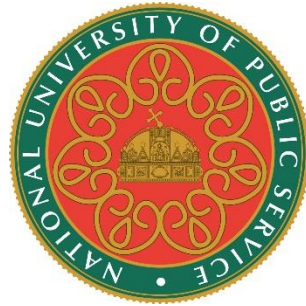


Doctoral School of Public Governance and Administration



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The Role of Non-Governmental Organisations in the Integration of Third Country Nationals in the European Union: German and Hungarian Case Studies.

Supervisor

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## Overview of the Research

European Union has been on the search for pathways to create social cohesion between the Union and the 'others' termed third country nationals who due to migration have become part of the EU. The present member states, prior to the formation of the EU had developed various ways in which they managed migration and integration of the 'others' on their territory. However, according to Castle (2004), majority of these policies have failed because they were not linked to long-term political agenda related to trade, development and conflict prevention. The initial terms of engagement with immigrants had implications for how the integration of immigrants was perceived since admittance was temporary; the immigrants were expected to go away after sometime. There was therefore no concrete plan for their integration, believing that whatever challenge their presence posed to the society, it was likely to fizzle out after a short period. Unfortunately, the expectations were short lived. Other patterns of migration like honouring the Geneva Convention of 1951, gave right to persons facing persecution to seek for asylum in European countries. Common borders and the Schengen acquis has compelled member states to adopt various common instruments for managing migration and integration in the EU, yet these immigration policies are limited to certain areas of migration and integration management. The concepts of immigration and integration belong to policy jurisdiction scholars refer to as 'high politics' belonging to sovereignty and national security, which member states tend to hold unto (Niemann & Biegmann 2013). Member states still determine largely the management of immigration and integration of TCN on their territory despite the various common directives on the EU platform for managing the challenge. Convergence in this domain is usually slow except when the national preferences converge then policy decisions are accelerated, this account for reasons why policies in this area are initiated at the intergovernmental structure of the Council of Ministers before being moved to the institutional structures for implementation and regulation.

Non-governmental organization has been relevant stakeholder in the admittance and settlement of third country nationals in the EU, since the end of the Second World War. This research looks at their role in mitigating the challenges in view of the varying perspective of member states in the integration of the target group, which causes stalemates. The politicization of the challenge

and the variety of policies hitherto adopted by member states ranging from *assimilation a one-way* process aimed at getting immigrants to shed off old cultures and be absorbed into the host country's ways of life. *Differentialist-exclusionary* reflecting anti integration standpoint, which sees immigrants as temporary stayers merely in the community for their economic value (Murphy 2013 p 16), *multiculturalism*, which grants immigrant rights to hold on to their cultural diversity, but has been rejected by a cross section of European leaders because it has not provided the direction for social cohesion. Integration has become the buzzword a two-way process involving all parties, immigrants and host society.

This study therefore investigates the integration of the target group by the contested third tier of governance NGOs, documenting how their efforts are influencing in the integration of the target group and the social political environment in which they operate. The research takes place in two European Union member states Western Europe industrial city of Munich in Bavaria-Germany and Central European city of Budapest in Hungary.

The research aimed at understanding the major challenges NGOs face in the course of their interventions with interviews pointing to themes for analysing the challenges and the solutions on the best possible ways to get the target group to be part of the European society. Equipped with the needed tools for their integration in a prospective aging European society and contribute to filling vacancies occasioned by demographic changes.

### **Problem statement**

The complex nature of immigration and immigrant inclusivity into the host society marred with nationalist and political rhetoric among member states in the European Union has been a challenge for policy, policy implementation and academic theorizing. The European historical perspectives on nations, nationalism and belongingness have had its impact on the way immigrants are perceived. These perceptions have influenced social political debates, which gave way to two ways of viewing host relationships with the immigrants. First as ideological assimilation focused on molding the immigrant into a melting pot version of the native born, with the shedding away of immigrants own national characteristics and culture. Secondly,

national policies were predominantly temporary measures (Scholten 2007, p. 3), for immigrants' integration with evidence from Germany's temporary labour workers scheme, where several generations of immigrants, living in the country, were regarded as temporary stayers and confirmed the country's self-classification as non-migration country. These policies lacked long-term political agenda related to development and conflict prevention (Castle 2004). The perennial nature of the challenge without concrete long-term integration plans to promote cohesion earned the challenge the description 'wicked problem' (Rittel & Weber, 1973).

