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The agri-food sector in Poland - an analysis and assessment of CAP results in 2000-2011

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Abstract

The study will present a short analysis of the production and economic situation of the agri-food sector in Poland in the years 2000-2010. The assumptions of state intervention policy will be described, together with a presentation of some areas of the market fallibility and their influence on the effectiveness. The study will also discuss the results of implementing CAP policy in agriculture, the food industry and rural areas, after Poland's accession to the EU.

Keywords: agri-food sector, food industry, rural development programme, common agricultural policy, intervention policy, public support, market failure.

Market failure and interventionism

Present day global experiences prove that market and state must coexist, and that state interventionism should always be restricted to support the market, not replace it. The state should intervene only in cases where it has an advantage over the market mechanism, i.e. in the cases where the market fails to protect general social interests [Woś, 1995]. Intervention activities are deemed justifiable when the total cost of an intervention does not exceed the value of the losses and the lost profits resulting from the functioning of the market mechanism.

In the agricultural sector, intervention is effected through the engagement of the state and shaping of agricultural prices, granting of investment subsidies, environmental protection, actions concerning the broadly-defined infrastructure of rural areas or by creating norms and standards. While explaining the reasons for state intervention in modern agriculture, J.E. Stiglitz [Stigiltz, 1987], J. Wilkin [Wilkin, 2002], S. Harris and R. Irwing point out the high risk to agricultural activity as well as the inefficiency of its prevention. The risk is the result of changing climate conditions, a shortage of relevant information and the underdevelopment of agribusiness structures, including consulting. Other arguments behind the necessity of intervention in the agribusiness sector are:

- presence of costs and externalities,
- low price flexibility of supply,
- work efficiency rate lower than in other branches of economy,
- low mobility of the workforce employed in agriculture,
- necessity to supply public goods,
- implementation of the concept of sustainable development.

The instruments of state intervention in the food economy can be divided into two groups [Pohorile, 1964], i.e. the market type (referring to regulating supply and demand) and the non-market type (subsidies and grants, both direct and indirect). Market-based instruments, concerned with price support, favour the largest producers, especially the most productive and well-stocked ones. Therefore, they do not meet the criteria of justice and supporting the weaker as a reason for intervention [Rembisz, 2010]. Rural development programmes serve as examples of non-market instruments. As an instrument of state intervention policy, they offer a chance for stabilisation of structural policy conditions in a period of several production cycles, stimulating the desired changes in the field of area structures of agricultural holdings, improving the competitiveness of production, environmental protection and multi-functional development of rural areas. Thus, they are to be treated as basic instruments supporting the process of modernisation of agriculture and rural areas. Whether they are effective is another question.

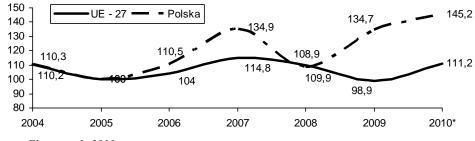
An analysis of the production and economic situation in the Polish agri-food sector

Polish agriculture is characterised, e.g. by a high employment rate, low efficiency of work and land, unfavourable agrarian structure and low income from agricultural activity. These problems have a direct impact on living conditions in rural areas. The necessary structural changes are a long and difficult process. The improvement in agricultural competitiveness depends on the development of the whole national economy. Integration within the EU and covering of Polish agriculture with the CAP helped to dynamise the process.

In the years 2000-2010 the number of people employed in agriculture was consistently falling, which allowed the growth of work efficiency and an increase in income from agricultural activity, although they are susceptible to large variability. This variability is directly connected with fluctuations in product prices, production resources and production volume. In 2005-2010, the real income from production factors per full-time agricultural worker in Polish agriculture grew by over 45%, and for the whole agricultural sector of the EU-27 - by 11.1% (Fig. 1).

Following accession to the EU, the dynamics of agricultural holding income growth was higher than in the remaining socio-economic groups. Farmers' real disposable income increased by 64.3%, whilst the value for all groups was 38.7%. The

growth in agricultural income was facilitated mainly by different forms of financial support within the CAP, aimed at the agri-food sector, agricultural holdings and rural areas.



