

The Territorial impact of European integration in Bihor's county rural areas

ROMANIA



DADR
Bihor



Internship report of Faustine BRIOT
In the *Directia pentru Agricultura si
Dezvoltare Rurala BIHOR - ORADEA*
May to August 2006



In the frame of the MAGISTÈRE
Aménagement et développement territorial
FRANCE - Université de TOURS

The Territorial impact of
European integration in

Bihor's county rural areas

ROMANIA

Internship report of Faustine BRIOT
In the **Directia pentru Agricultura
si Dezvoltare Rurala** BIHOR - ORADEA
May to August 2006

In the frame of the MAGISTERE
Amenagement et développement territorial
FRANCE - Université de TOURS

THANKS

This study would not be realised without the help, the participation and the support of many persons, I want to thank :

- My internship tutor, Mr José SERRANO, enseignant-chercheur of the Ecole Polytechnique of the Tours University in France (37), departement génie de l'aménagement who supervise and guide me along this internship,
- Mr Jean-Paul CARRIERE, enseignant-chercheur of the Ecole Polytechnique of the Tours University in France (37), departement génie de l'aménagement who provide me many advises,
- Mrs Luminita and Mr Claudiu FILIMON, teachers in Oradea University for their hearty welcome, their support and their help to the understanding of Romania,
- Mrs Geanina PREDESCU - agent of Agentie de Plâti Sucursale Bihor,
Mr Octavian AVRAMUT – adjunct director of the Rural Development and
Mr Ioan SERACIN – executiv director- for allowing me to realise this internship in the Directia pentru Agricultura si Dezvoltare Rurala and their help,
- Mr Antoine POLIN, friend, for his help in the english correction of this report,
- At last the people near or far away who helped me during this time for my integration and my understanding of the romanian culture.

SUMMARY

PREAMBULE.....	5
INTRODUCTION.....	6
IDENTIFICATION OF NEEDS ON RELEVANT SPATIAL LEVELS.....	8
BIHOR COUNTY : A TERRITORY INCLUDED IN EUROPEAN SCALE.....	9
Look at the macro level.....	9
Look at the meso level	10
LOOK AT THE MICRO LEVEL : A TERRITORY WITH DUALE DYNAMICS.;.....	14
A territory mainly rural.....	14
The city-countryside inter-relations.....	18
A difficult economical restructuration.....	20
An archaic agricultural sector	25
A multifaceted territory.....	28
THE EFFICIENCY OF THE EUROPEAN UNION PRE-ACCESSION POLICIES AT THE BIHOR LOCAL SCALE.....	32
HOW THE EUROPEAN UNION COULD ENSURE THE RESTRUCTURATION OF THE ROMANIAN AGRICULTURE ?.....	33
The opening of the border.....	33
The Pre-Accession Aid support.....	33
The agricultural financial support	34
HOW DO EUROPEAN UNION AND HIS POLICIES CONTRIBUTE TO REORGANIZE THE AGRICULTURAL SECTOR?.....	35
The instrument of the agriculture restructuring and rural territories development : the SAPARD programme.....	35
SAPARD's projects in Bihor.....	36
Limitations of SAPARD project.....	40
HOW TO IMPLEMENT LOCAL INSTITUTION TO HELP THE SETTING UP OF PRE-ACCESSION AID DISTRIBUTION?.....	41
TERRITORIAL PROSPECTIVES OF BIHOR COUNTY.....	45
THE IMPORTANCE OF REGIONAL VIEW TO IMPULSE A RURAL DEVELOPMENT.....	46

Policy type of rural development.....	46
The importance of regional scale in the urban-rural balance	47
Which spatial scale is the most efficient and relevant to think the restructuring of agriculture and the rural development ?.....	48
Why focuses the study about regional policy?.....	48

HOW THE RURAL AREA AND THE AGRICULTURAL SECTOR ARE TAKING IN ACCOUNT BY THE DIFFERENT LEVELS OF TERRITORIAL SCALE ?	49
---	----

Dynamics launched by EUrope.....	49
Dynamics lauched by romanian government.....	51

ELEMENT OF A RURAL DEVELOPMENT AND AN AGRICULTURAL RESTRUCTURING PERSPECTIVE.....	55
---	----

A TERRITORY WITH 2 RHYTHMS OF DEVELOPMENT.....	57
Short term perspective	57
Medium term perspective : to diminish the rural poverty.....	58
Longer term perspective : intensify the rural-urban dynamics	59

CONCLUSION	62
------------	----

BIBLIOGRAPHY	65
--------------	----

PREAMBLE

The observation of the setting up of european policies and the economic and spatial changes which involves, need a deeper analyse and to be totally integrated in one institutional structure. It implies the collaboration between each actors and therefore a better knowledge of the language, which remains difficult in only 3 months. It also implies the will of the institutional structure to allow a well access of local data and an integration into the functioning and the activities the structure.

Also I try to make out an appraising of Bihor area but due to a lack of data and time, the study can not be through.

At last, all the pictures and maps is from my own realisation but when it is precise.

INTRODUCTION

Romania would be integrated in 2007 in the European Union and risk to be disorder by the political and economical changes spawn. Therefore the country must in all spatial level anticipate the changes which will be impulse by their integration in European Union. The abandon of the socialist system boils down to substitute the centralising power in a new territorial architecture, which give more and more skills at the region and local level. This explains the importance of a well implementation of EU pre-accession programmes at this scales.

Romania is over characterised by a deficient semi-subsistence agriculture and a very low condition of life in rural area. Support is also granted on the basis of an agriculture and rural development in the perspective to catch up with the acquis communautaires with the renovation and development of villages and rural infrastructures. European Union makes of the restructuring of the agriculture and the development of the rural area a main point to the accession to Romania. Therefore the European Union provides help as regards to programs and financial help to allow Romania to reach this objective.

My three months internship in the frame of the Direcția pentru Agricultură și Dezvoltare Rurală of Bihor lead me to understand how the pre-accession aids and programs are setting up at a local scale closer to the european integration. And further what are their territorial impacts ? Also I stress the relation between the analysis of regional potentials and bottlenecks and the territorial impact assessment of pre-accession aids.

- On the one hand, it has been analysed and assessed the policy results and impacts in relation to global territorial objectives set by the European Union,
- On the other hand, it has simultaneously analysed and assessed policy results and effects in relation to their ability to contribute to regional problem solving, i.e addressing regional challenges/problems and mobilising regional potentials for development.

The country planing suffers in Romania from a negative picture vehicled by the planificare and the sistematizare of the communist planing. The aim of this report was also to present an other kind of country planing, a french sight of the regional development, which is not an universal and definitive view.

I present in first place the potentials describing the situation and trends observed, the bottlenecks describing lacks of potentials.

I observe in second place the policy inputs and outputs referring to the strategy of intervention.

At last in a third times I show their effects on the outcome of territorial impacts, referring to the realisation of policy objectives as well as widening regional bottlenecks and mobilising regional potentials for development.

Problematic : How to impulse a sustainable development of rural Bihor area as regards to the integrating of Bihor at the European Union area and its territorial objectives (spatial cohesion, catching up with the acquis communautaires ?

The 3 parts of the report tend to show how a transversal territorial development could impulse a dynamic in the restructuring of agriculture and in the developing the rural areas. This report address oneself to the Direcția pentru Agricultură și Dezvoltare Rurală and also to the service European Integration to the Judet (prefecture of Bihor county).

