

Guidelines for Public Consultations on Soum Land Management in Mongolia

Supporting Inclusive Soum Development Planning



**GREETING FROM THE DIRECTOR
OF NATIONAL LAND AGENCY OF MONGOLIA**

PCC, a Mongolian NGO, together with Mokoro Ltd, from UK, has been working in rural areas of Mongolia since 2016 implementing the action-oriented project called Women's Land Tenure Security (WOLTS), touching the core issues in rural areas related to mining, livelihoods, land and gender.

These new Guidelines complement Chapter 4.1, titled "Field study, clarification, meeting, consultation, and group discussions" of "Guidelines for Developing Soum Landscape Development Plan", which gives more detailed instructions to be used in the local areas.

We are confident that these Guidelines will help our professional organizations who work with communities throughout Mongolia in creating their Soum Landscape Development Plan. More particularly, our Agency expects that these Guidelines will help to develop Soum Landscape Development plan by profoundly reflecting public opinions and comments.

Additionally, these Guidelines can be used for organizing different participatory meetings and discussions with local people to identify the different and important social key aspects such as gender, health and participation at the local level.

I would like to express my deep appreciation to PCC and the WOLTS project team for their work and support to make these Guidelines available for the development of Soum Landscape Development Plans nationwide.

DIRECTOR



MR. TS. GANKHUU

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Section 1. Introduction

1.1. About these Guidelines

These Guidelines complement Chapter 4.1, titled “Field study, clarification, meeting, consultation, and group discussions” of “Guidelines for Developing Soum Landscape Development Plan”, approved by the Director of ALAMGAC through Order A/134 of 2019.

The Guidelines have been prepared at the invitation of the Mongolian government land administration and management agency, ALAMGAC (hereafter referred to as the ‘agency’), in a collaboration involving the agency, Dornogobi aimag government, Dalanjargalan soum government, PCC (Mongolian NGO) and the Mokoro WOLTS project (from the UK). The Guidelines draw on experience from the preparation of the Dalanjargalan Soum Landscape Development Plan (SLDP) in 2018-19.

The methodology and process described in these Guidelines were developed and tested in Dalanjargalan soum of Dornogobi aimag for the development of its SLDP and were based on approaches and tools developed more broadly by the WOLTS project and in PCC’s general participatory work.

The Dalanjargalan SLDP is now the first formally adopted soum plan that readers can consult to see the outcome from the methodology and process outlined in these Guidelines.¹

1.2. Purpose and overview of the Guidelines

The purpose of the Guidelines is to provide step-by-step guidance on carrying out a public consultation process for the professional organizations and land management experts (aimag level Land Management, Urban Construction Agency specialists, and Soum land officers) who are developing the SLDP. These Guidelines describe in detail how to conduct participatory consultation meetings in the soums in the form of focus group discussions (FGDs). They also describe the overall SLDP consultation process of which the FGDs are one part.

1.3. Objectives of public consultations

The immediate objective of the public consultations is to receive public comments on the social, environmental and economic issues covered by the SLDP in a highly participatory, inclusive and gender-sensitive way. The comments and findings from this process, as described in these Guidelines, are then consolidated by the facilitation team and included in the SLDP.

A second objective is to raise awareness among the public about the SLDP during its development so as to strengthen public ownership of the final adopted document.

1.4. About focus group discussions

The main public consultation meetings will take place in the form of focus group discussions. The objective of this form of participation is to include representatives of different social groups of the soum, including men and women, young and elderly people.

In Dalanjargalan soum there were 12 FGDs for the preparation of the SLDP in 2018-2019. The facilitation team comprised four people (two teams of two with one facilitator and one note-taker in each team). For smooth and quality-oriented work, it is recommended to run each FGD with at least two people.

¹ Available online on the PCC website (www.pcc.mn) and the ALAMGAC website (www.gazar.gov.mn).

Focus group discussions in a soum – key points:

- The number of FGDs held depends on the location, size, population and characteristics of a soum.
- 10-12 participants are usually invited to each FGD, and should represent different social groups. Participants can all be from one bagh or from different baghs, from one social group or different social groups.
- Each FGD usually takes two to three hours.
- Only two to three 'tools' should be used in each FGD, from the set explained in Section 3 (social mapping, natural resource mapping, migration mapping, H-Form on environmental issues, H-Form on livelihoods).
- Each FGD ends with a discussion of problems raised and possible solutions.

Why 10-12 participants in each FGD?

- Most meetings at bagh level are organised in a Ger, so the maximum number of participants is 12 to create a comfortable environment for discussion.
- This works very well when you have one facilitator and one note-taker and allows time and space for all participants to have their say.

Section 2. Preparation and Planning

Soum situations vary greatly. For example, households in the Khangai region can live close to each other while households in the Gobi region may live far from each other. Therefore, suggestions provided here should be viewed as a guide only and adapted according to local conditions. We suggest that planning should involve a person/people with experience of working or living in the soum who can advise the facilitation team. Steps involved in getting ready for the consultation meetings include:

1. Background study of the location and local land management issues.
2. Selection of the participants.
3. Setting up and training of the facilitation team.
4. Preparing for documentation and note-keeping.
5. Preparing the Charter and Agenda.
6. Preparing meeting materials and planning for the participatory public consultations in the soum.

2.1. Background study

The facilitation team should start their work with a review of the socio-economic data of the soum that should have been gathered as the first stage of the SLDP, drawing on central and local government publicly available sources, as well as any other available academic or technical or NGO studies of the soum. The data will provide information to use in the selection of target groups for the FGDs and in planning the consultation schedule. Land administration technicians are normally responsible for gathering information and data for the background study, which could include:

- human population;
- geographic characteristics and environmental issues and concerns;
- local economic sectors and history of soum economic development;

- livestock census numbers;
- employment and health;
- housing, transportation and infrastructure.