Source: Florianczyk, 2011

Fig. 1. The dynamics of income from production factors per full-time agricultural worker at fixed prices (2005 = 100)

Dinamika prihoda proizvodnih faktora po stalno zaposlenom radniku u poljoprivredi po fiksnim cijenama (2005=100)

The processes of production concentration also continued, which resulted in 20% decrease in agricultural holdings number in 2000-2010 The highest (25%) decrease concerned the smallest holdings (1-5 ha of agricultural land), whilst the number of the largest holdings grew considerably (Table 1). The average area of an agricultural holding (with agricultural land > 1 ha) increased by 13% to ca. 9.5 ha of agricultural land. Nevertheless, the major part of agricultural land is still located in small and medium agricultural holdings (with an area of < 20 ha of agricultural land).

	Number of holdings (in thous.)		Share	2010/2002	
	2002	2010	2002	2010	
<1 ha	977	715	33.30	31.39	0.73
1-5 ha	1,147	863	39.09	37.88	0.75
5-10 ha	427	352	14.55	15.45	0.82
10-15 ha	183	152	6.24	6.67	0.83
15-20	84	72	2.86	3.16	0.86
20-50	96	97	3.27	4.26	1.01
>50	20	27	0.68	1.19	1.35
Total	2,933	2,278	100	100	0.78
Average	5.76	6.82	-	-	1.18

Tab. 1. Agricultural holdings by area groups (in 000)Poljoprivredna preduzeća po veličini posjeda (u 000)

Source: own compilation based on the data from Agricultural Census 2010, GUS (Central Statistical Office).

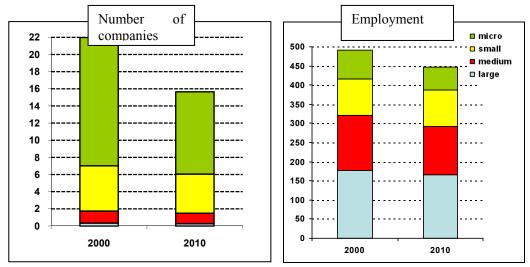
Changes in the agrarian structure were accompanied by changes in the production structure. The data from Agricultural Census 2010 indicate that, compared to the year 2010, grain cultivation decreased by 647 thousand ha, i.e. by 7.8%, and potato cultivation by 416 thousand ha (52%), whilst the area of industrial crops cultivation increased by 415 thousand ha (54.8%), as well as the area of fodder plants cultivation, by 338 thousand ha (60.1%). The increase in the industrial plant cultivation area results from the growing need for oilseed rape for energy purposes.

Changes were also visible in animal production – the inventories of pigs decreased by 18%, sheep by 22%, horses by 20% and poultry by 22%. In 2010, pigs were bred by 401,000 agricultural holdings, compared to 761,000 in 2002. The number of agricultural holdings breeding dairy cows fell by more than half from 874,000 agricultural holdings in 2000 to 424,000 in 2010. The reduction in farms and dairy cow inventories was the result of the introduction of milk production quotas and restricting its quality requirements. Agricultural holdings specialising in dairy cow breeding intensified their production, increasing the inventory from 3.3 to 6 cows per farm.

As regards the food industry, the period of Polish membership in the EU featured a revival in production, investment and trade. Industrial food production in 2004-2010 was developing at the average rate of 4.6% annually (6.3% until 2007). It was at a slightly quicker rate than the growth in GDP (4%), nearly twice as high as the growth in agricultural commodity production (2.5% a year), 2.5 times as high as the food, beverage and tobacco consumption growth (1.7%) and slightly lower than industrial production development in Poland (5.6%). In terms of competitiveness, the growth rate in food industry sales in Poland was among the highest in the EU (0.7% annually in the EU 27 member countries). These changes resulted in the strengthening of the Polish position on the European market. The value of the food sector production in Poland (ca. EUR 67 billion based on the currency purchasing power parity) equals ca. 7% of the value of food and beverage production in the EU 27 countries. The importance of the Polish food industry as a partner and competitor to the EU food and beverage producers is emphasised by the comparison of such indicators as:

- employment, which reaches 458 thousand in Poland, i.e. 10.6% of the EU 27 total employment;
- added value EUR 9.4 billion in Poland, i.e. ca. 7.0% of the EU 27 total value ;
- the number of companies, including microcompanies, 15.6% in Poland, i.e. 5.0% of companies in the EU 27.

