Kaunas University of Technology

Faculty of Social Sciences, Arts and Humanities

Cooperation between Public and Non-Governmental Organizations in Refugee Crisis Management in Lithuania and Germany

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Summary

In the last decade, the European Union has faced a few refugees' crises and back in 2015 Germany was one of the countries that has implemented welcoming culture and citizens of the country heard the phrase *"Wir schafen das!"* The situation in mid-2015 was getting out of control and the federal governments and local municipalities tried to include other sectors in assisting with the crisis. Lithuania in the meanwhile only welcomed the agreed number of individuals and had to learn how to cope with such crisis and create a crisis management mechanism. This thesis will analyse the tools and actions of public sector and non-governmental organisation sectoral cooperation during refugee crisis in Lithuania and Germany. The continuous policy making, and practices has shown, that cooperation between public sector and non-governmental organizations during refugee crisis management brings effective and more efficient solutions. The paper is divided in three main parts and the first one is the theoretical background of non-governmental organization and public sector cooperation in crisis management, the second one focuses on policies of refugee crisis management in the European Union and the last part is the comparative content analysis of cooperation between public sector and non-governmental organizations in refugee crisis management.

Santrauka

Per pastarąjį dešimtmetį Europos Sąjunga susidūrė su ne viena pabėgėlių krize. Dar 2015 Vokietija buvo viena iš šalių, įgyvendinusių *"svetingumo kultūrą"*, o šalies piliečiai girdėjo frazę "Wir schafen das!". 2015 m. viduryje situacija tapo nekontroliuojama, todėl federalinės vyriausybės ir vietos savivaldybės bandė įtraukti kitus sektorius į pagalbą sprendžiant krizę. Tuo tarpu Lietuva priėmė tik sutartą asmenų skaičių ir turėjo išmokti, kaip susidoroti su tokia krize ir sukurti krizės valdymo mechanizmus. Šiame darbe bus analizuojamos viešojo sektoriaus ir nevyriausybinių organizacijų sektorių bendradarbiavimo priemonės ir veiksmai pabėgėlių krizės metu Lietuvoje ir Vokietijoje. Nuolatinis politikos formavimas ir praktika parodė, kad viešojo sektoriaus ir nevyriausybinių organizacijų bendradarbiavimas pabėgėlių krizių valdymo metu duoda efektyvius ir veiksmingesnius sprendimus. Straipsnis suskirstytas į tris pagrindines dalis: pirmojoje dalyje pristatomi nevyriausybinių organizacijų ir viešojo sektoriaus bendradarbiavimo valdant krizes teoriniai pagrindai, antrojoje - dėmesys pabėgėlių krizių valdymo politikai Europos Sąjungoje, o trečiojoje dalyje atliekama viešojo sektoriaus ir nevyriausybinių organizacijų bendradarbiavimo valdant pabėgėlių krizes turinio lyginamoji analizė.

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Abbreviations:

NGO – Non-Governmental Organization

EU – the European Union

EUAA- The European Union Agency for Asylum

UNHCR - United Nations High Commissioner for Refugees

IRO – International Refugee Organization

FRA- European Union Agency for Fundamental Rights

EASO – European Union Agency for Asylum

CPU – Civil Protection Unit

Introduction

The relevance of the research: The European Union states and emphasizes that the organizations' core values are human dignity and human rights, hence member states try to follow these principles withing the policies they create and adhere to. During the last decades, all the countries that are members of the European Union, have tried and are continuously working on policy packages, determine agreements and embrace the cultural differences. As one of the most important treaties during the history of the European Union was the Maastricht treaty and it interpreted foreign policies among the member states and gave recommendations on their internal policies. Nonetheless, global events, international and regional conflicts have influenced legislation in the EU and the union has faced challenges in migration and had to cope with numerous refugee crisis which until now have continuous effects. Such crises have repeated itself and affected each member state individually and collectively, yet the until now the policies and juristically projects are still ongoing and has not determined an efficient and flexible integration process or application procedure. For all that, these practices have created a closer and more efficient cooperation between public institutions and non-governmental organizations. Previous research and practices have shown that public institutions are not fully prepared and efficient to manage such crisis on their own, so the cooperation between other sectors is essential. Particularly in this refugee crisis, which is complex and involves different mechanisms, the acts and coactions between public institutions and non-governmental organizations have shown new paths and practices. As the experience in different EU member states has shown, that this social issue has been rapidly growing and requires systematic solution and involvement from different sectors and administrations. According to United Nations High Commissioner for Refugees (UNHCR) European countries has implemented support and granted to more than 250,000 individuals protection to have a refugee or an asylum status. This research will focus on the actions and processes of refugee crisis management in the European Union, particularly Lithuania and Germany. In the course of the analysis, it is stated that all the countries that are facing the issue of refugee crisis do have different strategies and tools to cope with it. The past few refugee migrations to Europe have determined and made impact on migration policies and scenarios that can be followed during such crisis. During the years few the most important milestones were integrated political crisis response, establishment of new EU Asylum Agency, continuously updating asylum application procedures and following Dublin Regulation that regulates the acts and regulations of a country in terms of asylum seeker procedure. The Union is aiming to proceed with support for member states in terms of asylum seekers and refugee integration with the background that most of the countries do not have the necessary experience. In response to these policies and scenarios, collective action theory would be a groundwork and core of these processes. All the civil society organizations, for example political organizations, voluntary associations or interest organizations do have an important part such as mediator between the citizens and the public institutions in the crisis management. Importantly, without all these aggregations, civic and institutional engagement would not work (Pfaff, Valdez, 2010).

As presented, Germany is one of the countries that this research will focus on, and it is also one of the countries that has been involved and has provided extensive amount of assistance in terms of integration, social assistance, and status protection. The country has faced two major refugee crises back in 2015 and 2018 where high number of people were fleeing from Middle East due to terrorism and war conflicts. Attina (2016), King (2012) and Crawley and Skleparis (2017) tried to explain the definitions of migration and the distinct types of migrant groups. Additionally, Dabbagh (2020)

mentioned that there has been a complex political and social communication between institutions and organizations, that at that time governments were not fully or not prepared at all for such scenarios and procedures. Additionally, the whole society engages in close upon all aspects, and this can be viewed within different perspectives and statements. Within her theories, Mayda (2004) and Liebig (2016) indicated, that such processes in the society have long term consequences and creates a few risk factors such as economic and non-economic.

In the meanwhile, Lithuania only recently has experienced several risk factors due to refugee crisis and the Geneva Convention has obliged the country to implement immigration and refugee policies. In the past few years there has been illegal migrations from Belarus and requests from asylum seekers since beginning of 2022 from Ukraine. According to Zibas (2013) Lithuania's 'administrative institutions and different society groups were not fully prepared or not well informed about the immigration processes. Both countries had their own tools and mechanisms for better integration, nevertheless cooperation with different sectors reduced the number of risks and provided necessary assistance. Lalonde and Roux-Dufort (2013) stated that involvement of non-governmental organizations (further NGO) had positive results and was widely used as one of the tools in terms of crisis management mechanism. Comparing these two economically different countries is a way to emphasize the differences in the policies that public institutions follow and how different can cooperation between different sectors can be. At the same time to find similarities and to see the if there are similar aspects and models in terms of non-governmental organizations and public institutions.

The problem of the thesis: what model of cooperation between the public sector and non-governmental during crisis management is dominating in Lithuania and Germany?

The aim of the research: is to distinguish and compare the dominating model of cooperation between the public sector and non-governmental organizations of crisis management in Lithuania and Germany.

Research objectives:

1. To present an academic literature review on cooperation between the two sectors of crisis management in Lithuania and Germany

2. To analyze the development of policies and sectoral cooperation on the refugee crisis in the EU, Lithuania, and Germany

3. To identify and compare the dominating models of refugee crisis management in cooperation with the non-governmental sector in Lithuania and Germany

Research methods: in the thesis scientific literature analysis, content analysis and legislative document analysis, that are related to Lithuania and Germany will be conducted. Scientific literature analysis allowed to have an overview of the refugee and asylum seeker policy in the European Union, Lithuania, and Germany. The content analysis was essential to present the perspective and position of the media on how the refugee crisis was overseen in Lithuania and Germany. The data is used in both Lithuanian and German languages. Additionally, the legal framework analysis will be done to examine the differences and tools that are used in the European union and to present how different it is in Lithuania and Germany.

Structure of the thesis: consists of three main parts. The first part is theoretical background and literature review of the crisis management and illegal migration in Europe. Furthermore, there is an overview of the public and non-governmental sector collaboration in terms of crisis management. In the second part there is the country comparison analysis in relation to what type of mechanisms and tools are used to cope with refugee crisis and how the non-governmental organizations are involved. The third part is the comparative content analysis of Lithuania and Germany. The data that is selected is online newspapers from Lithuania and Germany and analysed in their official Lithuanian and German languages.

1. Literature review of NGOs and Public Sector cooperation in crisis management

The process of migration and definition gaining a refugee status is a quite more an obscure phenomenon, which incorporates different processes and policies. Different sectors are involved and are coating with each other, so to have a wider overview and understanding the theoretical aspects is essential. To begin with, researchers and scientists stated that there are several migration theories such as non-economic and economic, that they can be forced or voluntary basis. These chapters will present the criteria for these theories and have an overview of the reasons of migration and how it can be categorized. Additionally, it will be compared how these theories connect with each other and are differences influence governmental institutions and non-governmental organizations actions. This first part of the thesis will provide a synopsis of what kind of tools and mechanisms governments are using in relation with crisis management and if they were fully prepared for the refugee crisis in the past. More importantly, a review from theoretical perspective, what role does non-governmental organizations have in the refugee crisis management. In the first part of the thesis different migration theories will be presented, together with the definition of what is an asylum seeker and how these individuals gain a refugee status. Furthermore, an outline of tools and mechanisms that governments, particularly in the ones that take in place in the European Union during a crisis and what kind of management strategies they have developed during the years. Last chapter will study involvement of non-governmental organizations and their importance in relation to the refugee crisis management.

1.1. Concept and approach of refugee crisis management in public policy context

Migration as a process is one of those subjects that had continuous research and developed contrasting theories. Starting with this section, few migration theories will be presented, including what kind of types of migration does exist and combination of these models. The determination of what is a difference between a refugee and an asylum seeker and the motives of diverse types of migration.

A key aspect of understanding the migration process is to determine specific details to the phenomena. Kumpikaite and Zickute (2012) analyzed, that there are different migration theories, and it is almost impossible to dissect or analyze them separately. Both authors state that there is also a lack of a model, which could explain and integrate all the migration theories, thus it makes the whole analysis process more complicated. Nevertheless, one of the most important and widely explained theory is recognized as neoclassical migration theory which presents the idea that the whole migration process starts with wage difference and people are looking for better job opportunities and getting higher salaries. As the authors explain, the main aspect of this theoretical approach is that individuals voluntarily choose the possibility to leave their home country to find new opportunities and live increase their wealth. In a more detail and quite a similar view of migration theories was presented by King (2012) who points out that migration is one of the human nature processes that has been considered as a need for centuries and through the history it was recognized as one of the options to find new living opportunities. Furthermore, these actions can be done due to assorted reasons – looking for better essential resources and that the current living conditions to not meet the necessary needs. All these actions can be identified as international migration, where individuals need to cross borders or temporary migration where it means that people do leave their home countries but eventually return. Furthermore, Cohen (1996) and King (2002) have described few categories and types of migration such as permanent or regular and irregular, internal, or international and permanent and temporary migration types. Such immigration acts were considered as a new opportunity for the hosting countries and importantly, economically stronger and developed countries, have realized that these

individuals who are looking for better opportunities, can be attracted with scholarships, sponsorships, and attractive employment packages, added grants and other support programs As it can be seen, migration theories can have a negative and positive approach with also economically positive results to the hosting country or negative one for the home country of an individual. Liebig (2016) who has described and analyzed migration theories, has presented few explanations about migration theories, which can a different point of view in terms of the economical migration. According to the author, there are micro economical and macroeconomically reasons why migration is happening in the first place. Starting from the micro economical view there are few elements that can or could be one of the causes why do people decide to migrate. To begin with, it is believed, that human capital theory has also influence to that and that not only political or economic motivation can cause the need of migration. The need of having better life conditions or realization that the same job position can bring more income for the household trigger the need to move to another place for better opportunities. This theory is closely related to the rest of the factors such family migration and network migration when the decision is based not sorely for an individual purpose but for other family members, accordingly the knowledge that your close network as friends or close relatives have experience in migration, can encourage an individual to do similar. All the previously mentioned authors do have a similar opinion and point of view that individuals can migrate for economic reasons and for looking of newer and promising opportunities.

In addition to the economical migration reasons, Liebig (2016) has explained there is not only that and presented the "new migration theory" where movement motives are solely based on individual needs. Here can be said that this theoretical approach stands for more self-serving purpose, rather than when individuals considered better living opportunities for them and their families. Similarly, authors Kumpikaite and Zickute (2012) elaborated more on this point, stating that the main motives to migrate are related to quality of life, security, or climate. Here the rational expectation theory which was explained more by Alfred A. Haug several decades ago is closely related in matter of choosing the country with the most benefits or to reach the most personal goals. The specificness is that these types of migrants are high skilled, and the behind reason is pleasure and comfort. Hence, this theory is distinctive to the previously mentioned theories, which are more related to the need of migration for jobs or to have a more secure life. Likewise, new migration theory can also be explained from another perspective and combining motivation decision theory, which was explained by Sell and de Jong (1978). It says that there are four main aspects as motive, expectancy, availability, and incentive. The concept of all these aspects refers to possibility to emigrate, how much does the individual want to migrate and if it is related to personal goals, expectancy attributes to how much the migration possibility can happen, if it is possible to do and realistic. Lastly, incentive is related to persons goals and if they do fully motivate to go ahead with the migration process.

In the beginning the chapter mentioned the emphasized the micro-economical background and reason for migration, so moving on to the macroeconomically aspects of the migration reasons, a neo-classical macroeconomic migration theory has been analyzed the phenomena of the unqualified workforce migration. As it was explained, one of the main reasons was the need to have better working conditions and here the maximizing the wealth and increasing family income was the priority or only individual needs to proceed with a better pay without having high qualifications. Furthermore, in addition to this there has been an explanation to the quite an opposite behavior, where the countries governments and organizations do check the need of high skilled employees and encourage this type of emigration flow (Liebig, 2016).
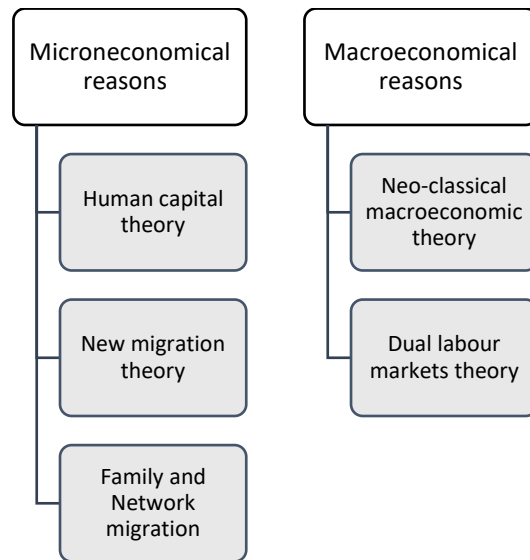
Fig. 1 Migration theories based on economical motivation. Created by the author, according to Liebig (2016).

