

**STRENGTHENING GLOBAL COORDINATION FOR LAND GOVERNANCE  
MONITORING AND DATA FOR POLICY DECISIONS; EXPERIENCES FROM  
GLOBAL LAND INDICATORS INITIATIVE**

**Everlyne Nairesiae**  
**Global Land Indicators Initiative (GLII)**  
**GLTN-UN-Habitat**  
[Everlyne.Nairesiae@un.org/ enairesiae@gmail.com](mailto:Everlyne.Nairesiae@un.org)

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## **The Global Land Indicators Initiative (GLII)**

The need to step up global coordination and monitoring of land governance issues led to the establishment of Global Land Indicators Initiative (GLII) in 2012. The establishment of this global multi-stakeholders platform for land governance monitoring was championed by Millennium Challenge Corporation, the World Bank and UN-Habitat through the Global Land Tool Network (GLTN). GLII is hosted and facilitated by GLTN in UN-Habitat. GLII is as a collaborative and inclusive process for coordination and development of Global Land Indicators that aims to making global scale monitoring of land governance and progress towards secure tenure for all a reality. In addition to developing land indicators, the GLII platform provides accompanying tools and guidelines for monitoring, reporting on land indicators, capacity building for uptake of comparable methodologies and data protocols, promote the use of open source land data repositories, coordinating and convening dialogues for land and data communities. The initiative has now grown to over 50 platform members, including non-governmental organizations, multi-lateral agencies, academia, research institutions and training institutions; farmers' organizations, UN agencies working on land governance, national and regional land data and statistical offices and institutions.

GLII provides coordination, convening and technical, support to custodian agencies of land-related indicators in the SDGs, and work closely with National Statistical agencies, CSOs, private sector, donors, UN agencies and other stakeholders to enhance monitoring of land governance in SDGs, contribute to monitoring of Voluntary Guidelines on the Responsible Governance of Tenure of Land, Fisheries and Forests in the Context of National Food Security (VGGT), New Urban Agenda (NUA), African Union Framework and Guidelines on Land Policy in Africa (AU-F&G) and Agenda 2063, United Nations Convention to Combat Desertification (UNCCD), the Paris Climate Change Agreement.

Global coordination for effective monitoring of land governance frameworks building on the efforts and strengths of various partners and stakeholders remains central approach to GLII's work. Linking of land governance monitoring with GLII partners efforts promotes and encourage complementarity, integration of indicators and harmonization of data generation methods used by various agencies; improves data collection technologies, enables triangulation of various data sources, increases attention to the need for sex disaggregated data, inclusion of vulnerable groups including indigenous people and those living in informality are sampled to make data process more inclusive.

Prior to the adoption of the SDGs, GLII platform members developed a set of 15 land governance indicators that are nationally applicable and globally comparable inspired by the principle of VGGT, the African Union Framework and Guidelines on Land Policy in Africa (AU-F&G) and UNCCD. These indicators are comprehensive and cover four areas of land governance: land tenure security for all, land and conflict, land administration, and sustainable land use management in rural and urban context. Further, GLII supports and promote land monitoring efforts that produce gender disaggregated data needed to assess gender dynamics including family power relations. GLII focuses on comprehensive land governance monitoring that goes beyond the limited inclusion of land indicators included in the SDGs to ensure full coverage of the four areas of land governance.

GLII serve to provide a strategic space for coordination and linking of existing land monitoring and data initiatives involving the National Statistical Offices (NSOs), land registries and cadasters; the AU-LPC Monitoring and Evaluation of Land in Africa (MELA), CSOs initiatives including the people generated data by International Land Coalition (ILC), and the private sector including Property Rights Index (PRINDEX) by Land Alliance that

measure perception of tenure security using global polls. GLII also works closely with its platform members and other stakeholders to develop and disseminate new knowledge and awareness materials around land governance monitoring, support advocacy, communication and influencing on the use of comparable land indicators for comparable data as may be applicable at country, regional and global level; and raising the importance of evidence based land governance monitoring for decision making.

GLII coordinates, support and promote land governance monitoring initiatives with the aim to make them more responsive in generation of land data for policy decisions by integrating comparable land indicators, methodology and data protocols, while enriching and expanding the data sources needed for triangulation of findings for more nuances. GLTN and Land Portal Foundation jointly developed a web-page on land and SDGs <https://landportal.info/book/sdgs> enhancing access to information on land in the SDGs and monitoring efforts.