The spillover effect of European Union integration has brought about the need for cooperation among member states in the European Union in the areas of immigration, asylum and immigrant integration. States historical perspective of the challenge is a challenge for peaceful transition of these policy areas associated with multi-level governance and the emblem of national sovereignty (Marks et al 1996; Guiraudon 2000) to Supranational EU with its lack of securitization policies. Key integration figures show that of the 20 million legally resident third country nationals in the EU, which represents 4% of the entire EU population, only 54% are in paid employment, which means that a little more than half of TCN in the EU are in paid employment. This challenge is linked to the low educational and vocational skills level, which is put at 22% of European citizens against 43% of third country nationals. The conflicting direction of member states integration policies across the EU also means that universality is far from sight (Eurofound 2015). Best practices are highlighted and recommended in the EU Common Basic Principles CBP, issues of national preferences inhibit benchmarking of policies at the EU level.

Political debates on immigrants' integration have had their toll on academic theorizing on the discourse. Conceptual arbitrariness in the social science field of immigrants' relationship with the larger European societies has reached no form of resonance adduced to the possible explanation that many European scholars are trapped in their national histories (Lucasson, Feldman & Oltmer 2006, p. 7). Where assimilation and multiculturalism has dominated the political societal discourse and has motivated the advice for scientific discourse to avoid the two concepts because they have the tendency to produce scientifically biased, unsatisfactory and unjustifiable interpretations (Lucasson 2006 p 16). Interplay between research/researchers and policy, politician and political debates and field implementation of policies has an impact on the perception of immigrants' integration in the social sciences. Boswell (2009) posits that

politicians adopt symbolic rather than in purposeful impacting policy options. Making use of research to *legitimize policy* by being seen to draw from expert knowledge and substantiating their options. Wimmer & Glick-Schiller (2002) describes as “methodological nationalism conceptual and theoretical approach and source citations influenced by the intense contact and interactions between researchers and policy makers. Scholten & Verbeek (2014) describes it as “scientification of politics” and “politicization of science leading to the increasing politicization of immigrant integration. The changing research environment as echoed by Nowotny et’al (2003) the multiplicity of opposing views on the challenge has also contributed to stagnate the challenge from insightful solutions. Other effects of the politicization of the challenge are that it has influenced European citizens’ perception of the target group and the lack of longitudinal policy visioning has made TCN well represented among the unemployed and socially excluded in the European Union.

### **Research Questions**

Following the identified problem statement above the following are the research questions addressed by this research, as NGOs have been described by scholars as agents of transformation, less bureaucratic, operate at lower cost and are more neutral than other actors in this field:

- a. Are non-governmental organizations interactions with the target group able to create pathways for their integration, providing legal avenues for immigrants to legitimize their stay in the European Union in view of member states’ attempts at shutting out irregular immigrants?
- b. Do NGO’s language and skills acquisition training programmes help immigrant mitigate the challenge of low skills and acquire the skills needed to compete favourably with European citizens in the labour market?
- c. Are the social/cultural interaction programmes of NGOs bringing about the behavioral changes needed to imbibe European values in the immigrants, foster the pulling down of stereotypes between immigrants and natives and improve understanding between groups?

- d. Are there avenues to validate the impact of the projects carried out by the NGOs, indicators that show the success of the impact of the projects on the immigrant integration process?
- e. In view of NGOs wealth of knowledge, initiatives and experience that they have brought into the integration of third country nationals can they have some recognition in the policy making sphere?