As it was declared, there is a greater amount if theories that can be presented and analyzed in combination with new theories, and so forth creating a migration theory model would show the development on the theories and how they affect each other. So that according to Liebing (2016) and Kumpikaite and Zickute (2012) all the mentioned theories can be summarized in a hybrid model which includes micro and macro-economic reasons which are presented in Table 1.

Table 1. Comparison of theoretical approaches by Kumpikaite and Zickute (2012), Liebing (2016) and Sell and de Jong (1978).

Kumpikaite and Zickute (2012)	Liebing (2016)	Sell and de Jong (1978)
Motives for migration are security, lifestyle, and climate	Micro and macro-economic reasons for migration	Main aspects are motive, expectancy, availability, and incentive
Neoclassical migration theory	"New migration theory"	

As it was seen from the three authors Kumpikaite and Zickute (2012), Liebing (2016) and sell and Jong (1978) migration theories complements each other addition a new feature to the reasons of migration or elaborating more on a specific aspect. Through the human history there are various large migration waves that are marked in the historical timeline and however not of all those migration waves were voluntary based or only for better economic reasons and conditions. Looking at the most recent one back in 2015 and 2016, millions of individuals from Middle East countries have been forced to migration and requested asylum or gained a refugee status. There have been few main countries which became a shelter or an exit from terror and traumatizing events such as Germany, Italy, and Sweden. This phenomenon was quite new to the governments and had none or limited knowledge how to oversee such crisis (Nolte, 2019). These actions had a forced and non-voluntary migration aspect and was a new opportunity to develop research and find what kind of theories can explain and predict peoples' actions. The comprehension of all the systematic reasons of why the migration crisis started in the first place, is the crisis in Syria which has been already happening for a certain number of years. Along with plentiful conflicts and terrorism in the region like Afghanistan and Iraq has also forced people to ran away. A high number of individuals tried to flee to neighbor countries due to cultural similarities, however thousands of people ended up in the European Union.

The Universal Declaration of Human Rights allowed these masses to seek asylum and get refugee status (Papuc, 2017). This declaration indicates the definition of a refugee, and it explains this status as "owing to well-founded fear of being persecuted for reasons of race, religion, nationality, membership of a particular social group or political opinion is outside the country, who not having a nationality and being outside the country of his former habitual residence as a result of such events, is unable, or owing to such fear, is unwilling to return to it". (The Office of the United Nations High Commissioner for Refugees, p.14,1951). Whittaker (2006) states that to have a refugee status there are certain criteria and situations must occur. For instance, to have an actual refugee status and invidual must cross the border of their own country, there must be fear and no possibility to come home due to threats and unsafety and lastly, the refugee will not be returned by force to the country where there will be direct threat to their safety and rights. In relation to the non-economic movement flees, in the past ten years the region had experienced several of these along with similar or the same reasons. Those were terrorism, violence or civil war that created insecure living conditions for the local people, which has forced them to leave their homeland. These processes have deeply affected the society from in every sector and individuals living in those countries. Correspondingly, long lasting global economic processes, rapidly growing difference between wealthier and poorer social class, add an added push to the forced migration (Attina, 2016). The author has named this type of migration as "mixed migration" since people started to migrate because of survival needs. This circumstantial process has created massive flows of migrants to the European Union and because there was an explicit need to create a faster process to approve their stays in different countries these people received a "refugee" status and a name. Crawley and Skleparis (2017) has emphasized the situation that definition and usage of refugee, and migrant is different due to the individuals experience and the process getting into the countries. Politicians and international organizations are trying to educate the society to make sure the difference is clear. What makes the process complicated is the astonishment of the legal frameworks, what kind of benefits these forced migrants or refugees can have or get. The information flow from the media can confuse or can be incorrectly interpreted to the hosting country society has controversial thoughts in terms of support. Before gaining a refugee status in any European country, it is important to emphasize the difference of asylum seekers and refugees. In more simplified definitions asylum seeker is a person who has departed from his home country and asking for hideout or protection in a foreign country. In these terms an individual is looking for a safer place and tries to settle. In the beginning the person goes through the application process, asks for the government to proceed with their request and tries to prove that they need this protection and assistance for their safety (Whittaker, 2006). Chin and Cortes (2015) accentuated the procedure that individuals who forcibly leave their home countries due to war, terrorism, or human right violations, firstly are called asylum seekers, whenever they start the procedure, application and shows the need to get a refugee status. After this whole process, a person can get an official refugee status which allows him to have international and governmental protection.

According to Bocqueho et.al. (2018), an added essential aspect to definition to a refugee is the fact that those individuals did not leave their home countries voluntarily. It is a forced migration and that means that these migrants to not share the same type of risks as the other migrants from different group type, not to mention the possible necessity of psychological consultation due to various traumatic experiences. Notably, the whole experience and processes during being away from their home countries can vary and can depend on the expectations and willingness to integrate and receive the possible support. However, the complex experiences in the past decade in Europe are not completely new and the United Nations together with International Refugee Organization (IRO) back

in the fifties endorsed a resolution necessary for refugees and individuals who were forced to flee and leave their residences. To this day all the member countries have supported the document to assure humanitarian, social and political assistance (Mayda, 2004). Moreover, the discharge of the European Union's policies in terms of migration policies and refugee status policies has been developed in incredibly positive way and shown exceeding improvement. One of the latest European migration agendas were presented back in 2015 and has been approved and continuously upgraded. Naturally, the massive, forced migration wave has created a political and economic crisis, which was widely discussed, and the governments at once started to look how to solve this.

The increasing numbers of forced migrants and asylum seekers has developed into a crisis in different countries and the governments had to begin to act. Looking at the recognition of the crisis management, it is important to say the main components in this process is to gain trust either from stakeholders, political alias, and different social groups. Being flexible and reliant is crucial, while the communication with the public and media channels will be smother. For example, this can help to supply information where to get support, raise awareness (Khodarahmi,2009). To interpretate these processes from theoretical perspective, according to Fink (1986) there are four stages of crisis life cycle: prodromal, crisis breakout, chronic and resolution. In the first stage shows that the potential risk can develop and emerge, second stage identifies triggering events with some already visible damage, the third shows first continuing events of a crisis and the last stage is the resolution where the issue is no longer visible or no longer concerning to the stakeholders.

Fig. 2 Fink crisis life cycle according to Fink (1986).

The following process of a crisis is also analyzed by Jaques (2007) who has stated that the crisis life cycle can be comprehensively determined in two main aspects: if a particular issue or a group of problems is not taken care of in time, they will involve more institutions and parts of society. The second aspect is that the long the issue exits or there are no actions towards it, it will mean that the costs of such crisis management will increase. In addition to this statement, it is mentioned that this crisis life cycle has an aspect that whenever any issues or problems in a crisis is being taken care of or a solution is found. This type of action is called linear. Particularly in the refugee crisis resolution stage may be only partially reached since the concerning stage for stakeholders has already happened or in addition to this a temporary solution has been found. Currently, the ongoing crisis with forced migrants is related to the war in Ukraine[1], which has influenced millions of people to leave their households by force.

In addition to the crisis management and cycle perspective, Dabbagh (2020) characterized the readiness theory, which states that institutions or administrative organs who are the most vulnerable

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[1] After a lot of tension and military structures between Russian and Ukrainian border, on 24th of February 2022 Russia has launched an invasion of Ukraine, involving military aggression against Ukraine and its civilians. https://www.consilium.europa.eu/en/policies/eu-response-ukraine-invasion/#how

or can be mostly exposed, should be prepared in terms of providing an according training for the responsible individuals, arrange procedures, prepare control and coordination tools and mechanisms. For these cases creating crisis management mechanisms requires time and various steps and stages, nevertheless there is also the need to collect relevant information, used cases. However, previous research has shown that the centralized policies or strategies do not necessarily match with the expectations or how the local mechanisms where planned (Eckhard et.al.,2020).

In this chapter several migration theories and reason for international movements were analysed. As it seen that refugees can be name forced migrants, but they have more threats and more complex situations to face. To conceptualize these thoughts, it can be said that there are economic (divided into micro and macro groups) and non-economic migrants (mainly forced or migrated due to civil war, terrorism, or war). High number of non-economic migrants entering foreign countries can cause migration crisis, since not all the countries are fully prepared for efficient integration or do not have capacity for that. Such aspects are partial reasons during a crisis cycle and that if they are not taken care of in time the issue can grow.

1.2. Public governance models in refugee crisis management

This part of the chapter will analyze what type of actions and tools public sector and governmental institutions do take during the refugee crisis management. There will be an overview of theories that explain the measurements that are taken by public institutions during crisis. Likewise, how they try to collaborate with other sectors, in this case, non-governmental organizations. Additionally, acts that have been developed and were used during the crisis of refugees and how public sector is viewed whenever constructing these steps will be presented.

Actions from the European Union and the member state governments have shown that even until now the policies for refugee crisis management, asylum seeker individuals and immigration policies are not fully development. There is a continuous discussion and implementations to improve the sectoral coaction, particularly public sector, and non-governmental organizations. To define public sector and what are the main characteristics of such institutions, it can be said that it combines national, local, or regional public institutions which belong to a state or a government. Within the institutions and the whole sector, there is system and structure of administrative mechanisms (Pratt, 2006). All publicly administrated and organized agencies or other organizations that manage administrate services that are delivered to the society, including non-governmental organizations, fall under public sector field. It is important to understand that in each member state country can have a different scheme, different institutions, and organizational units. In addition to previous categories of what public sector can combine, entities that are treated on an international level are also considered a part of public sector. So, all together these institutions can be categorized into core government, agencies, public enterprises, and public contractor (Pang, 2011). The figure 3 which is based on the Pang (2011) categorization and determination of types of governmental institutions, shows a visualized organization of possible administrational structure and the important detail in this graph is that there is a hierarchical aspect to it and each level reports and is lower between one another.

National level : core agencies

Regional level

Local level

Agencies, public enterprises, public contractors
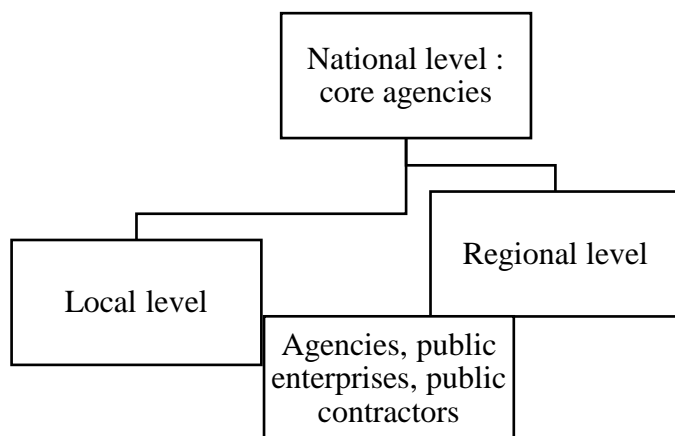
Fig.3 Levels and structure of public sector. Pang (2011)

In the past few decades, public institutions had to find new ways of managing different crisis and fast paced changes in the society. During a crisis management or dealing with any changes in the political context or overseeing administrational tasks, all the public institutions had to be more flexible, involve different communication channels and start to involve other sectors. This process and adjustments are referred as public governance and as close relations to the public administration perspective and theories. The approach of a government to solve any social problems or dealing with crisis must have broader approach, since there is directly involvement with civil society (including non-governmental organizations) but also private sector. Here the public governance transforms into another form of public governance called "good governance." Main characteristics of such public management is transparency, accountability, flexibility, cooperation, and efficiency (Petrauskiene, Petrelyte, 2014). According to Runya et al. (2015), the new public governance approach is based on democracy and that all the sectors such private sector, civil society and public institutions would communicate, cooperate in a democratic way. Additionally, in this type of management citizens do have more involvement and start to participate in decision making, accordingly as other sectors. This method essential for the non-governmental organizations hence that they become one of decision makers during any political process, including crisis management. Whenever there are different actors and components during crisis management, it was noticed that during any cooperation and search for a solution to problematic or social problem, the use of background knowledge from different sectors, resources that their capacities allow them to and political situation and authority. To deal with such large-scale crisis, such refugee crisis, it is important to use the coaction or cooperation government methods. The last refugee crisis has shown that such collaboration between different sectors can bring positive results and find more efficient solutions. Additionally, besides the resolutions for some of the ongoing issues, it has been seen that the collaborations decrease the division and fragmentation in the public institutions and creates solidarity between different stakeholders. As Siugzdiniene and Kirstukaite (2014) has explained, the collaborative government strategies help to find the problems and its solutions more easily. On top of that, it collects and shows different strategies and acts on a specific topic or problematic. It is believed that such administrational management can bring better results that whenever different sectors such public and non-governmental sector work separately. Ansell and Gash (2008) have described and presented such form of governance and collaboration

collective action and described it as a strategy created based on high number of failures from the governments while dealing and solving different crisis. In addition to Siugzdiene and Kirstukaite (2014) points about both organisations' improvement, it was said that there is also increase in knowledge about processes and actions in the problem solving collectively, not only from a separate point of view. However, the analysis of collective governance perspective and benefits can be seen only case by case, not as an action plan in general. There is a need to take different sectors and different sectoral coactions to see if the theory has been proved and showed positive results. All four authors add that there are different and numerous collective governance models, and they can be created using different spheres and industries. One of the exemplary models is presented by Ansell and Gash (2008) which has initial settings and conditions, institutional framework, management and leadership and coaction process between the different sectors. The core actions and characteristics of this model is that the variables that were mentioned are the foundation and main elements that change and adapt depending on the situation. The initial settings are related with trust that is supposed to based and one of the core values between the two different sectors, additionally, management and leadership including the institutional framework become assets and resources during the coaction and collaboration. As it was mentioned before, there are other collaborative governance models such as state-cantered or society-cantered models. Clarke (2016) has explained that these two models have similar path and characteristics, however the main and most important difference between them is that in the state-cantered model the main actor and the most responsibility is being handled by the public sector and governmental institutions, in the meanwhile, the society-cantered model the focus and main actors are civil society organisations, non-governmental organisations and citizens. In some cases, it can be private sector and business. Importantly, there can be cases that the public sector organisations will be the financial resource but will not interfere and still will not be the main actor in such model.

