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AGRICULTURAL HOLDINGS AS BENEFICIARIES OF AREA AND OPERATIONAL PAYMENTS FROM THE EUROPEAN UNION IN POLAND IN THE PERIOD OF 2007-2013

Key words: EU funds, Common Agricultural Policy, direct payments, RDP 2007-2013

ABSTRACT. The aim of the article was to assess the spatial diversity of payments of European Union assistance programmes implemented in the financial period of 2007-2013, which were directed to farms, as well as the assessment of the structure of these funds. It was shown that as much as PLN 121.2 billion – nearly 25.6% of the total – were distributed to the above-mentioned group of beneficiaries. The analysis was based on amounts of the obtained payments, including their division, as proposed by the authors, into area payments (dependent on the current subsidy rates per 1 ha of agricultural acreage) and operational payments (related to the implementation of specific aid measures within the CAP), with a breakdown into four absorption directions by the established groups of endogenous features of agriculture. A number of indicators and the cartogram method were used. The studies have demonstrated that the structure of these funds is dominated by area payments (77%), which are egalitarian, independent from the implementation of specific modernisation projects, applicable to all agricultural holdings and related to the agricultural acreage in good agricultural condition and the area of crops subject to the relevant payment. Besides the analysis of the spatial diversification of the above-mentioned payments by voivodships and counties, the research was guided towards the assessment of the relation between area and operational payments (Polish average 0.30), assuming that the share of the latter – given the impact of the EU funds – plays a decisive role in the modernisation of agriculture.

INTRODUCTION

The period of 2007-2013 was the first full financial perspective in which Poland benefited from European funds. Within the three EU policies: cohesion, agricultural and fisheries, funds were dedicated for such groups of beneficiaries as: enterprises, local government units, state administration units, scientific centres and farmers, to name just a few. The studies conducted in the Department of Spatial Management and Tourism at the Faculty of Earth Sciences NCU in Toruń – which at the beginning were in the regional matrix – have shown that the implementation of the EU aid programmes in that financial perspective involved the delivery of almost PLN 473 bln to Poland (“total payment” category, including both European funds and subsidies from the state budget) [Dubownik et al. 2017, Adamiak, Rudnicki 2016]. Records prove that the Common Agricultural Policy

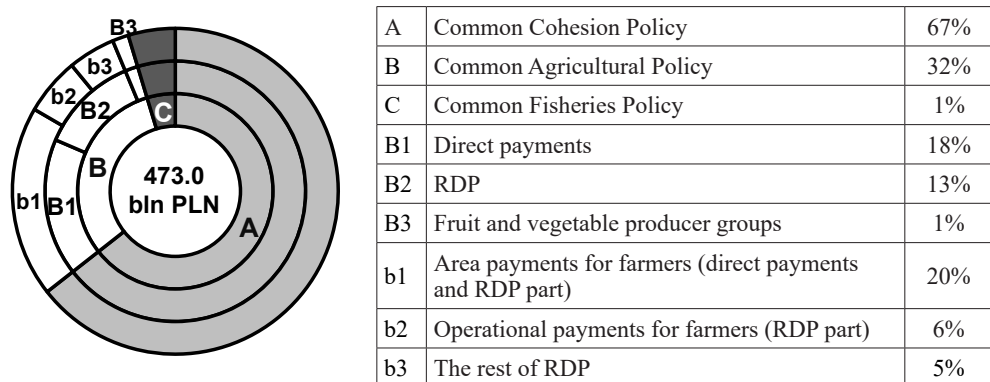


Figure 1. CAP payments in the structure of total EU aid funds

Source: own work based on [ARiMR – ARMA’s Management Information System (MIS), Local Data Bank by the Central Statistical Office (BDL GUS) and the National Reporting System of the Ministry of Investment and Economic Development (SIMIK)]

(CAP) accounted for 32% of the total financial support from the EU (over PLN 152 bln), 80% of which was for agricultural holdings (PLN 121.2 bln), which constituted about a quarter of all EU programme payments in Poland (Figure 1).

