



Presidenza del Consiglio dei Ministri
Dipartimento per le Pari Opportunità
Ufficio per la promozione della parità di trattamento
e la rimozione delle discriminazioni fondate sulla razza o sull'origine etnica

**Report to the President
of the Council of Ministers
on activity of UNAR**

2009

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FOREWORD

2009 was a year of sharp improvements for the National Office Against Racial Discrimination, which set up a Contact Center with a computerized reporting system and designed a national network of local anti-discrimination centres against racism together with the local authorities and the civil society. Moreover UNAR has started a series of actions which have established it as an important institutional reference on the theme of racism, and will even more during 2010.

The call center – 800 90 10 10 – activated in 2005 for the collection of reports, since December 2009 has been part of the new contact center of the Office, which has doubled its capital endowment and staff. The enhancement will allow UNAR to implement new services and improve those so far supplied below the level of demand.

One of the latter cases is increasing the supply of legal aid to the victims of racial discrimination, a service needed especially by the associations included in the Register managed by UNAR and a number of operators from the Regional governments and Local authorities which has been constantly growing since the agreements were signed with Emilia Romagna, Liguria, Piedmont and the Municipality of Roma.

Besides the legal aid, a “solidarity fund” has been also established to advance the court fees charged to the victims of racial discrimination or the associations operating in their behalf.

The training of UNAR's national network operators; the professional support and the automated management of the Register of Association are the other services implemented and also provided on line by means of the contact center portal www.unar.it where all the operators will have access to a virtual community and to an archive with all the reports received and the instituted cases, moreover all logged-in users will be able to update or make reports on-line.

Among the most delicate tasks of the new contact center there is the daily monitoring of the press and the web. Thanks to a press review system the cases of racial discrimination published and not reported will be gathered, as well as the presence of stereotypes or improper representation on the basis of ethnicity or race in the media.

In these cases UNAR will report the news to the local office of the Association of Journalist and ask for their intervention in case any infringement is found. The cases found through the monitoring will be included into the Annual Report to the Parliament, which from 2010 will have a special section for these issues.

With these services UNAR is prepared to carry out, to the largest extent and in the best way possible, its mission: to grant the equal application of human rights everywhere in the nation regardless of skin colour.

The provision of help-lines, reporting and intervention services, the positive actions carried out in co-operation with the associations and non-profit organizations, the agreements with the Regional governments and Local Authorities and a new, substantial partnership with labour unions and employers' organizations are all aiming at increasing the opposition to discrimination in the workplace.

They are all real initiatives and intervention plans put into action in a few months time (from July to December 2009), which are not based on an isolationist attitude or on an alleged “self-reliance”, but make UNAR the “the joint operation headquarters”, the central hub and the place for knowledge sharing, analysis and intervention, in order to prevent and tackle together - institutions and civil society - every form of xenophobia and racism.

A constant and daily commitment, modern and stronger, has found its emblematic exemplification in the new logo and the new claim; UNAR: equality in action.

PART ONE: RACIAL DISCRIMINATION IN ITALY. FACTS AND FIGURES IN 2009

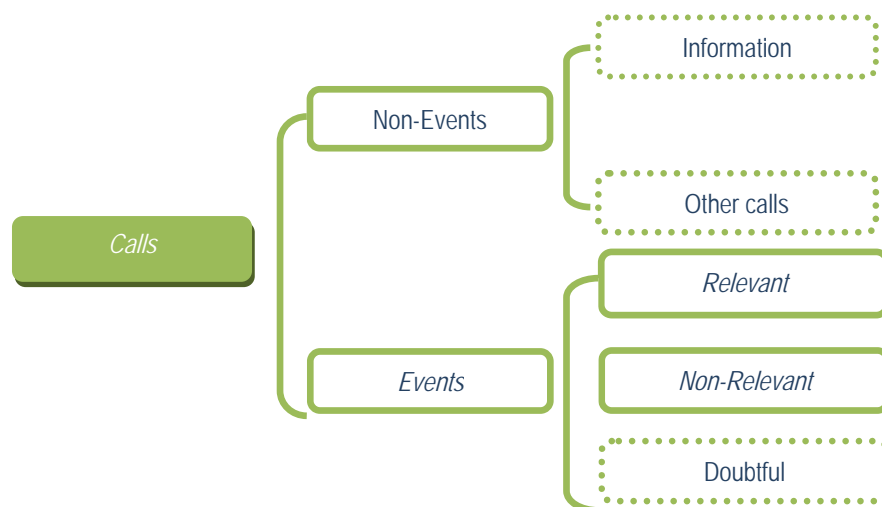
1. THE CLASSIFICATION OF INFORMATION

On December 10, 2009 the *Contact Center* of the National Office Against Racial Discrimination concluded its fifth year of activity. It is an important stage in the strategy to combat ethnic and racial discrimination.

UNAR database is indeed a vantage point from which to understand the dynamics of racial discrimination, an essential knowledge base to analyse this kind of phenomena: as usual in this section of the Annual Report the data available in the computer archive linked to the toll free number are set out. Before going into the detail of the 2009 data it is appropriate to expound the organization of the record and the type of information contained therein. In particular, on the basis of the first five years of activity, since January 2010 the Office put into operation a new organizational model of the Service – which will be detailed in the second part of the Report – capable of guaranteeing better access and a wider scope of intervention.

Every day the operators of UNAR contact center receive different kinds of reports: some users call in because they want to report a discrimination as victims, others are interested to know how the Office works; or some people ask for news on the development of a previous report. These different communications create two separate classes of information: events and non-events. Included in the first category are all the reports where the operator, during the preliminary investigation, identifies some sort of discrimination; in the second, instead, all the other types of calls, above all information requests are included (cf. table1).

TABLE 1
CLASSIFICATION OF
REPORTS RECEIVED BY
THE UNAR CONTACT
CENTER



The "events" themselves are then divided into three subclasses:

- "relevant". Into this subclass fall the real cases of harassment and direct or indirect discrimination. If the person who reported the accident decides not to proceed further with the matter, the case will be shelved by the *Contact Center*, otherwise, if the person decides not to restrict himself to reporting a discriminatory accident or an harassment, the case is forwarded to the first level of processing;
- "non-relevant". These cases cannot be traced to or do not imply discriminatory attitudes or behaviours because the discrimination has only been perceived, also these reports are directly shelved by the *Contact Center* operators.
- "doubtful". All reports which do not clearly fall within the scope of action of the Office belong to this class. The doubtful reports are forwarded to the first level operators who,

after they have gathered additional details, decide to shelve the case as non-relevant or to continue with the processing of the case¹.

Another element which helps to describe the evolution of the contact center activity is represented by the channel of report receipt (Table 2). The toll free number constitutes the first stage of a complicated service structure, comprising several subjects distributed also over the Italian territory. At the same time, the telephone is not the only mean of contact provided by UNAR: it is possible to send reports also by email, fax or post. As in the previous years, also on 2009 phone calls have had a predominant role: a little less than two reports out of three (64,8%) were submitted via the toll free number. With regard to the previous year this contact channel has reported a drop of 5.7%; the number of reports submitted via email are stable (12.3% in 2008, 11.8% in 2009); whereas the cases reported through the mass media monitoring done by the UNAR operators has increased by 4.5% over the last twelve months.

TABLE 2
CHANNEL OF REPORT
RECEIPT: COMPARISON
2008-2009 (%)

<i>Channel of report receipt</i>	<i>Year</i>		Δ 08/09
	2008	2009	
Contact center	70.5	64.8	-5.7
E-mail	12.3	11.8	-0.5
Media	6.8	11.3	+4.5
Post	3.9	4.8	+0.9
Local Antenna	-	2.7	-
Focal point	5.1	2.4	-2.7
Fax	1.0	1.1	+0.1
General immigration office	-	0.8	-
Other	0.4	0.3	-0.1
Total	100.0	100.0	-

Source: Unar/Iref-Acli 2009

Lastly, to complete the overview on the reports received in 2009, it is necessary to analyse the ways users have learned about the anti-discrimination service (Table 3).

TABLE 3
WAYS USERS HAVE
LEARNED ABOUT THE
UNAR SERVICE:
COMPARISON 2008-
2009

<i>Source of information</i>	<i>Year</i>		Δ 08/09
	2008	2009	
Advertisements	60.2	52.5	-7.7
Association/authority	11.2	15.3	4.1
Friends	7.4	11.0	3.6
Newspaper article	15.7	7.0	-8.7
Television commercial	0.4	0.5	0.1
Television News	0.4	0.3	-0.1
Other	4.7	13.4	8.7
Total	100.0	100.0	-

Source: Unar/Iref-Acli 2009

The advertisement campaigns promoted by the Office have contributed to letting people know about the service 52,5% of cases; comparing the 2009 data with the previous year's a drop of 7,7% is apparent. This decrease is offset by the activity of the associations, which with a rate of

¹ That of the doubtful event is a temporary status: during the months following the report, the first level operators tend to untangle the uncertainty and assign the case to a final category (relevant or non-relevant). As you will be able to see, the greatest part of the doubtful events currently existing in the database refer to reports filed in the months preceding the closure of the database for the annual analysis; during the following months these dubious situations tend to be clarified.

15,3%, are the second best way of disseminating information; word-of-mouth advertising follows with 11%. These last two channels show a good growth rate compared to the previous year (respectively +4.1% and +3.6%). Instead, the performance of the newspaper articles has had a quite noticeable drop (-8.7%).

From the global evaluation of these data it can be inferred that in the last year the information related to the service has been divulged through the most varied channels. Moreover, the contribution of authorities and associations must be considered: if their role in the reporting appears as secondary, in regard to the awareness raising actions and the diffusion of information these bodies appear to be able to make a very important contribution.

2. USERS PROFILE

The analysis of the socio-demographic profile of the individuals who applied to UNAR shows interesting themes which go beyond the record of the activities of the service. The characteristics of the users, in fact, can be analysed also in terms of propensity to report and so, to the ability to stand up for one's rights. Starting to expand on this theme it is easy to notice that, in 2009, the users composition by gender has returned to the levels registered in the past (Table 4).

TABLE 4
USERS BY GENDER:
2005-2009 (%)

Gender	Year				
	2005	2006	2007	2008	2009
Male	63.8	62.4	57.4	56.3	61.3
Female	36.2	37.6	42.6	43.7	38.7
Total	100.0	100.0	100.0	100.0	100.0

Source: Unar/Iref-Acli 2009

The turnaround, started in 2007 and continued the year after with an increase of the rate of women (42.6% and 43.7%) can be considered as concluded, because the percentage of female users last year (38.7%) has gone back to values close to those recorded between 2005 and 2006. Therefore, men are the gender who applies to UNAR the most (61.3%).

Through the years there has been a noticeable change in regard to age as well: although the age, calculated on the average value of distribution, is 37 years (as in 2008), through the analysis of the age class distribution (Table 5) emerges that in 2009 the relevance of the under 30s (23.7%) has returned to the levels recorded in 2006 (24.1%); the same has happened to the higher age class (31-39 years): in 2006 amounted to 38.1%, a value very close to this year's value (36%).

TABLE 5
USERS BY AGE CLASS:
2005-2009 (%)

Age groups	Year				
	2005	2006	2007	2008	2009
Up to 30 years	17.7	24.1	22.5	15.3	23.7
Between 31 and 39 years	33.0	38.1	35.5	26.4	36.0
Between 40 and 49 years	31.4	22.7	29.1	18.4	27.7
50 years and older	17.9	15.1	12.9	39.9	12.6
Total	100.0	100.0	100.0	100.0	100.0

Source: Unar/Iref-Acli 2009

To the overall increase of younger users of UNAR services is in marked contrast to the sharp decrease of over fifty years-olds, which in the last twelve months passed from 39.9% to 12.6%.

The presence of younger users is a good sign because in the previous years there were difficulties in intercepting the youngest age brackets.

By analysing the users profile by geographical area it can be inferred that there is a certain stability in the various places of origin of the users (Table 6). As in 2008, almost 40% of the people applying to UNAR come from the African continent; next are the people who arrived in Italy from East Europe 22% (a drop of 2.4% compared with the previous twelve months). The South American users in 2009 were 9.7% (-2.6%); the Asians instead were 4.5%. Also the data on the reports received from Italian citizens (17.2%) is in line with 2008; instead there was a rise in the reports submitted by people coming from the so called Advanced Developing Countries (6.8% in 2009).

TABLE 6
GEOGRAPHICAL AREA OF
ORIGIN OF USERS: 2008-
2009 (%)

Geographical area	2008	2009	Δ 08/09
Africa	39.4	39.8	+0.4
East-Europe	24.4	22.0	-2.4
South-America	12.3	9.7	-2.6
Asia	5.0	4.5	-0.5
Advanced developing countries*	1.8	6.8	+5.0
Italy	17.1	17.2	+0.1
Total	100.0	100.0	-

Source: Unar/Iref-Acli 2009

* Nations of Western Europe, North America, Japan, Australia, Israel.

The data highlight that beyond the different volume of the various streams of immigrants, the individuals that unfortunately keep on being target of aggressions and discrimination mostly come from Africa. Discrimination therefore has a marked racial imprint because it does not involve immigrants in general, but above all the *coloured* immigrants.

To define the user profiles in a greater detail it is useful to compare the sex and the age of the individuals according to the geographical area of origin (Table7).

TABLE 7
SEX AND AGE OF USERS
ACCORDING TO THE
GEOGRAPHICAL AREA OF
ORIGIN.
(solo Pfp - %)

	Geographical area of origin			
	East-Europe	Asia	Africa	South America
<i>Gender</i>				
male	38.2	76.9	73.0	56.7
female	61.8	23.1	27.0	43.3
Total	100.0	100.0	100.0	100.0
<i>Age groups</i>				
under 30	22.6	11.1	28.4	15.4
31-39 years	41.9	11.1	31.0	34.6
40-49 years	22.6	77.8	30.2	23.1
50 years and older	12.9	-	10.3	26.9
Total	100.0	100.0	100.0	100.0

Source: Unar/Iref-Acli 2009

The gender based analysis underlines a clear majority of females among the east-European and south-American users: women in these two subgroups are respectively 61.8% and 43.3%; on the contrary, among the users of African origins there is a clear preponderance of men (73%); male users from Asia are approximately the same level (76.9%). Therefore the decrease of contacts made by female users must be interpreted in the light of the geographic variable: the low rate of Asian and African females who applied to the toll free number does not

demonstrate that the phenomenon of discrimination is less widespread, but it implies that these groups are more reticent to denounce cases of racial discrimination.

With regard to the data by age class, the callers of African origin are the youngest (the 28.4% is under 30, the 31% between 31 and 39); the users coming from east-Europe are also young, but the rate of the forty year-old callers is slightly higher than that of the thirty year-olds (respectively 22.6% and 41.9%). Instead the distribution by age class among the south-American users is more balanced.

These data confirm that the users of UNAR *contact center* account for a plausible cross-section of immigrants to Italy: among the users we can find some of the main demographic characteristics of the streams which concerned Italy in the last decades. One of the most demonstrative examples of this, is the differing proportions of female immigrants in some sections of the national population

By broadening the scenario beyond the purely demographical variables it is possible to notice that the education level remains particularly high: in 2009 43% of users had a secondary school diploma, while the rate of individuals with a higher education had risen further (36.4%). The users with the higher degree of education were the east-Europeans.

TABLE 8
USERS EDUCATION LEVEL
(%)

<i>Educational qualifications</i>	2008	2009	Δ 08/09
Up to junior high school	21.9	20.6	-1.3
High school diploma	44.5	43.0	-1.5
University degree	33.6	36.4	2.8
Total	100.0	100.0	-

Source: Unar/Iref-Acli 2009

With regard to the working position (Table 9), the majority of people work in factories (23.2%), next are white-collar workers (17.7%) and 10.6% work as domestic help, while 7.1% are artisans; 20.9% of the users declare themselves to be unemployed: mostly women. The other professions instead show much lower rates: therefore the users applying to UNAR are mostly employees.

TABLE 9
WORKING POSITION OF
USERS

<i>Working position</i>	%
Factory worker	23.2
White collar	17.7
Enterpriser	3.9
Self-employed	9.4
Artisan	7.1
Trader	2.0
Odd jobs	5.1
Domestic help	10.6
Unemployed	20.9
Total	100.0

Source: Unar/Iref-Acli 2009

In order to complete the socio-economical scenario defined thus far it is necessary to contemplate the marital status of the service users (Table 10). In 56,3% of cases who applied to UNAR was married, while the singles amounted to 31,3% and the common-law spouses to 6,7%. Given the high percentage of married people, it is necessary to bear in mind that an experience of discrimination can have fall-out effects, mainly psychological, on the whole

family: imagine if the incident takes place in front of the family members, or worse when children are present.

TABLE 10
USERS MARITAL STATUS

<i>Marital status</i>	<i>%</i>
married	56.3
single	31.3
common-law spouses	6.7
divorced	2.4
separated	2.0
widowed	1.2
Total	100.0

Source: Unar/Iref-Acli 2009

Another type of data contained within UNAR database is pertinent to the residential qualification held by the users (Table 11). The majority part of the people who called the toll free number live in Italy thanks to a residence permit obtained to do a subordinate job in 43.3% of the cases, for family reasons in 16.5% and for self employed work in 7.2%; the irregular immigrants instead are a little less than 10%, equal in number to the individuals with a study permit

TABLE 11
LEGAL STATUS
(except UE citizens)

<i>Residential qualification presently held</i>	<i>%</i>
Irregular immigrant	9.3
Residence permit for subordinate work	43.3
Residence permit for self employed work	7.2
Residence permit for family reasons	16.5
Study permit	9.3
Asylum seeker	4.1
Political refugee	3.1
Tourist visa	2.1
Medical care visa	1.0
Waiting for employment	4.1
Total	100.0

Source: Unar/Iref-Acli 2009

From the study of the main socio-demographic characteristics of the users of UNAR services at least three elements emerge which merit a deeper analysis.

- i. *The decrease of female users.* One of the focal points in the countermeasures to discrimination is the ability to let the cases of double discrimination (race and gender) come to light. Women are an especially vulnerable subject and they are not always in the condition to report the violence and abuses: therefore greater attention is needed so that these cases do not pass unheard. Since a sharp decrease of reports concerning women has been recorded it is necessary to develop sensitization strategies and increase the chance and the channels for reporting.
- ii. *The increase of reports from young people.* Young people should represent a bracket of non-native population in which the features of cultural differences, usually the preferred breach for a discrimination, should be less pronounced. The fact that a rising number of young individuals maintain having been involved in discriminatory incidents sheds an eerie light on the multi-ethnic future of Italy. Therefore it is necessary to develop initiatives especially targeted to that bracket of population, involving also the Italians of the same age group.

- iii. *The discrimination concerns also subjects with a certain economical and legal stability.*
 The data on the working position and on the legal status highlight that discrimination does not concern only the most vulnerable and marginalized or isolated subjects: also those who have reached a considerable economical and working position can find themselves involved in an unpleasant situation. So, an experience of discrimination can entail an interruption of the process of social integration of individuals.

3. THE EVENTS

This section focuses on the discussion of the events filed by the *contact center* during 2009. In particular, it illustrates information regarding the administrative activities of the Office and the processing of the cases.

In this regard, the first point to be discussed is the data concerning the classification of cases according to the criteria of relevance set out by UNAR (Table 12).

TABLE 12
 CLASSIFICATION OF THE
 REPORTS ARRIVED AT THE
 TOLL FREE NUMBER (%)

Case classification	2005	2006	2007	2008	2009
Relevant	32.5	62.1	60.2	66.3	64.6
Non-Relevant	66.6	30.8	30.0	28.0	26.8
Doubtful	0.9	7.1	9.8	5.7	8.6
Total	100.0	100.0	100.0	100.0	100.0

Source: Unar/Iref-Acli 2009

During the year just past, the relevant cases amounted to 64% of the total events: it is a slightly lesser rate compared to the last year (66.3%), but it is in line with the trend started in 2006 and continued in 2007. The non-relevant events had a slight decrease (26.8%); while the doubtful cases increased almost two percentage points (8.6%), that is the reports which Office operators still have to make up their mind on and then assign to a category.

Dispelling all ambiguities about the discrimination incidents is essential for a service such as that provided by the UNAR operators: the data on case classification elucidate that the service has been at an excellent level for many years now; the percentage of doubtful cases always tends to be very low, this emphasizes that the multilevel structure of the Office works properly and even the most complicated cases are likely to be resolved following the multiple steps of the established procedure.

The working procedure implemented within UNAR can be better understood through the data relevant to the processing level of the filed cases (Table 13).

TABLE 13
 PROCESSING LEVEL OF
 REPORTS ON DECEMBER
 10: COMPARISON 2008-
 2009

Event status	2008	2009	Δ 08/09
Closed	68.1	64.6	-3.5
Assigned to level I	17.6	14.2	-3.4
Assigned to Unar official	4.9	9.9	+5.0
Forwarded to level II	4.9	5.9	+1.0
Forwarded to level I	0.2	2.7	+2.5
Assigned to the judge	3.1	1.6	-1.5
Accepted	1.2	1.1	-0.1
Total	100.0	100.0	-

Source: Unar/Iref-Acli 2009

In 2009 the service standards achieved by the office show a certain stability: at the end of the year two cases out of three are closed (68.1% in 2008, 64.6% in 2009). A little less than 15% of reports have been assigned to the first level; while the rate of cases assigned to an UNAR official (9.9%) before the database closure for the annual analysis has risen.

4. VICTIMS AND WITNESSES

In order to discuss the events of discrimination it is essential to take into account the variable "type of reporting subject", in which the information on the type of subject who has reported the event is contained. In comparison to 2009 a drop of five points in the percentage of subjects declaring themselves as directly involved in the incident of discrimination (victims: 66.2%) can be seen, whereas the total rate of witnesses who have decided to report incidents of racism and discrimination rises to 15.8%. The reports arriving from the associations or authorities amount to 7.5% on total, while UNAR officials have personally filled in about the 10% of the reports.

TABLE 14
TYPE OF REPORTING
SUBJECT (%)

Type of reporting subject	2008	2009	Δ 08/09
Victim	71.6	66.2	-5.4
Witness	11.4	15.8	4.4
Association-authority	8.6	7.5	-1.1
Unar	8.4	10.5	2.1
Total	100	100	-

Source: Unar/Iref-Acli 2009

These data are reassuring on one hand, as they highlight a growth of the voluntary witnesses of events of discrimination, on the other hand they reaffirm UNAR's advanced monitoring ability relating to the rise in the cases opened by the office, that is, without any external *input* from those directly involved or from third parties.

Comparing the case classification with the type of reporting subject leads to extremely interesting results with regard to the psycho-social dynamics of discrimination (Table 15). 53.8% of reports received from people who declared themselves victims turned out to be a relevant case after the analysis of UNAR officials; this percentage rises to 74.6% when the reports were submitted by a witness. Moreover 35.6% of reports submitted by victims proved to be non-relevant; while only 15.3% of the calls made by witnesses had the same result.

TABLE 15
CASE CLASSIFICATION BY
TYPE OF REPORTING
SUBJECT
(only victims and
witnesses - %)

Case classification	Type of reporting subject		Total
	victim	witness	
relevant	53.8	74.6	57.8
non-relevant	35.6	15.3	31.7
doubtful	10.5	10.2	10.5
Total	100.0	100.0	100.0

Source: Unar/Iref-Acli 2009

Except for the most obvious cases, racial discrimination is an experience which may not be fully understood by the subject who is directly involved: as highlighted by the quoted data, more than the self-perception, in order to find the real cases of discrimination the role of witnesses is essential. From this viewpoint, it is vital to develop large scale interventions to sensitise public opinion so as to spread an ever growing consciousness towards this kind of situation and to further motivate in the citizens to report the incidents they witness.

Going back to the data presentation, excluding from the analysis the non-relevant and doubtful cases, it is possible to trace the socio-demographic profile of the victims and of the witnesses of discrimination incidents. The individuals who have been directly involved in discrimination incidents are mostly males (57.6%), coming from Africa (49.6%) and from Eastern Europe (27.2%) in most cases aged between 31 and 39 years. On the contrary among the witnesses there is a preponderance of women (52.4%), above all Italian (82.4%) and aged between 31 and 39 years (47.6%).

TABLE 16
SOCIO-DEMOGRAPHIC
PROFILE OF VICTIMS AND
WITNESSES (only
relevant cases - %)

	<i>Victim</i>	<i>Witness</i>
<i>Gender</i>		
male	57.6	47.6
female	42.4	52.4
Total	100.0	100.0
<i>Place of origin</i>		
East-Europe	27.2	5.9
Asia	6.4	-
Africa	49.6	11.8
South America	12.8	-
Italy	4.0	82.4
Total	100.0	100.0
<i>Age groups</i>		
under 30	23.1	23.8
31-39 years	35.5	47.6
40-49 years	28.9	19.0
50 years and older	12.4	9.5
Total	100.0	100.0

Source: Unar/Iref-Acli 2009

5. DOMAINS AND CONTEXTS OF DISCRIMINATION

According to the current legislation it is possible to differentiate between direct discrimination, that is when an individual is treated less favourably than another person would have been in a similar situation on the basis of race or other personal characteristics, and indirect discrimination (when an apparently neutral specification or rule, standard practice or criteria can put people belonging to a certain race in a disadvantaged position). This distinction is at the basis of UNAR activities, so it is important to check its consistency within the cases opened during 2009.

During the year just past there has been a drop of five points in the cases of direct discrimination (from 83.2% in 2008 to 78.1% last year), this decrease has been compensated by the slight increase (+1.8%) in incidents of indirect discrimination (10.1% in 2009) and above all by the increase of direct discrimination with harassment: from 7.1% to 10.1% recorded in the period 10 December 2008 -10 December 2009.

TABLE 17
RELEVANT EVENTS: TYPE
OF DISCRIMINATION (%)

<i>Type of discrimination</i>	2008	2009	Δ 08/09
Direct	83.2	78.1	-5.1
Indirect	8.3	10.1	1.8
Harassment	1.4	1.7	0.3
Direct with harassment	7.1	10.1	3.0
Total	100.0	100.0	-

Source: Unar/Iref-Acli 2009

Another term of comparison which is essential to understand the dynamics of discrimination nationwide is the distribution of the relevant events throughout the country. Data point out that in 2009 the rate of cases that occurred in Northern Italy dropped by 8.5% reaching 50.8%, instead the relevant events reported in Central Italy have increased (+7.7%), up to 41.2%. The reports coming from the South have stayed stable (8%).