These changes result in the consolidation of the industry. In the years 2000-2010, the number of operating food industry plants producing food and beverages was consistently decreasing (by ca. 30%) (Fig. 2). The largest fall in the number of companies was recorded in the microcompanies sector (by 36%), the smallest - among the small and medium-sized ones (13% in each group). In terms of competitiveness, the employment rate in the food industry fell (although to a smaller extent, by ca. 10%). The largest decline in employment was observed for microcompanies (by 22%), with a minimal reduction or even temporary growth (2003-2008) in the small enterprises sector.



Source: Own calculation on the basis of unpublished data from GUS and R. Urban 2005-2011

Fig. 2. The number of companies and employment rate in Polish food industry in the years 2000 and 2010 (in thousands)

Broj kompanija i stopa zapošljavanja u poljskoj prehrambenoj industriji 200. i 2010. godine (u hiljadama)

Tab. 2. Foreign trade in agri-food products (EUR million)Spoljna trgovina poljoprivredno-prehrambenim proizvodima (milioni evra)

Year	2003	2005	2007	2008	2009	2010 ^a	$\frac{2010}{2003}$
Exports,	4,010.4	7,028.0	9,942.5	11,421.6	11,277.6	13,263.1	330.8
of which to the EU-25/27	2,616.7	5,190.8	8,001.4	9,218.1	9,066.9	10,465.3	399.9
Import,	3,556.9	5,373.5	7,972.3	10,088.7	9,111.0	10,693.5	300.6
of which from the EU-25/27	2,175.9	3,388.1	5,347.4	7,023.0	6,320.4	7,277.6	334.5
Balance,	453.5	1,654.5	1,970.2	1,332.9	2,166.6	2,569.8	567.7
of which from the EU-25/27	440.8	1,802.7	2,654.0	2,195.1	2,746.5	3,187.7	723.2

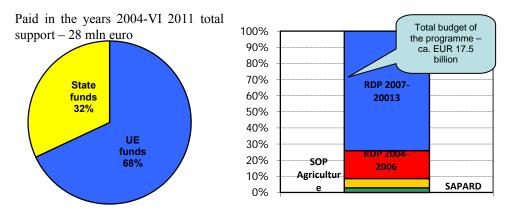
^a initial data

Source: IAFE-NRI's compilation on the basis of unpublished data from the Analytical Centre of the Customs Administration (CAAC).

EU member countries are the largest and still-growing market for Polish agrifood products (growth from 63% of total exports in 2003 to ca. 80% in 2010). Since accession to the EU, Polish exports have increased nearly three and a half times, imports - three times, and the foreign trade balance for these products - nearly five times (Table 2). The total agri-food trade was characterised by a higher exports than imports rate. This led to an increase in the positive trade balance from EUR 0.5 billion in 2003 to EUR 2.6 billion in 2010. The structure of the foreign trade in agri-food products is dominated by food products, and the results of their trade are of primary importance for generating the trade surplus. The share of finished products and semifinished products in exports is still growing. Revenues from their sales in 2010 amounted to 84% of the exports of the whole Polish agri-food sector. For comparison, the share of processed products in agri-food imports equals 70% of the total trade.

The main assumption of the agricultural policy

The policy for the development of agriculture and rural areas in Poland has been based on several model solutions, starting from the concept of traditional and industrial agriculture, through environmentally-friendly agriculture, to induced development and sustainable growth [Woś, 2004]. The aims and mechanisms of the CAP and the individual qualities of the Polish agriculture indicate however that the permanent model of its development will be the dual model. Some farms, maintaining the basic requirements concerning environmental protection, implement methods of production ensuring high economic efficiency (industrial agriculture), while others use methods more friendly to the ecosystem, allowing the utilisation of available environmental and socio-cultural assets (sustainable agriculture).



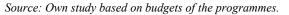


Fig. 3 Support for agriculture and rural areas in the years 2002-2011 *Podrška za poljoprivredna i ruralna područja u periodu 2002-2011. godine*

Integration with the EU has created new development conditions for agriculture and food industry in Poland. The food economy has been supported since 2002 by the funds of programmes co-financed from the EU budget, which permeate and complete each other. The combined value of public obligations, both those of the European Union and national ones, assigned to development of villages and rural areas in SAPARD⁹, RDP¹⁰ 2004-2006, SOP "Agriculture"¹¹ and RDP 2007-2013¹², exceeds EUR 24 billion (excluding direct subsidies). The value of payments issued in the period 2002-VI 2011 (including direct subsidies) to the agricultural and food sector and rural areas is even greater and has already exceeded EUR 28 billion euro (Fig. 3). It consisted of the SAPARD payments - ca. EUR 1.1 billion, SOP "Agriculture..." - ca. EUR 1.6 billion, RDP 2004-2006 - ca. EUR 2.7 billion, RDP 2007-2013 - EUR 6.8 billion and almost EUR 16 billion of direct subsidies.