The spatial studies on the impact of the Common Agricultural Policy on Polish agriculture and rural areas are often part of geographical and economic research – e.g. Roman Rudnicki [2010, 2016], Walenty Poczta [2010], Robert Pietrzykowski and Ludwik Wicki [2011] et al. Analysing the financial period of 2004-2006, from the perspective of agricultural development, R. Rudnicki [2011] distinguished two kinds of payments: modernising (active) and social (passive). The former related to specific modernisation measures in agricultural holdings and involved: business plan preparation, controlling delivered funds and economic results. The group included selected measures implemented within the RDP 2004-2006 and the SOP “Agriculture”. The latter, however, were funds that farmers could dedicate for any purpose, regardless of their declaration on restructuring, usually related to improvements in a farmer’s family life standards. This category encompassed direct payments, as well as RDP payments for less favoured areas (LFA).

It should be emphasised that the division is arbitrary and tentative, defined as a proposal of a research problem. It is reflected in the results of the survey on the delivery of European aid funds, as conducted for example by: Renata Marks-Bielska and Karolina Babuchowska [2009], Wawrzyniec Czubak and Paulina Jędrzejak [2011] as well as Hanna Teszbir and Zbigniew Gołaś [2014]. They indicate three major delivery directions of EU payments: investment, production and non-agricultural production, whereby their proportion was generally dependent on the size of an agricultural holding (e.g. studies by H. Teszbir and Z. Gołaś [2014] on farm managers from the Lubelskie voivodship, characterised by a large fragmentation of farmlands, with no farmers among the surveyed who dedicated EU support to investment).

The spatial diversification of EU payment aid programmes, which were directed to farms, as well as the structure of these funds, including two groups of payments: area (including four subgroups) and operational (including four subgroups), along with focus on the spatial rank of these funds (share of total EU payments).

The spatial scope of the research covers the whole of Poland in its administrative division into voivodships and ARMA county offices (314 units), where townships are basically connected to their respective country districts, with some exceptions [cf. Rudnicki 2010, p. 12-14]. The temporal scope spans the period of 2007-2013.

MATERIAL AND RESEARCH METHODS

The analysis is based on data from different sources. Firstly, ARMA's Management Information System provided data on the amounts of financial support for the implementation of RDP 2007-2013 measures and direct payments (using the beneficiary's registered address). Secondly, the Local Data Bank by the Central Statistical Office made data available pertaining to the amounts of payments related to the Operational Programme 'Fish'. While the amount of financial support within the Common Cohesion Policy was determined on the basis of the National Reporting System of the present-day Ministry of Investment and Economic Development.

In this paper the term 'operational payments' refers to the RDP 2007-2013 measures allotted to agricultural holdings, grouped by the kind of impact they have on the spatial structure of agriculture (payment subgroups were characterised by the following features: land quality and land use; socio-agrarian; technical infrastructure; and productivity and profitability – cf. R. Rudnicki [2010, 2016]). On the other hand, the 'area payments' category, following the research conducted by R. Rudnicki [2011], besides the ARMA-implemented direct payments [subgroups: single area payments (SAPS)], complementary national direct payments (CNDPS), special support and other area payments (SS & OAPS), relied on one RDP 2007-2013 measure: supporting agricultural activity in mountain areas and other less favoured areas (LFA).

In order to analyse the spatial diversification of the above-mentioned payments a number of indicators were taken into account, i.e. indicators demonstrating the share of a given group (subgroup) in the total amount of payments obtained by agricultural holdings. The ratio of the operational payments to area payments was also presented. Finally, the paper shows the ratio of the two analysed groups jointly in the total sum of payments from EU aid programmes.

AREA PAYMENTS

In the period of 2007-2013, area payments were delivered in the total amount of PLN 93.3 bln. The central position in their structure was occupied by SAPS (59%), CNDPS to primary crops (18%) and LFA (10%, cf. Table 1).

