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Livelihood Enhancement for the Most Vulnerable Roma Families in Belgrade  
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## Methodology for Consultation Process

### Livelihood Enhancement for the Most Vulnerable Roma Families in Belgrade

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#### Introduction

Methodology for Consultation Process (hereinafter: Methodology) is designed to guide the community consultations process within the Livelihood Enhancement for the Most Vulnerable Roma Families in Belgrade Project (hereinafter: Project). The Project is designed to address the basic housing needs of targeted population through a human rights complaint process. Project Document stipulates that Human Rights Based Approach (hereinafter: HRBA) will be applied in all phases of Project implementation.

In line with the Common UN Understanding on HRBA<sup>1</sup>, human rights principles guide UN programming in all sectors. Following are the key human rights principles obligatory for all UN programmes and projects:

**Universality and inalienability:** Human rights are universal and inalienable. All people everywhere in the world are entitled to them. The human person in whom they inhere cannot voluntarily give them up. Nor can others take them away from him or her. As stated in Article 1 of the UDHR, "All human beings are born free and equal in dignity and rights".

**Indivisibility:** Human rights are indivisible. Whether of a civil, cultural, economic, political or social nature, they are all inherent to the dignity of every human person. Consequently, they all have equal status as rights, and cannot be ranked, a priori, in a hierarchical order.

**Inter-dependence and Inter-relatedness:** The realization of one right often depends, wholly or in part, upon the realization of others. For instance, realization of the right to health may depend, in certain circumstances, on realization of the right to education or of the right to information.

**Equality and Non-discrimination:** All individuals are equal as human beings and by virtue of the inherent dignity of each human person. All human beings are entitled to their human rights without discrimination of any kind, such as race, color, sex, ethnicity, age, language, religion, political or

<sup>1</sup> <http://hrbportal.org/the-human-rights-based-approach-to-development-cooperation-towards-a-common-understanding-among-un-agencies>



other opinion, national or social origin, disability, property, birth or other status as explained by the human rights treaty bodies.

**Participation and Inclusion:** Every person and all peoples are entitled to active, free and meaningful participation in, contribution to, and enjoyment of civil, economic, social, cultural and political development in which human rights and fundamental freedoms can be realized.

**Accountability and Rule of Law:** States and other duty-bearers are answerable for the observance of human rights. In this regard, they have to comply with the legal norms and standards enshrined in human rights instruments. Where they fail to do so, aggrieved rights-holders are entitled to institute proceedings for appropriate redress before a competent court or other adjudicator in accordance with the rules and procedures provided by law.

The present methodology is therefore defined to ensure full observance of the principle of Participation and Inclusion through ensuring meaningful participation and contribution of the affected individuals, families and community to the Project development and implementation.

The UN Special Rapporteur on adequate housing explains in the Basic Principles and Guidelines on Development-Based Evictions and Displacement<sup>2</sup> that urban planning and development processes should involve all those likely to be affected. In this sense, 'opportunities for dialogue and consultations must be extended effectively to the full spectrum of affected persons, including women and marginalized groups, and, when necessary, through the adoption of special measures or procedures'.<sup>3</sup>

In January 2013 the City of Belgrade has adopted the Action Plan for the Resettlement of the Residents of Newly Formed Settlements Makis 1, Makis 2, Resnik, Jabucki Rit and Kijevo (hereinafter: Action Plan). The Action Plan defines important aspects of the Project implementation and was adopted prior to the official approval of the Project by the EU Delegation in Serbia.

The Project itself will define in more details specific activities defined by the Action Plan with a view to ensure full community participation in the Project implementation, as required by the HRBA.

The Methodology aims at defining and describing how the community consultations will be carried out, including the main methods to be used to collect, analyze, record and report information. It also includes brief description of main phases in the process, how stakeholders and specific target group will be involved, i.e. participation promoted, the data/information collection tools and reporting mechanisms.

The Methodology furthermore defines the non-exhaustive list of topics that the consultations will be carried around.

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<sup>2</sup> A/HRC/4/18

<sup>3</sup> A/HRC/4/18 para 39

## Objectives

The Overall Objective of the Methodology is to ensure meaningful participation of affected community in the Project implementation process and in definition and adoption of decisions that will affect their lives, within the Project implementation and with a view of realization of their right to adequate housing, as defined under the Project.

The Specific Objectives are:

- to establish positive examples and good practices of communication and consultation with affected vulnerable communities and to build trust between affected community and relevant stakeholders;
- to ensure that affected community's viewpoints are duly taken into consideration in decision making processes relevant for Project implementation;
- to establish capacities of local self-government and of the affected communities to actively participate in the consultation process in line with the human rights standards and principles.