As earlier research and presented models has shown, all the theoretical determination for administrative and public organizations are based on structure, adaptation or creating stable tools and mechanisms. After the refugee crisis, the image of public sector has appeared more negative due to lack of experience in crisis management and adjusting policies quickly to changing environments. On the other hand, such experiences help the public structures to improve and update current laws and conducts. Even though there are not that many theories that can be implied particularly about the imagine of public sector during crisis management or it can be overseen, the expectancy disconfirmation theory, could be closer to explain the processes. As it is said, individuals do have expectations to certain public services that are provided by the country's governments, the theory states that these expectations can be either set or not (Nolte, 2019). Expectancy disconfirmation model can be explained as a phenomenon, as how the citizens and other sectors are satisfied with the acts and services of public sector. Satisfaction in this case is considered engagement and acts that are not necessarily relevant during election process. There are a few key elements to measure the satisfaction. Starting with what kind of expectations citizens and other sectors have, how these expectations are met and then what kind of contradictions do lead to or prevent from having higher satisfaction (Zhang, 2021). This interpretation differs from Christensen et al., (2016) who have stated that a theory that identifies and determines what kind of crisis management plan public institutions or a government should have does not exist. Importantly, the authors emphasize that if during the crisis the expectations of the public and the rest of the sectors are met, this means that the crisis management tools and mechanisms are working successfully. For all that, whenever these expectations the competences of public institutions and the civil society and public do not match, the issue during

crisis management grows. Hence, the success of crisis management is measured by the response of citizens towards the crisis itself. The bigger acceptance and satisfaction there is the more successful crisis management plan public institutions has presented. If the gap between these two factors is too big, there must be a mechanism of lowering expectations from different sectors and citizens or increasing capacities.

Correspondingly, since administrations and organizations need to manage and cope with obscure and complicated crisis and situations, as one of the mechanisms they start to increase capacities with different tools and steps. Such type of action, to implement different tools and mechanisms to adjust to the situation, is called latent hybridity (Fig.4). In addition to that, administrative organs follow the institutional logic and organizational behaviors, however, try to adapt. This hybrid mechanism assesses and take into consideration actions from other sectors like private businesses or non-governmental organizations. Such compound structures and behaviors from institutions are examples in social, health sectors including times in crisis (Eckhard, 2020). In contrast to the previous observations, it is said that it is harder to identify latent hybrid as a process during crisis management and in collaboration between two sectors and in addition to this, to control it. Here it is important to mention that the official administrational unit of a public sector has more formal organizational processes and models, however in reality the tools and actions sometimes can differ. What is striking, is that all these formal organizational processes can become more hybrid during the informal settlements and arrangements (Seibel, 2015).
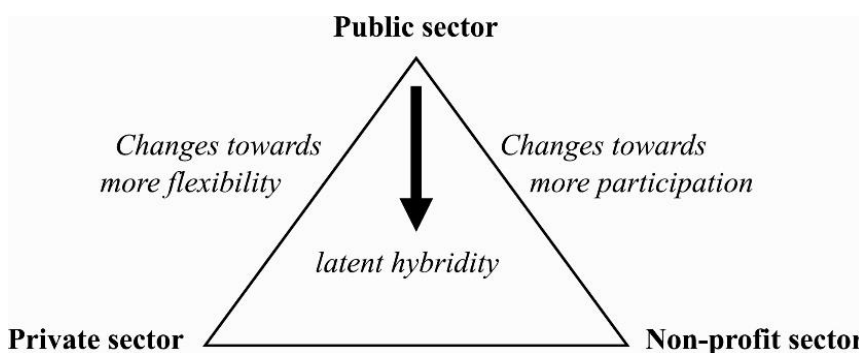
Fig. 4 Latent hybridity action in public sector during crisis. Eckhard et al.,2020

This interpretation leads to the fact that organizational theory-based acts of public institutions, can determine what mechanisms governments use during a crisis and how do they try to manage it. Importantly, before and during a crisis management political context is especially important and can determine what policies public sector will proceed with. Depending how uncertain and complex the crisis is, responsibilities and characteristics between different public sectoral institutions can vary. This shows that a high number of unpredictable aspects can also influence how successful is the crisis management and what will be the post crisis actions. In comparison, Schomaker and Bauer (2020), declared that whether is it necessary to continue and adapt recent changes during crisis or is it better to keep the structured and same path without any implementations of adjustments. They question that crisis is not the best time to proceed with any adjustments, however, the lack of flexibility during threats might also have negative consequences.

Furthermore, the acts during a crisis management of public sector should be either more desirable, involving the civil society and effective. During the past decades, the initiative that more non-governmental organizations would be involved in crucial processes or crisis is more and more

enviable. One of these theoretical approaches is called cross-sector collaboration. During the cooperation, both organizations come into realization that they can compensate each other, relate to their own problems, nonetheless not always solve the targeted problem, but simply create additional ones. This happens in two circumstances: whenever one sector cannot achieve the necessary goals without coating without another. Second occurrence can be whenever simply rushing into collaborations without checking if this type of cooperation would not work or it would be more beneficial not to collaborate for a specific issue (Bryson et al.,2006). Public and non-governmental started to proceed with crisis collaborations quite recently and most of the policies that are processed are new.

According to Hysing (2020), the term cross-sector collaboration is naming and explaining the idea of where most of the public policy programs and initiates are done in a joint effort with non-state stakeholders as for example non-governmental organizations. The core aspect of such partnerships is that non-governmental organizations are part of the mechanisms as consultant or just an adviser but takes over some tasks or engage in actions and becomes one of the decision makers. Most importantly, in these scenarios non-governmental organizations start having influence and political decision-making power. In a view of more a modernized public services and administrational tasks not only during crisis management, but this type of collaboration also allows to involve organizations which are closer to local communities and to better understand the needs. This also allows non-governmental organizations to be closer to policy and decision making (Newman et al., 2003).

In this chapter there was a review of the definition of public sector and what elements of which it does consists of. As few mentioned theories and models such collaborative action theory, there is no concrete or only one theory which could describe what kind of tools and mechanisms public sector is taking during the crisis management process. Additionally, measures those public institutions do take during crisis are how satisfied are the citizens towards the crisis management itself and how the government is overseeing it. Furthermore, the latent hybridity theories which describes that whenever public sector tries to increase the ability of crisis management, the other sectors need to adjust as well. As it was seen, administrative organs try to follow their own created structure, thus adding non-governmental organizations and business into the mechanism or using them as a tool.

1.3. Models and roles of NGOs during refugee crisis management

In this section the influence and role of the non-governmental organizations will be described and characterized. What is it meant to emphasize is the collaboration between the public sector and this part of civil society. The review will explain how public sector is trying to use non-governmental organizations as tools and to have a better approach towards refugee crisis.

According to Boivard and Loffler (2003), for a long term economic and social stability, the governments there needs to be a confirmed and well-developed strategy not only between different institutions, but also withing different sectors. This includes not only following what only what side or sector is requesting or needs help with, but also taking into consideration the other sectors need, capacities and their organizational structure. Commonly, non-governmental organizations are recognized and associated with a few actions: raising awareness, providing information trying to influence any policies for example with lobbying and one of the most important aspects – providing help or assistance for the individuals in need. On various occasions NGOs are involved and take initiative of different humanitarian issues, since follow the principles established by the United

Nations General Assembly. One of the crucial aspects on the organizations is that all the activities, assistance and help is based on voluntary basis as it will mentioned more in detailed are financed by public authorities (Uifalean, 2015). Non-governmental establishments are part of public sector and can be involved in all the social problems or movements. Often, term non-governmental organizations are shortened into NGO, and this is an international non-governmental organization it is called INGO. Another important aspect that often non-governmental organizations are called as associations or charities, even though it might have a similar purpose, but the definitions are different, and structures of the organizations can be distinctive (Lewis, 2010). In addition to the definition of non-governmental organizations, it is stated that the mechanism of NGOs can vary and be determined in different terms. This means they can be centralized or part of international organization, regional or in other terms more global authority. In Europe, in 1986 the European Council has officially prepared and confirmed a convention, which stated that NGOs are legally taken into consideration and will become essential advisors during policy making process. These aspects allowed NGOs to proceed with lobbying and gain more influence during political processes (Papuc, 2017).

Table 2. Characteristics of non-governmental organizations according to Lewis (2010, Papuc (2017) and Uifalean (2015).

Lewis (2010)	**Papuc (2017)**	**Uifalean (2015)**
NGOs are part of public sector	Can be centralized or part of an international organization	Involved in humanitarian issues, social problems and raising awareness
Nonetheless of having the same purpose, organizations such associations and charities can have different definitions and structure	Essential advisors during policy making process and allows them to get more influence	All activities are based on voluntary basis
		Trying to influence policies

Moving further, the process of non-governmental organizations taking part during crisis, or any political processes can be described by political infiltration. With the following statement it is meant that it can be forward and backward infiltration. Forward is the one where actions of civil society are initiated in the first place, there influence is seen in the political and economic processes. Backward infiltration happens when the governmental institutions do use non-governmental organizations as a tool or includes them in one of those processes. This politics of influence process does have beneficial aspects in sector collaboration, such as influencing stakeholders or crucial political actors in any of the process, providing information and raising awareness. In addition to this there is another aspect of the political infiltration which is called political substitution. These actions are dedicated for the non-governmental organizations or civil society to gain more power or replace main governmental or state functions to be done by non-governmental organizations. Lastly, there is politics of occupation and these mechanisms from civil society including non-governmental organizations are part of critical or particularly important decisions, including a crisis. Fig.4 shows how these mechanisms work and how the influence does work (Klein, Lee, 2019). Furthermore, Joniskiene et al. (2020), analyzed and provided the positive aspects of public and non-governmental sector collaboration. Starting with the fact that, both organizations exchange experiences, practices and learn professionalism or more flexibility. Moreover, collaboration between these sectors can have positive financial influence since

there might not be requirement to spend more financial funds. Finally, this partnership can bring more innovation and fast paced solutions during any political process or a crisis.
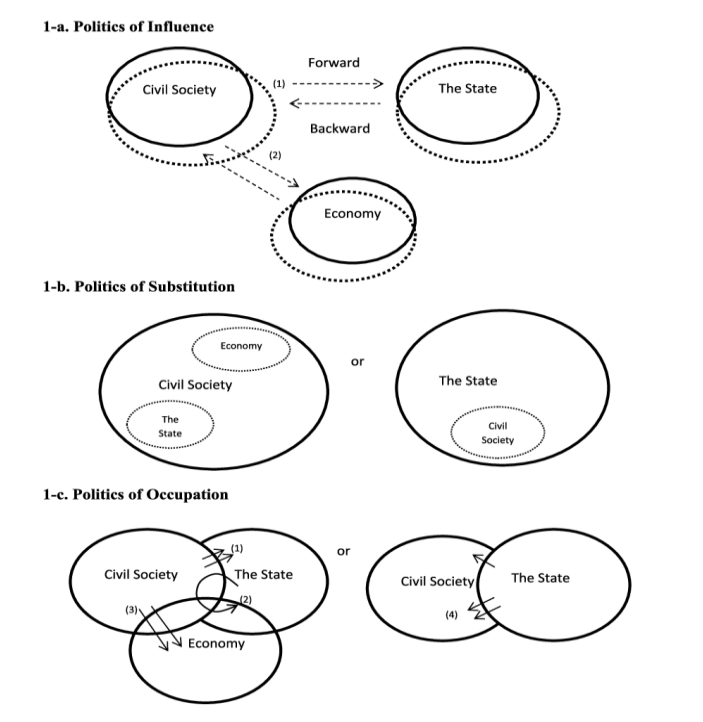
Fig. 5 Modes of political infiltration. Klein, Lee, 2019.

Correspondingly, in addition to the point that the cross-sector collaborations can bring up more expeditious results. These results would appear or can be recognized while involving with direct activities, administrating applications, and procedures. The idea that collaborations between two different sectors such as non-governmental and public sector has several aspects to it and consist of: used resources, the characteristics of the institution or organization, political factors or outside of the partnership factors that can influence the process and what kind of relationship the organizations have developed. These ideas were presented while creating non-governmental and public sector collaboration model called "The Bergen Model of Collaborative Functioning." This model and theoretical structure was done during research by Corbin and Mittlermark (2006). Both authors presented the theory and stated that there are three main aspects and actions in their presented results and models that can be implied during the collaboration withing non-governmental organizations and public sector. These steps are called input, thruput and output. All these element's merge and connect between each other and creates a cross-sector collaboration synergy. The first element input reposes the factors and details that create the actual partnership between the sectors. This includes all financials resources and common goals that both institutions have. The idea or an issue must encourage and influence both organizations to collab for the mission that is created. These elements of input include all the communication channels, skills, time management, financial resources. The second element that is part of the model is the thruput or as presented in the Fig. 6 the collaboration part, includes all the planning, steps how the goals will be achieved. This characteristic of the model can be influenced by outside factors, context, and the needs to solve the crisis or any other issue. The last element of the process is the outcome which means the result of the process and some of the results do not necessarily can be influenced the actual partnership or the interaction during the first two parts.
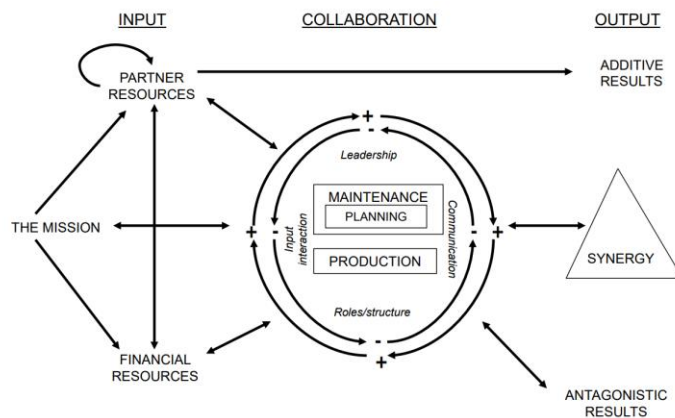
Fig.6 The Bergen Model or Collaborative Functioning. Corbin, Mittelmark (2008).

Similarly, to all the theoretical approaches mentioned before, Steijn et al. (2011) had comparable thought in terms of low costs during these cooperation whichever crates more efficiency. The authors had remarkably similar ideas and had a quite resembling opinion to addition that all these mentioned practices can lead to positive and influential results. Authors Simon and Bies (2007) share a number of key factors in relation to the previous statements, whereas they explain as cross-sectoral collaboration as non-governmental organizations collaborating, proceeding with partnerships, or advising with different sectors. Particularly in this situation it is in relation to governmental and non-governmental category. As an important aspect public sector and non-governmental organizations collaborations can be determined in an informal and legislative formal level. As it is stated in the research the management type with more collaborations with public and nonpublic sectors are considered one of the new ways during crisis management, the research area itself towards this is nonsufficient.

