

# MUSLIMS IN EU CITIES

## METHODOLOGY

### I. INTRODUCTION

The EU Monitoring and Advocacy Program (EUMAP) of the Open Society Institute (OSI) is conducting a policy oriented study focusing on select neighbourhoods in eleven cities in the European Union (EU) with significant Muslim populations. It follows on from previous EUMAP national level monitoring reports in 2002 addressing the situation of Muslims in France, UK and Italy as well as the 2005 report *Muslims in the UK: Policies for Engaged Citizens* which provided expert policy papers in the areas of equality, education, employment and criminal justice.

This project will provide city level monitoring reports which look at the ways in which municipal authorities address the challenges relating to integration; how they counter growing social, political and economic tensions and the extent to which they consider the needs of Muslims and consult and involve them in key decision making. A series of detailed monitoring reports will be published from late 2008, accompanied by concrete policy recommendations addressed at the city, national and international levels, encouraging change where needed.

In 2007 EUMAP published research reports that reviewed the existing research and policy literature on the situation of Muslims in seven EU states (Belgium, Denmark, France, Germany, Netherlands, Sweden, United Kingdom) with significant Muslim populations that included both immigrants and 'second generation' European born Muslims (available at [www.eumap.org](http://www.eumap.org)). The eleven cities included in the **Muslims in EU Cities** monitoring were selected on the basis of information from these research reports.. A number of factors were considered when choosing the cities but the final choices are based on providing a monitoring template that could subsequently be used for other cities. The key elements across the cities rest on:

**Population size:** Concentration of Muslims in urban areas, where municipal authorities should be more responsive to their needs and concerns and where Muslims are more likely to be able to influence policies at this level.

**Population diversity:** The selected cities as a whole should, as far as possible, capture the ethnic diversity of the Muslim populations across the seven countries.

**Political context:** local political context is taken into account, for example where the presence of Muslims has been a key issue in municipal elections, where local political leaders have challenged racism and celebrated the diversity of the city and where the representation of Muslims in city councils is relevant.

The confirmed neighbourhoods within the cities under study are:

Antwerp – *neighbourhood to be confirmed* (Belgium)

Norrebro, Copenhagen (Denmark)

18<sup>th</sup> Arrondissement, Paris and Marseilles –*neighbourhood to be confirmed* (France)

Kreuzberg, Berlin and St Pauli/Bilstedt, Hamburg (Germany)

Slotervaart, Amsterdam and Feijenoord, Rotterdam (the Netherlands)

Stockholm-Järva Fältet (Sweden)

Spinney Hills, Stoneygate and Evington, Leicester and Waltham Forrest, London (United Kingdom)

The above cities have been divided into two groups comprising of the following:

**Group 1** – Amsterdam, Berlin, Copenhagen, Leicester and Paris (**November 07 – December 08**)

**Group 2** – Antwerp, Hamburg, Marseilles, Rotterdam, Stockholm and Waltham Forest –London (**January 08 – February 09**).



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### II. AIMS OF STUDY

The monitoring reports aim to identify the challenges and successes in ensuring the integration of Muslims in different EU cities. The term integration is used to mean *'the process of ensuring opportunities for the full participation and inclusion of diverse groups in wider society while at the same time allowing for the maintenance and development of cultural, linguistic, religious and other characteristics.'* The monitoring reports seek to answer the following five questions:

**1. What is the situation of Muslims in each city?**

This includes the size of the Muslim population, its ethnic and national backgrounds, religious traditions and affiliations; migration, history and settlement patterns and socio-economic situation.

**2. How do Muslims feel about their neighbourhood, local area and city?**

What are the different opinions on belonging and identity? What is the nature and extent of interactions between Muslims and non Muslims on the local level? Where do they interact?

**3. What are the key concerns, experiences and priorities of Muslims in different EU cities?**

On which issues do the concerns of Muslims in a city overlap with those of non-Muslims and the priorities of policy makers? What are the experiences and issues that are of equal importance on the city, regional and national level to Muslims and non Muslims? Are there common forms of discrimination which transcend Muslim groups?

**4. How are specific cities ensuring integration of Muslims?**

How is 'integration' understood? What are the processes that are needed on all sides? What role do Muslims feel they must play in achieving integration? What are the policies and factors that allow for integration in some EU cities? What are the local dynamics and actions which have contributed to initiatives which are heralded as successful and who is involved in implementing these? How have local governments involved Muslims and in what capacity?

