/2011 and (b) to the period 2006-2010.

⁹ In the late '80s and early '90s, 10 out of the 20 regions in Italy adopted laws aimed at the "protection of nomadic cultures" through the construction of segregated camps.

social housing and despite the use of housing mediators to smooth the way for those concerned, the experience has not been a positive one.

The following map shows the location of the main stop-camp and of the other settlements with regard to the borders of the town as well as with the population density (data 2009).

Roma settlements in Udine, 2009



3.2 Historical hints

During the Fifties, there was the first settling of Roma people coming from the nearest concentration camps, where Balkan people were confined during the Second World War. They settled down in a vast area in the countryside, at that time detached from the town, property of the Ministry of Defence and used by the Army to drill the troops. The camp is also baptized “Metallic Village”, first for the plate-barracks left by the British Army for homeless families at the end of WW II, then for the presence of caravans of nomadic people. After the forced removal of Roma people from the stop-camp in Naples (November 2009), Udine camp is now the eldest in Italy.

In the Sixties, the Municipality did not care about these first Roma groups settling down in the nearby of the town, because of their detachment from the town itself. In the same period, the first residences are issued by the Municipality to Roma people living in the camp.

The Municipality started intervening in the 1980s, when the urban area enlarged and Roma families within the camp and in some other parts of the town increased, so baths, WCs and two common fountains were built in the camp. The Eighties saw the first anti-Roma actions in the Capital (in 1987, some caravans were burnt in an illegal camp) and took the question of “security” in the

spotlight in the Municipality of Udine as well: the town and its Administration began to ask itself about the presence of Roma people and its potential consequences on the life of the community. Special schools for Roma children were active in the '80s, with separated timetable and programmes, often without heating in the classrooms.

Notwithstanding, 1988 was the “Roma year” for Udine and Friuli Venezia Giulia Region: in fact, the Regional Administration issued a regional law for the protection of Roma culture.

While in 1990 the Ministry of Defence sold the area of the camp to the Ministry of the Interior, and therefore the camp remained a State property, in 1991 the Municipality stopped issuing residences in the camp, with worse consequences upon health care registration and school application. In 1998, a forced removal of an illegal settling (via Friuli) took place, with the consequence that the removed families relocate themselves to the major stop-camp, with which traditionally there were bad relations and infighting. The year 1999 saw a State civil property legal action against the Municipality of Udine: the State property asked the Municipality to pay for the rent of the area, unlawfully occupied by people who are resident in Udine. The sentence issued in 2009 discharged the Municipality from any responsibility. A Regional Commissary (1999-2000) relieved the Municipality of Udine from responsibilities in dealing with Roma people on its territory and confirmed that the Municipality implemented all pertaining interventions.

At the beginning of the century, two projects were elaborated by the Municipal Administration

1. feasibility study on the implementation of a stop-camp (in compliance with Regional Law 11/1988): the Municipality located an area in between a graveyard and a railway in the General Town-Plan and singled it out for Roma people occupation, but this provision has never been implemented;
2. feasibility study on the location of certain areas as “O-zones” (Regional Law 11/1988) dedicated to mono-parental settling, never applied.

In 2001 the Prefect (local Government Representative) stopped all forced removals. After that, no other meaningful administrative initiatives have been taken, while hostility by the local population and detachment and exclusion of the Roma community progressively increased.

3.3 Open issues

With relation to the living and social conditions of Roma population in Udine as well as to the main topics of Roma-Net partnership, many issues are to be put into the spotlight.

A meaningful importance assumes, in relation to the presence of children and youngsters and to the data dealing with illiteracy and dropping-out, **education** and **vocational/professional training**, and access to **socio-sanitary services**.

These topics are closely linked to the strategies regarding **labour market inclusion**, during a critical period characterised by a widespread economic crisis.

Moreover, healthy and adequate living conditions are guaranteed by safe **housing**. And eventually, **legality** represents a cross-theme.

The above mentioned open issues have been identified by the Roma-Net Local Support Group¹⁰, whose members analysed the current situation, the Municipal initiatives and the actions organised by local associations. Thanks to this study and to their discussions, the members of the Local

¹⁰ See following point 4.2.

Support Group identified the most critical topics and tried to draw some strategic and concrete lines to be developed into a Local Action Plan, which results as a co-ordinated and choral effort and is better described in the next points.

