Host-stranger relations in Rome, Tel Aviv, Paris and Amsterdam. A comparison of local policies toward labour migrants
Alexander, M.A.

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Appendices

1. The literature survey data base and its limitations

The database of local migrant policies assembled for this study is based on a literature survey carried out in the first years of this project (see Chapter 1). The core of the survey was based on the MPMC research project (Multicultural Policies and Modes of Citizenship in European cities) which covered seventeen cities. The literature survey eventually covered over 25 cities. Findings were summarised in textual 'State and City Profiles', describing local migrant policies (i.e. local policies which directly or indirectly affect migrants according to the literature), and their context in each city, following the template below:

NATIONAL PROFILE

Regime Type
- Host-stranger relations
- City-State relations

National immigration/immigrant policy
- Juridical-Political domain
- Socio-Economic domain
- Cultural-Religious domain
- Spatial domain

CITY PROFILE

Background Data
- Population
- Economic context
- Political/institutional context

Migrants/Minorities
- Population and ethnic composition
- Immigration history
- Demographic and socio-economic characteristics
- Geographic distribution/settlement patterns
- Political/organisational characteristics

Local host-stranger relations

Local migrant policies
- Municipal strategy
- Juridical-Political domain
- Socio-Economic domain
- Cultural-Religious domain
- Spatial domain

1 MPMC is a European research project on migrant/minority mobilisation and local policies in Amsterdam, Antwerp, Athens, Barcelona, Birmingham, Brussels, Cologne, Liege, Marseille, Milan, Oeiras (Lisbon), Paris, Rome, Stockholm, Tel Aviv, Turin and Zurich (see Box 3.2). The findings appeared in 'city templates' (www.unesco.org/most/p97city) and 'progress reports'. I supplemented these with a questionnaire on policies sent to the researchers in each city. For final results of the MPMC project by city, see Rogers and Tillie 2001; for results by topic, see Penninx et al., forthcoming 2003.
Based on the Profiles, a summary matrix of local policies was constructed (Table A1, below). Table A1 indicates the presence or absence of policies found in different cities in the literature survey, arranged by policy domain and area (this data base was later supplemented by findings from the case studies). For some issue areas these are elaborated (see Key). Much of the matrix remains empty, as most of it is based on available secondary literature. Indeed, the table reflects less the overall picture of local migrant policies than it does the focus in the current literature on certain policy areas and cities. Furthermore, this literature survey does not pretend to be comprehensive. As noted, it is based on findings of the MPMC project as well as a number of other multi-city research networks/projects (see Box 3.2), supplemented by a limited number of case studies and comparative works on local policies toward migrants (see source list, below). It should also be noted that Table A1 indicates policies mostly in the 1980s-90s (based on literature written mostly in the mid-late 1990s).

Given enough time, it would be possible to complete the matrix by extending the literature survey and ascertaining the existence or absence of policies from primary sources in each city – a mission far beyond the capacities of this project. Moreover, the findings would be of little use, since ‘policies’ are not hard data that can be summarised in a matrix. For example, the presence of a policy (‘+’) may relate to a formal policy document (which perhaps remained only on paper), to a pilot project, or to a long-term policy backed by financial and organisational changes. Does the absence of a policy (‘-’) mean the city is unwilling, or unable, to implement it in that issue area? Indeed, a comparative analysis based on the matrix alone – even were it completed – may deceive more than it clarifies.

To make the findings of the literature survey meaningful we need descriptive and contextual depth which cannot appear in a matrix. The textual Profiles are meant to fill this role, however, they too are incomplete due to the patchiness of the secondary sources. In short, a comprehensive multi-city, multi-policy comparison was beyond the resources of this study. Nevertheless, when read together, the Profiles and the matrix allow a rapid if superficial scan of local policy responses and their circumstances in a large number of cities. In this project, this database served as the raw material for development of the typology. The matrix can also serve as a (still incomplete) inventory of the available data, pointing to gaps (in policy areas or cities) that can be filled by further, in-depth research. This is a technical but necessary step for more comparative research on policy reactions to immigration at the local level.
Table A1 Key:

- empty cell = data not available
- 'x' = existence of policy
- 'x' = absence of policy
- D = delegated to NGOs
- ( ) = attempted, or implicit policy
- m = mixed (migrant + native representatives)
- s = segregated (migrants only)
- a = migrant representation in advisory forums
- o = other migrant advisory structure
- c = ethnic-origin city councillor
- a = aid / support
- c = cooperate with
- t = cooptation
- x = exclusion
- d = anti-discrimination policy
- e = entrepreneurs
- h = affirmative hiring
- v = vocational training
- c = curriculum changes
- p = special projects
- r = extra resources (budget, staff training, etc.)
- h = home language (separate classes or tutoring in)
- n = national language (reinforcement)
- e/w/y = project / specific service for migrant elderly / women / youth
- ( ) = cultural mediator only
- i = institutional awareness
- p = general public
- c = cultural centres
- e = cultural events
- d = desegregation policy (by quotas, gentrification)
- r = safeguarding current residents