2.2. Selection of the participants

Social groups for the FGDs can be identified from the outcomes of the background study.

Examples of social groups:

- | | |
|---------------------------------------|---|
| ○ Men herders | ○ Members of wealthy households |
| ○ Women herders | ○ Members of migrant households |
| ○ Formal employees | ○ Crop farmers |
| ○ Miners | ○ Members of absentee herder households |
| ○ Members of single-headed households | ○ Young people |
| ○ Members of poor households | ○ Elderly people |

In rural areas, long distances make it difficult to access all citizens. Bagh governors may be able to assist the facilitation team to ensure that people from all social groups are included in the selection process.

Individual interviews

In addition to the FGDs, a small number of individual interviews (around 10-12) may also be held with significant local stakeholders in the development of the soum. People to select for interviews can be identified based on the outcomes of the initial socio-economic data collection done by the land administration technicians (see section 2.1 Background study). Examples of potential participants in individual interviews include:

- Representatives of civil society and non-government organizations, including environmental and social welfare groups;
- Representatives of the local business community, including business owners and mining company and state-owned enterprise representatives;
- Relevant soum officials (e.g. rangers, environmental inspector, bagh governors, soum citizen representative khural chair);
- Well-respected older long-term residents of the soum.

Questions for these interviewees will need to be prepared by the team in consultation with technicians. The purpose of the interviews is additional information gathering to address gaps from the background study that are usually quite specific to each soum. The information gathered in the interviews is also included in the draft SLDP and can be reviewed more widely later on (see Section 4 Next Steps).

2.3. Setting up and training the facilitation team

As described above, two people should be allocated to run each focus group discussion, one being the lead facilitator and the other being note-taker. It is recommended that the facilitator has experience in carrying out participatory meetings.

If the facilitation team includes independent consultants, this is a good time for the land administration technician and the facilitation team get to know each other better. During the training, the technicians can advise the facilitation team on the kind of information that they feel is still needed from the participants in the public consultations and work with the facilitation team to create a checklist for the FGDs as well as for the interviews.

The training for facilitators may vary depending on the existing level of expertise and it is not possible to cover this topic in detail here.²

Above all, there are three simple rules:

1. Be nice to people
2. Repeat rule number 1
3. Repeat rule number 2

In addition, the training should make clear that all team members are expected to uphold the following attitudes and behaviour:

1. Respect for community members;
2. Appropriate behaviour with reference to customs and culture;
3. Interest in what communities know, say, show, and do;
4. Patience, i.e. not rushing participants and not interrupting them;
5. Listening, not lecturing ('handing over the stick');
6. Encouraging mutual learning;
7. Encouraging information sharing;
8. Empowering community members to express, share and plan;
9. Enhancing and analysing community knowledge.

Additional tips for carrying out participatory public consultations

- *Ensure that the settings for the FGDs and individual interviews are comfortable and ideally hold meetings at a time suitable for the participants and interviewees.* Be relaxed, culturally sensitive, aware of your own behaviour, and avoid acting the 'expert', especially when coming to the rural areas from the big city (UB). Try not to intimidate, but make people feel comfortable, open and relaxed. When using participatory tools, the facilitator must encourage participants to share information and be active, and also make sure that none of the participants dominates and that everyone is given space to share their views, including by soliciting comments from people who have not spoken much.
- *Team make-up is vital when working with vulnerable people.* Team members should exercise special sensitivity with vulnerable participants and ideally there should be a woman on the team when working with vulnerable women.

² For more about facilitation skills refer to:

https://www.kas.de/documents/252038/253252/7_dokument_dok_pdf_43458_18.pdf/44d3ecf1-ca81-27ff-0e96-9de840de9aab?version=1.0&t=1539651564380 and <http://www.oroltsoo.mn/file/4.pdf>

2.4. Preparing for documentation and note-keeping

Preparing good documentation of maps and flip charts and writing up of notes are very important elements of the process, and are important to emphasise during the training. After all, inputs from the public consultations to the SLDP will be based on the note-keeping and documentation.

The note-taker should type up and review the notes of every public consultation meeting carefully and the facilitator should also review the typed-up notes to check for accuracy. Always make sure meeting notes are typed up as soon as possible so that any questions or inconsistencies can be resolved while memories are fresh. Always write the date, place and who was there. If documentation will not take place straight away, then hand-written notes are reviewed together as a team on the same day as the FGD or interview, making any adjustments or corrections needed. This is also a time to note down your observations, which should be recorded in the typed-up notes during documentation.

Proper labelling and numbering of the files and pictures of charts and maps is also very important.

Adequate time should be taken for analysis of the information. There may be the need for filling in information gaps and cross-checking between different information sources, and drawing information from diagrams and pictures to supplement interviews or FGDs. Copying diagrams and figures into the draft SLDP can also take time.

2.5. Preparing the charter and agenda

Charter

For a facilitation team, the charter is the document that defines why the team exists and sets out its overall goal(s). It is an important document because it defines the purpose of the public consultation process. It is used to ensure that the participants understand who is sponsoring the process, and that they clearly understand the focus of the time they will spend together during the FGDs.

Example of charter based on the one used for Dalanjargalan SLDP preparation.

