How the 2010 Census of Agriculture questions land policies in Haiti?

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Starting point

- Land issues in Haiti: still marked by historical opposed views for agriculture
  - What development model? Promotion of large farms with hired laborers or family smallholders? For export or for the domestic market?
  - Recurrent and still relevant debate
- Past studies: numerous, but based on data and information at the local level => partial, no holistic view
- The 2010 General Census of Agriculture is the only administrative data available at the national level
  - Caution: analyzing land issues based on census records may be problematic (concepts, survey methods, etc.)
  - But: it is a reasonable proxy for providing evidence on land issues and a renewed analysis of the situation
WHAT EVIDENCE EMERGES FROM THE 2010 GCA?
Increased number of farms, loss of cultivated land...

<table>
<thead>
<tr>
<th></th>
<th>GCA 1971</th>
<th>GCA 2010</th>
</tr>
</thead>
<tbody>
<tr>
<td># farms</td>
<td>616 710</td>
<td>975 409</td>
</tr>
<tr>
<td>Cultivated land (ha)</td>
<td>863 516</td>
<td>765 011</td>
</tr>
</tbody>
</table>
Loss of cultivated land

1984

2016

Uncontrolled urbanization in Croix des Bouquets
Loss of cultivated land

Unmanaged flooding in Camp Perrin area
Increased fragmentation of farms

85% of farms were very small (<1ha) and occupied about 58% of cultivated land
Medium-size and largest farms have almost disappeared between 1971 and 2010
Status of cultivated land (national averages at plot level)

Titled (purchased and inherited) land prevails
But what does a title mean in Haiti?
Tenure of cultivated land (national averages at plot level)

Ownership 82%

Share-cropping 9%
Squat 6%
Other uses 3%
Tenant farming 0.2%

The majority of land is owned by whom cultivates it
Uneven spatial distribution of land tenure forms: eg share-cropping

If share-cropping does not necessarily mean precariousness and insecurity of tenure, it questions social justice.
If land conflicts and violence (nature?) are not necessarily linked to the lack of formality and legalization, they question the security of tenure.
WHAT POLICY RESPONSES?
Policy responses before 2010

- Erratic: between agrarian and land reform
- Weak inter-ministerial policy coordination
- No drivers, not at the core of national policies
- Top down, no funding, weak implementation
- Weak land administration system
Policy responses since 2010

• Approach: land reform, focus on land administration system
• Funded, by donors
• Implementation
• Participative process
• Coordinated by CIAT (created 2009, in operation since 2010)

• Drivers for the development of a “pre-cadaster”: urban planning, large scale LT investments, tax collection etc.

- Policy framework of INARA for Agrarian Reform
- National Agriculture Policy Orientation Paper
- Prime Minister Decree creating CIAT
- The Action Plan for National Recovery and Development
- The National Agriculture Investment Plan 2010-2016
- Nation Policy for Agricultural Development 2010-2025
- CIAT papers (2012-2014)
- Action Plan for Agriculture
- Various Land law Projects

Constitution of the Republic of Haiti which creates INARA

Report IADB/FAO on agro-land reform policy paper (Oriol, et al)


1987-2012 Since 2012
Today’s land policy constraints

• Beyond improving the land administration system...
• High unit costs during the initial phase (+- 250USD per parcel; 84000 parcels, 21 M USD for 5 of the 145 municipalities...)
• Pre-Cadaster (“physical and legal features”):
  – Certainly useful in some cases, but not in itself an adequate answer to the diversity of land tenure issues and situations

Depending on wider macro and sectorial policies, “pre-cadaster” might favor expulsion through land concentration or reinforce peasant resilience, idem for other instruments that pretend to defend certain type of beneficiaries and land uses (e.g. public preemptive buying and reallocation mechanisms in the land market).
Future policy challenges

• Need of **additional** instruments: Cadaster + zoning + conflict management + high value employment policy

• In each region: fine tuned **phasing** of instruments based on close monitoring of situations in each dpt

• Need **to link** these instruments to a global policy framework (policy choices...)

• The importance of defining **farming viability criteria** (Minimal Surface Index?) and the design of LT (30 yrs) exit policies for those who do not comply with these criteria

• Deployment of high-value (agro)and industrial **production & employment strategies** (rurban)
Summing it up

• Land issues in Haiti ask for a variety of policy responses: there is no “one-size-fits-all” solution
  – Fragmentation, loss of farmed land, possible social injustice of certain forms of tenure (share-cropping), land conflicts and violence, viability of farms according size…. 

• These issues point out some needs:
  – Broaden the range of instruments (not only a cadaster)
  – Commensurate costs with the aims and the fiscal basis of the State
  – Link instruments with larger policy framework, fine-tune phasing
  – Accelerate policy learning process through research and monitoring
  – Build national consensus about managed and accepted transition (urban production and employment strategy, incl. exit strategy for micro-holders)
Thank you for your attention

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(Annex, for the discussion) Three policy scenarios

**Promotion of large-scale investments**
(land capture by investors and urban elites)

- A cadaster allows functioning of land market
- A “SAFER-type” mechanism (preemption) favors land concentration for whatever large project
- No other instruments

**Promotion of a new “middle class” of farm entrepreneurs**
(land re-concentration by medium size holders)

- A cadaster allows functioning of land market
- Definition of a minimum size of viable farms (3-5 ha)
- A “SAFER-type” mechanism (preemption) privileges agriculture (medium size holders)
- No other instruments, No linkages to policy framework

**Macro and sectoral policies: recognition of diverse agricultures**
(intra- and inter-sector linkages)

- Zoning + conflict management + Investment in high value employment (rural and urban) + A cadaster allows functioning of land market
- Definition of a minimum size of viable farm
- SAFER privileges installation of viable S and M size holders.

**Development of labor intensive low value manufacturing, mining, tourism.**
Agricultural use is no priority
Explosive urbanization
Unmanaged exit for thousands ex-micro and medium smallholders
Conflicts Migration

**Capital intensive but unprotected farming that excludes micro and small holders**
Urbanization prospers. Conflicts not managed.
Unmanaged exit for thousands of ex-micro and smallholders. Conflicts Migration

**Recognition of diverse agricultures**
(intra- and inter-sector linkages)

- Zoning + conflict management + Investment in high value employment (rural and urban) + A cadaster allows functioning of land market
- Definition of a minimum size of viable farm
- SAFER privileges installation of viable S and M size holders.

**Development of high-value (agro)industrial production**
Controlled structural change in agriculture and industrial sectors (managed and accepted transition incl. exit)