**5. What are the challenges that impact on integration and social inclusion of Muslims?**

Research should capture the different challenges in specific cities and in which sector they are particularly located in; explore why particular programmes and policies have not worked; what is the role of Muslims in overcoming barriers to integration and the presence or absence of Muslim participation in consultative mechanisms

In exploring these five questions the monitoring reports will focus on the situation and experiences of Muslims and policy responses and initiatives across eight areas:

1. Identity, belonging and interactions,,
2. Education;
3. Employment;
4. Housing;
5. Health and social protection;
6. Policing and security;
7. Citizenship and participation in civil and political life; and
8. Role of the media

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### III. METHODOLOGY

Program reports will be based on a single reporting methodology which will include:

- (1) Six focus groups in each city,
- (2) 100 questionnaire-interviews with ordinary Muslim members of the area of city to be monitored;
- (3) 100 questionnaire-interviews with ordinary non-Muslim members of the area of city to be monitored
- (4) Consultations with key stakeholders including city officials, community leaders and members of civil society
- (5) Reviews of relevant research and policy literature
- (6) A report template

In each city there will be a focus group **coordinator** and a **researcher**. *Coordinators* will collect the primary data comprising of questionnaires and focus groups. *Researcher* will carry out interviews with stakeholders, analyse the information, review research and policy literature and together with data from key stakeholder interviews, be responsible for drafting the city reports.

Following completion of the first draft of the report, national roundtables will be held with a variety of local and national stakeholders and are intended to give all involved an opportunity to comment and critique. Reports will also be reviewed by members of the project's International Advisory Board. The report will then be finalised and published in both English and the national language of the country. The reports may also be translated into the dominant minority language of the city.

The acquisition of information will concentrate on a particular area of the city which has been identified through discussion between reporter/researcher, focus group coordinator and EUMAP. Through the questionnaires and focus groups the monitoring reports aim to capture the experiences of Muslims at the local and neighbourhood level.

Question 1, on the situation of Muslims in the city, will be addressed largely through data from existing research and policy literature for the city, supplemented by information from stakeholder interviews.

Question 2, on the how Muslims feel about their specific local area and city will draw up data from the questionnaires, focus groups and stakeholder interviews, supplemented by reference to other research and policy literature that notes whether the finds from the date collected from this report concur or differ from the findings of other studies of Muslims in that country. In particular, parts C, D, and E of the questionnaire which cover neighbourhood characteristics, identity and belonging and social interactions.

Question 3, on the key concerns, experiences and priorities of Muslims will draw on data from the questionnaires, focus groups and stakeholder interviews. Part C of the questionnaire, for example, asks interviewees to identify three things they would like the municipal authorities to do to improve their neighbourhood. Parts F, G and H of the questionnaire cover issues of participation and citizenship, experiences of local services, discrimination and prejudice. Further information will be gathered from the focus groups, and stakeholder interviews and supplemented by reference to other research and policy literature that notes whether the finds from the date collected from this report concur or differ from the findings of other studies of Muslims in that country

Question 4, on how cities are ensuring integration of Muslims, will draw on information from the review of the policy literature and the interviews with key stakeholders. This may be supplemented by information from the questionnaires and focus groups, particularly in understanding the meaning of integration and the identification of barriers to integration and belonging. It will examine the initiative and experiences across the seven areas this report focuses on.

Question 5, on the challenges that impact on integration and social inclusion, will draw on information from the stakeholder interviews as well as the focus groups and questionnaires. This may be supplemented by reference to

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other research and policy literature that notes whether the finds from the data collected from this report concur or differ from the findings of other studies of Muslims in that country

### IV. QUESTIONNAIRES

The researcher will help identify basic data that will be used to develop a sample frame and set quotas for the characteristics of individuals to be included in the questionnaire participants. OSI recognises that, as a consequence of the limited data on Muslims as a group in most EU states, there will be limited information from which to develop the sampling frame for the questionnaires.

The focus group coordinator's first task is to pilot the initial questionnaire, and then ensure completion of 100 questionnaires with Muslim and 100 questionnaires with non Muslim members of the neighbourhood in the selected area of the city. The focus group co-ordinator's second task it is to complete six focus groups. Thus, a substantial number of questionnaires should be completed before focus groups begin. This is will allow initial data from the questionnaires to help identify some of the issues to be explored in the focus groups.

The questionnaires identify key concerns of Muslim and non Muslim interviewees, explore issues of discrimination, experiences of public services as well as issues of integration, identity and belonging. There will be one uniform template for interviews with both Muslims and non Muslims and emerging topics will be discussed in more detail in the focus groups. The following parts are included in the questionnaire:

- Neighbourhood characteristics
- Identity and belonging
- Social Interactions
- Participation and citizenship
- Experience of local services
- Discrimination and prejudice
- Demographics

Individuals interviewed will, as far as possible, be representative of the population. Where necessary, questionnaires will be translated by EUMAP. EUMAP will also be responsible for entering the data into an electronic database in order for it to be analysed by the reporter/researcher.

