# **Guidelines**

# Operational definitions for Household Surveys in Cities

on

# **Secure Tenure & Slums**

**UN-HABITAT** 



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# acronyms

**AGFUND** : Arab Gulf Programme for United Nations Development

Organizations

**EGM** : Expert Group Meeting

**FAFO** : Institute for Applied Social Science

**MDG** : Millennium Development Goal

NORAD : Norwegian Agency for International Development

**UN-HABITAT** : United Nations Human Settlements Programme

**UNICEF** : United Nations Children's Fund

**USAID** : United States Agency for International Development

### INTRODUCTION

In September 2000, the General Assembly adopted the "Millennium Declaration" signed by 189 countries, including 147 Heads of State. The Declaration mainstreams a set of inter-connected and mutually reinforcing development goals into a global agenda. Recently, the sets of development goals have been merged under the designation of "Millennium Development Goals" (MDGs).

Within the context of an overall UN mobilization on assisting the governments in measuring the indicators against each target, UN-HABITAT was assigned the responsibility to monitor the "Cities without Slums" Target as part of one of the eight (8) Millennium Development Goals (MDG).

Appropriate indicators have been selected to monitor progress on each of the targets. A list of 18 targets and more than 40 indicators corresponding to these goals have been prepared to ensure a common assessment and appreciation of the status of MDGs at global, regional, national and local levels.

The "Cities Without Slums" is one of the three Targets of Goal 7, "Ensure Environmental Sustainability". Target 11 aims:

"By 2020, to have achieved a significant improvement in the lives of 100 million slum dwellers".

Presently, the General Assembly recognizes two indicators to monitor progress towards this Target:

Indicator 31: "Proportion of urban population with access to improved sanitation (UNICEF).

Indicator 32: "Proportion of households with access to secure tenure (UN-HABITAT).

UN-HABITAT was mandated to coordinate the efforts of the international community to advocate for changes at country and regional level and monitor the above target and indicator 32. To this aim, UN-HABITAT organized a gathering of experts and other stakeholders from around the globe, to reach to an agreement on the universal definition of the above two concepts, secure tenure and slums, in Nairobi, between 28-30 October 2002. The Expert Group Meeting (EGM) was a major consensus building exercise on the definition of security of tenure and slums, which enabled, the measurable articulation of the meta-global indicators, indicators and sub-indicators of each concept.

The main strategy of the group was to define the global framework within the meta-indicator, and then formulate the specific indicators that comprise the meta-indicator.

<sup>&</sup>lt;sup>1</sup> The Declaration outlines peace, security and development concerns including environment, human rights and governance.

Finally the group also articulated component indicators, due to the complex nature of the specific indicators.

In keeping with the recommendations of the EGM, UN-HABITAT strongly endorses, that in due course, one more indicator be added to the above:

"proportion of urban families living in slums".2

The slum indicator will be a composite index, which combines five dimensions of slum life, as decided by the EGM. These include:

- i) access to water
- ii) access to sanitation
- iii) access to secure tenure
- iv) durability of housing
- v) sufficient living area

The above five dimensions of slum life are entitled as meta-indicators that provide a universal comprehensive framework within which local variations could be adapted. While *durability of housing*, is articulated as the theme for one global meta-indicator, this will manifest itself in various ways, in different cities. For example while, in Nairobi, a non-durable house is made of a patchwork of tin, cardboard, plastic coating, in Moscow, it will be the dilapidated condominiums.

UN-HABITAT and its partners who were represented in the EGM, are cognizant of the fact that under these universally applicable generic concepts and definitions, there are marked local variations, and that each country or city should be allowed to improvise within the given universal framework..

# The purpose of the Guidelines within the monitoring initiative on Habitat Agenda and MDG Target 11:

The present Guidelines is one of the building blocks of the overall monitoring strategy of UN-HABITAT and its partners *vis a vis* Target 11, and Habitat Agenda, in general.

UN-HABITAT and partners pursue a two-tiered approach to data collection, analysis and capacity building. First, maximum synergies are searched within the existing mainstream survey instruments, such as the Demographic and Health Surveys of USAID, Papfam of AGFUND, FAFO of NORAD surveys, and Population Censuses. An approach as such, will provide a good picture of the sub-city differentials, *vis a vis* many development issues that are already covered under remit of these surveys, such as health, survival, education, and other survival, development and quality of life indicators.