Soum Name and Programme: Dalanjargalan, SLDP public consultation process
Members/Participants: PCC team, Technician, ALAMGAC and Aimag Land Department, Soum government and 12 FGDs involving about 120 people of all baghs in total
Sponsors: PCC, Mokoro WOLTS project, Aimag Land Department and Soum Government
Objectives: SLDP is being developed with the support of ALAMGAC, Aimag and Soum government. The Aimag government is sponsoring half and the WOLTS project is sponsoring half. This will be about 6 months of work. Important part of the SLDP is public consultation. This time we are piloting a new approach for public consultation to be more gender-sensitive and inclusive. This approach is being tested by WOLTS project and it also complements PCC's general approach. The objective is to conduct consultation meetings with citizens of Dalanjargalan soum on the SLDP. We have set up 12 focus group discussions [<i>Show the division of FGDs</i>]. With each FGD we will conduct 2-3 hours of meeting using 2-3 participatory tools. We will document the whole process and inputs and later they will be reflected in the SLDP. You will be able to see the draft document before it is finalized by the soum government. And we will also come back for community feedback meetings to introduce the final document and discuss with you how your inputs are reflected in SLDP and how you would like to monitor its implementation.
Outcome/Deliverables: Documentation of the notes from the consultations to be used in the preparation of the draft SLDP.
Tasks and Activities: Introduction, Q&A, 2-3 tools, wrap-up discussion and closing.

Ground Rules: No idea is stupid and we welcome all ideas; however, we will create a group idea/consensus by the end. All other rules can be identified by the participants before starting and might include: putting phones on silent; listening respectfully to each other; staying until the end of the meeting and respecting the time, etc.

The charter is the basis of the introduction made to participants at the start of the FGDs and will help answer questions that might come up. It needs to be prepared in advance. (See the example above and Template 1 in the appendix.)

Agenda

In preparing the agenda, allow about 2-3 hours for each FGD. The facilitation team is responsible for the development of the agenda as part of their preparation work. They will also select the participatory exercises to be used, depending on the type of FGD. In Section 3 of these Guidelines we provide details of four exercises: social mapping, natural resource mapping, migration mapping and H-Form (on environmental issues and on livelihoods). Choose exercises appropriate for the group; for example, migration mapping exercises work well with experienced herders as they are usually very knowledgeable and keen to share what they know. Select no more than 2-3 exercises for each FGD. (See example below and Template 2 in the appendix.)

Example of agenda from Dalanjargalan SLDP process.

FGD 1: With Eldev bagh women herders		
Meeting objective: Public consultations to support SLDP drafting		
Meeting location: Eldev bagh herder's Ger		
Date: (Year/Month/Day)		
Announcement time 10:00 A.M, Starting time 10:30		
Facilitator initials: _____ Note-taker initials: _____		
Tasks and Activities:	Duration	Outcome
Introduction followed by Q&A (refer to your Charter)	10 min	Registration sheet filled
Social mapping and/or Natural resource mapping	1 -1,5 hrs	Social map, photo and note-keeping
Resource mapping	30 min	Resource map, photo, note-keeping
Wrap up discussion with problem analysis on social issues	1-1,5 hrs	Problem analysis sheet, note-keeping
Closing the meeting	10 min	

Example of suggested planning of groups and tools for each FGD based on the plan used in Dalanjargalan Soum – see Template 3 in the appendix).

Mixed from all baghs	FGD 1	Men herders	Natural resource mapping Migration mapping H-Form on environmental issues
	FGD 2	Women herders	Natural resource mapping Migration mapping H-Form on environmental issues
	FGD 3	Mixed young unmarried people	Social mapping H-Form on livelihoods
	FGD 4	Men and women from single-headed households	Social mapping H-Form on livelihoods
Eldev	FGD 5	Married women herders	Migration mapping H-Form on livelihoods

	FGD 6	Married men herders	Migration mapping H-Form on environmental issues
Ungut	FGD 7	Men herders with 1000 livestock	Migration mapping H-Form on livelihoods
	FGD8	Women herders with small number of livestock	Social mapping H-Form on environmental issues
Bichigt	FGD 9	Men herders and other occupations	Migration mapping H-Form on livelihoods
Olon-Ovoo	FGD 10	Artisanal miners	Social mapping H-Form on environmental issues
	FGD 11	Mixed women and men who moved from other soums	Social mapping H-Form on livelihoods
Tsomog	FGD 12	Senior citizens mixed women and men	Social mapping H-Form on environmental issues

2.6. Preparing meeting materials and planning for the participatory public consultations in the soum

A variety of materials are required for participatory meetings and many logistical arrangements need to be made in advance. For example, the facilitation team will need to plan their travel and accommodation, in consideration of local seasonal and weather issues as well as of the work schedules of local people.

The materials to be organized in advance also need to be sufficient for the entire field trip to the soum.

Meeting materials checklist:

- ✓ Large sheets of paper/flip charts
- ✓ Tracing paper
- ✓ Coloured papers
- ✓ Markers
- ✓ Sellotape
- ✓ Post-it and sticky papers
- ✓ Any other creative materials for participatory mapping
- ✓ Flip-chart stand (optional, if there is space in the car)
- ✓ Scissors

Section 3. Participatory Tools for FGD Meetings

The following are some tools that can be used for FGDs. For each meeting, the facilitation team should choose 2 to 3 tools depending on the time available and the nature of the FGD (see example in Section 2.5 Preparing of charter and agenda). It is recommended to use a maximum of 3 tools.

- Social mapping
- Natural resource mapping
- Migration mapping
- H-Form on environmental issues
- H-Form on livelihoods

These tools are discussed in detail below. All should be followed by a closing discussion of problems raised and possible solutions for inclusion in the SLDP.

FGD during Dalanjargalan soum SLDP preparation process



3.1. Social mapping

Social mapping³ is a visual method of showing the relative location of households and local demographics including numbers of males, females, adults, children, landed and landless groups, literacy levels etc., together with the social structure and key institutions of an area.

