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Goal 1: End poverty in all its forms everywhere

Target 1.4: By 2030, aims to ensure that all men and women, in particular the poor and the vulnerable, have equal rights to economic resources, as well as access to basic services, ownership and control over land and other forms of property, inheritance, natural resources, appropriate new technology and financial services, including microfinance.

Indicator 1.4.2: Proportion of total adult population with secure tenure rights to land, with legally recognized documentation, and who perceive their rights to land as secure, by sex and by type of tenure

Institutional information

Organization(s):

UN-Habitat and World Bank

Concepts and definitions

Concepts:

The concepts below are based on the "Voluntary Guidelines for the Responsible Governance of Tenure of Land, Forests and Fisheries in the Context of National Food Security" (shorthand VGGT), which were endorsed by the United Nations World Committee on World Food Security in 2012 and therefore considered an internationally accepted standard. Other international frameworks using these concepts are the African Union Agenda on Land as laid out in the 2009 Framework and Guidelines on Land Policy in Africa and the 2014 Nairobi Action Plan on Large-Scale Land-Based Investments.

Tenure: How people, communities and others gain access to land and natural resources (including fisheries and forests) is defined and regulated by societies through systems of tenure. These tenure systems determine who can use which resources, for how long, and under what conditions. Tenure systems may be based on written policies and laws, as well as on unwritten customs and practices. No tenure right, including private ownership, is absolute. All tenure rights are limited by the rights of others and by the measures taken by states for public purposes (VGGT, 2012).

Tenure typology: A tenure typology is country specific and refers to categories of tenure rights, for example customary, leasehold, public and freehold. Rights can be held collectively, jointly or individually and may cover one or more elements of the bundle of rights (the right of possession, of control, of exclusion, of enjoyment and of disposition).

Land governance: Rules, processes and structures through which decisions are made regarding access to and the use (and transfer) of land, how those decisions are implemented and the way that conflicting interests in land are managed. States provide legal recognition for tenure rights through policies, law and land administration services, and define the categories of rights that are considered official.

Definition:

Indicator 1.4.2 measures the relevant part of Target 1.4 (ensure men and women have equal rights to economic resources, as well as access to ..., ownership of and control over land and other forms of

property, inheritance, natural resources). It measures the results of policies that aim to strengthen tenure security for all, including women and other vulnerable groups.

Indicator 1.4.2 covers (a) all types of land use (such as residential, commercial, agricultural, forestry, grazing, wetlands based on standard land-use classification) in both rural and urban areas; and (b) all land tenure types as recognized at the country level, such as freehold, leasehold, public land, customary land. An individual can hold land in his/her own name, jointly with other individuals, as a member of a household, or collectively as member of group¹, cooperative or other type of association.

Secure tenure rights: comprised of two sub-components: (i) legally recognized documentation and (ii) perception of the security of tenure, which are both necessary to provide a full measurement of tenure security.

Legally recognized documentation: Legal documentation of rights refers to the recording and publication of information on the nature and location of land, rights and right holders in a form that is recognized by government, and is therefore official. For purposes of computing SDG Indicator 1.4.2, the country specific metadata will define what documentation on land rights will be counted as legally recognized (see next section for rationale).

Perceived security of tenure: Perception of tenure security refers to an individual's perception of the likelihood of involuntary loss of land, such as disagreement of the ownership rights over land or ability to use it, regardless of the formal status and can be more optimistic or pessimistic. Although those without land rights' documentation may frequently be perceived to be under threat, and those with documentation perceived as protected, there may be situations where documented land rights alone are insufficient to guarantee tenure security. Conversely, even without legally recognized documentation, individuals may feel themselves to be protected against eviction or dispossession. Therefore, capturing and analysing these diverse ranges of situations will enable a more comprehensive understanding of land tenure security, based on a country specific context.

For purposes of constructing the indicator (see next section 3.1 for rationale), we define perceptions of tenure to be secure if:

- (i) The landholder does not report a fear of involuntary loss of the land within the next five years due to, for example, intra-family, community or external threats and
- (ii) The landholder reports having the right to bequeath the land.

Total adult population: A country's adult population² is measured by census data or through surveys using an adequate sample frame.