TABLE 18
GEOGRAPHICAL
DISTRIBUTION OF
RELEVANT EVENTS (%)

Geographical area	2005	2006	2007	2008	2009	Δ 08/09
Northern Italy	68.4	69.7	49.4	59.3	50.8	-8.5
Central Italy	27.0	33.9	45.0	33.5	41.2	+7.7
Southern Italy	4.6	22.2	5.6	7.2	8.0	+0.8
Total	100.0	100.0	100.0	100.0	100.0	-

Source: Unar/Iref-Acli 2009

The geography of discrimination fully mirrors the diffusion of immigration in the country, except for Southern Italy: it is surprising that besides the anomaly of 2006, the rate of relevant cases reported from Southern Italy continues to be extremely low. This difference is not entirely due to the lower number of foreigners, but also because the data on the foreign residents in Southern Italy are largely underestimated as a result of the high rate of irregular immigrants. For the first time in five years the workplace is not the main domain where incidents of discrimination take place (Table 19): the rate in 2009 was 16.6%, 5.5% lower than in 2008. In fact, the public life domain tops the list passing from 13.6% in 2008 to 17% in 2009. The reports of discrimination concerning the supply of services by the public authorities have also risen (13.7% last year), although very slightly (+0.7%). The greatest decrease, besides the drop in the "work" domain, has been recorded in the domestic environment domain (-6.8%). The two, so to say, traditional sectors of discrimination are replaced by others, see for example the increase in cases relating to the mass-media: increasing by 8.1% in one year, instead the other domains included in the classification adopted by UNAR remain stable.

TABLE 19
RELEVANT
EVENTS
COMPARED WITH
THE DOMAIN OF
DISCRIMINATION:
2005-2009
(Domains
arranged by
the values of
2009)

Domain of discrimination	2005	2006	2007	2008	2009	Δ 08/09
1 Public life	5.3	6.0	12.8	13.6	17.0	+3.4
2 Workplace	28.4	31.7	23.8	22.1	16.6	-5.5
3 Service supply by public authorities	9.9	8.7	10.6	13.0	13.7	+0.7
4 Mass media	2.5	5.0	4.0	2.7	10.8	+8.1
5 Domestic environment	20.2	12.4	16.2	16.8	10.0	-6.8
6 Law enforcement bodies	6.4	10.6	5.7	8.3	9.1	+0.8
7 Service supply by public establishments	6.7	10.1	10.9	7.4	6.2	-1.2
8 School and education	3.5	5.0	5.7	5.3	5.4	+0.1
9 Public transport	4.3	4.1	6.8	5.9	4.6	-1.3
10 Leisure time	1.1	1.8	0.4	0.9	3.3	+2.4
11 Supply of financial services	6.7	2.3	2.3	1.8	2.1	+0.3
12 Medical care visa	5.0	2.3	0.8	2.4	1.2	-1.2
Total	100.0	100.0	100.0	100.0	100.0	-

Source: Unar/Iref-Acli 2009

Besides the variations in the period in question it is interesting to reflect on the year on year trend of the main domains of discrimination. Beginning with the workplace, it is possible to notice that between 2005 and 2006 there was a peak in reports (for both the rates are around 30%), in the following two years there was a drop of about eight points (23.8% in 2007 and 22.1% in 2008) which reached 16.6% in the year just past: the reports of discrimination concerning the workplace have virtually halved.

Expanding on the discrimination contexts of the first two domains (Table 20) it is possible to notice that, compared with the public life, most of the cases took place in the context of the "public spaces" (47.1%): this group includes all those cases in which the discrimination took place in public places, such cases are mostly completely groundless outbreaks of racial hatred not connected with any circumstances in particular: public life is by definition the broadest and vaguest domain in UNAR classification; the fact that in the last twelve months most of the cases are ascribable to this domain suggests that the proliferation of racial intolerance is generalized.

TABLE 20
THE CONTEXTS OF
DISCRIMINATION OF THE
DOMAINS "PUBLIC LIFE"
AND "WORKPLACE"

1	<i>Contexts of discrimination in the "Public life" domain</i>	
	Public Spaces	47.1
	Politics	41.2
	Xenophobic graffiti	11.8
	Total	100.0
2	<i>Contexts of discrimination in the "Workplace" domain</i>	
	Access to employment	26.9
	Colleagues	26.9
	Termination conditions	11.5
	Working conditions	7.7
	Mobbing with aggravations	7.7
	Salary	3.8
	Other	15.4
	Total	100.0

Source: Unar/Iref-Acli 2009

The next category within the classification relating to the public life domain (41.2%) is the discrimination with a political component, or rather, that which is ascribable to groups or representatives of political movements that in name of their ideology put into effect dramatic discriminatory behaviours: these are mainly actions of propaganda which make use of the racial pretext to assault and internalize larger categories of people (*immigrants above all*).

With regard to the contexts of the workplace domain the majority of cases appertain to the access to employment (26.9%) and to the relationship with colleagues (26.9%), that are two crucial phases in the professional life of an individual. The discrimination in the access to employment corroborate the thesis of the subordinate inclusion of immigrants in the labour market, to the "first market" (that of the natives, Italians) apply some rules that are often disregarded in the "second market". Conflicts between colleagues instead lend themselves to more elaborate interpretations, of a psycho-social nature. The racist assault towards a "different" colleague is often favoured by pre-existing power relationships: in other words, the formal and informal hierarchies which are characteristic of every workplace facilitate the internalization practices.

In a global view 2009 seems to have been a year in which discrimination, inequality of treatment and racial hatred have gained new ground: the fact that the cases are tending not to be limited to specific domains any more leaves no room for explanations or excuses: there is nothing left but the nonsense of racial violence.

6. THE STORIES: THE CASES FROM UNAR'S ARCHIVE

More than the statistics, are real lives, the stories told by the protagonists which can give a picture of what it means to be victims of discriminatory acts and behaviour. Behind the statistical information, in fact, lie the stories, with the descriptions of the circumstances, the details, the words, the gestures, the frames of mind. Although it is difficult to convey the full

intensity of a story and relate it in full detail, as in the previous editions of the report, a few stories taken from the reports filed in UNAR's database are set out. Through the stories it is possible to reproduce a more detailed picture of the phenomenon of discrimination.

The cases set out here have been selected among the suggestions put forward by the first level operators; the selection criteria have been the “heterogeneity” and the “progress status”. The following list of cases was created with the purpose of picking out those connected with each domain of racial discrimination: from the workplace to the domestic environment, from public transport to public services. The purpose is to describe the whole spectrum of circumstances in which discrimination can take place, highlighting its mechanics and dynamics. Subsequently cases were selected which had already been processed up to a stage which would allow a description of subsequent developments.

Regarding the presentation of the cases, the domains of discrimination have been kept separate from one another as much as possible, so as to have a certain continuity with the previous editions; however, because of the strong thematic continuity, in some cases it was decided to compare stories belonging to different domains.

A) WORK: LEGISLATIVE AMBIGUITY AND SOCIAL REVENGE

As was possible to note from the statistics relating to this domain, in the world of work discriminations refer in substance to two particular phases: recruitment or, in general, the access to employment and the relationships between colleagues. Thus it was decided to select a few cases that could help to clarify the kind of mechanisms that set these two situations in motion.

With regard to the access to employment, there is a first class of problems relevant to interpretations of the law that in good faith (ignorance) or bad faith (willingly taking advantage of legislative ambiguities) cause damage to individuals. Public bodies also often meet with these problems.

The owner of a firm, with a valid VAT registration number and already registered at the Chamber of Commerce, has been refused her valid application file for the registration of the firm in the Court of Milan. According to the employee of the Court the law would not allow non-EU nationals to register a sole proprietorship without an Italian partner. The woman circumvented the problem by registering her firm in the Court of Lodi. However the owner of the firm had to pay a fine to the Chamber of Commerce for the delay in attending to the item of business.

Although the legislation which both Courts (Milan and Lodi) referred to was the same (Law no.47 of February 8, 1948) the different enforcement or interpretation of some sections leads in the first instance to the refusal of the application file and in the second to its acceptance². Therefore legislative ambiguity can become a fertile ground for discriminatory behaviours that often are not sanctioned simply because of ambiguity in the regulatory framework. In these cases, the discretion in the application of a rule or regulation turns into a double-edged weapon: it is easy to pass from administrative *discretion* to a racial *discrimination*: in some cases the discrimination ends up being disguised as a simple operational discretion.

The complexity of the Italian regulatory framework reveals all its intricacy when it comes to classifying a specific case within a general category.

² When a law leaves so much freedom of interpretation, there must be issues in the text itself (which then should be amended or disambiguated), otherwise it is the interpretation of who is in charge of its application to create the conditions for the inequality of treatment: incidentally, in this event the act should be voidable and if wilfulness is found for the wrongful interpretation then sanctions should be provided for.

A 19 years old Moroccan national, regularly domiciled in Italy and qualified as electrician in a vocational school, has been refused his application to work as bus driver for the ATM of Milan because he was a non-EU immigrant. The ATM of Milan, in fact, appealing to the royal decree of 1931 regulating «the working conditions for the public transport services by rail, tramlines and shipping lines» does not even consider the applications sent by non Italian or non-EU citizens. The Moroccan national applies to the Employment Tribunal appealing to the «illegitimate and discriminatory attitude of the firm according to the Consolidation Act on immigration»

In effect in the Statute of Labourers it is specified that to the employees of «railways, tramlines and shipping lines» the directives contained in the royal decree no. 148 of June 8, 1931 still apply and so also section 10 of title II: «In order to be admitted to the trial work period it is necessary to be an Italian national or from other Italian regions, should the applicant not have full citizenship» From the analysis of the legal literature on this topic, the advocates of the aspiring bus driver state that, although there has not been a clear abrogation of the old royal decree, the current Italian and European legislation against discrimination abrogates by *implication* that law (or at least the parts relevant to the racial discrimination). In this case, what arouses interest the most is the promptness a public office can have in applying a rule that is eighty years old, while disregarding the more recent regulation against discrimination of 2003.

With regard to the racist behaviours on the workplace, again this year some representative cases of an attitude rooted in psychological mechanisms of frustration and social revenge have been seen.

There is only one non-UE national working at the Italian branch of a leading multinational company for seam welding and maintenance: Mr. Martinez. Martinez was hired 5 years ago as warehouse-keeper and after 2 years of service he was entrusted with the position of warehouse manager. Since then Martinez was repeatedly abused by two employees (members of the company union) with the usual racial insults "fucking immigrant, filthy nigger, fucking foreigner". On many occasions Martinez complained to his supervisor who only verbally reproached the two unionists. The abuses and offences continued, driving Martinez to exasperation and obliging him to inform his manager and colleagues of his intention to report the two unionists to the police. The response of his manager was: «If you report him don't come back here complaining afterwards», while his colleagues were just not willing to give evidence on his behalf.

In this case the power and subordination relationships have some particular aspects: Martinez holds the role of warehouse manager notwithstanding his *immutable status* of non-EU national; the two racist employees are, at the same time, in a subordinate position to Martinez and also members of the company union, so – presumably – they are held in high esteem by employees and managers. To receive instructions or orders from a non-EU national probably put the two union members in a condition which can be interpreted through the classic concept of “cognitive dissonance”³, that is a feeling of discomfort caused by a discrepancy between personal beliefs, notions and opinions, and the behaviour or the external environment in which the individual interacts. Therefore the two union members decide to resolve their conflict by insulting and humiliating the man.

The *leitmotif* which seems to link the cases studied is the gratuitous violence of the racist insults, a typical attitude of frustrated employees who find “coloured” people an easy way to let off some steam. In a work environment the stress and mental strain often reach very high levels, if to this an atmosphere of power abuse is added, where the stronger individual (hierarchically speaking) aims at oppressing the weaker one, then conditions arise where “the weaker” picks on the ones he believes are at an even lower social standing and these are, always, inevitably, “the nigger, the gipsy, the f.. foreigner”. In some people the idea that

³ Cfr. L. Festinger (1957) *A theory of cognitive dissonance*, Stanford [Ca.]: Stanford University Press; tr. It. *La teoria della dissonanza cognitiva*, Milano: FrancoAngeli, 1973.

immigrants must have a low social standing is so deeply rooted that when a different reality is met, a mechanism of revenge is triggered that immediately turns to racism. The following story is another significant example:

Ali has worked as head waiter in the restaurant of an Hotel in Terracina for a long time. One Saturday evening around 11pm a customer comes in and asks a waiter for a table. The kitchen is closed, but the waiter tells the customer that if he talks with the head waiter they might be able to serve him dinner. The customer flies into a rage, heads to Ali and uses these actual words: "to eat I have to ask permission to a nigger, I'll send you to your country you filthy nigger, I will kill you with my gun". Ali gets scared (also because he believes that the customer really has a gun), resigns and goes to the police headquarters of Latina to report what happened.

Notice that Ali did not even refuse to serve the dinner to the offender: this would not justify the racist insults and the death threats regardless; but, it would have put them in a different explanatory framework. It can be said that if Ali had denied the dinner the reaction of the customer would have been included into a classic conflict dynamic: your decision is detrimental to me? I offend and threaten you. Ali, however, does not even have time left to reply. The customer gets annoyed just by the *possibility* that a foreign individual could decide anything that concerns him. If this foreign individual has such power despite being part of the *out-group* par excellence (the non-EU national) then his racial hatred breaks loose resulting in threats of death in public.

B) PUBLIC TRANSPORT: FOR MANY BUT NOT FOR EVERYBODY

As far as means of transport may seem a neutral space, only used in functional terms, unexpectedly they are a place where tensions which border on the incredible can emerge: also in 2009 buses, trains and underground railway have been the scene of unpleasant situations having as negative protagonists people above suspicion; the following are the stories where the banality of discrimination can be clearly seen. Among the stories of racial intolerance within the public transport, this year one in particular stands out because, in some aspects, it pushes the boundary of racial denigration even further.

The episode takes place in Tor Bella Monaca, a suburban district of Roma. It is half past seven in the morning and on the bus no.59 two fourteen years old girls light a cigarette. A Nigerian woman, who was taking her 8 year old child to school, approaches the young girls and asks them to put out the cigarette because the smoke is reaching her child. All the two teenagers do is insult her saying: «Ugly nigger, shut up, go back to your Country». Once off at the bus stop the argument between the two teenage girls and the woman gets fierier, until one of the two girls slaps the woman. Two police officers intervene to appease wrath, they make sure the two teenagers get to school and ask the woman if she wants to file a police report about what had happened, the woman chose not to.

The gravity of the racist insults is made even more striking by several elements. One of the two teenagers is Ukrainian, it would be interesting to ask her if she realizes that, unfortunately, in another instance someone might direct the same insults at her, even if changing the word "nigger" with something like "F...Slav" or "F.. Polish": in the darkness of ignorance there is certainly no distinction between the various countries of Eastern Europe. The question is now whether it actually happened, so that the behaviour of the Ukrainian girl would be included into a framework of social revenge, as if she is saying: "it's true I am a foreigner, but you are worse, a *nigger*". All this means accepting a paradigm which sees humanity divided into races in competition with each other, which can be ordered according to a purity standard. Then it is necessary to think over another aspect expressing an unusual degree of violence. Besides using words full of hatred towards a woman who could have been their mother, the two teenagers even slapped her, being entirely insensitive to the presence of her eight year-old daughter.

Episodes such as the one mentioned above are universally condemned and socially deplored. It is necessary to be concerned when the condemnation and the social blame do not come on time as they should: as in the case of Sabrina, a seventeen year old girl from Somalia.

When she was a little girl Sabrina was stricken by a serious poliomyelitis which left her partially disabled. Despite her condition, every day Sabrina gets up at 5 in the morning to go to work (she cleans offices). When coming back from work the girl waits for the bus, she finds a vacant bench and sits down, at this point a man in his seventies insults her ("F..nigger") and enjoined her to leave the bench to him, the girl does not want to yield to such imposition and turns her back on the man. Seen that the man makes use of his walking-stick as a makeshift weapon and hits the girl from behind, striking her twice before a young man stops him and takes his stick away. The girl is then admitted for head injury and a bruised shoulder, she is given a recovery time prognosis of 10 days. The man instead manages to escape and go unpunished.

Apart from the criminal foolishness of the man, from the narration of the girl it emerges that the bus stop was crowded but nobody bothered to come between the aggressor and her: if not for the young man who intervened, the battering could have been worse. The indifference of the people who stood looking at the scene without doing anything was maybe the hardest blow to Sabrina.

Changing to a different subject, but not changing "place", in 2009 cases of non-admittance to public transport were reported. One in particular raised a lot of discussion: it is about the parliamentary question of a Euro-MP reporting a controversial passenger selection procedure on the public buses of Trapani. According to the question, the local transport company would have forbidden coloured passengers to get on the buses. Near the Sicilian provincial capital, specifically the district of Salinagrande a Centre for asylum seekers has been established. This area is linked to Trapani by a bus line. After repeated episodes of drunk and disorderly behaviour on the bus by guests of the Centre, the company managing the bus lines allegedly decided to allow the drivers of the buses to choose each time whether or not to let the migrants on board. The company allegedly also thought about setting up lines for the non-EU nationals only or to let the law enforcement forces to police the buses. The concise exposition of the episode is all in conditional mood because the parliamentary question was not provided with witnesses or reports. The transport company and the town council of Trapani replied in an accurate and determined way to the serious accusations of xenophobia levelled by the Euro-MP. Here is a summary of the answer: "If it was considered to establish bus lines specially for the guests of the Centre, this was intended to allow them to make use of the public service for free, it being understood the total freedom of using the ordinary bus lines. The idea of making the police garrison the line 31 was proposed by the unions, who were concerned about the safety of the drivers, but it was voted down by the Town council and the Atm at once. Lastly, it is true that the drivers were given the discretionary power to choose whether or not to stop the bus at the Centre, but the criterion for the choice was strictly the drunk and disorderly behaviour, certainly it was not the colour of the skin.

The answers provided seem to be convincing, or rather: the Town council of Trapani and the Atm have showed to be very sensitive towards the guests of the Centre of Salinagrande, always in the perspective of having to balance contrasting interests: the need for passengers and drivers to have a peaceful trip, without being subject to harassment by drunken passengers on one side; on the other, the right of migrants to not all be cast as drunk and disorderly.

c) LESS ITALIAN THE THAN OTHERS: THE ROMA AND THE LAW

In 2009 UNAR managed to collect numerous reports relating to the inequitable application of laws, rules and regulations towards the Roma population living in Italy. The quantity and the

substantial uniformity of the subjects of the cases suggested approaching these episodes globally.

First of all it is essential to emphasize that the greatest part of Roma or Sinti living in Italy have Italian citizenship, therefore by law they are Italian citizens to all intents and purposes. Many studies have been carried out on Roma ethnic group, their habits, their culture, and on the need to integrate these communities; at the same time, there is a well developed awareness now that the semantic extension of the concept of *social integration* can start to overlap with the concept of assimilation. Nonetheless without entering into the merits of rather complicated topics, it can be useful here to expound some cases that clearly highlight how in the application of some rules the Roma are often subjected to unjustifiable behaviours.

It is midsummer and a family of Roma origin from Pescara decides to spend the day at the Acquapark, a water theme park in Casal Lombroso, near Rome. The family arrives at the entrance but the manager of the park does not want to let them in because: «last year he had trouble with some Roma». The family had travelled from Pescara just to get in the water theme park, and obviously the head of the family persists in asking to be let in. The Carabinieri arrive and first thing they ask for identification to the Roma, the ID's are in order, but according to the sergeant: «Sir, lady, you are requested not to insist in asking for entrance, because - this being private property - the owners have the right to let in whoever they want to». At that point the head of the family makes a parallelism that sticks in the Carabinieri's throat. «...but if one of your colleagues shot a football supporter dead, I wouldn't believe that you are like him!» and the Roma family ends up in the police station of Ponte Galeria for investigations. Once the necessary investigations are complete the family from Pescara is released.

This case brings up many points for consideration. In the first place the manager of the park makes an unfair and clearly racist generalization, as pointed out to the Carabinieri by the head of the family: if a member of a group commits a crime, it is not possible to criminalize the whole group. Maybe the problem was the disrespectful example made by the Roma. Leaving the details aside, it is interesting to note that the reason endorsed by the law enforcement authorities has no foundation: «this being private property - the owners have the right to let in whoever they want to». Article 3 of the Legislative Decree no.215 of 2003 states that «The principle of equality of treatment without distinction of race and ethnic origin applies to everybody, both in the private and the public sector and it is subject to legal protection» and, defining the scopes of application of the law, includes the chapter *i* which grants: «the access to the goods and services, accommodation included». The law this time is not in the least ambiguous, but its application was.

In order to expand on the picture of the complicated relationship between Roma communities and the government institutions, it can be of use to quote this example taken from a recent legal case. On September 29 of 2009 the Court of Naples pronounces a judgement in which house arrest of a Roma young girl is refused with the following reason:

In the act of appeal it has been highlighted that the real reasons for the amendment of the remand order were determined by the media sensation created by the fact the appellant was the protagonist and not because the latter started to reconsider her actions. (...) Furthermore it is necessary to underline that the media sensation about the matter is not based on the verdict of the Court which, instead, highlighted the considerable public alarm that the offence which is under litigation has caused and could be responsible for in the case of re-offending, given that the minor has not shown having initiated any reappraisal of her actions. Exactly this last circumstance plainly emerges from the report of the 5.5.09: "...she does not seem to have acquired the necessary means for a different and alternative choice of life". The conclusions outlined here are, in substance, confirmed by the report filed in the proceedings and dated 23.09.09 from which, leaving aside the causes, emerges that the appellant is fully integrated into the typical mindset of the Roma culture. And being totally integrated into that way of living which, primarily for the lack of a real process of analysis of her past experiences, makes the risk of recidivism concrete. Moreover, it is essential to emphasize that, at the time being, the only suitable measure for the safeguarding of the preventive needs here set forth seems to be the already applied custody in the youth detention centre. Both the placement in a rehabilitation centre and the house arrest are in fact inadequate measures also in view of the said adhesion to the Roma way of living that, as it is widely known, causes in its adherents the non-observance of the rules. Following what has been said the appeal is dismissed.

In the present circumstances it is not possible to pronounce on this judgement in legally well-founded terms; however, for the sake of the analysis, there are at least two elements which draw attention: the reference to an alleged “way of living”, typical of the Roma community in its whole and the peculiar concern of the judges in stressing that the judgement was not influenced by the media sensation the offence committed by the young girl provoked. At first glance the observations above seem to fall outside the legal ambit.

D) WHEN AN ACCOMMODATION IS NOT “HOME” ANY MORE.

In the public imagination, home is a safe and peaceful place; a space set apart from the outside world. Ideally, the domestic walls are the symbol of quietness and rest. However just beyond the doorstep there is a border zone, populated by neighbours and other commonholders. Keeping good relations with one’s neighbours needs a constant endeavour: a bad relation with a neighbour can trigger a chain reaction of hostilities and spite. The conflicts are often due to small oversights (loud music, garbage bags left in front of the doorstep, smoking in the elevator, etc.) that, building with time, in the end explode. Fortunately, this needs quite a long incubation period and the conflict is often defused just by talking about the inconveniences, the troubles or the behaviour which cause discomfort. It would be necessary to understand why these dynamics, which are well known by whoever has an experience of life in a block of flats, can radically change when immigrant neighbours come into play, as in the case here quoted:

Karima, a Moroccan woman, has been living with her 9 year-old son in a council house in Rome for two years. Since day one, the woman living in the floor below has called her “nigger”, recently this woman (about 60 years old) has started to insult Karima's son calling him “the son of the nigger” and calling him a criminal in front of other neighbours. The sixty years old woman is in the habit of behaving in this way with all the foreigners in the area, only with them.

There is an emotional component which, partially, explains (although it does not justify) the peculiar aggression that some Italians have towards their foreign neighbours. Towns are usually divided into districts⁴. Within the same district it is possible to outline the distinguishing feature of the person or family living there; making a little generalization (also risking an oversimplification) it is possible to say that the people living in the same building or in the same district have many features in common (usually they belong to the same social class, with everything which that entails). Similarity generates empathy, cooperation, solidarity and other positive feelings. If the foreigner is seen and considered as a “misfit” or alien, these feelings crumble and only the issue of having a neighbour with different habits and customs remains. The underlying *reason* for the different attitude that the Italians have towards their foreign neighbours refers to the “Scapegoat theory”: if the non-native neighbour is isolated (i.e. not integrated with the other Italian commonholders), a prospective conflict with him, as open and violent as that might be, does not endanger the stability of the relations with the other neighbours (on the contrary sometimes it makes them sturdier, so that finding a common enemy becomes, especially in time of crisis, a strong social bond).

In conclusion, while contrasting the emotional dimension of racism towards one's own foreign neighbours requires a cultural change, which entails a long time, and also the thorough commitment of public and social institution (the schooling institutions and the mass media play a particularly central role in creating a favourable environment), contrasting the rational

⁴ Partially due to clear political decisions (for example, the decision to agglomerate the council houses in the same district of the town) and in part as a result of a self-selection of the people which move in a certain area instead of another (only specific social classes can afford to live in a house in the centre, or a detached house in a residential area).

dimension of racism is more straightforward, it only requires the use of incentives and disincentives. So, to resolve the incident of Ms. Karima it was enough to send two letters. One from the Azienda di Edilizia Residenziale Pubblica (Public Housing Company) and another from the lawyer. The lawyer of Ms. Karima, in fact, sent a letter both to the sixty year-old lady and to another man (who also used to offend Ms. Karima with racist insults) and their harassment ceased immediately. The two neighbours simply realized that Ms. Karima was not isolated as they thought, not in the least, that she can count on a network of social institutions too, and that she can also take legal action.

E) THE SEEDS OF RACISM IN MASS COMMUNICATION: COMMERCIALS, "RESTRICTED" ADVERTISEMENTS AND RACISM OVER THE WEB

«Insetti *clandestini*? Sandokan ferma l'*invasione*» (Sneaky insects? Sandokan stops the invasion). This is the advertising slogan that a well-known insecticide manufacturer put up this year on huge billboards around the streets of the Capital city (in Italian "Clandestino" means also "illegal immigrant"). The company was accused of racism from many sides, in just one sentence are contained several meanings, all of them referring to a negative view of illegal immigrants: a parallel between illegal immigrants and insects is implied, that they are unpleasant pests to get rid of. The insecticide manufacturer defended itself with a *disclaimer* on its own website quoting the literal meaning of clandestino: "done in secret or by stealthy means, often against the prohibition of an authority. Just because of its meaning, the term clandestino is a perfect fit to describe all those unwelcome animals which nest in houses and gardens". Maybe the Company in question is acting in good faith or it may play on the semantic ambiguity of the sentence to draw more attention. In any case, since the meaning of any message, especially in the advertising language, "is the response you receive"⁵ and not in the communicative purpose of the transmitter, "equivocal" advertising had better be removed, also because the statement explaining the communicative purpose of the company obviously was not published on the billboard, but in a proper section of the company website.

Also in 2009, several ads appeared on different classified advertisements media (both printed and on-line) have been reported making express request for Italian nationality. The wording "Italian nationality required" appears especially in the job opportunities and the house rental ads. In this case UNAR continued its *moral suasion* activity towards the editorial offices of these newspapers, sometimes obtaining the elimination of the discriminating ads and sometimes the introduction within the advertiser agreement of the prohibition to: «indicate the nationality or citizenship of the recipient subjects for job offers or accommodations for rent or sale, not to contravene the rules of the anti-discrimination legislation»⁶.

