

ASSESSMENT OF THE UPTAKE OF THE SET OF 15 INDICATORS BY GLOBAL LAND INDICATORS INITIATIVE IN GLOBAL AND REGIONAL FRAMEWORKS AND BY LAND ACTORS



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EXECUTIVE SUMMARY

The Global Land Indicators Initiative (GLII) platform was established in 2012 through the joint effort of United Nations Human Settlements Programme (UN-Habitat), the World Bank and Millennium Challenge Corporation with the aim of making global-scale monitoring of land governance a reality by 2021. The purpose of this study is to better understand how GLII land indicators are being used by GLII partner and non-partner organizations, and by extension, to appreciate the impact of GLII indicators on the larger regional and global effort to promote monitoring of land tenure security for men, women and youth. This is done in this report by answering four questions: (1) Are GLII partner organizations using all or selected indicators; (2) Are the indicators (or partnerships) helping to influence development of new agreements or measurement tools by partner organizations; (3) Are non-partner organizations using the indicators; and (4) Are the indicators and data collected on them being used to develop new programmes or inform policies and law to promote land tenure security. The assessment was carried out through a literature review of various documents, including GLII publications; the collection of primary data from a sample of GLII partner organizations and collaborators through an online survey questionnaire; and in-depth interviews. GLII partner organizations that responded to the survey are most frequently using GLII's first five indicators for land tenure security—largely as these relate to monitoring of Sustainable Development Goals (SDGs) targets 1.4 and 5A.

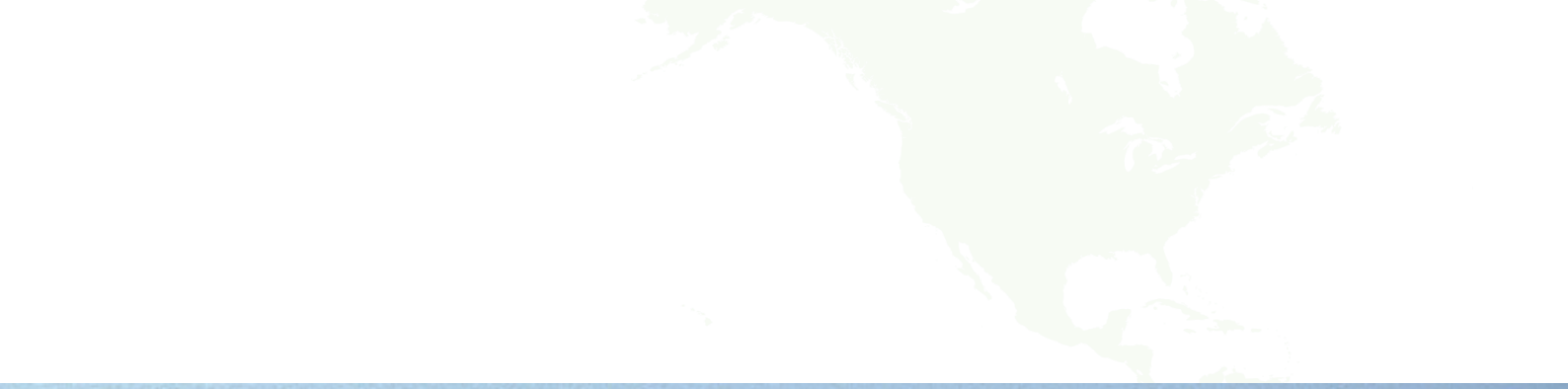
The findings reveal that there is weak evidence to suggest that GLII's indicators are helping to influence the development of new agreements or measurement tools (although one organization, the International Land Coalition, noted that GLII indicators formed the basis for 7 (seven) of their indicators now being used by the Global Land Governance Index (LANDex). There is insufficient evidence to determine if non-partner organizations are using GLII indicators; however, as noted *inter alia*, GLII's greatest impact has been on influencing the development of SDG land targets 1.4 and 5A, and with this effort, non-GLII partners may be collecting land data that will impact global efforts to improve land tenure security. Finally, there is some, although limited, evidence to suggest that partners are using GLII indicators to develop advocacy and other programmatic interventions.

As illustrated in the mind map, the overall objective of developing and promoting the use of GLII indicators is to improve the generation of and access to data on land governance issues affecting local communities globally, especially in low and middle-income countries for policy planning and decisions. However, this goal may be hindered by a number of constraints, including a lack of political will, insufficient knowledge, and capacity and funding at the state level to facilitate data collection, management and use for policy decisions. Some methods for addressing these challenges, such as improved research, training, institutional capacity and funding for data agencies, have increasingly been highlighted in various publications and organizations. Principles on responsible land governance are included in various global and regional frameworks including the Voluntary Guidelines on Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGTs), the SDGs, the New Urban Agenda and the Africa Union Framework and Guidelines on Land Policy in Africa (AU



F&G). Monitoring progress towards achieving improved land tenure security is an important exercise, thus GLII's indicators are seen to pierce constraints and add the needed information to facilitate monitoring and inform policy development and administrative capacity (such as for land rights registration). It is observed that GLII has been most effective where its indicators have influenced development of various SDGs targets. Conversely, GLII has been less effective in cases where some of its indicators do not yet have widely agreed definitions or methodologies, or where these are not well known to some partners.

The capacity of land governance monitoring efforts to advance reforms to improve land tenure security and land administration services, promote peace and stability and reduce land degradation as well as promote adherence to agreed-on international guidelines (such as the VGGTs) is significant. GLII's efforts to develop land tenure security indicators in line with international agreements has been successful, especially where the indicators have been captured by or influenced the development of Sustainable Development Goal targets (specifically targets 1.4 and 5A). Nevertheless, the fact that GLII indicator implementation has only been partial calls for re-examination of how GLII's future efforts can be directed to maximize the impact of its work.





INTRODUCTION



1. INTRODUCTION

1.1 BACKGROUND

For decades, development partners, civil society organizations (CSOs) and research institutions working with United Nations Member States and local communities have been conducting research, advocating for policy change and funding programmatic interventions to better understand and address land tenure challenges around the world. In the wake of the new millennium, concerns related to food security and inadequate investments in agricultural systems have accelerated focus on the role of land tenure and concomitant weaknesses in land administration systems in emerging economies. With the global financial crisis in 2008 and growing concerns about best investment practices in large-scale, land-based investments, donors, civil society, member states, regional organizations and the private sector began advocating for more uniform land tenure guidelines. Several notable examples emerged:

In 2009, the Africa Union developed the *Framework and Guidelines for Land Policy in Africa*. In 2012, the *Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security* (VGGT) were adopted with the unanimous consent of the United Nations Committee on World Food Security (CFS). The main goal of the VGGT was to set out tenure guidelines that would promote food security. This was followed by a second set of guidelines from the CFS on responsible investment practices in agriculture, the *Principles for Responsible Investment in Agriculture and Food Systems* (RAI). The RAI also include guidelines for responsible tenure practices. Parallel to the development of the CFS products, the global donor community saw a need to better coordinate on and advocate for investments in tenure reform, and particularly to support the objectives articulated in the VGGT. The GLII platform was established in 2012 by the joint effort of UN-Habitat, the World Bank and the Millennium Challenge Corporation with the aim of making global-scale monitoring of land governance a reality by 2021. In 2013, donors jointly created the Global Donor Working Group on Land (GDWGL). In 2015, the United Nations adopted the Agenda 2030 and the 17 Sustainable