In the period of 2007-2013, the amounts of payments obtained by agricultural holdings from area payments were characterised by large spatial diversification – in the voivodship

Table 1. Level and structure of area payments implemented by agricultural holdings in Poland in the period of 2007-2013

Groups		Subgroups	Amounts [mln PLN]	%
A	single area payment (SAP)		55,460.6	59.42
B	complementary national direct payments (CNDPS)	to acreage under primary crops	16,979.9	18.19
		to acreage under forage plants cultivated on permanent grasslands – payments to livestock	4,697.3	5.03
		to hop plantations	18.4	0.02
		to tobacco	1,206.7	1.29
		unrelated to production – starch sector	149.9	0.16
C	special support and other direct payments (SS & OAPS)	to acreage under pulses and small-seed papilionaceous plants	368.5	0.40
		to cows	560.1	0.60
		to sheep	30.4	0.03
		to sugar	3,781.9	4.05
		to soft fruit	399.0	0.43
		to fruit and vegetables (tomatoes)	161.9	0.17
		to energy crops	27.7	0.03
D	supporting agricultural activity in mountain areas and other less favoured areas (LFA)		9,496.4	10.18
Total			93,338.7	100.00

Source: own collaboration based on [ARiMR – ARMA's Management Information System (MIS)]

matrix (from PLN 2.1 bln in the Śląskie voivodship to PLN 12.6 bln in the Mazowieckie voivodship – cf. Table 2) and most conspicuously in the county matrix (from 14.8 mln in the county of Chrzanów to 1.0 bln in the county of Biała Podlaska). The structure analysis indicates areas with an outstandingly high proportion of: SAPS (most in the Zachodniopomorskie voivodship: 63.5% and the county of Grójec: 82.4%), CNDPS (most in the Lubelskie voivodship: 27.4% and the county of Biłgoraj: 56.6%), SS & OAPS (most in the Kujawsko-Pomorskie voivodship: 10.3% and the county of Głubczyce: 23.2%), LFA (most in the Podlaskie voivodship: 17.3% and the county of Skarżysko-Kamienna: 35.9%).

On average, area payments accounted for 77.0% of all funds from European programmes supporting agricultural holdings in Poland. The highest percentage was in the Dolnośląskie voivodship (82.2%) and the county of Sucha Beskidzka (90.9%).

Table 2. Area payments implemented by agricultural holdings in the period of 2007-2013 – selected study elements

Specification	Amount		Structure by the kind of payment [%]*			
	mln PLN	% of RDP funds obtained by agricultural holdings	A	B	C	D
Poland	93,339	77.0	59.4	24.7	5.7	10.2
by voivodships:						
Dolnośląskie	5,578	82.2	62.1	24.2	7.4	6.3
Kujawsko-Pomorskie	7,031	77.2	57.5	25.3	10.3	6.9
Lubelskie	9,523	76.6	55.7	27.4	10.2	6.7
Lubuskie	2,446	72.6	62.6	23.1	2.0	12.3
Łódzkie	6,167	78.5	61.2	24.1	3.1	11.6
Małopolskie	3,314	78.4	58.7	24.6	5.9	10.8
Mazowieckie	12,556	75.3	58.9	23.3	3.7	14.1
Opolskie	3,176	81.5	62.0	25.4	9.9	2.7
Podkarpackie	3,343	76.0	62.0	22.7	6.0	9.3
Podlaskie	7,393	77.9	56.0	25.4	1.3	17.3
Pomorskie	4,538	76.0	60.7	24.7	4.2	10.4
Śląskie	2,093	79.5	63.4	24.7	4.2	7.7
Świętokrzyskie	3,250	75.1	58.7	24.7	8.3	8.3
Warmińsko-Mazurskie	6,163	78.2	61.3	26.0	1.5	11.2
Wielkopolskie	11,606	76.4	58.4	24.1	7.3	10.2
Zachodniopomorskie	5,162	74.3	63.5	23.9	4.1	8.5

* labels as in tab. 1.