### **Research Hypothesis**

Available statistics about the demographic challenges in the European Union and the low skill and unemployment challenges of the third country nationals, knowing that well integrated immigrants can enrich the EU if integration is well structured and focused, the research raises the following hypothesis:

- In view of the declining population in the European Union and the resulting labour vacancies third country nationals represented among the unemployed, will continue to attract integration measures that will bring them closer to the required tools for filling up vacancies because of the declining population.
- Member states regardless of strict immigration policy designed as a political rhetoric to support restrictive policy on immigration and integration of TCN will develop methods shielded from the public to get the target group to fill up vacant positions, occasioned by a declining population.
- The evidence of bridging economic gaps because of intervention measures by the NGOs, will prepare the ground for better policy harmonization platforms between the NGOs and the member states government.
- Evidence of practical results because of measures put in place by NGOs to integrate the target group can become adoptable patterns for integration of the target group across member states.

- The combination of less bureaucratic structure, dependence on altruism and the use of volunteers, which make NGOs less expensive integration actor, will bring about an institutionalization of NGOs as the pathfinders for integration of immigrants.

### **Research Objectives**

NGO Scholars (Tvedt 2001, Korten 2000; Lewis 2007) have emphasized the potential role of NGOs as agents of transformation, in the society. The complexities of immigrant's integration have been a challenge for member states in the European Union, the objectives of this research is therefore:

- a. To prove that social interaction of NGOs with immigrant populations are creating avenues for their social economic integration in Europe. Being instrumental to the anti-discrimination laws in the Amsterdam Treaty of the European Union, NGOs are able to find pathways to help immigrants, within the ambience of the law to legalize their stay, for those with legitimacy challenge in the EU member state
- b. NGOs language and skills programmes are designed in such a way that immigrants are able to acquire skills to compete favourably with EU citizens in the labour market and to communicate freely in the society they live.
- c. Social cultural integration programmes by NGOs bring together immigrants and natives, and personal experiences together are capable of pulling down stereotypes that hinder understanding and helping immigrants imbibe the needed social cultural norms in typical European societies.
- d. Indicators created in project design help to validate results of programmes and NGOs own follow-up on progress of immigrants after the projects terminate. A more permanent structure for validation of results is needed and recommended.
- e. There does not seem to be an acknowledged vacancy in the policy-making domain that can be filled by NGOs though international agencies contribute to policy, and the impact of NGO's integration measures can inspire the development of policy. Interaction



between policy makers can lead to a combined initiative of policies between the various actors that will depend greatly on the government's position.

### **Research Scope**

Policies for integration of non-EU nationals are evolving rapidly and in contradictory directions in the EU and benchmarking integration are new buzzwords in policy-making Carrera (2008). Therefore, the need to look at best practices among member states and recommend adaption to other national context cannot be overlooked. This gives relevance to this research, a comparative study of two cities Budapest-Hungary and Munich-Bavaria-Germany of two European Union member states. It investigates the role of NGOs in these two cities in mitigating the integration challenge. The research focuses exclusively on the NGOs the way they perceive their relationship with government, agencies and institutions of the EU and the level of established trust between the NGOs and the government agencies, how this relationship influences the integration measures, as well as immigrants and the NGO's relationship. Staff representative of the NGOs working in these two cities is the focus of the interview and the selection of NGOs is based on the perceived impact they have in the integration of the target group. Immigrants are also targeted in a survey meant to analyze areas where they seek help from NGOs and to find out how they perceive the NGOs intervention in their integration process. Respondents are mostly first-generation immigrants in Europe to investigate the channels they explore to meet their integration needs, respondents are adults regardless of gender.

### **Limitations of the Research**

This research succeeded in its goal to show the impact of one of the actors in integration of third country nationals however, the research has some limitations, which relates with the population interviewed. The research interviewed 10 representatives of NGOs 2 representatives of migration/asylum/refugee agencies, and an online survey of 123 immigrants and some semi-structured interviews with immigrants. A higher number of organizational representative would

have revealed other measures or channels of integration not captured by the present population though the online survey gave an insight to other integration channels, investigative interviews would reveal more of the challenges and outcomes of the measures put in place to check challenges. Also hearing the side of institutional actors and political actors would have broadened the findings, but it would have compromised the desire to narrow the field of actors.