Development Goals (SDGs), which included key targets and indicators¹ for measuring progress. Three of the SDGs included targets supporting land rights for women and men:

- SDG 1: No Poverty, stipulates “end poverty in all its forms everywhere”. This goal identifies an explicit link between poverty alleviation and access of the poor to land tenure security. Target 1.4 states: “By 2030, 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.” This target includes Indicator 1.4.2 that measures the “proportion of total adult population with secure tenure rights to land, (a) with legally recognized documentation, and (b) who perceive their rights to land as secure, by sex and type of tenure”.
- SDG 2: Zero Hunger, states “end hunger, achieve food security and improved nutrition, and promote sustainable agriculture”, and emphasizes the importance of small-scale agricultural producers in feeding the world’s poor and vulnerable. Target 2.3 recognizes that protection and increased effectiveness of small-scale production is linked to secure land rights. It states: “By 2030, double the agricultural productivity and incomes of small-scale food producers, in particular women, indigenous peoples, family farmers, pastoralists and fishers, including through *secure and equal access to land*, other productive resources and inputs, knowledge, financial services, markets and opportunities for value addition and non-farm employment.”
- SDG 5: Gender Equality, states “achieve gender equality and empower all women and girls”, and includes a sub-goal about women’s control over land. Target 5.a states: “Undertake reforms to give women equal rights to economic resources, as well as access to *ownership and control over land and other forms of property*, financial services, inheritance and natural resources, in accordance with national laws.”

¹ https://unstats.un.org/sdgs/indicators/Global%20Indicator%20Framework%20after%202020%20review_Eng.pdf

- Indicator 5.a.1: (a) Proportion of total agricultural population with ownership or secure rights over agricultural land, by sex; (b) share of women among owners or rights-bearers of agricultural land, by type of tenure.
- Indicator 5.a.2: Proportion of countries where the legal framework (including customary law) guarantees women's equal rights to land ownership and/or control.

Guidelines such as the VGGT and others are useful in informing land reform agenda at states level, but by their voluntary nature are often political instruments or aspirational and thus lack sufficient accountability mechanisms to guide specific policy, legal and administrative reform efforts. Specifically, with regard to the VGGT, some donors took up what they saw as challenges (lack of clarity or specificity in how to address reforms) around key aspects of the guidance, for example related to responsible investment practices, and developed more concrete “how to” guides. Good examples are from the United States (United States Agency for International Development - USAID) and France (Agence Française de Développement).² Nevertheless, many areas of the three international guidelines still lack specific guidance to enable states to formulate legal and administrative reforms.

Shortly after the VGGT were adopted, development partners, regional organizations, civil society and academia began discussing broadly the accepted metrics for measuring success in achieving these standards. Several organizations had stand-alone land indicators, including the Africa Union Land Policy Initiative, Earth Security Initiative, Habitat for Humanity, Huairou Commission, International Fund for Agricultural Development (IFAD), Landesa, Millennium Challenge Corporation (MCC), UN-Habitat, USAID and the World Bank.

Few standard definitions of key concepts existed, let alone agreement on how to measure progress in

achieving targets.³ Several stand-alone or institutional-level tools, data collection initiatives and methods at country and project levels were in use, including: the World Bank's Doing Business survey, Living Standards Measurements Study and Land Governance Assessment Framework (LGAF), the national population censuses, sample surveys of the national statistical offices, Landesa's women's land right indicators, UN-Habitat's tenure security indicators and Global Urban Observatory, Global Housing Indicators by Habitat for Humanity, IFAD's Performance Based Allocation System and the MCC's “common land indicators”.

Limited availability of agreed indicators—or definitions of targets—were stumbling blocks for state and other actors working to implement reforms and for monitoring progress in meeting international obligations and commitments. As a result, several organizations came together in 2012 to start a process of discussing and agreeing on more standardized indicators for monitoring progress in addressing key, internationally accepted guidelines, such as the VGGT. In doing so, they aimed to develop a mechanism for monitoring land governance issues at scale, linking countries to regional and global processes. This led to the establishment of the Global Land Indicators Initiative (GLII) in 2012 by UN-Habitat, World Bank and MCC; a global platform for developing and monitoring land governance indicators hosted and facilitated by the Global Land Tool Network (GLTN).

GLTN, hosted by UN-Habitat,⁴ is an alliance of international partners committed to increasing access to land and tenure security for all, with a particular focus on the poor, women and youth. The Network's partners include civil society organizations, research and training institutions, bilateral and multilateral organizations and international professional bodies. Its key areas of work include development of land tools, advocacy and knowledge management, capacity development and implementation of land tools at global, regional and country level.

² <https://www.land-links.org/tool-resource/operational-guidelines-for-responsible-land-based-investment/>; <https://www.foncier-developpement.fr/publication/guide-to-due-diligence-of-agri-business-projects-that-affect-land-and-property-rights/>.

³ Notable exceptions were the metrics created by the Millennium Challenge Corporation and the World Bank, respectively, for their programmatic interventions.

⁴ UN-Habitat is the lead agency for monitoring implementation of NUA and SDG11, and co-leads on monitoring other SDG targets, including for SDG1's Indicator 1.4.2 on land tenure security



Since its creation, GLII has grown to include over 50 institutions around the world including United Nations agencies, research institutions, farmer organizations, other civil society networks and bilateral development partners.

The GLII mandate includes:

- (1.) Coordinating, convening and facilitating dialogues between land governance and data communities on land monitoring and best practices.
- (2.) Developing nationally applicable and globally comparable land indicators and data protocols for land monitoring.
- (3.) Raising awareness and facilitating capacity strengthening for land and statistical institutions in land data generation, including sex disaggregated data, analysis and reporting, and uptake of new data technologies.
- (4.) Promoting the use of evidence-based approach to land monitoring, impact measurement and reporting of tenure security measures for policy influencing; and use of open land data repositories.
- (5.) Research and knowledge management on land monitoring and emerging trends for learning and decision making.⁵

Through several Expert Group Meetings,⁶ GLII partner organizations and other experts developed a set of 15 land indicators (below) to monitor four key areas of land governance: land tenure security, land and conflict, land administration services, and sustainable land-use management.