THE FUNCTIONING BIHOR AREA

THE EFFICIENCE OF THE EUROPEAN UNION PRE-ACCESSION POLICIES AT THE
BIHOR LOCAL SCALE

HOW, WITH OTHER INTERMEDIATES AT EU PRE-ACCESSION AIDS, BIHOR
CAN IMPULSE THE DYNAMIC OF RURAL AREA AND THE AGRICULTURAL
RESTRUCTURING?

1.

IDENTIFICATION OF NEEDS ON RELEVANT SPATIAL LEVELS

Which are the main potentials/bottlenecks on the spatial levels addressed ?
Are there bottlenecks which need to be tackled first ?



Bihor county : a territory included in the european development scale
Look at the micro level : A territory with duale dynamics

Bihor county : a territory included in the european development scale

Look at the macro level

The european regions and candidate countries could be further characterised of an order of regions with regard to their overall potential endowment on the basis of this indicators :

- Human Capital Index,
- Active population density,
- Unemployment rate,
- GDP per capita,
- Multimodal accessibility potential,
- Share of agricultural employment in total employment,
- Share of tertiary employment in total employment,
- Settlements structure : densely populated areas.

These categories of regions can best be described by the terms :

- Capital city regions and growth poles,
- Western border, centrally located in rural area and old industrialised regions,
- Eastern peripheral and rural regions.

The capital city regions gather the categories with the highest potential endowment, while the lowest potential endowment is found in the different types of eastern peripheral and rural regions. Romania, with Bulgaria, are included in the **eastern peripheral and rural regions**. They show basically lower potentials with regard to Research and Development intensity, capita GDP, the degree of outskirts in terms of accessibility, a quite high share of agricultural employment and overall employment sector, and the set up of institutional capacity.

The european scale is an exogenous factor of the Romanian regional development. The european spatial development aim with his policies to encourage an uniform economic zone in which the urban areas have a vital role in the european and national economy. Cities have a substantial influence on the adjacents areas, which aim to develop rural areas and therefore overall regional territories.

The assignment of regions to the different clusters (NUTS 1, 2 and 3) also points to the role of country specific influences, which become most apparent with regard to the institutional capacity and the development of unemployment rates. This result also indicates the relevance of national influences.

Due to a great degree of uncertainty, factors will directly determine those impacts, while indirect effects could be as important as direct ones and are even more difficult to estimate. Therefore the impact of the enlargement will very much depend on the economic performance of the EU, on the economic performance of the candidate countries, but also of the other regions and external effects.

NUTS = Nomenclature of Units for Territorial Statistics, is a hierarchical classification of areas that provides a breakdown of the EU 's economic territory.

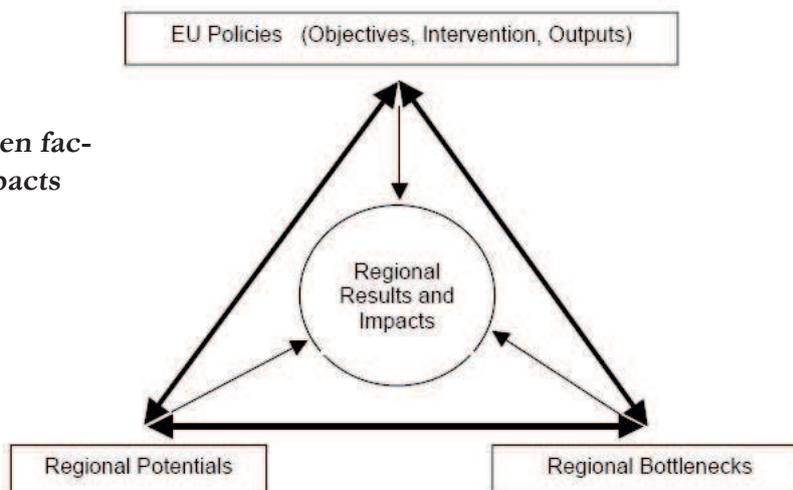
NUTS 1 = big socio-economics regions including the basis region. This scale can be use to study the regional/common problems, like the cross-border cooperation.

NUTS 2 = basis region. It is the framework use by the state for the setting up of their regional policies. This scale is therefore the level of the apprehension of the national/regional problems.

NUTS 3 = small administrativ unit, like the County – Judet- in Romania.

So, it can be stated, that the cluster analysis proved to be adequate as a measure for indicating potentials and bottlenecks in a summarised way on macro level. It allows the regions to trace their own situation in a whole European respectively Central and Eastern European Countries context. Yet, it does not replace deep and sound regional analysis, which can stress regional specificities and thus specific potentials on a much more detailed level.

Model of interrelations between factors influencing territorial impacts
in ESPON 2.2.2, 23 pp



Look at the meso level

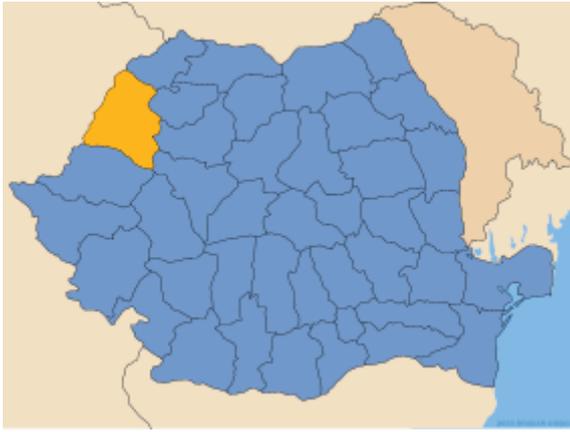
Romania is encompassed between 5 other countries which are :

- Hungary
- Serbia
- Bulgaria
- Ukraine
- Moldavia

MAP 1 : THE ADMINISTRATIVE TERRITORIAL BORDERS



Bihor's county is located on the Nord-West part of Romania and is included in the Romanian Nord-Vest region, the higher potential endowment part of Romania. The Bihor judet borders are Hungary and the judets of Satu Mare in the North, Salaj, Cluj Napoca; Alba in the Est and Arad in the South.



MAP 2 : BIHOR LOCATION

Bihor's county makes a geographical link with the European Union. Oradea, the capital of the Bihor's county, is the entrance gate to Romania on the western border. The city and his surroundings can use this location opportunities to tackle his territorial bottlenecks and to launch an endowment potential of the region thanks to the Hungarian influence.

In spite of geographic proximity with Hungary, after the transformations of 1989-91 the two countries found themselves in very different situations and developed very different strategies of adaptation to the new economical, social, political and legal environment. While Hungary rather successfully advanced towards a fully fledged market economy and European integration, Romania was to a much larger extent affected – although in different degrees – by the disintegration of the communist economic system and the collapse of the Eastern market. These led to a dramatic fall in the life standards and the aggravation of social problems.

To Realise a cross-border cooperation is an objective of the set up of an economic strong area allowed by the accession. A local development strategy of county Bihor could be to launch a west cross-border cooperation.

Looking at the ESPON map of the location quotient of Pre-Accession Aid addressing the geographic position and Multimodal Accessibility, we can observe that Romania receives quickly the most pre-accession aid for accessibility during the period 1998-2000. It aims to enclose the romanian border region, in which Bihor is a part of, with the european development. Having a good knockledge of the transport network is a major element of the territory's apprehension for all the displacement problem are a restraint for development, economic and social. It is also a criterium of population, industries and investments implementation. The communication network of the area and his accessibility must be efficient and performant.