The SAPARD programme prepared the Polish agriculture and food sector for accession, especially within the field of adjustment to the requirements concerning the sanitation, hygiene and environmental protection of the EU. After the year 2004, in accordance with the National Development Programme (NDP), the strategic objectives of the agricultural policy became the improvement of the competitiveness of the agriculture and food sector, sustainable development of rural areas, improvement of the natural environment, and raising the quality of life and diversification of economy in rural areas. Most of the activities implemented in the years 2007-2013 are a continuation of the activities implemented in the previous programme periods. This proves the continuity of policy and consistency in implementing the intended objectives. This does not, however, mean that agricultural policy is internally coherent. The development of rural areas is also supported by cohesion policy programmes (concerning, e.g. infrastructure, entrepreneurship, environment) covering the nationwide area of Poland.

The effects of implementation of the CAP on the agriculture and food industry

Until the accession of Poland to the EU, transformations in agriculture have been financed with the own funds of farms and the state budget. After accession, a significant share in financing of their development has been provided by EU funds. The most common type of support is direct subsidies. Each year they are used by ca. 1.4 mln farmers. Their rates depend on the currency exchange rate, according to which they are calculated (Table 3). An equally important source of income (independent of production, only on the location of the farm) is less favoured areas payments (LFA). Ca. 700 thousand farmers benefit from these subsidies each year, i.e. half of those receiving direct subsidies. The area of lands covered with the LFA support amounts to ca. 6.9 mln ha.

⁹ Special Accession Programme for Agriculture and Rural Development

¹⁰ Rural Development Programme for 2004-2006

Sectoral Operational Programme "Restrukturyzacja i Modernizacja Sektora Żywnościowego oraz Rozwój Obszarów Wiejskich 2004–2006" ("Restructuring and modernisation of the food sector and the development of rural areas (2004-2006)"

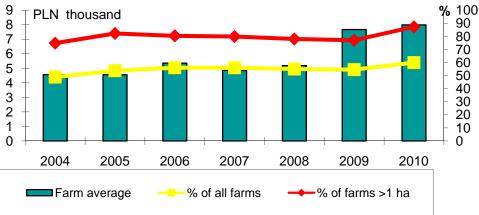
¹² Rural Development Programme 2007-2013

The share of direct subsidies in the income of farms amounts to ca. $30\%^{13}$. If one takes into account other types of direct subsidies, such as animal payments, or LFA, this share will be even greater. These payments are received by the farmers each year. Their methods of spending are not subject to being accounted for. The smaller farms most often assign the received subsidies for current needs and the means of production (fuel, fertilisers), while the bigger ones are used for investments as well.

	2004	2005	2006	2007	2008	2009	2010	2011
Single area payment	210,53	225	276,28	301,54	339,31	506,98	562,09	710,26
Complementary area payment	292,78	282,35	313,45	294,91	269,32	356,47	327,28	274,56
TOTAL	503,31	507,35	589,73	596,45	608,63	863,45	889,37	984,82
Exchange rate (1 euro =PLN)	4,735	3,9185	3,9713	3,773	3,3967	4,2295	3,9847	4,405

Tab. 3. Rates of direct subsidies, in PLN/ha
Stope direktnih subvencija, u poljskih zlota/ha

Source: Own study based on the data of the Agency for Restructuring and Modernisation of Agriculture (ARMA).



Source: Own study based on the GUS and ARMA data.

An important source of aid for farms refers to funds assigned for investments. In order to obtain these, a farm has to prepare a business plan and obtain approval from the body managing the programme. The sources of financing of investments so far have been the following programmes: SAPARD, SOP "Restructuring", RDP 2004-2006 and RDP 2007-2013. The available funds were fully used. From 2002 the

Fig. 4 Direct subsidies – amount of payments and share in the number of farms Direktne subvencije –iznos isplata i udio u broju farmi

¹³ Own calculations based on FADN data.

activities aiming to improve the competitiveness of agricultural farms were utilised by a total of 15% of agricultural farms (Table 4). Most of it came from "The modernisation of farms" (6%), "Structural pensions" (5%), "Young farmers" (2.7%) and "The diversification of farming activities" (1.3%) measures. Comparing the amount of funds paid to the number of farms with more than 1 ha of agricultural land, it turns out that by means of the implementation of these four measures each farm in the country is entitled to more than EUR 2.7 thousand.