Rationale:

Tenure systems increasingly face stress as the world's growing population requires food security, and as urbanization, environmental degradation and climate affect land use and productivity. Many tenure problems also arise because of weak land governance, disputes due to land acquisition or large-scale land-based investments, and attempts to address tenure problems associated with dualisms to tenure

¹ *Group rights* include shared or collective rights, and examples include the ejido in Mexico, indigenous territories in Honduras, perpetual DUAT for rural communities in Mozambique. Collective rights occur in a situation where holders of rights to land and natural resources are clearly defined as a collective group and have the right to exclude third parties from the enjoyment of those rights.

² Country specific legal definition of an 'adult' will be applied.

regimes. Responsible governance of tenure of land is inextricably linked with access to and management of other natural resources, such as forests, water, fisheries and mineral resources. The governance of tenure is a crucial element in determining if and how people, communities and others acquire rights, and their associated obligations, to use and control land and natural resources. Legal recognition to group tenure or adopting a 'fit for purpose' land administration and using these to recognize outer boundaries of land held under communal or customary arrangements have increasingly received government attention in the recent past.

Increasing demand for pro-poor land reforms has created the need for a core set of land indicators that have national application and global comparability, and culminated in SDG 1.4.2³. Regular reporting on indicator 1.4.2 will provide an impetus to improve the availability of data from surveys as well as regularity of reporting on land administration service delivery to people by registries and other line agencies. Indicator 1.4.2 thus measures gender disaggregated progress in tenure security.

All forms of tenure should provide people with a degree of tenure security, with states protecting legitimate tenure rights, ensuring that people are not arbitrarily evicted and that their legitimate tenure rights are not otherwise extinguished or infringed. Perceptions of tenure security matter because they influence the way that land is used. Sources of perceived insecurity may include contestation from within households, families, communities or as a result of the actions of governments or private land claimants. Secure tenure rights for women require particular attention and could be affected by a number of factors, including intra-household power relations, community level inequalities, or different tenure regimes, and which can be cross tabulated against other factors of difference to ensure that women are no left behind. If measured at the individual level, the right to bequeath is another proxy of perception of tenure security. Women's ability to influence intergenerational land transfers is an important aspect of female empowerment (and one way in which this indicator links with indicator 5.a.1).

"Legally recognized documentation" and "perception of tenure security" are two complementary parts of this indicator and which reflects several insights, namely (i) land is a key asset that is essential for poverty reduction, human rights and equality of opportunity including by gender; (ii) secure land tenure creates incentives for investment in land, allows land to be transferred, and creates the institutional precondition for use of land as collateral to access finance for economic activity; (iii) there is a need to complement formal measures of tenure security with perception-based measures.

This indicator will inform policy and allow for the assessment of specific outcomes and practical priorities for further improvements of tenure security at the country level. Regular reporting on the two components of Indicator 1.4.2 will:

- provide incentives for governments to improve performance on progress with responsible land governance
- inform governments and non-state actors to what extent countries' legal and institutional frameworks recognize and support different land-tenure categories
- provide information on implementation capacity to protect such rights in practice, as well as progress
- identify the scope for additional action required at the country level as well as at a subnational level or for certain categories, geographic entities or ecosystems, and
- provide for equity between men and women in land rights.

Interpretation:

³ This need for data led to a collaboration between UN-Habitat, the Millennium Challenge Corporation and the World Bank in 2012, facilitated by the Global Land Tool Network, to develop a set of core land indicators to measure tenure security globally and at country level; the process saw the start of the Global Land Indicators Initiative (GLII), a platform used by the global land community to underscore the need for tenure security through evidence-based policymaking through more and better data.

One motivation that makes the indicator actionable is that, in many developing countries, the gap between data on the availability of documentation and on perception of tenure security can be large. For example, tenure may be perceived as secure, even though rights are not formally documented, as in the case of customary systems and trusted local land governance arrangements. Or, the opposite, tenure may be perceived as insecure even when there is a high level of formal documentation of rights. The latter situation can be caused by various factors, including limited trust in land administration services, possible duplicated documents, high cost of having state institutions protecting such rights.

Reporting on perceived security will provide important information on people's satisfaction with the institutional quality of service, transparency, appropriateness, accessibility and affordability of land administration services and justice systems.