This will to encourage the accessibility is a point to highlight for the development of urban and rural area in the county. The importance of the localisation is major to plan the county's development. Indeed, the rural development and the agricultural restructuring must take benefits of this geographical position for the local and handcrafted products exportation and the accessibility of tourists.

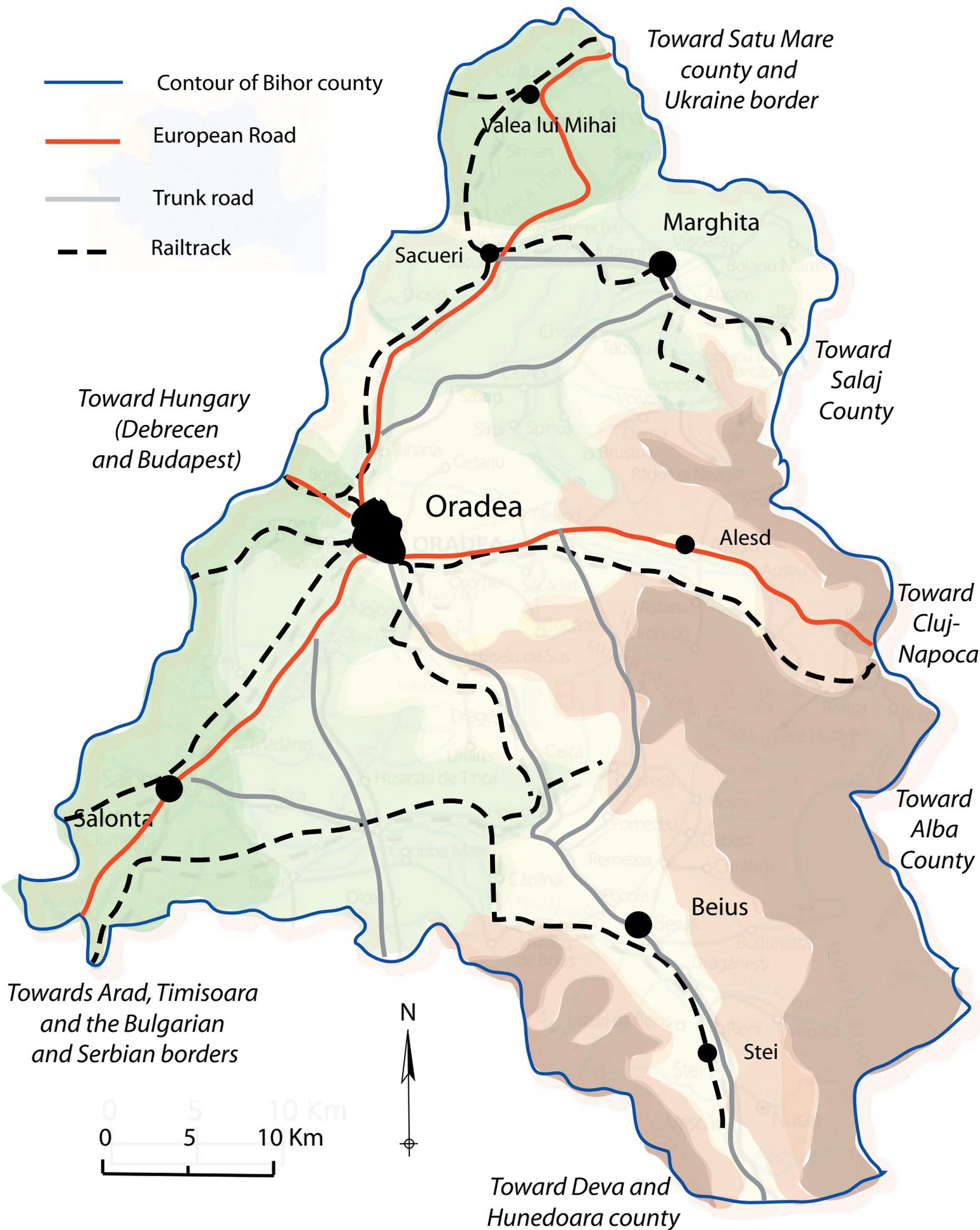
This map highlight 2 distinct parts on Bihor area : the West and Nord-West part, constituted by hills, forests and fields, allows a good accessibility. Furthermore this part is clear away by 3 european road sections. The Nord-West part of the county benefits from the opening of the border and makes easier the access to the region on the national and international level. But it reinforced the differences with the East and South-East part of the county which is most isolated and does not benefit from the urban standard and comfort way of life.

E60 – Border to Hungary - Borş - Oradea - Cluj-Napoca - Turda - Târgu Mureş - Braşov - Ploieşti - Bucureşti - Urziceni - Slobozia- Hârşova – Constanţa

E79 - Oradea - Beiuş - Deva - Petroşani - Târgu Jiu - Craiova - Calafat – Borders of Bulgaria and Serbia

E671 - Oradea - Arad – Timişoara

MAP 3 : THE ACCESSIBILITY OF BIHOR



Indeed, according to the Planul de Amenajare al Teritoriului Judetean Bihor for the 2005-2006 period, 28,41% of the communal's road are not fit out and in good conditions (dirt road 26,7% and pave 1,64 %, pothole, breakdown of the road). Most of communal's roads are in the East and East-South part of the area.

In average, 84 % of the Bihor's road are in bad conditions.

This part of Bihor is therefore not easy to access. The state of the roads makes more difficult the access, the relation with the others villages in the surrounding, the inter-communes work and the access to the national and international road.

4,17% - european and national road in Bihor county
35,96% - county's road
49,89% - communal road
Data of the planul de amenajare din Bihor 2005-2006



Nevertheless, the county is well de-served by train. Each village has a train stop for a railway station. It is the best way to travel in the county, but the quality of the network implies long time trips.

The weakness of the transport infrastructure is a lower endowment potential for this area and with its connection with the national and international area.

The current problem is the under standart quality of the existents infrastructures. The East and South-East part of the area are isolated for the relief (mountain) and the non-quality of the network communication. Due to a weak accessibility this areas are isolated and suffer from a strong rural exodus. It is a vicious circle which could be enhanced with strong politics of rural development.

Furthermore if it is therefore difficult to go in this area, it is also difficult to go out : thus it is a brake of the investment and entrepreneurship implement. Moreover the restructuring of agricultural sector, which plays a role of social refuge, will cause the subsiding of the agricultural employment. And many of the farmers will be unemployed. It is why it is very important to promote industry and innovation on Bihor, to reorient the agricultural unemployment in another sector. That could be done only if the economy is developed and attractive overall in the county. It can be made by the improvement the accessibility's infrastructures.

Nevertheless the geographical location on Bihor, due to its proximity with European Union is a skill for it is a very accessible area on the West and Nord-West part. To reinforce the accessibility of the South and East part of Bihor could be an higher endowment potential.