It can be used for:

- showing data on community layout and geographic features, infrastructure, demography, ethno-linguistic groups, health patterns, wealth, and so on;
- identifying different social groups using locally defined criteria and assessing the distribution of assets across social groups;
- learning about local social institutions and the different views local people might have regarding those institutions.

It can show:

- an overview of community structure and the socioeconomic situation;
- household differences by social factors;
- who lives where in a community.

Facilitation process

1. Prepare a big sheet at least 1 x 1 metre, markers and different types of sticky paper, coloured paper and sellotape.
2. Explain the objective of the tool. Check that the participants understand it and feel comfortable with what will be discussed.

³ http://siteresources.worldbank.org/EXTTOPPSISOU/Resources/1424002-1185304794278/4026035-1185375653056/4028835-1185375678936/3_Social_mapping.pdf

3. Ask participants to think about people and households of their bagh/soum in terms of who they are, who lives in the bagh/soum, are they mostly herders or government employees, or young people or mature people, etc. If it is a bagh population, the participants are asked to group the households in terms of their location, show which household is together with which household, etc.; if it is a soum population, the participants are asked to group households in terms of their location and mark them on the sheet.
4. Once participants have marked where the households are located on the sheet, ask them about the characteristics of the households, for example, the average number of children, how many of the household heads are married and single, were born here or moved here, and their employment.
5. Discuss with participants the livelihoods of all households in the bagh or local area and their incomes in general and how they would want to divide local people into well-being groups, and ask them how many categories of well-being they can have in the bagh/soum, what the characteristics of poor households and well-off households are, and the approximate number or percentage of each.
6. Once the map has been completed, use it as a basis for discussing topics of interest or for collecting more statistical data and for enabling participants to conduct their own discussions and analysis. A record should be made of these discussions by the note-taker.

Example of a social map that was developed in the FGD of Dalanjargalan soum with men herders who have over 1000 livestock.



3.2. Natural resource mapping

Natural resource mapping⁴ is a method of showing information regarding:

- the occurrence, distribution, access to and use of resources;
- topography;
- human settlements;
- activities of a community from the perspective of community members.

It can be used for:

- identifying and examining relationships between a community's resources, topography, settlements, and activities;
- enabling people to picture resources and features and to show graphically the significance attached to them;
- identifying problems, possibilities and opportunities.

It can show:

- how people within a community view their environment;
- community members' analysis of the natural resources found in their community and how they are used.

Example of a natural resource map that was developed in the FGD with herder men in Bichigt bagh, Dalanjargalan.



⁴ <https://agri-learning-ethiopia.org/wp-content/uploads/2016/06/PRM-Mapping-Guideline.pdf>

Facilitation process

1. Prepare a big sheet at least 1 x 1 metre, markers and different types of sticky paper, coloured paper, and sellotape.
2. Explain the objective of the tool. Check that the participants understand it and feel comfortable with what will be discussed.
3. Decide what type of area the map will show, like a bagh or soum; this will depend on the composition of the FGD. Ask the participants to start by preparing the outline or boundary of the map. It might be helpful for them to start by locating the bagh centre or other important landmarks. It is not recommended to develop an accurate map. The goal should be to get useful information about local perceptions of resources. Participants should develop the contents of the map according to what is important to them, which might include infrastructure and services (such as roads, houses, bridges, schools, health clinics); water kiosks and sources; agricultural lands, forest lands, mining lands and grazing areas; soils, slopes, and elevations; shops and markets; and special places such as sacred sites.
4. When the map has been completed, the facilitator should ask the participants to describe it. Ask questions about anything that is unclear. Check the map against the checklist that was developed with the land administration technician after completion of the background study.
5. Once the map has been completed, use it as the basis for discussing topics of interest, drawing on the questions listed in the box below. A record should be made of these discussions by the note-taker. The map should also be used as the basis for the migration mapping exercises described below.

Checklist of features to cover while preparing the natural resource map:

- | | |
|--------------------------------------|---|
| ✓ Herder seasonal movement border | ✓ Fruits and berries |
| ✓ Herder groups border | ✓ Tourism zone |
| ✓ Bagh border | ✓ Licensed mining |
| ✓ Intensive farming zone | ✓ Mining-affected damaged area |
| ✓ State special protection area zone | ✓ Newly established wells and water resources |
| ✓ Land to be locally protected | ✓ Newly established or created reservoirs |
| ✓ Otor area and roads | ✓ Ordinary pastureland |
| ✓ Droughts and Dzud movement | ✓ Agricultural facility |
| ✓ Land to be allocated for reservoir | ✓ Pasture to be irrigated |
| ✓ Land for haymaking | ✓ Land to be rehabilitated |
| ✓ Land for crop farming | ✓ Artisanal mining area |
| ✓ Spring and river protection | ✓ Wildlife zone |
| ✓ Reservoir making | ✓ Medicinal plants |

Examples of key questions to guide a discussion of the natural resources map:

- Which resources are presently the most abundant or scarce? Which resources are subject to the most conflicts?
- Where are the main pasturelands located, including pastures of different types and for different seasons? Who makes decisions about land and pasture allocation? Are any pastures located outside the boundaries of this soum?
- What types of land and resources (e.g. pasture, farmland, water bodies, forests, artisanal mines, camps etc.) do you use and where are these found? What resources are used by men, what are used by women and what are used by everyone?
- Which resources e.g. water, firewood etc.), and from where, do you collect or use every day? Who collects or uses them? How long does it take to get there? How long did it take to get there 5-10 years ago? If there is significant change, why has this changed?
- Which resources do you collect or use occasionally (e.g. timber, hay/fodder, coal, livestock salt, etc.). When does this happen? Who collects or uses them? How long does it take to get there? How long did it take to get there 5-10 years ago? If there is significant change, why has this changed?
- Where are the central settled areas in this soum? For how long have they been the local centres?
- Has there been any change in land uses in the last 5-10 years? What are these? Why have these changes happened?
- Where are mining companies located? And where are artisanal mining sites located? Where are any other investors located?
- Have mining companies (or other investors) created any infrastructure in this bagh/soum? Does this infrastructure benefit or constrain local women and men?
- Have mining operations (or other investments) restricted access to any of the bagh/soum resources or had an effect on the quality of the resources? Does this affect men and women differently?