⁵ <https://mirror.glttn.net/index.php/land-tools/glttn-land-tools/global-land-indicators-initiative-glii>

⁶ See Expert Group Meeting: Using Administrative Data to Monitor SDG land Indicator, July 2017, <https://glttn.net/2017/09/09/expert-group-meeting-using-administrative-data-to-monitor-sdg-land-indicator-proceedings-6-7-july-2017/>; International Expert Group Meeting on Land Tenure Security to Develop a Set of Household Survey Questions for monitoring SDG Indicator 1.4.2, May 2017, <https://glttn.net/2017/09/06/international-expert-group-meeting-on-land-tenure-security-to-develop-a-set-of-household-survey-questions-for-monitoring-sdg-indicator-1-4-2/>

1.2 OBJECTIVE OF THE ASSESSMENT

UN-Habitat, through GLTN, commissioned this assessment to better understand the uptake of GLII land indicators among its partners, and is particularly interested in how its indicators are promoting objectives related to monitoring of global agreements and standards, such as the VGGT, New Urban Agenda, United Nations Convention to Combat Desertification (UNCCD) and SDGs. Further, the assessment purposed to profile implementation gaps on the full list of GLII indicators and provide key recommendations to achieve comprehensive land governance monitoring.⁷

The objectives of the assessment, as stated in the terms of reference issued by GLII, were to:

- (1.) Conduct a thorough review of the GLII background documents, including the set of 15 land indicators for monitoring land governance issues.
- (2.) Make a critical analysis of GLII indicators and document their uptake or otherwise in various global, regional and sub-regional land governance monitoring frameworks, and assess the robustness of methodology and data sources used in producing reliable, quality and regular disaggregated data for monitoring and reporting. To inform learning and showcasing of best practice, related national monitoring efforts may be documented and featured for possible up-scaling. This analysis will show the indicators yet to be taken up, with clarity of data sources, methodology and tools needed, and the possible institutional framework for their uptake, monitoring and reporting; and a further profile of global gaps/needs (if any) for new indicators for monitoring land governance issues.
- (3.) Develop GLII indicators visual/mind map highlighting the platform contribution to global, regional, sub-regional and national monitoring

⁷ This assessment is not a review of GLII, which has been done elsewhere. See End-Of-Phase Evaluation Global Land Tool Network – Phase 2 May 2018, available at: <https://Glttn.Net/Download/End-Of-Phase-Evaluation-Global-Land-Tool-Network-Phase-2/>, and GLII Three Year Roadmap 2017-2019, GLII, available at <https://Glttn.Net/2017/03/24/Glii-Roadmap-2017-2019/>

Table 1: GLII Indicators

Indicator Number	List of Indicators
Land Tenure Security	
Indicator 1.1	Documented land rights
Indicator 1.2	Perceived tenure security
Indicator 1.3	Tenure security under a plurality of tenure regimes
Indicator 1.4	Equal rights of women
Indicator 1.5	Indigenous land rights
Land Tenure Conflicts and Disputes	
Indicator 2.1	Percentage of women and men, Indigenous Peoples and local communities who have experienced land, housing or property disputes or conflict
Indicator 2.2	Availability of dispute-resolution mechanisms
Indicator 2.3	Land dispute-resolution effectiveness
Land Administration Services	
Indicator 3.1	Land administration efficiency
Indicator 3.2	Transparency of land information: level to which land information is available for public access
Indicator 3.3	Land administration availability
Indicator 3.4	Mobilization of land-based taxes
Indicator 3.5	Land area mapped
Sustainable Land Use	
Indicator 4.1	Aggregate national changes in land-use sustainability
Indicator 4.2	Progress in sustainable land-use planning

frameworks for land governance issues, with clear gaps and opportunities to enhance the scope and strength for monitoring of land governance issues linking national and global efforts.

- (4.) Develop a comprehensive report on the review, including a summary of key findings, conclusions and recommendations for GLII's action.

1.3 THEORY OF CHANGE

The theory of change for this report is elemental—when clients or partners take up the use of specific indicators, they can collect and use data for policy decisions that advance broader or higher development goals and, in this case, objectives related to improved land tenure security. In the case of GLII, we assume that where GLII partners and others use the indicators, which have been mutually negotiated and agreed on by recognizable organizations, country partners (states, civil society, the private sector and communities) they will feel compelled to promote policies that advance tenure security for women, men, youth and vulnerable groups. This may be achieved through data-informed changes to policies and laws, more effective advocacy and training, and increased investments in programming by states or

investments by the private sector that comport to these objectives. Further, use of land indicators in various land rights monitoring initiatives to measure progress is also an indication of political will and capacity to adhere more closely to regional and international standards and agreements for responsible land governance such as the VGGT, F&G and other recognized best practices.

1.4 METHODOLOGY

This report is based on three sources of information: (1) a review of secondary material, including GLII-published material (see bibliography); (2) an online survey conducted of 27 GLII partner organizations;⁸ and (3) interviews with key-informants. Key informants were selected based on: (1) those who participated in the survey and indicated a willingness to be interviewed, and (2) selected individuals who are not from GLII partner organizations but were involved in or are knowledgeable of the development of the GLII indicators.⁹

In addition to looking at the ways in which partners are using GLII indicators, the report also assessed ways in which, if any, GLII indicators have influenced monitoring for various international agreements or agendas (such as SDGs), or if the GLII indicators have influenced the development of land indicators or monitoring initiatives for new agendas (e.g., New Urban Agenda) or existing frameworks that have been further elaborated since GLII was created (e.g., Monitoring and Evaluation of

Land in Africa (MELA), an initiative by the African Land Policy Centre (ALPC) of the African Union, ILC/LANDEX and PRIndex)¹⁰

GLII has a membership of more than 50 organizations, ranging from United Nations agencies, inter-governmental organizations, international non-governmental organizations, bilateral donors, academia, private sector firms and farmer organizations.

The GLII Secretariat provided names and contacts of 74 individuals from 53 organizations. These individuals were invited to participate in a survey focused on their use of GLII indicators. Of these, 27 individuals from 26 organizations took the survey,¹¹ and 17 individuals from 16 organizations completed the survey.

As the unit of analysis for this evaluation is the organization, we note that 49 per cent of organizations responded to the survey (26 out of 53), and of those who responded, 62 per cent (16 out of 26) of the organizations polled completed the survey.

Of the 26 organizations (27 respondents) that took the survey, the largest number identified as civil society, United Nations agencies or other.¹²

Table 2: Organizations invited, responded and completed survey

Organizations Invited to Survey	Individuals Responded to Survey	Organizations Responded to Survey	Organizations Complete Survey
53	27	26	16

⁸ See Annex 1 for full list of organizations surveyed.

⁹ Nine individuals from nine organizations were invited to participate as key informants. Six GLII partner organizations participated: Landesa, Habitat for Humanity, MCC, GIZ, Oxfam and IFAD. In addition, non-partner PRIndex and a private consultant also provided information via key informant interviews.

¹⁰ ILC/LANDEX <https://www.landexglobal.org/>, PRIndex <https://www.prindex.net/>, The Monitoring and Evaluation of Land in Africa (MELA)

¹¹ Two people from UN-Habitat responded to the survey.

¹² The seven categories in Table 3 represent the categories GLII uses to classify its partnerships. Of the seven respondents identifying as "other", three were donors (GIZ, USAID and DFID); one organization identified as "multi-sector" (International Land Coalition); one as a "think tank", and one as an "academic research institution" (Natural Resources Institute).

Table 3: Who took the survey?