This approach will enable the development community to see both a snapshot of the differences between the advantaged and the disadvantaged areas of cities, at the

<sup>&</sup>lt;sup>2</sup> Under the pretext that the goal clearly embraces the totality of 'slum dwellers', not only those lacking security of tenure, as the targeted group.

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beginning of the millennium, and help track the 'improvement' in the lives of the slum dwellers, over the years, in keeping with Target 11.

Second, while the agency strives to include the slum settlements as an estimation domain, in these instruments, the need to undertake full-fledged surveys, which also cover the other Habitat Agenda indicators, still prevails. In selected cities, these surveys will also embody a range of policy issues, regarding urbanization, urban poverty, and the like. The overall number of cities that will be surveyed with both approaches is estimated at 35, if not more.

The present indicators and the suggested questions are prepared for a more comprehensive survey, not an add-on to other surveys and the censuses. It is for this reason, that the reader should not be overwhelmed by the sheer number of indicators and questions. In order to prevent misunderstanding in this regard, the most-critical questions that need to be covered within the questionnaires of other surveys, will be marked, and prioritized. That the questions remain to be piloted is still a task unaccomplished. It is planned that the pre-testing of the questions will be within the pre-testing of the wider package of questions, for the add-on surveys.

The present guidelines is to build capacity among several target groups including the policy makers and their advisors, planners, at the city level, statisticians or survey specialists at the National Statistical Offices, or the academic milieu, in providing the agreed generic and the operational definitions of the concepts of secure tenure and slums. To this aim, the guidelines offer not only the definitions, but a hierarchy of indicators at the operational level, and the specific questions to measure them.

Finally, we should note the political significance of the empirical approach to monitoring Target 11: Granted that the findings are reliable and valid, the city-level reporting will take its place along side with country-level reporting, which is the present mandate and the practice of the United Nations system. If UN mainstreams city-level reporting, it will strengthen the information infrastructure for the decentralization policies, and the recognition of local entities, as well as the national ones, as domains for action.

## **GENERIC DEFINITIONS**

#### What is a slum household?

A slum household is a group of individuals living under the same roof that lack *one or more*<sup>3</sup> of the below conditions:

- Security of tenure
- Structural quality/durability of dwellings
- Access to safe water
- Access to sanitation facilities
- Sufficient-living area

#### What is security of tenure?

Secure Tenure is the right of all individuals and groups to effective protection by the State against forced evictions.

The proposed indicators to be used for the development of a composite indicator/index on secure tenure are twofold:

- Evidence of documentation that can be used as proof of secure tenure status
- Either *de facto* or perceived / protection from forced evictions

<sup>&</sup>lt;sup>3</sup> according to the situation in the city this could be locally adapted. For example in cities like Rio de Janeiro where living area is insufficient for both the middle classes and the slum population alike, it could be formulated as *two or more* of the conditions.

#### What is durability of house?

A house is considered as 'durable' if it is built on a non-hazardous location and has a structure permanent and adequate enough to protect its inhabitants from the extremes of climatic conditions such as rain, heat, cold, humidity.

#### What is access to safe water?

A household is considered to have access to safe drinking water if it has sufficient amount of water for family use, at an affordable price, available to household members without being subject to extreme effort, especially to women and children.

#### What is access to sanitation?

A household is considered to have access to sanitation, if an excreta disposal system, either in the form of a private toilet or a public toilet shared with a reasonable number of people, is available to household members.

#### What is sufficient living area?

A house is considered to provide a sufficient living area for the household members if two or less people share the same room.

### **SECURE TENURE**

#### Methodological comments:

The indicators and questions proposed below are designed under the assumption that the entire survey will be devoted to the issues of slums and secure tenure which will use two samples, for men and for women.

Both the indicators and the questions will be reduced in number if the survey is an add-on to existing initiatives.

The below indicators and questions on secure tenure will be addressed to the man, through the 'men's questionnaire. Also note that the questions on secure tenure have not been pre-tested, at a big scale, even though some were used at the local level.