### V. FOCUS GROUPS

Focus groups will provide a direct voice for those involved to speak about their concerns and for public officials to hear these concerns. Such groups will provide an important avenue for further exploration of priorities highlighted in questionnaires and to assess how existing policies and practices are perceived.

Following suggestions from participants at the methodology meeting in London in November 2007, three of the focus groups will cover a limited number of subjects in order to allow for more in-depth discussion and to attempt to provide explanations behind the quantitative data collected in the questionnaires. The other three groups will be based on age and gender and will explore participants' key concerns and priorities within the project's key areas.

Each focus group will have between 8-10 participants, will last two hours and be held according to the following:

1. Education and employment (ages 16-45 male and female)
2. Housing/health and social services (ages 16-45 male and female)
3. Policing, civil and political participation (ages 16-45 male and female)



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4. Women (age 18-35)
5. Older men (ages 45-over)
6. Older women (ages 45-over)

### VI. KEY STAKEHOLDER INTERVIEWS

Consultations with key stakeholders, such as community leaders, city officials, local media and journalists, will be conducted by researchers. Researchers are requested to interview between 15-20 individuals and these will start at the same time as the questionnaires. They will become more nuanced as information from the surveys and focus groups is obtained.

Key and common questions for researchers to seek answers towards are:

1. What policies and initiatives are in place which specifically addresses issues of integration of different groups, in particular Muslims, on the local government level?
2. How do local policy makers address barriers and challenges to integration?
3. How do stakeholders define integration?
4. What democratic consultative mechanisms are in place which allow for inclusion of Muslims in key decision making?
5. Do Muslims and civil society organizations identify discrimination as a problem? If so, what are the different types of discrimination faced by such groups and what action have they taken to address this?
6. What kind of reporting on Muslims is being undertaken by the local media and what are the wider implications of this on Muslims and wider society?

Together with the questionnaires and transcriptions from the focus groups, researchers will be responsible for analysing all data collected on the selected city and producing a report.

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## REPORT TEMPLATE

Each monitoring report should provide a detailed and focused overview on Muslims in the relevant EU city, in relation to key areas. These areas are:

- Identity, interactions and belonging
- Education
- Employment
- Housing
- Health and social services provision
- Policing and security
- Participation and citizenship
- Depiction of Muslim communities/citizens by the local media

Recent literature reviews should aid the research through building up on information already gathered.

Within each city, the research will focus on experiences in particular neighbourhoods and sub municipal localities with significant Muslim population, whilst placing it in the context of the wider city and municipal level developments.

The report will comprise **125 pages maximum** and consist of six parts, excluding the executive summary and introduction.

- (1) **Part one** will outline at the population, and demographics of the city including the patterns of migration and settlement of its Muslim inhabitants;
- (2) **Part two** will outline the policy context of the city, the local council administrative structures and level of autonomy to decide on policy initiatives; Muslim participation and presence in the policy and political structures in the city including level of engagement of city officials with Muslim leaders;
- (3) **Part three** will outline the findings of the research in relation to the key areas under study. Each section should also include local government and civil society initiatives and policies aimed at improving engagement of the Muslim populations; it will highlight policy initiatives on the local level to integrate Muslim communities, to address socio-economic disadvantages Muslims may experience;
- (4) **Part four** should assess the extent to which the city is addressing the needs and concerns of Muslims in the key policy areas considered in the report;
- (5) **Part five** should summarise the situation of Muslims in the relevant city and highlight significant developments and central challenges to inclusion of Muslims;
- (6) **Part six** will contain a set of recommendations aimed at and including the national government, local government, media, and the Muslim communities.

### Executive summary

Reporters/researchers will prepare an overall summary based on the main findings of the research.

### Table of contents

### Introduction

### Part I: Population and Demographics

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*Population:* Size of the Muslim population in the city, demographics, ethnic and national backgrounds, religious traditions and affiliations, migration history and settlement pattern, issues of citizenship and access to citizenship.

### **Part II: Policy context of the city**

*Perception of Muslims:* How are Muslims viewed by wider society in the city, in political discourse, what is the influence of the media on perception and neighbourhood relations?

*Administrative structures-* Overview of the administrative structure of the city, in particular the roles and responsibilities of national, regional, municipal and sub-municipal bodies, in relation to the areas of education, employment, housing, health/social care and policing.