Another front line of discrimination through the mass-media is represented by the improper use of *social networks*. On these *online* platforms everybody can open an account or create an interest group to chat, share ideas, pictures or also games. *Social networks* guarantee free access to everyone and minimal control of the contents. Therefore they become a convenient instrument of promotion for themes that otherwise would not easily find openings in other means of public communication: among these, unfortunately the incitement to racial hatred begins to make its way.

⁵ *The meaning of any message is the response you receive*, it is one of the foundations of the pragmatics of communication.

⁶ Considering the high occurrence of this kind of reports UNAR suggested the actuation of a more structured awareness raising program, being not the outcome of single reports only, but working as a precautionary measure, thus including the following phases: (1) Census of specialized websites and periodicals nationwide and locally; (2) Creation of an accurate model of "notice to advertisers" relating to the rules of equal treatment to be recommended to the editorial offices; (3) Dissemination of a bulletin explaining the duties of UNAR and inviting the editorial offices to adopt the model formulated by the office; (4) Enhancement of the participation to the awareness raising program by means of effective advertising (for example through the UNAR website).

Controlling this kind of media is definitely complicated. With regard to the content, the battle is fought on the edge between the offence of incitement to racial hatred⁷ and the right of expression⁸. Another class of problems is related to the particular techniques of these means: on the internet it is easy not to leave tracks or to quickly erase evidence, deleting the controversial contents with just one *click*, just as happened in the case of an extreme right-wing candidate who calls up to God, the Madonna and the holy heart of Jesus to plead for the death of Albanians, Chinese, niggers and communists in a video uploaded on You Tube.

As from 2010 it would be desirable to have a greater cooperation from those who manage the social networks, hopefully through the introduction of moderators who can supervise the "interest groups" and decide on the propriety to let them be on-line or not.

On its side UNAR, guided by the analysis of the data received by the Contact Center, and so also anticipating the recommendations presented within the EU and internationally by FRA, ECRI and EQUINET, has established, within the reorganization process of the intervention model started in 2009, a proper on-line reporting system for websites and blogs with racist or xenophobic contents, also enhancing the monitoring activity of the Office.

F) FOR SELECTED CITIZENS ONLY

Also in this section a lack of clarity or a lack of information about what it is possible to set as requirement in public contracts according to the law, and what is unlawful instead has been noticed. Many reports of discrimination, even if indirect, in the procedures of competitive examinations for the appropriation of grants, contributions and funding have been received. In the EU directive 2000/43/EC and especially in article 2-b the concept of indirect discrimination is defined:

«indirect discrimination shall be taken to occur where an apparently neutral provision, criterion or practice would put persons of a racial or ethnic origin at a particular disadvantage compared with other persons, unless that provision, criterion or practice is objectively justified by a legitimate aim and the means of achieving that aim are appropriate and necessary».

Below a few reports about municipal, provincial or regional calls for applications are presented in which this directive (implemented by the legislative decree 215/03) was not taken into consideration or it was interpreted with great, maybe excessive, discretion.

The Region Piedmont issued a law for the supply of rent allowances available to Italian citizens or non-EU nationals domiciled in Italy for at least 10 years or in the region for 5 years.

For the provision of regional funds, supplemented with allocations by the municipality, the Town Council of Castelleone requests the claimants to file a "residence certificate proving domicile in the country for at least ten years or no less than 5 years in the region"

The Town Hall of Treviso has decided upon a number of amendments to the Regulations for the allotment and the determination of the eligibility requirements for the council housing. 16 points, out of the 32 making up the highest score, can only be assigned to the claimants "who are domiciled in the Province of Treviso for at least 25 years at the expiration date of the contract"

The Province of Treviso has drawn up an exceptional intervention contract to provide income support to families with individuals who have suffered because of the employment crisis of the last months, appropriating a fund of € 500,000. The public notice, on paragraph 3 (Recipients), states: "Workers, having Italian citizenship, with a family

⁷ Law no.205 of June 25, 1993.

⁸ As ruled in the article 21 of the Constitution: «Everyone has the right to freely express thoughts in speech, writing, and by other communication».

interested in receiving economical support to the household disposable income who are domiciled in the Province of Treviso for at least 5 years are eligible to apply to the present competitive examination” and on paragraph 4 (Eligibility requirements): “To be entitled to the income support the recipients mentioned in paragraph 3 need to meet the following requirements: A) Italian citizenship having registered residence in a municipality belonging to the Province of Treviso (the residence status must comply with the features detailed in the previous Paragraph 3)”

The consistency (and so the legitimacy) of such announcements and public notices with the Italian and European regulations against discrimination are still under examination by the experts. A different case (which had also a strong media impact) is that of the regulations adopted by the Town Council of Lucca for the issue of food service and public catering licences in the old city centre.

The Town Council of Lucca introduced the following point in the regulations for commercial premises serving food and drink: «With a view to safeguarding culinary traditions and the authenticity of structure, architecture, culture, history and furniture in the old town centre, it is prohibited the opening of any commercial premises serving food and drink whose business is related to different ethnic groups»

In this case there is no violation of the EU regulations, just because of the express *purpose* which gave rise to the inequality of treatment: *to safeguarding culinary traditions and local culture*. In any case UNAR asked the Town Council of Lucca to have the tact of changing the term “ethnic groups” with “cultures”, which seems more adequate and in line with the purposes that are meant to be pursued⁹.

The bar, the typical place where people meet and socialize, this year has been once again the setting for humiliating and gratuitous discriminations. In a bar in Biella three Moroccan boys, instead of being served at the table like the other customers, are insulted and offended by the barman and the waiter:

The three boys sit at a table of the bar and ask for three coffees, at the beginning the owner says that the coffee machine is out of order, but as the objection that the other customers were served normally is raised, one of the business partners of the bar answers that he doesn't want to serve Moroccans. The expressions used were such as these: «There is no coffee for you, it is your Moroccan friends' fault who never pay, I don't serve and I don't mix with such people» or also: «I am giving you nothing! This is my bar, I do what I want, get lost, you are hot-headed».

A quarrel starts which ends with the arrival of a Police mobile patrol. The Police take the Moroccan boys to the Police station to file a report against the barmen.

G) EVERYDAY RACISM

Unfortunately also this year there are many incidents of racism in everyday life. Having a stroll around Milan it is possible to come across an electoral campaign poster with a picture of a degraded Roma camp on it with: “No more Roma in the Milan area” written and below the sentence “Safety for us women”. It is obvious that the aim is to imply the equation: Roma = Danger for women. Likewise, walking around Palermo (exactly between the Renzo Barbera stadium and Giovanni Paolo II square¹⁰) it is hard not to notice the dozens of posters on the

⁹ Let us take as an example the analogous regulations adopted by the Town Council of Pistoia, which leaves less doubts about the non-racist purpose of the council. «It is not allowed to open any commercial premises considered incompatible with the need of safeguarding the cultural and traditional features of the historical district of the town» Moreover, although in obedience to the principle of multiculturalism, to the only purpose of safeguarding the local tradition and features, are incompatible the business enterprises and the commercial premises serving food and drink whose typology, furnishings and speciality are related to different cultures other than the local».

¹⁰ In this area, close to the stadium of Palermo (in the "Favorita" district) there is a large Roma camp.

walls and the hundreds of flyers scattered on the ground with the danger traffic sign and the writing: «Beware gypsy camp! Danger of assault, robbery, rape». Both the posters and the flyers are complete with address and the telephone number of the office, implying that in case one can call and ask for help. Violence caused by xenophobia is not only about words, sometimes it results in real physical violence.

An Italian citizen of Egyptian origin takes his car for repair in a garage in Limbiate. Right after parking in front of the gate of the garage, he sees a resident living nearby standing in front of him. «He told me I couldn't park there – tells the sixty year old cook – although it is a public road, alongside a public square. He hit me with a punch, but I let it go. I had a long day of work ahead, the fish at the pizzeria had to be cooked. And then I thought: if I start fighting now, the whole day will be lost». Though what had happened was just the beginning of what was going to happen the following Monday. The man goes back to the garage with a relative to pick up his car, as he got out of the car he finds the same boy met a few days before, this time the boy didn't come alone but with the whole family: father, mother, wife and child. «They were taking pictures at the car my relative was in. When I arrived, the older woman, who needs a stick to walk, started to hit me with it. “Go back to your country”, she yelled. Then I answered: “Lady, I am as Italian as you are”. When I asked why they were taking pictures, I got another punch. In that moment I realized that they had come there to hurt me. So I hit them back»

The man of Egyptian origin has a very mild temperament: he takes the first punch without reacting because he does not want to lose time fighting and be late at the pizzeria where “the fish had to be cooked”. He can't but react to the second punch, also because he had realized that it wouldn't be a single punch, but that a real assault was brewing.

The punch of the Egyptian cook fractured the nasal septum of the young assailant and unleashes the fury of all the five members of the family. «I saw Ibrahim get back into the garage, chased by all those people – recalls the mechanic – he tried to grab a tool to defend himself, but he was hit on the back with a stick». When he was on the ground, against the wall, he was kicked repeatedly. Until he remained motionless». While they were hitting him, the mother of the young assailant – well into her 70s – headed to the garage owner shouting: «What kind of people do you bring in here...?». «I had no words: everything happened in a few seconds time - explains the mechanic, still unbelieving – a lynching, that's what it was». I have seen such violence only on the TV, only in the films. And what's more, against a man like Ibrahim, always kind, always polite: he's one who never raises his voice, never mind raising his hands. But I am sure that this anger was unleashed because of him being an Egyptian.

The fact that the assault – with a clearly racist overtone – involved the whole family is revealing of how all the family members accept and regard the xenophobic sub-culture as correct. When two women, one of whom is over 70 years old, take an active part in beating a man because of the colour of his skin, and also ask why that man is in the premises of a public establishment “What kind of people do you bring in here...?”, then it means that it is necessary to stop and think it over. Mr. Ibrahim, besides being a peaceful person and a reliable employee, is also the father of Randa, a young authoress of three books, the last of which is a novel based on the integration problems of second generation immigrants. Randa expresses the despondency felt for this episode with these words:

«Such a fierce hatred is shocking. My father is a peaceful and honest man, diligent in respecting other people's rights, he didn't deserve such a thing, and besides the physical pain now he's bearing a sense of offence and humiliation. Our identity doesn't change, we are always Italians. It is the faith in other people to be heavily damaged. Now I hope that justice will take its course and will severely punish this ferocity. Otherwise the despair and the sense of injustice would seriously undermine whoever suffers them and also their confidence in and love for the Country where they have chosen to live.

The prosecution for the incident of Limbiate¹¹ is currently under way. We join Randa in hoping that justice will inflict an exemplary punishment on such behaviour. In this sad story fortunately there is also a positive side: the great solidarity that many people showed toward Ibrahim and

¹¹ The charge is: racist act of violence and not a simple assault. Therefore the aggravations provided for by the Mancino Law (Law 205/93) apply.

his daughter. Therefore, it concludes with the nice words of gratitude and hope written by Randa on the newspaper she contributes to.

Dear all, excuse me for the late reply. It's just that I have been overwhelmed by mails, messages, phone calls, all very supportive and full of solidarity for me and my family. Even a lot of people who doesn't know us, as a man that yesterday told me "I am just a citizen of Seregno but I want to express my solidarity, we are not all like that". And every word, every little gesture, relieves me and strengthens the confidence I have that this Country, my Country, is still full of nice people, honest, tolerant and respectful people. Ending up in one of those crazy news items that we hear about on television is destabilizing, it makes you feel the real weight of certain behaviour and ideas. My father is in hospital and will recover, he is a very positive and strong person, despite the fact he is immobilized on the bed with his back shattered, he jokes and talks with us, trusting in justice. And for me, I confess, this is one of the most beautiful teachings he has given me. All this dignity and trust in justice. I hug you all, everyone of you, and I thank you one by one for your beautiful words...

PART TWO

THE ACTIVITIES OF UNAR IN 2009. TOWARDS AN INTEGRATED SYSTEM TO PREVENT AND ELIMINATE THE PHENOMENA OF DISCRIMINATION

1. FUNCTIONS, OBJECTIVES AND STRUCTURE

The Office for the promotion of equality of treatment and the elimination of discrimination on the grounds of race and ethnic origin, in short UNAR, was established to implement the directive 2000/43/EC, relevant to the principle of equal treatment between persons irrespective of racial or ethnic origin.

The Italian government has determined in detail the functions that the Office must carry out defining its duties, powers and relative limits. The Legislative Decree no. 215/2003 and the correlated Presidential Decree of 11 December 2003 on the organization of the Office, enumerate in minute detail such different functions, which can be easily classified in four ample categories, identifiable in proportion with the purposes:

- the first sphere of action includes all the activities which aim to prevent any behaviour or act which could produce a discriminatory effect, by sensitizing public opinion and the professionals of the sector and through the activity of information and communication;
- the elimination of any circumstance implying a discrimination constitutes the second group of activities. These functions are carried out with full respect of the Judicial authorities and include the faculty of providing free legal assistance to the victims of discrimination during the judicial and administrative proceedings or holding inquiries to confirm the existence of discrimination.
- the third sphere of competence includes the promotion of positive actions, studies, researches, training courses and exchange of experiences, also in partnership with the associations and the bodies operating in the sector, with the institutes of statistics and with the non governmental organizations. The purpose is defining guidelines concerning the fight against discrimination, codes of conduct, memoranda of understanding aimed at the realization of interventions to promote the equality of treatment.
- the fourth and last sphere of action groups the activities of monitoring and assessment of the actual implementation of the principle of equal treatment and the effectiveness of the mechanisms of protection. For this purpose UNAR, through a systematic statistical and qualitative control of the cases of discrimination on ethnic or racial grounds, every year prepares a report for the Parliament and another report for the President of the Council of Ministers about the work done.

A) THE PREVENTION

The activities falling into the category of prevention are included in the provisions referred to in the sections d) and e) of article 7, paragraph 2 of the Legislative Decree no. 215/2003:

- “to maximise public knowledge of available instruments of protection also through activities aimed at raising the awareness of public opinion on the principle of equal treatment and the implementation of public information campaigns”
- “to give advice and opinions on the issues related to discrimination on the grounds of race or ethnic origin, as well as to produce proposals to amend the legislation in force”.

UNAR formulates public information and awareness-raising campaigns through the mass media, as well as educational and information campaigns in the schools and in the workplace striving to let the principle of equality of treatment make its way into the public opinion, thus becoming a fundamental part of the cultural and educational heritage of every individual. This is

the only way to prevent or staunch the future emergence of discriminatory acts and behaviour and to create the grounds for the creation and the consolidation of a real multi-ethnic society.

The main aim of the public information campaigns is to maximise public awareness of the legal resources available and of the measures provided for by the legislation for the elimination of racial discrimination. It is essential, in fact, to broaden the awareness and knowledge of these instruments to the greatest extent possible, non only in the persons which are possible victims of discrimination, but first and foremost in those who could adopt this behaviour.

B) THE ELIMINATION

In case a discriminatory behaviour has occurred, UNAR is endowed, according to what is provided for by article 7 of the Leg. Dec. no. 215/2003, sections a) and b), with the authority for the elimination of the negative effects of the actions which are part of a wider repressive activity, whereas the Office has been instructed to:

- “provide support to persons who allege that they have been subjected to discrimination during the administrative or judicial proceedings they have brought, also according to the provisions referred to in article 425 of the civil procedure code”, as well as
- “to hold inquiries, with full respect of the judicial authorities, in order to confirm the existence of discrimination”.

One of the main aims of the EU Council and the national legislator is guaranteeing substantial support to the victims of discrimination. For this reason, if discriminatory acts or behaviour are reported, the aim of the Office is to cooperate in remediating the situation, to ensure that the discriminatory conduct ceases, to remove the prejudicial effects in the event that these have already taken place, and to pay compensation for any damage.

With respect to this important function of protection and assurance, UNAR and its work group, consisting of legal experts and collaborators of great professionalism which enjoy substantial autonomy, with full respect to the functions and the prerogatives of the judiciary, strive to:

- a) give advice and support to the victim of discrimination - or to the association acting in its behalf - throughout the course of the administrative and judicial proceedings;
- b) provide, upon request, oral and written information and observations through one of its representatives during the proceedings;
- c) hold inquiries, autonomously and optionally, in order to confirm the existence of discrimination with full respect to the prerogatives and the function of the judicial authority;

To fulfil such a need for reinforcement in the protection of the persons discriminated against the Register of the associations and of the bodies specialized in the sector has been established. These associations, by virtue of of the interdepartmental decree of 16 December 2005 of the Minister of labour and social welfare and the Minister of Equal Opportunities, are entitled to take action on behalf of, or in support of the discriminated persons in legal proceedings.

As an alternative and in place of legal recourse by the victim, the Office carries out an informal conciliatory activity proposing solutions for the elimination of the discriminatory situation.

A great part of the activities aimed at eliminating discrimination carried out by UNAR start with, and have at their core, the *Call Center*. Established on December 10 of 2004 the UNAR Contact Centre can be contacted by phone at the Toll Free number 800.900.10.10 and since December 2009 also through the website www.unar.it. Its role is to:

- a) collect information, reports and witnesses relating to facts, events, procedures and acts which compromise the equal treatment of an individual on the grounds of race or ethnic origin;
- b) offer immediate assistance to the victims of discrimination by providing information, guidance and psychological support;
- c) give support to the victims of discrimination through judicial proceedings, should they decide to take legal action in order to verify or remove the prejudicial behaviour.

The *Call Center* services are available in Italian, English, French, Spanish, Arabian, Russian, Romanian, Chinese mandarin, Hindi, Urdu and other languages or local dialects. The service is divided into two levels.

The first level collects and analyses the reports, searching for all the useful information for the resolution of the cases submitted. If a report is submitted by phone and it already has a possible and available resolution, the first level of the *Call Center* solves in real time the case set out by the user.

Instead, if the case submitted cannot be solved in real time by the *Call Center* operators and, at any rate, in the event that the request is received through means other than by phone, the first level forwards the report to the second level, within UNAR, which files the request and, through the coordination and under the supervision of the Office staff, proceeds with the resolution of the case.

C) THE PROMOTION

In order to maximise the knowledge of the instruments provided for by the national regulatory framework in the field of the protection of the victims of discrimination, UNAR organizes various initiatives which are part of the activities of promotion. In particular, the national legislator, in sections c) and g) of the above mentioned article 7 mandates UNAR to:

- a) “promoting the adoption, on behalf of public bodies or private entities, in particular on behalf of associations and institutions referred to in article 6, of specific measures, including positive actions and projects that are aimed at avoiding or compensating disadvantageous situations linked to race or ethnic origin”;
- b) “promote studies, researches, training courses and the exchange of experiences, also in partnership with the associations and the bodies mentioned in article 6, with other non governmental organizations operating in this field and specialized institutes of statistics, with the additional aim of establishing guidelines concerning the fight against discrimination”.

In order to give impetus to the diffusion of the principle of equal treatment, the Office promotes the implementation of projects and positive actions, deemed as the combination of measures aimed at eradicating the disadvantageous situations due to race or ethnic origin which hinder the realization of a substantial equality in the society.

Moreover it is essential that contrast policies to racial discriminations have an international dimension; that is why the Office fosters studies, training courses and exchange of experiences with other Countries of the European Union, promoting the realization of international projects which enable the participating nations to cope, together, with the common problem of the elimination of racial discrimination.

The Register not only responds to the need to recognize the legitimization of the power of associations and bodies operating in the field to act, but also to the necessity of implementing an operating agreement between the latter and UNAR for the inception of important synergies and to make common efforts converge in the development of joint

strategies and projects. It is unquestionable that the geographical diffusion and the constant activity of the third sector, which operates without profit in the fight against racial discrimination, are, in fact, an extraordinary resource and an important point of reference for UNAR.

D) THE EVALUATION

As per section f) of article 7 the Office is required to “prepare an annual report for the Parliament on the actual implementation of the principle of equal treatment and the effectiveness of the mechanisms of protection, as well as an annual report for the President of the Council of Ministers about the work done”.

Thanks to the findings and the statistics deriving from the management of the Call Center database, as well as to the other information and reports acquired through the instruments and means provided by the regulations, every year UNAR prepares a report for the Parliament on the actual implementation of the principle of equal treatment and the effectiveness of the mechanisms of protection and another report for the President of the Council of Ministers about the work done.

These annual reports, besides being an occasion to evaluate the work accomplished, inform the government bodies and public opinion about the progress achieved, but also on any problems have arisen during the application of countermeasures against racial discrimination.

In this respect, the reports are at the same time both a balance of the work accomplished and the groundwork for the organization of new projects, because starting from the critical issues found during the year it is possible to make an analysis of strengths and weaknesses in the system in order to rethink, as a continuous process, the strategic objectives aimed at eliminating the causes at the root of discrimination.

E) THE FINANCIAL RESOURCES

For the implementation of its duties, UNAR makes use of the funds relevant to the chapter 537 “UNAR operating expenses” (equal to 2,035,000.00 euro per year) which are explicitly provided for and specified by paragraph 3 of article 29 of the Law no.39 of 1 March 2002 “Provisions to ensure compliance with obligations related to Italy’s membership in the European Communities. European Community Act of 2001”

These funds, according to the provisions of article 21 of Law no. 183 of 16 April 1987 “Coordination of policies related to Italy’s membership in the European Communities and compliance of the internal regulations to the European community regulatory deeds” are raised through the so-called "rotation fund" set up by article 5 of the same law.

F) THE ORGANIZATION

In compliance with the provisions of the Prime Minister's Decree of 11 December 2003 concerning the formation and internal organization of UNAR, for the implementation of its duties, the Office avails itself of a work group made up of permanent staff members of the Presidency of the Council of Ministers and other public administrations, holding a management position, being on leave or off-tenure from the Presidency in the ways provided for by the respective orders, quantified as follows:

- a) one director general coordinating the Office
- b) two managers in charge of the services provided by the Office.
- c) eight units in Area III
- d) ten units in Area II

- e) five units of personnel internal to the P.A., including judges, lawyers and prosecuting attorneys, holding a management position, being on leave or off-tenure;
- f) five experts, independent of the P.A., with great professionalism in legal matters, and also in the fight against discrimination, provision of material and psychological support to the destitute and disadvantaged, social recovery, public utility services, public communication and analysis of public policies.

The Director of UNAR, according to the Prime Minister's Decree of 11 December 2003, is appointed by the Minister of Equal Opportunities.

Likewise, according to article 4 paragraph 1, it is the sole responsibility of the Minister of Equal Opportunities to decide the institutional activity of the Office.

Hence the role of UNAR within the Department of Equal Opportunities is specific and distinct with respect to the other Offices, as explicitly stated in the organizational deeds of the Presidency of the Council of Ministers and of the same Department “within the Department operates the Office for the promotion of equal treatment and the elimination of discrimination on the grounds of race and ethnic origin”;

The position of Director of the Office has been vacant since October 2008, following the nomination of Councillor De Giorgi, who held the position, to Secretary-General of the Ministry of the Environment.

Therefore, in order to cover the position a polling procedure was started but it did not have a positive outcome.

In consequence, on February 2009 the nomination procedure for the new Director of the Office was started. The nominee is independent of the Public Administration according to article 19 paragraph 6 of the Legislative Decree no. 165/2001, has an attested and year-long experience in the field of human rights, and also has been an independent representative of Italy at the European Monitoring Centre on Racism and Xenophobia - EUMC.

The ministerial nomination decree was adopted on May 14 and registered at the Corte dei Conti (Court of Accounts) on July 23 last year.

This institutional vacancy obviously affected the operational capacity of the Office throughout the period under consideration.

2. THE NEW MODEL AND THE RELAUNCH OF ACTIVITIES

As of last July, following the nomination of the new Director of the Office, an unparalleled development and consolidation phase of the organization and the functions of UNAR has been set in motion. It can be summarized as follows:

A) THE REORGANIZATION OF THE OFFICE

1) THE STRENGTHENING OF THE STAFF. *Expansion of the Office staff provided for by Legislative Decree no. 215/2003 and by the Prime Minister's Decree of 13 December 2003, with a consequent personnel increase from 17 to 24 selected within the Public Administration through a proper evaluation of the specific and relevant professional expertise.*

In particular a screening of personnel belonging to the Public Administration in order to cover subject areas and domains previously not properly attended was carried out, with a special regard to younger generations, employment, sport, the relationship with the system of local autonomies and the third sector.

2) THE EDITORIAL ACTIVITIES. *Establishment of the Media-Library and the starting up of an editorial series comprising essays and thematic researches on racism, as well as the Reports to the Parliament prepared by UNAR.*

The aim of the UNAR Series, called "Rights, equality, integration" is to provide the reader, starting from different points of view and through the comparison with other international realities, with a clearer understanding of the factors and the dynamics which fuel discrimination, as well as to provide suitable means for the study and analysis which allow the reader to prevent and debase those negative linguistic codes, stereotypical images, discriminatory representations and behaviours aimed to denigrate and deem every vulnerable subject inferior because of its condition of "being different".

The publications will focus on studies, researches, PhD theses and conference proceedings relevant to the phenomena of racial discrimination, and also the reports referred to in section f) of paragraph 2 of article 7 of Legislative decree no. 215 of 09 July 2003.

Presently the publications available in the Office premises, which come from both from acquisitions and the performance of the institutional activities, have been classified, placed in a single venue and filed in a computer database, so as to be available both to all the Office establishment and also – upon request – to personnel of other public administrations.

3) THE CREATION OF THE NEW IMAGE. *Review of the corporate identity and definition of a new image of UNAR, in order to improve the exposure and the knowledge of the Office and its activity;*

Within the scope of the reorganization activities and the strengthening of UNAR's action, an inadequacy in the development of uniform and consistent institutional communication policies and the consequent need to define an integrated communication project for the relaunch of UNAR' image has been noted .

For this purpose was launched a publication procedure for the development of an integrated communication project for the relaunch of the image of the Office for the promotion of equal treatment and the elimination of discrimination on the grounds of race and ethnic origin, called in short UNAR.

The specific contents of the service have been the following:

- a) the definition of a *Corporate identity*, or rather the identification all those means of expression or styles of communication through which UNAR can communicate itself in a clear, homogeneous and consistent way in all forms of communication, also outlining the possibility of adaptation to the medium chosen;
- b) the review of the current *graphic design* so that it may be altered and adapted as common denominator to all the various *publishing* needs during the public information campaigns of UNAR;
- c) definition of a media planning strategy which, also through an analysis of the target of reference under the socio-cultural viewpoint of UNAR, would establish the most suitable media plan to hit the chosen target for the public information campaigns that UNAR decides to implement;
- d) technical assistance to UNAR for the implementation of the *Corporate identity* and for the development of the media plan and the public information campaign.

In particular the contractor of the service shall provide:

1. a **plan** which according to the company would perform:

a) an analysis of the communication needs of UNAR, of the relationship UNAR itself should establish regarding communication with citizens and the stakeholders and as a consequence the suggestion of a communicative positioning which can explain and justify the creative solutions outlined in detail in the following points;

b) strategic considerations on how to build the perception of the *brand* UNAR., as the only source for all the communication coming from UNAR itself;

2. the production of a **graphic design** functioning as a common denominator for all UNAR information campaigns intended for bill posting, press (posters, bills, brochures, leaflets, publications, letters etc.) and the cinema. This *design* could be also used as a common denominator (also in case of different planning solutions) on the occasion of meetings, demonstrations, events, etc. Moreover UNAR reserves the right to adapt or use the graphic design to carry out prospective communications and/or campaigns produced internally or by third parties.