4. LOCAL POLICIES AND ACTIONS FOR ROMA COMMUNITY IN THE CONTEXT OF ROMA-NET

The formation of the 2008-2012 Administrative Mandate has identified that the Roma community slip through the existing social services net and prescribe the need for a unified strategy for Roma integration. As such, it has allocated resource to the integration of the Roma community in the form of a dedicated councillor who has studied their situation thoroughly and acts as an intermediary in their dealings with all external institutions and associations.

There are additional projects focusing attention on mediation in social housing and integration of the Roma juvenile population and although there is no specific designated department, various sectors of the Municipal Administration, including Social Services, Education Services, Registry Office, Town Planning, Municipal Police and the Mayor's Office are involved with addressing Roma related issues.

Udine Local Action Plan (LAP) on the integration of Roma population not only aims at respecting the main thematical issues in the context of the URBACT II Project named "Roma-Net. Integration of Roma population", but also wants to mirror the strategic actions and axis of intervention decided by the aforementioned "National strategy of inclusion of Roma, Sinti and *Caminanti* 2012/2020 – European Commission Communication n. 173/2011", issued in February 2012, which are Instruction and Training, Job inclusion, Health and Social services, Social housing.

Thanks to the participation to the Roma-Net partnership, one of the most meaningful preliminary actions has already been implemented, that is the constitution, formalised by a Protocol signed in September 2011, of the Local Support Group (LSG), which includes representatives of public Institutions (Municipality, Health Prevention Department, Ministry of Justice) and of social actors (e.g. Caritas, Associazione San Vincenzo, UNICEF, UCAI, La Tela) and which has proved to be a place where territorial data can be analysed, where local initiatives can be discussed and planned and where Roma people participation can be promoted. This last point has proved to be a real challenge for the Municipality, both in the context of Roma-Net and for the implementation of local initiatives. In fact, since Roma people are not represented by a specific organised group (recognised representatives or dedicated association) and because of some degree of conflict within the community, the contact and the relationship with them (both in the camp and outside) is mainly with individuals, or involving their family. The involvement of the Roma community in planning and realising actions and initiatives for its members will be one of the core strategic issues for the next years.

One of the tasks of our Local Support Group has been to write this Local Action Plan, starting discussing – step by step – the different thematic issues, such as education and training, health, housing and labour market inclusion. For each area, our LSG decided that the point named "Planning of sustainable future initiatives and funding proposal" has to be considered as very important: therefore, our LAP actions has a sustainable feature and explains the possible funding source for the years to come.

5. PLANS AND PROJECTS (files)

5.1 EDUCATION AND TRAINING

5.2 HEALTH

5.3 HOUSING

5.4 WORK

5.5 LEGALITY

5.6 PROFESSIONAL TRAINING

5.1 EDUCATION AND TRAINING

a) SUMMARY OF THE SITUATION OF SCHOOLING / EDUCATION OF ROMA CHILDREN AND TRAINING OF YOUNGSTERS

In 2008, at the beginning of the Administrative mandate, almost half of the people living in the stop-camp are children or under-21 youngsters (55 out of 125). None of them attended nursery schools, while only 7 accomplished their compulsory schooling; one girl never attended any school, the others had irregular school attendance. Missing residence, moreover, makes school enrolment very difficult: pupils are temporarily registered and are compelled to prove their residence registration or at least their application to obtain it.

b) DESCRIPTION OF THE MAIN EDUCATION AND SOCIO-EDUCATIONAL SERVICES IN UDINE

Education programmes and socio-educational projects are run by institutions and by schools, also in profitable co-operation with social co-operatives and associations, as well as with the involvement of migrants' associations, specialised in linguistic mediation and intercultural education.

1. Territorial Socio-Educative Service: assured by the Social Department of the Municipality to children and teen-agers facing difficult social and family situations, risking psycho-social distress; it is a preventive solution, aiming at granting to children/teenagers and to their families the conditions for their harmonic development, at home or at school, individually or in group, in co-operation with schools, health services and the Social Service of the Ministry of Justice: 11 children living in the camp enjoyed the service in 2008/2009; a Roma mediator/educator takes care about social mediation at school.
2. After-school services: homework support, aggregation and leisure activities, individual capabilities reinforcing, mainly for Italian and migrant pupils with school problems, often promoted by the Municipality or by the school through Regional funds and implemented by social co-operatives or associations.
3. Cultural and linguistic mediation within primary and secondary school: aimed at offering a first linguistic support to children whose migrant families have just arrived, in order to include them in the ordinary school classes.
4. Promotion of the participation to aggregation centres to make socializing among

youngsters easier.