Comments and limitations:

In 2016, a total of 116 countries reported having electronic land information systems in place. Countries with paper-based systems will have more difficulties with reporting on administrative data and household surveys will be the main source of data for this indicator in these countries. The expansion of digitization of records and land data management is one way to facilitate the ease of reporting administrative data for this indicator. Coverage may, however, be geographically skewed, for example towards urban or specific rural regions where cadastral coverage is concentrated, and therefore subnational dimensions should be properly considered and conveyed in narrative reporting by specific countries to accompany the headline data.

In federal countries with decentralized land registry systems and no centralized reporting yet, data reporting systems for aggregation will be put in place. For countries where the land administration system does not yet collect information on gender, and gender disaggregation cannot be computed using other core data (social security numbers, ID etc), land agencies are encouraged to start expanding this by recording also the gender of owners/users of newly registered land.

Most of the national household surveys' target samples are sufficiently large to provide the statistical power for disaggregation by sex and tenure type at rural /urban and sub-national levels. Inferring the extent to which the adult population is tenure secure based on the existing web of surveys, will require the use of a standardized set of questions so that surveys can be combined. However, even nationally representative surveys tend to cover certain segments of the population (those living in agricultural areas, families in which there are women of reproductive age, official urban areas etc.). Even when all the existing surveys are aggregated, there may be pockets of the population that are not captured by the surveys and for which there is thus no data on tenure security. This may include families living in areas that are too far or costly to reach, like forest areas.

Household surveys generally collect household-level data from proxy respondents. Family members who are not the head or the most knowledgeable person in their households are not interviewed, as is also noted in the methodological note for the IAEG-SDG Secretariat for Indicator 5.a.1. This approach is problematic for measuring tenure rights and security due to the introduction of non-random measurement errors⁴. For instance, proxy reporting by one member of the household tends to incorrectly assign rights and misjudge and underestimate both women's and men's rights and use of land. Indicator 1.4.2 should therefore be based on self-reported rather than proxy data. If not all household members are surveyed, only those surveyed should be reported, estimating the global adult population based on the smaller sample enumerated. This lack of information affects only the numerators of the indicator; it has no bearing on the denominator which should always be the total adult population. In other words, the indicator reports and tracks the proportion of the population for which there is self-reported data stating that they are tenure secure. People for whom there is no information cannot be assumed to be

⁴ Findings from the Methodological Experiment on Measuring Asset Ownership from A Gender Perspective (MEXA) experiment revealed that data from proxy respondents yield different estimates than self-reported data, with variations by asset, by type of ownership and by the sex of the owner. For instance, the study found that self-reported data increase both women's and men's reported ownership of agricultural land in Uganda. Such increase is greater for men (15 percentage points) than for women (10 percentage points), and is less pronounced when we consider documented ownership (+7 percentage points for men and +2 percentage points for women) (Kilic and Moylan, 20160.

tenure secure and therefore are not counted in the numerator. NSOs should report the data collected from household surveys as individual level data that corresponds to the respondent and is not extrapolated to the rest of his/her household. Any limitations in the representativeness of this data should be clearly noted in the country specific metadata submitted with the reporting, including who was included in the enumeration.

Data will still be used for countries that do not yet have survey instruments in place that survey individuals, while capacity for expanding sampling and individual self-reporting by NSOs is expanded progressively through DHS, MICS, LSMS and other type of surveys in coordination with FAO and UN-Women. Addressing this challenge will require combined efforts. Custodians of the land rights indicators 1.4.2 and 5.a.1, and relevant stakeholders from the land sector, will work with custodians from other SDG indicators also require surveying of individuals, and in particular the NSOs, to identify effective approaches to start filling the void on self-reported data. NSOs need to be supported to collect data by interviewing individual adult household member. The custodians will leverage the work of the UN - Evidence and Data for Gender Equality EDGE project⁵, in particular, which is the most advanced in using and testing gender sensitive methodologies and approaches. They have found the approach feasible and have developed training materials and data collection instruments suitable for this effort.

Methodology

Computation Method:

Indicator 1.4.2 is composed of two parts: (A) measures the incidence of adults with legally recognized documentation over land among the total adult population; while (B) focuses on the incidence of adults who report having perceived secure rights to land among the adult population. Part (A) and part (B) provide two complementary data sets on security of tenure rights, needed for measuring the indicator.