Look at the micro level : A territory with duale dynamics

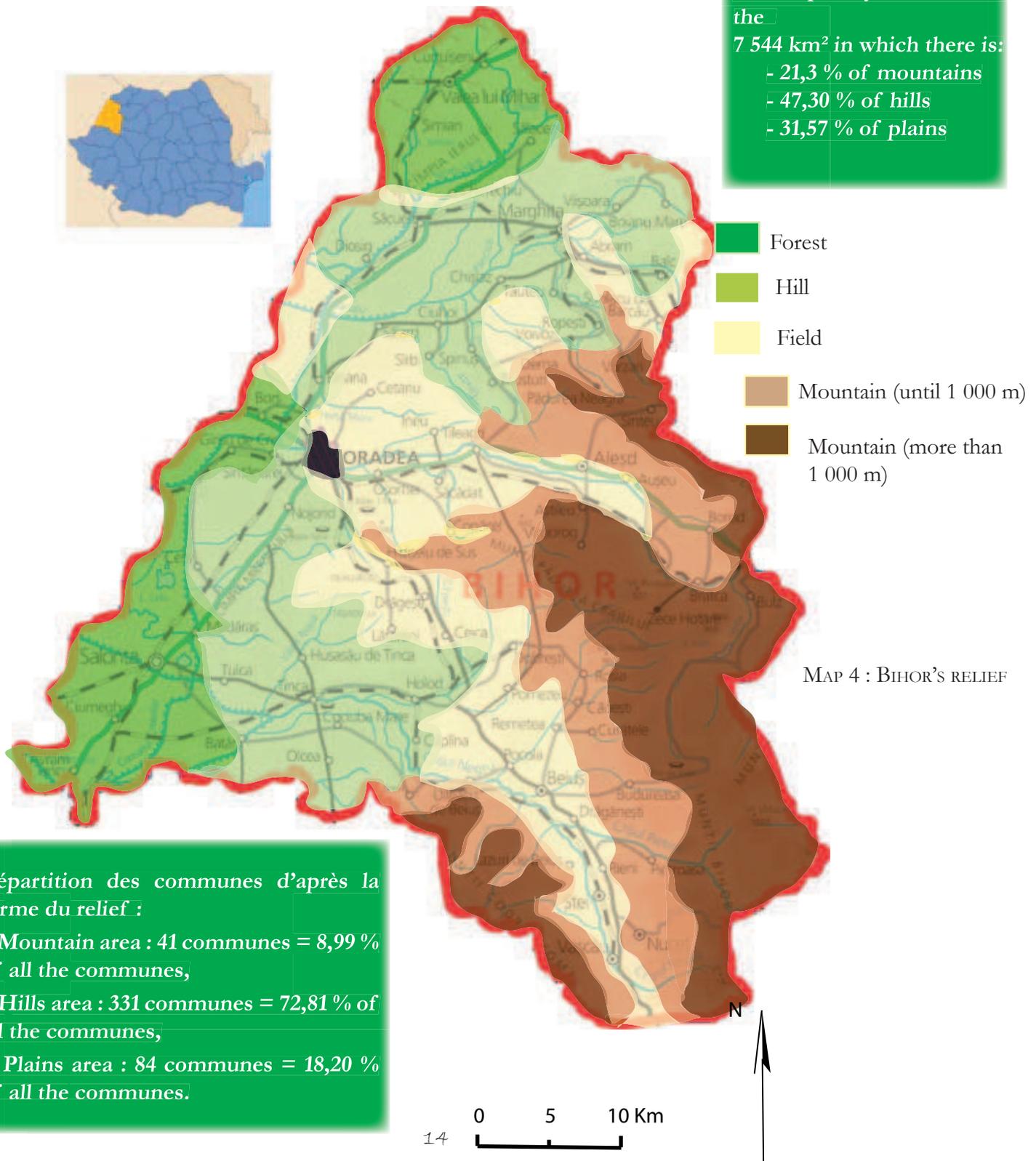
A territory mainly rural

The towns and villages are not uniformly spread on the county due to the relief. The relief determine the accessibility to the villages, it is why the most important density are in the hills area. 78 % of towns and villages have less than 1 000 inhabitants. In rural area, 25,95 % of inhabitants live in town under 3.000 inhabitants; 61,2% in villages of 3.000-8.000 persons and 12,4% in town bigger as 8 000 inhabitants. Most of the people is living in villages, in spite of the peripherality and the under standard way of life.



The superficies of Bihor is the 7 544 km² in which there is:

- 21,3 % of mountains
- 47,30 % of hills
- 31,57 % of plains

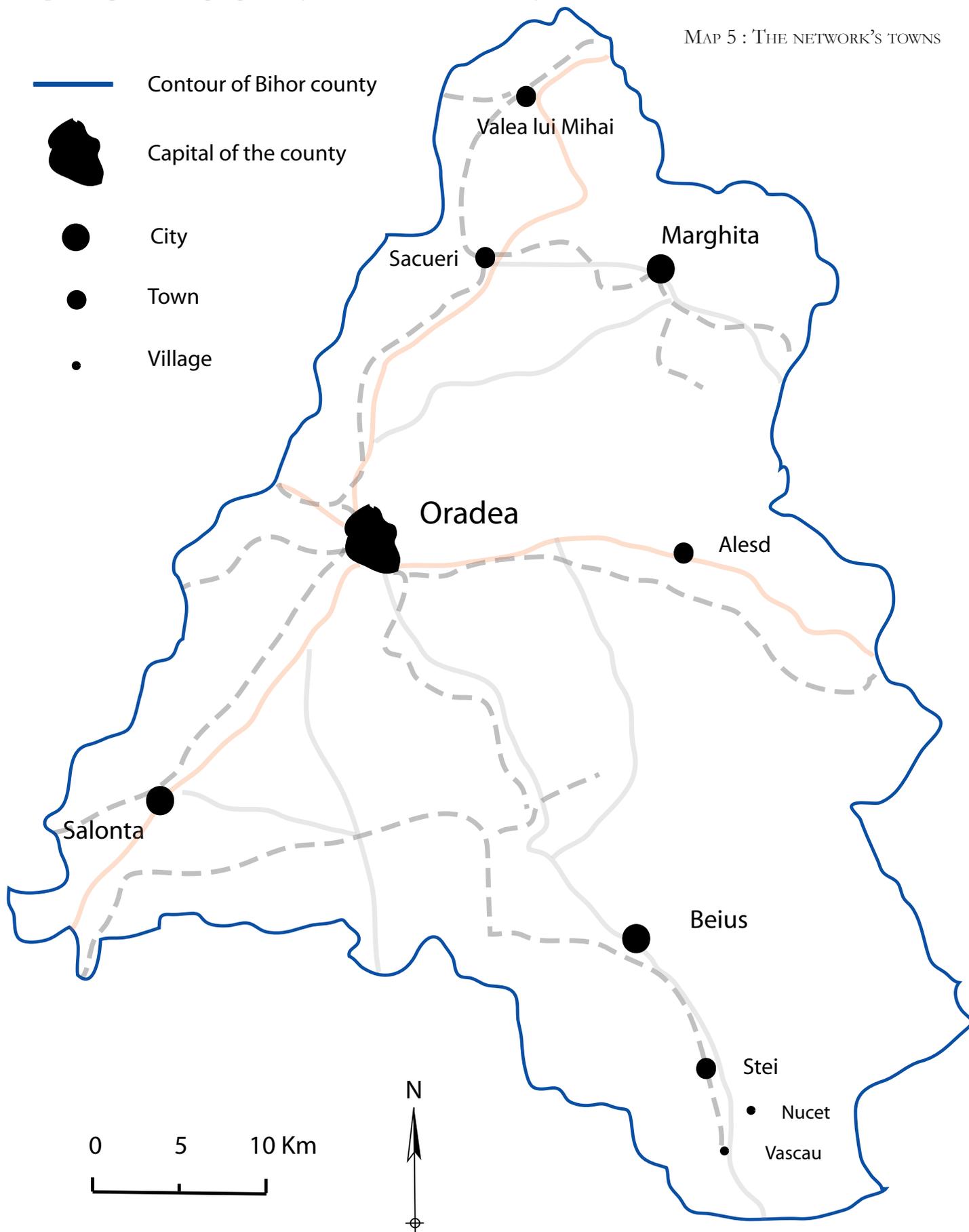


Répartition des communes d'après la forme du relief :

- Mountain area : 41 communes = 8,99 % of all the communes,
- Hills area : 331 communes = 72,81 % of all the communes,
- Plains area : 84 communes = 18,20 % of all the communes.