### Beneficiaries and Stakeholders to be involved in the Consultations Process within the Project

- Roma families from new-formed settlements in the City of Belgrade (Makis 1, Makis 2, Resnik, Jabučki Rit and Kijevo)
- The Delegation of the European Union (DEU) is the contracting authority and funding source for the Project
- UNOPS has the overall responsibility for achieving the Project objectives
- The City of Belgrade as a key stakeholder and contributor to the project. The City of Belgrade is the relevant authority at the local level responsible for Project activities implemented within their territorial jurisdiction.
- OSCE Mission in Serbia contributes the village houses purchasing that will be linked to the legal aid provided by the OSCE through IPA 2012.
  
- The United Nations Office of the High Commissioner for Human Rights (UNHCHR) contributes by ensuring that human-rights based approach is adopted and implemented at all stages of Project implementation and gender is a cross cutting theme.
  
- Commissariat for Refugees and Migration of the Republic of Serbia is coordinated in regards to the IDP Roma beneficiaries throughout consultation process.
  
- Two subcontractors, Danish Refugee Council (DRC) and Housing Development Centre for Socially Vulnerable Groups (Housing Centre) are engaged in the realization of specific project services: social aspect and technical aspect, respectively. DRC has the specific responsibility to undertake, organize and document consultations as defined in the agreement between DRC and UNOPS.

The active involvement and participation of all the stakeholders will be sought with a view to ensure that Roma families in five settlements are consulted adequately and are participating meaningfully throughout the Project implementation. The Project Team, Coordination Body and all relevant stakeholders are obliged to ensure that the views of the affected community are duly taken into account throughout project implementation and that all activities including public and private consultations, final selection of beneficiaries, access to efficient complaint procedures and legal aid,

monitoring and facilitation of the integration process are based on human rights standards and principles.

The Methodology needs to be in line with the Project Communication Strategy, respecting fully the defined communication lines and conveying the key messages. Furthermore, Methodology is framed around the Action Plan. Methodology also involves the elements of communication with host communities, local institutions, municipal structures and a working group, to be supported with the visibility and information material highlighting Donor's presence.

### **Action Plan Points Requiring Community Consultations**

As noted, the City of Belgrade has adopted the Action Plan that serves as the basis of Project Implementation. With understanding that elements of the Action Plan will need to be further defined in close communication and consultations with the affected communities, the Action Plan points are left open and are defined to the level of proposal such as: Proposed model<sup>4</sup>, Proposed Sites<sup>5</sup>, etc. It is of utmost importance for successful and human rights compliant project implementation to ensure that relevant elements of the Action Plan are discussed adequately with the affected community and that views and concerns of the community are taken on board by the decision making authorities, as appropriate.

Following is the non-exhaustive list of the Thematic Consultations around which affected communities need to be consulted:

For the community that is to be resettled to new housing units:

1. Proposed sites, including discussions on the possible improvements and site upgrading particularly in terms of safety and security, access to basic services, and income generation options
2. Proposed housing model(s), to include full information on entitlements and rights
3. Proposed design, typology and facilities, to include discussions on cultural adequacy
4. Informing about the tenancy models, including tenancy agreements, obligations and rights and to include discussions on sustainability and long-term affordability
5. Defining the beneficiary selection process and criteria, to include discussions on how the families and individuals will apply for certain housing models at certain locations, the procedure under which they will express their preferences, and the procedure under which the City of Belgrade and the Project Team will decide on individual applications
6. Consultation round on the preparation of relocation schedule and assistance and organization of logistics for the final resettlement action.
7. Informative workshops with beneficiaries on maintenance of buildings, security, communal hygiene and environment protection;

Based on each of the themes, the Project Team will undertake the preparations of thematic consultations and workshops with the following purposes:

- to inform,
- to stimulate thinking and decision making,

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<sup>4</sup> Subtitle 7.1.1.1.

<sup>5</sup> Subtitle 7.1.1.2.

- to streamline attitudes and views,
- to motivate for proper actions.

Getting informed on the participants' knowledge on the subject matter, their expectations and choices, fears and concerns is of vital importance for making the detailed session planning in adequate formats and contents. Timing and duration of workshop sessions will be tailored according to the adopted thematic consultations plan through consultations with community members, Project team members and other relevant counterparts. The consultation/workshop material will be prepared in advance. The Attendance Lists and Notes/Minutes on consultation and workshop sessions will be prepared as regular reporting contribution to Monitoring & Evaluation mechanism.

### Consultation Methods and Data Collection Techniques

The two most common methods (quantitative and qualitative) are to be fully utilized as complementary and most useful for the consultation activities.

**Quantitative** - Survey which provides statistical information on targeted beneficiaries. It answers "how many" or "what" type-questions. The community members to be surveyed are directly involved in the conception, design and implementation of the process. Surveys are designed to gather and process information gained from community members.