Part (A):
$$\frac{\textit{People (Adult) with legally recognized documentation over land}}{\textit{Total adult population}} \times 100$$
 Part (B):
$$\frac{\textit{People (adult) who perceive their rights as secure}}{\textit{Total adult population}} \times 100$$

Part A will be computed using national census data or household survey data generated by the national statistical system and/or administrative data generated by land agency (depending on data availability)⁶.

Part B will be computed using national census data or household survey data that feature the perception questions globally agreed through the EGMs and standardized in a module with essential questions discussed in section 5.1.1).

The indicator gives equal weight to both components.

$$Indicator\ 1.4.2 = 0.5 * part(A) + 0.5 * Part(B)$$

Disaggregation:

This indicator will be disaggregated by sex and type of tenure, using the standards developed by the working group on data disaggregation, which is a subgroup of the Inter-Agency Expert Group on SDGs⁷.

Treatment of missing values:

⁵ https://unstats.un.org/edge/

 $^{^{\}rm 6}$ The decision on data source will be taken at the specific country level.

⁷ https://unstats.un.org/sdgs/files/meetings/iaeg-sdgs-meeting-05/12 14.%20Data%20disaggregation_plenary.pdf

NA

Regional aggregates:

NA

Sources of discrepancies:

NA

Methods and guidance available to countries for the compilation of the data at the national level:

NΑ

Quality assurance

NA

Data Sources

The data sources used are census, multi-topic household surveys conducted by national statistical Organizations and, depending on availability, administrative data on land tenure reported by national land institutions (in most cases land registries and cadasters).

Household surveys and census

Household surveys and census that have been implemented by national statistical agencies, are a key source of information for computing the indicator.

Censuses: These provide a complete enumeration of all the populations of the country at a specific time. In many recent censuses, questions on household characteristics, including short modules on security of tenure, are collected. So far, 41 countries have carried out a census in which questions on land tenure were included. Options for expanding land-related questions in the upcoming agricultural census are being discussed together with FAO (custodians of 5.a.1).

Household-level consumption/expenditure surveys: To provide aggregate information on levels of consumption, prices and, often, estimates of GDP, many countries conduct this type of survey. As one of the key assets, this often includes questions on how residential land is accessed but rarely goes beyond this in terms of the type of documents held or the gender of rights holders. Elaborated housing modules are often included, and which already contain some questions on tenure status of the dwelling and documentation held. In consultation with the NSO, these modules will be fine-tuned to fully cover the essential land questions identified for 1.4.2.

Multi-topic household surveys: Building on the need to generate reliable poverty estimates and understand the factors that lead households to fall into poverty or escape from it in developing countries, these surveys include a roster of household members and, where agriculture is a main source of livelihood, a detailed agricultural module that in many cases obtains information on tenure status, ownership, and production at plot level. The essential questions for 1.4.2 as well as 5.a.1 have been included in the *Living Standard Measurement Surveys* approach, which includes individual surveys and puts much emphasis on measuring intra household dynamics through direct reporting.

Demographic and Health Surveys (DHS): Responding to a need for more frequent and reliable information on population and health, especially in developing countries, these types of surveys provide nationally representative data on a wide range of areas including fertility, family planning, maternal and child health, gender, HIV/AIDS, malaria, and nutrition. A standard questionnaire, regularly revised to incorporate newly emerging issues, is administrated at the household and individual level. It is a nationally representative survey. In a majority of DHS surveys, people eligible for individual interviews include

women of reproductive age (15-49) and men age 15-49, 15-54, or 15-59. The individual questionnaires in the latest version (round 7) includes questions on whether respondents own land, if they have formal ownership documents, and if their name is included on these documents.

Multiple Indicator Cluster Surveys (MICS): surveys implemented by NSOs under the program developed by the United Nations Children's Fund (UNICEF) to provide internationally comparable, statistically rigorous data on the situation of children and women. They cover topics such as health, education, child protection, and water and sanitation. The survey design follows closely that of DHS questions and modules. This facilitates cross-country comparisons of estimates obtained using DHS data with those obtained using MICS data. In addition to the household questionnaire, there are questionnaires for women of reproductive ages (15-49), men aged between 15 and 49 and children (aged 0-5 and aged 5-17). The household questionnaire includes questions on ownership of land that can be used for agriculture by any member of the household, and on the size of the agricultural land owned by the household members. Also, there are questions about ownership/rental of dwelling where the household lives.