To wrap up the resource mapping exercise, ask the following questions:

- Do you agree with what is indicated in the map? If not, what do you think should be different and why?
- Does anything in the map seem new to you or is it what you would have expected?

3.3. Migration mapping

A migration map provides a visual representation of livestock migration routes through a pastureland. It offers opportunities to highlight key points of potential conflict over access to rangeland resources such as water sources, as well as to stimulate discussion of who has control and responsibility for access, use and governance of the pastureland in general, and who makes decisions about which different types of migration are allowed within a community's boundaries (and across boundaries) and when. It is important to understand:

- Who undertakes migration within and across the community, where, how and why.
- Who has control and responsibility for determining what types of migration are allowed, when and where, and what access to and use of the community's water, forest and grazing resources are allowed, when and by whom.

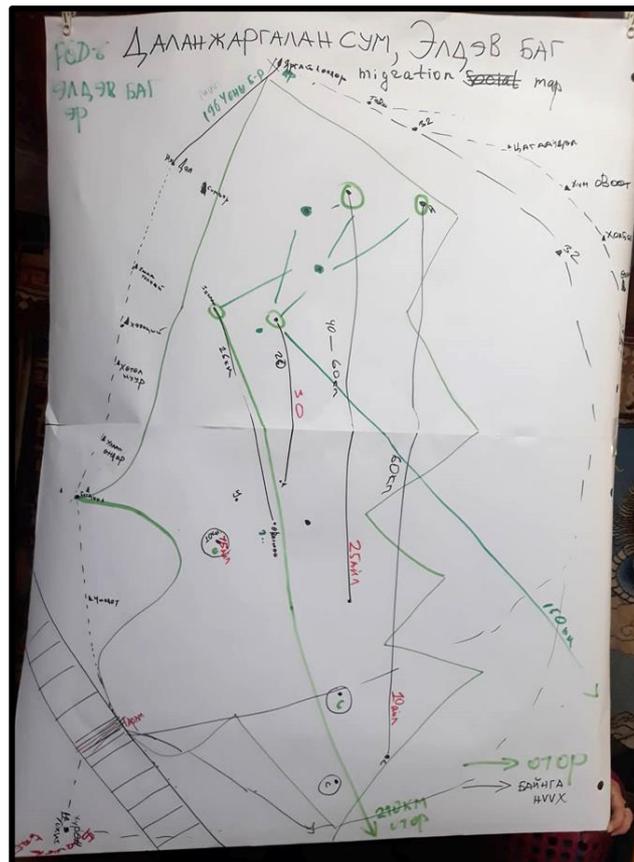
Facilitation process

1. Start by spreading out the natural resource map that has already been prepared. You can also show the group printouts of soum and bagh boundary maps if any are available, to give them

a sense of any known formal/official boundaries at the start of the process that might have a bearing on the governance arrangements relating to migration routes. Then take some tracing paper and lay it over the resource map, so that migration routes can be drawn on it.

2. Agree with everyone on which colours, shapes, arrows or other markings should be used to indicate different types, directions and seasonalities of migration, and of migration routes relating to different types of livestock or undertaken by different groups of people (e.g. male- or female-headed households, people from this bagh, people from other bags, people from other soums (which ones?)). More than one piece of tracing paper can be used if the group thinks that would make it easier to show different types of migration (e.g. in years of different weather severities, or by different people or livestock).
3. Make sure the site where the paper will be placed is clean, dry and smooth, and that you are away from disturbance.
4. A discussion should be facilitated during and after the mapping process, drawing on the checklist of questions in the box below, but also being open to any specific questions arising on the day. Where possible, answers should be drawn on the map as well as notes kept of the discussion.

Example of a migration map produced by laying tracing paper over the natural resource map that was developed in the FGD with Eldev bagh herder men of Dalanjargalan.



Examples of key questions to guide the discussion of the migration map:

- Do you rely on different migration routes to gain access to pastureland for different types of livestock? Why/why not?
- Does migration with livestock vary through the seasons? How?
- Do all people herding livestock in this bagh or soum follow the same basic migration patterns and routes? Are there differences for male-headed and female-headed households? If there are differences in migration patterns and routes, what causes them?
- How do people in this bagh organise how and where different households will migrate with their livestock for grazing? Can you give some examples of how?
- If migration goes across bagh boundaries, explain how migration routes and patterns are organised/arranged with other baghs.
- If migration goes across soum boundaries, explain how migration routes and patterns are organised/arranged with other soums.
- Do conflicts ever occur over migration? If so, show us in which areas on the map and explain what sorts of issues the conflicts are about. How are conflicts resolved?
- What possible solutions do you see to resolve these conflicts?
- How important is migration with livestock for households in this bagh compared to its importance 5-10 years ago? Or 25-30 years ago (in socialist times)? Why has it changed?
- What is the impact of any reduction in migration?