Answer choices	Responses	
Professional Body (regional/ international/ national)	11.11%	3
Civil Society Organization (including NGOs and grassroots organisations/ networks)	29.63%	8
Farmers Organisations	0.00%	0
Organisations of indigenous People	0.00%	0
UN Agencies	25.93%	7
Private Sector Organisation	0.00%	0
Regional Land Institutions	3.70%	1
Other (please specify)	Responses 29.63%	8
Total Respondents: 27		

Table 4: Who completed the survey?

Answer choices	Responses	
Professional Body (regional/ international/ national)	11.76%	2
Civil Society Organization (including NGOs and grassroots organisations/ networks)	23.53%	4
Farmers Organisations	0.00%	0
Organisations of indigenous People	0.00%	0
UN Agencies	29.41%	5
Private Sector Organisation	0.00%	0
Regional Land Institutions	0.00%	0
Other (please specify)	Responses 35.29%	6
Total Respondents: 17		

The 16 organizations (17 respondents) that completed the survey were largely from civil society, United Nations agencies and “other”, the latter of which included, two bilateral donor agencies (GIZ and USAID), a think tank (International Centre for Evaluation and Development), a university (Technical University of Munich) and a networking organization (LANDac).

For our analysis and findings, below, we use data from all 27 individuals who responded to the survey, whether they completed the survey or not.

Finally, the study also included responses from key informant interviews to fill in missing pieces of information from the survey.



1.5. LIMITATIONS OF STUDY

The fact that 10 of the 27 respondents skipped some of the questions made the overall data available rather thin and inconsistent, and therefore posed a constraint to conducting a robust analysis. For example, while some respondents answered in the affirmative that they used GLII indicators, they then failed to stipulate which of

the 15 indicators they use. This was unfortunate given that the study aimed to understand and determine which of the 15 GLII indicators were being used most frequently and if there was a relationship between organization type and which indicators they use. For questions that were frequently skipped, it is difficult to draw firm conclusions.

2. FINDINGS

Uptake of GLII indicators can be measured in at least four ways:

- If GLII partner organizations are using all or selected indicators;
- If the indicators (or partnerships) are helping to influence development of new agreements or measurement tools by partner organizations;
- If non-partner organizations are using the indicators; and
- If the indicators and data collected on them are being used to develop new programmes or policy and law to affect land tenure security and governance interventions.

Based on the survey results and informant interviews we address each question below.

2.1 ARE GLII PARTNER ORGANIZATIONS USING ALL OR SELECTED INDICATORS?

Of the 27 respondents to the survey, 23 answered this question as follows:

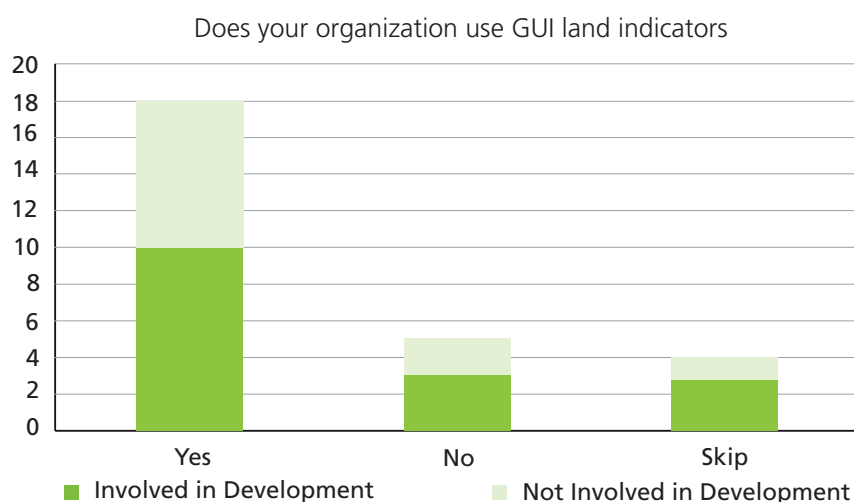
If we assume that the four respondents that did not answer this question but took the survey also do not use the indicators, then **we may conclude that 66 per cent (i.e. $18/27 \times 100$) of respondents to the survey use GLII indicators in one way or another.**

Notably, of the 18 organizations that said they use GLII indicators, 10 were involved in the development of the indicators, as seen in Graph 1. This could reflect the fact that these organizations had greater knowledge, buy-in or allegiance to these specific indicators based on their work in helping to develop the indicators, which then resulted in them adopting the indicators for their own use.

Table 5: Does your organization use the GLII indicators?

Answer choices	Responses	
No	21.74%	5
Yes	78.26%	18
Total		23

Graph 1: Use of indicators and participation in indicator development



Of the 27 respondents to the survey, a higher percentage responded to questions related to use of the five indicators for **land tenure security**. Sixteen (16) respondents indicated that they use Indicator 1.1: documented land rights; eight (8) respondents use indicator 1.2: perceived tenure security; three (3) respondents use indicator 1.3: tenure security under a plurality of tenure regimes; nine (9) use indicator 1.4: equal rights of women; and three (3) use indicator 1.5: indigenous land rights. Respondents were allowed to select all that apply.

Respondents reported significantly less use of GLII indicators for **land tenure conflicts and disputes, land administration services, and sustainable land use**, as illustrated below in Graph 2.

The investigation also covered what GLII partners said about their specific use of indicators in two key areas: (1) do partners use indicators to support specific global agreements or measurement tools; and (2) how do organizations use the indicators in their own work.

With regard to the first question, we asked: *Is your use of GLII land indicators in support of a specific global agenda, agreements or frameworks?* Respondents were allowed to select all that applied. Of the 12 organizations that answered this question, all reported using the indicators to support the SDGs, while eight (8) reported using them in support of implementation of the African Union Framework and Guidelines on Land Policy in Africa and six (6) reported using them in support of the VGGT.

Graph 2: Indicators Being Used

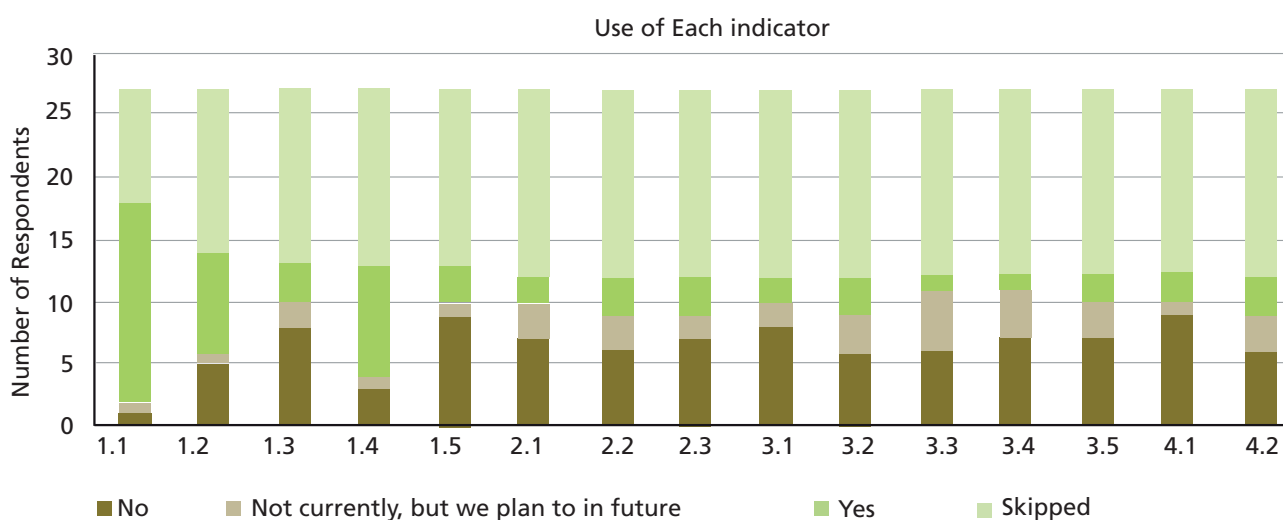


Table 6: Use of GLII indicators in support of monitoring global and regional agendas, agreements or frameworks