### **Summarised Conclusions**

The steps taken in this research were intended to show conceptual perspectives of actors in the discourse and how their action or inaction has affected negatively the integration of TCN in Europe. Perception has made it a lingering challenge with solutions seeming distant in the EU spanning decades, earning migration and integration the title of a ‘wicked problem’ (Ritel & Weber 1973) making immigrants some of the most vulnerable groups in the EU. The identified challenges are issues of temporary perception of admittance of the target group, historical challenges of resolutions of the world wars in Europe and the impact on borders and ethnic populations. Other aspects are the hidden agenda in national policies of MS (Castle 2004), migrations and integration resides in securitized policy jurisdiction of high politics related to sovereignty & national security, therefore a highly politicized issue bringing about debates that fuses themes of emotions. Scholar’s perception were also influenced classified as ‘methodological nationalism’, (Wimmer & Glick Schiller 2002), ‘scientification of politics and politicization of science’ (Scholten and Veebeek 2014). Finally the way politicians make use of policy, for purposeful action and purposeful inaction (Anderson 1994) the fact that politicians usually have two sets of goals, political goal and a policy goal all these has stagnated solutions to the problem.

This study therefore focus on the interventions of the contested third tier of governance the NGOs in the integration of the target group. In view of their historical relevance in Europe and particularly in the two case study countries. The welfare organizations in Germany during the recruitment of ‘Guest workers’ “Gastarbeiter,” in the 1960s and , Kuti (1996) asserts that Hungary had traditionally made use of NGOs in mitigating societal challenges dating back to the Middle Ages and reaching into the nineteenth and twentieth centuries with their organizational

role which made communist regime tolerable. The research investigated their intervention in the present challenge and revealed how commitment, less interest laden, more compassionate view of handling third country nationals, which seem contrary to governments tough policies against irregular migrants that has influenced negatively in the settlement of the target group. In addition, NGOs seeming neutrality and avoidance of contestations in addressing issues, at lower cost less bureaucratic and their commitment to fostering social cohesion has affected positively in mitigating the challenge. The testimonies of changes in the lives of immigrants as documented in this research is a pointer to this, with interaction between NGOs and third country nationals improving skills and language training creating employment opportunities and the interactive social programmes breaking stereotypes through volunteerism between host communities and the immigrant populations social cohesion is achieved. The findings in this research can conclude that NGOs are the platform by which a European identity can be fostered among the immigrants. Such engagements douse the political and media rhetoric that can be depressing for immigrants and foster a commitment to succeed in the goals set for immigrant's integration.

### **Contribution of the Research to the Challenge of Integrating Immigrants in Europe**

This research by way of its contribution is the theoretical fusing together as a whole the challenges spanning across actors, of integrating the target group over the decades in the EU. Bringing together discussions on the challenges into a single research perspective. It has also singled out one actor NGOs as paving the way for present and future integration of the target group with proof of their present integration measures as making a difference in the perennial challenge.

Regardless of the connotative perceptive description of integration as descriptive of a format for other-ing immigrants, discriminatory, because it connotes a form of medicine that immigrants must take before they become a part of the society (Murphy 2013). Immigrants see integration measures by NGOs as equipping them with the required tools for accessing the basic requirement to enable them become part of the society and improve their living standards.

Lewis (2010) has theoretically named components of NGOs as partner, catalyst and implementer. The research observation of the various ways NGOs activities are bringing about

new skills language and vocational, adapting to new cultural environment through interaction with members of the host community, participating in social cultural programmes designed by the NGOs making immigrants adapt to the society. These activities speak of the adaptive role of the NGOs this research therefore proposed additional component of NGOs as adaptor adding to the components list.

### **Further Research**

There are limited issues that can be covered in a Phd research in a broad field like integration of third country nationals, which has inter-related links to diverse issues of migration, migrant remittances, nations and nationalism, citizenship/naturalization cohesive society and social inclusion. However further studies, which may require immediate attention, as follow up from the research will be:

- Studies on the way immigrant groups are adjusting to one another in Germany for example, with the national integration plan intended to admit more third country nationals into the country's administration. To investigate if administrators of immigrant descent adhere to rules of engagement as against ethnic/tribal nepotism as the driver for performance of their duties which will impact negative on the administration system and the measures put in place to check this.
- In view of emigrating Hungarians to other western societies it has become imperative to investigate the actual admittances of the government authorities of migrants/refugees and their integration measures shielded from public view, not supportive of the political rhetoric on migration which primary aim was to win the elections.
- The actual social cultural dimensions fueling risky irregular migration through deserts and the Mediterranean towards Europe and the role of transnational networks in the place of human trafficking
- The place of Migrants Remittances in Motivating Irregular Migration

