ACTA Oeconomia 10 (1) 2011, 45–56

DIFFERENCES IN POSSIBLE REACTIONS OF EU FARMERS FROM SELECTED EUROPEAN REGIONS TO CAP CHANGE

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Abstract. The aim of this paper is to analyze the likely reaction of farmers to different Common Agricultural Policy scenarios. Farmers' declarations regarding continuation of farming and farm management decision were the key issues examined in the study. The study was conducted in selected regions of several EU countries within the CAP--IRE project[1]. Data has been collected through a farm survey with the use of an interview questionnaire. There were two hypothetical policy scenarios considered: *Baseline*, that assumes the continuation of the present EU agricultural policy, and *Liberalization*, assuming that all forms of public support for the farming sector are withdrawn. The McNerman test was the main tool used for statistical analysis. Research revealed significant differences in reaction of farmers from different regions of the EU countries represented in the study. However, on average, more farmers declared they would rather stopped farming under the no-CAP Liberal scenario and expressed greater interest in off-farm activities than in the Baseline scenario.

Key words: Common Agricultural Policy, policy scenarios, continuation of farming, reaction to changes of the CAP

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[1] The research reported in this paper was funded by the European Commission within the project "Assessing the multiple Impacts of the Common Agricultural Policies (CAP) on Rural Economies" (CAP-IRE), 7th Framework Programme, contract n. 216672 (www.cap-ire.eu). However the paper does not necessarily reflect the views of the EU and in no way anticipates the Commission's future policy in this area.

INTRODUCTION

Since its creation, the Common Agricultural Policy (CAP) has been undergoing significant transformations, adapting its measures and tools to the changing economy and agriculture [Majewski at all 2009]. Till the end of the 1980's, the CAP focused strongly on market interventions and was successful in fulfilling its objectives as set out in the original Treaty of Rome. However, over the years, as a consequence of increasing productivity and technological progress, pushed by price support, significant food surpluses as well as excessive budget expenses to control supplies have been noted [Czyżewski, Stępień 2009]. Due to the situation on the EU markets and external forces (e.g. GATT, later WTO) over the last 25 years the CAP has been systematically reformed. The 2003 reform moved the CAP from production support through area payments to producer support through decoupled income payments in an attempt to make the farmers and the CAP more market oriented [Commission 2010]. CAP reforms have also introduced support not only to productive functions of agriculture but also to other functions creating a basis for sustainable development that takes economic, social and ecological dimensions under consideration. However, previous reforms of the CAP are still considered insufficient, as it was concluded in the last mid-term health-check review [European Commission 2008a, 2008b]. In addition, new challenges are emerging in the policy context, including economic crises, climate change and the growing world food needs. This is leading to proposals for further changes to be introduced in the reformed CAP after 2013. The main challenges for the CAP in next years are formulated as follows [European Commission 2010]:

- „to preserve the food production potential throughout the EU so as to guarantee long-term food security for European citizens";
- „to support farming communities that provide the European citizens with quality and diversity of food produced sustainably, in line with our environmental, water and animal welfare ambitions. The active management of natural resources by farming is a key lever to maintain the rural landscape, to combat biodiversity loss and contributes to mitigating climate change";
- „to maintain viable rural communities, for whom farming is a core economic activity creating local employment".

New challenges to CAP require introducing adequate operational measures. However, the success of the reforms and future shape of the European Agriculture will be to a large extent determined by the level of farmers' adaptation to changing institutional environment.

Farmers' reactions to expected changes in the future CAP are not fully predictable. Since there still is a number of variants of the post-2013 CAP debated at present, potential responses of farmers can only be investigated with the use of a set of future scenarios. Considerations based on the concept of future policy scenarios are widely used in mathematical models such as partial-equilibrium models CAPRI [Wieck 2003, 2006] or AGMEMOD [Tabeau and van Leewen 2008], as well as in general equilibrium models, such as GTAP. In many cases hypothetical scenarios are the basis for qualitative analyses in which specified groups of stakeholders (e.g. farmers) evaluate future results of presented scenarios [Lobley, Butler 2010, IDEMA 2007]. In the context of CAP reforms, scenarios settings including different degrees of CAP liberalization are often found. For example,

in the study SCENAR 2020 [2007] prepared for the EC, three scenarios were analyzed: "baseline", "regionalization" and "liberalization"). In the CAP-IRE project, A. Cristoiu, F. Sammeth and S. Gomez Paloma [2009] proposed four scenarios differentiated not only by the structure of support but also by the CAP's budget:

1) *Baseline*: the Common Agricultural Policy is continued unchanged after 2013 compared to the previous programming period (2007–2013).
2) *Liberalization*: all forms of public farm support (CAP and national funding) are discontinued.
3) *Environment*: in 2020 two thirds of the CAP budget is assumed to be allocated to Pillar 2 (rural development).
4) *Regionalization*: in 2020 two thirds of the CAP budget is assumed to be allocated to Pillar 1 (Market and Income support).