The inclusion of agricultural holdings in the CAP mechanisms contributed to the income improvement of most farmers. The fundamental significance for the increase in the level of farm income was held by subsidies (mainly in form of direct subsidies). The improvement in the competitiveness of agriculture is, however, dependent on transformations of a structural nature (which precondition the improvement in the efficiency of utilising production factor) and the development of the whole national economy, especially in the context of the capacity for creation of new jobs outside agriculture, also in the rural areas.

Tab. 4. Selected results of the implementation of measures by the SAPARD, RDP 2004-2006. SOP "Agriculture" and RDO 2007-2013 programmes combined Odabrani rezultati sprovođenja mjera u okviru kombinacije programa SAPARD, RDP 2004-2006. godine, SOP "Poljoprivreda" i RDO 2007-2013. godina

Measure	Beneficiary	Funds paid in EUR mln	% of farms total	Amount of support per farm
Modernisation of agricultural farms	80,794	1,797	5.95	1,150
Facilitation of start for young farmers	42,310	434	2.71	278
Structural pensions	73,924	1,784	4.73	1,142
Diversification of agricultural activities	17,846	284	1.34	182
Total	214,874	4,298	14.73	2,751

Source: Own study based on the ARMA and GUS data; 1 EUR = 4 PLN

The food industry

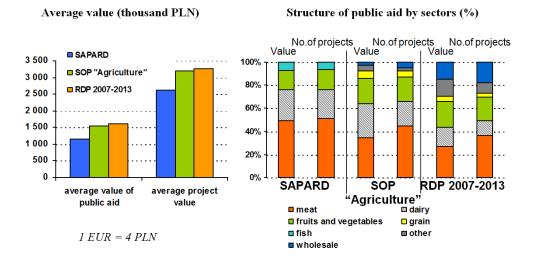
Privatisation of the sector, structural changes and investments modernising and adjusting the veterinary and sanitary norms and standards of the EU are a source of the success of food processing on the domestic and foreign markets. The total value of investments in the years 2000-2010 exceeded EUR 17 billion. The share of aid funds from the EU in this amount is, however, minor, and amounts to less than EUR 1 billion¹⁴, and until the end of 2013 the value of payments will reach ca. EUR 1.7 billion. The financial means of the EU are, however, a catalyst for investments. In

¹⁴ PLN 4.1 billion until October 2011

order to receive co-financing, the entrepreneur has to employ his own funds, which as a result leads to a triple or quadruple increase in the final value of the investment.

In 2011, subsidies were used by almost all the lines of the food industry (including the wholesale trade), but the main beneficiaries of aid are meat, dairy and the fruit and vegetable industries. The amount of subsidies calculated per single investment project ranged from EUR 250 to 300 thousand. From the launch of the SAPARD programme until the end of June 2011, almost 3.5 thousand investment projects were implemented in more than 2.1 thousand processing plants. The effects of the aid, measured by the indicator of "survival" of a company on the market, are very satisfactory. Most of the entities which benefitted from EU aid still run production activities.

More than 40% of companies benefitting from investment aid are mediumsized enterprises, i.e. employing 50 to 249 employees. In the period 2002-2006, investments concentrated mainly on the adjustment to the sanitary and veterinary requirements of the EU (ca. 80% of value of the investment in meat and dairy industry). In the years 2004-2008, most of the investments (45% of the value) were already related to the improvement in the quality of production and the introduction of new products onto the market, while in the 2007-2013 programme – they mainly concentrated on the increase in added value (45% of the value) and the introduction of new products onto the market [Wigier, 2011]. Such changes in the types of investments prove the granting of priority by the processing plants to the activities increasing their competitiveness. The investments in the field of environmental protection are of a marginal nature.