Capacity Development for NSOs, national and regional land and statistical organizations on data collection, use of new technology and gender responsiveness in data approaches is paramount for GLII's work and in support of the efforts of the custodian agencies. GLII continues to accompany and support all custodians of land indicators in the SDGs, providing a centralized platform for learning and exchanges, while promoting a single narrative of the importance of the land indicators that are mutually reinforcing. GLII therefore, continues to serve as glue that binds the efforts of the custodian agencies of land indicators in the SDGs, and link with other efforts on VGGTs, MELA, PRIndex, and ILC Dashboard, statistical bodies, and other actors including local community groups and regional economic blocks and programs.

### **Introduction to Land Governance Monitoring**

Land is central to ending poverty and inequality. Regional and global frameworks to govern land have been adopted by governments and other actors in their efforts to inform national policy development and land reform processes. The Africa Union Framework and Guidelines on Land Policy in Africa (AU-F&G); and global VGGT that anchors the aspiration for responsible governance of land; Responsible Agriculture Investment (RAI), AU-Large Scale Land Based Investment (LSLBI), Sustainable Development Goals (SDGs) and the New Urban Agenda are particularly important frameworks which continue to inform land governance initiatives at country, regional and global level. The SDGs in particular provide a transformational vision for the world and spell out how multi-stakeholders can work together to create decent jobs, promote dignity, equality, and justice for all, while sustaining and conserving our environment. SDGs 1, 2,5,11 and15 include specific targets and explicit indicators for monitoring land governance issues including tenure security for all, gender equity, access to adequate housing and land degradation neutrality. Tenure security is also linked to SDG16 on promotion of peace, conflict management and durable solutions in protracted conflicts. The Africa Union Land Policy Centre (AU-LPC) announced the establishment a Network of Excellence on Land Governance in Africa (NELGA) in 2015, which was launched in April 2016 to strengthen capacity to drive land governance reforms in Africa under the auspices of AU-F&G) and established the Monitoring and Evaluation of Land in Africa (MELA) initiative.

Development facts and figures highlight the centrality of land to equitable development. Effective national, regional and global land governance monitoring is central to ensuring that changes in land governance result in improved conditions and sustainable development

opportunities for all, including women vulnerable groups and those living in poverty. Secure tenure rights to land are strongly linked to peace and stability, urban resilience, livelihood generation and access to decent housing, as well as the conservation of natural resources and mitigation of adverse effects of climate change. Responsible land governance enables efficient and effective appropriation and use of land, regulating land concentration, fragmentation, consolidation and expropriation and thus supporting a social economic transformation and development agenda; leaving no one behind. Agricultural resources are estimated to generate 10 per cent of gross domestic product in low- and middle-income countries, and employing 45 per cent of the total labor force in formal and informal sectors (FAO, IFAD and WFP, 2015).

Land governance frameworks are developed to leapfrog countries and regions from underdevelopment and place them on trails of the emerging economic, social and cultural well-being for its people; the environment and globally. Embracing greater level of coordination of land governance monitoring efforts as supported by GLII has demonstrated success in promoting learning of best practices, mainstreaming and use of harmonized and comparable land indicators, methodology and tools for monitoring land issues at institutional level of governments, regional bodies, CSOs, and the private sector. For instance, GLII efforts in coordination, convening and supporting land and data communities and the development of the set of 15 land governance indicators has seen an increased up take of most of the GLII indicators included in several global development frameworks like SDGs, UNCCD, and other regional and global initiatives including MELA, ILC Dashboard and PRIndex among other programs. Owing this experience of success, GLII expects that even greater level of coordination will see an increased generation and access to comparable land data and statistics sources needed for triangulation and policy decisions at all levels, with greater mainstreaming of the indicators and data protocols at national, regional and global data efforts and programs. Embracing consultative and participatory multi-stakeholder approach, that builds on its platform members, partners and working closely with Governments, private sector, CSOs and academia, GLII strategy of implementation has benefit from the members' commitment and action in support of the cause technically and financially. Journeying together among these partners has been a dynamic and fulfilling owing to the success realized so far including outstanding milestones including the inclusion of tenure security indicator in the SDGs and its reclassification to Tier II in November 2017.