Moving on to another approach and model of actions of non-governmental organizations in relation with public sector it is important to mention the theory of four Cs analyzed by Najam (2000) where the collaboration is put in to four theoretical aspects. Primarily, it is the cooperation, then co-optation, complementarity, and confrontation. Cooperation in this model means that the non-governmental organizations and public institutions not only have the same goals and expectations but at the same time have similar or the same strategies to achieve these goals. These actions are based on strategical point of view and a similar but slightly bit different aspect is complementarity where public sector institutions and non-governmental organizations have the same intentions and aims in a certain process, but the tools or strategies to achieve it are different. Complementarity out of all the four parts of the model could be considered the most complex since it explains scenarios where the non-governmental organizations and governmental institutions exchange task or roles in a sense to complete each other for the required goal. In other terms they do have the same or similar tools to achieve the goal, but different strategies for it. Lastly, the confrontation as a fundamental means when neither the aims or approaches are the same in terms of achieving a goal or during any process or crisis. Additionally, in the Fig.7 each principle is categorized into similar or dissimilar.

	Goals (Ends)	
	Similar	Dissimilar
Preferred Strategies (Means) Similar	Cooperation	Co-optation
Dissimilar	Complementarity	Confrontation

Fig. 7 The Four – C 's of NGO – government relations. Najam (2000).

Importantly, all the four models and cooperation characteristics can also create and initiate conflicts due to different approaches and point of views. For instance, the organizational structure of a non-governmental organization can influence the capacity, abilities to perform or even lack of knowledge in a certain topic.

In this part of the section, the participation of non-governmental organization in public sector strategies where examined. In addition to that, several different theories of how these mechanisms work have been presented. Non-governmental organizations can infiltrate, assist, and participate in the crisis management policy making. All the theories that were presented, show that right now the collaboration with public sector has allow NGOs to be part of the policy making and help and not only be an adviser. As a result of these processes, public sector has seen more positive results about the cooperation and realized that these relations can be formal and informal.

As Bovaird and Loffler (2003) has specified and expressed, the coactions and collaborations between non-governmental organizations and public sector, is one of the characteristics in the quite complex definition of good public governance. So, then the first part of the thesis was aiming to present the theoretical background of collaboration between non-governmental organizations and what kind of characteristics of those theories are involved in. From all the theories that have been reviewed, most of the authors do agree that there is no model that can be used, or it describes the action of collaboration between non-governmental organizations and public institutions better. Additionally, as it was mentioned in the previous chapters, it could be said that there are various models and theories relate to each other while explaining this phenomenon of roles of non-governmental organizations in coaction and during crisis management. During the analysis, it was recognized that public sector does distinguish non-governmental organizations as a tool to take over tasks that are directly involved with citizens or entrusting them to part of the public services be part of policies or actions that are taken during crisis management. To construct and review a model from different perspectives of theoretical approaches, it can be said that the Bergen Model of Collaborative Functioning is the one that could represent the core aspect of this chapter is the collaboration. Moreover, one of the collaboration actions between non-governmental originations between public sector was described by Najam (2000) where he explained and analyzed the influence of non-governmental organization and public sector collaboration. To better define this model of collaboration between sectors, an essential theory that needs to be mentioned was delivered by Siugzdiniene and Kirstukaite (2014) where the explained that collaborative government strategies or one of the aspects of collaborative action theories can be used to in the collaboration model and allows to follow the help to find the problems and its solutions more easily during any crisis or a policy. It is believed that such administrational management can bring better results that whenever different sectors such public and non-governmental sector work

separately. Lastly, the latent hybridity action specifically in public sector, where the institutions need to adjust and adapt new tools such as non-governmental organizations, shows that such collaboration also works in both ways, that means not simply by involving and using NGOs as a toll but involving in the crisis management mechanism and adjusting to their resources and at the same time mending their own organizational structures, to achieve the desired results. As a result, the theories and combined model has shown that non-governmental organizations that are working for the state, municipality, or government caries out the public service and has a precise and singular role in the crisis management in collaboration with public institutions.
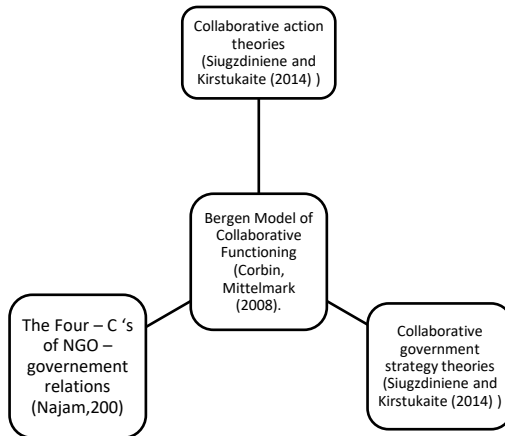

Fig. 8 Model of collaboration between non-governmental organizations and public institutions

2. Policies of refugee crisis management in the EU

In the previous chapter the theoretical backgrounds and models of collaboration was presented. In this part of the thesis the focus will be on the policies that were concluded during the past refugee crises, examples how these policies were implemented and practical approaches. Europe has experienced different crisis and had to deal with number of refugee crisis during decades. The focus on will be only the one that took place in 2015. As it was seen, most of the member state countries of the European Union, were involved and had to show empathy during such difficult time. One of the actions that were directed and financially supported from the European Commission was the quota for each European Union country and they had to invest and proceed with a better or a new integration strategy. This chapter will analyse and describe what steps the governments, and the European Union has taken to control the migration flow, proceed with better integration and to provide direct and clear information to the citizens. Additionally, the focus will be on Lithuania and Germany and how their country policies have shaped during these crises, what kind of management strategies they have conducted and what results it has brought. Lithuania has only recently disguised refugee flew only in the past few years, so the country had to take examples from other countries in terms of the management and policy making. Germany has already faced immigration policy and management difficulties earlier, so the policies in terms of migration management are already in implementation. These chapters will provide comparison how both countries handled these situations and what kind of role non-governmental organizations took here.

2.1. Tools and models applied in the refugee crisis

The refugee crisis in the European Union has urged and directed for the European Commission to go ahead with adapt migration policies and try with more efficient agreements between non-EU countries to find the most efficient solutions to solve the refugee crisis. It is said that most of the countries of the Union were affected, including Lithuania and Germany. In this chapter the mechanisms, policies and regulations will be presented in relation to migration crisis management. Lithuania and Germany will be compared, and different approaches and processes will be given.

One of the first strides that the European Commission and the European Parliament has taken into was processing regulations of the border protection of the countries that are the first ones facing the flee wave. Few of the main reasons for that was that in mid-2015 the number of individuals trying to cross the border has become exceedingly high. At the point where individuals' cross borders for example in Greece, Italy or Spain made easier for them to move forward to the countries that have been more welcoming or have easier application procedure to get a refugee status. Since Mediterranean member states have been experiencing refugee issue for decades, they policies and actions towards welcoming asylum seekers were easier. In relation to this example and when Germany engaged in it, was when an immense number of asylum seekers went to Hungary and tried to start the refugee status application procedure, however the country was not prepared to host that a mass number of refugees, people started to massively move to Germany with trains. This showed that even the European Commission and European Parliament had started the initiatives in relation with refugees, they were not that effective in all of the member state countries. These processes and actions have led and encouraged the rest of the Union members to follow and adapt refugee integration regulations. These steps were targeted to also the asylum policies. In terms of the adjustments that were targeted to be long term changes, with possibilities for further modifications. According to statistics from Eurostat, UNHCR and OECD there were more than eight hundred thousand illegal

immigrations to the European Union countries only in 2015. The data has shown that the nationalities of these individuals were Syrians, Afghans, and Iraqis (Jones et al. 2017). What can be seen in the Figure 9 is that the numbers were increasing and decreasing not only during 2015 but also after. This shows that one of the theories of voluntary immigration and forced migration can be combined. The reason for that is that such immigration flee could also encourage and motivate the individuals that have stayed in the conflict countries and pushed them to the decision to leave their home countries.
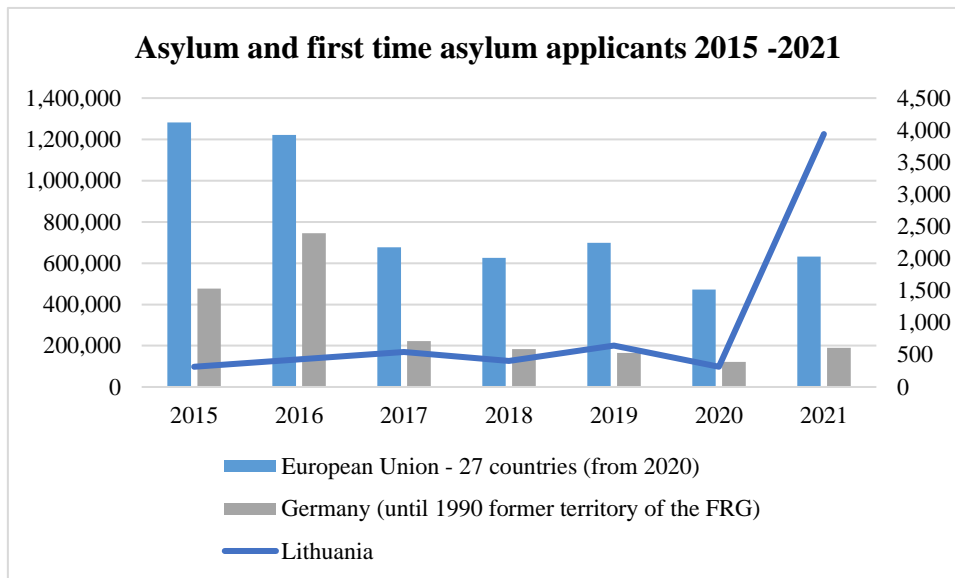
Fig. 9 Asylum and first-time asylum applicants from 2015 until 2021.Eurostat, 2022.

In relation to the refugee crisis management, it is important to mention a few crucial legislative documents. To begin with it is The Convention Relating to the Status of Refugees which was conducted back in 1951. According to the document it is said that "refugees are entitled to rights and are bound by the duties set out in 1951 Convention, most significantly to the rights of non-discrimination, non-penalization, non-refoulement" (Sarzin, 2017, p.9). In Europe one of the primary legislative documents is EU Charter of Fundamental rights, which is aimed to protect the personal freedoms and rights for the citizens of the European Union. The document itself was declared in the year 2000 and is the basis of further policies in terms of migration policy making and any adjustments (European Agency for Fundamental Rights, 2000). Moreover, the Dublin Regulation was presented back in 2013 by the European Parliament and primary aim for this document was to institute and based a mechanisms and steps for the member state countries how the integration, application process and acceptance of a stateless or third-country national should be overseen (European Parliament, 2013). Importantly, back in 2010 the EU has set up and confirmed the European Asylum Support office and the legislative procedure allowed this office to be part of the European Union and make sure that all the procedures in terms of refugees and asylums are eased, coordinated and practical cooperation between member countries would be strengthened (Council of the European Union, 2009). In addition to this body that is part of the European Parliament, an extensive document is The Asylum Procedure Regulation Proposal, which was presented in 2016 and aims to have core procedures and steps for international protection and make sure that the process between the member states is clearer and more flexible. This document defines the time limitations in terms of refugee status and asylum-seeking procedure, how not to abuse the system, allowance of legal assistance and procedure guarantees (European Commission, 2013).

However, in 2015 Europe has faced a major flow of third-country nationals and the Union has disguised notable challenges to control the flow and to integrate these groups of people. The European commission made the decision that there is a necessity of an urgent policy framework for such crisis and the European Agenda was presented. The framework consists of various documents in relation to internal and external policies which can be applied to all the member countries (European Parliament, 2015). In addition to that and to have an institution which directly works with the policies related to refugees and collects data about it, an administrational body solely responsible for migration policies and to create a better integration was established. This agency was called European Asylum Support Office. All the above-mentioned documents and regulations became primary tools to begin to cope with refugee crisis. One of the core aspects and mechanisms in terms of this type of crisis is the European Asylum Support office which until today has the ability and goal to inform and provide all the necessary tools regarding all the asylum and refugee matters amongst the European Union countries. In addition to that the office provides analysis and status of the situation, and any type of support as emergency support, information, and special support if necessary (EUAA, 2020).

It is important to mention that another flee crisis has hit Europe and the European Commission and European Parliament has initiated to proceed with temporary practical actions do control the crisis and find temporary solutions. According to Reiners and Tekin (2019), the European Union has not reached the necessary schemes to cope with the crisis and decision to relocate and divide a number of third-country nationals to other member countries and this implementation was considered with negative outcomes. There are several steps and practices that are presented in the Fig. 7 and the EU institutions combined were taking and now use it as practice. In the first step the country or several countries are requesting for assistance and direct support for the refugee crisis management and describing their status. Second step is for the EUAA to measure and analyze what kind of support other member states can provide and proceed with. The solidary aspect in this stage is critical due to the fact that solidarity aspect is one of the core concepts determined by the European Commision. Third part of the process is the decision which EU body is in charge and which other stakeholders need to be involved in the process. Further aspects are financial support and the preparation procedure, which involves local governments, non-governmental organizations and applying other internal policies (EUAA, 2018).
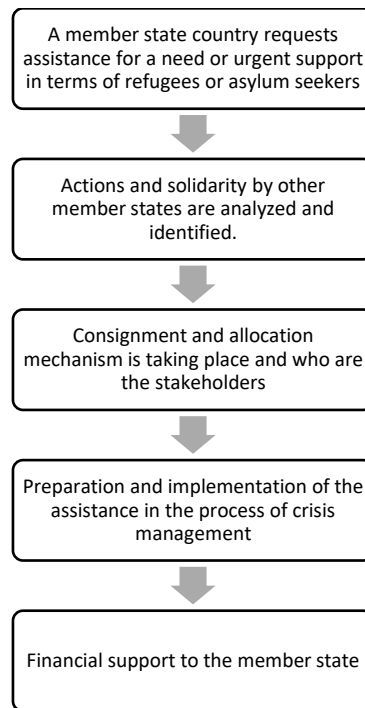
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┌─────────────────────────────┐
│ A member state country requests │
│ assistance for a need or urgent support │
│ in terms of refugees or asylum seekers │
└─────────────────────────────┘
              ↓
┌─────────────────────────────┐
│ Actions and solidarity by other │
│ member states are analyzed and │
│ identified. │
└─────────────────────────────┘
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│ Consignment and allocation │
│ mechanism is taking place and who are │
│ the stakeholders │
└─────────────────────────────┘
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│ Preparation and implementation of the │
│ assistance in the process of crisis │
│ management │
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│ Financial support to the member state │
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Fig. 10 Policy implementation and temporary arrangements during refugee crisis in the EU. EUAA, 2018

All the foregoing policies, regulations and newly created institutions that were established at the European Union scale and level. This meant that each country had to follow these recommendations and adapt their own internal laws, which would create smoother and efficient integration. To analyze the mechanisms and tools that Lithuania and Germany has implemented and adopted during the refugee crisis, it can be said that the practices were quite different and the crisis management ration between public sector actions and steps and among citizen satisfaction were contrastic as well. The few reasons for that were of course having or not having previous experiences, structures of the public institutions, juristically aspects and even constitutional and political system. On top of that, it is important to mention that Germany has been involved and was dealing with a controversial social aspect as increasing number of Turkish citizens that were trying to enter or settle in the country.