Baseline and Liberalization (No CAP) represent the two extreme situations and seem to be very useful for analyzing farmers' reactions to strongly contrasting general directions of policy reforms (existing or completely withdrawn support). These two scenarios were the basis for the analysis presented in this paper.

Evaluation of differences in possible farmer's reaction to two of the scenarios considered in the project (Baseline and Liberalization) in the perspective of the year 2020 in several European regions was the main aim of the paper.

RESEARCH METHODS

The study is based on data collected in the farm survey conducted within the CAP--IRE project. A standardized questionnaire containing questions about possible farmer's reactions in two hypothetical scenarios was used for the survey. In the first scenario, named *Baseline*, it was assumed that the Common Agricultural Policy is continued unchanged after 2013 (compared to the previous financial framework for 2007–2013). The second scenario (*No CAP*) assumes complete liberalization, what would mean that all forms of public support (CAP and national funding) for the farming sector are removed. Both scenarios are unlikely to happen, but reference to extremes seems to be useful in assessing possible farmer's responses to the new CAP.

Farmers interviewed in the survey could choose from three main categories of answers in relation to those question that dealt with farm growth and investment plans: "an increase", "no change" or "decrease". They also had the possibility not to answer a question at all or to say "I don't know". Taking into account rather assertive meaning behind the answer ,,increase" and often uncertain interpretation of the difference among the other potential answers from a sustainability and farms growth perspective, authors have decided to simplify the analysis of answers to a dichotomous form. This resulted in the formation of two categories of farmers for each question: those who are declaring "an increase" and those who are not declaring "an increase". Such construction of the research enabled the use of statistical tests for two-ways arrays. The farmers answering in Baseline Scenario and in No CAP Scenario were considered as two dependent (from a statistical point of view) groups. This allowed to apply the McNemar test in order to compare statistical significance of differences between the

scenarios. The test is a non-parametric method applied to nominal data and allows to examine the significance of changes that might be influenced by specific factors. In the research, the factor was the hypothetical change of the CAP from Baseline to No CAP Scenario. More specifically, the test examined whether the change of the CAP scenario had a significant influence on the number of farmers declaring "an increase" in specific questions. For each question the results from the survey were presented in 2x2 contingency tables according to the scheme below (Table 1). The mark "+" was used to describe positive answers (e.g. continuation of farming, an increase of scale production, an increase of UAA etc.), whereas "–" to describe other categories of answers. The letter "B" in the table symbolizes the number of farmers who changed their answer from positive to negative in reaction to presented CAP Scenario from Baseline to No CAP and the letter "C" symbolizes those respondents who have switched from negative to positive answer in reaction to the change of the CAP scenario. Letters "A" and "D" indicate persons who have chosen the same category of answer in both scenarios. The null hypotheses stated that in reaction to changing CAP Scenario there was no significant change in frequency of farmers pointing out positive answers "+" in comparison to alternative hypotheses stating that the frequencies were changed. No evidence to reject null hypothesis would mean that there is no significant influence of the presented CAP Scenario on future farmers' decisions in specific issues. To verify the null hypothesis, the following statistics was used:

$$\chi^2 \frac{(|B-C|-1)^2}{B+C}$$

Under the null hypothesis, χ^2 statistics has a chi-squared distribution with 1 degree of freedom. If calculated value Ch^2 (χ^2) is larger than Ch^2 under assumed alpha = 0.01, the null hypothesis should be rejected; this can be interpreted as a significant influence of CAP Scenario on farmers declarations about their future decision.

Differences between responses of farmers from 11 European regions were compared between each other with the use of graphic method. Significance of differences in replies between Baseline and No CAP Scenario was confirmed then with an application of statistical tests.