The need for comprehensive land governance data system and infrastructure at country level to inform policies and to track progress on various programs on tenure security by governments, assess effectiveness of private sector and donors investments against reliable baseline and benchmarks for impact evaluation still remains. Statistics from land survey data is largely unavailable especially data on perception of tenure security that takes into account continuum of land tenure rights approach. In most cases, data available is mainly administrative, from land registries and national cadasters, often skewed by geographical concentration in either urban areas or selective rural areas; and not disaggregated by gender. Reliance on administrative data alone has often left out billions of population living in informal tenure regimes; outside national cadaster system including men and women from customary and indigenous communities across the world. This development comes at a time when proximately 70% of its land governed under customary tenure regime, with limited availability of data on land including perception of tenure security, cadaster maps and gender desegregated data. Agenda 2030 make it possible for countries to contribute to global scale monitoring of the 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, captures ownership of agricultural land and security of tenure in urban areas including housing rights.

### **Global Coordination of Land Governance Monitoring**

Building on over 50 platform members working towards a common goal to make global land governance monitoring using comparable land indicators for comparable data at scale a reality, this commitment has gradually been getting closer since its establishment in 2012. GLII continues to offer an important global coherent multi-stakeholders' strategy for a single coordinated and complementary land governance monitoring initiative that promotes a common reporting architecture for land governance and development frameworks to produce a single periodic land governance and performance report for measuring progress. The adoption of the 2030 Agenda for Sustainable Development and its SDGs in September 2015 brought increased attention to the international community on the need to better coordinate and strengthen the statistical capacity of countries to collect data and report on land SDGs targets and indicators. The SDGs have enshrined and advanced the principles of the VGGT and AU-F&G; further reinforced in the New Urban Agenda. In its report, the Advisory Group on Data Revolution for Sustainable Development established in 2014 by the Secretary-General emphasized that data is a crucial pillar for the implementation of the post-2015 sustainable development agenda, as it is the basis for evidence-based decision-making and accountability.

The global framework for monitoring SDGs presents a greater opportunity for the land community and for GLII to step up coordination, consolidation and complementation of data efforts that builds on partners' experiences in response to national and regional commitments to measure progress, policy decisions and ensure accountability in land governance. Being the third year of SDGs implementation, and following successful reclassification of a number of land indicators from Tier III to II by the IAEG-SDGs in 2017 including 1.4.2 on tenure security, 5.a.1 and 5.a.2 on women's tenure rights to agricultural land and legal protection; and 11.1.1 now a Tier I on access to adequate housing; the land community is more challenged to fast track country processes for data collection and reporting on land indicators in a more coordinated way. The 2030 Agenda for Sustainable Development requires high level of collection and collation of quality, timely, reliable and disaggregated land data from relevant national surveys, census and administrative data to track progress, inform policy decisions, and ensure transparency and mutual accountability at national, regional and global level.

National Statistical Offices are tasked to address the new data demands which have been placed upon them if they are to monitor and account for progress against agenda Agenda2030 in collaboration with other data agencies including land institutions at country level. Collaboration and coordination between these institutions is key to ensure needed land data infrastructure for collection, analysis and reporting including gender disaggregated data at county level. A multi-country capacity assessment on National Statistical Organizations preparedness to report on land tenure security indicator 1.4.2 in the SDGs, as required by the IAEG-SDGs conducted by GLII in 2017 profile glaring coordination gaps between land and statistical agencies at country level, mostly each working in isolation of each other (GLII, 2017). Target 1.4 and indicator (1.4.2) in the SDGs serves to monitor the percentage of adult population with secure tenure rights to land (out of total adult population), with legally recognized documentation and who perceive their rights to land as secure, by sex and by type of tenure. This is universal indicator also linked to all other land indicators in the SDGs and advances by the continuum of land tenure rights for all. Enhanced coordination between

national land and National Statistical Organization (NSOs) in country, use of comparable data methodology and approaches for data collection; disaggregation of data by type of tenure, sex, rural and urban; use of spatial data and up take of new data technologies are some of the recommendations of the report.

### **Gender and Land Governance Monitoring**

Gender disparities in poverty are rooted in inequalities in access to economic resources including security of tenure rights in rural and urban context. Literature shows that in many countries women have weaker land tenure and property rights, including inheritance rights, compared to men. Women are not a homogeneous group and hence inequality around women's land rights is also affected by women's ethnicity, marital status, age, rural/urban residence, and other factors. Inequality in women's land rights is perpetuated by a number of factors including plural and contradicting tenure regimes (statutory and customary laws). In most developing countries, laws do not guarantee the same inheritance rights for women and men, while most customary law on tenure discriminate against women who are subjected to intra-household power relations with spouses and or family members.