### **Part III: Experiences of Muslim communities**

(1) *Identity, belonging and interactions:* using data from the questionnaires, the analysis should explore how Muslims feel about their neighbourhood and city. This includes their sense of belonging and the positive and negative aspects of their neighbourhood and city. They should also note the places and spaces in which interactions take place with people from the same and different ethnic and religious groups as themselves. Analysis should consider: how do European Muslims define themselves? What are the roles of ethnic, national and religious identities? Does this differ by gender and generation? What is the influence of global and national events on identity?

(2) *Education:* Analysis should consider the number of Muslim pupils in schools, and in further and higher education; admissions policies in schools; educational attainment and achievement levels, initiatives and measures taken to improve attainment and achievement; school dropout rates of Muslim pupils, background of parents and reasons for dropout; education of girls versus boys; language spoken at home and at school; the qualitative experiences of Muslims in education; the main areas of concern of Muslims in relation to education and schooling; experiences of discrimination in the education system; initiatives to address anti-Muslim racism and bullying in schools; the number of Muslim schools, if any, in the city. Whether there is state funding for these Muslim schools; experiences of these schools in gaining support or funding; accommodations made by schools in response to the needs of Muslim pupils: school uniforms and headscarves worn by pupils and teachers and reactions; religious education in schools, inclusion of Muslim experiences in other parts of the curriculum, history, science, literature and art; experience of Muslims working in the education sector. Where Muslims turn to for advice, information and support in relation to educational issues.

(3) *Employment:* Analysis should consider the labour market position of Muslims, their employment, unemployment and educational activity levels. The distribution of Muslims in the labour market, are they concentrated in particular sectors or labour markets; the barriers that Muslims may face in employment, discrimination in employment and the labour market; the influences on the employment choices made by Muslims; un-documented migrants and asylum seekers and the labour market; government initiatives to improve access to employment and community responses. Where Muslims turn to for advice, information and support in relation to employment issues.

(4) *Housing:* Analysis should consider the housing position of Muslims, (including quality of housing, and choices on areas to live) barriers that Muslims may face in access to housing; discrimination in access to housing, the influences on the housing choices made by Muslims including the choice of neighbourhood or area the individual lives in; initiatives to improve access to housing. Where Muslims turn to for advice, information and support in relation to housing issues.

(5) *Health and social protection:* Analysis should consider the health status of Muslims, experiences of Muslims in using health and social service provisions; initiatives to improve access to social services and healthcare. Where Muslims turn to for advice, information and support in relation to health care issues.

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(6) *Policing and security*: Analysis should consider the experiences of Muslims in relation to criminal justice and policing, including experiences as victims of crimes, and as employees within the criminal justice system; policies and processes of addressing anti-Muslim violence and hostility; initiatives to recruit Muslims into the police and other security forces; impact of national anti-terror legislation on Muslim communities in the city. Where Muslims turn to for advice, information and support in relation to policing and security issues.

(7) *Participation and citizenship*: Analysis should consider the definition of who is a citizen of the country and what citizenship entails; the extent to which Muslims feel that they are able to influence decision at the local and national levels; participation of Muslims in civil society, politics and policy making; experiences of Muslims trying to influence policy and decisions at local and national levels; membership of political parties; Muslim organizations at the local level and its members; any examples of affirmative action at the local level; involvement of Muslims in local participation mechanisms, measures taken to ensure that initiatives and mechanisms that are aimed at involvement of local residents are inclusive of Muslims.

(8) *Role of the media*: Analysis should consider the experiences and impact of the communities on reporting of Muslims by the local media; level of engagement of Muslims with the media and journalists; impact of the media's reporting on Muslims on European Muslims in their everyday life. The media sources Muslims rely on for news and information about local, national and international issues.

### **Part IV: Addressing the needs and concerns of Muslims**

Analysis should assess the extent to which the city is addressing the needs and concerns of Muslims in the key policy areas considered in the report through initiatives or policies. This should include tackling discrimination experienced by Muslims and adjustments to meet the needs of Muslims.

### **Part V: Conclusion**

The conclusion should draw the strands of the sections together, summarise the situation of Muslims in city X and highlight the most important and significant developments in the field of integration.

### **Part VI: Recommendations**

The report should provide recommendations for the cities studied that can be considered for advocacy to local, national and international policy makers, the media and Muslim communities. Reporters should prioritise and list what they consider to be the most pressing recommendations followed by the others.

### **Appendix 1**

Full bibliography (**02 sections**) – English language and national language.

### **Appendix 2**

List of those interviewed including key academics, policy centers, think tanks, city officials and community leaders.

### **Appendix 3**

List (with contact details) of key Muslim and non Muslim civil society organizations working with the communities, policy makers, opinion formers and others of importance to the issue.

### **Appendix 4**

Table of key results of the questionnaires.