Answer choices	Responses	
SDGs	100.00%	12
African Union Framework and Guidelines	66.67%	8
VGGT	50.00%	6
Urban Agenda	41.67%	5
None	0.00%	0
Other (please specify)	25.00%	3

Clearly, for those partners using the indicators, the greatest emphasis was on supporting the SDGs.

This makes sense given that the first five GLII indicators were later used as the basis for developing two SDG land targets (1.4 and 5A) especially SDG indicators 1.4.2 and 5.a.1.

With regard to the second question, *how does your organization use this indicator*, we asked survey respondents to answer for each indicator. As noted above, the responses were thin and dropped off notably after the first five indicators that focus on land tenure security. Hence, we report here on the survey results for the land tenure security indicators, while responses on the other indicators are summarized in Table 10 below.

For Indicator 1.1, documented land rights, the top four responses from 13 respondents were for data collection (92 per cent), advocacy (62 per cent), project design (38 per cent) and research (also 38 per cent), as below in Table 7.

For Indicator 1.2, perceived tenure security, the top three responses from eight respondents were for data collection (75 per cent), advocacy (75 per cent) and project design (50 per cent), as below in Table 8.

For Indicator 1.3, tenure security under a plurality of tenure regimes, only three organizations responded affirmatively to using this indicator, and for all three indicated the main reason was for data collection.

Table 7: For what purpose does your organization use Indicator 1.1 - documented land rights

Answer choices	Responses	
Data collection for monitoring and evaluation	92.31%	12
Advocacy	61.54%	8
Project design	38.46%	5
Research	38.46%	5
Project planning	30.77%	4
Training	23.08%	3
Other (please specify)	15.38%	2
Total Respondents: 13		

Table 8: For what purpose does your organization use Indicator 1.2 - perceived tenure security

Answer choices	Responses	
Data collection for monitoring and evaluation	75.00%	6
Advocacy	75.00%	6
Project design	50.00%	4
Research	25.00%	2
Project planning	12.50%	1
Training	12.50%	1
Other (please specify)	25.00%	2
Total Respondents: 8		

For Indicator 1.4, equal rights of women, the top three responses from nine respondents were for data collection (78 per cent), advocacy (56 per cent) and project design (56 per cent), as below in Table 9.

Table 9: How does your organization use Indicator 1.4-Equal Rights of Women

Answer choices	Responses	
Data collection for monitoring and evaluation	77.78%	7
Advocacy	55.56%	5
Project design	55.56%	5
Project planning	22.22%	2
Training	11.11%	1
Research	11.11%	1
Other (please specify)	11.11%	1
Total Respondents: 9		

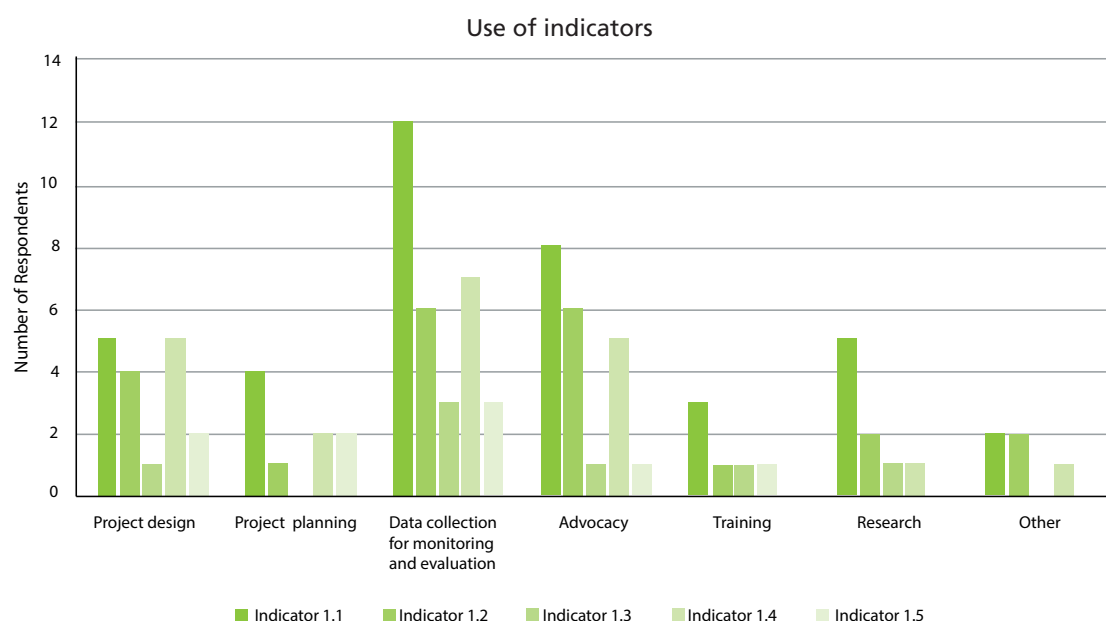
1.4 - EQUAL RIGHTS FOR WOMEN

For Indicator 1.5. indigenous land rights, only three organizations responded affirmatively to using this

indicator, and all three indicated the main reason was for data collection.

Graph 3 summarizes the survey responses for all five of these indicators under tenure security.

Graph 3: Use of indicators by GLII partners to develop programmes or advocate for change



For the remaining 10 GLII indicators, no more than three respondents indicated using any single indicator, as shown below:

- One respondent remarked on the impact of GLII indicators on their organization's work at the local level, saying: "These indicators have helped us [to] be more strategic, narrow our focus and become clearer [about] our goals. They have also helped


Table 10: Indicator usage for land tenure security, land-related conflicts, land administration services & sustainable land use

Indicator	Number of Respondents Reporting Usage
Land Tenure Conflicts and Disputes	
Indicator 2.1: Percentage of women and men, Indigenous Peoples and local communities who have experienced land, housing or property disputes or conflict	2
Indicator 2.2: Availability of dispute-resolution mechanisms	3
Indicator 2.3: Land dispute-resolution effectiveness	3
Land Administration Services	
Indicator 3.1: Land administration efficiency	2
Indicator 3.2: Transparency of land information: level to which land information is available for public access	3
Indicator 3.3: Land administration availability	1
Indicator 3.4: Mobilization of land-based taxes	1
Indicator 3.5: Land area mapped	2
Sustainable Land Use	
Indicator 4.1: Aggregate national changes in land-use sustainability	2
Indicator 4.2: Progress in sustainable land-use planning	3

Summarizing the survey responses, it is clear that partners primarily use the GLII indicators for data collection and advocacy purposes. However, key informant interview respondents reported few instances of actually gathering data on GLII indicators for monitoring purposes. Rather, they suggested a greater impact has been on the use of the indicators to help partners formulate positions for policy and advocacy with clients (e.g. states) and constituents. General comments on the value of the indicators were expressed by two key informants:

streamline our efforts because they have made it easier to convince internal and external partners to converge around these indicators."