### Own Publications in the Field of the Research

Title	Type	Language	Journal, serial Number of the journal and Year of Appearance
The shoppers: Venue Shopping, Asylum Shopping. A Resolution in EURODAC?	Research Paper	English language	In (Eds) Hendrik, H. et al. CEE eDEM and E-G ov. Books @ocg.at. Conference Proceedings. May 2018
Historical Perspectives of African Nationalism with Focus on Nigeria.	Research Paper	English Language	. Polgarii Szemle (Civic Review) <a href="https://polgariszemle.hu/aktualis-szam">https://polgariszemle.hu/aktualis-szam</a> . December 2017
The 'Living' Need for the Regulation of the Refugee Status	Research Paper	English Language	(Pjiel) Pecs Journal of International Law, <a href="http://ceere.eu/pjiel/?p=264">http://ceere.eu/pjiel/?p=264</a> 2017 July
E- Governance and the Nigerian Tax administrative System.	Research Paper	English Language	In (Eds) Hendrik, H. et al. CEE eDEM and E-G ov. Books @ocg.at. Conference Proceedings. May 2018
The Dark-Side of Migration Remittances and Development: The case of Edo sex trade in Europe.	Research Paper	English Language	PJIEL Pecs Journal of International Law <a href="http://ceere.eu/pjiel/wp-content/uploads/2016/06/15_PJIEL201601_PJIEL201601.pdf">http://ceere.eu/pjiel/wp-content/uploads/2016/06/15_PJIEL201601_PJIEL201601.pdf</a>
Sustainable Development: A Comparative analysis of Sustainable development efforts of Hungary, Iraq and Nigeria.	Research Paper	English Language	Actual problems of international relations, Ukraine.
The role of transparency, E-governance and freedom	Research Paper	English Language	In (Eds) Hendrik, H. et al. CEE eDEM and E-G ov. Books @ocg.at. Conference Proceedings. May 2016

of information in the anti- corruption crusade in Nigeria.			
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<b>International Trainings, Workshops Conference and Awards</b>	<b>Year</b>	<b>Location</b>
Labour as a Unifying factor in the integration of third country nationals @PNET	December 2014	Budapest
Transnational Activities of Nigerians in the UK. IMISCOE	25-27 June 2015	Geneva
The role of Transparency E-governance and freedom of Information in the anti-corruption crusade in Nigeria	3-4 May 2016 CEEDEM GOV-DAYS (Won two best paper Awards in the conference. The best EMPIRICAL PAPER AWARD and The BEST AUDIENCE PAPER AWARD	Budapest
The Dark side of migration remittance and development; The case of Edo Sex trade in Europe	June 2016	Budapest
Management of Internal Displacement in Nigeria	June 2015	Budapest
Deconstructing stereotyped single story through sports:	CEU Budapest <a href="http://www.fair-play.info/fileadmin/mediapool/pdf/spin/ESPIN-">http://www.fair-play.info/fileadmin/mediapool/pdf/spin/ESPIN-</a>	November 2016

<p>Member of panel session Europe and the refugee crisis ; What role sports organization play in the integration of newly arrived refugees and migrants</p>	<p>Budapest_SCREEN_final.pdf</p>	
<p>IMISCOE IMITIE SYMPOSIUM Transnational Mechanisms in the step by step Migration Route of Indigenous Edo People(s): On the road to Europe</p>	<p>ERASMUS University Rotterdam</p>	<p>2017: November</p>

## Curriculum Vitae

CATHERINE ENOREDIA ODORIGE (NEE ERHABOR)



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### On-going: 2014-2018

PhD candidate; National University of Public service Budapest, Hungary.