Measuring gender equality in tenure security in relation to poverty has for a long time been perceived as challenging by data agencies, governments, multi-lateral financial organisations, and private sector and UN agencies. In some cases, agencies have used generalised data and statistics of women's ownership and security of tenure from small qualitative or quantitative studies that are not statistically sound and or cannot be extrapolated for national representation to draw relevant conclusions. Most national surveys interview head of households, skewing the responses and quality of the data produced in favour of men; failing to embrace random sampling of targeted population or at household level for 'self-reporting' approach for women; to understand the tenure issues and challenges of men and women in the society. Use of varying definitions, concepts and methods for data collection at local and national level continues to challenge comparability of gender statistics.

GLII through its technical partners supported the custodian agencies for indicators 1.4.2 (UN-Habitat and World Bank) and 5.a.1 (FAO and UN-Women) to review and analyse the similarities and differences of the two indicators considered to be highly complementary; in an effort which has so far had the two indicators harmonized. Building on global technical expertise of GLII platform members and partners including representation of NSOs, CSOs, UN agencies, regional land and data bodies and other stakeholders, an Expert Group Meeting on securing women's land in the SDGs hosted by GLII and Oxfam in July 2017 in collaboration with Landesa, UN-Women and Huairou Commission provided key recommendations to custodians agencies including a review of data approaches, harmonizing key concepts and ensuring heterogeneity of women in examined and profiled to ensure no one is left behind. GLII has supported the process and with the leadership of the custodian agencies have successfully addressed key issues including harmonized concepts, developed a joint data collection tool for the two indicators and now working towards a joint capacity development plan for NSOs and other data actors to deliver data collection at scale.

### **Translating Data into Action – the Global Land Governance Status Report, 2018**

Global commitment by member states to monitor progress on SDGs targets including those related to land, serves as a major boost to the much needed comparable data for monitoring land governance issues. Going by the provision of land indicators in the SDGs, NSOs working with various agencies are tasked to collect survey and administrative data on the proportion of adult population with legally documented tenure rights to land; and perception

of tenure security. Tenure security data is disaggregated by sex and type of tenure. Other land indicators include those covered under SDG 1, 5, 11 and 15 addressing agricultural land production and rights by women, presence of otherwise progressive legal reforms that secure women's tenure rights, land and property rights in urban planning and development, and sustainable land use management respectively.

### **Development of a global status report on land governance**

Working closely with the custodian agencies responsible for land indicators in the SDGs in collaboration with NSOs and national land agencies; agencies responsible for land governance monitoring of VGGT, AU-Framework and Guideline on Land Policy in Africa under MELA; the CSOs, the private sector and other data agencies, GLII is well positioned to galvanize support and tap from these rich and diverse data ecosystem to collate, analysis and develop the first ever Global Status Report on Land Governance, at GLTN in UN-Habitat. Benefiting from various data source providers progressively available annually, this report is expected to provide comparative analysis of emerging trends, progress and gap profiles on key issues of land governance. This will see the profiling of the different dimensions of land governance using existing data sources, translating data collected to meaningful and accessible global report available to the land community and other stakeholders at country, regional and global level. The report will further strengthen the ability to use data for as a tool for advocacy and policy influencing, while speaking with stakeholders at all levels in a language that is easily accessible and understood. Governments through NSOs and land agencies, custodian agencies, CSOs, private sector and other stakeholders in land and data will greatly contribute to the production of this first ever report by end of 2018; working with the existing data.

### **Conclusion**

Working towards the realization of GLII's mission to achieve global comparable land governance monitoring for policy decision making, linking country, region and global efforts, this year (2018) presents not only the opportunity to collect and share country specific land data, but also to make use of available data to develop and present an analytical report on the Global Status on Land Governance by end of 2018. This report will only be possible through building on GLII's strategic partnership with land and data agencies including the custodian agencies, NSOs and other data agencies. Development of this report requires resources to make it a success in content, scope and time efficiency. This effort is also expected to make significant contribution to the monitoring of regional and global framework for land governance including the African Union Framework and Guidelines on Land Policy in Africa and the VGGT.

Monitoring land indicators in SDGs is therefore, timely and the land community continues to rally support to ensure their effective monitoring and to further expand the scope to ensure comprehensive land governance monitoring at country level, an efforts closely coordinated and supported by GLII. Land governance monitoring requires greater level of synergy among its partners and coordination between land and data communities for more efficiency and complementarity of resources; linking country, region and global efforts in land governance monitoring. GLII partners promotes the inter-connectedness between global and regional frameworks on land governance and development including VGGTs, SDGs, NUA, UNCCD and AU-F&G; underscoring the importance of their coordinated monitoring and reporting mechanism at all levels to make data available in real time for policy decisions.

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