Public aid plays a substantial, yet decreasing, role in the shaping of the pace and direction of investments in the food industry. It has definitely led to the reinforcement of the competitive position and increase in the exports of the Polish food industry on the market, especially in the EU countries. The state, taking over the role of

regulator, led to the imposing of certain behaviour in accordance with its own intentions. It supported and to a certain degree determined the directions of some investments. However, the substitution and income effect caused by public aid programmes led to decrease in efficiency. Considering the seat of the company (town/countryside), the distribution of companies benefiting from the support was roughly equal, so a conclusive influence on the equalisation of disproportions in development cannot be proved. It is natural that the basic markets for food industry companies are urban agglomerations. Rural areas are subject to activation through access to labour markets and purchase of agricultural materials. The beneficial effects of investment policies have been noted in areas such as improvement in the competitiveness of some entities in the agricultural and food sector, adjustment to the sanitary and veterinary requirements of the EU, support for structural transformations, and protection of the environment. However, public aid does not provide social justice and equality. The type of "environment" (urban or rural communities) is a factor which clearly differentiates projects in terms of the value of investment and the amount of its subsidising. The investments implemented in towns are definitely bigger than those implemented in rural areas. The engagement of public funds in private activity leads to the appearance of the "crowding out" effect.

Conclusion

Within the last decade, dynamisation of structural changes occurring in Polish agriculture, the food industry and in rural areas has taken place. The following should be recognised as the most important - decrease in the number of farms with simultaneous increase in the share taken by the largest farms; which bears a direct influence on the increase in the average farm area, the decrease in employment in agriculture and the progressing concentration and specialisation of production. Structural change is, however, slow and cannot be efficiently accelerated, due to the conditions outside agriculture.

In the food industry, investment growth started in 2003 and was connected to the necessity of modernisation and adjustment of the Polish food enterprises to the sanitary and veterinary requirements, as well as well-being of animals and protection of environmental standards in the EU. The investments implemented in the first period of EU membership allowed popularisation of obligatory quality management systems, ensuring the health safety of food. In the years 2008-2009, there was a slowdown in investment outlays, but already in the next year first signs of an upturn in this field were visible. Owing to the implemented investments, the Polish food industry is ranked among the most modern in Europe, and Polish companies can effectively compete with producers from the other EU countries.

The EU aid programmes facilitated modernisation of many farms and processing plants, an improvement in the safety and quality of food, an increase in the added value and innovativeness of production and an improvement in competitiveness on international markets. Changes in the agriculture and food industry are not only a result of including Poland in the CAP after EU accession, but to a large extent also of the change in market conditions. The influence of individual instruments has varied, from the largest, direct subsidies, to the least significant, the semi-subsistence farm support programmes or structural pensions (minimum range).

The future strategy of development of agriculture should take into account the active process of polarisation of farms to agricultural and non-agricultural orientation. This polarisation concerns population, households and business entities (including farms) operating in rural areas, as does the trend towards mutual permeating of various spheres of economic activity. Support for the economic growth of rural areas with public funds should be based on the ambition to ensure implementation of the concept of shaping internal balance in these areas. It is based on the maximisation of net profits from economic growth with the simultaneous protection and long-term regeneration of the usefulness of natural resources – the concept of sustainable development.

Public aid plays a substantial, yet decreasing, role in shaping the pace and direction of investments in the food industry; it is still very significant in agriculture and in relation to protection of the environment. The state, taking over the role of a regulator, imposes certain behaviour in accordance with the intentions of the legislator. The beneficiaries of the programme, utilising public funds, are by definition in a privileged position in relation to those producers who do not benefit from such subsidies. The substitution and income effect caused by the analysed programmes is leading to a decrease in efficiency. The source of inefficiency is most often the substitution effect. The involvement of public funds in private activity also leads to the occurrence of the "crowding out" effect. Public aid, therefore, does not guarantee social justice and equality.

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Poljoprivredno-prehrambeni sektor u Poljskoj – analiza i procjena rezultata CAP u 2000-2011. godini

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Sažetak

U radu je prikazana kratka analiza proizvodnje i ekonomske situacije u poljoprivredno-prehrambenom sektoru u Poljskoj tokom 2000-2010. godine. Opisane su pretpostavke državne politike intervencije zajedno sa predstavljanjem nekih oblasti tržišnog pada i njihovog uticaja na efektivnost. Istraživanje se takođe bavi razmatranjem rezultata sprovođenja CAP politike u poljoprivredi, prehrambenoj industriji i ruralnim područjima nakon pristupanja Poljske EU.

Ključne riječi: poljoprivredno-prehrambeni sektor, prehrambena industrija, program ruralnog razvoja, zajednička poljoprivredna politika, politika intervencije, javna podrška, pad tržišta.

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