#### Face-To-Face Interviews

These will be undertaken in community members' current residing environment. Interviews will last up to 1½ hours to ensure the highest possible response. The face-to-face nature of the survey allows interviewers to create a rapport with the interviewee, explore more complicated questions, show visual cues and compile better data quality.

**Qualitative** - Interviews and Focus Groups, which are more interactive and discursive in nature and used to gain a more detailed understanding of issues - answering "how" and "why" questions. The method allows us to better understand people's attitudes / opinions. For some issues that are not easily highlighted in the survey, supplementing of this type is a consultation where these issues can be discussed and considered more elaborately.

#### Focus Group discussions

It is a group where specific issues are explored in-depth for 1-2 hours through a structured, but open ended discussion. Groups typically consist of 10-12 people led by a Social Expert and Social Officer with the presence of other Project Team members. Groups are structured to test the opinion of the community interest, to help reduce inhibition of community members, build trust and promote future discussions.

#### Individual and Paired Interviews

One-on-one discussions, lasting for about an hour, framed around a particular topic area. The practice reveals what an individual thinks, thus develops a more detailed understanding of the reasons and rationale behind community member's attitudes and opinions. Paired Interviews are to

be used as a useful technique in consultation with less confident members of the family or other families' specificities (including gender balance). Frequently, more can be achieved in a 20-30 minute paired interview than in a drawn out focus group.

#### Techniques:

- 1) Desk analysis of the project documentation. (DoA, Logframe, Action Plan of UNOPS and other involved implementers)
- 2) Coordination working meetings with relevant actors at the City Level and international community level.
- 3) Survey which provides statistical information on targeted beneficiaries.
- 4) Focus group discussions
- 5) Semi-structured individual and paired interviews
- 6) Thematic consultations and informative workshops

### **Basic Principles of Consultations**

All consultation and assessment activities will be implemented according to the **Human rights based approach (HRBA)** principles and methodologies.

It is essential **to build active relationship** and establish good communication and cooperation with all relevant stakeholders. Consultations with the community will be implemented with full respect of the privacy of affected individuals, families and communities. Understanding vulnerability and severe marginalization of the community in question, the Project Team will ensure that the consultations are undertaken in sensitive and empathic manner. To ensure full discretion, individual and confidential consultations will be held with the individuals with particular aim to ensure views of the most marginalized, such as women, children and elderly, are duly recorded and taken into account.

Important element of the consultations process will be the empowerment of the community to take part in the consultations process. The Project team will commence with the consultations by presenting to the community the consultations methodology, what they will be consulted about and in what process.

The Project Team will regularly participate in all coordination meetings to discuss activities, exchange progress reports and plan further steps. Information will be provided in a **timely and targeted manner** ensuring that it reaches the right people in a way they can understand and respond timely and adequately.

Specific attention will be paid promoting **participatory approach, gender equality and minority inclusion**. The participation of Roma and Roma IDP women in the present Action will be specifically supported in order to have an equally balanced gender composition in the group of beneficiaries. It is very important to make sure that women and men concerns are both voiced and heard, that they are actively involved in the decision making process, that their existing capacities are enhanced via provision of livelihood opportunities. Special attention will be focused on female-headed household and SGBV survivors.

**Multi institutional and multi-faceted approach** are recognized as the most effective way to address these concerns and to promote durable solutions or self-reliance programs pending durable solutions, contributing to setting the ground for recovery and development.

**Collaborative processes and partnerships:** The responsibility of relevant parties in the implementation of their tasks is shared in line with the Project organizational structure. There is also the operational agreement between the parties to share the risks and benefits.

Through the consultations, a participatory Project team member will prove the following **skills and knowledge**:

- comprehensive knowledge on the subject matter;
- social skill and ability to hold the community together and control it without damaging its integrity;
- observation and perception skill to identify community members' standpoints and concerns and
- organizing ability, so that resources and logistics arrangements are smoothly handled.

### Action Points

The proposed below are **the crucial steps** in the process of meaningful consultations with members of minority communities in the Project implementation. For each of the themes around which the consultations are to be held, thematic consultation plan is to be developed to outline key steps in the timeline. The thematic consultation plan is to be agreed by the Project Team.

Before commencing the consultations process, the Project Team including UNOPS, OHCHR, DRC and HC as well as the representatives of the City of Belgrade will **present the proposed resettlement plan** to the community members, the options that are available, as well as the methodology for consultations and the steps to follow. Consultations are to commence after the Project documentation (Description of Action, Logframe, Action Plan, etc) has been adopted so that the full set of information is available.