Source: own collaboration based on [ARiMR – ARMA's Management Information System (MIS)]

OPERATIONAL PAYMENTS

In the period of 2007-2013, agricultural holdings in Poland obtained PLN 27.9 bln for the implementation of the RDP operational programmes. The central position here was taken by measures designed for improving technical infrastructure in agriculture (including the 'modernisation of agricultural holdings' measure – 37%) and were related to land quality and land use features, mostly connected with the implementation of the environmental management scheme (34% – cf. Table 3).

Table 3. Operational payments within RDP 2007-2013 implemented by agricultural holdings in Poland – by the affected endogenous features of agriculture

Groups – endogenous features of agriculture		Measures	Amounts [mln PLN]	%
A	land quality and land use	environmental management scheme	9,409.9	33.78
		afforestation of farmlands and other lands	635.3	2.28
B	socio-agrarian	facilitation of the start for young farmers	3,164.8	11.36
		structural pensions	2,146.6	7.71
C	technical infrastructure in agricultural holdings	modernisation of agricultural holdings	10,177.9	36.53
D	productivity and profitability of agricultural holdings	use of advisory services by farmers and forest holders	140.7	0.50
		restoring agricultural production potential affected by natural disasters and implementation of suitable preventive measures	812.6	2.92
		diversification into non-agricultural activities	1,371.7	4.92
Total			27,859.5	100.00

Source: own collaboration based on [MRiRW 2011, Rudnicki 2011]

In the period of 2007-2013, the amounts of payments implemented by agricultural holdings from operational payments were characterised by large spatial diversification – in the voivodship matrix (from PLN 0.5 bln in the Śląskie voivodship to PLN 4.1 bln in the Mazowieckie voivodship – cf. Table 4) and most conspicuously in the county matrix (from 1.9 mln in the county of Chrzanów to 485.7 mln in the county of Grójec). The structure analysis indicates areas with an outstandingly high proportion of the following features:

- land quality and land use – mostly in the Zachodniopomorskie voivodship (71.8%) and in the county of Skarżysko-Kamienna (95.6%);
- socio-agrarian – mostly in the Łódzkie voivodship (26.7%) and in the county of Sucha Beskidzka (72.8%);
- technical infrastructure – mostly in the Łódzkie voivodship (52.2%) and in the county of Rawa Mazowiecka (70.3%);
- productivity and profitability – mostly in the Mazowieckie voivodship (18.1%) and in the county of Grójec (59.5%).

On average, these payments accounted for 23.0% of all funds from European programmes supporting agricultural holdings in Poland. The highest percentage was noted in the Lubuskie voivodship (27.4%) and the county of Skarżysko-Kamienna (62.1%).

Table 4. Operational payments implemented by agricultural holdings in the period of 2007-2013 – selected study elements

Specification	Amount		Structure by kind of payment [%]*			
	mln PLN	% of RDP funds obtained by agricultural holdings	A	B	C	D
Poland	27,860	23.0	36.1	19.1	36.5	8.3
by voivodships:						
Dolnośląskie	1,208	17.8	48.2	16.3	31.8	3.7
Kujawsko-Pomorskie	2,082	22.8	33.7	22.8	38.7	4.8
Lubelskie	2,915	23.4	31.4	22.0	39.3	7.3
Lubuskie	925	27.4	67.3	7.4	22.1	3.2
Łódzkie	1,686	21.5	15.5	26.7	52.2	5.6
Małopolskie	912	21.6	27.9	19.3	38.7	14.3
Mazowieckie	4,115	24.7	20.5	20.9	40.5	18.1
Opolskie	720	18.5	34.2	19.1	39.8	6.9
Podkarpackie	1,058	24.0	48.5	18.9	26.0	6.6
Podlaskie	2,103	22.1	31.4	20.9	41.6	6.1
Pomorskie	1,434	24.0	52.7	12.9	30.7	3.7
Śląskie	539	20.5	25.3	24.9	41.3	8.5
Świętokrzyskie	1,078	24.9	27.9	24.3	34.8	13.0
Warmińsko-Mazurskie	1,721	21.8	57.3	13.7	23.9	5.1
Wielkopolskie	3,578	23.6	27.6	20.2	42.2	9.9
Zachodniopomorskie	1,786	25.7	71.8	7.2	18.6	2.4

* labels as in tab. 3.