To begin in Germany, it can be said that in the country first and foremost the policies and political actions are decentralized. This means that during any crisis management, the responsible mechanism to act and incorporate tools to the whole crisis management process are counties and city administration by itself. It is important to mention that in Germany most of the cities have a status called *kreisfreie Stadt* and direct explanation and translation to this term and characteristics is that these cities do not belong to any district and are declared as independent city. This aspect adds additional necessity of smoother communication and efficient strategies in terms of solving crisis and implementing new regulations. During the refugee crisis in 2015 all the city administration units and local governments aided in terms of health emergency assistance and checks, accommodation, and food supplies. Statistics have shown that each district in Germany had to supply help to more than five thousand refugees which has created certain challenges in the process and local governmental institutions. These denounces or objections were extended administrational activities in terms of timely matters, increased ques, and decreased satisfaction of public services to citizens of each municipality (Eckhard et al. 2020). The public sector has in a sense divided the responsibilities by involving local administration points to process the urgent and basic actions and all the statistics and asylum applications were managed by Federal Office for Migration and Refugees. This

administrational unit is a federal office and manages the refugee crisis aspects. Nonetheless, the abilities of the federal agency were exceeded as well due to the fact that the number of applications has increased excessively. As the authors Dittmer and Lorenz (2019) have stated the federal administration structures have faced capacity crisis and they had to start to proceed with crisis management mechanisms. The goal was to integrate the asylum seekers and share and create policies to better integrate them into the counties economy. At this stage member countries were not supportive, so these acts and has become of the characteristics that has influence the cooperation between public sector and non-governmental sector. Additionally, the pressure that was ongoing made to shape the policies not for longer terms (Murray, Longo, 2018). One of the first moves was to include civil protection services which are used during any crisis management. The data and analysis were provided to further federal agencies which are responsible on a national level and has initiated further actions. Moving forward, a specialized office for refugee distribution was created and an expert group was set up to proceed with further crisis management. They had involved the rest of civil society, all the emergency units such as police stations, railway companies and representatives from other federations and counties.

Subsequently, by involving all the other sectors to cope with the refugee crisis, creating camps and shelters and increasing financial support to oversee the actions, in late 2015 Germanys' federal government has decided to discontinue Dublin Regulations specifically for the refugee applications for the nationals of Syria. During this process, the European Commission has emphasized the core aspects of the union – solidarity and that time refugees that were seeking asylum status were not deported back to their home countries or countries of first contact. On the other hand, according to Bogumil et al., (2016), the organization of the administration and federal distribution of tasks are important explanatory facts for the enforcement weaknesses and to find solutions for the problems. Authors determine that the asylum-seeking system and the administration of refugee assistance and integration is a complex process and there are three main types of protection processes that are being used in Germany which is the Geneva Refugee Convention, European Convention of Human Rights, and the local residence permit for beneficiaries for protection. In the Fig.8 the process within steps is explained, including which governmental level and institution is the decision maker and through which organization this process is going through. This shows that during the refugee crisis all levels of public sector are involved.

```
Refugee request to          Further
proceed with asylum    →    examination of the  →    Rejection
application                 application process

    ↓                           ↓                        ↓

Registering the             Hearing of the
individual in the Federal   Asylum seeker            Deportation
Migration office system

    ↓                           ↓

The system confirms the     Notice
proof of arrival

    ↓                           ↓

Personal application for
the asylum seeker is        Issue residence
created                     permit

    ↓

Testing if the process
matches Dublin
Procedures
```

☐ Federation   ☐ State   ☐ Municipality   ☐ Federation and State

Fig. 11 The refugee asylum application procedure and decision-making scheme, Bogumi et al. 2016.

During refugee crisis management the above-described aspects and actions, are presented in the function of coordinated governance, which aim is to organize tasks in differentiated multi-level structure and at the same time to deal with interinstitutional dependence through coordination. These processes in Germany are called "cooperative federalism" and it is recognized and characterized as decision making structure, in which most of the public tasks are not performed by decisions of individual territorial authorities, but by cooperation between the federations, state, and local governments (Kuhlmann, Bogumil, 2022).

Moving forward to analyze the mechanisms during refugee crisis in Lithuania, Leveckyte and Junavicius (2014) explained that even though Lithuania back in 2015 has tried to pursue the goal to adapt the migration policies to the national labor needs and to have better integration system, however it remained too strict and selective. Importantly, the non-forced immigration numbers in Lithuania will depend not only on the actual demand on immigrants, but the immigration policy. Hence, Lithuania during the European refugee crisis did not update its immigration policies, only kept the solidarity aspect, and supported the member states by welcoming a number of third-country nationals.

This situation has changed in the beginning of 2021 Lithuania has received more than four thousand asylum applications and comparing to the previous years it has increased significantly. In the Fig.9 the statistics for the past few years show the changes and increase in the refugee immigration. The most increase can be seen in 2017 and 2021.

Fig. 12 Asylum and refugee statistics in Lithuania 2005-2015. EMN, 2021

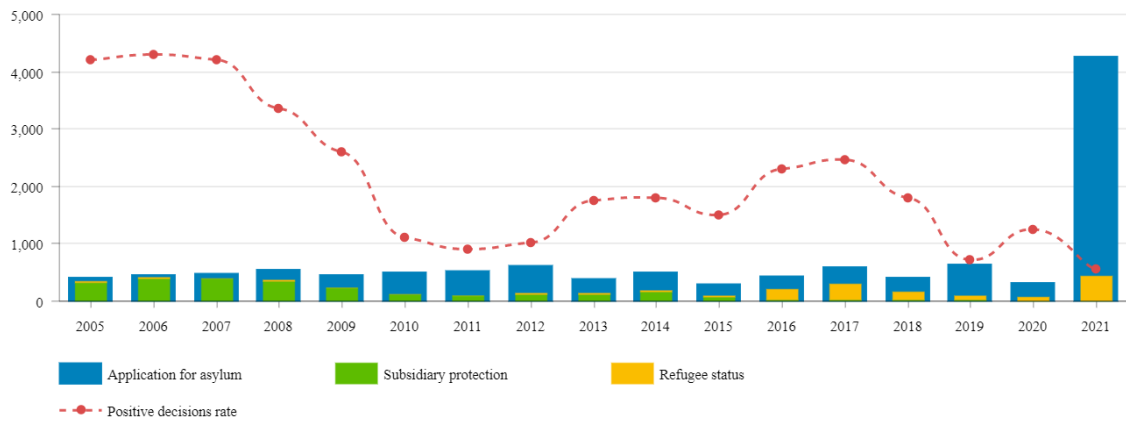According to the Ministry of Social Security and Labor of the Republic of Lithuania (2018), in the legislation documents declaring the process of immigration policies, currently the refugee integration process involves state institutions such as Ministry of Social Security and Labor, Ministry of Education and Ministry of Health, Centre of Employment and non-governmental organizations such Caritas Association and Red Cross Society in Lithuania. Local municipalities are one of the main points in terms of the integration process such as housing, health services, children's education. To improve the immigration policies and create a better crisis management strategy, governmental authorities need to improve inter-institutional cooperation and communication. Due to obligations to the European Union laws, Lithuanian has agreed and committed to start and proceed to protect and find better solutions in terms of settlement in the country. Another liabilities and engagements that were agreed on are the acceptable integration procedures that should be well communicated and efficient. Lastly, the opportunity and ability to provide access to free movement, education, and social support. However, during the 2015 refugee crisis the individuals who were seeking for asylum had shortly left the country without even starting the integration process (Blazyte, Zibas, 2019). This meant that Maskaliunaite (2015), states that the reality and the expectations towards refugee policies and adaptation is quite different. Comparing to Germany, where statistics and the situation analysis is managed by the Federal Government, in Lithuania the implementation and monitoring processes are done bit Red Cross Society. Thus, it can be seen that during the crisis management, civil society is taking over one of the tools and becomes an essential part of the refugee crisis management mechanism. Furthermore, the refugee immigration procedures are view from law enforcement point of view and most of the asylum-seeking procedures are managed by the police authorities. Due to the fact that in the past few years the refugee immigration flows have increased, the institutional bodies have not organized the exact one office which could manage such crisis. At the moment most of the asylum seekers are send to Rukla Immigration Center and if they requests are not successfully processed, they are transferred to prison. This additionally creates inefficiency and continuous miscommunication between institutions. Migration Department is the governmental authority which analyses the applications and takes over the procedure. Leveckyte and Junavicius (2014), has presented a scheme (Fig.10) which presents the mechanisms and tools of Lithuanians migration policy and what kind of elements it includes.
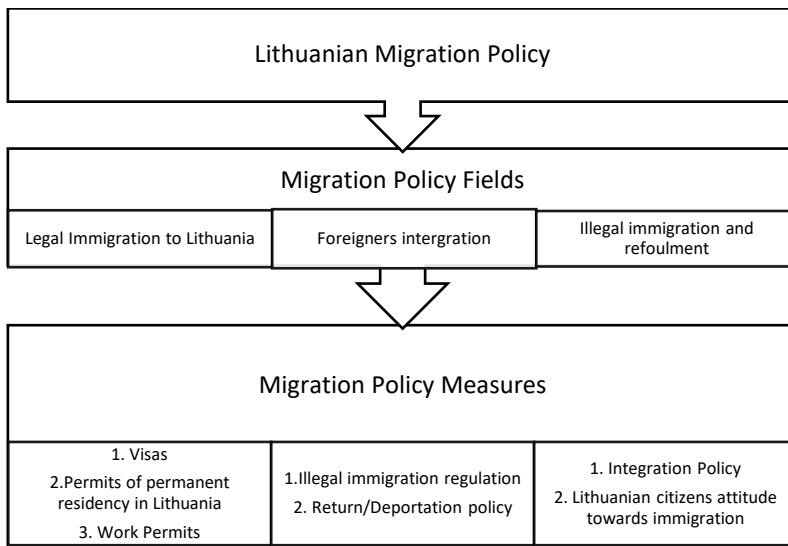
Lithuanian Migration Policy		

Migration Policy Fields		
Legal Immigration to Lithuania	Foreigners intergration	Illegal immigration and refoulment

Migration Policy Measures		
1. Visas 2.Permits of permanent residency in Lithuania 3. Work Permits	1.Illegal immigration regulation 2. Return/Deportation policy	1. Integration Policy 2. Lithuanian citizens attitude towards immigration

Fig. 13 Migration policies and measures in Lithuania. Leveckyte, Junavicius (2014).

It can be said that the migration policy measures are in relation of administrative and documentation procedures. As previously mentioned, authors have declared the crisis management are coordinated within various institutions from different sectors.

In this chapter the analysis of what kind of tools and mechanisms are used during refugee crisis management and migration policy. The context of the European Union, Lithuania and Germany were described and presented. As it can be seen, most of the policies have continuous reglaments and regulations and they are regularly updated. The European Union during the refugee crisis in 2015 set up an institution part of the European Parliament to continue with policies and mechanisms in relation to such crisis. Germany was one of the top countries that has hosted most of the refugees and asylum seekers. The country has involved state, county and federal authorities and used their crisis management service. Lithuania has faced a flee of migration in the past few years and has started with regulation and policy implementations in relation to migrants.

2.2. NGOs as mechanisms in crisis management

This section of the chapter will provide an overview of how the non-governmental organizations imply and participate in the mechanisms in refugee crisis management in the European Union with focus on Lithuania and Germany. There will be analysis of actions and processes that reflect in the legislation of crisis management among these member states of European Union.

In the European Union and the context of refugee crisis, usually NGOs become part of the decision makers, implementation tools and advisors. It is said that not always the organizations have all the capacities and resources and is expected for them to achieve the required results. Since a lot of financial benefits come also from donations this creates more involvement from the citizens and creates deeper partnerships (Uifalean, 2015). Moving forward when it comes to humanitarian aid in refugee crisis management one of the main purposes of NGOs is the advisors in decision making processes. In a need of humanitarian aid, organizations are in close cooperation with the European institutions such European Civil Protection office or bodies in the European Commission related to humanitarian issue. During the crisis in 2015 non-governmental organizations had a quite special political role in a sense that they are close to the actual issue and are providing advise based on practical experiences (Dany, 2019). Generally, the activities of NGOs are most of the time influenced

by the political context, are of the issue and working environment. These factors can also be very challenging, especially during crisis management. These interrogations and difficulties can be divided into three main fields of activity and participation management. First one is the activity that organization is maintaining, the second one is relationships that they want to continue or determine and third the structure and organization of the NGO itself (Lewis, 2003).
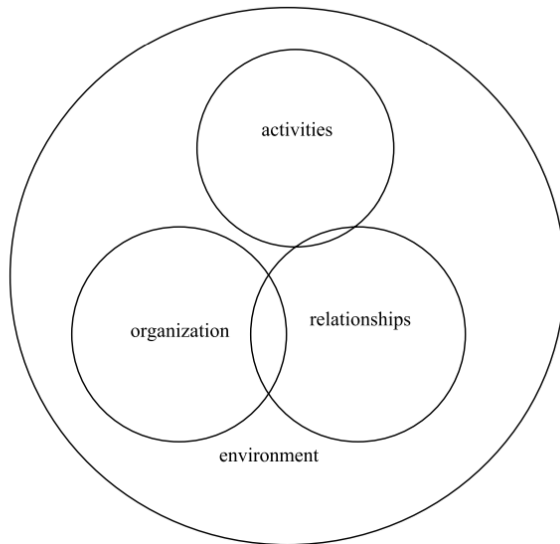

Fig. 14 NGO management challenges. Lewis (2003).