Table 1. Scheme of McNemar test
Tabela 1. Schemat testu Mc Nemara

		No CAP Scenario (after changes)		Sum
		„+"	„–‘’	
Baseline Scenario (before changes)	„+"	A	B	A+B
	„–„	C	D	C+D
Sum		A+C	B+D	N

Source: Authors' scheme.
Źródło: Opracowanie własne.

RESULTS

There were 2363 farmers from 11 regions located in 9 countries of the European Union interviewed in the survey. Selected information on farms' characteristics is presented in Table 2. The average size of a farm in the sample was almost 100 ha[2], however averages in different regions varied significantly. The smallest farms were observed in Macedonia and Thrace (Greece) and only slightly larger are the farms in Podlaskie (Poland) and Emilia-Romagna (Italy). The largest average UAA was noted in North East of Scotland and Ostprignitz-Ruppin/North-East Brandenburg (Germany). The surveyed group was also significantly differentiated from the farms' specialization point of view. However, the distribution of the three main types of production (crop, livestock and mixed farms) turned out to be similar (about 1/3 of farms falls into each specialization). In most of the regions the interviewees categorized their farms slightly more frequently as specialized in crops or mixed. The share of farms specialized in livestock was the highest in the samples from Podlaskie (Poland) and Noord-Holland (Netherlands) regions. Noticeable differences between the regions can be also found as regards the importance of revenues from farming in contributing to the total household 's income (Table 2). Households with dominating agricultural income were observed mainly in Macedonia and Thrace Region (Greece) (80% of farms with share of agricultural income more than 70%) as well as in Podlaskie, Noord-Holland (Netherlands) and North East of Scotland (UK) regions (which percent of farms with share of agricultural income higher than 70% is respectively 65%, 60% and 59%). On the opposite in the Lahn-Dill-District (Germany) region more than 80% of interviewed farmers declared a share of agricultural income on the level below 30%. On the average in the survey only slightly above 50% of households achieved more than 70% of incomes from farming. Rather small share of households with non-farming activities (about 20% in whole sample) suggests that the sources of non-agricultural income must be off farm jobs or different forms of social support. A noticeable difference in demographic characteristics of farmers between regions has been observed in the survey. The mean age of farmers was about 49 years, but farmers in Emilia-Romagna (Italy) were, on average, 10 years older whilst in Podlaskie 10 years younger than the sample average. Interviewed farmers from all regions are well educated. On average more than 65% of farmers reported a high (secondary) school education, but again education level varies significantly between regions. When taking into account the share of respondents participating in farmers' organizations a similar differentiation is observed. On average a half of interviewed farmers were members of such organizations. The range of participation varied, however, from nearly 10% in the Podlaskie region to almost 90% in Emilia-Romagna (Italy).

Examining possible reactions of farmers to likely CAP reforms was the key issue in the survey. The most general question was about the future continuation of farming activities. The percentage of farmers declaring the continuation of farming until 2020 is presented in Figure 1. On average, assuming the present shape of CAP in the Baseline scenario, about 75% of interviewees declared continuation, while under No CAP Scenario such declaration was made by 45% of the farmers. A negative answer (discontinu-

[2] Total land = owned land + rent in – rent out.

Table 2. General characteristics of sampled farms
Tabela 2. Ogólna charakterystyka badanej zbiorowości gospodarstw

Specification		region/country											
		1. Podlaskie (Poland)	2. Noord-Holland (Netherlands)	3. Macedonia and Thrace (Greece)	4. Emilia-Romagna (Italy)	5. North East of Scotland (UK)	6. Andalusia (Spain)	7. South-East Planning Region (Bulgaria)	8. Centre (France)	9. Midi-Pyrénées (France)	10. Lahn-Dill-District (Germany)	11/1 Ostprignitz-Ruppin /North--East Brandenburg (Germany)	Ogółem
		PL	NL	GR	IT	UK	ES	BG	FR1	FR2	DE1	DE2	Total
Number of farms		249	300	300	300	168	201	273	140	155	117	160	2363
Average UAA		25.0	45.4	16.0	25.1	234.1	99.4	143.6	178.5	128.9	41.6	316.1	97.8
% of farms by specialisation	crops	0.8	8.7	33.3	83.9	10.8	86.6	44.7	47.1	19.3	13.7	25	35,7
	animals	57.8	68	3	8.6	13.7	2.5	32.2	20	36.9	35	21.3	28
	mixed	41.3	23.4	63.7	7.3	75.7	11	23	32.8	43.8	51.2	53.8	36,3
% of households with non-farm income on level	< 30%	3	17	1	47	13	41	7	14	14	81	39	22
	> 70%	65	60	80	32	59	39	54	49	48	6	33	52
% of farms with non-agricultural activity		10	45.3	12	9	36.9	3	13.7	24.3	21.9	10.7	35.7	19.8
Farmer's age		35	51	49	59	55	54	47	36	44	50	52	49
% of responders with at least high school education		85	75	22	36	92	44	92	79	61	71	95	66
% of farmers participating in farmer's organizations		8	78	53	89	52	55	23	72	63	46	44	54