As defined by the Communication Strategy, comprehensive **information and visibility material** is designed and disseminated to community members to provide information on the project objectives, consultation process, participation models, complete set of foreseen activities and expected results; Information will be accurate and in a form that is accessible and understandable, including in a language that the community members fully understand. The format in which information is distributed should take into account the oral traditions literacy level of the community members.

Following are the minimal steps to be foreseen within the thematic consultation plan, for each of the themes:

1. The Project Team will **present the issue to the community**, proposed plan around the theme, as well as the options that are available and feasible.

The proposed plan is to be presented to community members in a **clear and unambiguous manner**, leaving **adequate time and the option to seek clarification** from the Project Team and from relevant institutions. Clarifications to be provided should be **concrete and understandable** for community members and should not be pure invoking of laws and programs but should aim to

provide relevant information to the community in order to ensure their full and meaningful participation in the process.

It is essential that representatives of all stakeholders behave in **sensitized manner with a dose of empathy and of understanding** for the problems faced by this population. It is absolutely essential that the stereotypes and prejudices are not manifested during the consultation. Community members are to be treated with **respect and understanding**.

After the initial meeting, the community is left adequate time to **review the information and the material presented**, and the time for consultation within the community. This time is not to last less than 7 days.

2. Community members meet again with representatives of relevant stakeholders and are provided the opportunity **to voice their visions and draw conclusions** on how they see the process of resettlement.

As mentioned, the resettlement action is to be developed according to the principle of **Participation** which means that relevant stakeholders and community members from five selected container settlements are involved in the process of needs assessment, all participating with realistic and grounded remarks on one side and appropriate actions of support on the other side. Particular attention is paid to the community members' rights and requirement for an inter-sector approach.

This part of consultations process will ensure that techniques employed enable community members to raise their concerns and provide their suggestions without feeling threatened. If needed, and as assessed by the project team, individual and confidential consultations sessions will be held. The objective would be to ensure the community was given adequate opportunity to raise their concerns, provide informed feedback, and suggest ways to resolve their concerns in culturally acceptable manner.

Consultation and participation are crucial components of a consent process. The parties will establish a dialogue allowing them to find appropriate solutions in an atmosphere of mutual respect in good faith, and full and equitable participation. Community members will be able to participate directly and/or through their own freely chosen representatives.

The project activity will determine the **level of participation** that is practical, realistic and need-tailored, namely:

- information sharing,
- consultation,
- decision making and
- initiating actions (focus on self-help & self-activation), all indicating the level of empowerment.

3. Representatives of relevant stakeholders afterwards hold their **internal consultations** and are allowed adequate time to consider in their organizational structure to what extent the views of the community are **feasible, realistic, grounded and justified**:



- if so, how the preferences of the community can be fulfilled considering all the aspects of stakeholders' obligations to the community and real conditions for Project implementation;
- if not so, what other explanatory manners can be used and/or alternative solutions can be found to fulfill these needs.

4. Representatives of stakeholders and community members meet to **agree on** what can be carried out and start the **joint planning process**.

Once the agreement with the community is achieved, the joint planning process is ready to commence.

Steps identified above are the minimal steps to be undertaken for each of the themes around which the community consultations are to be held, and are to be foreseen in each of the thematic consultation plans.

Further realization of the Project will proceed as planned in the Project documentation of relevant counterparts (Description of Actions, Logframes and Action Plans) taking into consideration all foreseen risks and mitigation measures.

The Project Team with duly respect the right to privacy and will not compile personal data of individuals affected without their written consent.

#### **Adherence and applicability of the Methodology to the Project Reporting Requirements**

All conducted consultations will result in comprehensive records and reports on targeted community opinion on the a/m subject matters (e.g. the adequacy of the locations for resettlements, views on potential living in these locations, preferred sites for resettlement, conceptual designs of buildings, etc.), which will be crucial element for the project development.

This activity will be carried out by DRC in coordination with other members of the Project team.

#### **Resources & Expertise required**

Particular skills, experience and professional attributes of an individual and /or Project team are needed and guaranteed by the Methodology when undertaking the following assignments:

- performing in line with project objectives,
- contributing to project development in coordination with other stakeholders,
- conducting interviews and running focus group discussions with affected community,
- designing questionnaires, surveys and other project templates,
- disseminating and presenting information and visibility material,
- reporting on project participation development.

#### **Risks foreseen**

The Methodology can be further revised depending on the following foreseen risks:

- 1) Refusal of the significant part of the affected community to participate in consultations process, or the target families are distrustful of various service providers and unwilling to engage in a meaningful dialogue
- 2) Lack of specific data that should serve as a starting point in Thematic consultations,
- 3) Hostilities from the host communities,
- 4) Pressing security issues,
- 5) Unforeseen developments calling for significant Project restructuring
- 6) Unforeseen delays causing the consultations not to be meaningful, etc.