According to the author, environment is related to the fact that NGOs are sometimes involved in complicated environments or situations. For example, as mentioned above during the refugee crisis the dedicated shelter homes became one of the biggest challenges for the organizations to cope with such as lack of knowledge or language barriers. Importantly, representatives of non-governmental organizations mentioned that they do have to be involved in crisis situations or moments when they simply lack knowledge on a specific topic or matter. The activity part is related to the implementation challenges in a sense that non-governmental organizations during crisis provides goods and services and it is conflicting and challenging situation due to the lack of resources and in these steps and processes normally organizations ask assistance from the local or state authorities. Specifically in this situation it can be said that in most cases non-governmental organizations do have a more flexible but different structure than public institutions. It does allow them to have fast paced changes or adjustments, but lack of knowledge or practical experience does not allow them to do so, which means they cope with the existing situation. Activities and relationships determine the challenges which can be applied during the communication process with other sectors, governmental authorities, unfulfilled expectations, and insufficient resources. Organization can be considered as challenge as well because most of the time the structure of the organization is not implemented according to the actual donation or work that they are assisting during the crisis. Additionally, it is important to mention that these communication challenges are not only in the organization itself but between other sectors and particularly during a crisis management with public institutions. The main issue can appear as simply not having the same structure or communication channels and speed, so it can create difficulties solving urgent matters.

Looking like an example of German non-governmental organizations and their acts during crisis, it is stated that, under German laws and regulations, legal forms of a non-governmental organization is

an association which can be formal and informal, foundation and in some cases limited liability company. Normally, all the NGOs are controlled by federation laws and foundations and partially funded and managed by the state law. Moreover, this can mean that the organizational purpose can be different, financial support and income can come from various sources. In comparison between Lithuania and Germany, there can be seen few differences in terms of public view and status in the society. For instance, in Lithuania NGOs are associated with wellbeing, benefits and assistance for society. Normally, non-governmental organizations in Lithuania work directly with citizens, assist them and high number them the time are voluntary work based. In the meanwhile, in Germany, it can be viewed as just an association that only gains benefits in private matters and does not proceed assisting citizens or other sectors (NVO Teises Institutas, 2021). As it was mentioned earlier in the text, the German refugee crisis management is quite complex and in the beginning of the crisis management back in 2015, the state has decided to create emergency shelters, where the local non-governmental organizations engaged in ways such as assistance, consultation, emergency support. Along with these temporary shelters some issues were named such as lack of knowledge of the asylum-seeking process, legislation, and generic administration processes (Dittmer, Lorenz, 2019).

Additionally, Lithuania back in 2015 refugee crisis was not one of those countries who were strongly affected due to the fact, that most of these individuals were seeking to move forward to other countries and had no intensions of further asylum request or integration. Out of more than four hundred individuals more than three hundred have left the country. The ones who have decided to stay, were offered for more than twelve month of integration process and here the direct participation and assistance was received by the local NGOs. This consisted of educational consultation, advise, trainings and including them to the labor market (Blazyte, Zibas, 2019). Particularly in Lithuania, back in 2021 there has been an extensive increase of refugees and asylum seekers, so one of the examples how one of the non-governmental organizations Lithuanian Red Cross, has initiated mobile teams of specialists, to help public authorities to take care of the needs or migrants that arrived in Lithuania (Lithuanian Red Cross, 2022). It is important to mention that the organization has a key role during the migrant crisis in Lithuania, since they have additional roles such as observation and reporting to the public institutions.

Table 3.Comparison of non-governmental organizations as mechanisms during crisis in Lithuania and Germany.

Lithuania	Germany
Non-governmental organizations are associated with well-being	Not only associated with well-being but integrally involved during any crisis in the country in every level
Organizations are directly involved in the crisis management process, such as 12-month refugee integration program	Acts during crisis for non-governmental organizations can be formal and informal, foundations or limited liability company
Local and national level organizations engage in administrational support, assisting with food supplies and medical emergency assistance	Local non-governmental organizations engaged in aid, consultation, emergency support when emergency shelters were created
Project based financing, including EU financial support	Financial support from federal government, EU financial support
Observing and reporting to the public institutions	Reporting to local government

In this section most important policies, regulations at the European Union level were discussed. An overview what kind of role non-governmental organizations has in the crisis management, including the acts, and aspects. The deeper view of what kind of challenges the non-governmental organizations

are facing and what role do they play in the process. As it was seen, now NGOs are becoming more as a key players and decision makers, essential part of solving crisis and showed their structural differences from public institutions can be beneficial. However, in the European Union, Lithuania, and Germany they face certain challenges and the paths and how the function is different.

3. Comparative analysis of cooperation between public sector and NGOs in refugee crisis management

The third part of the thesis will present the analysis of cooperation of non-governmental organizations and public sector in the refugee crisis management in Lithuania and Germany. The research method is based on content analysis method and using the guidelines that are assembling with grounded theory. This chapter will determine the dominating models of refugee crisis in cooperation with non-governmental sector in both countries Lithuania and Germany. The results will be analyzed and concluded in the last part of the thesis.

3.1. Grounding of Research Methodology

The method of this research that was selected is content analysis, which would allow to have an overview of status of model and the situation of how the crisis management was managed in Lithuania and Germany. To present and better present the results, the analysis will be based on grounded theory, which would allow to have the most informative and annotative results for the research. To begin with reasons selecting the content analysis, is that this method is one of the qualitative research analysis techniques and the usage of this type of methods allows to have few main approaches and helps to process an interpretation from the content of from the selected materials and data. The specificness of content analysis is that during the determination of the results and collected data, a number of texts from dissimilar sources such as interviews, media articles, and textbooks can be categorized with categories and subcategories if necessary and use keywords to explain what the analysis was based on. In social sciences content analysis is selected because of the flexibility of the methods and different analytical approaches. While analysis the selected materials, the focus is on the wording, what kind of approach or opinion does the text have. In order words, it can be said that the entire process is focusing on examining the used language and specific words (Hsieh, Shannon, 2005). To specify the core principles that comply the research is being detach and neural while reading and categorizing Prasad (2008) has stated that, this would show the objectivity and if necessary, the same text analyzed by different authors, would have the same result. Moreover, the second principle is keeping consistent and following created rules while analyzing. These rules need to be determined in the beginning of the research. The last one would be that the results can be captured and obtained to any other scenario. Moving on to the theory that belongs and goes with the content analysis is grounded theory. This theory is based on that it sets up and provides ground rules and guidelines for the findings and how they should be conceptualized and categorized. According to Glaser and Strauss (1967), this theory can help to provide wider explanations and examples, while at the same time analyzing results it can be easy to find examples or predict situations and the theory that was aiming for also get more details. Additionally, grounded theory gives a more systematic approach and favors to the results that were systematically collected and presented.

The amount of sample that was taken for the research around thirty articles in German, Lithuanian and English language related to refugee topic in Europe back in 2015. The main reason for the comparison of the two countries was the motive to see how different the models of non-governmental organizations and public institutions are and if there are any similarities in crisis management while using non-governmental organizations as tools. As it is known, the policies and legislation system in both countries are quite different, so the opinions and approaches towards crisis management are possible to be different as well. The articles that were selected, are taken from a three-month period from September until November in the year 2015, since the research is focusing on the refugee crisis

that happened that year. It is important to mention that the articles were not only academic, but from popular media. The specificness is also that all the articles are related only refugee crisis in these countries, action steps that were taken and what kind of steps public institutions, governments and non-governmental organizations were taken.

In the beginning of the analysis, to find the related articles, the below mentioned key words were used. These keywords were selected within the consideration of the analysis of the first part of the thesis. These words were used together and separately in order to find wider options for the data.

- o *'Refugee crisis'*

- o *'Pabėgelių krizė '[refugee crisis]*

- o *‚Pabėgeliai'[refugees]*

- o *‚Fluchtlingskrise' [refugee crisis]*

- o *'Asylregeln' [asylum regulations]*

- o *'Hilfsorganisationen' [non-governmental organizations]*

The selection to analyze the articles on most popular news portals where popular and objective and subjective opinions could have been expressed. Additionally, according to "GemkiusAudiencePlatform" market studies and research done back in 2015 in Lithuania, few most popular web portals to read news were, 'Delfi.lt', '15min.lt', 'lrytas.lt' and 'tv3.lt'. In Germany, a similar market study presented by 'Deutschland.de' back in 2015 showed that the most popular internet portals to read news were 'bild.de', 'spiegel.de', 'tagesschau.de'and 'zeit.de'. It can be said that the most popular opinions, negative, positive, and neutral approaches are presented in these web portals. Likewise, sources for English articles in relation to this topic were pick from 'Politico' and 'The Economist.' As Nayak (2021) has emphasized, the core and crucial idea of qualitative research during the text analysis and trying to understand what approach the write or the public has, without using the statistical data or numbers, it is possible to predict hypothesis and create different scenarios. Additionally, in this type of research the importance is to understand what kind of meaning the collected data from the texts has to people and what kind of interpretations it can have. Consequently, during the analysis of the texts and collecting the information a prediction and a theoretical model will be presented. (vietoj showed – naudok indicated, revealed, arguided)

Schema arba bullet points * kategorijos, laikotarpis

In the analysed texts, public opinions and how does the society feel about refugee crisis management or the "*welcoming policy*", can be expressed quite freely. Even though the content analysis can be advantageous in terms of having a bigger picture from opinion and society, however, there can be several challenging aspects on the way. In addition to that, to form a public opinion or to have a better insight and perspective of the issue resolution, representation of the collaboration it could be necessary to use to user other forms of media. However, as in Germany and Lithuania internet newspaper articles do have a strong objective and subjective prospect, so the general situation can be reviewed from different angles and aspects. For instance, the fact that the texts that were selected only cover the national level especially in Lithuania, so this means there can be only generic view. More of a regional approach will not be included. Contrary from Germany some of internet news

portals are regional or only related to a specific city (Marinkova, Steibel, 2013). In the Table 3 words that are found in the texts that are related to negative, neutral, or positive approach. Furthermore, to identify and compare the dominating actions and models of refugee crisis management in cooperation between public sector and non-governmental organizations in Lithuania and Germany, categories and subcategories were created. These categories are the result of the analysis, but also a relation to the first part of the thesis, to find colorations with the collaboration model between non-governmental organisations and public institutions. Within this method, the actions and tendencies can be shown in these two countries.

Table 4.Categories and subcategories of content analysis.

Categories	Subcategories
Accommodation	• Difficulties getting accommodation • Non-governmental organizations helping with accommodation
Government preparedness to receive refugees	• Setting up new/adjusting institutions • Social support coverage • Excessive amount of applications • Non-governmental organisations helping with large number of applications • Changes and adjustments in the job market
Socialisation and integration	• Society is not ready to welcome and integrate refugees and asylum seekers • Integration issues and strategy determination
Non-governmental organisations assisting during refugee crisis	• Government cooperation with non-governmental organizations • Assistance with integration
Policies to solve refugee crisis	• Allocation of financial resources • Policies created for migrant surge • The European Commission financial support • Initiating which institutions are responsible

In this subchapter the criteria, keywords, timeframe, and sources for media are presented. The focus of the analysis is to identify categories what are the dominating tendencies in both countries in terms of policies, integration, socialisation, and preparation. The categories are based on the content of the popular media articles from Germany and Lithuania and few selected newspapers internationally. It is important to mentioned that the categories are in relation to the theoretical model that was presented in the first part of the thesis. Furthermore, positive, negative, and neutral attitudes can be seen during the analysis. This aspect will be presented too in the next chapter.

3.2. Results of comparative analysis of Lithuania and Germany of cooperation between public sector and NGOs in refugee crisis management

This chapter will present and analyze all the categories and subcategories and the citation as proof. There has been in total six categories and seventeen subcategories which were designated from all the selected media resources.

Starting with accommodation category and its two subcategories as *difficulties getting accommodation* and *non-governmental organizations helping with accommodation* or being

neighbors with refugees. The subcategory which mentions the difficulties about getting accommodation for the refugees is closer to be considered to have an approach from a negative perspective. The second subcategory is having a closer point of view to be presented from a more positive point of view due to the fact that non-governmental organizations are assisting to solve a social problem that was assembled from the refugee crisis. More details are described in table 5.

Table 5. Refugees facing accommodation issues in Lithuania and Germany

Category	Subcategory	Proving statement
Accommodation	Difficulties with accommodation	"<…> "There the asylum seekers had to sleep under the open sky because no accommodation was provided"] (Der Spiegel, 2015) "At least 40 refugees were injured by pepper spray in a shelter for asylum seekers <...> on Tuesday evening" (Bild.de, 2015)
	Non-governmental organizations helping with accommodation	"<…> "Calls for citizens who would like to rent aparments for refugees are organized by non-governmental organisations" (diena.lt, 2015)

The subcategory *difficulties getting accommodation* emphasizes and proves the point that since there has been high and increasing amounts of migrants, who are seeking asylum in Germany. The media newspaper analysis showed that since Germanys 'local governments are in charge to make sure that the individuals would be able to reside somewhere, faced the issue that there are simply not enough spaces, or the administrational procedure takes so long that people for a while end up in the street. As it was also seen and presented often in the internet news websites, non-governmental organizations were mentioned frequently, due to the fact that they were the primary contact for the assistance or were assisting directly during the process or for a search for an apartment. In parallel, this situation in Lithuania was not familiar, since the numbers of welcomed refugees were significantly lower. However, the issue with finding an accommodation was mentioned frequently and appeared to be one of the problematic aspects in terms of integration. Here is it important to emphasize that non-governmental organizations in cooperation with the Ministry of Social Security and Labor had involved NGOs to help and be the point of contact during the challenges of finding accommodation.

As has been demonstrated, the aspects related to accommodation and how NGOs collaborate and assist during these circumstances, it can be said that there has been an increasing issue with accommodation in Lithuania and Germany. Both countries have faced increased criminality rates between the citizens and refugees living nearby or lacking places where refugees can be hosted. Lithuania has not hosted that many refugees back in 2015, however the accommodation issue has remained, since citizens were not encouraged from the beginning or did not want to rent their apartments for greater integration for the welcomed individuals. The accommodation category is presented in the data as more of an issue, so it is presented negatively in the newspapers. The subcategory difficulties with accommodation, is one of these examples that proves this point. However, the second subcategory is closer to be positive or neutral in this sense. The reason is that during the analysis the subject and aspect that non-governmental organizations provide aid and help, communicate, and promote workable solutions in terms of accommodation has been seen positively. On top of that his follows along with the theoretical aspect that the collaboration between non-governmental organizations and public institutions has more positive outcomes than a negative one. One of the reasons that is it presented as solution for this issue and does not get a high number of negative or comments full of negative criticism were written in relation to this topic.

The refugee crisis was one of the consequences from the conflicts and tensions in the middle east. Particularly in Syria and Iran as UNHCR has retrieved hundreds of human rights violations, acts of violence against civilians, including children. This point of issue has started in the beginning of 2015 has involved all the member states in the European Union. Few of the countries had to react fast to create better and more flexible policies in terms of integration and communication to the citizens and all the involved sectors. One of those countries was Germany, hence it has hosted close to half a million individuals seeking for refugee status in the first six months. Due to these circumstances while looking for fast paced and efficient solutions have involved non-governmental organizations in the decision making or as policy making tools. Taking an example from Lithuania, NGOs are entitled to process with communication to encourage citizens to rent apartments to the welcomed refugees, to communicate and encourage businesses to employ asylum seekers or newly stated refugees. On top of that tried to educate the individuals not only the basics of the Language but also about culture and social aspects of the country. This shows that government has used non-governmental organizations as a tool to communicate and find solution of lack of apartments for the asylum seekers or refugees in the country.