Source: CAP-IRE Deliverable no. D2.13-23, 2010.
Źródło: Opracowanie projektu CAP-IRE D2.13-23, 2010.

ing farming) was given in only 15.4% of cases in Baseline Scenario and 40% in No CAP Scenario. Other respondents refused to give unequivocal declarations choosing option "don't know".

The share of farmers declaring the continuation of farming varies in regions included in the survey. The largest number of farmers going to continue has been observed in the Podlaskie region (in both scenarios). The lowest number of such farmers has been found

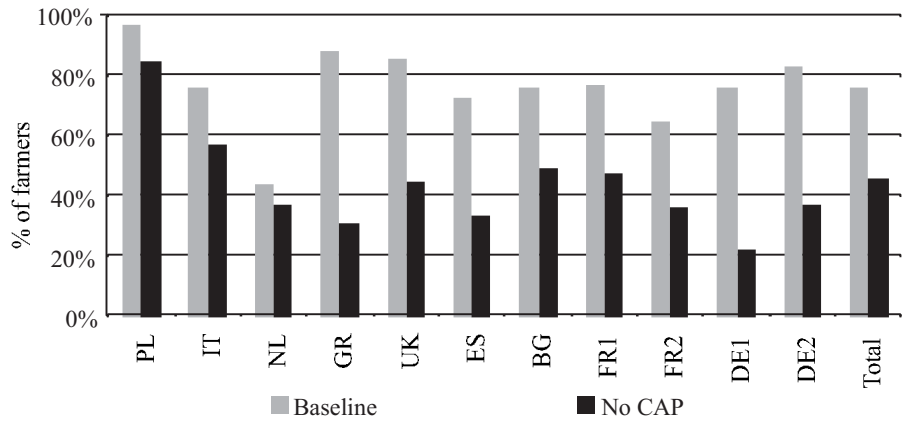

Fig. 1. Percentage of farmers declaring continuation of farming
Rys. 1. Odsetek rolników deklarujących kontynuację prowadzenia gospodarstwa
Source: CAP-IRE Deliverable no. D2.13-23, 2010.
Źródło: Opracowanie projektu CAP-IRE D2.13-23, 2010.

in Noord-Holland (Netherlands) in the Baseline Scenario and in Lahn-Dill-District (Germany) in the No CAP Scenario.

Statistical analysis for the entire sample of farms with the use of the McNerman test points out that differences between answers observed in the Baseline and No CAP scenarios are statistically significant on the assumed level $\alpha = 0.01$ (Table 3).

The results of the test indicate that policy scenarios significantly influence potential decision on continuation of farming. Only in Noord-Holland (Netherlands) the empirical value of the McNerman test is almost equal to the critical value. Although it might be still considered as statistically significant difference, practically it suggests, that other factors than CAP scenarios may strongly influence decisions about the continuation of farming. In the Noord-Holland province such factor is lack of successor in the family, what comes out of the analysis of reasons for discontinuing farming that are presented in Table 4.

Lack of successor that was the main reason for discontinuation in Noord-Holland, can be ranked as second important factor in the whole sample – on average this answer was selected by 19% of farmers who declared they would stop farming in No-CAP scenario. Expectation of low probability was the key factor for 61% of farmers in the sample.