#### **Indicators & Component Indicators**

Indicator (variable)	Component-indicator <sup>4</sup>	#	Basic minimum indicators
Evidence of documentation that can be used as proof of secure tenure status			
Proportion of urban families with documents that can be used as evidence of tenure.	<ul> <li>Proportion of households with formal title deeds to both land and residence</li> <li>Proportion of households with formal title deeds to either one of land or residence</li> <li>Proportion of households with enforceable</li> </ul>	1 2	<b>√</b>
	agreements <sup>5</sup> or any document as a proof of a tenure arrangement only.	3	✓

<sup>&</sup>lt;sup>4</sup> See Annex for formulas

<sup>&</sup>lt;sup>5</sup> Household is given an enforceable agreement by public authorities in cases where the inhabitants <u>do not</u> have a formal title deed, but are protected against eviction for several reasons. Among such reasons are: i) traditional rights to land, customary practices, or ii) the political clout of the illegal occupants. Land which is traditionally owned, without legal documents is generally a rural phenomenon. However, as a result of urban sprawl embracing rural areas, they are managed by public authorities as "urban" land, subject to modern legislation, which may make residents seem "illegal" when, actually they are not

Through individual or organized negotiations the residents can be given documents which protect them from evictions.

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Indicator (variable)	Component-indicator	#	Basic	
			minimum	
			indicators	
	<ul> <li>Proportion of tenant households with formal rental contracts.</li> <li>Proportion of households that have customary tenure or irregular occupants, with tax payment documents (property tax, municipality tax, etc.) only.</li> <li>Proportion of households with customary tenure or irregular occupants who possess utility bills., electricity, etc.)</li> </ul>	5	<b>√</b>	
Perceived security from evictions				
Perception of security of tenure	<ul> <li>Proportion of household heads who believe that they will not be evicted from their present residence within the next five years</li> </ul>	7	<b>√</b>	
De facto protection from forced evictions <sup>6</sup> .				
Actual evictions within past five years	<ul> <li>Proportion of urban families that are evicted from their residences in the last five years</li> <li>Proportion of adult women evicted from their residence in the last five years</li> </ul>	8	<b>√</b>	
	<ul> <li>Proportion of teenagers and children evicted from their residence in the last five years</li> </ul>	10		

Another mode in which occupants can get enforceable agreements from public authorities is through civil society movements. In such cases, even though neighborhoods originate from illegal occupation of land, over the years, they can get 'occupancy' rights against being evicted from local authorities.

The two modalities to de facto security of tenure are highlighted in footnote 5.

<sup>&</sup>lt;sup>6</sup> A person or household (who do not legally own/rent a dwelling) but can be said to have *de facto* security of tenure when they are protected from involuntary removal from their land or residence, aside from exceptional circumstance, and then only by means of known and agreed legal procedure, which must itself be objective, equally applicable, contestable and independent.

Indicator (variable)	Component-indicator	#	Basic minimum
			indicators
Modality of eviction	<ul> <li>Proportion of households evicted as a result of negotiations with public authorities or with other stakeholders</li> <li>Proportion of households evicted as a result of negotiations with public or private stakeholders, via civil society organizations</li> </ul>	11	
	<ul> <li>Proportion of evicted households that are relocated to a reasonable area</li> <li>Proportion of evicted households as a result of a court decisions.</li> </ul>	13 14	

# **Suggested Questions**

Questions	Answers	Minimum basic questions
Evidence of documentation that can be used as proof of tenure		
1. Do you own this dwelling?	A. <u>House</u> 1. Yes. 2. No B. <u>Land</u> 1. Yes. 2. No Q 7)	√
(if yes) 1.a. Do you have a formal title deed?	A. <u>House</u> 1. Yes. 2. No B. <u>Land</u> 1. Yes. 2. No Q 7)	√
2. Does your wife (or adult female member) of the household own any of the following property?	A. <u>House</u> 1. Yes. 2. No B. <u>Land</u> 1. Yes. 2. No Q 7)	
If no (Q 1a) 3 Do you have an enforced agreement that protects you and your family from eviction?	1. Yes 2. no	√