5. During the Roma-Net project, an experimental after-school service run voluntarily by UNICEF and San Vincenzo in the Roma camp reached in the afternoon pupils with homework difficulties and, despite the small number of beneficiaries, helped building a trusty relationship both with their teachers and with their families, especially their mothers.

The Municipality is committed to improve the Local Socio-Educative Service and, starting from 2010, to start the implementation of an integrated educative service, with strong social features, aimed at supporting adult people in distressed situation (homeless, facing economic problems, lacking family or friendly supports): this is quite a meaningful project, since it arises from an experimental programme involving – for more than 2 years – different institutions and many associations, such as the Municipality of Udine, the Health Authorities (Health District, Departments for Mental Health, for Dependences and for Prevention), the Ministry of Justice and associations working for marginalized people. They shared views and planned an innovative and integrated form of intervention in an area where services have been not co-ordinated so far, trying to offer a better service to final beneficiaries.

As for vocational training, there are many initiatives, mainly organised by training institutes funded by Regional, Ministerial and/or European Funds and working together with enterprises. The job shortage now affecting the productive field, peculiarly young people who face a high rate of unemployment, is more problematic for Roma youngsters, stigmatised as lazy-bones and criminals just for their belonging to Roma community.

Thanks to regional funds, the Social Department of the Municipality of Udine manages a specific project aimed at promoting the integration in the labour market of young Roma people, mainly under-21. The project, named “Lacio Drom”, focuses on the following actions:

1. educative accompaniment to labour and social inclusion;
2. working measures;
3. vocational training;
4. collaboration with Confederations/Organisations of Crafts, Small and Medium-Sized Enterprises, with the Ministry of Justice and with private voluntary association.

Aware of the obstacles faced by Roma youngsters at school and at work, the projects wants to tackle on one side education and training and on the other working measures, in order to try to remove barriers coming from poor education, dropping-out, lack of information, labour discrimination. The experimental project, ended in 2012, reached almost 20 youngsters.

c) PLANNING OF SUSTAINABLE FUTURE INITIATIVES AND FUNDING PROPOSAL

OBJECTIVES

→ GENERAL Enhance educational and vocational training opportunities and the number of Roma children attending schools and youngsters included into the labour market..

→ SPECIFIC

- 1.1 Promote pre-schooling and schooling processes of Roma children, by facilitating a non-discriminatory access (inscription, attending, results) to schools and by tackling drop-out, in order to develop strategies and practices to grant continuous education from the very

beginning, with a strong link to primary and then secondary schools.

- 1.2 Enhance co-operation between public Institutions, Schools, associations, families and Roma community.

ACTIONS

- 1) Enhancement of Territorial Socio-Educative Service for Roma children, with resources already allocated for the next three years
- 2) Strengthening of the involvement to voluntary associations in educative interventions, in and out of the Roma camp.
- 3) Development of cultural mediation, with regional/national funds.
- 4) Promoting protocols and agreements creating multi-professional networks and facilitating the participation and the involvement of some Roma representatives, with internal resources.

5.2 HEALTH

a) SUMMARY OF THE ROMA POPULATION HEALTH SITUATION.

Health care for Roma population has not been organised through separate projects, however Health Authorities have been active in the Roma camp and in other Roma settlements, in order to ensure – quite successfully – that children are vaccinated and to take care about hygienic aspects. After vaccination campaigns, trusty climate between Roma people in the camp and health operators has been enhanced, together with the understanding of the importance of protecting children from infective diseases. Now health services describe quite a good situation as for vaccines, mainly because of the awareness raised among new generations.

Emergencies are covered by the Hospital for the whole population, while some peculiar aspects regard specifically Roma elderly population, such as eating disorders and obesity, alcohol-addiction and breath diseases.

The expectation would be to extend the role of the Health Authorities dealing with the wider aspects of health protection for the camp and promote a better access to health education information, since over the years it has proven to be difficult to positively engage the camp community and to keep them interested in any initiatives.