3.4. H-Form on environmental issues and livelihoods

This tool⁵ has been used widely in monitoring and evaluation and in determining development priorities. It is very good at bringing together a lot of information in group settings as a basis for further discussion and analysis.

In this exercise, the participants assess current conditions relating to natural resources and livelihoods/the economic situation.

1. First, they determine where current efforts are (on a scale of 0-10).
2. Then they identify a) “negative” reasons (why the score is as low as it is) – these are barriers and problems; and b) “positive” reasons (why the score is high as it is) – these are opportunities and success factors.
3. Finally, they identify potential activities/solutions to bring the current score to 10.

For the SLDP consultations, two different H-Forms can be used, one for environmental issues and the other for livelihoods. The main question on each H-Form would be:

H-Form on environmental issues: How well or how sustainably are we using our soum land and natural resources?

H-Form on livelihoods: How well are we improving the livelihoods of people in this soum?

⁵ <https://pubs.iied.org/6150IIED/?s=PLA>

Facilitation process

1. Prepare the H-Form in advance on a big flip chart. (See example below and Template 4a (environmental issues) and Template 4b (livelihoods) in the appendix.)
2. Distribute small pieces of paper and pens to the participants.
3. Ask the participants the question on the H-Form and ask each of them to score it at between 1-10 secretly on their piece of paper. Give them enough time to think and ask questions and for you to answer their questions.
4. Collect the scores and work out the average by adding up the scores and dividing them by the number of participants. For example: let us say 10 people individually scored as 6, 7, 4, 5, 5, 6, 7, 2, 1, 3. Then the group average score would be 4.6 (add up the numbers and divide by 10).
5. Move on to the Negative reasons column. Ask the participants, if let us say the average score is 6: Why is it 6 and not 10? What are the reasons it is not 10? Discuss their answers and write them down in the column.
6. Move on to the Positive reasons column. Ask the participants: Why is the score 6, not 1 or 3? What are the positive reasons for this score? Discuss their answers and write them down in the column for positive reasons.
7. Move on to the Solutions column. Ask the participants: What could be done in order to move to a score of 10? Discuss their answers and write them down in that column.
8. Try to prioritize the solutions with the participants.

H-Form on environmental issues: example

<p>Negative reasons</p>	<p>How well or how sustainably are we using the land and natural resources?</p> <p>Score from 0-10 (0 low-10 high)</p> <p>0 ...  ... 10</p> <p>Average scoring 4.5</p>	<p>Positive reasons</p>
<ul style="list-style-type: none"> • Mining companies are creating lots of dust • Water source is shrinking • Livestock are falling to their death into the hole that mining companies created • Five wells are shrunk • Spring water is polluted and not drinkable • Pasture is being degraded due to overgrazing • Herders are not moving far enough • Too many livestock watering from one well and degrading the surrounding pasture • Rainfall has decreased • Frequency of Dzud is increasing 	<p style="text-align: center;">Solutions</p> <ul style="list-style-type: none"> • Establish a mechanism for consultation among government, herders and citizens and mining companies on natural resource management • Conduct effective bagh khural for good decision making • Annual environmental management plan of the mining companies should be discussed and consulted publicly before approval • Inform the public about exploration licence requests so they can be better prepared. • Decrease the number of exploration licences • Seed clouds for rain 	<ul style="list-style-type: none"> • Winter camps are being titled • Migration agreement is being made between the soums • Number of livestock is increasing and helping livelihoods • Community groups are being formed for pasture management • Herders are being trained to focus on the quality of the livestock rather than quantity

Example of an H-Form on environmental issues that was developed in the FGD with citizens who moved to Olon-Ovoo bagh of Dalanjargalan soum from other soums.

FGD8
2016/12/04 Олон-Овоо Баг

(-)	Гарах арга зам:	(+)
<ul style="list-style-type: none"> - Эрүүл мэндийн үнэмлэхгүй болж байна. Сайр, амьсгал төв рүү элсэв. - Зөвхөн бага сургуультай - Сургуулийн боловсон хүчнийг гаргахад сур, иргэдийн ажил олгоогчдоо - Өндөр зэрэг-и ороогчийн алттай - Эрүүл аюулгүй орлого олгох боломж байхгүй (байшинтай) - Нүүрс ачх цэгхүүдний тоо багатай боог сайнхн зогсоо - Угаал үйлдвэрүүдний хийний хөдөлгөөнийг бууруулах - Уурхайн БОНХ хиймэлтэй - Уурхайн үйлдвэрүүд рүү очихгүй байхтай - Ууныг, хийгээнийг үхэл, мээгээр - Өрхийн үржлийн хурдтай байхгүй - Өрхийн үржлийн хурдтай байхгүй - Өрхийн үржлийн хурдтай байхгүй 	<ul style="list-style-type: none"> - Уул уурхайн явнхныг багтаах самыг борчилах орхихгүй үзэгдэлгүйн газартай байх - Дугуй засвар, машинны зогсоол, ругаа төвлөрөл, машинны хялчлагч - Уул уурхайн машиннуудын төвлөрсөн зогсоол байх - Нагдсан бохирдлын системтэй болох - Хүүхдийн өгөөж талбайг өргөтгөж сандал тавих, сунгах баруу сайн үржих - Нүүрснээс хүсэх эрх мандлын хохирол, нөлөөллийг суулах - Уурхайн, орон нутагтай хангарч болонхуйвдтай үйлдвэрүүд 	<ul style="list-style-type: none"> - Уурхайн амьсгалын үржлийг бууруулах - Мат засвар, машинны зогсоол, ругаа төвлөрөл, машинны хялчлагч - Нүүрс, ус, тоосжилтын нөлөөллөөс эрүүл мэндэд нөлөөлж буйг, үзэгдэлгүйн газартай байх - Хүүхдийн өгөөж талбайг өргөтгөж сандал тавих, сунгах баруу сайн үржих - Нүүрснээс хүсэх эрх мандлын хохирол, нөлөөллийг суулах - Уурхайн, орон нутагтай хангарч болонхуйвдтай үйлдвэрүүд

Example of an H-Form on livelihoods that was developed in the FGD with citizens who moved to Olon-Ovoo bagh of Dalanjargalan soum from other soums.