Discussions are ongoing with the teams in charge of DHS and MICS, specifically on expanding questions on land in their standardized and nationally representative surveys, in order to cover all data requirements for 1.4.2.

Urban Inequity Surveys (UIS): These specialized surveys were designed by UN-Habitat as household surveys to monitor and assess water and sanitation service coverage and other topics on urban inequities, including tenure. More recently, these surveys have been expanded to cover both rural and urban areas. The upcoming UIS surveys will be reviewed to ensure that the data requirements for SDG 1.4.2 are covered.

Administrative data

Production of land records and maps is a core function of public land registries, with legally recognized documentation being the output. Reporting on the information contained in these land records ((i) names of people holding rights, (ii) type of rights and (iii) location) is not difficult in principle if records are kept in a computerized format. Using household surveys, this land information can be cross-checked against survey information with respect to quality and coverage. In the case of registered communal or group rights, identifying the group members who gain tenure security through its registration is equally possible.

The country specific metadata will include a description of the structure of the land information data base, available information and approach for routine SDG reporting.

Collection process:

The custodians of 1.4.2 together with FAO and UN Women, custodians of 5.a.18, developed a standardized, consolidated and succinct survey instrument with essential questions as data collection requirements are partly similar. The standardization of indicator definitions improves data comparability across countries. The scope and capacity for standardized data collection, analysis and reporting across NSOs is expected to rise with progressive data collection and implementation of the methodology.

The <u>module</u> will be made available to NSOs for integration in survey instruments already in place, and will be used by other international household survey programs working with NSOs, (such as LSMS and UIS). The module can be used by any other complementary survey instrument implemented by other actors, using a data collection protocol that meets SDG 1.4.2 requirements, while the data produced are approved and reported by NSO to the custodians. In addition, both the USAID and the Millennium Challenge Cooperation (MCC), have agreed to incorporate the essential questions from 5.a.1 and 1.4.2 into future land impact evaluations and has already done so for upcoming ones. The Property Rights

⁸ Indicator title 5.a.1: (a) Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; and (b) Share of women among owners or rights-bearers of agricultural land, by type of tenure.

Index initiative has integrated the SDG questions into its data collection tools on perceptions of tenure security. This range of efforts will further expand data availability and leverage efforts by NSOs to report on this indicator.

Country-specific metadata will be elaborated that provides an inventory of the tenure types and type of documents in use, identifies which documents are legally recognized as evidence of land rights with images of each document, and elaborates on the correspondence between the two types of data sets (survey data and administrative data). This instrument will ensure consistency of definitions across countries. These country specific metadata will also be used for customizing surveys.

Data Availability

This indicator is classified as tier III but a request for reclassification to tier II will be submitted to the sixth meeting of the IAEG-SDG.

Administrative data are routinely produced by land administration institutions. The 116 countries reporting having electronic land information systems, can generate the required data at a low cost on a routine basis, and at high levels of disaggregation, once the queries for the SDG dashboard are put in place.

Nationally representative multi-topic household surveys have collected land related data in many countries. These provide information, separately for residential and non-residential land, on (i) the share of individuals with legally documented rights; and (ii) the share of individuals who perceive their rights to be secure. Nationally representative household surveys will also provide data on two other key elements, namely (i) reported type of documentation and (ii) perception of tenure security by tenure type and other disaggregations discussed above.

Data Calendar

Data collection will be the responsibility of national agencies. DHS, MICS and LSMS-type surveys are conducted in a cycle of about three years, while census data is available every 10 years. Administrative data can be reported on an annual basis where land information systems are fully electronic, with the accompanying population data made available from censuses or inter-censual projections.

Via the EGMs conducted, the custodians have been able to put together a network of NSOs and land administration institutions to link to NSOs and their regional representations, and to provide administrative data. The World Bank, UN-Habitat, the GDWGL, GLTN/GLII and other partners will support capacity strengthening at regional and country level for data providers and reporting mechanisms, and promote understanding of this indicator at all levels. Concerted investments are ongoing to expand data availability by integrating the consolidated land data module with essential questions in upcoming surveys, as already indicated above.