The towns and villages are not uniformly spread on the county due to the relief. The relief determine the accessibility to the villages, it is why the most important density are in the hills area. 78 % of towns and villages have less than 1 000 inhabitants. In rural area, 25,95 % of inhabitants live in town under 3.000 inhabitants; 61,2% in villages of 3.000-8.000 persons and 12,4% in town bigger as 8 000 inhabitants. Most of the people is living in villages, in spite of the peripherality and the understandard way of life.

MAP 5 : THE NETWORK'S TOWNS



Row I ORADEA

- All the public administrative main offices and decentralized states services,
- Juridical institution
- Hospital and medical urgency, specialist, rest-home, orphanage, pharmacy
- university
- auditorium, nightclub, library, museum, zoo, stadium
- commercial centers and diversified services
- branch office of bank and insurance filial
- many places of worship
- airport, railway station, road station, urban transport
- institution departemental of security

Row II –Cities : Marghita, Salonta, Beius

- main offices of local public administration
- civil court
- hospital and medical urgency, free health center, pharmacy
- secondary school and high school
- library, museum, nightclub
- supermarket, market, diversified commercial services
- branch office of bank and insurance filial
- stadium
- many places of worship
- railway station, road station, urban transport
- institution departemental of security

Class of cities	Cities		Population	
	Number	%	Number	%
Cities of I and II row - Oradea, Beius, Salonta, Marghita	4	0,9	250 632	41,7
Cities of III row - Alesd, Nucet, Sacueni, Stei, Valea lui Mihai and Vascau	6	1,3	36 970	6,2
Towns	18	3,9	10 556	1,8
Villages	428	93,9	302 088	50,3
TOTAL	456	100	600 246	100

Surce: Planul de Amenajare din Bihor 2005-2006

Row III - Orase: Alesd, Stei, Nucet, Sacueni, Valea lui Mihai, Vascau

- offices of local public administration (town hall)
- hospital and medical urgency, free health center, pharmacy
- first school, secondary school and high school
- library, museum, nightclub
- grocery store, market
- sport field
- many places of worship
- road station
- police office

Row IV – Villages belonging to a town

- town hall
- first and secondary school
- free health center and pharmacy
- police office
- library
- grocery store
- bus stop
- church

Row V – burg

A positive point in rural area is the presence of commercial equipment in each village. The public administrative equipment are only present in the most important cities on the Bihor (cities of rang I and II). This equipment are determined by the number of inhabitants. A first school, a free health center, a grocery store and a church are necessary for a village bigger as 200 inhabitants located in a geographical isolated area or which is farer as 5 km of an other village which are lacking of. Such area concerns the zone between Salonta and Beuis (Capâlna, Ceica, Cociuba Mare, Dragesti, Holod, Lazareni, Olcea, Sâmbata, Soimi si Tinca).

Thus, this area necessite an action of utmost importance. The lack of health center, school, post office in rural area reinforced the isolation of this localities, which for the most of them are spread in moutain area. There is strong differences between urban and rural area due to the weakness of private investment and public finance-ment in rural area.

The Planul de Amenajare din Bihor specify the lack in rural area of health center and emphasize the bad sanitary condition in such place, which explains the high infantile mortality. There is furthermore only 1,7 doctor for 1 000 inhabitants. The problem of the hospital is the cost and the maintain investment. It remains an obstable of an performant sanitary network.

Furthermore the growing of illness is due to the bad condition of the quality of water. The water distribution network are in majority old and suffer of heavy lose. 62 % of the localities do not have water network and 95 % do not have watercourse. It shows that the development of rural area is a major issue of the endowment of the county. In addition, the Judet make it an priority in his development strategy for the next years.

Indicator	1950	1960	1970	1980	1990	1995	2004
Localities with water distribution	1	4	19	43	92	118	173
Localities with water-course (canalisation)	2	4	11	14	16	22	23

Surce : Planul de Amenajare din Bihor 2005-2006

The electricity and water networks and further the social investement implementation/care is difficult for the high number of villages. The launch of intervillages operation could be a way to resorbe this lack of equipment. There is on Bihor 600 245 inhabitants, in which only 287 605 in urban zone (206 614 in Oradea). We can therefore consider that the situation is alarming.

The vulnerable area are the smallest villages, which are not conected with the water, watercourse and electicity networks; also in villages which the main activity are agricultural and moutain area : Holod, Husasau de Tinca, Lazarini, Soimi, Carpinet Criscior.

The rural poverty, measured by the consum, is higher in family who live only by agricultural activity and who have a low level of education. The spending structure of consum show that 55 % of the familial budget is involve in food.

	Life expectancy (years)	Rate of illiteracy	Rate of education
Bihor	68,5	97,3	68,5
România	70,5	97,1	64,9
Regoin North-West	68,7	97,3	65,7

Surce : Planul de Amenajare din Bihor 2005-2006

The city-countryside inter-relations

The rural development is a very important sector of the European Union politics, most of all because the rural area fills 90 % of the EU-25 territory. The rural area represents an important capital for the preservation of the social and ecologic environment for it concurs to protect the natural resource and the cultural worth, which is necessary for the touristic development.

Agriculture area represents most of the used land. Therefore we can consider that the county is more constituted by rural than urban area. There are only 4 urban zones which concentrate the employment and the activity along the transport axe : Oradea, Marghita, Salonta and Beius.

County superficy in which :	7 544 km ²
Agricultural land	66,20 %
Forest	25,80 %
Urban zone	3 %
Communication way	1,90 %
Other surface	1,30 %

According to the Planul de Amenajare din Bihor 2005-2006

The rural areas have relative strong agricultural activity, but it is characterised by structural handicaps. As a result of this, there is a persistent drift from the land, towards large towns and migration within the region from rural to urban areas. Rural areas are characterised by under-employment, low family incomes and declines in public and private services.

The picture of town and countryside in Bihor is not blurred yet by the emerging industrialisation. The relation between rural and urban areas differ totally from France. The less of infrastructures of communication does not allow a rapid and easy connection between urban and rural areas. There is a clear distinction between this two zones. The rural life is not already urbanised by transcending commodity relations and life styles are not appropriated according to mass consumption patterns regardless location. Therefore, how to make easier the urban and rural balance? Could a particular focus on urban-rural relationships and partnerships be relevant in such policy?

The urbanisation encompasses the whole spectrum of human life, which means that the countryside and rural life are not seen as residual factors of urbanism but an equally important counterpart in a relationship between urban and rural settings and life.

The urbanisation in terms of structural changes in the economy relates to the movement of people between various sectors of the economy, some of them significantly rural (agriculture) and others mainly urban (commercial services). Urban-rural relations are dependent on prospects for lucrative investments, and those vary over time and according to the national and local context. The nationally and locally developed systems of land exploitation and real estate markets are crucial in understanding urbanisation in any particular place.