Source: own collaboration based on [ARiMR – ARMA's Management Information System (MIS), Rudnicki 2010]

TOTAL PAYMENTS

In the period of 2007-2013, thanks to area and operational payments, agricultural holdings in Poland were supported by a total amount of PLN 121.2 bln (Table 5) – in the voivodship matrix: from 2.6 bln in the Śląskie voivodship to 16.7 bln in the Mazowieckie voivodship, while in the county matrix: from 16.7 mln in the county of Chrzanów to 1.4 bln in the county of Biała Podlaska. On average, the aid accounted for 25.6% of all payments from EU aid programmes in Poland. This ratio was characterised by large spatial diversification – both in the voivodship matrix (from 7.8% in the Śląskie voivodship to 43.67%

in the Podlaskie voivodship) and in the county matrix (from 1.5% in the county of Będzin to 75.1% in the county of Gostyń) – Figure 2A. Moreover, while studying the funds, the relation between operational and area payments was analysed (national average of 0.30). It turns out that there is large territorial diversification of this index – regionally and at the level of counties, which allows for the distinction of four types of modernising impacts on agriculture: (1) very weak (below 0.25 – two voivodships and 117 counties), (2) weak (from 0.25 to 0.30 – six voivodships and 73 counties), (3) strong (between 0.30 and 0.35 – six voivodships and 58 counties) and (4) very strong (above 0.35 – two voivodships and 66 counties). It emerged that the impact is primarily related with the absorption of the RDP funds dedicated, on the one hand, to improving the technical infrastructure in agricultural holdings (a high ratio of the “modernisation of agricultural holdings” measure – e.g. regions of Cuyavia and Pomerania, and Kalisz) and, on the other hand, to enhancing the land quality and land use features (mostly a high ratio of the “environmental management scheme” – e.g. regions of Biała Podlaska, Przemyśl, Gorzów Wlkp. and Zielona Góra, and Słupsk – cf. Table 5, Figure 2B).

Such a high level of funds earmarked for farms should be rightly allocated – in relation to the objectives of spending and spatial differentiation. An unfavorable phenomenon is the small share of payments of operational programmes compared to area ones, because it is not always of a developmental nature. It is noted that no absorption is established in areas with similar natural and non-natural conditions. A beneficial change would be the introduction of programmes dedicated to specific areas that are characterized by different levels of agricultural characteristics compared to the country.

Table 5. CAP payments supporting agricultural holdings in Poland – selected study elements (2007-2013 perspective)

Specification	Agricultural holdings [bln PLN]	% of all EU payments	Ratio OP/AP
Poland	121.2	25.6	0.30
by voivodships:			
Dolnośląskie	6.8	21.2	0.22
Kujawsko-Pomorskie	9.1	35.0	0.30
Lubelskie	12.4	37.0	0.31
Lubuskie	3.4	24.0	0.38
Łódzkie	7.9	23.7	0.27
Małopolskie	4.2	14.1	0.28
Mazowieckie	16.7	23.7	0.33
Opolskie	3.9	31.3	0.23
Podkarpackie	4.4	15.3	0.32
Podlaskie	9.5	43.6	0.28
Pomorskie	6.0	20.5	0.32
Śląskie	2.6	7.8	0.26
Świętokrzyskie	4.3	24.9	0.33
Warmińsko-Mazurskie	7.9	30.3	0.28
Wielkopolskie	15.2	37.4	0.31
Zachodniopomorskie	6.9	29.1	0.35

* OP – operational payments, AR – area payments
Source: own collaboration based on [ARiMR – ARMA's Management Information System (MIS)]