3. the proposal of a **tagline** to be added next to the acronym “UNAR” which can be used in the information campaigns through the press, the television and the radio;

4. the proposal of a **coordinated image** for the tools that UNAR makes use of for both the internal and external communication, such as:

- headed paper for the Office, Services and Contact Center - 1st sheet and following
- headed e-paper/mail to be used by every Office and/or Service and the Contact Center for both the internal and external communication, in two versions - b/w and colour -, also defining the type of font, spacing, margins, etc.
- business cards for the Office and Services
- envelopes
- A4 format folders
- graphic make-up of the cover for all the publications published by UNAR
- graphic uniformity of the pages in the forthcoming web site

- signs, graphic and colouring elements for the Contact Center and for the Associations registered in the Register and in the List referred to in articles 5 and 6 of the Legislative Decree no. 215/2003 and kept at UNAR.

5. the proposal of a **media planning** optimised to obtain full use of the communication levers according to both communicative observations and assessments on cost effectiveness;

The contractor will also guarantee:

- the arrangement of an **operational manual** for the coordinated image, providing a consistent regulation on the use of the means of communication, from the UNAR logo to the graphic layout of the headed paper, envelopes, posters, etc., and with a special regard for the use by the Associations on the Register and the List referred to in articles 5 and 6 of Legislative Decree no. 215/2003, as well as the Regions and Local Authorities with which there would be ongoing operational partnerships formalized through the formulation of memoranda of understanding;
- the execution of **activities of technical assistance** for UNAR in order to implement the *Corporate identity* and to develop the media plan and the public information campaign, defining the duties and the profiles of the work group that is meant to be put at the disposal of the Administration. Lastly, as the list of the necessities of UNAR above is not exhaustive, the contractor is also bound, over a twelve month period, to provide for the alteration and adaptation of the above mentioned design and of the graphic solutions applied on the various layouts and products that the Service will require.

B) THE NEW CONTACT CENTER

Launch of a public tender and transformation of the Call Center against racial discriminations into a real Contact Center, with the doubling of the financial resources, which ought to increase from 340 to 650 thousand euro per year, and of the human resources employed by the ACLI, the contracting NGO.

The first area of UNAR's activities to be deeply transformed has been that dealing with the policies to counter racial discrimination, focusing on the organization of a Call Center service (800.90.10.10)

Since December 2009 and following the award of a European public tender the Call Center has been turned into a Contact Center through the creation of a website (www.unar.it) where the potential victims or witnesses of incidents of discrimination can freely access the service in their own language and without any limitation of time. After filling in the on-line form, the report is forwarded in real time to the first level of the Contact Center.

The website, besides facilitating access to the service, works as a multimedia platform for the functioning of the virtual community.

Within the platform an interactive section addressed to the associations present in the Register referred to in Legislative Decree no. 215/2003, which allows the associations to directly put in the information periodically needed to maintain their registration in the Register has also been created. So the Office will be able to have up to date and comparable information on the activities carried out in the different geographical areas.

Moreover the service includes nationwide testing of forms of direct support to the victims of discrimination, also through the strengthening of the legal counselling and the possible setting up of a solidarity fund aimed at advancing the legal costs chargeable to the victims of discrimination and/or to the associations entitled to take action in their behalf according to articles 4 and 5 of the Legislative Decree 215/2003;

Lastly an innovative activity of local counselling, training and technical assistance to the associations and the bodies referred to in articles 5 and 6 of the Leg. Dec. no. 215/2003, as well as to the local networks for the prevention and elimination of racial discrimination promoted by the regional and local governments in agreement with the Office.

The new organizational model outlines as a core activity of the *Contact center*, also the constant and uniform monitoring of the press and the web.

With reference to the role of the media as a source where episodes of discrimination can be collected, another significant innovation is the establishment of a centralized monitoring service for discrimination incidents in the media and on the web.

The service includes the regular production of a thematic press review of national and local news, and the research and use of monitoring technologies to methodically scan the new media. Such activity includes the reporting of incidents of discrimination discovered in the media to the Contact Center and the relevant processing following the same procedures used for the on-line reports.

The annual financial resources allocated for the operation of the service have been nearly doubled (from €350,000 to €648,000), as has the personnel belonging to the ACLI (from 6 to 12 persons), the contractor of the service.

Moreover with the inception of the new organizational model of UNAR's *Contact Center* and its strengthening, in case a violation of the ethical code of the Charter of Duties of Journalist and/or the failure to comply with the prescriptions contained in the Charter or Rome should be ascertained, the Office will proceed with the systematic reporting of the relevant articles published in the press, on the web or features broadcast on radio and television to the Journalists' Association responsible for that area.

The same articles or features will be then included in the newly established section dedicated to the phenomenon of the representation of foreign persons in the media, contained in the Report to the Parliament that the Office prepares annually according to article 7, paragraph 2, section f) of the Legislative Decree no. 215 of 9 July 2003.

Card – The new UNAR Contact Center

The establishment of the new Contact center service includes in particular:

- the creation of the portal www.unar.it where it is possible to report incidents of racial discrimination 24 hours a day, 365 days a year.

- the establishment of a monitoring and reporting service for racial discrimination incidents in the media and on the web;

- the computerization of the register of the associations referred to in the Legislative Decree no. 215/2003;

- the nationwide testing of forms of direct support to the victims of discrimination, also through the strengthening of the legal counselling and the setting up of a solidarity fund aimed to advance the legal costs chargeable to the victims of discrimination and/or to the associations entitled to take action in their behalf according to articles 5 and 6 of the Legislative Decree 215/2003;

- the provision of free counselling, training and technical assistance to the associations and the bodies mentioned in articles 5 and 6 of the Leg. Dec. no. 215/2003, as well as to the local networks for the prevention and elimination of racial discrimination promoted by the regional and local governments in agreement with the Office.

C) THE POSITIVE ACTIONS

On October 2009 a call for proposals targeted at NGOs to finance € 900.000 funds for the implementation of activities to prevent and eliminate racism, especially with regard to women and the youth, and the development of associations of foreigners was announced.

Being assured that the need of social and cultural integration of foreigners in our socio-economical environment requires a suitable strategy to combat and prevent racial and ethnic

discrimination, UNAR has drawn up, by putting into practice article 7 of Leg. Dec. no. 215/2003, a new call for proposals – issued on October 2009 – for the promotion of positive actions aimed at avoiding or compensating for disadvantageous situations linked to race or ethnic origin¹².

The total resources allocated to the financing of projects was equivalent to €900,000; the call for proposals is aimed at a large audience of bodies of the civil society, such as the voluntary organizations, the social cooperatives, the institutions for social advancement, the foundations, the charitable trusts and the non-profit organizations of social utility.

As an innovation with respect to the past, the funds are allocated to partnerships between non-profit organizations and one or more local administrations.

With reference to the lines of action set on the basis of the trends that have emerged from the analysis of the Contact Center database, priority has been given to singling out three strategic sectors, such as the development of micro-enterprises and enterprises by immigrant women, the prevention and elimination of racial discrimination among young generations, and the prevention and elimination of racial discrimination through the development of the association fabric promoted by the foreign communities themselves.

As a proof of the renewed and growing emergence of UNAR in the civil society and the associations, more than 300 applications have arrived in response to the notice; the results of the evaluation are expected to be published by May 2010.

D) THE NATIONAL NETWORK

The signing of agreements with the regions of Emilia Romagna, Liguria, Piedmont and with the Municipality of Rome, for the establishment of local anti-discrimination networks based on the proactive involvement of the NGO operating in the different locations and aiming at the establishment of a single system for the survey of discrimination phenomena.

5 years after having been established, in the light of the activities carried out, the experience acquired and the instances put forward by the victims of discrimination and by the community, UNAR has proposed itself, within the scope of the new organizational model of intervention of the Office, as the promoter – in parallel with the transformation of the *call center* into *contact center* – for the creation of an ever-growing national Network of Regional Antennas meant to survey and attend to the incidents of racial discrimination, through the finalization of memoranda of understanding and operating agreements with Regions and local authorities

With a specific reference to the relations with the regions, and hence being assured that the local monitoring of the discriminatory phenomena would need effective implementation, UNAR, by putting into practice the Memorandum of Understanding signed in 2007 by the Department of Equal Opportunities with the Region Emilia Romagna for the institution of joint projects concerning the implementation of the principle of equal opportunities and non-discrimination, has finalized on the 22 June 2009 an Operating Agreement with the regional Center against discrimination of the Region Emilia Romagna.

The Agreement, which runs for three years, provides for the institution of a steady cooperation aimed at the consolidation of the activities carried out by both parties in the fight against discrimination; of particular importance, the establishment of a Network of Regional Antennas against discrimination, designed to register the incidents of discrimination on a local level in order to report to UNAR, which in return commits itself to providing legal and scientific support, the analysis and interpretation of information as well as statistical data processing.

Hence the aim to introduce and systematize the experimentation currently under way in Emilia Romagna into other regions and provinces, in order not only to involve the institutional

¹² The first and only call for proposals of positive actions was published in 2005.

levels but also the existing association fabric by providing support in their training and guidance activities as well as in legal matters.

By advancing such proposal to the Regions and the local authorities, the Office – exercising its institutional mandate to verify the implementation of the legislation against discrimination – has taken steps according to the Legislative Decree no. 286 of 25 July 1998, “*Consolidated Act of provisions governing immigration and the conditions of the foreigner national*” which in art. 44 paragraph 12 provides that “*the regions, in cooperation with provinces and municipalities, associations of migrants and social volunteers, should, in order to implement the norms stated herein and to study the phenomenon, establish centres of monitoring, information and legal aid for foreigners that are victims of discrimination on racial, ethnic, national and religious grounds*”, and has also complied with the opinion of the Committee of the Regions on the proposal for the Council directive on implementing the principle of equal treatment between persons irrespective of religion or belief, disability, age or sexual orientation. In the aforementioned opinion the Committee confirms the importance of the regional and local entities in view of their proximity to the citizens, which allows them to gather and make available the information on the vulnerable groups/persons and their needs and, as well, to affect the everyday life of citizens having the responsibility for the great part of the social and economical aspects/services.

After assessing the implementation status of paragraph 12 of art.44 of the Consolidated Act in accordance with the Office “Joint Conference*” of the Presidency of the Council of Ministers – UNAR has then proposed to the Regions a memorandum of understanding for the creation of regional Observatories/Monitoring Centres to prevent and tackle discriminations and to promote the diffusion of the culture of respect for diversity, in the perspective of a mutual exchange and reinforcement (*joint forum comprising the Conference State-Regions, the Conference State-Cities and local self government authorities). The successive operating agreement would govern the relations and the co-operation of UNAR/Regional Centre in order to coordinate the monitoring and case management system, to allow a regular sharing of information to be used during training and refresher courses, and to define and promote every year joint projects to raise public awareness on anti-discrimination.

Included in this context is the endorsement of the Memorandum of understanding with the Municipality of Rome, aimed at establishing a urban Monitoring centre to prevent and tackle discriminations signed on 21 October 2009 by the Mayor of Rome and by the Minister of Equal Opportunities, as well as the succeeding memoranda of understanding signed on 6 December 2009 with the Region Liguria and last 17 December with Region Piedmont.

Card – Scheme of Memorandum of understanding on initiatives against discriminations for Regions and Local Authorities

Whereas:

The theme of discrimination and promotion of equal opportunities has become essential in the context of strong social and cultural changes; any discussion about equal opportunities for all men and women entails a process of inclusion of several social groups experiencing disadvantage based on identity and personal status. Combating all types of discrimination is therefore the first step for an effective promotion of equal opportunities.

This approach was made explicit in art. 21 of the “Charter of Fundamental Rights of the European Union”, adopted on 14 November 2000, which in prohibiting “any form of discrimination based, in particular, on sex, race, colour, ethnic or social origin, genetic features, language, religion or belief, political or any other opinion, belonging to a national minority, property, birth, disability, age or sexual orientation”, recognizes the multiplicity of factors of discrimination as well as the spread of the phenomenon. In its original formulation in 1957, the Treaty establishing the European Economic Community, set forth the prohibition of discrimination on grounds of nationality (Article 7) and the principle of equal pay for equal work for male and female workers (Article 119). Article 13 of the Treaty, as amended by the Treaty of Nice, subsequently extended the possibility of intervention in the matter, stating that “the Council, acting unanimously on a proposal from the Commission and after consulting the European Parliament may take appropriate action to combat discrimination based on sex, race or ethnic

origin, religion or belief, disability, age or sexual orientation.” These provisions were implemented through several directives¹³.

These principles are well placed in the tradition of Italian law; art.3 paragraph 1 of the Italian Constitution states that "all citizens have equal social dignity and are equal before the law without distinction as to sex, race, language, religion, political opinion, personal and social conditions." Subsequently the ordinary legislation has enabled the implementation of this principle through the ratification of conventions and the adoption of laws on the protection of groups experiencing disadvantage¹⁴.

The National Office against Racial Discrimination - UNAR, established through Leg. Dec. no. 215 of 9 July 2003 at the Presidency of the Council – Department of Equal Opportunities implementing the EU Directive No 2000/43/EC with the aim of promoting equal treatment and removing discrimination based on race and ethnic origin, is an institutional entity and is currently responsible for the implementation of the principle of equal treatment also with regard to other factors of discrimination, in view of a re-definition of its tasks that will make its activities more effective and more responsive to the needs of civil society.

The Region

Having regard to:

- Article 3 of the Italian Constitution which states: "all citizens have equal social dignity and are equal before the law without distinction as to sex, race, language, religion, political opinion, personal and social conditions";
- Article 13 of the Treaty of the EC, as amended by the Treaty of Nice signed on 2 October 1997 and entered into force on 1 May 1999, identified six factors of discrimination which the European institutions must undertake to fight: sex, race and ethnic origin, religion and belief, disability, age and sexual orientation. Besides this article there are other provisions that strengthen the fight against discrimination, such as Article 3, on the elimination of inequalities between men and women, Articles 136 and 137, pursuing in particular the fight against exclusion; Article 141, which reaffirms the objective of equality between men and women in working life, having particular regard to both wages and working conditions.
- Article 21 of the Charter of Fundamental Rights of the European Union adopted on 4 November 2000, to which the Lisbon Treaty, entering into force on 1 December 2009, refers, prohibits "any form of discrimination based in particular on sex, race, colour, ethnic or social origin, genetic features, language, religion or belief, political or any other opinion, belonging to a national minority, property, birth, disability, age or sexual orientation";
- the Communication from the European Commission entitled "A framework strategy for non-discrimination and equal opportunities for all" and the Decisions of the Council and the European Parliament which established the "2007 European Year of equal opportunities for all, towards a just society" (Decision No 771/2006/EC), the "European Year of Intercultural Dialogue-2008" (Decision No 1983/2006/EC) and the "European Year for Combating Poverty and Social Exclusion- 2010" (Decision No 1098/2008/EC) which aims at promoting a society that nurtures equal opportunities;
- the European Commission's Green Paper issued in May 2004 stating that the principles of equal treatment and non-discrimination must be pivotal in the European social model representing the core values of the individual;
- The Opinion of the Committee of the Regions (2009/C 211/12) "non-discrimination, equal opportunities and the principle of equal treatment between persons" that emphasizes the real need of non-discrimination mainstreaming which is possible only through the involvement of regional authorities;

¹³ Directives: 2000/43/EC of 29 June 2000 ("Prohibition of discrimination based on race or ethnic origin"), 2000/78/EC of 27 November 2000 ("Prohibition of discrimination on grounds of religion or belief, age, disability or sexual orientation") both relating to employment matters only; 2006/54/EC of 5 July 2006 ("Concerning the implementation of the principle of equal opportunities and equal treatment between men and women in employment and occupation") which brings together in one directive previous regulations regarding equal opportunities between men and women.

¹⁴ See for example the ratification and implementation of the "European Convention for the Protection of Human Rights and Fundamental Freedoms" passed in 1955 and its operating agreements, the recent ratification of the "United Nations Convention on the Rights of Persons with Disabilities" (February 2009) and again, the outline law on the protection of people with disabilities (no.104 of 1992), the Consolidated Law on immigration that prohibits discrimination based on nationality, ethnicity, religion.

- Law 654/1975, "Ratification and implementation of the international Convention on the Elimination of All Forms of Racial Discrimination";
- Having regard to Law No 205 of 25 June 1993 "Urgent measures concerning racial, ethnic and religious discrimination";
- Having regard to the Legislative Decrees No.215 and No.216 of 2003 recently supplemented by Law 101/2008 implementing the judgements issued by the Court of Justice of the European Union which transposed the EU directives 43/2000 implementing the principle of equal treatment between persons irrespective of racial or ethnic origin and 78/2000 establishing a general framework for equal treatment in employment and occupation;
- The "Consolidated Act containing provisions governing immigration and alien status" (Legislative Decree No.286 of 25 July 1998), which states that: "Regions, in collaboration with Provinces and Municipalities, with immigrant and social voluntary associations [...] establish centres of observation, information and legal assistance to foreign citizens suffering racial, ethnic, national or religious discrimination";
- The Decree of the President of the Council of Ministers of 11 December 2003 on "Establishment and internal organization of the Office for the promotion of equal treatment and elimination of discrimination" referred to in Article 29 of Community Law No 39 of 1 March 2002;
- The Statute of the Region of.....;

Now therefore, the Parties hereby stipulate and agree as follows:

This Memorandum of Understanding is aimed at supporting the creation and implementation of a Regional Coordination Centre against discrimination having the following tasks:

- a. *Prevention of discrimination: that is, actions undertaken to prevent the occurrence or persistence of discriminatory attitudes and behaviours that affect the cultural heritage and values of all men and women, and actions aimed at sharing and disseminating good practices in the region.*
- b. *Combating discrimination and assistance to victims: by removing the underlying conditions that produce discrimination and promoting positive actions for the elimination of disadvantage, including assistance to the victims of discrimination.*
- c. *Monitoring: the phenomenon of discrimination through constant observation in the field, involving institutional entities and associations that in various manners are already involved or could get involved in the prevention, countering and assistance to the victims of discrimination.*

The regional coordination Centre against discrimination shall be responsible for:

- *implementing actions for the prevention, countering and monitoring of discrimination and assistance to the victims of discrimination based on gender or gender identity, sexual orientation, race or ethnic or geographical origin or nationality, disability, age, religion or belief;*
- *create the Regional Network for the prevention and combating of discrimination and assistance to the victims of discrimination, taking into account the fabric of institutions, associations and organizations already engaged in this area, enhancing their skills and fostering possible synergies.*

Commitments of the signatory Parties for the structuring, monitoring and evaluation of the accomplishment of this memorandum of understanding:

1. By signing this Memorandum, the Region undertakes to:

- *establish the regional coordination Centre against discrimination;*
- *promote a uniform information system for managing the cases of discrimination reported and for a statistical and interpretative analysis of data compatible with the system established by UNAR;*
- *respond, in coordination with UNAR, to cases reported in the region;*
- *share with UNAR practices, information and tools useful for the prevention, countering, assistance to the victims and monitoring of the phenomenon;*
- *ensure a uniform level of training to local entities involved in the prevention, countering, assistance to victims of discrimination and monitoring of the phenomenon thanks also to the use and dissemination of expertise gained by UNAR;*
- *organize the publication and dissemination of periodic reports that will be produced by the Regional Coordination Centre against discrimination and on countering measures and promote research on the phenomenon.*

2. By signing this Memorandum, the Department of Equal Opportunities – National Office against Racial Discrimination undertakes to:

- *Contribute to the establishment and promotion of the regional Centre and its activities in the area of interest;*
 - *Provide support and technical assistance to the Centre for the promotion of a uniform information system for managing the cases of discrimination reported and for a statistical and interpretative analysis of data compatible with the system established by UNAR;*
 - *Foster collaboration with the Regional Centre on cases of discrimination reported in the area of interest;*
 - *Share with the regional Centre and provide to the local entities practices, information and tools useful for the prevention, countering, assistance to the victims and monitoring of the phenomenon;*
 - *Provide the regional Centre with data and information concerning the evolution of the phenomenon.*
2. *Moreover, the signatory parties agree to:*
- *define and promote on a yearly basis - starting from the Week Against Violence in Schools and the Action Week Against Racism - joint initiatives to raise awareness on issues of anti-discrimination with particular reference to the world of youth, sport and schools;*
 - *participate, with the involvement of other concerned public and private entities, to invitation for tenders and to national and European programs about combating discrimination;*
 - *collaborate on training initiatives aimed at improving the understanding of regulatory tools and of strategies for combating and preventing situations of discrimination;*
 - *implement recurring training and refresher opportunities for employees of the Region and of other regional Companies and Entities.*
 - *organize periodic meetings with associations included in the Register referred to in Article 6 of Legislative Decree No.215/2003, having their offices and carrying out their activities in the region as well as with other associations involved in the field of discrimination.*
3. *For the purpose of monitoring the present memorandum, planning the related actions, communicating and exchanging information and promoting joint intervention strategies and good practices, a technical coordinating round-table is hereby established, composed of 4 members, 2 of which shall be appointed by the Regional authority of Lazio and 2 by the Department of Equal Opportunities – National Office against Racial Discrimination, which shall be later formalized.*
4. *This Committee, which performs its duties free of charge and meets every two months, shall have the following tasks:*
- *contribute to the drafting of the project for the establishment and functioning of the forthcoming Centre;*
 - *involve in the activities of the Centre the social partners and the institutional entities deemed most appropriate (e.g. ombudsmen, advisors on equal opportunities, local Advisory councils, Public Relations, Justices of the Peace, institutions of social assistance, anti-violence centres, associations for migrants and the protection of rights, associations registered in the regional register, migrant women's associations, organizations for the protection of the rights of disabled, elderly and LGBT persons, etc..)*
 - *plan joint activities as laid down in this Memorandum;*
 - *periodically review the contents and the accomplishments of this Memorandum;*
 - *disseminate the contents of this Memorandum at local, regional and national level and promote its coherent implementation.*
5. *This Memorandum shall last 3 years from the date of its signature and shall be renewable upon agreement of the parties.*

Through the endorsement of such agreements, within 2013 UNAR aims to:

- *establish a national centre for surveying and monitoring the phenomena of racial discrimination;*
- *formulate standards of intervention and ensure basic and uniform levels of management of the reports;*
- *collect homogeneous and comparable statistical data, with the purpose of giving an effective description both on a national and local level of the phenomena of racial discrimination;*
- *promote on a regular basis training and refresher courses for all the local entities connected to the regional networks activated through the memoranda of understanding;*

- ensure a direct, continuing and committed involvement of all the NGO operating in the field of non-discrimination in each geographical area included in the agreements.

It must be specified that the scope of action of such Local Centres is not limited to racial discrimination, but with reference to the European perspective and in line with the institutional mandate assigned to UNAR by the Department of Equal Opportunities within the scope of the NOP GSA TASA ESF* of the Convergence Objective Regions, it is extended to all the domains of discrimination (* National Operational Programs - Governance and System Actions - Technical Assistance and System Actions - European Social Fund).

Within the perspective of the implementation of the provisions referred to in article 44 paragraph 12 of the Consolidation Act, and within the perspective of the establishment of a national system of local networks to survey, analyse and attend to the incidents of racial discrimination, based on a integrated and structured cooperation between UNAR and the system of local autonomies, the Office has presented to the Ministry of Internal Affairs, within the scope of the programme 2009 of the European Fund for the integration of Third-Country nationals the project "Network of Regional Antennas for the prevention and combating of racial discrimination".

Card - The project "Network of regional antennas for the prevention and combating of racial discrimination".

This project aims at setting up and promoting a network of reference Centres and observatories against discrimination which, drawing upon the best European and national experiences, and based on the Community and national legislation against discrimination currently in force, may systematically monitor discrimination at national level as well as deal with cases of discrimination at national and local level.

To this end, the project shall entail monitoring activities, interinstitutional working groups, seminars and training:

A) Mapping Territories

A survey of existing institutional entities (regional, provincial and municipal Centres and Observatories) shall provide a mapping of the regions of Lazio, Piedmont, Tuscany and Lombardy in particular to identify underlying legislative and administrative tools, intervention methods, strategies for statistical and social surveys, measures for legal protection and social promotion against discrimination based on race and ethnicity.

This survey, based on qualitative research on good practices developed in Europe and Italy, shall identify the entities that are present at national and regional level, the local and private social organizations capable of ensuring the protection of equal treatment in the region, regardless of racial or ethnic origin, and shall propose operating strategies for a coordination between these entities and UNAR.

The mapping shall identify the key players that should get involved at institutional and association level as well as the local resources to be activated in the process of dialogue at local level.

B) Interinstitutional working groups:

Based on the mapping of the regions the inter-institutional Working Groups shall be established under the coordination of UNAR and in collaboration with the Centre against Discrimination of Emilia-Romagna, with the task of providing information to and raising the awareness of decision makers, in four Italian regions (Lazio, Piedmont, Tuscany and Lombardy), on anti-discrimination legislation and on the legislative and administrative instruments that may be developed locally.

The Working Groups shall operate through meetings with the concerned provinces and regions. The meetings shall address critical issues and opportunities, at regional and local level, in relation to the establishment of a network of existing and future regional antennas. The interinstitutional Working Groups shall be coordinated and promoted by a regional Manager and by project leaders and shall develop:

- *governance models against racial discrimination, issuing guidelines for the establishment of facilities and services for the prevention and countering of discrimination and for the strengthening of existing ones;*
- *support for the creation of local interinstitutional Round-tables on new regulatory developments as well as services for the promotion of equal treatment;*
- *a pilot operating model for the implementation and management of information and training services, to promote a non-discriminatory culture and to prevent and combat discrimination in local entities and institutions;*

For the 4 concerned regions, the meetings shall involve decision makers, regional political leaders and representatives who are responsible for social policies and equal opportunities, but also associations and organizations active against racial discrimination in the region.

The results of the meetings shall contribute to the definition, together with UNAR, of an intervention strategy which, starting from the areas with a higher risk of discrimination, shall promote positive organized actions involving local political and administrative decision makers, also through the identification and development of guidelines and positive actions to be suggested to local institutions.

The final objective of the interinstitutional Working Groups shall be to draft guidelines proposals and the related actions at the interinstitutional level, between UNAR-Department of Equal Opportunities and the regional and provincial institutions involved, in order to formalize a mainstreaming strategy capable of removing the underlying factors of discrimination.

C) Regional seminars

As part of the project four regional Workshops shall be organized, that shall involve decision makers, political leaders and representatives of regions and provinces responsible for social policies and equal opportunities, officers involved in the management of information services and territorial offices, legal offices managers, persons in charge of relations with the public and trade unions, associations and institutions involved in combating racial discrimination. The most significant representatives of foreign communities and of associations involved in the fight against all forms of discrimination shall be invited, with a direct involvement of the associations already present in the National Register of the Associations, referred to in art. 6 of the Legislative Decree no. 215/2003 and kept at UNAR.