Farmers' declarations about future changes in farm area were differentiated depending on the CAP scenario (Figure 2). On average the percentage of responders planning to increase area in Baseline scenario was markedly higher than in No-CAP, with some exceptions (Noord-Holland, Macedonia and Thrace and Midi-Pyrénées). In the most of the regions proportion of farmers declaring an intention to increase farm area under one of the presented scenarios were almost equal. In 3 regions only [Podlaskie (Poland), South-East Planning Region (Bulgaria) and Ostprignitz-Ruppin /North-East Brandenburg (Germany)] the differences were statistically significant (Table 3), what is coherent with the Figure 2.

Table 3. Chi2 values and the significance of differences for specified questions by regions
Tabela 3. Wartości Chi2 i statystyczna istotność odpowiedzi na pytania według regionów

Region	Variable				
	Continuation of farming	Increase of area	increase of non-agricultural activity scale	Increase of intensity production	Increse of credit use
IT	26.03	3.125000	0.000000	.8000000	13.13636
	p =.00000	p =.07710	p = 1.0000	p =.37110	p =.00029
NL	6.72	.0454545	17.32331	12.50000	8.653846
	p =.00952	p =.83117	p =.00003	p =.00041	p =.00326
GR	162.00	4.166667	1.617977	a)	a)
	p =0.0000	p =.04123	p =.20338	a)	a)
PL	26.03	22.04167	191.0052	63.01538	94.72321
	p =.00000	p =.00000	p = 0.0000	p =.00000	p = 0.0000
UK	20.04	0.000000	30.86735	0.000000	3.375000
	p =.00001	p =1.0000	p =.00000	p =1.0000	p =.06620
ES	66.01	.1666667	44.48529	4.166667	1.125000
	p =.00000	p =.68309	p =.00000	p =.04123	p =.28885
BG	49.01	28.03333	13.01786	20.48485	17.42222
	p =.00000	p =.00000	p =.00031	p =.00001	p =.00003
FR1	27.03	.6428571	13.02083	4.166667	.6428571
	p =.00000	p =.42268	p =.00031	p =.04123	p =.42268
FR2	22.04	0.000000	18.15000	.2500000	2.083333
	p =.00000	p =1.0000	p =.00002	p =.61708	p =.14892
DE1	51.01	2.250000	8.521739	a)	a)
	p =.00000	p =.13362	p =.00351	a)	a)
DE2	67.01	11.3	1.884615	.2500000	.4444444
	p =.00000	p =.00080	p =.16981	p =.61708	p =.50499

a) statisics not calculated because there no differences in answers to specific questions

Source: Authors' calculation.
Źródło: Opracowanie własne.

Table 4. Reasons for discontinuing farming stated by farmers in No CAP Scenario
Tabela 4. Powody deklarowanego zaprzestania prowadzenia gospodarstwa w scenariuszu liberalnym

Reasons	PL	NL	GR	IT	UK	ES	BG	FR1	FR2	DE1	DE2	Total
	% of farmers declaring discontinuing											
Not profitable enough	84	23	75	56	71	85	52	35	43	73	68	61
Too many constraints (or obstacles)	5	4	8	–	–	–	9	2	2	6	1	4
High risk of farming	–	3	9	5	3	1	26	13	13	1	6	8
No succession within family	11	65	7	16	14	13	4	13	29	12	18	19
Other	–	3	–	21	11	1	1	7	5	4	1	4
Do not know	–	2	2	2	–	–	8	30	9	4	6	4
Total	100	100	100	100	100	100	100	100	100	100	100	100

Source: CAP-IRE Deliverable no. D2.13-23, 2010.
Źródło: Opracowanie projektu CAP-IRE D2.13-23, 2010.

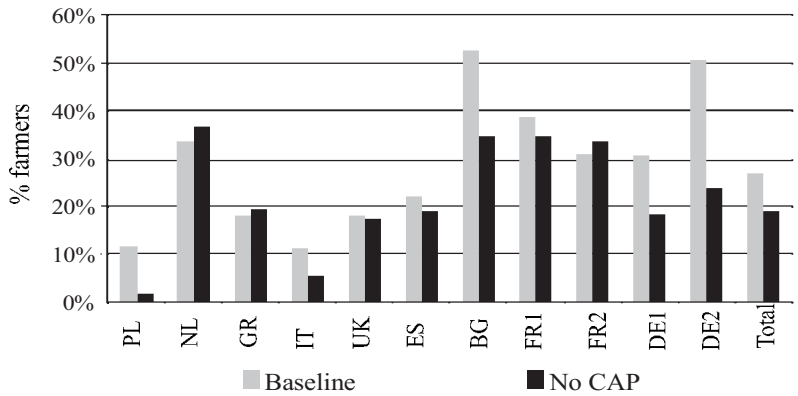

Fig. 2. Percentage of farmers declaring „increase" of own farm area
Rys. 2. Odsetek rolników deklarujących zwiększenie powierzchni gospodarstwa
Source: CAP-IRE Deliverable no. D2.13-23, 2010.
Źródło: Opracowanie projektu CAP-IRE D2.13-23, 2010.