Table 6.Government preparedness to receive refugees in Lithuania and Germany (I)

Category	Subcategory	Proving statement
Government preparedness to receive refugees	Setting up new/adjusting institutions	"<…> "Seimas Commission will need to present their vision of how the Migration Department should look like and where it will be". (Liepa Zelniene, 15min.lt, 2015)
	Social support coverage	"<…> "The decision to cut support for refugees concern us because it goes in the opposite direction to what was recommended. The decision to cut financial support raises concerns about the prospects for resettlement and other integration prospects for refugees in Lithuania"(15min.lt, 2015)

While analyzing the governments preparedness and actions while welcoming asylum seekers and refugees in Lithuania and Germany, one category was highlighted and four main subcategories that were distinguished. Starting with *setting up new/adjusting institutions*, was mentioned and stated that in Lithuania there has been internal structural changes in the ministry and in the Migration Department. The institutions were preparing for organizational adjustments to proceed with refugee intergration and report the situation. In Germany, this situation was not mentioned in the media and not emphazised, since most of the actions and processes were done in local level and federal government was responsible for high end decisions. Thus few statements of which organisational or administrational unit should take over or proceed with for example intergration actions was mentiond. This would mean that the federal governments and local governments had to adjust on different paths and levels of change. Moving on to the second subcategory *social support coverage* it was seen that in both governments in Lithuania, policies were adjusted for the asylum seekers to receive social allowences and benefits. Germany, has spend used their funds for integrationa and more particulary job markets. In Lithuania, due to unprecedented events the government was not guaranteed about the support that is given to the refugees and asylum seekers. Additionally, public oppinion has showed negative attitude towards this, so the government has decided to reduce the amounts. On the other

hand, this has caused contraversial discussions that it will challenge more the integration process and covering basic needs.

The aspects of how governments in Lithuania and Germany are prepared and set up new policies and institutions to solve the refugee crisis is presented closer to neutral rather than negative or positive point of view. During the media analysis, it was seen that new instittutions are set and financoal and financial aspects for refugee crisis management is important and reducing or increasing amounts has influence on the efficiency. Nonetheless, the *social support coverage* subcategory is apprehended from a negative point of view. Mainly because of the matters of financial support cuts, which ment less money for the integration and assisting insitutions, including non-governmental organizations.

Moving furhter to the next to subcategories that are related to the category of governments preparedness to receive refugees, an emphasize on *excessive amounts of applications*, *non-governmental organisations helping with large number of applications* and *changes and adjustments in the job market have been constructed*. As the data from the media in Germany showed that the numbers of refugees coming to the country directly from middle east or from another European countries, due to lack of welcoming preparation or not the same structure in terms of integration. Local municipalieties and federations started to alarm the Bundestag that the amount of applications are rapidly growinig, there is not enough capacity and people are starting to sleep in the streets due to lack of efficiency and flexibility. In addition to these issues that were appearing and growing, along there were accidents related to violence against refugees that were sleeping in the streests, xenophobia from the local citizens. This ment that the government and federations had to find solutions to a complex number of social problems. In comparison, Lithuanian government in 2015 has decided to welcome and accecpt in the country territory approximately one thousand refugees, due to lack of preparation and no resources. So this aspect of the preparation can not be seen at the same point of view in both countries due to unfamiliarity of the situation and lack of preparation. It can be said that this issue was not determined in both of the countries. Particullary in Germany, the local administration units have decided to take assistance from non-governmental organizations and involve them directly in the process making, like collecting data, reporting, dealing with the administrative tasks. During and in the beginning of the application process, the asylum seeker and the local governments initiates the integration process which involves different social areas, such accomodation, financial support, language courses, continious education and adjusting the job market to allow refuges to integrate better and to be part of the economy. As it is mentioned in the table 7, subcategory related with the job market, in Germany the initiatives were set to be even more inclusive and to inform the citizens and companies to be more flexible. In the meanwhile in Lithuania, there has not that been that many applications, however, the same as in Germany, non-governmental organizations were involed to proceed with adminstration tasks and report. The job market has not been that flexible, due to the laguage difficulties and that the integration process has been new to the institutions, so it was not as fast and efficient. Another aspect that is worth to mention is that sceptisim, xenophobia and cultural difference from the businesses and citizens had also influence on the job market aspect and more efficient integration.

Table 7. Government preparedness to receive refugees in Lithuania and Germany (II)

Category	Subcategory	Proving statement
		"<…> "In the current year, the Federal Republic of Germany has already taken in more than half of million

		refugees" <...> "Officially, the federal government assumes that there are still 800.000 asylum seekers". (Berliner Morgenpost, 2015).
Government preparedness to receive refugees	Excessive amounts of applications	
	Non-governmental organisations helping with large number of applications	"<…> Will help volunteers answer questions about the arrival and asylum registration process." (The Guardian, 2015).
	Changes and adjustments in the job market	"<…> "We are getting changed structures – on the job market, on the housing market" (Ute Welty, Tagesschau, 2015). "Additional targeted language course directly related with a particular profession, could be also offered by LDB" (diena.lt, 2015).

The prospects of how the governments in Lithuania and Germany are prepared to welcome asylum seekers and refugees, it was seen that there has been support for the governments from different sectors, including NGOs. As it was seen and presented, non-governmental organizations did assist with substantial number of applications and guided individuals on this process. The perspectives of social support coverage and setting up new institutions during the analysis seemed with an outline of neutral aspects. In terms of the rest of the categories in relation to high number of applications, changes in the society and job, could be recognized from a challenging and more negative viewpoint the other two are closer to be neutral since it shows improvement and collaboration.

During the analysis and having an overview of media articles, it was marked that the society in both countries, Lithuania, and Germany, had fears, concerns and was not ready to welcome this many refugees and continue with the adjustments. Most of the articles that were on the web portals criticized the government's decisions and creating *"Wilkommenskultur"[2]* stance among the citizens. Here an important aspect is that media and television had influence on the topic of refugee crisis and shaped the overall attitude towards the situation in both countries. It can also be said that there has been disinformation particularly in relation to cultural differences and violence. The table 8 presents the struggles and challenges that the society was facing, and it was mentioned in the media. As in the previously mentioned subcategories, the integration and socialization of refugees with the citizens was already mentioned. As it was seen in both countries Lithuania and Germany, the society seemed quite skeptical or even negative towards welcoming asylum seekers and having divided quotes among the member states in the European Union. The category name *socialization and integration* have two main subcategories such *as society is not ready to welcome and integrate refugees and asylum seekers* and *integration issues and strategy determination.*

Table 8. Socialization and integration in Lithuania and Germany

Category	Subcategory	Proving statement
	Society is not ready to welcome and integrate refugees and asylum seekers	„<...> „Lithuanian society is not ready for that and the refugee crisis is a reflection of humanism"(LRT, 2015).

[2] Hamann and Karakayali (2016) explain "Willkommenskultur "as a phenomenon which has been widely mentioned among Germans and in the German newspapers. Looking at the newspapers on the web this word is found in more than a half of articles. The idea and explanation of this is that having a fair and dispassionate attitude towards individuals from another culture or country. This type of policy in the country means creating more opportunities for members from other countries and creating more integration possibilities.

Socialisation and integration	Integration issues and strategy determination	"<…> "But in case it brings a financial burden and then also massive restructuring of society" (Tagesschau.de, 2015). "<…> Worries that segregated classes will leave refugees unemployable susceptible to extremism" (The Economist, 2015) "<…> "In its refugee concept, the Senate has agreed on better support for the responsible State Office for Health and Social affairs (Lageso)" (Berlinermorgenpost.de, 2015).

Matters related to integration strategy and if society was ready to welcome such numbers of asylum seekers in Lithuania and Germany were investigated and as it appeared popular media talked about it quite openly and directly. To begin with the aspect of that both *societies are not ready to welcome and integrate asylum seekers and refugees*, the example that was taken from a Lithuanian internet newspaper and as it is stated that the society is not ready to welcome and integrate refugees and asylum seekers. There have been a few negative remarks in the parliament meetings too. Few of the interned newspaper articles showed xenophobic approach and intolerance towards individuals from middle eat. They controversial expressions showed that even among the members of the parliament and politicians the socialization aspect will be challenging. In the meanwhile, the German society, has feared that the integration and application process will be too complicated, will increase criminality and chaos in the administrative units. Importantly, Germany has already been facing a high number of immigrants from Turkey for decades, so the idea of welcoming more immigrants from countries such as Syria or Iran was not taken and seen as a positive aspect to the country. This aspect is mentioned in more detailed in the second subcategory *integration issues and strategy domination* where in a German newspaper it is stated about the fear about structural changes in the society and it is seen from a negative point of view. Even though, the federal government and the state governments have agreed on a flexible integration strategy and tried to proceed with social ads and more intense communication in relation how to solve the refugee crisis more efficiently. Ultimately, this category and its subcategories are seen from more of a negative approach and the struggles the society is fearing to face. Citizens of Lithuania and Germany do think that the policies of welcoming refugees will require quick and drastic adjustments, structural changes and will create more burden in terms of support.

As it was already specified, Lithuania and Germany were not fully prepared to host and welcome so many asylum seekers and refugees. In addition to required changes, both country governments were preparing policy and financial packages to solve and maintain the refugee crisis in the country. During the analysis, there have been few aspects in relation to this and category *policies to solve refugee crisis* has been determined. It has several subcategories such *allocation of financial resources, policies created for migrant surge, division of tasks among institutions* and the *European Commission financial support*. As it is presented, federal government in Germany and government in Lithuania have processed and created financial policy packages for the integration and assistance for the asylum seekers and refugees. There were various proposals that have been worked on. The amounts for this financial support were varying and changing through time in Lithuania and Germany, since different sectors were involved in the policy making and the mechanism. Additionally, not only financial proposals were processed at the same time. For example, in Lithuania, the administrative structure was obliged to adjust as well and to make sure that the right ministry and administrational body will be responsible to report and assist regarding the refugee crisis matters. In Germany, federal and state governments were more responsible for the strategy and the financial processes and how to allocate

the money. In the meanwhile, local governments and municipalities were involved in the process making and implementation. One of the examples in Germany was that the local administrational unit has established a department and an internet portal to show progress, how civilians can be directly involved and what is the status and numbers of asylum seekers and refugees in the country or a specific federation.

Table 9.Policies to solve refugee crisis (I)

Category	Subcategory	Proving statement
Policies to solve refugee crisis	Allocation of financial resources	"<…> Proposals for something more creative and constructive, such as the public the public investment program put forward." (Politico, 2015) "those amounts can vary; what their compisiton will be and to what extent Lithuanian municipalities, non-governmental organizations, church will contribute materially to the integration of refugees. " (Verslo žinios, 2015)
	Policies created for migrant surge	"<…> "Justice Affairs Council meeting to discuss the way forward on migration crisis ". Procedures for the ressetlement and status of foreigners". (LRT, 2015).

Furthermore, these aspects of the policy making mechanism were mentioned in the analyzed data and a particular example in Lithuania was taken. The government tried to have a clear path and regulations which institution oversees which task and only afterwards it was decided to include more and more closely non-governmental organizations into reporting, direct contact, and administration to have a better division of tasks. Hence these aspects are one of the main proving points and examples on the model presented in the theoretical background of the collaboration between non-governmental organizations and public institutions. It clearly shows the positive effects on how NGOs do directly influence refugee crisis management mechanisms, influences structural changes in the public administration agencies.

In conjunction with all these above-mentioned aspects and behind on the policies that were also presented, this analysis has been one of the core prospects as the European Commission financial support and obligation to follow the directions and recommendations that were appointed. The Commission has decided that for each member state country, will get a certain amount for each refugee and asylum seeker that has entered the country.

Table 10. Policies to solve refugee crisis category (II)

Category	Subcategory	Proving statement
Policies to solve refugee crisis	Division of tasks among institutions	"<…> "The Ministry of Social Security and Labour is responsible for providing state support for the integration of foreigners who have received asylum in Lithuania "(LRT, 2015).
	The European Commission financial support	"<…> "The European Commission is expected to provide six thousand euros from the Asylum, Migration and integration Fund for a resettled from another EU member state" (LRT, 2015).

Taking into consideration all these subcategories under policies to solve refugee crisis category, it can be said that most these topics and categories are closer to be neutral and positive. The first two mentioned topics have a neutral approach and the wording that has been used, did not seem to have negativity or positive opinion. This has showed that the media presented these topics in relation to be more neutral. The remaining two subcategories mentioning the financial assistance from the European Commission and division of tasks among the administrational units do not have negative or positive wordings, so it is considered to have a neutral approach.

During all these aspects and processes Lithuanian and German government and federal states tried to use non-governmental organizations as tools to implement the aimed actions and reduce the capacity from administrational units. As it was seen during the analysis, in all the aspects non-governmental sector and organizations were involved not only as advisors but acting and being part of the mechanism. For example, in Lithuania, 'Red Cross Organization" has been one of the most important organizations to collect data, to report to the ministries, to see the issues that workers and asylum seekers are facing. For this reason, a category named *non-governmental organizations aiding during refugee crisis* has been decided with added subcategories such as *government cooperation with non-governmental organizations* and *assistance with integration*. The first subcategory focuses on particularly involving and cooperating with non-governmental organizations during the refugee crisis management. One of the examples that are presented in table 9 is from Germany, where the Senate has involved NGOs in the coordination team as one the process makers. Concurrently, in Lithuania one of the non-governmental organizations is taking core roles in the crisis management, as administrating and reporting to the ministries. This category can be presented as positive and was communicated in the media as a positive and as neutral aspect. Moving further, the second subcategory is focusing on and has showed exampled on how the non-governmental organizations are part of the integration process and how the governments have implemented them as tool for a successful integration plan. One of the examples that are also presented in the table is that representatives from non-governmental organizations are delivering trainings and spreading communication about the refugee integration and these decisions for such action were made in the Ministry of Social Security and Labor. During the analysis of few articles, it was seen that this approach had positive aspect and that it could bring decisive and productive result.

**Table 11**.NGOs assisting during refugee crisis in Lithuania and Germany

Category	Subcategory	Proving statement
Non-governmental organisations assisting during refugee crisis	Government cooperation with non-governmental organizations	„<...> "A coordination team of all senate departments and districts, non-governmental organisations and state companies is to meet daily in order to be able to rearrange flexibly and quickly" (Berlinermorgenpost.de, 2015)
	Assistance with integration	„<...> "According to him, at least two specialist could work in Rukla – they will be provided with special training, including representatives from non-governmental organisations working with refugees" (diena.lt, 2015).; "<…> a non-profit university, is offering distance-learning courses to help refugees continue their studies." (The Guardian, 2015).