The seminars shall focus on different aspects, with a special emphasis on:

- *statistics on the phenomenon of racial discrimination at the regional level and on local risks and critical issues;*
- *strategies and monitoring tools, as well as recent legislative and administrative developments for the removal of discrimination;*
- *the role of institutions and associations in the prevention and removal of various forms of discrimination and good practices to adapt to the different work contexts of the participants;*
- *models of governance to combat racial discrimination;*
- *guidelines for the establishment and management of facilities and services to prevent and combat discrimination;*
- *strategies to strengthen the representation and participation to social life of associations and groups representing the victims of discrimination;*

D) Training

Training activities shall explore aspects already examined during the seminars, with the aim of providing a practical training to public officers and enabling them to manage and develop Centres for the observation of and the protection against racial discrimination. Based on the experience gained with existing Centres, the training shall involve 40 public officers, 10 for each region (respectively the region of Lazio, Piedmont, Tuscany and Lombardy).

The training shall consist of 4 training modules over a period of 2 days and shall focus on major critical issues in relation to accessibility to public services with the aim of providing the officers involved with a framework of the most critical practices and behaviours that jeopardize the equal treatment of persons most likely to become victim of racial discrimination.

The aim of the training shall be to improve the understanding of legal instruments available in the fight against discrimination, starting with the Directive 43/2000/EC and 78/2000/EC as well as the implementing measures adopted in Italy. Discrimination based on ethnicity and race shall firstly be addressed in terms of its

critical issues and of the economic, political, historical, social and cultural factors that come into play in discriminatory actions; then the tools for the prevention and removal of discriminatory conduct shall be examined, and finally an indication shall be given of the positive actions and good practices to be adopted in order to remove or correct situations leading to unequal treatment in the access and use of services.

During the training, the analysis of policies and tools will show how all administrative actions must be guided by a mainstreaming perspective, making sure that the impact on equal treatment and non-discrimination is taken into account by all policies and local instruments at each stage of planning, implementation and evaluation, for an increased protection of the rights of all citizens belonging to ethnic minorities or of foreign origin.

In addition, during the training, critical issues and opportunities at local level shall be identified, to promote a genuine higher recognition of the right to equality and non discrimination, a greater representation and participation to social life of associations and groups representing the victims of discrimination and a greater recognition, respect and appreciation of all forms of diversity.

The course shall emphasize:

- *statistical data and monitoring actions of cases reported;*
- *recent legislative and administrative developments for the removal of discrimination;*
- *the role of institutions and associations in the prevention and removal of various forms of discrimination;*
- *good practices already developed by other administrations that have active anti-discrimination centres;*
- *strategies and management techniques for facilities and services involved in the prevention and combating of racial discrimination;*
- *the use of UNAR IT platform against discrimination;*

E) Final Conference

The works carried out at regional level and the results of seminars shall be presented and discussed during a final conference which shall be organized in collaboration with the Conference of Regions for a first exchange of communication with similar entities in other regions of Italy.

E) THE TERRITORIAL DISCRIMINATION RATES

Definition of territorial indexes and a set of indicators to start a uniform measurement of the phenomena of racial discrimination nationwide and the statistical survey on racial discrimination on the grounds of sexual orientation and gender identity;

The research on Racial and Ethnic Discrimination (RED) has the purpose of defining the phenomenon of discrimination and identifying the suitable instruments (indicators) to measure the frequency with which it occurs.

The creation of a set of indicators enables to:

- Investigate the forms and the causes of discrimination;
- Confront the phenomenon over time;
- Define measurement methods (i.e. which are the most disadvantaged groups, which are the existing discriminatory practices);
- Provide foundations to implement policies aimed at fighting discrimination and assessing their impact;
- Assess the different distribution of the phenomena on the national territory, providing basic quantitative and qualitative data as to enable both UNAR and the local governments to define suitable policies of prevention, opposition and elimination;
- Enhance the role carried out by the local anti-discrimination networks promoted by UNAR.

The research on Racial and Ethnic Discrimination (RED), launched by UNAR in October

2009, through a proper publication procedure, is aimed, therefore, at making an exhaustive assessment of the techniques currently in use in a wide range of circumstances where discrimination can take place, to establish an innovative surveying standard and to formulate recommendations on how to better manage the different effects it may produce in the short, medium and long term. In more detail it is aimed at the identification and experimental implementation of a system of quantitative and qualitative indicators useful in the representation, prevention and elimination of discriminatory attitudes, behaviours and practices towards individuals belonging to other cultures.

Therefore the specific objectives of the research will be:

- The definition of a set of indicators representative of RED;
- The determination of processes and measurement methods;
- The elaboration of instruments to facilitate the adoption of measurement methods by the public administrations and by the enterprises.
- The fine-tuning of a monitoring system of the countermeasures against racial discriminations.
- The carrying out of a feasibility study for the creation of a permanent research centre for the monitoring and elimination of RED in Italy

After identifying the places and circumstances where discrimination takes place, the next step is to identify the methods for the measurement of the discriminatory phenomena and for the definition of indicators.

For that purpose, reference will be made to:

- An Inventory of laws and best practices to face discrimination.
- Desk analysis on both national and international sources in order to analyse official statistics, where available, indirect statistical evaluations and studies on the subject of discrimination.
- Analysis of Complaints gathered through the UNAR contact center, the associations and the bodies operating in the fight against RED.
- Analysis of the court rulings concerning RED.
- Focus group: with the purpose of investigating the most prominent forms of discrimination, setting up suitable cognitive tools to define the discriminatory phenomenon and designing questionnaires to investigate them.
- Qualitative and quantitative surveys and direct interviews on pilot samples aimed to test and fine-tune the measurement tools and the same indicators defined in the previous phases in areas where there is a large concentration of subjects belonging to different races or ethnic groups and in some sectors such as work, education, economy, healthcare and welfare where the phenomenon is more frequent.

The results obtained will involve:

- The adjustment of an operational definition of the RED;
- The definition of a set of indicators for the measuring of the RED;
- The proposal of a measuring and analysis method for the RED phenomenon and of guidelines for its use;
- The list of the best practices to counter discrimination sorted by type of discriminatory action;

- The report on the results of the Focus group and of the qualitative and quantitative pilot surveys;
- Identification of expertises and training courses to face RED;
- The design of a monitoring system and the organization of positive actions aimed at the elimination of RED;
- The feasibility study for the establishment of a permanent research center.

Still within the scope of the activities and initiatives aimed at the qualitative and quantitative investigation on discrimination, UNAR by mandate of the Department of Equal Opportunities in 2009 managed the coordination of the first multi-purpose survey on “Discriminations on the grounds of gender, sexual orientation and ethnic origin” entrusted to ISTAT by the Department of Equal Opportunities through an appropriate agreement signed on 4 August 2008.

The sum allotted to ISTAT for the realization of the survey in the triennium 2009-2011 amounts to €475,000. In 2009, according to the operational plan the first 1,500 interviews (pilot survey) to 14 year old persons and older were carried out. For 2010 the realization of 10,000 interviews (final survey) of 14 year old persons and older is foreseen, and for 2011 the analysis and the dissemination of data. The survey aims first and foremost at providing the Department with additional information about the discriminatory prejudices, fears and attitudes towards women, individuals with a different sexual orientation and foreigners, besides providing data about violent actions induced by or referable to discrimination and to the related risk factors. It will also allow an effective assessment of the discriminatory phenomena from the quantitative point of view in order to understand their dynamics and analyse their effects.

F) THE FOCUS ON YOUTH AND WOMEN

YOUTH AND RACISM. Creation of the "Non Violence Campus" and establishment of a youth network against racial discrimination (NE.A.R. TO U.N.A.R).

Since 2001, when the “White paper on youth” was launched, the fight against discrimination has been deemed as a priority to be pursued by the member states, an invitation to work on a joint action plan aimed at strengthening the commitment of young people in their fight against racism, xenophobia, anti-Semitism and their intolerance towards any form of discrimination.

Italy in this regard has only had an isolated, sporadic, and inconsistent implementation of projects aimed at the concrete development of a culture of integration in the younger generations.

In this perspective UNAR, as the national institution for the fight against racism, decided to promote a nationwide awareness raising campaign aimed at the establishment and development of a youth network against discrimination, later called Near (Network Against Racial discrimination). It is a real operational network of boys and girls under 25 years old formed ad hoc in order to develop into an active agent for the diffusion and propagation of the culture and the regulations on the issues of non-violence and non-discrimination, of the prevention of discrimination incidents and the promotion of all the activities and initiatives organized by UNAR and the Department of Equal Opportunities.

The basic idea is to create a campaign directly involving young people in the practice of an active, conscious and responsible citizenship.

In fact, to act on the youth means to take a double perspective: that of change, which invests in the new generations with a view to tomorrow's adults, and that of the prevention,

which investigates their current situation to oppose the emergence of prejudices, intolerances and to moral decline.

Suffice to think to the disturbing scenario that has emerged according to the research made by GfK Eurisko for the Osservatorio permanente Giovani-Editori*: in Italy as much as six teenagers in ten do not want immigrants (*Young-Editors Permanent Observatory). 58% of them see in the presence of foreigners a menace for their job, or are afraid of a rise in bag-snatching, violence, small crimes, but also in the organized crime. This is worse than amongst adults: where the percentage of those against the presence of the foreigners drops to 41%.

On the contrary, it is much more reassuring to know that part of the youth participates in the project *Newspaper in Class*, an initiative aimed at educating the younger generations through the reading of newspapers side by side with teachers and educators. So the newspaper seems to be a possible antidote to the fear of the other, of those different from oneself. It is a valid instrument showing that, through substantial initiatives, it is possible to intervene with the youth eliminating fears and discrimination, mostly based on stereotypes, disinformation and social alarmism.

In this perspective the NEAR project, aimed at developing the public spirit of young citizens, faces the challenge of tearing down the stereotypes in young people, triggering a chain reaction of appropriate behaviour in the schools, in the universities and the places in which youth people gather.

Card - The Project NE.A.R. To UNAR

Starting from the project "Non Violence Campus" promoted by UNAR within the scope of the first Week against Violence (introduced with a memorandum of understanding between the Department of Equal Opportunities and the Ministry of Education, University and Research) it is the Office intention to propose the establishment of a network of young voluntary workers against racial discrimination catering to 18 to 25 years old boys and girls.

The final objective is to have on the territory a network of "sensors" able to:

- *promote awareness in the young people involved on the basic rules of human society through innovative courses, the use of blogs and social networks, the sharing of information, knowledge and experience aimed at eliminating prejudices (student grants, art competitions, mobility programmes in Italy and abroad, chances to travel and come into contact with situations and environments other than their own, meetings, events and much more.);*
- *support the culture of non-violence and non-discrimination among the youth through informal education and peer education.*
- *foster the direct knowledge of the anti-discrimination legislation among young people and to encourage them to report incidents of racism.*
- *devise an instrument to publicize the projects and the activities promoted by UNAR and the Department of Equal Opportunities.*

FORESEEN ACTIVITIES

Preparatory phase

a) Individuation of the first network of volunteers (250-300 boys/girls)

The project will be officially presented on March 15th 2010 during the closing event of the Non Violence Campus and coinciding with the opening of the Week of Action against Racism.

On that occasion the over 250 boys and girls which will have taken part in the campuses will be offered the opportunity to join by right the project as promoters by completing a registration form and endorsing the volunteer's handbook, which is the concluding document of the campus. In the following weeks the 250 boys and girls will be joined by others that will be chosen particularly in the Convergence Objective Regions with the support of local associations, agencies and stakeholders.

The recruitment phase (which will be kept open throughout the project) will conclude by the end of April.

In this period all the young people will be continuously informed and encouraged to get involved in web-based platforms, forums but especially social networks such as facebook, twitter, friendfeed, enlivened with contents expressly designed for the target.

b) Specific Training

At the beginning of May the network will be gathered together for an intensive three-day training session on the themes of non-discrimination. The training will be carried out by educators expert in youth affairs. It will focus on (using more involving techniques compared to simple frontal lessons) all the aspects associated with the regulations relevant to immigration and discrimination, with a legal-statistical-sociological overview of the migratory phenomenon in Italy, the good practices tested in other European contexts and the management strategies of the intercultural conflict.

c) The Near Kit

At the end of the three days training every volunteer of the network will receive the "Near Network Kit". The Kit will include:

- a portable hard disk (a pen drive or a usb bracelet or an i-pod, according to the available budget) containing all the material of the lessons and in particular a guide to the regulations concerning non-discrimination and the glossary of non-discrimination, conceived of and written in a language and a lay-out suited for the target;
- the handbook of the volunteer;
- t-shirts and gadgets of the network.

Development and promotion of the project

At the end of the training course the volunteers will be ready to become the active sensors of the network. On the on-line portal dedicated to the project there will be a map of Italy with the geographic location of the "antennas", which in this way will become the real territorial reporting members of Near. The youth in turn will be encouraged and supported in the organization of training initiatives based on the model of those they have attended to with the aim of widening the network within schools, universities, associations and youth centres.

The success of the initiatives will be "rewarded" with a system of opportunities catering to the volunteers that will stand out for their commitment, presence on the territory, achievements, as for example:

a) Student grants and traineeships in Italy and abroad on the themes connected with non-violence and non-discrimination.

The initiatives could be organized in partnership with the European Union, the Youth National Agency, International Institutions such as the EVS (European Voluntary Service), bodies as the Interculture Project, which have been involved in cultural exchanges, volunteer camps abroad and cultural integration for years.

b) The Camper of Non Violence

Groups of young people will take part in one or more trips with a camper van to discover new forms and models of integration. Those who leave, will have to draw up a journey plan beforehand so as to turn them into true reporters of good practices and good examples of integration. Equipped with video cameras, videophones and internet connection, day after day the reporters travelling on the Near campers will recount live, with images and words, all the stages they have passed through.

c) Confluence of ideas

Groups of boys and girls under 30 (at least 50% of them members of Near) would be able to associate in order to give effect, with the support of the local authorities, to integrated projects aimed at opposing and preventing racism in their area of operation. The aim is to promote cross-wise actions ranging from the development of forms of social bonding for the youth, much more important in areas lacking in meeting places, to the possible realization of local projects aimed to create new growth and employment opportunities.

d) Art competitions and competitions for the schools

The youth will be encouraged to express themselves on the themes of non-discrimination in writing and through photography, drawing, painting, web and video art and music.

e) Events

The volunteers of the network will be able to volunteer for support activities (that will be "indemnified" with curricular credits, expenses refund, traineeships) in the organization of meetings and events promoted by Unar, for all the related activities: from the planning to the marketing of the event, from its design to the budget plan, from the organization to the press office.

WOMEN AND RACISM. Realization of a campaign against multiple discriminations

Still according to the information gathered through the activity of the Contact Center, UNAR has deemed as a priority to involve, besides the younger generations, also women of foreign origin, as the most vulnerable target of multiple discriminations.

In this sense the Office has presented to the Ministry of Internal Affairs, within the scope of the programme 2009 of the European Fund for the integration of Third-Country nationals the project "Network of Regional Antennas for the prevention and combating of racial discrimination".

The general objective is to prevent the risks of discrimination on the grounds of gender and race among women of foreign origin, by creating, through a massive public information campaign, a process of social comparison and dialogue among women of foreign origin and between the latter and Italian women.

The women of foreign origin are often invisible. Their invisibility, however, must not interfere with raising the awareness of the marked differences existing between them, in terms of social class, legal status being them migrants, of different religions, ethnic origin and economic and social reality. Although women now represent an increasingly significant percentage of the immigrant population, they have always been treated as subjects of minor importance in the migratory process. The changed involvement of women in the new migratory flows was due both to the realities existing before the departure and to those on arrival. In all the developing Countries the processes of modernization affect the female world more and more, altering the female roles and creating poverty. The increase of female migrations, therefore, depends on a large demand for care and household services in the European Countries.

The complexity of the feminine migratory world faces us with many problems. They bring a background of knowledge and expertise that our Country, as other Countries of immigration, must learn to become acquainted with, so as to shed ancient and new prejudices and to force us to think over a built-in reality which cannot remain closed.

It would be helpful to know, for instance, that many immigrated women arriving in Italy have already started an emancipation process from situations of isolation in the home, and therefore they leave in order to obtain self-affirmation and to be able to find a way towards the future. Our future depends also on our ability to make the most of the resources that are offered to us and that can bring a human contribution, knowledge and experiences. The migrant woman, then, a new and old figure within the migratory world, will be able to hold the role which is hers, that is, the driving force of development.

The project aims to promote, through a massive public information campaign, a greater mutual knowledge of the situation in which the women of foreign origin are going through in Italy. The communication project will be developed within a National Working Group (NWG) where the major organizations representing the federations and the national networks of associations operating in the domain of discrimination on the grounds of gender and of women of foreign origins will come together. The NWG will be coordinated by UNAR and aims to achieve an increase in the rights for all the women of foreign origin, discriminated against both as women and for being of foreign origin. The joining of gender discrimination with that based on ethnic and racial origin will be regarded as crucial in every communicative action foreseen by the project, according to an approach which will treat multiple discrimination exhaustively, a phenomenon still meets difficulties in being understood and fully recognized. The aim of the project will be to show how the promotion of equality between women and men in all policies and activities interlocks and becomes more complicated in conjunction with further factors of vulnerability, such as, the ethnic and racial origin or religion.

Therefore the project aims to highlight the risks of multiple discrimination, which many women experience due to their gender and their belonging to a different nationality from the receiving Country, through a massive public information campaign which will disclose the improvement or the worsening of the socio-economic conditions preceding the migration and their actual integration in our Country.

For this purpose, the following specific objectives are pursued:

- to promote a greater knowledge of the critical issues and the risks of marginalization for the women of foreign origin;
- to foster the knowledge and the dialogue between women of foreign origin and Italian women;
- to create communication and information programmes which allow cultural growth and the accession to a system of rights and duties between the women of foreign origin;
- to foster communication and direct contact between women of foreign origin and UNAR, in order to let discrimination based on ethnic origin and race emerge;
- to encourage the reporting of discriminations suffered by the women of foreign origin;
- to launch the establishment of networks and associations among women of foreign origin in order to prevent the risks of discrimination and to promote a culture of intercultural coexistence.

G) SOCIAL FORCES AND THE WORLD OF WORK

Revival and broadening of UNAR' memorandum of understanding with trade unions and employers' organizations and its opening to further organizations for signature;

The Council directive 2000/43/EC implementing the principle of equal treatment between persons irrespective of race and ethnic origin, transposed in Italy by the Legislative Decree no. 215 of 9 July 2003, in article 3 recognizes employment and training as the scopes of the community provisions under which positive actions of information and training can be effectively implemented.

As regards the strengthening and the diffusion of the principle of equal treatment, the Office promotes the enforcement of positive actions, measures and programmes aimed at eradicating all forms of discrimination. Therefore UNAR, as an equality body, since its establishment has considered the labour market a priority area of action for the development and implementation of effective anti-discrimination policies.

In 2009 significant innovations were observed also with respect to the relations with the social partners for the formulation of a joint information and training strategy aimed at the prevention and the elimination of racial discrimination in the world of work.

As from last November UNAR has had numerous meetings with the trade unions and the employers' organizations for the revival of the Memorandum of understanding signed on 18 October 2005, in the light of the new organizational structure of the Office and of the changing needs of the world of work, determined by the particular economic situation.

The Memorandum of understanding, originally signed by the trade unions and Confartigianato, Confapi and Confindustria has been opened for signature by common consent to further employers' organizations (Lega Cooperative, Confcooperative, Coldiretti, Confagricoltura, Confesercenti, Confcommercio) with whom the signing of a new document has been scheduled.

Card – Memorandum of understanding with the trade unions and the employers' organizations

HAVING REGARD TO

the Green Paper "Equality and non-discrimination in an enlarged European Union" of the European Commission, Directorate General for Employment, Social Affairs and Equal opportunities, published on May 2004;

the Council Directive 2000/43/EC implementing the principle of equal treatment between persons irrespective of race or ethnic origin;

the Legislative Decree no.215 of 9 July 2003 transposing the said Directive, which enforces in particular the establishment of the Office for the promotion of equality of treatment, in brief called UNAR;

the Memorandum of Understanding signed on 18 October 2005 by UNAR, Trade Unions and employers' organizations ...

CONSIDERING THAT

sectoral studies and statistical surveys have detected within enterprises an increasing rate of foreign manpower consisting of men and women belonging to various ethnic origins, which bring different cultures and traditions;

the available data indicate a growing participation of foreign persons in the trade unions, with about 880,000 members in 2008 and a ever increasing number of foreign enterprises, equal to 187,466;

with respect to the date of endorsement of the previous memorandum the phenomena of racial discrimination, as highlighted in the Reports and by the data collected by UNAR, have undergone changes, also due to the worsening of the economic crisis, both from a qualitative and quantitative point of view. Therefore it is necessary, in the current phase of consolidation and development of the Office activities, to define in a shared and joint way, new intervention strategies, in particular - but not only - in the workplaces, so contributing in strengthening the role and the institutional mandate of UNAR with respect to the onset of any form of indirect discrimination, contravening the principles of equality set out in article 2 of the Consolidation Act on immigration (in particular in the paragraphs 1 and 2 of art.2), in the Legislative Decree no.215 of 9 July 2003 (articles 1 and 2) and in the Directive 2000/43/EC.

the working environment is one of the main environments where, also thanks to the involvement of the employers' organizations and the social partners, dynamics of multiracial and multiethnic interrelations based on direct relations can take place. These help toward the recognition of equal opportunities and contribute to the achievement of an effective integration of the foreign workers in Italy;

the Trade union organizations, as intermediate social formations, acting as a safeguard of democratic principles within the enterprises and among the same workers, can contribute in disseminating, together with the institutional subjects in charge, a culture of integration and non-discrimination;

DECIDED TO ENDORSE

- the interest in the promotion of the value of "cultural diversity" within the working environment and in the establishment of a management able to establish an equal and mindful relation with the worker, avoiding forms of exclusion or discrimination, hence endorsing a culture of integration and inclusion:

- the principle of willingness which inspires the initiatives and the positive actions which will be implemented in this sector;

- the principle of non-imposition or non-control of the behaviour of trade unions and of the activity of enterprises, not to condition the free negotiation between the parties, but rather to promote socially responsible behaviours relating to the elimination of the phenomena of racial and ethnic discrimination;

- the activity of promotion and development, implemented by UNAR, of a network regional observatories for the prevention and the contrast of discrimination in compliance with article 44 paragraph 12 of Legislative Decree no. 286/1998 as amended.

GIVEN THE ABOVE

UNAR undertakes to:

- establish a round-table with the national social partners whose activities include:
 - the guidance, coordination and monitoring of the activities covered by the Memorandum;
 - periodic meetings about the activities carried out by UNAR;
 - fostering the development of similar initiatives on a local level upon approval and involvement of the respective local branch of the social partners;
- maximising the awareness of regulatory and administrative instruments for the protection of equal treatment and the contrasting of discrimination on the grounds of race or ethnic origin in the world of work and to organize, in proportion with its institutional competences and with the available resources, a series of measures in this respect;
- reporting to the competent authorities any case of direct or indirect discrimination, in order to eliminate the causes and the effects of the same;
- promoting initiatives of information and training concerning the opportunities of protection against any form of racial discrimination in the manufacturing sector, also organizing training courses for a better use of national and European resources, as well as, enhancing the instruments provided by the collective bargaining agreements for this purpose;
- give public recognitions to subjects of the economic and manufacturing sector and to the trade unions showing a particular commitment in the creation of a culture of inter-cultural coexistence and equal opportunities;
- creating campaigns to raise awareness and promote positive actions, in agreement with the social partners and involving the regional entities, also working within in the scope of the objective 4.2 of the NOP GSA ESF - Convergence Objective Regions;
- summoning the social partners who signed the memorandum at least every three months.

The Trade Union Organizations C.G.I.L., C.I.S.L., U.I.L., U.G.L. undertake:

- fostering a greater knowledge of the regulatory and administrative instruments for the protection against any form of discrimination on the grounds of race or ethnic origin among their representatives, as well as among the same workers;
- to allow UNAR, through its representatives, to report any form of discrimination on the grounds of race or ethnic origin occurring on the workplace to the competent authorities;
- to draw the attention of their own local branches to increasing participation in the activities of the regional observatories referred to in paragraph 12 of art.44 of the Consolidation Act on Immigration promoted by UNAR by means of memoranda of understanding with the Regions and local Authorities;
- fostering, in the manufacturing sector, the institution of a favourable business environment which makes the proper allowances for the needs related to the cultural characteristics of the workers;
- cooperating with UNAR and the employers' organizations in the elaboration and realization of public information campaigns, as well as the elaboration of training courses for the workers and the management of the companies.

The Employers' organizations: Confindustria, Confartigianato, Confapi, CNA, Confcooperative, Legacoop, Coldiretti, Confagricoltura, Confcommercio, Confesercenti undertake to:

- foster, in the manufacturing sector, the institution of a favourable business environment which makes the proper allowances for the needs related to the cultural characteristics of the workers, developing a culture of equal treatment in the management of human resources and, in particular, in the selection process, wages and promotion;
- promote and support projects and positive actions, fostering the exchange of information and best practices, aimed at preventing the occurrence of discriminatory behaviours;
- cooperate with UNAR in the elaboration and realization of public information campaigns, as well as the elaboration of training courses, also through the use of the funds made available by the national and European programmes concerning the fight against discrimination;
- to draw the attention of their own local branches to increasing participation in the activities of the regional observatories referred to in paragraph 12 of art.44 of the Consolidation Act on Immigration promoted by UNAR by means of memoranda of understanding with the Regions and local Authorities;
- enhance, in cooperation with UNAR, the positive experiences carried out both on a regional and local level, in order to promote the best practices concerning integration.

The present memorandum of understanding is open for signing by other trade union and employers' organizations, which are properly representative and of national importance, upon agreement of the signatory subjects.

First National Award for the good practices on the integration of foreign workers

The European Commission included the theme of CSR – *Corporate Social Responsibility* among the activities to be developed within its authority and has invited the Member States to promote awareness and foster the development of CSR within their own territories.

In 2008, through the publication of an article on the *Confindustria** newspaper, “*Quale Impresa*”, UNAR has launched the 1° National Award in order to carry out an exploration on the good practices implemented on the workplaces on the subject of inter-ethnic coexistence and social inclusion (*Italian general confederation of industry). The aim of the survey was to spread knowledge about the management policies of those enterprises which stood out in the multi-ethnic integration activities and in the enhancement of cultural diversities. The self-assessment test, designed to screen candidates for the 1° National Award, was meant to provide the entrepreneurs sensitive to integration issues, with a simple and effective tool for the assessment of the levels of integration and enhancement of cultural diversities achieved within their enterprise. This test, moreover, was useful to UNAR both to gain knowledge about and make public the positive experiences, and both to assess if the measures adopted, promoted and implemented have been effective in fostering the participation to the "Award".