It is possible to identify two distinct phases in urban-rural functional relationships :

- the first phase occurred when societies of Europe were predominantly rural and cities relationships with rural areas were characterised by the consumption of agricultural produce by urban dwellers in exchange for cities' commercial products,

- in the second phase, after the Industrial Revolution, the balance of urban-rural relationships began to shift towards an increasing dependency of rural areas on urban economies. Urban-rural linkages are now moving beyond the single one-way exchanges and demonstrate a more complex and dynamic interdependencies.

The urban-rural relations in Romania, and specially in Bihor, could be consider in the transition to the second phase.

Evolution of the population during 1966 - 2002

	Total	Urban zone	Rural zone
Evolution of the population during 1966-2002			
1966	586 460	161 175 27,5 %	425 285 72,5%
1977	633 094	238 014 37,5 %	395 080 51 %
2002	600 246	287 604 48 %	312 642 52 %

Source : Planul de Amenajare din Bihor 2005 -2006

The discrepancy between rural and urban areas are a specific social problem of the romanian rural spaces. The weight of urban and rural population is relatively the same in Bihor, 52 % of the people live in rural area, even if we could observe a growth the urban population until 1992. This trend of the growing of rural population is due to the industrial restructuration in urban area since 1990's years. The problem of rural areas concern the majority of Bihor's population, it is why to develop this zones are a priority.

Structure of the population by age - 2002

	0-14	15-59	+ 60	TOTAL
Urban	49 252	206 212	43 605	299 069
%	45,8	54,7	37,7	49,8
Rural	58 203	170 809	72 165	301 177
%	54,2	45,3	62,3	50,2
TOTAL	107 455	377 021	115 770	600 246
%	17,9	62,8	19,3	100

Surce: Planul de Amenajare din Bihor 2005-2006

Structure of the population by age (1992-2002)

Census	0-14	15-59	+ 60	TOTAL
1992	143 446	404 534	112 151	660 131
%	22	61	17	100
2002	107 455	377 021	115 770	600 246
%	18	63	19	100

Surce : Planul de Amenajare din Bihor 2005-2006

The aging process of the population is very important in Bihor but specially bigger in rural area (62,33% of the rural population is older as 60 years ago). This fact has very important repercussions on the economy of the county, most of all if this ageing rural population is the most representative point of the people who works in agricultural sector.

The disparities between urban and rural areas are further reinforced by the differences of transport's and social's infrastructures, the water supply. A reduced number of villages are not connected with the system of water supplying. The majority of the villages benefits from a basic medical service, but the quality of the service remains relatively low for the insufficient infrastructure and equipment. Likewise there is no information or action in rural area to prevent and make the population awareness to the environment conservation. Thus it explains the strength aesthetic pollution.

The future of numerous rural areas is functionally increasingly interlinked with urban development in terms of flows, exchange processes, institutional links and interdependencies. The problem of the current situation of the towns and villages network follows the distribution of the population and the economical activities on the Bihor area. The number of important villages split out on overall in Bihor is specific of an agrarian economy in which the farms are maintained in a strength link with the land own property. Therefore the organisation of the villages network must launch some partnership between other villages to ensure a better use of the infrastructures. The european programme LEADER + concurs to impulse a new dynamic in rural area.

A difficult economical restructuration

The economic structure of Bihor county benefits from the :

- *diversity of the relief form (agricultural use in plains, viticulture and fruits farm in hills and pasture in the Apuseni mountain),*
- *important soil resource (arable land, hidrocarbure and iron ore deposit, stone for buildings and mineral, thermomineral and geothermal water deposit),*
- *an advantageous geographic location (the gate to Union European),*
- *european developed transport way (motorway).*

This relief allows the development of various kind of agriculture, which have a dominant weight on the economic structure, a heavy extractive industry and a balnear tourism with the geothermal water.

The socialist economic politic conducted the territory to develop industrial factory due to the local raw material. While interwar urban polarisation had centred around the tertiary sector, it was the industrial sector that was given priority after the Second World War, and it outgrew the commercial, cultural and social sectors in these centres. During the period 1950-65 the development of county-seats as the first growth poles, became a priority task. After 1968, the country opted for a closed, self-sufficient economy, with an industrial sector capable of producing everything. Large industrial units were built in county-seats and intermediate-sized towns.

A third period between 1980 and 1989 was marked by the industrialisation of small-sized towns and rural settlements. The massive investments that were made in the urban economy after 1970, brought about radical changes in the structure of activities, and implicitly in the relationship between towns and the surrounding countryside from where they derived their labour force.

According to census data of 1992, over 50 % of the economically active population in half of Romania's towns worked in the industrial sector.

At the beginning of the 90's, it was the large enterprises with over 1000 employees that prevailed, providing jobs for approximately 70 % of the total work force, dominantly in machine-building factories and chemical works. The industrial sector is no longer a major binding force between towns, and they are likely to decline steadily while the tertiary sector seems to be recuperating.

The sudden downfall of the political regime in 1989 meant the development of new self-control mechanisms to replace the old utopian ones. The abrogation of the restrictive law that had controlled migration movements was the cause of the first turbulence in the urban system. After 1970, large towns had been closed to people seeking permanent residence, except for people with specialised competencies. The large cities were the principal beneficiaries of this abrogation. In 1991, population shifts began to slow down, but not in large cities, county-seats and some industrial towns where the inflow of people continued.

The Land Law enacted in 1991, had both direct and indirect effects on towns and the urban system as a whole. Part of the retired population, originating from countryside, would periodically or permanently return to their native villages to work the plots of land reappropriated to them. Peasants who live in the neighbourhoods of towns also received land. This brought down commuting to less than one-third, because commuters were the first to lose their jobs as the managers would argue that they had a source of income. These factors considerably reduced the negative impact of industrial restructuring for townfolks.

Recently, people have started to leave the towns to settle in the countryside : cross-country data indicate a decrease in urban population since 1996. The economy is in transition from a centralised system to a market driven one. This means a restructuring is taking place in the urban as well as in the rural economies. The Land Law has resulted in the creation of new jobs in agriculture through the parcelling out of land. Approximately one-third of the owners live in towns.

Currently persist an important rural population who is working in the agricultural sector. This sector remains important for the slump the industry after 1990 : a heft working force become available. To avoid the unemployment the return(ed) working in the village in the agricultural return land, dint the new land law.

On Bihor the speed development of the private sector absorb this working force in supply. Moreover the unemployment rate of Bihor county is one of the smaller of the country in 2005 : 2,50 % against 5,83 % for the country. But it also traduce the hide unemployment of the agricultural sector.

Conform to INSSE Bihor, at the end of 2001 the privatisation process of the county's economy was 99 % private for the agricultural production and 86 % for the industrial production.