2016-12-04
Olon-Ovoo (moved here)

(-)	Бид амьжиргаагаа хэр сайн дээшлүүлж чадаж байна вэ?	(+)
<ul style="list-style-type: none"> - Тогтмол орлоготой - Ажлын байргүй - Эрүүл мэндийн асуудал - Юмны үнэ өндөр (бензин) зардал - Орон зайрхын асуудал - Малтай (олон) айлчлал боломжийн амьдралтай - Тогтмол орлоготой айлчлал дундаж амьдралтай - Их мүүч амьдралтай дийлэхгүй - Олон хүүхдтэй орлоготой айлчлалтай - Уурхайн чанартай (жонш салгах) ажил мэддэг (нүүрс салгах) 	<p>406 66 10</p> <p>Гарах арга зам</p> <ul style="list-style-type: none"> - Цалин нэмэх - Зээл-н хувь (буцауулах) (цалин нь зээлэнд явтал) - Өрхн ага эрхлэх (ногоо тарих) (орхон ага) (орхон ага) - Төсөл хамрагдах (буцаан толдог, төлбөргүй) - Сүүг боловсруулах цех (зайрмал хийх) - Мах, махан бүт боловсруулах цехтэй болох (жижигхэмийн граммын савалдтай) - Хүнс, барааны зах-тай болгох - Ажлын үйлчилгээнд төртөн болох - Зам замтай, машин засвар, дугуй засварын тазар бай-бал дэмжих, санхүүгийн төлбөрсөн хэсэгтэй 	<p>406 10</p> <ul style="list-style-type: none"> - Тогтмол орлоготой - Ажлын байртай болох - Багийн хүн ам олон, - Барилгын материал зарах төв байгуулах (газар шилжэх) - Төсөл биелүүлэх аргачлалтай сургалт авах - Сүм хөгжүүлэх төсөл сонгон шалгаруулахдаа сүмэндээ шийдвэр болсоор байна - Шударга сонголт бий → захиргааны үйлдвэржилт - Өмнө нь зээл авсан хүмүүсн аргачлалтай сайн үржих

3.5. Closing discussion of problems raised and possible solutions for the SLDP

Based on exercises and discussions throughout the FGDs, the facilitation team will need to wrap up the meeting with a general discussion and problem analysis about social, economic and environmental issues and possible solutions to include in the SLDP.

For each issue that has come up in the FGD that participants described as being important, the facilitator should try to elaborate it in the closing discussion and encourage participants to suggest possible solutions and agree on who the responsible parties should be to address it.

The following simple table can be used to organize and record the wrap-up discussion and identify a consensus from the participants to guide the technicians in drafting the SLDP. (See Template 5 in the appendix.)

Issues	Reasons/Drivers	Consequences	Possible Solutions (to include) in SLDP	Responsible Parties

Section 4. Next steps

After completion of the public consultations (FGDs and individual interviews), the draft SLDP needs to be prepared by the land administration technicians and made available for further public consultation. It then needs to be finalized and shared with the public through community feedback meetings.

4.1. Steps to be taken after completing the initial public consultations

All the documentation and the notes made during the FGDs should be promptly and accurately typed up to share with the technicians while they are still drafting the SLDP. There then needs to be consultation with the technicians about how to compile the results of the FGDs and notes and where to include them in the actual SLDP. Therefore, a couple of meetings should be organised between the FGD facilitators and the responsible technicians to integrate social, economic and environmental issues and solutions raised by the local people into the plan.

After the draft document has been prepared the participants in the FGDs and interviews and members of the public should be invited to review it and give their comments.

Mechanisms to notify the public about the draft document and invite them to make comments:

- The soum Facebook page can be used to disseminate the information to the communities and obtain their comments.
- An announcement/notice about the draft plan can be displayed on the information board of the soum government building and in front of other landmarks of the soum, such as banks, shops and schools.
- Bagh governors can also be mobilized to deliver the announcement to the local people that the draft SLDP is ready to be looked at.

The language that any notices or announcements are written in should be simple and understandable by everyone.

If a soum decides to hold a soum level consultation meeting it is important for the decision on the time and venue to take into account local people's seasonal and daily work routines to make it possible for as many people as possible to attend. A consultation meeting can also be organised in each bagh if time and resources allow. But there could also just be one in the soum centre with invitations to representatives from all baghs. This might be helpful for bringing together comments from the different baghs as the whole document covers the soum anyway.

In any case, the draft document should remain available for all soum citizens to view and give comments on in the soum government office for a period of at least one month.

Once enough time has been allowed for comments on the draft SLDP to be received from the local people, the draft plan should be revised by the technicians based on the comments received and then shared with the relevant ALAMGAC officials for final revisions, before it is presented for approval to the soum citizens' representative khural.

4.2. Community feedback meetings to share the SLDP

After the formal adoption of the SLDP by the soum citizens' representative khural, it is strongly advised to inform all people in the baghs about this important policy document. This can be done by organizing a final round of community feedback meetings to close the public consultation process and move forward to a successful implementation of the SLDP.