25 enterprises, divided into three categories, small, medium and large enterprises, participated to the 1° National Award. The Evaluation committee, which assembled on 5 February 2009, was made up of the signatories of the memorandum of understanding with whom UNAR has collaborated since 2005 to disseminate, both among the trade unions (CGIL, CISL, UIL and UGL) and the employers' federations (*Confindustria* and *Confartigianato**), knowledge about the regulatory and administrative instruments for the protection of equal treatment and to combat discrimination on the grounds of race and ethnic origin in the world of work. (*Italian general confederation of craft trades)

Following this survey, on 27 October 2009 at the head office of the Banca Popolare di Milano, the three prizes for the good practices in corporate governance were awarded, with a public ceremony held in Milan titled “*Diversity Management: a value for the business*”.

Multicultural toolkit “Multiculturalism for the company”

Within the scope of the European Year of Intercultural Dialogue (2008), a group of companies: Autogrill, Banca Popolare di Milano, Costa Crociere, IBM, L’Oreal and Pirelli put forward a contribution for multicultural business management by presenting their own best practices for the diffusion of a corporate culture characterized by social inclusion. The contributions examined the ways inter-cultural dialogue can be essential in preserving the competitiveness of the companies operating in a globalized context. Therefore it was discussed how to manage customers of different cultures, how to offer products suited for a multi-cultural public, how to manage the personnel and suppliers, in view of their belonging to different cultures. UNAR, in partnership with Sodalitas and the promoting companies, worked on the formulation of a toolkit “**Multiculturalism for the company**”, which is a further tool of Corporate Social Responsibility to be distributed in Italian companies. With the following objectives:

- to collect and share the experiences of the companies participating in the project for the management of cultural diversity. The enterprises involved are medium and large companies, besides social enterprises;

- to promote, through the diffusion of the best practices, a culture of social inclusion, showing how the attention paid to the multicultural dimension can increase competitive strength of the companies;
- to promote the building of a website dedicated to the Multiculturalism for the company;
- to create a Catalogue collecting the *best practices* of the enterprises, which gives a few useful guidelines to all the enterprises willing to deal with this matter;
- to carry out, if necessary, a study to examine the aspects which have not been exhaustively analysed yet.

Diversity at work

UNAR has decided to implement, in the world of work, a specific strategy capable of going beyond the legal assistance to the victims of discrimination and so having an impact on the structural causes of discrimination. In fact, one of the major problems of job placement for the foreign nationals is the great difficulty in accessing the labour market at the personnel selection stage.

Therefore it has been decided to create an opportunity to let the enterprises meet with two categories of disadvantaged subjects, disabled persons and foreign nationals, thus fostering a facilitated encounter between companies and persons which are often discriminated against in the world of work.

“We are looking for talents to offer equal opportunities in the world of work” was the motto with which the first edition of "Diversity at work" was presented in 2008, drawing the attention of hundreds of people coming from every corner of Italy and of the world, who had the opportunity to apply and have a job interview, so show off their talents and their characteristics. The media success, the increasing interest of the world of employers and its utmost effectiveness as a *recruitment* tool brought the promoters (UNAR, Sodalitas, Synesis and Adecco Foundation for equal opportunities) to double the commitment and effort lavished on the project.

The *Career Forum* “Diversity at work”, during the second edition organized on 2 April 2009 on the premises of L’Oreal, and in the third edition set up for the first time in Rome on the premises of Microsoft in November 2009, offered, as in the first edition, to talented disabled persons and foreign nationals the opportunity to meet in person the personnel selection managers of the most important companies in the nation in order to submit their CV and have a job interview. Furthermore, before the event the promoters of the project “Diversity at work” organized meetings catered to the personnel selection managers of the companies. UNAR was got involved in the meetings to introduce the themes of integration of persons of foreign origin in the workplace, also expanding on the regulatory aspects. The same day of the event, instead, the attending candidates were provided with a better grounding to go through the job interviews held during “Diversity at work”.

“Diversity at work” strives to support companies in the approach to equal opportunities, to disseminate the good practices in the world of work and to advocate and disclose the policies of *diversity & inclusion*.

H) COMMITTEES AND AUTHORITIES IN THE CONSOLIDATION ACT ON IMMIGRATION

Technical round table referred to in article 2 bis of the Consolidation Act on Immigration

Since 2009 UNAR has participated, as representative of the Department of Equal Opportunities, in the works of the Technical round-table for the coordination and monitoring of the provisions of the Consolidation Act of the “measures governing immigration and norms on the condition of foreign citizens”.

In this scope UNAR in particular elaborated and put forward 2 projects proposals to be included in the programme of the EIF Fund according to the specific priorities set out in the Programme 2009 (actions 2, 6 and 8, relating to the countering of double discrimination faced by immigrant women, and to the establishment of anti-discrimination local networks) for an amount equal to €750,000.

With reference to the specific activities of prevention and countering of racial discrimination to be defined in the forthcoming 2010 Programme, the priorities that this Office formally proposed within the scope of the actions already envisaged by the EIF are outlined below :

1. Within action 1:
 - a. implementation of the Memorandum of understanding, signed between UNAR and the trade unions CGIL, CISL, UIL and UGL, through an awareness raising and training project, catered to the trade union representatives of foreign origin, in order to prevent the risks of ethnic discrimination and unrest, aimed at the positive integration of the foreigners into society, concerning the rights and duties of migrant citizens, to promote the culture of legality in the workplace and lawful employment, diffusing the culture of respect of the rules, of individual and group rights for the “new citizens” who live, work and study in our Country;
 - b. promotion of initiatives for the integration catering not only to foreign citizens, but also to Italian citizens, with the purpose of removing the racial prejudices in the workplace;
2. Within action 3: establishment, within the National Office against Racial Discrimination, of an Observatory for the monitoring of discriminatory phenomena in the media and on the web, and for the research and use of monitoring technologies to methodically scan the new media. Such activity will include, in particular, the reporting of incidents of discrimination discovered on the media to the UNAR Contact Center and the relevant processing following the same procedures applied to the on-line reports.
3. Within action 4: local testing of forms of direct support to the victims of discrimination through the setting up of a solidarity fund aimed also at advancing the legal costs chargeable to the victims of discrimination and/or to the associations entitled to take action in their behalf according to articles 4 and 5 of the Legislative Decree no.215/2003;
4. Within action 5: promotion of initiatives to support the associations formed by immigrant communities with the aim of fostering the dissemination and increase the knowledge of the legislation in force, facilitating the integration of said communities into the social and institutional environment of the country;
5. Within action 8: development, within the National Office against Racial Discrimination, of a network of regional, provincial and municipal centres and observatories for the prevention and the countering of racial discrimination according to article 44 of the Consolidation Act on Immigration.

National coordination body for the social integration policies of foreign citizens – ONC

National Coordination Body for the social integration policies of foreign citizens, provided for in art. 42(3) of the “Consolidation Act on measures governing immigration and norms on the condition of foreign citizens” (Leg. Dec. 286/98) was set up within the National

Council of the Economy and Labour CNEL by determination of the CNEL President on 10 December 1998, subsequently amended by two successive determinations of 8 November 1999 and of 9 October 2000. Article 4 of the directive, by which the ONC has been established, requires a Presidential Committee chaired by the CNEL President, or under his delegation by the Deputy President of the ONC, and includes the Directors of the CNEL Committee for the immigration, experts in the field and it involves representatives of the authorities concerned.

The ONC has the following tasks: to follow and support the development of the local processes of reception and integration of foreigners, their representation and participation in public life; to promote exchange between institutions and social organisations at the local level, as well as with significant experiences from other European countries, for a continuous exchange of experiences, in order to identify and evaluate models and practices that have been shown to be effective.

In 2009 UNAR has actively cooperated in implementing the tasks of ONC.

3. ACTIVITIES OF INTERNATIONAL IMPORTANCE

Since its establishment, the Office has been involved in various committees, networks and round-tables both on a national and international level, also in sectors formally outside its framework of activities.

A detailed description of the bodies and committees UNAR is involved in follows.

A) UNITED NATIONS

Interministerial Committee on Human Rights

The Interministerial Committee on Human Rights (CIDU) was established within the Ministry of Foreign Affairs by Ministerial Decree no.519 of 15 February 1978 in order to fulfil obligations undertaken by Italy in the field of human rights to enforce the conventions and the international covenants endorsed and ratified by our Country. The decree establishing this body has been amended many times over the years, lastly by decree of the President of the Council of Ministers on 11 May 2007, according to article 29 of Leg. Dec. no. 223 of 04 July 2006, converted with amendments by the Law no.248 of 4 August 2006; this last legislative intervention, carried out in the framework of the reorganization of committees, commissions and other bodies of public administration, assigned a prominent role to the members of the Committee appointed by the Minister of Equal Opportunities.

The Committee provides for the arrangement of the periodic or *ad hoc* reports which Italy is obliged to submit to the monitoring bodies of the International Organizations active in the field of human rights such as ONU or the Council of Europe.

Moreover, it systematically monitors the legislative, normative and administrative measures adopted in the national legislation, focusing on the Government activity aimed at the fulfilment of the obligations foreseen by the international instruments concerning human rights, and also assessing the implementation of the international covenants which Italy adhered to and their effective abidance nationwide.

The CIDU, moreover, has also the duty to perform follow up activities, including the preparation of the replies of Italy to comments, observations and queries raised by the monitoring bodies established in accordance with the main legal instruments relating to human rights.

In this context, it is important to mention the assessment activity of the implementation stage of the recommendations and observations addressed to Italy by all aforesaid monitoring bodies operating within the United Nations and the Council of Europe, through which CIDU aims to assess the solidity of the same observations and to identify, where appropriate, corrective measures to be put forward to the relevant bodies.

The committee sits in plenary sessions as well as in themed working groups for the discussion and the drafting of periodic reports and for the organization of the visits of the Special Rapporteurs of the international organizations in our Country.

During 2009 UNAR participated, in close connection with the Office of International Affairs of the Department, in the activity of the Interministerial Committee on Human Rights (CIDU), established within the Ministry of Foreign Affairs, which has the mandate of arranging periodic or *ad hoc* reports that Italy is obliged to submit to the monitoring bodies of the relevant International Organizations active in the field of human rights, such as the United Nations or the Council of Europe.

The contribution given by the Office enabled CIDU to provide to the international community of a picture of the anti-discrimination policies implemented in our Country and of the protective measures that the legal system provides to the victims of racial discrimination.

The most significant dossier, which characterized the activity of CIDU during 2009, was the process of Universal Periodic Review of the United Nations Human Rights Council which involved our Country in the drawing of a national Report is to be discussed in Genève in the first months of 2010.

The formulation of the report involved all CIDU members in the definition of a concise but exhaustive description of the human rights situation in our Country; the drawing up of the Italian Report also involved representatives of the civil society through hearings and meetings with the members of the same Committee.

UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions

UNAR participates in meetings coordinated by the Ministry of Foreign Affairs for the implementation of the UNESCO Convention on the Protection and Promotion of the Diversity of Cultural Expressions ratified by Italy on 31 January 2007 and aimed at strengthening the dialogue between cultures and respect for human rights and fundamental freedoms.

The Convention was implemented by a special Intergovernmental Commission elected by and composed of representatives of the Member States; its supreme representative body is the Conference of Member States which met for the first time in Paris in June 2008. The Ministry of Cultural Heritage and Activities has also envisaged the creation of an Interministerial Committee that will follow the implementation of the Convention in our Country: UNAR has appointed its representatives in the Committee.

B) EUROPEAN UNION AND EUROPEAN COUNCIL

Committee of experts on Roma and travellers (MGS – ROM)

The Committee of experts on Roma and travellers (GM-S-Rom) is a committee of experts from the Council of Europe set up in September 1995 within the Committee on Migration of the Council of Europe. The Committee meets twice a year and is instructed to study, analyse and evaluate the implementation of policies of Member States concerning Roma, besides drawing up guidelines for the development of policies which promote the rights of the Roma.

Group of governmental experts on non-discrimination

In July 2008 the European Commission has formed (Decision C(2008) 3261) a Group of governmental experts on non-discrimination and in the promotion of equal opportunities. The group, made up of representatives of the national authorities responsible for these policies, is entrusted with strengthening the national policies against discrimination and in particular to:

- establish co-operation among Member States and the Commission on issues relating to the countering of all forms of discrimination and the promotion of equal opportunities;
- report on the implementation of the national and EU policies in these fields;
- implement the exchange of experiences and good practices;

Moreover, the group of experts is instructed to establish and promote the co-operation among the relevant Authorities of the Member States and the European Commission on all the issues concerning the fight against discrimination based on race or ethnic origin, religion or personal belief, disability, age or sexual orientation.

In 2009 the work of the group focused mainly on the analysis of multiple discrimination and non-discrimination in all public policies, according to the Communication of the

Commission of July 2008 and confirmed in the conclusions of the Summit on equality held in Paris on September 2008.

In order to comply with the conclusions the group will cooperate with the Commission on a comparative study on homophobia and the discrimination based on sexual orientation in the EU to be carried out by the European Union Agency for Fundamental Rights (FRA). The group meets twice a year in Brussels.

Progress

The European Commission has enacted with the Decision no. 1672/2006/EC of the European Parliament and of the Council the Community Programme for Employment and Social Solidarity.

The new community programme called PROGRESS shall run from 2007 to 2013 and pursues the objectives of providing financial support for the implementation of the objectives of the European Union in the fields of employment and social affairs, and thereby contributes to the achievement of the Lisbon Strategy goals in those fields.

The Programme shall be divided into the following five sections:

- employment
- working conditions
- gender equality
- social protection and inclusion
- antidiscrimination and diversity

The Commission directly participates in the PROGRESS programme and shall be assisted by a Committee of Member States representatives. The appointed Italian representative is the Ministry of Labour, Health and Social Affairs which constitutes, on a national level, the administrative coordinator for the approval and implementation of the annual work programmes. Within the framework of the Progress programme, the Department of Equal Opportunities has been nominated as the contact point for the gender equality and antidiscrimination affairs.

UNAR has followed the stages of the decision making process in cooperation with the Italian Delegation at the European Commission, both through the participation in the communitarian round-tables and the constant exchange of observations.

Proposal for a directive on equal treatment

In the context of the Working Groups of the Council of the European Union, UNAR and other departmental Offices attended in Brussels the meetings regarding the proposal for a Directive on the implementation of the principle of equal treatment between persons irrespective of religion, belief, disability, age or sexual orientation.

UNAR also participated in coordination meetings on the same subject held at the Department for European Affairs.

The EU Commission as part of a package of initiatives on social policy, on 2 July 2008 adopted a proposal for a Council Directive, designed to extend beyond the labour market, the protection against discrimination on grounds of religion or belief, disability, age or sexual orientation.

The proposed directive is aimed at establishing a framework for the prohibition of discrimination on these grounds as well as providing a minimum level of protection for the victims of discrimination within the EU.

The above directive is also meant to ensure equal treatment in the areas of social protection, including social security and welfare, education and access and provision of goods and services commercially available to the public, including housing.

This proposal complements the existing EC legal framework on anti-discrimination (Directives 2000/43/EC and 2000/78/EC and 2004/113/EC of the Council) whose scope is limited to the area of employment and vocational training.

The Directive proposal is currently under consideration by the Social Affairs Group of the EU Council where the discussion was already started under the French Presidency in July 2008.

A national examination of the proposed Directive is coordinated by the Secretariat of CIACE (Interministerial Committee for European Community Affairs) being part of the Department for European Affairs. As the Directive invests several areas for which various national administrations are responsible, the Italian position is defined through regular meetings held by CIACE, to which the DPO (Department for Equal Opportunities), and specifically UNAR, participates on the basis of its specific expertise in anti-discrimination .

With regard to the proposed Directive, the Italian position, while welcoming in principle the content thereof and agreeing on the importance of promoting equal treatment as a social value, reiterated the need to better define the limits between national and European Union responsibilities, as well as the implementation of the principle of subsidiarity.

In particular, according to Italy it would be advisable to clarify and explore more in depth the definition of certain terms of general nature whose ambiguity might engender future litigations with the Commission and, subsequently, with the Court of Justice.

A clarification is also considered desirable on some specific concepts set out in the directive, such as the definitions of discrimination and harassment, the differences in treatment based on age and disability, the balance between protection against discrimination and rights such as freedom of expression, the duration and scope in terms of both administrative and economic burdens involved in the Directive implementation process.

Article 12 of the original proposed Directive requires MS (Member States) to establish one or more equality bodies at national level to promote equal treatment of all persons without discrimination of religion or belief, disability, age or sexual orientation. It also sets out the minimum responsibilities at national level stressing their independence in promoting the principle of equal treatment, granting the option to MS of selecting for this purpose bodies already established under previous directives. One of the key roles of these bodies is to provide independent assistance to victims of discrimination and publishing reports and recommendations on issues relating to discrimination.

Specifically an examination of the articles has not yet been submitted to MS.

C) EUROPEAN NETWORKS

Equinet

The European network called Equinet “*European network of Equality Bodies*”, started its activity in 2002 with the aim of creating a transnational cooperation among the bodies specialized in combating discrimination. At present Equinet brings together 33 national organisations from 28 European countries, with the addition of a few organizations with observer status from Czech Republic and Poland. Since its establishment, UNAR has joined the network believing that the exchange of experiences and information among Equality Bodies can enhance the implementation of anti-discrimination laws and grant an equal judicial protection to victims. The main objectives of Equinet are, first of all, the strengthening of the partnership and co-operation between the specialized European bodies operating in the field of equality of treatment (Equality Bodies) in order to:

- co-operate in the implementation of the functions of the various bodies through an exchange of experiences and strategies for the enforcement of the laws;
- increase mutual understanding of the interpretation of the legislation on the equality of treatment;
- increase communication among the European institutions and the specialized bodies so that European programmes and policies are constantly focused on the theme of equality;
- link the activities of Equinet to those programmed by the European Commission for the year 2008, declared European year of intercultural dialogue, in order to highlight and give impetus to the initiatives of the project.

The members of Equinet network meet every year in the Annual General Meeting (AGM) where the initiatives aimed at the implementation of measures of protection and the adoption of work plans and decisions concerning discrimination are set out.

The activities of the AGM are supported by the *Executive Board*, which is composed of five members elected every two years, chosen for their expertise, for their ability to manage the different domains of discrimination and representative of all European areas and cultures, with the aim of ensuring the implementation of the decisions taken by the AGM.

The Equinet operational structure consists of *Working Groups* composed of the representatives of the national organizations participating in the project, by an *Executive director* coordinating the activities of the various groups and by a Secretariat supporting the work of both the AGM, the *Executive Board* and the *Working Groups*. At present there are four operative Working Groups, each with a specific task, in particular:

- - *Working Group for information exchange*, deals with the exchange of information and the management of the database;
- - *Working Group for strategic enforcement*, seeks to identify strategies for the full enforcement and improvement of equal treatment legislation available to tackle discrimination;
- - *Working Group for dynamic interpretation*, focuses on how to interpret legal concepts and issues in anti-discrimination law with a view to harmonised implementation and application of the new concepts of equal treatment (direct and indirect discrimination, individual and group discrimination, etc);
- - *Working Group for policy formation* deals with the training of the personnel and of the experts on antidiscrimination policies;
- *Working Group for promotion of equality* focuses on the promotion of equality policies to prevent discrimination and has a “proactive” approach in enhancing diversity and raising public awareness on antidiscrimination, with a view to fostering the diffusion of a culture aimed at enhancing every form of diversity.

The most important innovation was the new “status” of Equinet, as from June 2007 it became an international NGO under the Belgian law, with headquarters in Brussels and its own charter to which the several Equality Bodies of Member States adhered.

This transformation did not change the original aim of the network, on the contrary such change was meant to enhance the dialogue with the European institutions in order to develop significant initiatives, being assured that Equinet can have a major role in developing and implementing equal treatment and antidiscrimination legislation and procedures on a European level and become the main source of information concerning best practices relating to equal treatment and non-discrimination.

The transformation was proposed and approved by the AGM (*Annual General Meeting*), held in Zonhevel in the Netherlands on 27 and 28 February 2007.

During the AGM held in November 2009 the new *Equinet Executive Board* was elected.

UNAR, since its establishment, has been actively involved in the Equinet Network, On October 2009 it organized a Training course on “Multiple Discrimination”, which involved over 40 representatives of the different European Equality Bodies.

Euroma

EUROMA is the European network for the social inclusion of Roma communities. Created as an initiative of the Spanish Ministry of Labour and Social Affairs - the ESF - and *Fondaciòn Secretariado Gitano*, the Network aims to promote Member States co-operation in order to contrast discrimination targeting the Roma community. The objective is to facilitate exchange and mutual learning between States based on the sharing of initiatives, innovative strategies and best practices for the development of common solutions to promote, within the Structural Funds framework, the social and workplace inclusion of Roma people, heavily targeted by the phenomena of discrimination. UNAR participates with one of its representatives in the works of the Group “Social Inclusion”, in partnership with the Ministry of Labour and under the co-ordination of the Romanian management authority.

UNAR has already participated in the meetings held in Bucharest (May 2008), Lesbos (October 2008) and Budapest (May 2009); on October 28, together with the Ministry of Labour it participated to an early stage in the exchange of policies and best practices aimed at the social inclusion of Roma on a local level with the regions. The meeting is part of the commitment undertaken as Ministry of Labour and as Department of Equal Opportunities.

D) OSCE/ODIHR

The OSCE is an international organization bringing together 56 States, it deals with cooperation and security and conducts activities related to all three dimensions of security: the politico-military deals with the prevention and resolution of armed conflicts, also through States' arms control; the economic-environmental deals with the economic aspects; the human has the objective of controlling the respect of and observance of human rights and fundamental freedoms, the building of democracies and the strengthening of existing democracies.

The ODIHR (Office for Democratic Institution and Human Rights) is the OSCE Office dealing with the human dimension, it is based in Warsaw and, among its many duties, every year it organizes meetings and seminars on the critical issues concerning the respect of and observance to human rights and fundamental freedoms attended by the representatives of OSCE participating States, as well as by exponents of the major NGOs active in the defence of human rights.

UNAR participates to the annual meetings dealing with issues connected with the institutional activity of the Office, such as those organized in 2007 and 2008 concerning the protection of fundamental rights of Roma and Sinti or the activity of the equal treatment bodies.

4. ACTIVITIES AIMED AT PREVENTING AND REMOVING EVERY FORM OF DISCRIMINATION

A) THE PROGRESS PROJECT "DIVERSITY AS VALUE"

The European Commission's DG for Employment, Social Affairs and Equal Opportunities, within the scope of the "PROGRESS" Programme, which supports nationwide activities for the identification of good practices aimed at combating discrimination and promoting equal opportunities for all, has decided to co-finance, among the several projects submitted, the project "Diversity as value" by UNAR, for a overall cost of € 373,000 of which € 297,000 are appropriated by the European Commission and € 76,000 are co-financed by UNAR itself.

The project has been based on a joint operation involving, within a NWG - National Working Group, the major organizations representative of the federations and the national networks of associations operating in the 5 domains of discrimination (sexual orientation, race - ethnic origin, disability, religion and personal beliefs, age).

In particular, the national networks of association converged in the NWG are: ACLI, ACMID - DONNA Onlus - Associazione Comunità Marocchina delle Donne in Italia, Arci Gay, AVERROE' Centro Culturale, CIR Consiglio Italiano per i Rifugiati, Comunità di Sant'Egidio, ENAR *European Network Against Racism*, FISH - Federazione italiana per il superamento dell'handicap, Gaynet, Libellula, UFTDU - Unione Forense per la Tutela dei Diritti dell'Uomo, Avvocatura per i diritti LGBT Rete Lenford, MIT, Transgenere.

This project has been developed with a shared working method and organized through the constant cooperation of UNAR, i.e. the promoting body, and the *National Working Group* through all stages of the project: from the definition of the objectives and the contents of the public information campaign, to the organization of local events and training courses.

The NWG, on the basis of the experience acquired by the promoting bodies, has:

- carried out an analysis of the problems and the critical issues both in the legal, social and socio-cultural domain, on a local and national level, emphasizing the cases of discrimination experienced by the most endangered social groups in the regions targeted by the information campaigns of the project.
- contributed, with their own expertise, to the formulation and the realization of training courses and communication models dealing with the different domains of discrimination to be implemented in the activities of the project.;
- implemented a technical advice service aimed at providing instruction to the local Institutions through *workshops* targeting the *decision makers* of some Italian regions..

An objective of the *National Working Group* has also been to open a dialogue, collecting the opinions of the associations operating on behalf of the categories most in danger of being discriminated against, for the elaboration of proposals aimed at:

- the harmonization and consolidation of the provisions concerning discrimination contained in the civil and administrative regulations in a single act (starting from the discrimination on the grounds of race and ethnic origin);
- promoting the establishment of centres of observation, of information and legal assistance for all the victims of discrimination in the partner regions (according to article 44 of the Consolidation Act on immigration, Legislative Decree 286/98) and fostering the creation of internal systems for the collection of data on discrimination in the various spheres of public life;

- strengthening the mainstreaming in order to analyse discrimination and the cooperation of the associations under a multi-ground approach, in order to ensure the inclusion of the principle of non-discrimination in all local policies and regulations;
- implementing an effective and targeted action against multiple discrimination, also by developing a *mutual mainstreaming*;
- strengthening of non governmental networks operating against discrimination; creation of a well-established public dialogue mechanism, starting from the activity of the *National Working Group*, enabling the involvement of the groups subject to discrimination and the organizations which provide support and protection in the definition of measures, actions and policies.

4 full board meetings of the National Working Group and a coordination activity via mail are scheduled throughout the project and aimed at the groundwork, design, monitoring and assessment of all the activities of the project, from lobbying the decision makers (5 Workshops), to the training activities (6 courses) and the communication campaigns for the media and the public opinion. The project will start with an opening conference and the results of the actions will be presented during a closing conference.

B) "NATIONAL WEEK AGAINST VIOLENCE"

Through the memorandum of understanding signed between the Minister of Equal Opportunities and the Minister of Education, University and Research the Week against Violence was introduced on 3rd July last year, and it is held every year from October 12 to 18 in every Italian school.

The objective is offering to students, parents and teachers a chance to reflect on the themes of respect, diversity and legality, emphasizing the good practices already implemented in many schools.

During the Week a series of awareness-raising, information and training initiatives aimed at tackling incidents of violence and discrimination on the grounds of race, religion and gender identity will be set forth.

Memorandum of understanding between the Minister of Equal Opportunities and Minister of Education, University and Research

Whereas:

- the prevention and countering of violence, including violence based on race, religion or gender intolerance, require the cooperation of all institutional stakeholders;
- the Department of Equal Opportunities has established an Office for the promotion of equal treatment and the removal of discrimination based on race and ethnic origin, having control and protection duties with regard to equal treatment and the effectiveness of protection instruments;
- schools provide a substantial and predominant contribution to the growth of children and young people, educating them against violence and all forms of discrimination;
- furthermore it is the schools responsibility to spread the knowledge of human rights, the respect for others as well as the education for responsible citizenship;
- phenomena such as violence, bullying, drug abuse can be prevented and combated through proper training at school;
- initiatives of study, discussion and analysis with the involvement of parents, students and teachers on the themes of legality and the fight against violence and discrimination may create a useful exchange and collaboration between school institutions and families;
- in particular, devoting a week to such initiatives is deemed useful, while establishing at the same time specific training programmes on the subject of violence and education for responsible citizenship;

THE PARTIES HEREBY AGREE AS FOLLOWS

1. The Week Against Violence is hereby established from the 12th to the 18th of October.

During the Week Against Violence, several initiatives are promoted at schools of all levels, to raise awareness and provide information and training to students, parents and teachers on the prevention of physical and psychological violence, including violence based on racial, religious and gender intolerance. In the context of these initiatives several meetings will be held concerning citizenship education, intended as awareness of the basic rules of civil society, with the collaboration of the Department of Equal Opportunities and the participation of experts and professionals from the Police Forces.