Questions	Answers	Minimum basic questions
If yes (Q 3) 3.a. How did you get the document?	<ol> <li>Individual negotiations with public authorities or with landlord</li> <li>Organized negotiations with public authorities by the all community</li> <li>Customary law and social practices.</li> <li>Due to special circumstances such as election campaigns</li> <li>Other</li> </ol>	
(for those who have guarantee against	1. Yes	
eviction) 3.b. Do you pay property tax?	2. No	
3.c. Do you pay municipality taxes	1. Yes	
(garbage, environment, etc.)?	2. No	
3.d. Do you pay the following utility bills?	Type of utility payment Water Yes No NR Electricity Yes No NR Others?	
Those who said 'no' (Q1) 4. Do you pay rent for this dwelling?	1. Yes 2. No	√
4.a. Who do you rent this dwelling from?	1. Municipality 2. State government 3. Private	
4.b. Do you have an official tenancy	1. Yes	<b>√</b>
agreement with these landlords	2. No	-
Perceived security from evictions		
Review the following questions for local relevance and adaptability		
5.If there is a political change	1. Yes	
(country/city) do you think your	2. No	
documents proving secure tenure status		
will still be protecting you from eviction?	1. Yes	
(Owners and renters) 6. Do you think that there is a possibility that you could be evicted from this dwelling without due legal process?	1. Yes 2. No	✓
If yes (Q 5)	1. By my spouse	
6.a. by whom?	2. By other family members	
	3. By public authorities	
	4. By landlord	

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Questions	Answers	Minimum
		basic
		questions
(the below statement is to be read aloud	1. I agree	
to the adult woman and see if she agrees	2. I do not agree	
with it or not)	3. Don't know	
7. "If my husband dies, I would retain position of this property"		
De facto protection from forced evictions.		
(to all)	1. Yes	
8. Have you been ever been evicted, in your life?	2. No	√
if yes (Q 8)	1. By my spouse	
8.a by whom?	2. By other family members	
	3. By public authorities	
	4. By landlord	
	5. Other	
if yes (Q 8) 8.b. when?	Year	√
8.c. if evicted by public authorities, or the	1. Yes	
landlord, was it negotiated?	2. No	
8.d. if evicted, was it based on a court	1. Yes	
decision?	2. No	
8.e. if evicted by public authorities, were	1. Yes	
you relocated?	2. No	

# **DURABILITY/QUALITY OF HOUSING**

#### Methodological comments

Generally, a housing structure is considered durable when certain strong building materials are used for roof, walls and floor. Even though some houses may be built with materials classified as durable, the dwellers may still not enjoy adequate protection against weather and climate due to the overall state of a dwelling. Alternatively, a material may not look durable, in the modern sense, but is, in the traditional sense, when combined with skills of repair. Such cases are vernacular housing made of natural materials in villages, maintained by its residents annually. The observation of the building material has therefore to be supplemented by an observation of the state of repair of a house. Adequate shelter is thus operationalized in terms of building material in combination with state of repair. Both indicators can be observed by an enumerator in the field.

Durability of building materials is to a very large extent subject to local conditions as well as to local construction and maintenance traditions and skills. Which materials are considered durable under local conditions has to be determined by local experts. This is also true for the common problem that dwellings in the semi-urban outskirts of cities of developing countries often follow rural construction patterns by using materials, which can be considered non-durable under urban conditions.

In addition, compliance with local regulations and the quality of the location form part of the definition. These two indicators cannot be easily observed as they require specific knowledge about the legal condition and the land use plan as well as skills to determine hazardous areas.