Purpose of community feedback meetings

Organizing a community feedback meeting after development of the SLDP is an essential activity in the whole process. The objectives of the meeting are:

1. To validate the key outcomes and actions planned in the document with each bagh community.
2. To inform local people about this important mid-term policy development document and encourage the communities to be involved in its implementation and to monitor the actual implementation of the plan.
3. To raise awareness of local communities about the current condition of social, environmental and economic development in the soum.
4. To encourage/increase the participation of local people by making them better informed.

Who to invite to the feedback meeting?

1. Ideally all community members who attended the FGDs should be invited to the meeting. However, all other community members are also welcome to be in the meeting.
2. Representatives from the land administration technicians or the whole plan facilitation team should take part to present the main content and the key planned activities included in the plan.
3. The soum governor and other relevant soum officials (environmental inspector, land officer and social workers) should be also in the meeting.
4. Companies and state-owned and private enterprises running their businesses in the soum or bagh territory should also be invited.

Tips on organising the feedback meetings in a participatory way

- A facilitation team needs to be assigned to be complete this work: 1-2 facilitators, 1 note-keeper. Ideally, the facilitators should be the same people who carried out the participatory fieldwork (FGDs and individual interviews).
- The facilitation team should work together with the technician team in developing the agenda for the meeting and in organizing the meeting.
- It is better to organize a meeting in each bagh as was done with the FGDs at the beginning of the process. In this way it will be possible to involve more people.
- The facilitation team should work with bagh governors to arrange times and venues for the meetings taking into account local people's seasonal and daily work routines.
- The duration of the community feedback meeting should be around 2-3 hours.
- The key content of the presentations should be captured beforehand in the flip chart papers to provide a visual presentation for the meeting.
- At the beginning of the meeting the facilitator should encourage participants to introduce themselves to acknowledge their participation.
- Throughout the meeting the facilitator should encourage the local participants to ask questions and comment on the document. All questions and comments should be captured by the note-keeper to be shared with local officials and serve as a permanent official meeting record. Many of the issues raised/noted during the discussion will be useful to support the SLDP's ongoing implementation.

The process of community feedback meetings

1. Opening of the meeting by the soum governor, or other soum official if the soum governor is not available. The opener then gives the floor to the facilitation team to carry on the meeting.
2. The facilitation team asks the participants to introduce themselves and indicate if they participated in the FGDs carried out as part of the development of the SLDP (the note-taker should record the name of every participant for the record, but the meeting notes themselves should not indicate who said what, in order to ensure a freer discussion).
3. Then the facilitator briefly sets out the objectives and the agenda of the meeting.

Example: Agenda of the community feedback meetings held in all baghs of Dalanjargalan soum

2: 00	Opening by Soum Governor.
2:15	Introduction of participants, facilitators' team and the representative from the land administration technicians.
2:30	Introduction of the objective and the agenda of the meeting.
2:40	Presentation on SLDP main content and key planned activities by technicians.
3:10	Q and A and comments from the community.
3:30	Presentation on social aspects included in SLDP by facilitators team.
4:00	Q and A and comments from the community.
4:20	Comments from soum governor and other relevant officials on the plan and its implementation.
4:50	Q and A Closing of the meeting Conclusion/summary/recommendations/commitments of the meeting read aloud by facilitators.

4. It is often good to allow more time on Q&A for the community members to clarify and comment on the planning document. *In most of the bagh meetings in Dalanjargalan, community members appreciated to be informed about the plan and some local people were happy to be involved in its implementation and committed themselves to monitor the activities during its actual implementation.*
5. Ideally it is best during the feedback meeting to make an initial commitment by local authorities, by local people and by local businesses to make it happen all together in an inclusive, participatory and gender-sensitive way.
6. Finally, as the SLDP is a living document, the feedback meeting can also cover the follow-up issues such as who should be responsible to implement what, how the plan can be monitored and who by. This underlines the importance of the record-keeping during the meeting, and the handing over of the documented and written-up meeting records (as read aloud at the end of the meeting for consent/agreement to the soum officials).

Appendix 1. Templates

Template 1. Charter
See completed example on page 5-6

Soum Name and Programme:
Members/Participants:
Sponsors:
Objectives:
Outcome/Deliverables:
Tasks and Activities:
Ground Rules:

Template 2. Agenda

See completed example on page 6

FGD no.:		Description of group:	
Meeting objective:			
Meeting location:			
Number of participants:			
Date [Year/Month/Day]:			
Announcement time:		Starting time:	
Facilitator initials:		Note-taker initials:	
Tasks and Activities		Duration	Outcome

Template 3. Planning of groups and tools for each FGD.
See completed example on page 6-7

Bagh name	FGD no.	Description of group	Tools used

Template 4a. H-Form on environmental issues
 See completed example on page 16-17.

<p>Negative reasons</p>	<p>How well or how sustainably are we using the land and natural resources?</p> <p>Score from 0-10 (0 low-10 high)</p> <p>0→10</p> <p>Average scoring:</p>	<p>Positive reasons</p>
	<p>Solutions</p>	

Template 4b. H-form on livelihoods

<p>Negative reasons</p>	<p>How well are we improving the livelihoods of people in this soum?</p> <p>Score from 0-10 (0 low-10 high)</p> <p>0→10</p> <p>Average scoring:</p>	<p>Positive reasons</p>
	<p>Solutions</p>	

Template 5. Summary table of issues discussed.
See page 18.

Issues	Reasons/Drivers	Consequences	Possible Solutions (to include in SLDP)	Responsible parties



Example of a natural resource map that was developed in the FGD with men and women 20-35 years of age in Tsomog bagh, Dalanjargalan.