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2.4.6. HOUSING SOLUTION AND ACCESS TO HOUSING

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

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

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

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

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

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

In particular, is an increasingly recognized by local authorities themselves to exceed the Roma camps, as a condition of physical isolation, which reduces the chances of social inclusion and economic communities RSC. The liberation from the camp as a place of relational and physical degradation of families and people of RSC and their relocation to decent housing is possible, even if successful experiences are now in Italy, a fact not systematic and difficult to implement in because of the complexity of the actions necessary to facilitate the transition and manage the change of custom home for the interested. In this direction it is necessary to develop, starting from the awareness of the excessive use of evictions occurred in the past and its substantial inadequacy, start a new phase marked by the regional consultation, which is a program of actions involving local actors and institutional, ensuring the connection between the local planning proposals and policies, while respecting the fundamental rights and dignity of persons involved in the process of social integration, experiences of success show in fact that in most cases, you can exit from the field Thanks to a strong cooperation between levels of government (local, regional and national) and among these, the associations representing the RSC Community and third sector organizations. In this regard it should be remembered as the sustainability of the policies of integration depends on the individual area of the opportunities offered by other municipalities: Activation of good services triggers a "call effect" that polarizes the presence in a given territory, eventually make these services are no longer sustainable. This is another contradictory element attributable to the intervention is not inserted in a local context of national planning.

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

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

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

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

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

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

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

- social housing dwellings in ordinary public

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

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

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

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

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

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

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

Regarding the aforementioned Regional experience is noted also that:

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

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

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

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

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

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

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

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

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

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

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

- The City of Bologna, Intercultural Integration through the Service, has facilitated the creation of pathways accompanying the social integration of Roma families in Romania hosted the first emergency facilities. The City has taken action in finding resources in housing and in entrustment management service accompaniment to housing. In particular, the City acted as mediating social and economic advantage, the latter achieved through the leasing of property, then sublocarli to 50% of the rent to the beneficiaries leaving the reception centers. The tour ended with the inclusion in the apartment of a total of 44 families, totaling 198 people.
- Through the method of self-construction, the city of Padua has supported the development of 11 apartments, in which 32 people currently reside, transferred there from the gypsy camp. In constructing the apartments have been involved 8 Sinti, who have followed to this end a training course. Households residents have signed a contract of lease with a fee calculated on the basis of income, after deducting certain annual rent to those who worked in the shipyard.
- The Project “Abit-actions” of the City of Turin in 2008 was funded by the Ministry of Labour, Health and Social Solidarity and led, in the year 2009-2010, the inclusion of 50 families RSC source in the free housing market. 21 of these nuclei have been identified among those dwelling in spontaneous sites and were supported with contributions from financial support to climb for the payment of rents. The project was conducted by the City with the participation of several partners (cooperatives and associations) and the Agency LO.CA.RE. town and ended in September 2010;

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

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

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

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

It also suggests the review of Act No. 431/1998 - the law that has changed the so-called canon law on the fair (Act 392/1978), entrusting the coordination between the organizations of the property and construction industry organizations most representative of the conductors defining the contractual provisions and establishing the National Fund for supporting access to rented homes - through the in-

roduction of tax incentives to unlock the rental market and the total deductibility of the rent from the tenants on the tax return.

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

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

By D.P.C.M. of July 16, 2009, the Council of Ministers approved the National Housing Plan, provided by the budget package in 2009, with the aim of ensuring all over the country the respect of minimum essential levels of housing need for the full development of human.

The Plan, through the construction of new homes or recovering of existing ones, aims to increase the supply of housing to be allocated primarily to the socially disadvantaged housing supplies meet the criteria of energy efficiency and reducing emissions of pollutants, with the involvement of public and private capital.

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

If, however, of public housing units social rent, the burden of the state can be equal to the cost of implementation.

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

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

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

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

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

The structure of micro-areas is still a solution that requires careful monitoring by the institutions because, in a few years, could not be more than adequate to meet the needs of people living there, and

because the traditional activities related to “nomadism” are running low, and because in a short time the family residing in micro areas could be extended by making micro areas inadequate to sustain acceptable living standards⁷⁸.

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

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

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

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

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

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

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

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

As in this case, the NFP has primarily the task of verifying that there is no discrimination in providing services and foundations, the conditions if any, to remove any uneven treatment, or if not, whether there are the margins to resolve critical system that could jeopardize efforts to promote housing solutions for people living in non-resident or traveling.⁷⁹

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

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

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

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

It should be noted about that in the spirit of complementarity between ESF, ERDF and EAFRD on the basis of the amendment of Regulation (EC) n. 1080/2006 on the European Regional Development Fund (ERDF) as to the suitability of the interventions in housing in favor of marginalized communities, to enable financial support of ERDF interventions in the housing sector in favor of marginalized communities including Roma, Sinti and Caminanti, in 2009 (EC Regulation no. 437/2010 of the European Parliament and Council of 19 May 2010) was established the eligibility of expenditure on housing, expenses in favor of marginalized communities can be used up to 3% of the ERDF operational programs related to specific, or up to 2% of the total ERDF allocation. The amendment on Article 7, paragraph 2, of the ERDF Regulation allows interventions in the housing sector as part of operations in the form of urban development and renewal of existing homes, as part of an integrated urban development or priority axis for areas experiencing or threatened by physical deterioration and social context of an integrated

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