# **DURABILITY/QUALITY OF HOUSING**

### **Indicators and Component Indicators**

Indicators	Component indicators	#	Basic minimum indicators
Proportion of houses on or near hazardous sites	<ul> <li>proportion of houses settled in geographically hazardous areas such as landslide zones, flood-prone areas, and the like.<sup>8</sup></li> <li>proportion of houses settled on garbage-mountains</li> <li>proportion of houses settled around high-industrial pollution areas</li> <li>proportion of houses settled around high-risk public works such as railroads, airports, energy transmission lines, under flyovers, bridges etc.</li> </ul>	1 2 3 4	√ √ √
Permanency of structure  Proportion of households living in temporary and/or dilapidated structures, subject to local variations Proportion of households living in semi-permanent structures	<ul> <li>Proportion of houses, which have visibly make-shift material (to be locally decided) of the roof and/or wall.</li> <li>Proportion of houses with evidence of lack of regular maintenance (cracks in the walls).</li> <li>Proportion of houses, which have dirt-floors.</li> <li>Proportion of houses not complying with building codes, standards and bye-laws.<sup>8</sup></li> </ul>	5 6 7 8	√ √

<sup>&</sup>lt;sup>7</sup> Each city/neighborhood will have its particular type of "hazard".

Once the dominant type of locational hazard is identified by experts, the number of indicators may reduce to one.

<sup>&</sup>lt;sup>8</sup> the information on this indicator could be retrieved from the community chief or municipality etc.

### **Observation checklist**

Permanency of structure	List of make-shift material (to be decided according to context):  Cardboard  Plastic coating  Pieces of tin  Loose patchwork of different tenuous material etc.  Dirt floors
Compliance with building codes <sup>10</sup>	Some universal examples include the following:  • Very narrow passage-ways and paths between houses  • Very narrow streets, not allowing access to small vehicles  • Irregular street and housing structure.  • Telephone, power cables stretched from house to house and easily accessible for human handling  • Unplastered walls  • Other irregularities
Location of house (hazardous)	<ul> <li>Landslide zones, flood-prone areas, etc.<sup>11</sup></li> <li>Houses on /near garbage mountains.</li> <li>High-industrial pollution areas (toxic material mixing into water)<sup>11</sup></li> <li>Houses around railroads, airports, energy transmission lines, under flyovers, riverbeds, corals, others</li> </ul>

<sup>10</sup> this observation is to be made in the immediate neighborhood of the household surveyed.

<sup>&</sup>lt;sup>9</sup> This excludes medieval cities and other cities with similar cultural patterns (i.e. core part of Islamic cities)

<sup>&</sup>lt;sup>11</sup> Aspects of a community, which are not physically visible, need to be asked to community chief.

# **ACCESS TO WATER**

# **Indicators and Component Indicators**

Indicator	Component-indicator	#	Basic minimum indicators
1. proportion of urban families with access to safe drinking water	<ol> <li>Proportion of households with piped water to the dwelling or plot that receive safe water reliably at a reasonable cost.</li> <li>Proportion of urban families using non-piped safe and affordable water sources at a sufficient quantity that is available without excessive physical effort and time.</li> </ol>	2	√ √

# **Suggested Questions**

NO.	Questions	Answers	SKIP	BASIC MINIMUM INDICATORS
1	What are the sources of water for members of your household?  Tick all that apply	PIPED WATER PIPED INTO DWELLING		
2	What is the main source of drinking water for members of your household?  Circle only one	OTHER ?  (SPECIFY)  PIPED WATER  PIPED INTO DWELLING (TREATED). 11  PIPED INTO DWELLING (UNTREATED)	>5	
		31   COVERED PUBLIC WELL   32   SURFACE WATER   SPRING   41   RIVER/STREAM   42   POND/LAKE   43   DAM   44   RAINWATER   51   TANKER TRUCK   61   BOTTLED WATER   71   OTHER   96   (SPECIFY)	>5 >3 >3 >3 >3 >3 >5 >5 >5 >5	
3	How long does it take to go there, get water, and come back?	MINUTES 996	>5	<b>√</b>
4	Who is <u>primarily</u> responsible for fetching water for this household?	ADULT MALE		

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NO.	Questions	Answers	SKIP	BASIC MINIMUM INDICATORS
5	How frequently is drinking water available from this source?	USUALLY ALWAYS AVAILABLE		<b>√</b>
	Treatment of drinking water	HOUSEHOLD RECEIVES TREATED   WATER		<b>√</b>
,	What is the main source of daily use water for members of your household?  Circle only one	SAME AS FOR DRINKING WATER		✓
8 Fafo Haiti	Do you have at least one water storage tank or any kind of container?	(SPECIFY)  NO, WATER STORAGE NOT NECESSARY		<b>√</b>
9	Type of water storage facility?	COVERED INSIDE THE HOUSE01 UNCOVERED INSIDE THE HOUSE02 COVERED OUTSIDE THE HOUSE03 UNCOVERED OUTSIDE THE HOUSE04 OTHER		<b>√</b>
10	Cost of drinking water per litre/gallon/cubic meter			<b>√</b>
	Perception: I am going to read you four statements about your water supply. Please provide your response according to the categories shown:			