The interventions should tackle (in terms of prevention measures) some critical points such as:

- breath diseases;
- obesity – diet and eating disorders;
- alcohol-addiction;
- smoke;
- oncological screenings.

b) DESCRIPTION OF HEALTH SERVICES IN UDINE

Health premises in Udine are recognised as part of an excellence standard in the Region and in Italy. The Hospital has been active for 700 years and the modern structure and organisation was built in 1924. In 1993 the Hospital was acknowledged by the Government as of “national importance and high specialisation”. Health services are organised in Local Health Authorities and Health Districts: they offer basic medical assistance, specialised services, prevention / mental health / dependence services, emergency care; the District of Udine takes care of diagnosis, basic care, rehabilitation, health education and prevention.

Health services work networking with other public bodies and with private and voluntary associations.

Some examples of programmes / projects run by institutions, with the co-operation with associations:

1. Healthy Cities: WHO project born in 1986, aimed at improving health conditions, mainly for children and old people, ensuring access to good quality health services and enhancing both private and public contribution. Udine joined the international partnership in 1995 and so far managed projects about health prevention, healthy alimentation, physical activity, smoke prevention, school mobility and safety, sexual education, environment protection, research and study (i.e. the elderly in Udine, health maps, Vancouver Protocol and age-friendly cities).
2. Agenda 21: international action plan supporting sustainable development. Udine is a partner since 1996, trying to develop successful urban and extra-urban policies, elaborating a Local Action Plan aimed at improving the quality of life in the city, with special attention to health, social cohesion and culture.
3. Protected dismissal from hospital: managed by Hospital, Health District and Social Services, aimed at promoting care continuity between hospital and home, mainly for old people, though the co-operation of different services, in order to support the families.
4. UdineBike: bike sharing project for people moving by bike within the city. Bicycles are placed in specific spots (i.e. station, squares, parking).
5. Voluntary services: the Municipality co-ordinates more than 60 association to offer small services in ordinary life (do the shopping, medicines from the chemist's, little house-repairing, small transport, information, company, aggregation places) to old people living alone and without family supports, or to temporarily non-self-sufficient people, or to people with economic problems; the Health Department included voluntary health clinics for migrants, aimed at health prevention and screening after their first arrival.

c) PLANNING OF SUSTAINABLE FUTURE INITIATIVES AND FUNDING PROPOSAL

OBJECTIVES

→ GENERAL Improve the access to local socio-sanitary services and reinforce health prevention, particularly for weak categories belonging to Roma community.

→ SPECIFIC

- 1.1 Promote Roma people access to socio-sanitary services, especially for women, children and elderly people.
- 1.2 Enhance prevention medicine, with peculiar reference to reproductive health and motherhood.

ACTIONS

1) Anti-flu vaccination for people at risk, in order to protect Roma population from health complication due to breath pathologies or way of life (smoke, bad-heated rooms, heart pathologies).

General aim: to reduce flu cases and avoid complications in weak people (children and elder)

Action: during the yearly flu-campaing, planning dedicated sessions in the Roma camp or in other structure which Roma people (those living outside the camp as well) can easily reach; preliminary information meeting.

2) Feeding education – Obesity prevention, in order to remedy obesity (most female), poor knowledge of a right diet, children tooth decay caused by wrong eating.

General aim: to improve knowledge of correct diet and healthy eating (starting from breast-feeding and child eating and involving adult people as well).

Action: organisation and realisation of informative meeting for women first, then for the whole population, dealing with healthy eating (shopping bag, pregnancy diet, food necessary for children's growth, ...), also in connection to other international projects (i.e. Healthy Cities).

5.3 HOUSING

a) SUMMARY OF THE ROMA POPULATION HOUSING CONDITIONS

Roma people housing conditions are traditionally precarious, characterised by unlawful settlements and/or unhealthy environments. However, the Administrative mandate started in 2008 strongly tackled housing problems, by promoting the assignment of social houses and by facilitating the purchase of plots of land where to settle legally. As a result, with relation to the most critical situation, that is the stop-camp, out of 85 families in 2008, only 18 are still living there; according to the law, the Municipality is making a strong effort in order to assure a safer environment for them.

To provide, respecting one's own choice, for alternative housing solution, to overcome illegality, to promote social housing and housing mediation are key issues for the Municipality, which, for these purposes, intends developing institutional as well as social networks. In the context of the Social Housing Agency, it would be useful to set out and develop an Observatory on housing resources and needs, so to have a thorough and precise view of what exists and to plan social answers better. Moreover, the vision is to promote not previously "dedicated" apartments or ghetto-areas (i.e. for mental ill, or deviant, or marginalized people, or Roma) but to focus on the individual needs in order to find out a proper solution

b) DESCRIPTION OF SERVICES SUPPORTING SOCIAL HOUSING IN UDINE

For the Municipality of Udine, housing is a key issue when dealing with marginalized people, since together with good health condition and decent job, proper housing is one of the elements characterizing the individual well being.