To summarize how NGOs assisted and were part of refugee crisis management, it can be said that the governments in Lithuania and Germany have included non-governmental organisations in the refugee

crisis management. Different organizations became one of the most crucial aspects in terms of administrational tasks, data collection, reporting and communication to the citizens and the rest of society. These aspects can be also recognized in previous categories and subcategories, where the collaboration between non-governmental organizations and public institutions has been active and efficient. Additionally, this category represents the collaborative governance and collaborative action theories and how it can be seen practically. Both categories had a positive perspective, and no subjective or negative comments were discovered during the analysis.

To have a better overview a table presenting which categories had negative, neutral and positive point approach will be analysed in figure 12. As it can be seen, during the analysis of the media newspapers online from Lithuania and Germany, some topics are mentioned more frequently with a negative attitude, several of them have more of neutral approach, just as announcing the fact, without any comments. Categories and subcategories with a positive comments or intendments were only a few and mentioned just as facts. The table shows that there are six positive and six negative subcategories that fall under these approaches. The remaining three appeared to be neutral and the data that was presenting it, pointed these aspects as a fact without any negative or positive wording, which could have created subjective point of view.

Table 12.Comparison of Negative, Neutral and Positive approaches during data analysis
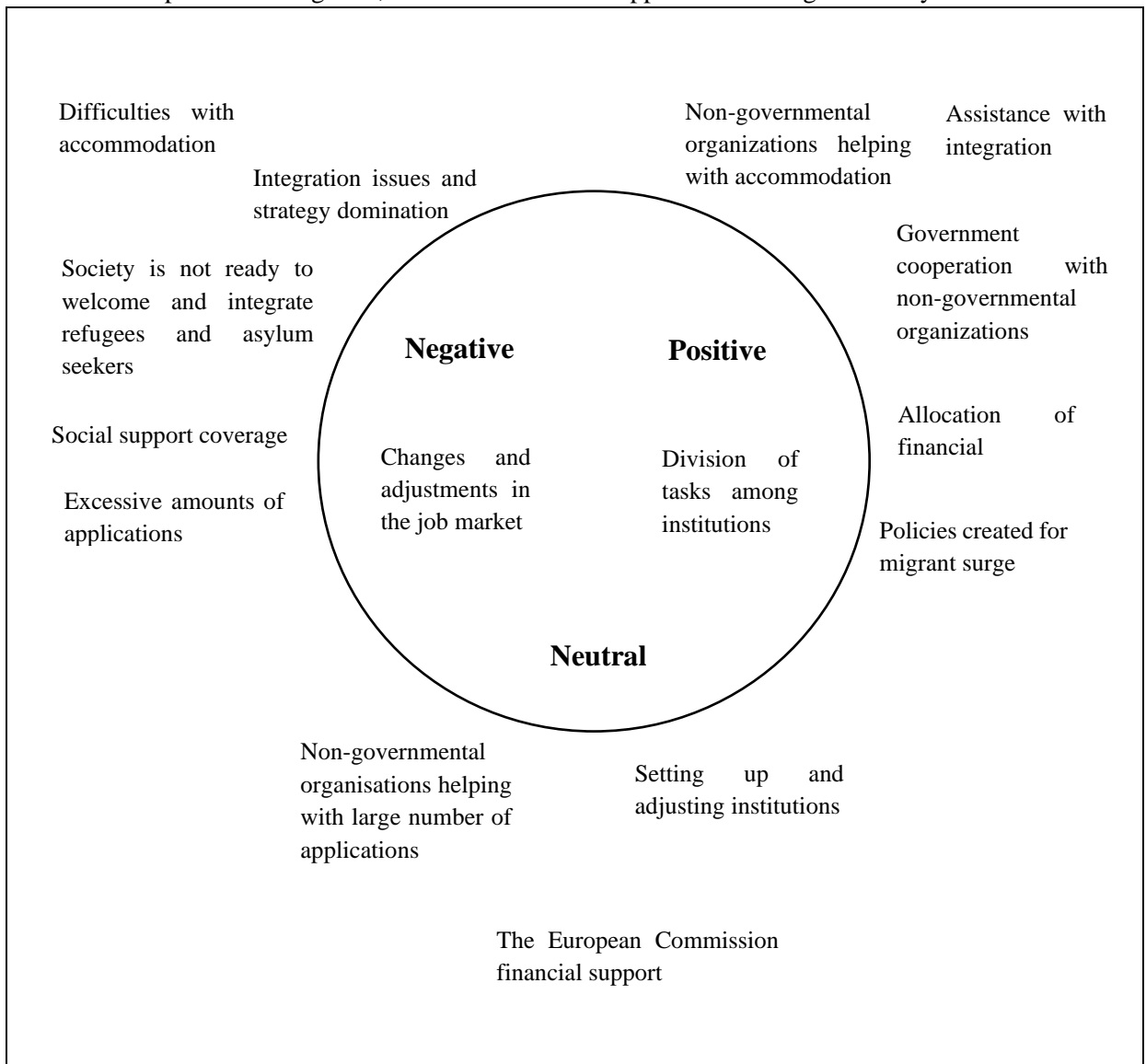
In conclusion to this research analysis and its results chapter, it can be said that in Lithuania and Germany the government has involved and included non-governmental organizations to the decision making, process implementation and as a mediator between the citizens and the public institutions. From the analysis that has been done, the online newspapers do have a negative approach towards refugee crisis management, there is a number of subjective criticisms in relation to the policies, country leaders and even negative comments from the members of the parliament. There are few main aspects that can be presented in conclusion such as that the participation of non-governmental organizations in the integration process and cooperation between public institutions is viewed from a positive perspective and no negative wording has appeared during the analysis. During the analysis in each category non-governmental and public institution cooperation has appeared as an effective solution with closer to be a positive outcome. The topics such assisting with accommodation, assisting with integration, collaboration between sectors and assisting with substantial number of applications where the subcategories were non-governmental origination participation or coaction was considered expected, neutral, or positive. The categories and subcategories that were seen from a negative point of view, were in relation with actions or decision making of public whenever they are announcing their actions alone. Additionally, the high amount of asylum seeker applications and situation with finding accommodation is also seen negatively.

From the theoretical point of view and the models and theoretical approaches that have been presented it can be said that the collaboration and coaction between NGOs and public sector does bring positive outcome and results. As it was presented during the research analysis, the organizations do assist, take over some of the policies, collect data and are on site of the actual crisis. What is has been analyzed, that non-governmental organizations have been included during the process and not from the very beginning. The presented model of the collaboration between non-governmental organizations and public reflects on the media articles and opinions of the citizens that have been described in the newspapers. Few specific aspects could have been seen in Lithuania, where NGOs have been collaborating with public institutions from the very beginning, they have been part of the policy and had one of the major roles in the crisis management mechanism. However, in Germany, it can be seen that NGOs have more independence and self-determination. One of the main reasons is that the financial support is coming from dissimilar sources and the authority is on local and not federal level. To summarize all the empirical analysis and academic literature analysis and comparing the possible dominating models of refugee crisis management in cooperation with non-governmental sector, it was seen that Najam (2000) Four C's model appears to be the leading perspective in the way the cooperation and collaboration between public institution and NGO works. The complementarity model would be visible and dominating in Lithuania and Germany based on how different the status of NGOs in each country is. However, in Germany another model could be implemented as cooperation model since the strategies and goals are similar and even the organizational structure becomes more and more similar.

Lithuania

Dominating Complementary model

- No confrontation between two sectors
- Goals and aims are aligned between public sector and NGOs

-NGOs are part of decision making and process implementation

Germany

Signs of cooperation model

- Similar organizational structure due to legistative regulations

-Neutrality

- Public sector does not need to finanicially support and NGOs are not dependand on governmental institutions
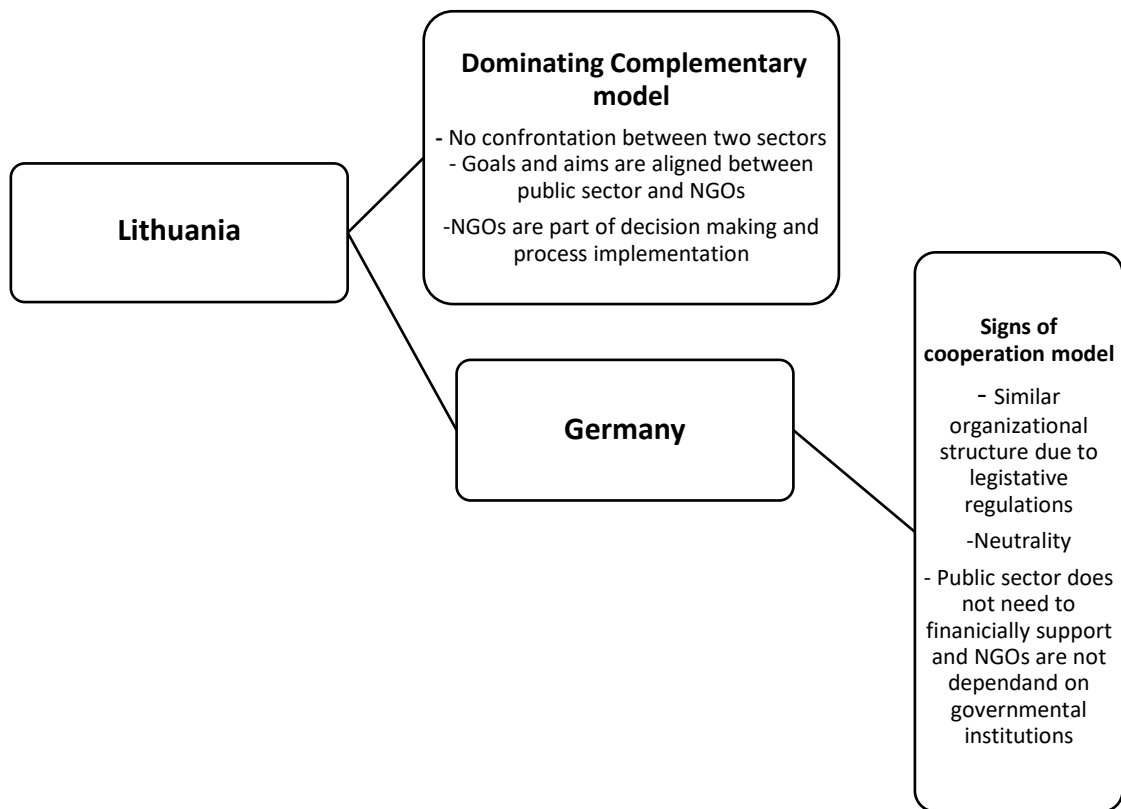
Fig. 15 Dominating models of cooperation between the public sector and non-governmental organizations of crisis management in Lithuania and Germany

Conclusions

1. Theoretical review has shown that there are two main categories in relation to migration and its characteristics. These categories are economic and non-economic, and individuals who fall under such categories proceed with forced migration or voluntary migration. Forced type of migration is one of the causes of refugee crisis in a region or in a country. Not finding long-term solutions to a growing number of refugees and asylum seekers in the public institutions will increase changes of a having difficulties to effectively administrate crisis management.

2. During the review of corresponding literature, it was presented that there more than one theory which could describe what kind of tools and mechanisms public sector is taking during the crisis management process. In order to endure with a refugee crisis or any other crisis in country public institutions need to increase their capacities and this in most of the cases means involving and cooperating with other sectors or institutions. Having one or few goals to solve a crisis, all the sectors must also adjust depending on the capacities that public institutions have and assistance that is required.

3. After analyzing what are the ways of sectoral cooperation, it has been recognized that the cooperation between public institutions and non-governmental organizations have positive impact on crisis management. It appears that this cooperation and be formal and informal and non-governmental organizations can infiltrate, assist, and participate in the crisis management policy making. Different theories have conferred that the collaboration with public sector has allow NGOs to be part of the policy making and help and not only be an adviser

4. After analyzing further aspects of development of policies and in sectoral cooperation on refugee crisis, it was noticed that during the implementation of refugee crisis management in different European countries and particularly in Lithuania and Germany, it is seen that NGOs are becoming more as a key players and decision makers, essential part of solving crisis and showed their structural differences from public institutions can be beneficial. However, both countries face differences challenges regarding the implementation of non-governmental organizations in policy making or as a key decision maker during the crisis management, due to the difference legitimatize aspects in countries and administrative status of the organizations.

5. The research analysis has shown that he participation of non-governmental organizations in the integration process and cooperation between public institutions is viewed from a positive perspective and no negative wording from the citizens and popular media. During the analysis in each category non-governmental and public institution cooperation has appeared as an effective solution with closer to be a positive outcome. After analyzing numerous media sources in Germany and Lithuania, it was recognized that such coaction between the different sectors is seen positively in both countries.

6. The non-governmental organizations assist, take over some of the policies, collect data and are on site of the actual refugee crisis in Lithuania and Germany. In Germany, NGOs that became one of the most important institutions during the refugee crisis management, have been included during the process and not from the very beginning. Non-governmental organizations in Germany were managed by municipalities or federations and were directly reporting to that level institutions, as in Lithuania, NGOs in Germany, were directly in contact with the asylum seekers and refugees during the refugee status application process or integration. Alongside, in Lithuania core non-governmental organizations have been tools of crisis management from the very beginning, had a significant role in terms of data collection, education, and integration process.

7. It is agreed and stated that there is no one particular model that can be used and would describe the action of collaboration between non-governmental organizations and public institutions. There are various concepts and theories that relate to each other while explaining this phenomenon of roles of non-governmental organizations in coaction and during crisis management. The primary model and core component that would be best suited in relation to refugee crisis management, would be the Four C's complementarity model, which features are described and analyzed by Najam (2000). This aspect presents those non-governmental organizations and public institutions have the same goal and aim to solve refugee crisis but do act in diverse ways and have different strategies, even though they are aligned.

8. After identifying and comparing the possible dominating models of refugee crisis management in cooperation with non-governmental sector, it was seen that Najam (2000) Four C's model appears to be the leading perspective in the way the cooperation and collaboration between public institution and non-governmental organization works. The complementarity model would be visible and dominating in Lithuania and Germany based on how different the status of NGOs in each country is. The presented pattern of the collaboration between non-governmental organizations and public institutions, reflects on the media articles and opinions of the citizens that have been described in the newspapers. Additionally, it was proved that public sector and NGOs, do share the same goal and aims, to make the refugee crisis management more efficient, proceed with better asylum seeker and refugee integration, however, the ways how to do it are slightly different, even with an alignment.

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