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NO.	Questions	Answers	SKIP	BASIC MINIMUM INDICATORS
11	"During the past year this household has had no problem obtaining the drinking water we need. There is always adequate supply"	STRONGLY AGREE       1         AGREE       2         DISAGREE       3         STRONGLY DISAGREE       4         DK/NS       9		
12	"During the past year this household has had no problem obtaining the daily use water we need. There is always adequate supply for washing and personal hygiene"	STRONGLY AGREE       1         AGREE       2         DISAGREE       3         STRONGLY DISAGREE       4         DK/NS       .9		
13	"Drinking water from the main source of supply is drunk without need for further purification (it is clear, clean and pure)."	STRONGLY AGREE 1 AGREE 2 DISAGREE 3 STRONGLY DISAGREE 4 DK/NS 9		
14	"The cost of our drinking water does not restrict our consumption, we can afford to drink as much as we like."	STRONGLY AGREE 1 AGREE 2 DISAGREE 3 STRONGLY DISAGREE 4 DK/NS 9		

# **ACCESS TO SANITATION**

### **Indicators and Component Indicators**

Indicator	Component-indicator	#	Basic
			minimum
			<b>Indicators</b>
1. proportion of urban families with access to adequate sanitation facilities	1. Proportion of households using well-functioning private/public latrines that are (i. Connected to non-clogged sewer systems, <i>or</i> ; ii. Connected to septic tanks with sufficient capacity, <i>or</i> ;	1	<b>√</b>
	2. Proportion of households that share a public latrine with more than one household <sup>10</sup> .	2	√

# **Suggested Questions**

Questions	Answers	Minimum basic questions
what kind of toilet do you use?	<ol> <li>private toilet used by household members</li> <li>public toilet</li> <li>use outdoors or other places</li> <li>other</li> </ol>	<b>√</b>
2. (if answer is not 3) On occasional circumstances do you use outdoors?	1. Yes 2. No	<b>√</b>

In cases where well-maintained communal latrines exist, it could be used as component-indicator.

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Questions	Answers	Minimum basic questions
3.(if private latrine) What kind of latrine is it?	<ol> <li>Unimproved pit latrine</li> <li>improved pit latrines</li> <li>pour-flush latrines connected to public sewers</li> <li>pour-flush latrines connected to septic tanks</li> <li>others</li> </ol>	
4. (if public toilet) How many households use the same toilet?	number	<b>√</b>
5. (if public toilet) how many minutes does it take you to get there, wait in the toilet line, and come back every morning?	Minutes	
6. (if public toilet) Is it safe for men/women to use it at night?	<ol> <li>yes, for both</li> <li>not safe for women</li> <li>not safe for either gender</li> </ol>	
7. (if public toilet) Do you pay for it?	1. yes 2. no	
8. (if public toilet) Is it managed well? 9. (if public toilet)	1. yes 2. no 1. a group of community women	٧
who manages it?	<ul> <li>2. a group of community men</li> <li>3. both men and women</li> <li>4. NGO</li> <li>5. municipality</li> <li>6. no one</li> </ul>	
10. (to all private and public) Are you content with the level of sanitation services in general?	<ol> <li>yes</li> <li>no</li> <li>do not know</li> </ol>	
11. (if respondent uses outdoors) Where do you use?	<ol> <li>open fields close to house</li> <li>on the streets</li> <li>in metro/train stations</li> <li>in other public facilities</li> <li>other</li> </ol>	
12. (to all) Do your children use outdoors as toilet?	1. yes 2. no 3. DK	
13. (to all) Do children in the neighborhood use outdoors, as toilet?	1. yes 2. no 3. DK	