- A second respondent also spoke more broadly on the use of GLII indicators: "I think the success of the GLII indicators may not necessarily be about the extent they have been used as such, but the extent to which they helped identifying and shaping how land governance should be monitored. So, your questions may be also about the extent to which GLII 'influenced' the way we do land monitoring."



In the online survey and in key informant interviews, respondents were asked to state what GLII could do to boost indicator use. They reported:

- “Develop training modules and tools on the application of the tools (indicators). Make available these modules for public use.”
- “Engage in more advocacy at the local level.”
- “As no methodology or data is available, it is difficult to standardize or collect results. Could consider adopting methods [for data collection]. The ‘problem’ with these indicators by themselves is that they provide no guidance as to how data should be collected, which is necessary.”
- “In partnership with others, help support the development of tools and capacity, the gathering of data in diverse contexts, and the dissemination of results to multiple audiences. Building on synergies with the SDGs, use this time to build momentum. Once the indicators have taken hold, they will continue on their own.”
- “Collect data and disseminate the findings.”
- “Promote how these indicators could be used by the Network in their work - examples and value. Need to highlight at meetings not just on land - The World Urban Forum (WUF), United Nations venues, World Bank, etc.”

GLII has developed two tools to facilitate monitoring of the indicators. One is a set of individual, household and communal questionnaires to measure land tenure security using GLII indicators, which were tested in three sub-Saharan African countries and results reported.¹³ A major conclusion of the report is: “Testing and the refinement of questions in every context where surveys on land tenure are conducted should be done in order to enhance understanding and application in different cultures and legal regimes, while promoting harmonization and comparability as may be applicable.” The other tool is an operationalization manual for the

GLII indicators.¹⁴ This “sourcebook” provides indicator definitions and suggests potential sources of data that could be harvested depending on availability and country context. Nevertheless, survey and key informant responses indicate that few partners are aware of these resources.

2.2 DID THE GLII INDICATORS (OR PARTNERSHIPS) INFLUENCE DEVELOPMENT OF NEW AGREEMENTS OR MEASUREMENT TOOLS BY PARTNER ORGANIZATIONS?

When it comes to the incorporation of GLII indicators into international agreements and measurement tools, key informant interviews and the survey results do not suggest that GLII had a robust influence on these, except for the SDG land indicators, as discussed below. Only two respondents acknowledged this influence:


- For ILC/LANDex, the International Land Coalition, noted that GLII indicators formed the basis for 7 (seven) of their indicators now being used by the Global Land Governance Index (LANDex). Multiple key informants noted that GLII and Landex under the ILC collaborated to align their respective indicators as much as possible.
- For the African Union, respondents noted the GLII indicators were useful when ALPC was asked to suggest land indicators to the African Union Commission in 2018. The respondent said: ‘While the indicator was not endorsed (by governments), the information was useful, nonetheless.’

Interviews also suggested that the GLII indicators had some influence on the development of PRIIndex indicators mainly on the indicators on “perception of land tenure security.”

GLII’s most significant contribution, per surveys and key informants, appears to have been in playing a central role in the development and advocacy for inclusion of two land-related indicators in the Sustainable

¹³ *Monitoring Tenure Security, Data Collection Questionnaire Modules and Manual* Cameroon, Nigeria and Kenya. GLTN and UN-Habitat (2018).

¹⁴ See Sourcebook for Operationalization of Global Land Indicators, GLII Working Paper, no 4. GLTN and UN-Habitat (2016).



Development Goals—and this will be employed by many states and non-state actors, including civil society organizations, around the world.

GLII is acknowledged for creating political space and perhaps a process that was acceptable to multiple interests (donors, United Nations agencies, civil society, academia) to develop the 15 GLII indicators, and more importantly, to use the first five of those indicators related to land tenure security as a basis for negotiating targets for SDG 1: no poverty (target 1.4 and Indicator 1.4.2) and SDG 5: gender equality (target 5A, Indicators 5.a.1 and 5.a.2).

Target 1.4 states: “By 2030, 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.”

SDG Indicator 1.4.2: Proportion of total adult population with secure tenure rights to land, (a) with legally recognized documentation, and (b) who perceive their rights to land as secure, by sex and type of tenure.”

Target 5.a states: “Undertake reforms to give women equal rights to economic resources, as well as access to *ownership and control over land and other forms*

of property, financial services, inheritance and natural resources, in accordance with national laws.”

SDG Indicator 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.

SDG Indicator 5.a.2: Proportion of countries where the legal framework (including customary law) guarantees women’s equal rights to land ownership and/or control.

If United Nations Member States collect data and report on these indicators, and more importantly take policy, legal and administrative actions to achieve the respective targets, then by extension this work, which GLII helped to lead, may have a significant impact on development goals targeting millions of women, men and youth living in poverty and excluded from equal access to economic opportunities.

Further, GLII reports that it continues to work with partners at country, regional and global level, including the United Nations custodian agencies, to raise awareness and support adoption of the SDG land targets and indicators, facilitate capacity development on data collection and reporting of progress towards their measurement while applying the globally agreed methodologies.¹⁵

15 See for example, “Expert Group Meeting, Securing Women’s Land Rights in The SDGs Monitoring Framework: Towards A More Harmonized and Coordinated Global Approach,” 8-9 July 2017, GLTN, available from: <https://gltn.net/download/egm-report-securing-womens-land-rights-in-the-sdgs-monitoring-framework/>; Global Methodology for Measuring Individual Rights to Land Developed by Custodian Agencies with Support of GLII, available from: <https://gltn.net/2019/08/27/measuring-individuals-rights-to-land/>



CONCLUSIONS AND RECOMMENDATIONS

3. CONCLUSIONS AND RECOMMENDATIONS

3.1 CONCLUSIONS

3.1.1 Use of the indicators among partners was highest for the five GLII indicators related to land tenure security (indicators 1.1 to 1.5). From the online surveys and key informant interviews, this was likely a result of (1) GLII's concentrated effort to collaborate with partners and other land experts to use these indicators to influence the development of SDG targets 1.4 and 5A, and (2) these GLII indicators are potentially most useful for partners in the field for advocacy, programme design and data collection efforts.