Recently, due to economic crisis, renting and loaning costs became crucial problems, affecting middle-class and, heavily, weaker categories of the population, even lodged in Council Houses. The Regional Administration promotes policies and projects about social housing and economic support, both for natives and for migrants.

Within the Social Services Department, the Municipality of Udine introduced two specific Units, namely the Receiving Co-ordination and Social Inclusion Interventions Office and the Immigration, Social housing and citizenship rights promotion Office, mainly dealing with:

- planning of reception policies for migrants and natives;
- coordination with institutional and associative resources;
- organisation of employees training;
- collaboration with services taking care of violence/harassment on women;
- promotion of education, support and social inclusion of detainees and former-detainees;
- coordination of the local Round table on Immigration;
- implementation of international cooperation projects.

Some examples of programmes / projects run by institutions, schools, also in co-operation with social co-operatives and associations:

1. Social Housing Agency: since 1994, a local association (called Vicini di casa, meaning “Neighbours”) manages original actions and measures to support disadvantaged people needing house or shelter, i.e. social rent, house restructuring, temporary housing solutions, information about private market opportunities and help with the first duties when renting or loaning house. The association, in close collaboration with institutions and with professional employees, implements technical, social and economic services, in order to make the access to housing services easier to those facing problems. Between 2008 and 2009, the Social Housing Agency realised 1690 contacts in Udine and in its neighbourhood, registering an increasing rate of requests from Italian people – mainly problematic (socio-sanitary problems, unemployment, debts,), which represents a difference with respect to the previous decade, when migrants were the most interested by housing difficulties – mainly for linguistic reasons, low wages, discrimination. The service is implemented in collaboration with Social Services and private agencies.
2. Overnight shelter: from September 2006, the Municipality and Caritas manage an overnight shelter, aimed at homeless and marginalized people reception at night (from 22.00 p.m. to 7.00 a.m.). On average, the overnight shelter receives 100 people per year, Italian and migrants, with different individual situation, from forced eviction to economic problems, from homeless condition to temporary family crisis, from recent migration to lost of job. This service proved to be precious for the methodology used: the personalised project, made by the Social Service, by educators/operators together with the interested person, represents the base for reciprocal collaboration and for the strong commitment about reaching one’s own possible autonomy.
3. Receiving communities: resources for the Municipality and the neighbourhood, receiving asylum seekers and refugees, as well as unaccompanied minors, both autonomously and through Ministerial or regional funds (e.g. Centro Balducci, Casa dell’Immacolata, San Pio X, San Domenico, SPRAR).

4. The Municipality manages apartments for marginalized people and has keeps in close contact with the local Council Housing Agency. Many meetings with the Direction of the local Council Housing Agency have been organised, resulting in some indications about Roma families living in Council houses. After these indications and after evaluating each individual situation, a Council House Mediation service has been set up. Working for the whole community, this service proved to be efficient in providing information, reducing conflicts, preventing discrimination and promoting mutual knowledge in the houses. In the Municipal apartments for marginalized people have been received 3 families travelling on the Municipal territory.

c) PLANNING OF SUSTAINABLE FUTURE INITIATIVES AND FUNDING PROPOSAL

OBJECTIVES

→ GENERAL Overcoming illegality and increasing the access to housing solutions which respect family cohesion and equal distribution strategies

→ SPECIFIC

- 1.1 Facilitate inter-institutional co-operation to improve housing opportunities for Roma people.
- 1.2 Promote lawful housing solutions which are able to answer to Roma families specific needs.
- 1.3 Enhance housing mediation.
- 1.4 Reinforce information about financial support and housing solutions managed by public institutions.

ACTIONS

- 1) Provide for mediators in social tenements, in order to prevent conflicts and to facilitate communication.
- 2) Promote self-management of Roma settlements within the law.
- 3) Continue enhancing institutional and public/private networks.

5.4 WORK

a) SUMMARY OF THE FEATURES OF LABOUR MARKET INCLUSION OF ROMA PEOPLE

As recalled in the Education/Training file, Roma people suffer particularly from the widespread economic crisis, on the one side because of the lack of job supply, on the other because of stigmatisation and exclusion based on ethnic reasons.