2. During the meetings, the national toll free number 800669696 for listening and counselling in cases of school violence and the national toll free number 1522 on violence against women, shall be adequately publicized, also through pamphlets and posters.

3. In addition to the Week Against Violence meetings, the Ministry of Education, University and Research, in collaboration with the Department of Equal Opportunities, ensures the undertaking of specific initiatives, as part of the educational curriculum proposed to promote a "culture of legality" against all violence, including violence based on racial, religious or gender intolerance.

4. The Ministry, in collaboration with the Department of Equal Opportunities, also provides supporting measures to parents, teachers and students, even anonymously, to promote violence prevention, uncovering and combating.

5. In order to coordinate and plan the initiatives referred to in this article, a Steering Committee is hereby established, composed of four members, two of which are appointed by the Minister of Equal Opportunities and the other two by the Minister of Education, University and Research . Participation in the Steering Committee is free of charge with no costs borne by the Department of Equal Opportunities and the Ministry of Education, University and Research.

UNAR, in view of the issues dealt with and its role as an institutional entity responsible for the equal treatment and the elimination of discrimination on the grounds of race and ethnic origin, promotes and implements specific events with the participation of authorities and local associations.

In particular, 8 initiatives have been promoted in 2009, among which a nationwide event organized with the Associazione Italiana Alberghi della Gioventù, the Italian member of the International Youth Hostel Federation, called "Campus for the integration and non-violence". The participating students will attend especially designed workshops and will gather at the main youth hostels in order to formulate proposals and initiatives that will be included in the programme of the Week against Violence 2010.

Card PROJECT "NON VIOLENCE CAMPUS"- Travelling to learn respect for human rights and non-violence

Description

The "Non-violence Campus" initiative partakes of the activities of the "Week Against Violence", sponsored by the Department of Equal Opportunities and the Ministry of Education, University and Research to raise awareness among students and teachers on the prevention of physical and psychological violence, including violence based on racial, religious and gender intolerance, and of the program of the Sixth Action Week Against Racism, scheduled for March 2010.

The project is aimed at students in the fifth year of high school and first year of Italian universities (age range 18-20 years), that is young people, who while having already gone through the most delicate phase of their adolescence and personal growth, are still developing their social and civic conscience as adult citizens, often independently and without adequate training and psychological support.

The project aims at raising the awareness of the young people involved on the basic rules of human society, through travelling and involvement with situations and contexts other than their own, non-formal education and peer education in contexts other than traditional classroom training, in order to prevent and combat all discriminatory phenomena.

The project will involve 360 young people aged between 18 and 20 years, residing in different regions of Italy, and 36 teachers of high schools and universities.

Campus activities include, for each informal group of students, a three days and two nights stay at an AIG facility in an Italian location different from their home town, possibly in another region.

The hostels where students and teachers will be hosted are:

- hostel of Florence*
- hostel of Bologna*
- hostel of Naples*
- hostel of Cagliari*
- hostel of Palermo*
- hostel of Perugia*

The destination will be assigned randomly to each group of students, after joining the project. To facilitate the integration and exchange of experiences among young people coming from different Italian cities, it is also required that each facility hosts at least three groups of students coming from three different Italian cities respectively and 3 teachers.

On December 2009, once the participating students and faculty have been identified, a non-violence online community, called Blog-Magazine "non-violent Mag", shall be established, which will enable participants to get to know each other online and to initiate an organized dialogue leading up to the three days campus.

On this web-place, which can be accessed by each member and where each member can post its comments, it will be possible to share photos, videos and textual contents on non-violence, launching internet initiatives and campaigns, under the monitoring of a group of community managers.

During the three days of campus, to be held in February, each group of students will be accompanied by a trainer experienced on training youth on issues related to inclusion, tolerance and civic education.

The purpose of these three days will be, starting from the work already done through the online community and through dialogue, to foster play and creativity, opportunities for critical analysis and learning about the issues of integration, respect for the person, homophobia, tolerance and the rules of civil society.

Students and teachers will be involved in the activities on an equal basis, in order to promote intergenerational exchange, sharing of experiences and mutual learning.

Each stay will also include tourist visits to host cities in order to encourage students knowledge, interest and awareness on the cultural, historical and human heritage of Italian regions, appreciating similarities and differences with their cities of origin.

Throughout the Campus there will be several informal opportunities for fun, sharing and dialogue among young people, such as during meals, evening activities and sharing of common recreational spaces available in the especially selected AIG structures.

Students will continue to participate in activities of creative production of multimedia contents through the "Non-Violent Mag", where the various groups of young people will post articles and comments on current activities, and the video clips "Allergies", i.e. video clips hosted by the web TV for young people "Europocket TV", during which each person will be free to express his "allergy" to particular events or attitudes of violence, rudeness or intolerance of which he is / was a direct witness.

Follow up

At the end of the campus students will have established personal relationships that will enable them to remain in contact even after the three days experience.

The continuous contact and exchange of views, analysis and condemnations of discrimination and violence will be encouraged both through the continuous work of teachers in the classroom and through the students management of a non-violence on line community, precisely the Blog-Magazine "non-violent Mag", which will continue to operate especially after the end of the campus.

The Blog will also be a means to disseminate the results achieved during the campus activities, to share best practices with other concerned entities (universities, schools and public administrations), as well as to organize side events in relation with the Sixth Action Week Against Racism in other Italian cities.

It will also represent a place where students can add further information about what's happening in their school / university and in their city in terms of initiatives to combat discrimination and violence, acting as promoters for these same initiatives.

The results of the project will be presented during a public initiative that will take place during the Sixth Week against Racism.

C) EUROPEAN SOCIAL FUND - OBJECTIVE 4.2 NOP GSA TASA

The principles of equal treatment and non-discrimination are pivotal in the European social model and represent one of the cornerstones of the basic rights and fundamental values of the person at the basis of the policies implemented by the EU.

The Community programme 2007-2013 of the Structural Funds offers, on the subject of equal opportunities, a new framework of action where, besides the notion of equal opportunities on the basis of gender, includes the principle of non-discrimination, explicitly taken from art.16 of the Council Regulation of the Structural Funds (Regulation 1083/2006/EC of 11 July 2006) which states:

"The Member States and the Commission shall take appropriate steps to prevent any discrimination based on sex, racial or ethnic origin, religion or belief, disability, age or sexual orientation during the various stages of implementation of the Funds and, in particular, in the access to them. In particular, accessibility for disabled persons shall be one of the criteria to

be observed in defining operations co-financed by the Funds and to be taken into account during the various stages of implementation”.

The objective of the programme 2007-2013, according to the provisions set out in the community strategic guidelines, is to promote an inclusive society through the prevention and the elimination of the causes of discrimination, in order to implement equal treatment both in the access to the services and in the labour market of the subjects more in danger of social exclusion and marginality.

In this context, according to the Legislative Decree no. 215 of 9 July 2003 UNAR is the governing body appointed to promote and ensure equal treatment and for the elimination of discrimination on the grounds of race and ethnic origins. In this capacity, UNAR was actively involved in all the negotiation phases of the cohesion policies 2007-2013, promoting in the various round-tables expressly formed on a national level, the protection policies against discrimination on the grounds of race, ethnic origin, religion, personal belief, disability, age, sexual orientation and gender identity.

The current programme makes way for new opportunities and new strategies with regard to the persons subject to incidents of discrimination, by providing for the social inclusion of the groups most subject to discrimination in all economic and productive contexts in order to improve their living standards and achieve an economic and civil progress.

Thus UNAR aims to enhance the experience acquired as a national anti-discrimination center within the Department of Equal Opportunities, by optimizing to the full its know-how and integrating it into the other domains of discrimination.

The Office is involved in the management and implementation of specific actions of the National Operational Program “Governance and System Actions” (NOP GSA) for the Convergence Objective 1 Regions (Campania, Calabria, Puglia, Sicily), relating to the Priority Axis D “Equal opportunities and non-discrimination” - objective 4.2 “To overcome the stereotypes relating to forms of discrimination on the grounds of race, ethnic origin, religion, personal belief, disability, age, sexual orientation” For the implementation of these actions is to be allotted a fund of €16,271,700 for the whole duration of the Programme 2007/2013.

Within the objective 4.2 the following actions are included:

1. Identification and diffusion of targeted intervention strategies aimed at overcoming the stereotypes relating to the differences resulting from race, ethnic origin, religion, personal belief, disability, age or sexual orientation.
2. Promotion of inter-institutional networks supporting the targets living in disadvantaged conditions.
3. Testing of the transferability of the operational guidelines prearranged for the gender assessment to the assessment of the different forms of discrimination.
4. Building of databases on discriminations.
5. Awareness raising actions and diffusion of the benefits deriving from strengthening activities of the discriminated groups catered to the association fabric, the non governmental organizations, the institutional, economic and social partnerships.
6. Promotion of the Governance of policies and instruments of social inclusion and fight against discrimination of Roma, Sinti and Camminanti communities.
7. Identification, analysis and transfer of good practices relating to non-discrimination with a benchmarking approach.

The realization of the actions set out in the points 5, 6, 7 is directly managed by UNAR, while the implementation of the actions set out in the points 1, 2, 3, 4, of the Objective 4.2, has been entrusted to ISFOL by the Department of Equal Opportunities, in compliance with the relevant EC and national regulations and according to the provisions of the National Operational Program “Governance and System Actions” – Convergence objective.

The actions directly managed by UNAR are as follows:

- the action 5 is aimed at promoting and supporting the culture of acceptance of diversities, through an organic communication and information plan aimed at raising awareness about and overcoming the stereotypes on discrimination. In view of the breadth and the innovative significance of this measure, it emerges as an iterative process which will have to encompass the different levels of *governance* and the direct targets of the actions.
- the objective of action 6 is to remove every discrimination and to foster a greater involvement in the processes of social and economic development of the Roma, Sinti and Camminanti communities within the regions of the objective Convergence. The purpose is promoting the reinforcement of the strategies and the actions of protection towards the aforementioned communities and to offer on-site support in order to overcome the local obstacles to social inclusion and interaction. The action, for its experimental and innovative nature, implies a previous elaboration of cognitive analysis relevant to the historic-social, socio-demographic and socio-economic features of the communities living in the Convergence Objective Regions and a mapping of the institutions and services providing education, professional training and job placement, health and social services available on the territory, as well as the individuation of measures of social inclusion to be realized by the local bodies. An objective of the action is also the formation of permanent inter-institutional round-tables aimed at the implementation of the governance of social inclusion policies for the Roma, Sinti and Camminanti communities.
- The action 7 aims at collecting and sharing in the network, among all the most important actors at the various institutional levels of the Convergence Objective Regions, the already developed procedures which concern the overcoming of the different forms of discrimination on the grounds of race, ethnic origin, age, disability, religion, personal belief, sexual orientation. The purposes of this activity is to contribute to the diffusion and the transferability of national and international experiences, to the enhancement of expertises in a mainstreaming approach of the specific anti-discrimination subjects and to the comparison among different territories.

Moreover, within the Department of Equal Opportunities, UNAR ensures technical-scientific counselling for the implementation of the NOP “Governance and technical assistance” ERDF (European Regional Development Fund) 2007-2013 for the Convergence Objective Regions, which provides for measures supportive of the amenities of the Public Administrations and aimed at strengthening the equal opportunities and non-discrimination policies and at the internalization of the expertises and the knowledge concerning the Public Administrations.

Following the service order issued by the Head of the Department of Equal Opportunities on 16 October 2009, the Director of UNAR has been referred the responsibility of the coordination for the implementation of the measures referred to in the Axis D Equal Opportunities and non-discrimination, objective 4.2.

In the period under consideration, UNAR has started the following Researches:

Card - Study for the identification of discrimination phenomena and associated stereotypes in the various domains of the education system, the labour market, the cultural and social life, relating to the differences of ethnic origin, physical and mental ability, sexual orientation, age and for the organization of activities to raise awareness in the Convergence Objective Regions.

Project funded from the funds of the NOP “Governance and System Actions” Convergence Objective Priority Axis D “Equal opportunities and non discrimination” ESF 2007-2013 [IGC 459940]

This project aims to achieve: a) An analysis on the persistence of the discrimination phenomena and the associated stereotypes and barriers in the various domains of the education system, the labour market and the cultural and social life relating to the differences of ethnic origin, physical and mental ability, sexual orientation and age in the contexts of the Convergence Objective Regions. Such initial consideration will enable the definition of specific objectives of communication to be subsequently used in a national information campaign; b) the organization of promoting activities in the Convergence Objective regions aimed at raising awareness in and encouraging participation of the direct targets of the actions (institutional entities, economic and social partners, third sector and non-profit organizations, associations supporting the disadvantaged subjects, civil society) in order to formulate the plan and test the communication campaign on the different factors of discrimination; c) the benchmarking of the communication relating to the domains of discrimination through an analysis of the past experiences and initiatives of public and social communication implemented for the promotion of a culture of equal opportunities for all within the Convergence Objective regions, on the different means of communication and on the different ways of disseminating information already implemented.

Card - Study for the identification, analysis and transfer of good practices on non-discrimination matters in the specific context of the under 30 age group.

Project funded from the funds of the NOP "Governance and System Actions" Convergence Objective Priority Axis D "Equal opportunities and non discrimination" ESF 2007-2013 [IGC 458377]

The phenomenon of age discrimination is widespread and extremely significant, considering how important and crucial it is for the health of the social fabric in Italy. Prejudices and stereotypes about young people are widespread and often result in unequal treatment and integration problems within the labour market; therefore they represent a significant violation of the right of equal opportunity. The study, of which we give a general description, consists of a stage of collection and analysis of data in relation to the phenomenon of youth discrimination in the national context (with reference to and in comparison with data at European level) as well as an analysis and context description focused on the "Convergence Objective" regions (official bibliography and documentary sources; field investigations with the help of privileged witnesses). The research covers the five main identified areas of occurrence of discriminatory phenomena for the under 30 age group: school and training, employment, housing, social and economic. In parallel, a map is being traced of the main national good practices in combating discrimination under 30 and an in-depth analysis is carried out of five case studies on good practices apt to be transferred to the Convergence Objective Regions (field focus groups of young people are implemented to reflect on the actual possibility of transferring the good practices that were identified). The results of the research and a consultation with relevant parties of the regions concerned (both at institutional level and within the third sector), will create a regional model for the offer of services. The objective of this study is to identify the means to engender a positive impact in the areas of "Convergence Objective." (Puglia, Calabria, Campania, Sicily).

Card - Study for the identification, analysis and transfer of good practices on non-discrimination matters in the specific context of sexual orientation and gender identity.

Project funded from the funds of the NOP "Governance and System Actions" Convergence Objective Priority Axis D "Equal opportunities and non discrimination" ESF 2007-2013 [IGC 458385]

The project concerns in particular the Convergence Objective Regions (Calabria, Campania, Puglia, Sicily) and aims to identify and document the main forms of discrimination suffered by homosexuals, bisexuals, transsexuals and transgenders in the following areas: housing, health, professional, education, vocational training, family, cultural and social. The project consists of a first part, which is a study of the living conditions and discrimination phenomena, including also a survey on how the population in general perceives discrimination phenomena. The second part of the project will collect good practices and case studies in the specified areas, and will also explore the prevention of bullying and the promotion of networking and capacity building processes. Although good practices will be selected on a national and international level, particular attention will be paid to the possibility of implementing them in the above mentioned Regions. Finally, the project will include a survey of institutions involved and a set of regulatory and organizational proposals, at local and regional level.

Card - Study for the identification, analysis and transfer of good practices on non-discrimination matters in the specific context of the under 30 age group.

Project funded from the funds of the NOP "Governance and System Actions" Convergence Objective Priority Axis D "Equal opportunities and non discrimination" ESF 2007-2013 [IGC 458377]

The phenomenon of age discrimination is widespread and extremely significant, considering how important and crucial it is for the health of the social fabric in Italy. Prejudices and stereotypes about young people are widespread and often result in unequal treatment and integration problems within the labour market; therefore they represent a significant violation of the right of equal opportunity. The study, of which we give a general description, consists of a stage of collection and analysis of data in relation to the phenomenon of youth discrimination in the national context (with reference to and in comparison with data at European level) as well as an analysis and context description focused on the "Convergence Objective" regions (official bibliography and documentary sources; field investigations with the help of privileged witnesses). The research covers the five main identified areas of occurrence of discriminatory phenomena for the under 30 age group: school and training, employment, housing, social and economic. In parallel, a map is being traced of the main national good practices in combating discrimination under 30 and an in-depth analysis is carried out of five case studies on good practices apt to be transferred to the Convergence Objective Regions (field focus groups of young people are implemented to reflect on the actual possibility of transferring the good practices that were identified). The results of the research and a consultation with relevant parties of the regions concerned (both at institutional level and within the third sector), will create a regional model for the offer of services. The objective of this study is to identify the means to engender a positive impact in the areas of "Convergence Objective." (Puglia, Calabria, Campania, Sicily).

Card - Study for the identification, analysis and transfer of good practices on non-discrimination matters in the specific context of the under 50 age group.

Project funded from the funds of the NOP "Governance and System Actions" Convergence Objective Priority Axis D "Equal opportunities and non discrimination" ESF 2007-2013 [IGC 459125]

The research aims to identify a number of problem areas and best practices aimed at overcoming them and at implementing the principle of non-discrimination in various economic and social contexts, with particular reference to the population over 50; subsequently, through an overall and extensive comprehension of the needs and activities carried out in the Convergence Objective regions, as compared with the best experiences at the national level, to identify and propose a more efficient system of services and dedicated measures, which may be reproduced in the areas of the Convergence Objective. These objectives will be achieved through desk analysis, interviews to privileged witnesses and institutions, the organization of 4 focus groups (one for each of the regions involved). At the end of the activities, a selection of best practices, case studies and guidelines will be made available, to contribute to a stronger governance and to more effective methods for implementing social inclusion and anti-discrimination for the Over50's.

Card - Study aiming to promote the governance of policies and instruments of social inclusion and fight against discrimination of Roma, Sinte and Camminanti communities.

Project funded from the funds of the NOP "Governance and System Actions" Convergence Objective Priority Axis D "Equal opportunities and non discrimination" EFRD 2007-2013 [IGC 458390]

The study principal objective is to promote the governance of policies and instruments of social inclusion and fight against discrimination of Roma, Sinte and Camminanti communities living in the Convergence Objective regions. The research has been structured in several phases. The first phase includes a geographical mapping of the settlements of the populations concerned to be carried out together with a mapping of the projects already implemented or under way in favour of the Roma, Sinti and Camminanti. The reason for this dual mapping is to highlight the areas remained "uncovered" by measures of social inclusion, namely, areas where a strong presence of the populations in question has not been supported by projects or institutional interventions. The second phase includes four area studies (one for each convergence objective region) aimed to investigate the dynamics and the social representations of the RSC population by the non-RSC population living in the vicinity of settlements. In this

phase, the *Fondazione Di Liegro* will be responsible for the qualitative part, while the company *Codres* will take care of the quantitative part. At the end of this phase, guidelines will be developed through the convening of a "consensus conference" which will be attended by some representatives of the different types of stakeholders involved: institutions, populations benefiting from the intervention (*Roma, Sinti and Camminanti*) as well as non-Roma population living in the vicinity of the settlement.

D) "DOSTA" CAMPAIGN

Since its establishment, UNAR has paid a special attention to the issues concerning the world of Roma, Sinti and Camminanti, the main ethnic-linguistic minorities in the European Union.

In addition to what had already been achieved in this respect, another significant project elaborated by UNAR in 2009 was the Dosta Campaign, promoted by the Council of Europe and aimed to eliminate prejudices and stereotypes towards Roma and Sinti through a global strategy of mutual exchange and knowledge.

The DOSTA Campaign (meaning "Enough!" in Romany) was promoted by the Council of Europe and the European Commission within the third joint programme "Equal Rights and Treatment for Roma". The Dosta campaign has been already carried out with success in five Eastern European countries: Albania, Bosnia and Herzegovina, Montenegro, Serbia and Former Yugoslav Republic of Macedonia. The Campaign has not been diffused in Italy yet, but UNAR intends to study the instruments, methods and messages developed for the campaign to translate them in Italian and adapt them to the Italian historic and cultural background, as well as to promote and enhance the events and products realized by Roma and Sinti associations aimed at raising awareness of the difficulties of social inclusion and in the access to housing, education and employment of Roma communities.

The Campaign has been developed and shared with the prominent networks of Roma and Sinti associations in Italy: *Opera Nomadi*, the *Federazione Romanì*, the *Federazione Rom e Sinti Insieme*, *UNIRSI*. The associations operate within a ROMA coordinating Round-table set up with a proper decree and coordinated by UNAR, and co-operate in the planning of the campaign and in the realization of the events therein included, in partnership with the local authorities involved by the initiatives.

Card – The DOSTA Campaign

The general Objective of the Campaign is to foster the elimination of stereotypes and prejudices towards the Roma communities through a global strategy of mutual exchange and knowledge.

The specific objectives of the Campaign will be to:

- *foster a better knowledge of the Roma culture and its contribution in European history through exhibitions and shows, awards, seminars and conferences, public events and media campaigns;*
- *promote a direct comparison with the Roma reality and the risks of discrimination and social exclusion through training courses for the world of journalism and local authorities, round-tables and public opportunities for discussion.*

Areas of intervention of the DOSTA campaign

Some actions foreseen by the Campaign and aimed at the general public will have a national scope (media campaigns and national awards), while the awareness raising events aimed at specific target groups (journalists, local bodies, schools, youth) will be first carried out in the cities of: Mantova, Bolzano, Roma, Napoli, Cosenza, Palermo e Lecce; the format of the Campaign will be then sent, upon request, to the local bodies willing to distribute it in other territories.

Target groups

The groups targeted by the campaign will be: journalists, primary and secondary school teachers, students, youth, members of the society, of the entrepreneurial class and of the associations, social inclusion policy makers and representatives of institutions and local services.

However, besides an analysis of the operational and methodological strategy of the DOSTA Campaign, a feasibility plan on its dissemination in the foreseen target groups will be carried out in order to understand and select who, among the potential recipients, can facilitate the process of socio-cultural and work inclusion of the Roma, Sinti and Camminanti communities. This could be considered an action specifically aimed at the entrepreneurial class, employers' organizations and the social partners among all the potential recipients. This is because of their capacity to foster a greater presence of Roma in the world of work.

Intervention methodology

ROMA Coordinating Round-table

The ROMA Coordinating Round-table, headed by UNAR, will provide for the intervention strategy of the project and will have the duty of planning the implementation of the Campaign, of working out the events and co-operate for their realization. The associations participating in the coordinating Round-table will also provide ideas, contacts, logistics and manpower for the realization of the DOSTA campaign. The ROMA coordinating Round-table, moreover, will strive to ensure a concrete involvement of the Regions, Provinces, Municipalities and all the economic, political and social resources, in order to promote the sustainability of the project and the implementation of the communication strategies thereof in territorial initiatives promoted by the Local Authorities. The associations participating in the coordinating Round-table will co-operate in the realization of the various initiatives. The associations participating in the round-table are: Opera Nomadi, Federazione Rom and Sinti Insieme, Federazione Romani and UNIRSI.

Actions foreseen

The DOSTA campaign will be structured in different actions:

WEBSITE

The Italian version of the Council of Europe website www.dosta.org will be provided with links to the UNAR portal and the European website itself, in order to share with the target groups a common platform where materials resulting from the project (videos, pictures, radio advertisings, musical showcases), as well as materials, laws, regulations, ordinances, information on the Roma world and on the policies for their social inclusion can be found.

Social networks

Creation in the social networks, and in particular on Myspace, of an on-line page for the promotion of Roma and Sinti culture, art and music. In particular, the creation of a blog on the condition of Roma and Sinti in Italy, which will join forces with the promotion activity of both the up-and-coming and already well-known cultural, artistic and musical realities of the Roma and Sinti world, in order to maximise their visibility on the WEB and in the communication catering to the young public. The associations of the coordinating Round-table, in partnership with the Sucar Drom association, will promote the initiative and the active participation of the youth on the WEB.

Gadgets

The gadgets to distribute during the public campaigns (brochures, t-shirts, inflatable balloons, block notes) originally created by the Council of Europe may be translated and replicated in collaboration with the CoE.

Audiovisual products

A video Kit on the campaign will be prearranged for use in public occasions, for training purposes and for the mass media broadcasting. The video Kit will be composed of various materials, such as:

- The television advertisement of the DOSTA Campaign, already created by a group of creative directors and experts in communication, translated and broadcast through agreements with the local television networks and during the arranged public events. The advertisement will be available in two versions: 25 and 50 seconds, and will be integrated with audiovisual products already realized by UNAR.
- Among these are the advertisements produced in partnership with the on-line newspaper "Immigrazione", advertisements produced within the UNAR campaign "Cinema e realtà", the competition with prizes "Breaking stereotypes" and the UNAR documentary "Intocabili".
- A DVD already prearranged by the Council of Europe with interviews of directors of the Council of Europe, testimonials, reports by Euronews on the Roma in Europe.

- Videos and documentaries produced by the ROMA associations and selected by the Coordinating Round-table for their effectiveness and quality, such as, for instance the multi-awarded documentary “Io, la mia famiglia Rom e Woody Allen*”, by Laura Halilovic (*I, my Roma family and Woody Allen).

Radio programmes and advertisements

A radio commercial, based on an adaptation of the radio commercial originally produced by the CoE, will be distributed to a large number of local radios in order to disseminate in all regions and to a general public a positive message to get to know the Roma world.

By means of the cooperation with the local radio networks, the Coordinating Round -table will promote the broadcasting of Roma and Sinti music on the stations, contributing to the realization of specific live radio events with guest artists and musicians which will talk about their own music and cultural origins. The radio events will focus also on the promotion of the Dosta Festival for the venues where it will be organized.

Television programmes

A debate between high school students on the condition of Roma and Sinti will be produced in partnership with Rai Educational, in particular with Rai Scuola, and broadcast after the screening of the multi-awarded documentary “Io, la mia famiglia Rom e Woody Allen” by Laura Halilovic. The young director will participate in the debate, answering to the questions and the queries of the young boys and girls on the life of Roma and on the common forms of discrimination in western society.

DOSTA Festival

DOSTA Festival is a journey of itinerant events with the aim of raising awareness of the problems and the social inclusion policies regarding Roma and Sinti through debates, open-air music events, art and photo exhibitions organized around a group of Campers parked in a central spot of the cities of Mantua, Rome, Naples, Lecce, Cosenza and Palermo.