The analysis of responses to the question whether farmers would "increase" input of fertilizers and pesticides (Figure 3) shows, that in majority of the regions only a few percent of interviewees declared they would intensify production. On the opposite, the most of farmers from South-East Planning Region (Bulgaria) and Podlaskie (Poland) would intensify production under the Baseline scenario, and only farmers from the Bulgarian case study area would react so also in the No-CAP scenario. Very likely in both regions farmers reasoning results from a relatively lower intensity of production in new members states. Podlaskie farmers clearly link their declaration on the intensity of production with a CAP support.

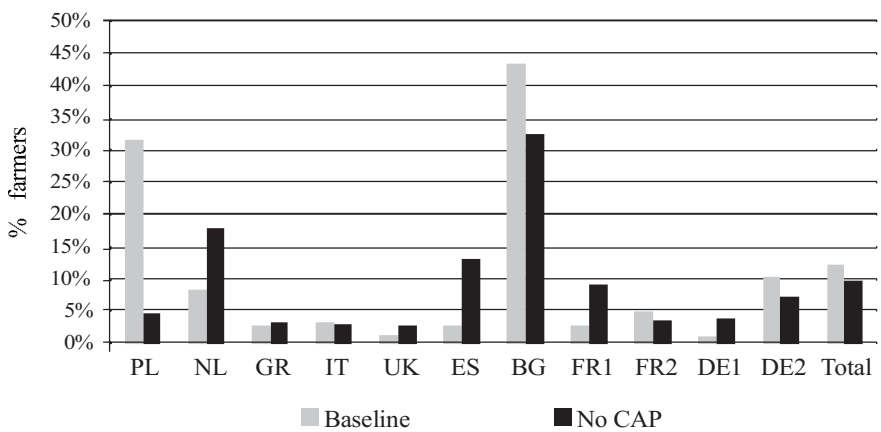

Fig. 3. Percentage of farmers declared „an increase" of intensity production
Rys. 3. Odsetek rolników deklarujących podniesienie intensywności produkcji
Source: CAP-IRE Deliverable no. D2.13-23, 2010.
Źródło: Opracowanie projektu CAP-IRE D2.13-23, 2010.

In most cases of the regions the differences between answers in Baseline and No CAP scenario were not statistically significant (at the $\alpha = 0.01$ level) with the exception of of Noord-Holland (Netherlands), Podlaskie (Poland) and South-East Planning Region (Bulgaria). Assuming a less restricted $\alpha = 0.05$ significant differences could be observed in Andalusia (Spain) and Centre (France) as well.

A strong variation of answers between scenarios was also found as regards the issue of non-farm activities (Figure 4). In the most of the regions declarations about "increase of scale of non-farming activity" was more frequent in case of the CAP abandonment scenario. It suggest that farmers under pressure of worse economic situation would be more willing to search for non agricultural sources of household income, what seems to be especially important in the context of new challenges for agricultural policy like multifunctional development of rural areas or diversification of farmers' incomes. However, again farmers reaction to this question was not univocal in all the regions. Very different way of thinking characterized farmers from Emilia Romagna and Podlaskie who expressed less interest in non farm activities. Attitude of Podlaskie farmers is in line with their determination to continue farming under both policy scenarios (Figure 1) and can be easily explained – Podlaskie is a typical agricultural, relatively low populated region of the country and farmers don't foresee any real opportunities for non-farm activities.

Both in Podlaskie region and in the majority of others, the differences between scenarios were statistically significant.