According to its institutional responsibilities, the Municipality of Udine has been active in promoting employment, mainly through individual projects for marginalized people set up in a networking process, that is in collaboration with economic and social territorial subjects. This commitment is even more reinforced in an economic crisis period, when the poor people rate rises and when “new poors” emerge due to unemployment.

b) DESCRIPTION OF SERVICES SUPPORTING LABOUR MARKET INCLUSION OF WEAK CATEGORIES IN UDINE

Many projects were promoted in the last decade, for instance:

1. Job information desks: places located in institutions or in associations where people can get information about job supply and can offer their competences; first dedicated to migrants, then they spread their services to everybody. For example, the family assistant desk receives foreign as well as native supply.
2. Training courses: the Municipality favours the organisation of training and vocational courses by training centres, above all for youngsters and unemployed people;
3. “Socially useful jobs” in the Municipality for unemployed people;
4. vocational measures;
5. social co-operative institution assistance and vocational measures activated in co-operatives (grass-cutting, green-house, waste collection, house furniture removal, ...).

Together with health, house and training, employment is one of the pillars of a thorough social policy and it represents a crucial issue to tackle social exclusion of Roma people.

The Municipality is committed in reinforcing a close relationship with the economic categories and with local social agents in order to shape some measures limiting the worst effects of the crisis on disadvantaged people and preventing other categories from sliding into poverty.

In the context of LSG meetings the Province of Udine described some hints about a project to enhance Public Useful Jobs, aimed at promoting the labour inclusion of people who are unemployed or with very low income.

c) PLANNING OF SUSTAINABLE FUTURE INITIATIVES AND FUNDING PROPOSAL

OBJECTIVES

➔ GENERAL Encourage vocational training and access to job for Roma people

➔ SPECIFIC

- 1.1 Enhance training and non-discriminatory access to vocational education aimed at labour market inclusion and at entrepreneurship
- 1.2 Facilitate tools and methods to regularize unlawful or provisional work as well as enterprise development and self-employment
- 1.3 Develop personal accompanying measures of Roma youngsters to the labour market

ACTIONS:

- 1) Promotion of joint projects with the involvement of training institutes, enterprises, co-operatives, through Regional and private funds
- 2) Provide for experimental projects of enterprise creation and self-management by Roma people, accompanied for bureaucratic aspects by experts, with Regional and private funds
- 3) Implement educational support for Roma youngsters searching for job and entering the labour market, through public funds (i.e. Municipal, Regional) and in close co-operation with the private sociale sector.

5.5 LEGALITY

Cross-issue

a) SUMMARY OF THE SITUATION OF LEGALITY, PARTICULARLY WITH REFERENCE TO ROMA PEOPLE

The relationship between law and Roma people is influenced by some “traditional” facts (little thefts, begging, unlawful activities), but also by the perception of the community. Assuming that legality does not coincide with repression, it seems quite reasonable to link the respect of the law to the satisfaction of one’s own needs (house, job, school, health). That is the reason why this topic is closely intertwined with the others: one action implemented in the context of education, training, health disseminates its effects in the sphere of the respect of the law, as well as into the social perception of Roma people: i.e. if a Roma family regularly works and send their children to school, the social stigma tends to be weakened.

b) PLANNING OF SUSTAINABLE FUTURE INITIATIVES AND FUNDING PROPOSAL

OBJECTIVES

→ GENERAL: Promote social inclusion and lawfulness

→ SPECIFIC:

- 1.1 Enhance lawful behaviours through education and awareness-raising, for the whole population
- 1.2 Promote the exchange between local community and Roma population, especially in the Roma camp area and in Roma settlements within the Municipal territory
- 1.3 Favour the dissemination of anti-discrimination issues

ACTIONS:

- 1) Reinforce the projects in the criminal area, above all in the prevention field and by connecting “long” projects (e.g. from 6 months onwards) to job/training.
- 2) Continue and enhance education to citizenship and legality, in collaboration with schools.

5.6 PROFESSIONAL TRAINING

Cross-issue

a) THE COMPETENCES OF INSTITUTIONAL, SOCIAL, SANITARY OPERATORS WITH REFERENCE TO ROMA ISSUES: THE NEED OF SPECIFIC KNOWLEDGE AND WORKING METHODOLOGY

There are many professionals working into the social and socio-sanitary field and many of them did work with and for Roma people, creating a luggage of competence and experience which represents a point of reference for any kind of new planning.