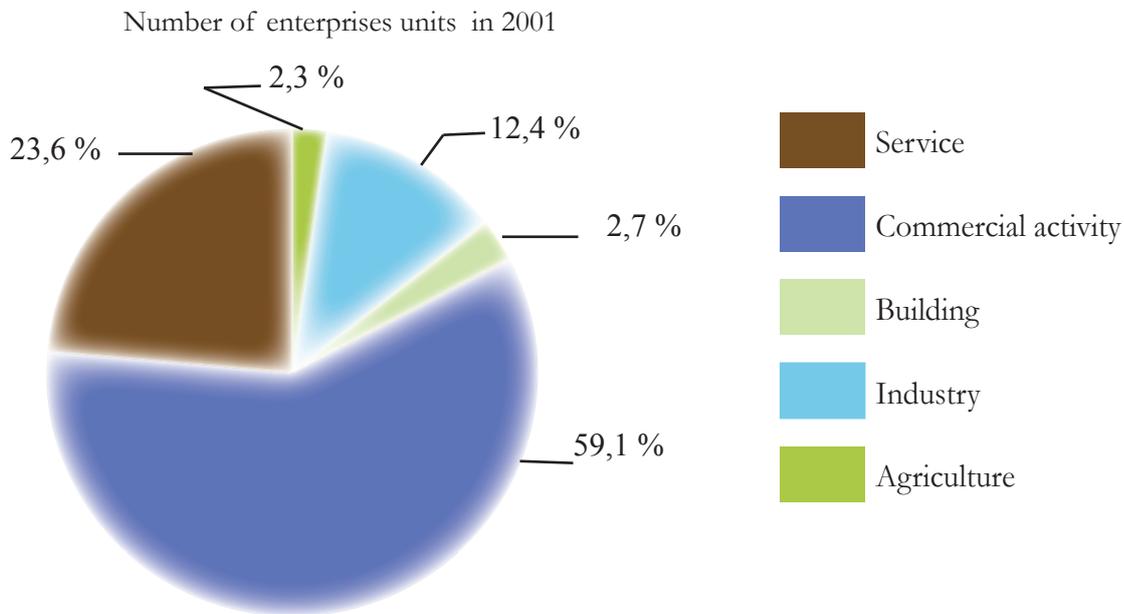
Since 1995 the number total of society changes in a significative way for:

- 243 new units was created,
- the shrinkage of agricultural units of 1 298 units,
- the expansion of the number of industrial societies of 477 units.

The number total of enterprises in 2001 was 11 521 in which 101 states units and 11 420 private units ; 99,2 % of them are Small and Medium Enterprise.

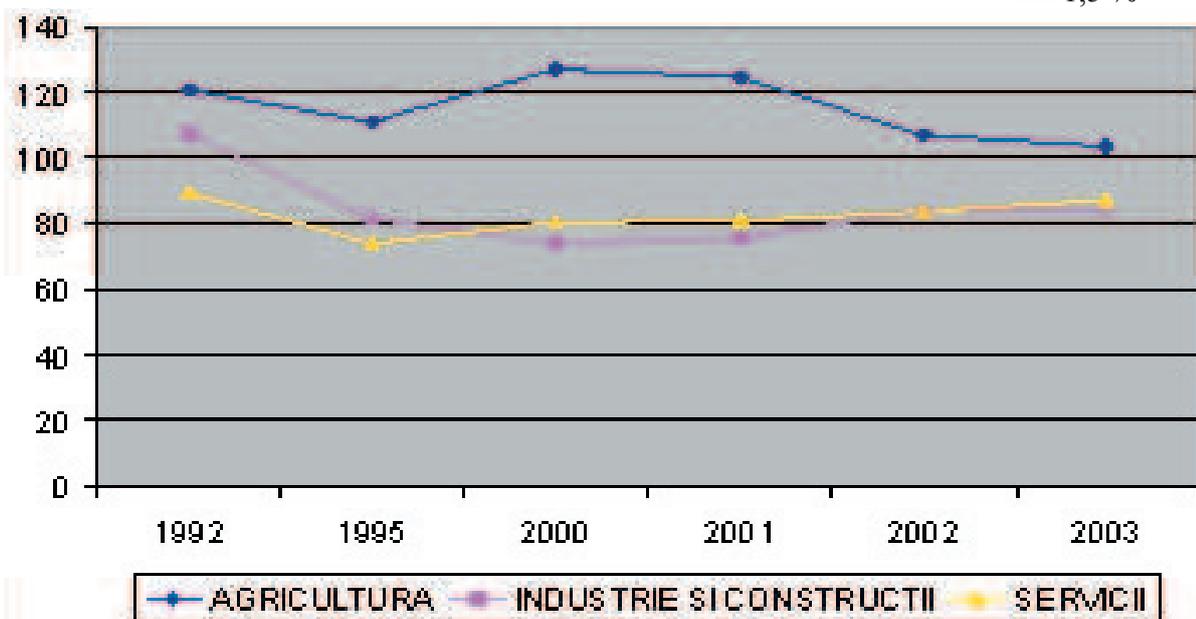
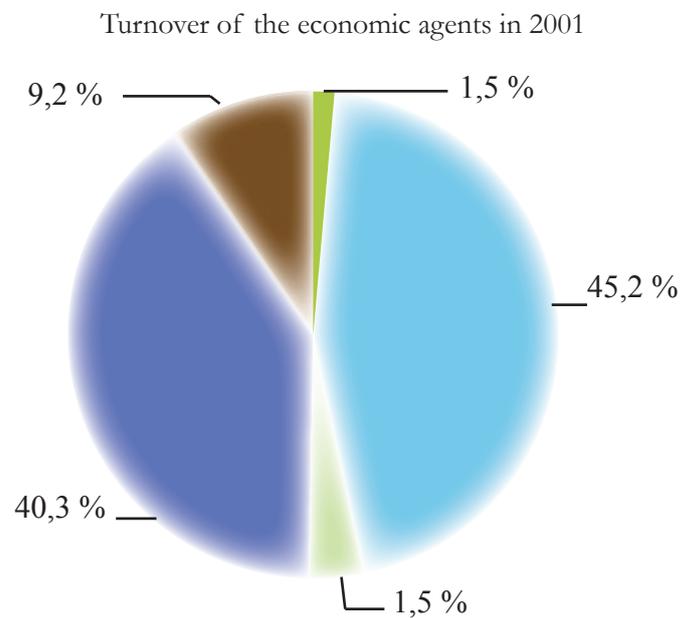
The economic structure could be illustrated by the number of enterprises and their turnover.

Notwithstanding this graphic shows only agricultural enterprise but it misses all the familial farm which concentrate a very heavy working force. The Data of the Planul de Amenajare din Bihor do not explain the loss of economic potential concentrate in familial farm, which are the main means to survive for most of the persons who live in the countryside. Agrarian societies are very few for this form of remains to the socialist entrepreneurship.



The industry and the commercial activities gain the more turnover of the overall county's economy.

The under graphic shows the evolution of the economic restructuring on Bihor with the evolution of the number of the person involve on agriculture, industry and services.



Surce : Planul de Amenajare din Bihor 2005-2006

Bihor has an important food, chemical, extractive and oil industry. The tourism could be also a potential endowment in the county with the balnear station of Baile Felix, winter station Stâna de Vale and the Natural Park of Apuseni mountain (Parcul Natural Apuseni).