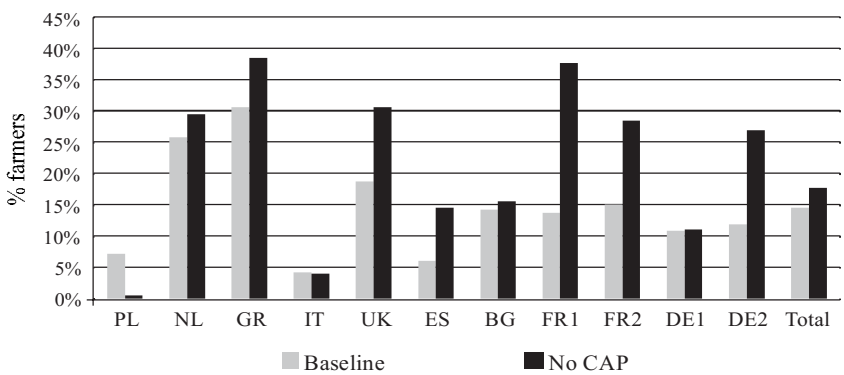

Fig. 4. Percent of farmers declaring „ an increase" of non-farm activity scale
Rys. 4. Odsetek rolników deklarujących podjęcie lub zwiększenie rozmiarów działalności pozarolniczych
Source: CAP-IRE Deliverable no. D2.13-23, 2010.
Źródło: Opracowanie projektu CAP-IRE D2.13-23, 2010.

CONCLUSIONS

In this paper we carried out an analysis of the effects of different CAP scenarios based on stated intentions collected through a survey of farm-households. The research revealed significant differences between regions of the EU countries represented in the study. Differences concern not only natural conditions for agricultural production, scale and intensity of agricultural activities and level of farms' modernity but also possible

farmers' reactions to changes of the Common Agricultural Policy. These differences in reactions may result from different local conditions and historical experiences of farmers from the "new" and "old" members of the EU, as well as from current financial situation and different farmers' expectations regarding the future. It indicates the crucial challenge for the CAP which is to maintain a Common policy framework while fitting to a variety of regional conditions and expectations of policy beneficiaries.

However, the limited statistical significance between number of farmers declaring, "an increase" for specified structural parameters questions in Baseline and No CAP Scenario in many regions suggests that the design of the CAP, or even the CAP as a whole, is not the only and exclusive factor determining future farmers decisions. An important issue for further research is then to analyze farmers' answers in connection to their regional context, in order to elicit further factors that can affect future changes in farming sector.

The results also lead to the conclusion that the strongest connections between CAP Scenarios and the kind of answers were usually noted among farmers from Podlaskie (Poland) and from South-East Planning Region (Bulgaria). It suggests that farmers from these regions usually assume farms development (increase) only in case of receiving support from CAP or, in general, are more dependent on the policy than it is the case in other regions. This may strengthen the existing policy concern about a re-alignment of the CAP design between Old and New Member States, though it does not provide a clear answer about the most suitable direction to be taken in such re-alignment process.

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ZRÓŻNICOWANIE MOŻLIWYCH REAKCJI ROLNIKÓW Z WYBRANYCH REGIONÓW UE NA ZMIANY WPR

Streszczenie. Celem opracowania jest przedstawienie wyników analizy możliwych reakcji rolników na różne scenariusze wspólnej polityki rolnej. Deklaracje rolników dotyczące kontynuacji prowadzenia gospodarstwa i decyzji co do zmian w poziomie intensywności produkcji były zasadniczym przedmiotem badań. Badania przeprowadzono w wybranych regionach z kilku krajów UE w ramach projektu CAP-IRE. Dane zgromadzoną drogą wywiadu z rolnikami z wykorzystaniem kwestionariusza wywiadu. Uwzględniono dwa hipotetyczne scenariusze polityki rolnej: *Baseline*, w którym założono kontynuację obecnej WPR, oraz *Liberalny*, w którym przyjęto wycofanie wszelkich form subsydiowania sektora rolnictwa. Test McNermana był głównym narzędziem statystycznym zastosowanym w analizie. Badania wykazały znaczące zróżnicowanie reakcji rolników w regionach UE reprezentowanych w projekcie. Przeciętnie, w całej zbiorowości przeważali rolnicy deklarujący zaprzestanie prowadzenia gospodarstw i wykazujący wieksze zainteresowanie działalnościami pozarolniczymi w warunkach scenariusza liberalnego, w porównaniu do scenariusza Baseline.

Słowa kluczowe: wspólna polityka rolna, scenariusze WPR, kontynuacja gospodarowania, reakcja na zmiany WPR

Accepted for print – Zaakceptowano do druku 17.02.2011