3.1.2 Reported indicator use dropped off sharply for the other 10 GLII indicators related to land tenure conflicts and disputes, land administration services and sustainable land use. Survey data and key informant interviews were helpful in understanding that partners and key informants noted that the reasons for their limited use of these particular indicators were: (1) partners and non-partners alike are focused on monitoring SDG targets 1.4 and 5A as these were most important to their work; (2) lack of agreed definitions and methods for data collection for land tenure conflicts and disputes, land administration services and sustainable land use; and (3) no agreed process for addressing definitions and methods.


3.1.3 Fundamentally, this suggests in some ways that GLII partners and other key allies in the land sector have resolved to focus on what they see as the most important objective where they might have the greatest impact, e.g., monitoring SDG targets; beyond the SDGs some (such as ILC/LANDex and PRIIndex) have opted to develop their own indicators and

monitoring processes that align with their particular organizational objectives.

3.1.4 Nevertheless, while the initiative to develop global land indicators was initially started by the MCC, the World Bank and UN-Habitat (including GLTN), after GLII was established and facilitated by GLTN, GLII successfully took the lead and created political space where experts from different institutions and interest groups came together and negotiated what became the 15 GLII indicators. Further, GLII managed this space and process that supported the efforts of custodian agencies in the development of internationally accepted land indicators 1.4 and 5A for the SDGs—an important contribution.

3.1.5 Further research is needed to measure how effective GLII's indicators for land tenure security (Indicators 1.1 through 1.5) are for partners in overcoming/addressing barriers to achieving greater tenure security for women and men (see Mind Map, below). However, given success with using those indicators as the basis for developing SDG land indicators, it stands to reason that if the monitoring of SDG land indicators does result in greater adherence to international standards and guidelines, then GLII indicators will have further contributed to overcoming barriers to improved tenure security.

3.1.6 A key question, if additional time and resources are invested in these remaining 10 indicators to develop a common definition for each indicator and agreed data collection methods, would these then have a measurable impact on their adoption and therefore their capacity to contribute to intended objectives? This is difficult to determine, as we argue the importance of strengthening the link between the first five indicators and exploring partnerships with agencies already working in monitoring these areas to power or influence their use in data collection for policy decisions.



3.1.7 Finally, an important observation from one key informant was that the experts in the Expert Working Group(s) to develop GLII indicators and/or SDG targets (and methods for gathering data on indicator use) were not the same people who developed international guidelines, such as the VGGT (this claim is validated by secondary resources). Therefore, in some ways there may have been a significant disconnect in understanding key concepts, objectives and methods between those two groups. If any lessons are noted, perhaps one of the most compelling is that in the formulation and negotiation of global agreements it is critical to establish as part of the process how commitments will be monitored, including agreeing on indicators, targets and methods for monitoring and reporting. Failure to do so deprives them of tools to hold parties accountable and points to a lack of foresight by those spearheading these agreements.

3.2 RECOMMENDATIONS

3.2.1 Given limited responses to the survey and key informant interviews, and thus available data for this assessment, it would be useful for GLII to spend additional time and resources investigating the efforts of partners with local level networks to better understand if or how indicators are being used in the field to address tenure challenges. For example, a more detailed focus on local-level partner organizations could reveal more about the diffusion and efficacy of GLII's impact on overcoming barriers to success in promoting greater tenure security.

3.2.2 GLII to consider further consultation with partners and initial processes for facilitating reflections on definitions, methodologies and tools for monitoring the rest of GLII's indicators on land tenure conflicts and disputes, land administration services, and sustainable land use, and given the

influence that the indicators for land tenure security (via SDG targets) already have, GLII's impact might be strengthened.


3.2.3 To increase partner participation in gathering data and monitoring of GLII indicators, GLII might revisit the operational guidelines and data collection manual¹⁶ and develop short "quick sheets" or "how to" guides that are more manageable for non-technical data collectors or local-level partners operating in the field.

3.2.4 Following the inclusion of select GLII indicators in the SDG framework, GLII may wish to spearhead research to measure how effective their use has been at increasing tenure security at individual, household and community levels; this can be undertaken in the context of broader global commitments and national efforts to address land tenure issues, including gender.

3.2.5 An argument can be made for initiatives like GLII (or ILC/LANDex or PRIIndex) to be "in the room" at the same time as international agreements are being developed and negotiated with a mandate to elaborate how international organizations or states will monitor their adherence to agreed standards such as VGGT or targets for the Sustainable Development Goals. GLII's impact could perhaps be increased by ensuring it has a seat at the table if existing agreements are revisited or revised, and when any new agreements concerning land matters are being developed.

3.2.6 Specifically with regard to the VGGT, GLII, along with key partners including ILC and PRIIndex, might approach the CFS Secretariat (Committee on World Food

¹⁶ Monitoring Tenure Security, Data Collection Questionnaire Modules and Manual Cameroon, Nigeria and Kenya, GLTN and UN-Habitat. Sourcebook for Operationalization of Global Land Indicators, GLII Working Paper, no 4. GLTN and UN-Habitat (2016).



Security) to discuss ways in which GLII and partners might better support the work of CFS in promoting its key output (as identified by CFS member states) retroactively by developing a coordinated monitoring process for implementation of the VGGT and thus better informing the work of the Food and Agriculture Organization of the United Nations (FAO) and CFS.

3.2.7 GLII and similar monitoring initiatives charged with monitoring and/or gathering

land data (this includes those led by ILC, PRIIndex, the World Bank, UN-Habitat, ALPC) should be wary that their efforts may not be mutually reinforcing and ultimately undermine their shared interests. GLII and partners could work more closely to coordinate their work with members of their network and other development partners, as well as explore new ways to gather data that will support member states in taking up tenure reform on a large scale, impacting a significantly large or larger number of people.

MIND MAP: MONITORING, INDICATORS AND IMPROVING TENURE SECURITY



The mind map highlights overall objectives to improve tenure security and improved sustainable land use, areas of constraint blocking progress (inadequate political will, limited, knowledge, capacity and funding to address challenges), and some methods for addressing those challenges (improved research, training, institutional capacity and funding). Influencers that guide work toward achieving sustainable development goals include the VGGTs, New Urban Agenda, UNCCD and Africa Union F&G. Where there is broad international consensus around a development objective – in this case tenure security – and collective momentum to frame this objective as part of an international agreement, i.e., the SDGs. GLII indicators provide a tool for measuring progress toward globally agreed objectives, create an enabling environment for the uptake of land tenure indicators and substantially overcoming constraints. This is not the case with regard to the other GLII indicators, which are shown in the upper left corner, illustrating the importance of galvanizing collective understanding and agreement around their methodologies and data tools for robust monitoring and use.