Table A1 Sources, by city:

- Antwerp: Bousetta 1999; Bousetta 2001; De Clerq et al. 2000; ELAINE 1997a; Musterd and Van Kempen 2000;
- La Cournuèvre (Paris): Ireland 1994
- Lille: Bousetta, 1997; Bousetta 2000; Bousetta 2001; Domburg-de Rooij and Musterd 2002; Garbaye 2000; Kruythoff and Baart 1998a
- Cologne: Bukow et al. 1999
- Frankfurt: De Winter and Musterd 1998b; Friedmann and Lehrer 1997; Musterd et al. 1998; Welz 1993
- Stuttgart: ELAINE 1996; ELAINE 1997b
- Bradford: Rath et al. 2001
- Sheffield: ELAINE 1997b
- Utrecht: Bousetta 1997; Bousetta 2001; Bousetta, 2000; ELAINE 1996; ELAINE 1997b; Rath et al. 2001;
- Stockholm: Molina 1999a; Molina 1999b;
- Zurich: Mahnig and Wimmer 1999
- Athens: Petronoti 1999
- Rome: Collicelli et al. 1998; Collicelli et al. 2000; Palidda 1998
- Oeiras (Lisbon): Marques et al. 1999a; Marques et al. 1999b; Marques et al. 2000
- Barcelona: Moren Alegret 1999a; Moren Alegret 1999b; ELAINE 1997; Kruythoff and Baart 1998b
- Tel Aviv: Alexander 1999a; Alexander 1999b
Table A1 Cities/Policies Matrix: local policies toward migrants*, by domains and issue areas, in selected cities (1990s)

* ‘migrant’ signifies migrant and/or ethnic minority, depending on the city and policy.

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285
2. Interviews

2.1 Methodology

Much of the information gathered in this project was based on interviews with persons involved in the migrant policy process including municipal officials, representatives of civic organisations and migrant activists, as well as with local experts (academics and journalists) who provided valuable contextual information and insights.

The interview strategy was to begin with academic experts who could provide me with a broader context of local policymaking toward migrants, as well as an historical perspective in the various policy domains and issue areas. Next, mid-level professionals in the local authority bureaucracy (e.g. department directors) were interviewed on their particular policy areas. This was complemented with interviews of Third Sector representatives (NGOs) including migrant activists, to get their views on local policies and host-stranger relations. In the later phase of each case study I interviewed persons holding political positions in the municipality (e.g. aldermen, mayoral 'delegates'), as well as follow-up interviews with mid-level officials in some cases. For example, a preliminary interview with the director of the Ufficio Speciale Immigrazione in Rome was followed by two later interviews.

The interviews themselves were of an open structure, usually lasting between one to two hours. In interviews with academics I often summarised the analytical framework (local policies as an expression of local host-stranger relations) and specifically asked for the respondent's views of local migrant policies in relation to the typology. For example, could they characterise municipal actions in a certain policy area according to one of the general types? Could they identify phases in the development of local policy responses? Could shifts in policy be linked to changes in local authority attitudes toward migrants, or to other variables? Often a great deal of time was spent on background, e.g. political developments at the local and national level.

In interviews with less objective observers (municipal officials as well as representatives of NGOs and migrant activists) the theoretical framework was not revealed, or was explained only at a later stage. The first aim in these interviews was to gain an understanding of the role within the policymaking structure and process, of the particular entity to which the respondent belonged (as well as the role of others s/he was familiar with). Second, how local policies toward migrants had been formulated and developed over time? Third, what were the reasons behind policy changes (or continuity) -- as understood by the respondent? The questions were structured so as to begin with a factual description of policy development in the respondent's particular area, contextualise it within a broader policy framework (internal politics, organisational changes, national policies, etc.) and finally to arrive at the substrata of attitudes and expectations regarding the migrant/minority presence -- without making this too explicit. Whenever possible, I compared the responses regarding attitudes (i.e. the more subjective answers) with other sources, and usually asked respondents not directly about their own attitudes but those of others (e.g. at different levels of the municipality, in other organizations, etc.). This often revealed much about the respondent's own attitudes.
2.2 List of Interviews

ROME
Conducted May 2001, September - November 2001

Academia
Marco Brazzoduro Politica sociale, Università La Sapienza
Cinzia Conti Demografia, Università La Sapienza
Enrico Todisco Dpto. di studi Geoeconomici, Università La Sapienza