However, the Municipality deems necessary to build a specific knowledge as for Roma issues and a common working methodology which can be effective as well as respectful of each other’s mandate and tasks.

b) PLANNING OF SUSTAINABLE FUTURE INITIATIVES AND FUNDING PROPOSAL

OBJECTIVES

➔ GENERAL: Promote the knowledge of public and private social workers about Roma issues and assure the territory of specific competence and methodology

➔ SPECIFIC:

- 1.1 Supply social and anthropological contents about Roma people in Italy and in Europe as well as good practices of local intervention
- 1.2 Provide for tools and methodologies of action in different areas (education, health, housing, job)

Actions:

- 1) Organising the final seminar of the Roma-Net project, through European and Municipal funds
- 2) Organising a training course which stimulates new knowledge and discussion on the main topics, with Regional funds
- 3) Taking care about the reception of good practices from other contexts and about the updating of knowledge and competence of professionals involved in social activities with / for Roma people.

6. CONCLUSION

What was expected from Roma-Net

From its involvement in the Roma-Net partnership, the Municipality of Udine expected to promote the strategic **sharing of knowledge and exchange of experiences, methodologies and good practice** from other local initiatives, regarding the social inclusion of the Roma community and particularly their access to social services, to health services, to education and to the labour market.

Moreover, Udine would benefit from considering the relevant issues in a wider **trans-national context** with respect to European and International Human Rights legislation and may be able to exploit a strong network to qualify for European funding of local integration policies.

Eventually, the expectation dealt with a thorough involvement of the members of the local **Roma community**, deemed as a critical point in this process.

What has been achieved

To **be part of a trans-national network** as Roma-Net is precious in itself, in terms of learning from the others, of comparing different contexts, of visiting places and getting in contact with new ideas or with a different perspective of experimented initiatives. Sharing plans and projects during Roma-Net Steering Committees around Europe is an interactive way to discover what can work and what cannot work in our context.

The most important achievement of the project is the formal constitution of a multi-professional group, the **Local Support Group (LSG)**: it includes both institutional representatives (Municipality of Udine, Ministry of Justice, Health Department) and members from the organised civil society and from associations (Caritas, La Tela, San Vincenzo, UCAI, UNICEF, Vicini di Casa), all committed to analyse the situation of Roma people, to single out topics and problems, to discuss feasible solutions to problems, to participate to international and local meetings, to contribute to writing this Local Action Plan, as well. Since 2010, our LSG met 12 times – on average every 2/3 months – assuring a continuous occasion to share views about Roma people conditions in Udine. Furthermore, LSG members participated both to the Steering Committee organised in Udine in November 2010 and to some of the Steering Committees organised by other Roma-Net partners, learning from the others and describing their local experience.

Our LSG does not pass away with the end of the Roma-Net project: instead, it represents a set of contents and relations, an asset for the Administration and the territory.

This **Local Action Plan (LAP)** is a choral output which summarises the state of the art as for the description of the context, the subjects involved, the actions already implemented. Dealing with social issues, it is not written on the stone, instead it has to be considered as a work in progress, nourished by the members of the LSG and by any other public and private actor willing to bring competence and experience. Furthermore, our LAP tries to show a vision, a concrete and pragmatic point of view of what can be done in the next future to improve social inclusion for Roma people e to avoid discrimination and racism.

What has not been achieved – and why

At the beginning of the process, the Municipality together with the LSG and in compliance with the lines of the European project, did want and did try to involve the final beneficiaries of actions and

initiatives, that is the Roma community, believing that analysis and planning would be partial and incomplete without their voice.

The difficulty in involving Roma people, who participated very sporadically to Roma-Net meetings and initiatives, despite invited, has been a hurt in our project. On one side, it is due to the lack of representatives of the Roma community, which compelled to talk to many people, to many families without having a thorough feed-back or at least a kind of participation. On the other side, the project's feature, that is the absence of concrete (e.g. structural) actions, of visible outputs, influenced the perception of invitations and of efforts of involvement as useless and ineffective for daily needs.

The (hoped) challenge is to regain this gap, by implementing feasible actions and measures and by training public and private professionals, in order to foster the local network and to maintain high the attention against any kind of discrimination and marginalization towards any kind of people at risk of social exclusion. The Municipality deems that through the creation of a common language and of a shared knowledge, through the realisation of (maybe little but) concrete actions, the final beneficiaries – in this case the Roma community – might feel stronger and safer to become protagonist of the solutions to their needs.