Doctoral School of Public Administration Sciences

Research Field – Public Administration in International and European context. Migration and Integration of Third Country Nationals in Europe

### Qualifications:

Certificate in International Public Service

Master's in Public Administration (MPA)

Bachelor of Arts Degree in Theatre Arts

Diploma in Mass Communication

Diploma in Public Relations (BEECS)

Diploma in Administration (ASCON)

### Studies

2015

Academy of Diplomacy, National University of Public Service. Budapest

2011

Diploma in Public Relations Business Education Examinations Council. Nigeria

2010

Diploma, Administrative Staff College of Nigeria (ASCON)

### 2001-2004

Master Degree in Public Administration

Department of political Science/Public Administration

Faculty of Social Science, University of Benin, Benin City, Nigeria

### 1994-1997



Bachelor of Arts Degree in Theatre Arts;  
Department of Theatre Arts, Faculty of Arts, University of Benin,  
Benin City, Nigeria.

1990-1992

National Diploma in Mass Communication; Department of Mass Communication, School of  
Business Studies,  
Federal Polytechnic, Auchi, Nigeria

## **Work Experiences**

**2016-17**

### **Volunteering: Migrants Help Association**

#### **Responsibilities:**

Inter-cultural Adaptation among migrants, raising awareness for focus and commitment to  
integration programmes and trainings.

Interviewing and Recommending Suitable migrants for Training(s)

**2013-2014**

**Volunteer Administrator** Mahatma Gandhi Human Right Association Budapest, Hungary

#### **Responsibilities:**

- \* Recruited, Trained and Supervised Volunteers
- \* Initiated Human right programs
- \* Drafted and Evaluated reports

**2004-2010**

Human Resource/Administrative Officer,  
Afrika-Azsia Forum Association, Budapest, Hungary.

#### **Responsibilities:**

- \* Recruited and Trained Volunteers.
- \* Communicated and Networked with Private/Public Institutions and Partners.
- \* Edited and published the *Refugee Forum* sponsored by the European Union for the integration  
of Migrants/Refugees.
- \* Generated funds from Local/ International Sponsors and Internal Sources
- \* Directed Rights Advocacy through Representations, Reports, Counselling and visits to refugee  
camps and detention centres supported by the UNHCR and the Hungarian Ministry of Interior.
- \* Organized annual Cultural International Festivals, Exhibitions and Programs.
- \* Coordinated and Analysed Projects - Budgeting, Evaluation, Implementation, Monitoring.
- \* Researched and Reviewed Laws, Policies and Developments

**2000-2004**

Human Resource Manager/General Service Staff,  
Edo State Council of Arts and Culture, Benin City-Nigeria.

**Responsibilities:**

- \* Recruited staff, actors and other artistes
- \* Supervised duties of departments
- \* Raised funds for events on charity and orientation programs
- \* Networked with related government and private bodies
- \* Organized conferences, workshops and trainings

**1983**

Administrative Assistant, Petroleum Purchasing and Marketing Corporation, a subsidiary of Nigeria National Petroleum Corporation, Benin Depot, Nigeria.

**\* Responsibilities:**

- \* Kept Staff records
- \* Managed Database
- \* Recorded minutes of meetings
- \* Expanded Market Research

**Professional Membership:**

National Association of Nigerian Theatre Arts Practitioners (NANTAP)  
Nigerian Institute for Public Relations (NIPR)

**Member IMISCOE PhD Network****Language Skills:**

English - Native and Professional Working Proficiency.

Ika - Mother tongue

Hungarian - Intermediate Level

Others – Yoruba, Ibo, Edo

**Skills and Expertise:**

- \* Research /data analysis
- \* Human Resource Management
- \* Publicity and Public relations
- \* Fund raising, Budgeting, Billing and Documentation
- \* Events Organisation.
- \* Humanitarian and Human rights Advocacy
- \* Strong Organizational Development and Strategic Planning with analytical, problem-solving skills and attention to details.
- \* Excellent communication skills with sensitivity to cultural communication differences.
- \* Non-profits, Community Development and Outreach
- \* Microsoft Word, Power Point, Microsoft Excel

**Conferences**

IMISCOE Annual Conference

EASO- Annual Conference and interaction with Civil Society and the Academia

FRA

ESPIN; European Sports Inclusion Network