Municipality of Rome
Francesca d'Amore Coordinator, Ufficio Speciale Immigrazione
Rosetta Attento Scholastic director, Scuola elementare Bonghi
Paola Bacchetti Official, Settore Interculturale, Dpto. Politiche Educative
Paola Gabrielli Senior Advisor (consulente) to Alderman for Education
Anamaria Marconi Teacher, Scuola elementare Bonghi
Magda Migliano Official, Settore Interculturale, Dpto. Politiche Educative
Claudio Rossi Acting Director, Ufficio Speciale Immigrazione; Senior Advisor (consulente) to Delegato dal Sindaco alle politiche per la multietnicità
Enrico Serpieri Senior Advisor (consulente) to Alderman for Social Affairs

State
Mario Petrini Official, Ministerio Publiche Istruzione

Third Sector
Marco Accorinti Director, Centro Stranieri via Zoccolletta, Caritas di Roma
Francesca Campolongo Information Officer, Centro Astalli, Jesuit Refugee Service
Grazia Curalli CIES (Centre for Development Information and Education)
Germana Monaldi Former staff at Centro Astalli, Jesuit Refugee Service
Franco Pittau Director of research, Caritas di Roma
Giulio Russo Director, Casa dei Diritti Sociali
Angela Scalzo Director, Agenzia Chances
Nellie Tang Project coordinator of daycare centre, CFMW (Filipino association)
Appendices

Conducted January - April 2002

**Municipality of Tel Aviv-Yafo**

- **Edna Alter-Dumbo** Director, MESILA (Aid and Information Center for the Foreign Community in Tel-Aviv-Yafo)
- **Varda Dickstein** Former community worker for foreigners, Welfare Services Division
- **Adi Ezov-Amon** Staff, MESILA
- **Hedva Finish** Planner, Long Term Planning Department, City Engineer
- **Zeev Friedman** Director, Welfare Services Division / Social Services Administration
- **Tammy Gavriely** Director, Long Term Planning Department, City Engineer
- **Haim Nehama** Director, Public Health Division
- **Amira Yahalom** Director, Bialik School
- **Ran Zafir** Manager, Ichilov Hospital administration

**Third Sector**

- **Rami Adout** Director of the Foreigners Clinic, Physicians for Human Rights
- **Dana Alexander** Advocate, Association for Civil Rights in Israel
- **Naana Holdbrook** President, African Workers Union
- **Michal Pinchuk** Advocate, Association for Civil Rights in Israel
- **Hanna Zohar** Director, Kav La'Oved (Workers Hotline)

**Other**

- **Eina Fishbein** Journalist, *Ha'ir* and *Ha'aretz*
- **Maria (pseudonym)** Labour migrant from Ecuador

Conducted June - September 2002

**Academia and media**

- **Marc Androise-Rendu** Former journalist, *Le Monde*
- **Sophie Body-Gendrot** Université de Paris, Sorbonne
- **Yankel Fijalkow** Université de Paris VII / formerly at APUR
- **Christine Lelevrier** Iaurif
- **Patrick Simon** INED (Institut Nationale des Etudes Demographiques)
- **Jean-Claude Toubon** Ecole des Hautes Etudes de Sciences Sociales

**Municipality of Paris**

- **Jocelyn Adriant-Mebtoul** Chef de la Mission Intégration, Délégation à la Politique de la ville et l’intégration
- **Mourad Allal** Coordinateur, Diagnostic Intégration, APUR
- **Emeline Bailly** Officiel, Equipe de Développement Locale - Belleville
- **Rivka Bercovici** Chargée de Mission pour les programmes de requalification urbain de secteur Château Rouge/Goutte d’Or. Secrétaire Générale
- **Khedidja Bourcart** Adjointe au Maire de Paris, chargée de l’intégration et des étrangers non-communautaires
- **Stephany Brial-Cottineau** Officiel, Equipe de Développement Locale - Goutte d’Or
- **Marianne de Brunhoff** Mission pour l’insertion sociale, Direction de l’Action Sociale
- **Michel Cougoulgene** Chargé de Mission auprès de directeur, APUR

288
Appendices

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Coordinateur des chefs des projets, Délégation à la Politique de la ville et l’intégration / former Chef de projet, Goutte d’Or.

Third Sector
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AMSTERDAM

Academia
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Gert Dijkstra
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Henk de Feijter
Anja van Heelsum
Eva van Kempen
Leo de Klerk
Flip Lindo
Virginie Mamadouh
Catelijn Pool
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AME: Amsterdam study centre for the Metropolitan Environment, University of Amsterdam.
IMES: Institute of Migration and Ethnic Studies, University of Amsterdam.

Municipality of Amsterdam and City Districts
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Former Alderman for Minorities Policy and Education
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Chairman, SIKAMAN (Ghanaian association)
Social worker, Amsterdam Turkiyeli Kadınlar Birliği (ATKB)

289