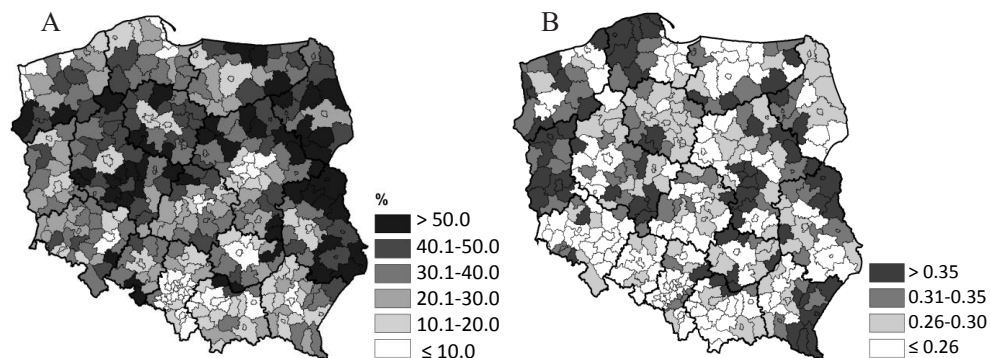


Figure 2. Percentage of European payments obtained by agricultural holdings in the total of payments from EU aid programmes in Poland (A) and the ratio of operational payments to area payments (B; 2007-2013 financial period)

Source: own collaboration based on [ARiMR – ARMA's Management Information System (MIS)]

SUMMARY

As a result of the implementation of European programmes within the financial perspective of 2007-2013, agricultural holdings received PLN 121.2 bln, which accounted for over 25% of all payments, with the highest amounts recorded in the Wielkopolskie voivodship and in agricultural regions of Eastern Poland (Lubelskie and Podlaskie voivodships). From the perspective of agricultural development, these funds were bipartite in nature: they related to area payments (direct payments with LFA) and operational payments (RDP payments without LFA). The latter took a smaller share (national average of 23%), so the modernisation impact of the CAP funds was limited. Also, in the said group of payments, most of payments were dedicated to improving land quality and land use and the modernisation of agriculture, which determined their spatial distribution and affected the territorial pattern of the ratio between operational and area payments (cf. Figure 2). It was recommended to introduce areas predisposed to specific RDP measures due to the varied level of agricultural internal features.

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GOSPODARSTWA ROLNE JAKO BENEFICJENCI OBSZAROWYCH I OPERACYJNYCH PŁATNOŚCI PROGRAMÓW POMOCOWYCH UNII EUROPEJSKIEJ W POLSCE W LATACH 2007-2013

Słowa kluczowe: fundusze UE, Wspólna Polityka Rolna, płatności bezpośrednie, PROW 2007-2013

ABSTRAKT

Celem artykułu była ocena przestrzennego zróżnicowania płatności programów pomocowych Unii Europejskiej zrealizowanych w okresie finansowym 2007-2013, które skierowane były do gospodarstw rolnych, a także ocena struktury tych środków. Wykazano, że do wspomnianej grupy beneficjentów trafiło aż 121,2 mld zł – blisko 25% ogółu. Do analizy wzięto kwoty pozyskanych płatności, z uwzględnieniem ich autorskiego podziału na obszarowe – wynikające z obowiązujących stawek dotacji do 1 ha użytków rolnych oraz operacyjne – dotyczące realizacji konkretnych działań pomocowych WPR (z wydzieleniem czterech kierunków absorpcji według przyjętych grup cech wewnętrznych rolnictwa). Zastosowano wiele wskaźników i metodę kartogramu. Badania wykazały, że w strukturze tych środków przeważają płatności obszarowe (77%), mające charakter egalitarny, nie zobligowany z realizacją konkretnych projektów modernizacyjnych, dotyczący ogółu gospodarstw w zależności od kryterium wielkości powierzchni posiadanych użytków rolnych w dobrej kulturze oraz areалу upraw objętych stosowną płatnością. Oprócz analizy zróżnicowania przestrzennego w/w płatności w układzie województw i powiatów badania ukierunkowano na ocenę relacji między płatnościami obszarowymi a operacyjnymi (średnio w Polsce 0,30), zakładając że udział tych ostatnich jest czynnikiem decydującym z punktu widzenia oddziaływania modernizacyjnego funduszy UE na rolnictwo.

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