A capacity assessment⁹ on the preparedness and ability of NSOs to report on indicator 1.4.2 indicator was conducted by the custodians, with support of GLTN/GLII. The findings show NSOs agree to build on existing national survey systems and are ready to coordinate with land agencies to generate data and report on this indicator. Capacity needs were also identified and being used to develop a country capacity development strategy for NSOs, jointly with FAO and UN Women. The custodians of 1.4.2 and 5.a.1 have agreed to work closely with country and regional statistical agencies and global partners to support for country data collection, analysis and reporting. Similar capacity building support will be developed for land agencies to set up gender disaggregated electronic reporting systems.

⁹ Reports received from 17 countries: Bhutan, Bangladesh, Cameroon, Tunisia, Tanzania, Senegal, Uganda, Mauritius, Colombia, Japan, Slovenia, Sweden, Jamaica, Singapore, Madagascar, Niger and India.

Data providers

National data providers:

- Statistical agencies surveys
- Government administrative sources /registries, cadasters

Compilation & reporting at the global level:

- UN-Habitat United Nations Human Settlements Programme
- World Bank

Development of methodology and data collection tools was done with support of NSOs (Colombia, India, Jamaica, Tanzania, Uganda, Cameroon, the United States, the Africa Centre for Statistics/UNECA) and land agencies (Belgium, Brazil, Colombia, Republic of Korea, Mexico, Netherlands, Romania, Spain, United Arab Emirates and Uganda) and regional organizations of land agencies (registries, cadastres, ministries responsible for land) through international Expert Group Meetings.

The data collection tool was developed in coordination with FAO and UN Women/EDGE to harmonize instruments for 1.4.2 and 5.a.1

The development of this SDG indicator is supported by the Global Donor Working Group on Land (GDWGL). This is a network of 24 bi- and multilateral donors and international organizations committed to improving land governance worldwide and which collectively represents virtually all global donor assistance in the land sector: the Global Land Tool Network (GLTN) and the Global Land Indicator Initiative (GLII), a network of over 70 CSOs, NGOs, professional organizations, research and training organizations; the International Land Coalition (ILC), an alliance of more than 200 intergovernmental and civil society organizations working on land; and the African Union/UNECA/AfDB – Land Policy Initiative.

Data compilers

- UN-Habitat United Nations Human Settlements Programme
- World Bank

References

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Proceedings EGMs for SDG 1.4.2

Expert Group Meetings on methodology development using survey data: https://gltn.net/home/download/international-expert-group-meeting-on-land-tenure-security-to-develop-a-set-of-household-survey-questions-for-monitoring-sdg-indicator-1-4-2/?wpdmdl=111

Expert Group Meetings on methodology development using administrative data (http://documents.worldbank.org/curated/en/482991505367111149/pdf/119691-WP-P095390-PUBLIC-SDGEGMproceedingsuseofadministrativedatalandagencies.pdf)

Consolidated essential questions land module for 1.4.2 and 5.a.1 (FAO, UN-Habitat, UN Women, World Bank). Module for individual interviewing under preparation; Version for household surveys with proxy respondents; available at: http://documents.worldbank.org/curated/en/812621505371556739/Land-tenure-module-essential-questions-for-data-collection-for-1-4-2-and-5-a-1).

Related indicators

This indicator is Goal 1, and is also particularly related to Goal 5, 5.a.1 (access to agricultural land) and 5.a.2 (legal framework for land governance). Tenure security also matters for Goal 2, Target 2.3 (2.3.1 and 2.3.2 addressing smallholder farmers; Target 2.4 (2.4.1 on agricultural area), to Goal 11, to target 11.1 (access to affordable housing/upgrading slums) and target 11.3 (sustainable urbanization/settlement planning). Land tenure also influences land use and is thus key to achieving Goal 14 (b) to provide access to small-scale fishers and marine resources, and to Goal 15 on the sustainable use of land and natural resources. Similarly, land is a significant source of conflict, and thus also matters for Goal 16 for promoting peace and inclusive societies and institutions.