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BIBLIOGRAPHY—RESOURCES CONSULTED

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ANNEX 1: LIST OF GLII PARTNERS/MEMBERS – SURVEYED OR INTERVIEWED

Number	Name of Organization
1	African Centre for Statistics (ACS)
2	Africa Land Policy Centre (ALPC)
3	Department for International Development (DFID)
4	Eastern African Land Administration Network (EALAN)
5	Espaço Feminista
6	Food and Agriculture Organization of the United Nations (FAO)
7	Federation of Women Lawyers- Kenya (FIDA)
8	Gesellschaft für Internationale Zusammenarbeit (GIZ)
9	Global Land Alliance (GLA)
10	Habitat for Humanity (HfH)
11	International Centre for Evaluation and Development (ICED)
12	International Fund for Agricultural Development (IFAD)
13	Intergovernmental Authority on Development (IGAD)
14	International Land Coalition (ILC)
15	Land Portal Foundation
16	The Netherlands Academy on Land Governance for Equitable and Sustainable Development (LANDac)
17	Landesa Rural Development Institute (Landesa)
18	Millennium Challenge Corporation (MCC)
19	Tanzania National Bureau of Statistics (NBS)
20	Natural Resource Institute, Greenwich University in London (NRI)
21	Oxfam International
22	Technical University of Munich (TUM)
23	Uganda Community Based Association for Women and Children Welfare (UCOBAC)
24	United Nations Entity for Gender Equality and the Empowerment of Women (UN Women)
25	United Nations Economic Commission for Africa (UNECA)
26	United Nations Human Settlements Programme (UN-Habitat)
27	The United States Agency for International Development (USAID)

ANNEX 2: SURVEY QUESTIONS -CONDUCTED VIA SURVEY MONKEY, PRESENTED IN TABLE FORMAT

Q No.	Question	Responses (If “no” is selected the sub-questions will not be presented)
1	Name of Organization	(free response)
2	Type of Organization	(select one) Professional Body (regional / international / national) Civil society organization (including NGOs and grassroots organizations/networks) Farmers’ organizations Organization of Indigenous People United Nations agencies Private sector organization Regional land institutions Other
3	Headquarters Location (City, Country)	(free response)
4	Primary Contact (Name/email address)	(free response)
5	Date Joined GLII	(select one) 2012 2013 2014 2015 2016 2017 2018 2019
6	Was your organization involved in the development of the GLII indicators?	Yes / No
7	Does your organization use GLII land indicators?	Yes / No (If “No”, jump to Question 21)


Q No.	Question	Responses (If “no” is selected the sub-questions will not be presented)
8	Which specific indicators have your organization used: (check numbered indicators, >list 15 indicators, plus option to select “all”)?	(conditional) We use all 15 indicators (then cannot select others; otherwise select as many as apply) Indicator 1.1 Indicator 1.2 Indicator 1.3 Indicator 1.4 Indicator 1.5 Indicator 2.1 Indicator 2.2 Indicator 2.3 Indicator 3.1 Indicator 3.2 Indicator 3.3 Indicator 3.4 Indicator 3.5 Indicator 4.1 Indicator 4.2
Questions 9 – 14 are asked for each indicator		
9	How does your organization use the indicator?	(select one) Project design Project planning Data collection for monitoring and evaluation Advocacy Training Research Other, specify
10	Has your organization modified this indicator in any way to suit your needs or the local context?	Yes / No



Q No.	Question	Responses (If “no” is selected the sub-questions will not be presented)
11	Does your organization collect data on the indicator?	Yes / No
11a	How often is data collected?	(select one) Monthly Quarterly Annually Every other year Every three years Other, specify
11b	What methodology is applied?	(select all that apply) Field survey Email/phone survey Expert opinion survey Use of secondary sources Other, specify)
12	Does your organization conduct analyses of indicator data?	Yes / No
13	Does your organization report on analysis of indicator data?	Yes / No
13a	To whom?	(free response 350 char limit)
13b	How often?	(select one) Monthly Quarterly Annually Every other year Every three years Other, specify:
13c	Please provide URL that links to report(s):	(free response)
14	Does your organization use indicator findings to conduct advocacy or inform its programming?	Yes / No



Q No.	Question	Responses (If “no” is selected the sub-questions will not be presented)
14a	What kind?	(select as many as apply) Policy advocacy Awareness-raising programming Capacity building/training Other, specify
14b	Do you have specific examples that you can share, if requested?	Yes / No
15	Does your organization adapt organizational policy or practices based on indicator findings?	Yes / No
	Do you have specific examples that you can share, if requested?	Yes / No
16	Which indicators are the most helpful in your work?	(select as many as apply) Indicator 1.1 Indicator 1.2 Indicator 1.3 Indicator 1.4 Indicator 1.5 Indicator 2.1 Indicator 2.2 Indicator 2.3 Indicator 3.1 Indicator 3.2 Indicator 3.3 Indicator 3.4 Indicator 3.5 Indicator 4.1 Indicator 4.2
17	Is your use of GLII land indicators in support of a specific global agenda, agreements or frameworks? Please select as many as apply.	VGGT Urban Agenda SDGs African Union Framework and Guidelines Other None



Q No.	Question	Responses (If “no” is selected the sub-questions will not be presented)
18	Is there a specific example in your organization’s work when use of GLII indicators was particularly useful? (Including development of indicators, development tools or compliance with international agreements or standards.)	Yes / No
18a	Please provide project name, location, title, and a brief summary of the results	(free response)
19	What can GLII do to better promote land indicator use?	(free response)
20	Would you be willing to participate in a skype call to further discuss your answers?	Yes / No
20a	Please provide the Skype user-name for the person we should contact	(free response)
21	Is there something else we should know that we have not asked you with regard to GLII Land Indicators?	(free response)
22	Because your organization does not use GLII land indicators, please explain why not?	This question does not appear if the answer to Q6 is “Yes.” (select as many as apply) It is too complicated The indicators are not specific to our work We were unaware of the indicators Other (text box)
22b	If you use any other land-related indicators in your work, please list them.	(free response)



ABOUT THIS PUBLICATION

In 2019, UN-Habitat and the Global Land Tool Network (GLTN) commissioned an Assessment of the Uptake of the Set of 15 indicators developed by the Global Land Indicators Initiative (GLII) in global and regional land and development frameworks and by land actors. This publication therefore, elaborates how GLII land indicators are being used by GLII partner and non-partner organizations and the impact of GLII indicators on the larger regional and global effort to promote land tenure rights for all. This assessment sought to answer the following questions: (1) Whether GLII partner organizations are using all or selected indicators; (2) Whether the indicators are helping to influence development of new agreements or measurement tools by partner organizations; (3) Whether non-partner organizations are using the indicators; and (4) Whether the indicators and data collected on them are being used to develop new programmes or inform policies and law to promote land tenure security. The assessment was carried out through a literature review of various documents, including GLII publications; collection of primary data from a sample of GLII partner and non-partner organizations and collaborators through an online survey questionnaire; and in-depth key informant interviews.

Findings from the assessment show that most partners value and use the GLII indicators in data collection for monitoring of their land -related initiatives. GLII indicators were also used by most partners for policy advocacy and influencing. It is evident that there has been an uptake of GLII indicators by regional and global land monitoring efforts led by GLTN partners and other institutions. Further, the assessment shows greater acknowledgement of the level of influence and leverage that GLII indicators had on the formulation of land tenure indicators in the Sustainable Development Goals (SDGs) framework with an impact on how land is currently monitored and reported by land actors globally. However, the findings also show that more effort by GLII partners is needed to further define and develop standards and methodologies for some of its indicators to support data collection and reporting at all levels..

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