The itinerant exhibition will allow ROMA musicians and artists to showcase their works, as well as the artistic products, photos, films, documentaries and advertisements coming from the archives of the ROMA Coordinating Round-table and the Campaign of the Council of Europe, from the competitions with prizes and the photo exhibitions on the world of Roma carried out by UNAR in the past years. The purpose of the Festival is to promote the thorough dissemination of knowledge on the world of Roma and all its cultural and artistic expressions nationwide, and to promote a greater political and administrative commitment towards the inclusion of the Roma and Sinti communities in the social fabric of the city.

The DOSTA Festival will be a chance to meet the world of Roma, carry out debates with its representatives and spokesmen, the associations and the institutions operating for their social inclusion. It will also be an occasion to start collateral debates on a institutional level on the access to employment, goods and services (focusing on the world of work, of social and health services, of the housing policies)

The exhibition area will be also open for schools visits, the classes will be able to reserve a free visit in the space of three days. An organizing secretary office will attend to the relations with schools and guided visits

A special area of the Festival will be dedicated to the showcase of Roma and Sinti art, there will be various exhibition spots for the works of Italian Roma and Sinti artists (musicians, painters, poets), as well as artists from other European Countries.

Because of its itinerant character it will be necessary to design the exhibition area as a standard structure of contents placed within a mobile venue (caravan area with annexed gazebos for seminars and the exhibition route, etc.) in order to allow its simple re-organization in the other town squares, and, upon request, the sharing of the same with the local authorities, universities and institutions which will decide to hold the Campaign in other Towns and Provinces, also once the project has been concluded.

If the Coordinating Round-table decides to do so, the Exhibition will be organized and held in areas managed by the Roma and Sinti associations such as: centres for research or study, library, academies, exhibition galleries, museums.

E) HOMOPHOBIA

According to the delegation referred to in the Decree of the President of the Council of Ministers on 20 June 2008, the Minister of Equal Opportunities is entrusted with the functions of “the organization, guidance and coordination of all initiatives, also regulatory, in matters relating to the promotion of individual rights, of equal opportunities and treatment, as well as

the prevention and elimination of all forms and causes of discrimination". The Minister of Equal Opportunities is appointed in particular to "promote and coordinate the government actions relating to human rights of women and individual rights, and also aimed at preventing and eliminating direct or indirect discrimination on the grounds of, in particular, sex, race or ethnic origin, religion or belief, disability, age or sexual orientation, also chairing the Committee of Ministers for guidance and strategic direction concerning the protection of human rights at the Presidency of the Council of Ministers [...]".

Therefore, overcoming the different forms of discrimination in their many manifestations represents one of the main objectives of the action of the Minister of Equal Opportunities.

With regard to the specific framework of sexual orientation, this commitment was substantiated in the first national public information campaign against homophobia called "No difference" launched by the Minister of Equal Opportunities on 09 November 2009 with an investment of two and half millions of Euro, comprising a television advertisement, broadcast on all TV networks and on the internet, the publication on the major national newspapers and prospectuses to be distributed in the schools. In this regard the dialogue with and the contribution of the main LGBT associations, which the Minister of Equal Opportunities met on 08 October 2009, was very important.

In this context UNAR is an institutional entity and is currently responsible for the implementation of the principle of equal treatment also with regard to other factors of discrimination, as well as the reference body to ensure the effectiveness of principles of non discrimination *tout court*, according to the directions of the Minister of Equal Opportunities outlined within a hearing on the policy guidelines which took place on 05 November 2008 to the Joint Committees of Constitutional Affairs and Labour of the Chamber of Deputies, and confirmed during the meeting of 08 October 2009 with the LGBT associations.

For a long time UNAR has been carrying out, on each occasion, activities related to the other domains of discrimination (religion, age, sexual orientation, disability), both in partnership with committees and working groups within the EU and the Council of Europe and within the Progress programme, where UNAR has the role of National Point of Contact.

Moreover, UNAR is involved in the management and implementation of the objectives included within the Structural Funds programme 2007 – 2013. The principle of equal treatment and non-discrimination, pivotal in the European social model and one of the cornerstones of the rights and the fundamental values of the person at the basis of the modern European Union, is explicitly mentioned in art. 16 of the Council regulation No1083/2006, which emphasizes the need to define operations to prevent any discrimination based on race or ethnic origin, religion or belief, disability, sexual orientation. Within the scope of the National Operational Programme "Governance and System Actions" ESF 2007-2013, concerning the Convergence Objective Regions (Campania, Calabria, Puglia, Sicily), UNAR ensures the management and the coordination of the actions relating to objective 4.2 "To overcome the stereotypes related to the forms of discrimination on the grounds of race, ethnic origin, religion, belief, disability, age, sexual orientation", Priority Axis D "Equal Opportunities and Non-discrimination" Within the implementation framework of the NOP "Governance and Technical Assistance" ERDF 2007-2013, for the Convergence Objective Regions, also included are measures in support of entities of the Public Administrations aimed at the strengthening of the policies of equal opportunity and non-discrimination and at the internalization of the expertise and knowledge developed in these fields within the Public Administrations.

As far as the activity of UNAR is concerned with the specific domain of discrimination based on sexual orientation, the Office coordinated specific operations on issues concerning the LGBT, also involving the main associations operating in the field. Such activities are part of the duties of information and awareness raising on the principle of equal treatment, the core remit of the Office.

Among the many initiatives at the implementation stage it is especially worth mentioning the project "Diversity as Value", within the scope of the Community Programme for

Employment and Social Solidarity “Progress” in connection with the objective “Fight against discrimination”. The management of the project, presented by UNAR as national reference authority, is entrusted to a National Working Group composed of 13 associations of national prominence, among which, for the sexual orientation discrimination: Arcigay, Gaynet, Avvocatura LGBT Rete Lenford, Libellula, Associazione Trans Genere, MIT.

One of the domains in which the prevention and the countering of discrimination towards the LGBT persons is of prior concern is culture and education.

Within the scope of the “Week against violence” scheduled from October 12th to 18th 2009 and established through the Memorandum of understanding signed between the Minister of Equal Opportunities and the Minister of Education, University and Research on 03 July 2009, specific information and awareness raising campaigns to prevent and combat the phenomenon of homophobic intolerance and violence in the schools have been designed. Among the events dedicated to this theme it is worth citing as an example the debate carried out in Bologna titled “Violenza e discriminazione sui banchi di scuola: bullismo o bullismi?*” (*Violence and discrimination in the schools: bullying or “bullisms”?). The Students' Parliament of High Schools and the Institutions participated in this initiative to deal with the different forms of the bullying phenomenon, included homophobic bullying, also through the screening and discussion on the video “Bullismo Plurale*” (*Group bullying).

Moreover, UNAR is developing a policy for the progressive interconnection of existing public observatories operating in the prevention and countering of discrimination in order to create a national network based on the partnership of UNAR, Regions and Local Authorities in 2013. In this sense, besides the operating agreement signed on 23 June 2009 with the Anti-discrimination regional Centre of Region Emilia Romagna, which agreed to connect 49 local anti-discrimination centres to the network, in 2009 the memoranda of understanding with the Region of Piedmont and Liguria were also signed. With regard to the Municipality of Rome, in order to combat the discriminatory phenomena the Minister of Equal Opportunities and the Mayor of Rome signed on 21 October 2009, a memorandum of understanding for the setting up of educational and awareness raising initiatives and the establishment of a municipal Observatory against all discrimination.

The Observatory, financed by the Department of Equal Opportunities, aims to give, with the support of the UNAR *Contact center*, a first, real answer in the countering of all forms of violence based on discrimination.

It is important to note that among the initiatives included in the European Social Fund operational programme the actions aimed at the overcoming of the stereotypes in all forms of discrimination also encompass the theme of sexual orientation.

In this respect it is worth mentioning, in particular, the action 4 “Building of databases on discrimination” according to which a database on all forms of discrimination shall be built with the aim of establishing an “operations headquarters” providing guidance and coordination, interconnecting associations, centres and NGOs on a regional level in order to enable an effective exchange of information among the regions, and between the latter and at a national level (the management and the implementation of this action is entrusted to ISFOL, as an in-house entity).

With regard to the themes of homophobia and transphobia, among the actions of objective 4.2, which UNAR shall directly implement, it is important mentioning the action 7 – “Identification, analysis and sharing of good practices concerning non-discrimination with a view to creating benchmarks”.

UNAR has entrusted the Avvocatura per i diritti LGBT* - Rete Lenford with the elaboration of a study specifically aimed at the identification, analysis and sharing of good practices concerning non-discrimination based on sexual orientation. (*Bar association for the rights of LGBT) It is an experimental and innovative research which includes the identification of good practices on a national level and the assessment of the degree of possible replication in the Convergence Objective Regions. The research, through a historic and social analysis of the

discrimination processes linked to sexual orientation in each area and the identification of the domains which entail a greater risk of discrimination for the homosexuals and *transgender* (social, cultural and political inclusion, housing, employment, access to goods and services), will have to identify good practices, in particular relating to: prevention and countering of homophobic and transphobic bullying among the young generations; supportive and counselling actions for the families of homosexual and *transgender* persons, promotion of territorial networks by local authorities and institutions; actions for the prevention and countering of multiple discrimination. The study will set out guidelines aimed at the strengthening of the *governance* and the methods for the implementation of social inclusion and the countering of discrimination based on sexual orientation and gender identity, in particular within the social and working environments, healthcare, education and vocational training domains; these shall adapt to the existing issues and opportunities of the regions under investigation.

Moreover, in order to promote and support the culture of diversity and non-discrimination, an organic communication and information plan will be implemented with the aim of overcoming the stereotypes occurring in the different domains of discrimination: race, ethnic origin, age, religion, disability, sexual orientation.

Attachment - Review of press releases published in 2009

10 March 2009 - Fifth week of action against racism

On the occasion of the International Day for the elimination of racial discrimination, the Department of Equal Opportunities and UNAR promote the fifth edition of the Week of action against racism which will be held from March 16 to 22 in several cities with events, demonstrations and seminars. The major event of the Week is the XV Rome Marathon which will be held on Sunday, March 22, having as official slogan "Let's fight discrimination" and that will be presented today at the Campidoglio - Giulio Cesare hall - at 11 a.m. Isabella Rauti, Head of the Department of Equal Opportunities, will attend the press conference.

20 March 2009 - Breaking Stereotypes. Images in motion against every discrimination

Within the scope of the Fifth Week of action against racism has been scheduled for tomorrow at 10 am a day for the intercultural dialogue with the world of school and the screening of the winning shorts of the competition "Breaking Stereotypes. Images in motion against every discrimination" The event, which will take place at the National Institute for the promotion of health in the migrant people - INMP of Rome (Via di San Gallicano, 25/a), will conclude with the award of the six winning short films. The Head of the Department Isabella Rauti will be attending.

20 March 2009 - XV Rome Marathon - 'Let's fight discrimination'

On Sunday, March 22, with the end of the XV Rome Marathon, the Fifth Week of action against racism will also conclude. For the third consecutive year, Rome Marathon, Department of Equal Opportunities and UNAR have joint forces to spread the message "LET'S FIGHT DISCRIMINATION", which will also be printed on the t-shirt distributed to the participants. The appointment is at 9 am at via dei Fori Imperiali. At the end of the competition the Head of the Department of Equal Opportunities Isabella Rauti will award the disabled athletes.

23 March 2009 - Concluded the Fifth Week of action against racism

Together with the end XV edition of the Rome Marathon also the Fifth Week of action against racism concluded yesterday. For the third consecutive year, Rome Marathon, Department of Equal Opportunities and UNAR have joint forces to spread the message "LET'S FIGHT DISCRIMINATION". At the end of the competition the Head of the Department of Equal Opportunities Isabella Rauti awarded the disabled athletes.

27 May 2009 - Unar: € 400,000 against discriminations

€ 400,000 to invest in awareness-raising campaigns all over the nation, training for the personnel of the public administration in various Italian regions and initiatives aimed at the establishment of local networks for the elimination of all kinds of discrimination. These are the measures provided by the project "Diversity as Value" promoted by Unar, the Office against racial discrimination, through the partnership with the "Progress" programme of the European Commission.

"Last May 15th a round table with the most important associations operating in the different domains of discrimination was established at the Department of Equal Opportunities", announces the new general director of Unar, Massimiliano Monnanni. The representatives for the associations related to sexual orientation and gender identity are Arcigay, Gay net, Libellula, Coordinamento Trans Sylva Rivera and the Avvocatura Glt - Rete Lenford. "At the same time", reveals Monnanni, "the first inter-institutional agreement for the establishment of a regional network of anti-discrimination centres in Emilia Romagna has been finalized and will be signed by the end of June". The southern regions, instead, are especially interested in the creation of a "database of the phenomena of discrimination" and to the mapping of the activities and services provided by the local authorities. In order to implement these actions, for the year 2009 about € 2 million have been made available through grants provided by the European Social Fund 2007-2013. "For many years, and continuing to this today," concludes the general director, "Unar guarantees an efficient and constant effort towards the prevention and elimination of every form of discrimination based on sexual orientation, religion and disability".

10 July 2009 - Against discriminations, agreement Unar-Emilia Romagna

Last June 25th the first operating agreement among UNAR, the National Office against Racial Discrimination, and the Center for the prevention and the elimination of discrimination created by Region Emilia Romagna was signed in Bologna.

The initiative - promoted by the Department of Equal Opportunities and the Regional Department for the Promotion of social policies, which controls the regional Center - was set up with the common purpose of facilitating the overcoming of unequal behaviours and attitudes to the detriment of persons or groups on the grounds of their ethnic origin, religion, personal belief, gender, sexual orientation, age or disability and to foster the creation of a culture of tolerance and respect for diversity, as set out in the Treaty of Amsterdam and subsequently stated in the Council Directives no.43 and no.78/2000.

Currently the Regional Center consists of 144 interconnected anti-discrimination offices which result from an upgrading of offices and resources already operational; the objective is that, by means of the partnership with the National Office against Racial Discrimination, it can become a point of reference for the other Italian Regions.

Five years after it was established, "the new challenge for UNAR" - points out the general director Massimiliano Monnanni - "is the implementation of the call-centre service and the creation of an ever-growing national network of local bodies meant to survey and attend to the incidents of racial discrimination, through the finalization of memoranda of understanding and operating agreements with Regions and local authorities. In this perspective - continues Monnanni - the agreement with Emilia Romagna can be considered highly innovative. We consider, as essential, the introduction and systematization of the experimentation currently under way in Emilia Romagna in other regions and provinces, in order not only to involve the institutional levels but also and especially the existing association fabric by providing all the support necessary for their training and guidance activities as well as in legal matters."

The operational agreement, which runs for three years and will undergo constant assessment, is meant to govern the relations and the co-operations between UNAR and the regional Center against discrimination, affecting the institutional tasks of both bodies. The agreement also includes the promotion of information and awareness-raising campaigns, to prevent incidents of discrimination, paying special attention to the world of sport, the youth and schools, and the participation in European programmes.

The cooperation in dealing with the discrimination reports, starting from a joint monitoring and case management system up to implementing a regular sharing of information among the operators of the regional Center and UNAR, is essential to find the most suitable solutions for the positive resolution of the cases, using as prior choice initiatives of mediation among the parties to reach an amicable agreement on the matter.

22 July 2009 - Racism in Treviso: UNAR writes to the Ufficio Scolastico del Veneto

UNAR, National Office against Racial Discrimination, operating at the Department of Equal Opportunities, today has sent to the General Director of the Ufficio Scolastico del Veneto (Regional Education Authority), a formal request for an explanation about the serious incidents of discrimination reported today by several newspapers which allegedly took place in a junior high school in Treviso. The victim was a 12-years old boy from Campania. According to the charges brought by the mother of the student, the insults of the classmates and the discriminatory attitudes would have forced the student to change school. Even the request for help made to the teachers proved to be useless in terms of resolving the situation. Once the preliminary inquiry is opened, UNAR will identify the nature of the discrimination and the individuals guilty of the incident reported and, if necessary, will enforce the legal resources provided for by the law, included reporting to the judicial authority. The Office deals with hundreds of cases like this every year, many of which are collected by the national anti-discrimination toll free number 800.90.10.10.

7 September 2009 - Unar: Yes to the European register of racist incidents

Unar, National Office against Racial Discrimination, welcomes with "great interest" the proposal to establish a European Register of the racist incidents reported in the member States of the Union, put forward today by the Community of St.Egidio during the inter-religious meeting under way in Krakow. "A Europe-wide dossier of the incidents of discrimination, would contribute to the implementation of the anti-discrimination organizations already operating in our country. I can't but subscribe to the project", explains Massimiliano Monnanni, general director of Unar. Operating within the Department of Equal Opportunities of the Presidency of the Council of Ministers, Unar represents since the end of 2004 an institutional tool aimed at the monitoring and elimination of every form of racial discrimination on the grounds of race or ethnic origin, as well as a body promoting equal rights and opportunities for the foreign nationals living in our Country. Thanks to the free multilingual call center 800.90.10.10, UNAR has created a database which can provide a first mapping of the phenomenon of racial and ethnic discrimination. The main function of Unar is to identify the nature of, and the individuals liable for, the discriminatory acts reported and, if necessary, to enforce the legal resources provided for by the law, including reporting to the judicial authority. Every year Unar presents a report to the Parliament on the activities

undertaken. Moreover the Office is partner of EquiNet, "European network of Equality Bodies", a European Union project concerned with the establishment of a network connecting all the specialized Anti-discrimination Offices operating within the EU Member States.

23 September 2009 - Gay, UNAR: Let's hit the streets together against violence

UNAR, the National Office against Racial Discrimination, will participate to the torchlight procession against violence and intolerance promoted by the Region Lazio, the Province of Rome and the Town Council of Rome to be held on the 24th of September 2009. "We fully subscribe to the contents and the aims of this march against every form of racism and intolerance, for this reason we have decided to hit the streets together with the organizers", declares Massimiliano Monnanni, DG of UNAR, in his letter to the Presidents Marrazzo and Zingaretti and to the Major Alemanno. "This event is perfectly consistent with our activities. Within the scope of the European programme PROGRESS, we have been collaborating for a long time with the LGBT associations taking part in the National Working Group, a permanent round-table founded by UNAR in order to elaborate a common strategy for the promotion of fundamental rights and the fight against all kinds of discrimination" adds Monnanni. UNAR was established in accordance with Legislative Decree No. 215/2003 at the Department of Equal Opportunities, and is the national entity responsible for the implementation of the principle of equal treatment and non-discrimination on the grounds of race and ethnic origin also committed to prevent and eliminate every kind of discrimination, for sexual orientation as well. "We want to contribute to a great march, peaceful and unanimous, where all the political parties and the institutions declare once more their full commitment to eliminating every kind of intolerance, racism and homophobia. We want Rome to state with resolution the will of an open, inclusive society, disposed to integration and opposed to violence", concludes Monnanni. UNAR hopes that this important event would become the starting point for the creation of "an inter-institutional programme among Unar, the Region Lazio, the Town Council and the Province of Rome aimed at finding all the resources available to prevent and oppose every form of discrimination".

28 September 2009 - L'Unar at the Salon of Corporate Social Responsibility

In the scope of the Salon of Corporate Social Responsibility "From Words to Facts", Unar, in partnership with Fondazione Sodalitas, has organized the meeting "The value of diversities: Diversity Management corporate strategies", scheduled tomorrow 29 September at the Bocconi University in Milan (2 p.m.).

The management of diversity is a theme companies regard as being of ever greater strategic importance. Correct management in this respect is essential to maintain competitiveness and increase the diffusion of the culture of social inclusion. If a company promotes the principles of Social Responsibility and prevents every form of racial discrimination, and in the workplace are nurtured values such as cooperation, integration, respect for human dignity and "diversity" seen as a surplus value, a positive environment will develop, within and outside of the company, facilitating a greater economic and productive development. The meeting aims to disclose activities of Corporate Social Responsibility realized by Fondazione Sodalitas, in partnership with several companies, to promote and enhance the value of diversity in the working environment with the aim of promoting people and equal opportunities as core values for the company.

30 September 2009 - Unar asks for explanations and offers legal assistance to the victim

"We must shed light on the unnerving incident of racism happened this morning in Rome. And invest in prevention, so in the education to tolerance, especially among the youth." With these words Massimiliano Monnanni, General Director of Unar, the anti-discrimination Office of the Department of Equal Opportunities, announces his letter to the chief of police of Rome asking for an explanation of the racial assault happened this morning in the Capital.

"Unar is eager to provide legal aid to the victim", anticipates Monnanni. "In order to spread the culture of tolerance and respect, the anti-discrimination Office will promote a series of awareness-raising campaigns and training initiatives during the Week against violence, scheduled from October 12th to 18th in every Italian school", concludes Monnanni.

30 September 2009 - Unar: no-holds-barred fight against racism

"€ 470,000 is to be invested in awareness-raising campaigns all over the nation, training for the personnel of the public administration in various Italian regions and initiatives aimed at the establishment of local networks for the elimination of all kinds of discrimination". The announcement was made by Massimiliano Monnanni, General Director of the Office against racial discrimination of the Department of Equal Opportunities, who participated at the conference for the presentation of the report on discrimination which took place at the Casa Internazionale

delle Donne in Rome and was organized by Fondazione Brodolini. "In the last report prepared by UNAR we collected 440 reports of discrimination, but only 265 of those have been confirmed as relevant cases" added Monnanni. "I have received with great satisfaction the very positive opinion of UNAR's activity contained in the Italian Report on the fight against discrimination written by the group of independent experts SEN instituted by the European Commission within the Progress programme" concluded Unar's director. As underlined in the report, and according to the wishes of the Minister for Equal Opportunities, our Office is required to have a proactive role in the prevention and elimination of all kinds of discrimination, and to maximize efforts in the near future.

16 October 2009 - Laziodisu and Unar together against discrimination

A partnership protocol has been signed between Laziodisu and UNAR, National Office against Racial Discrimination of the Department of Equal Opportunities, to join forces in the campaign against discrimination and violence. The aim is guarantee equal treatment, prevent and combat every form of discrimination, starting with an awareness-raising action in the Universities, among the younger generations.

"We are proud, as an organization, to play a leading role in the 'Week against Violence', but our duty is not over yet. For us it is crucial to inform and involve the students, also through campaigns in our dorms, about such an important theme, which unfortunately is also an urgent one.", commented the Laziodisu president, Alessandro Bonura. "That is why I want to thank our director Pierluigi Mazzella, who endorsed the project by signing the agreement which will partner us with Unar for the next 2 years in the awareness-raising campaign."

For Unar this is a very important operation. General Director Massimiliano Monnanni, explains: "The agreement with Laziodisu will help us reinforce the opposition and prevention of every form of discrimination also among the youth. We will be available in the dorms and the other facilities of Laziodisu to talk with the over 300 thousand students who use their services, with information booths illustrating the activities of UNAR and explaining how to prevent and combat discrimination, but also what to do if they witness it."

16 October 2009 - Racism: Unar develops the anti-discrimination services

"The National Office against Racial Discrimination develops its services". So declared Massimiliano Monnanni, the new General Director of UNAR, the Office operating at the Department of Equal Opportunities, during the VI National Campus of citizenship currently under way in Montecatini Terme.

Besides doubling the founding for the activities of the free call-center 800.90.10.10, which within the year will be available also online, a competitive exam has been announced to finance € 900.000 funds for the implementation of positive actions to prevent and eliminate racial discrimination targeted at non-profit organizations and local bodies; in addition the establishment of a Media observatory is on schedule.

An intense coordinating work has been carried out by UNAR to share the good practices and the activities started by some local authorities.

After the operating agreement signed with the anti-discrimination centre established in Emilia Romagna, further agreements will soon be finalized with Region Lazio, Region Piedmont, the Province of Pistoia and the Town Council of Rome, which will allow the furthering and systematisation of the information and preventative activities and the countermeasures to every form of discrimination.

"The last incidents of intolerance and racism confirm the need to strengthen cooperation among the region and the local authorities, so to provide the services of listening, reporting and resolution of discrimination incidents in an immediate and direct way, as well to intensify the awareness-raising activities towards the younger generations, starting from schools, as is happening in these days all over Italy with the "Week against Violence" a project coordinated by UNAR and promoted by the Ministres of Equal Opportunities and Education, University and Research", concludes Monnanni.

21 October 2009 - Unar: € 900,000 for integration and defeating racism

Racial discrimination can also be fought by facilitating the integration of non-native citizens, teaching the Italian laws to the foreign communities. For this reason Unar encourages and supports self-employment by immigrant women and will fund projects against racism presented by associations, voluntary organization, social cooperatives and foundations. The Office for the promotion of equal treatment and the elimination of discrimination on the grounds of race and ethnic origin, operating within the Department of Equal Opportunities, has appropriated € 900,000 for the promotion and the implementation of projects, running for one year, aimed at avoiding or combating incidents of racial or ethnic discrimination. The call for proposals has been published on the Official Journal (Gazzetta Ufficiale) no.244 of 20 October 2009; the documents are available also on this website.

18 November 2009 - UNAR, green light to the European project "Diversity as Value"

€ 373,000 to fund "Diversity as Value"; the new work-sharing project, promoted by the National Office against Racial Discrimination of the Department of Equal Opportunities, has been approved and co-financed by the European Commission with € 298,000 through the Programme "PROGRESS", and will involve the major non-profit organizations operating in the 5 domains of discrimination (sexual orientation and gender identity, race - ethnic origin, disability, religion and personal beliefs, age). "With this project UNAR reaffirms its full commitment against every form of discrimination, according to the provisions of the European Directives concerning equal treatment and with the political guidance of the Minister of Equal Opportunities." - explains Massimiliano Monnanni, general Director of UNAR. "This project will be developed with a shared working method - continues Monnanni - and organized through the constant cooperation of UNAR and the various associations of the sector through all stages of the project: from the definition of the objectives and the contents of the public information campaign, to the implementation of local events and training courses". "We want to start from the individual and particular expertise to achieve the common purpose of contrasting all forms of discrimination, by means of targeted and extensive operations, both locally and nationally", concludes Monnanni.

27 November 2009 - Unar to Lega Calcio (Soccer League): interventions against racism in the stadiums

«The resurgence of race-related behaviours and incidents that has occurred in the world of soccer needs to be faced, besides the repressive countermeasures, with a new and widespread commitment by the sport authorities, and also by specialized organisations such as Unar that are committed to the fight against racism and xenophobia» said the general director of the National Office against Racial Discrimination of the Department of Equal Opportunities, Massimiliano Monanni, in the letter sent today to the president of the Lega Calcio (Soccer League), Maurizio Beretta. The purpose of the letter from Unar, which already worked to combat racism in the stadiums, is to ask Lega Calcio to invest part of the «revenues deriving from the economic sanctions charged to the soccer clubs for anti-sporting behaviours» to fund awareness raising campaigns locally and in the same soccer clubs. With the letter Lega Calcio has been invited to form a round table for the discussion of projects - such as awareness raising campaigns, or events during the Week against racism in March - and policies to prevent and combat this phenomenon.