The working-class comprise 283 300 inhabitants of the county (total population : 600 246) and represent 47,3 % of the county's population. For the Agentia Nationala pentru Ocuparea Fortei de Munca, we can observed the unemployment rate :

	1991	1995	2000	2001	2002	2003
Unemployment rate %	2,6	6	4,8	3,1	3,2	2,5

Surce : Planul de Amenajare din Bihor 2005-2006

The spreading out of the working class

	Active population	Occupy population	Unemployment	Inactive population
Urban area	120 425	112 293	8 132	167 179
%	51,8	48,2	3,5	28
Rural area	112 191	103 261	8 930	200 451
%	48,2	44,4	3,8	33,4
TOTAL	232 616	215 554	17 962	367 630
%	100	92,6	7,3	61,2

Surce : Planul de Amenajare din Bihor 2005-2006

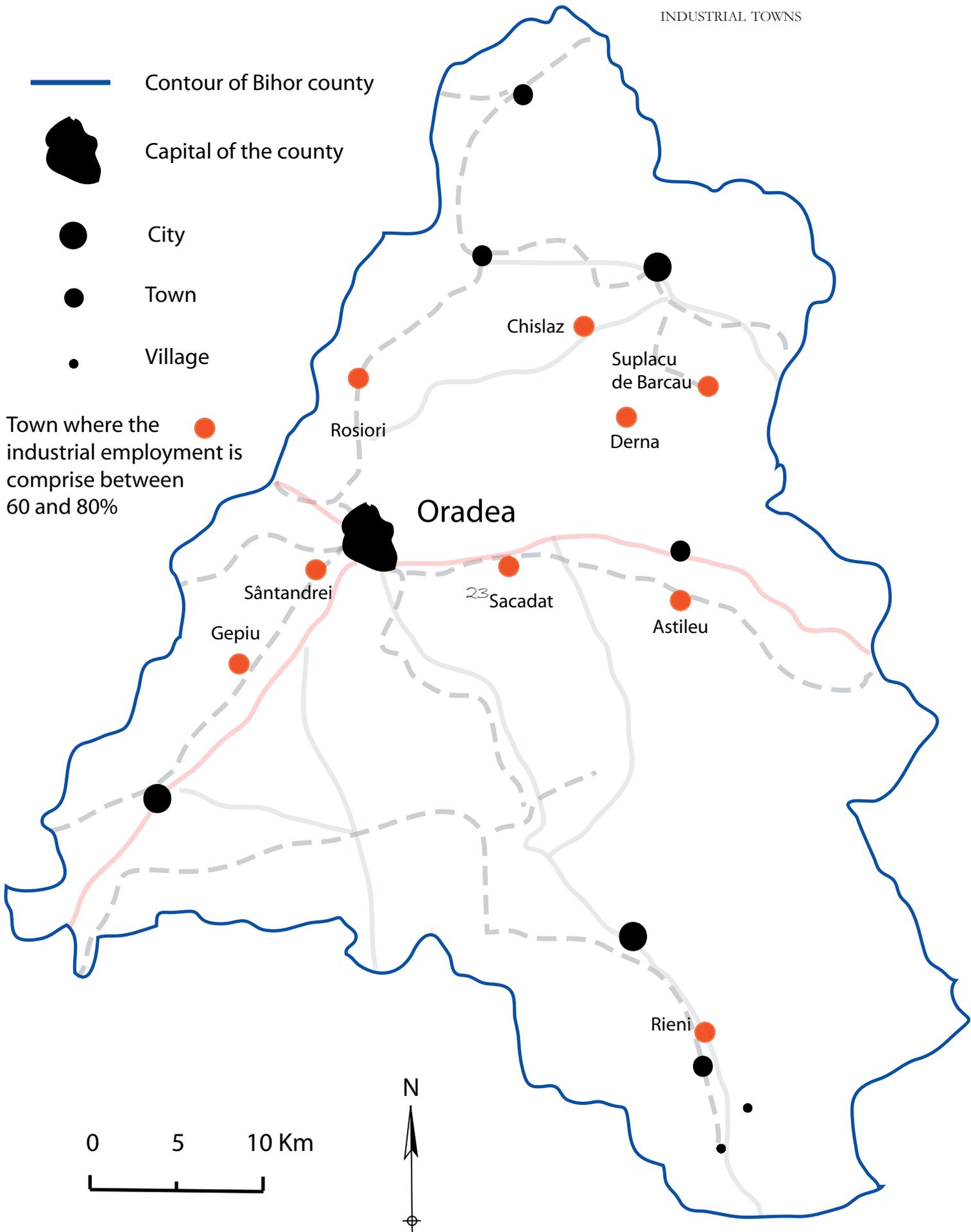
We can notice the heavy weight of inactive people on Bihor county. Less of the haft is working and can occurs to make the county more attractive for investment and industries implementation. The weakness of working class is a drawback of industries setting up.

Likewise we know that there is no industry in rural area, so we can imagine that the 44,4 % of occupy person in rural area in involve in agricultural sector. When we see the weakness of the agricultural turnover, we can also notice that this occupy person in rural area are hide unemployment, the person working in familial farm.

In the overall economic structure of the county, 53,3 % are involve in primary sector, 22,6 % in secondary sector and 24,1 % in the tertiary sector.

The place were the industrial employment is the most important are located along the major road and communication networks, most in the West and Nord-West of the territory.

MAP 6 : THE MOST IMPORTANT INDUSTRIAL TOWNS



An archaic agricultural sector

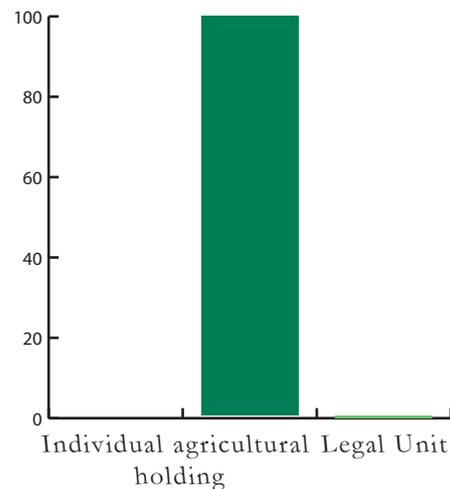
This section aim to present a short view of the agricultural situation of Bihor county.

All this graphics was made thanks to the data of the General Agricultural Census – 2002. It represents the first agricultural census carried out in Romania, under an integrated statistical programme, in line with the recommendations of the United Nations Food and Agriculture Organisation (FAO) dedicated to the World Agricultural Census 2000 and compliant with the provisions of the statistical Acquis Communautaire related to farm structure survey.

The agricultural holding are defined in accordance with international standarts as **“the economic unit of agricultural production, where the activity is carried out under a unique current administration, comprising all livestock owned and all areas fully or partially utilised in order to obtain agricultural production, irrespective of the type of the property, legal status or size”**.

Taking into account the specificity of Romanian agriculture, the definition of agricultural holding as statistical observation unit was extended beyond the delimitation criteria according to holding size, being also included individual agricultural holdings with small and/or very small agriculture utilised areas.

Legal status of agricultural holding, %



Fast all the agricultural holdings below to the category of the individual and familial holding, which are most of the time retirement people or secondary activity.

Legal status of the agricultural holding	Number of agricultural holding	Use land surface ha and %		Surface medium of the land use - ha
		ha	%	
Individual agricultural holding	138.343	283.228	56,9	2,05
Legal unit	959	214 749	43,1	223,9
Societăți/asociații agricole	63	30 471	6,1	483,7
Societăți comerciale	205	38 125	7,7	186
Unități ale administrației publice	202	138 907	27,9	687,6
Unități cooperatiste	7	33	0,01	4,7
Alte tipuri	482	7 123	1,4	15
TOTAL	139 302	497 977	100	3,6

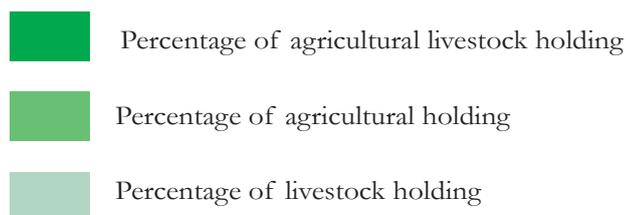
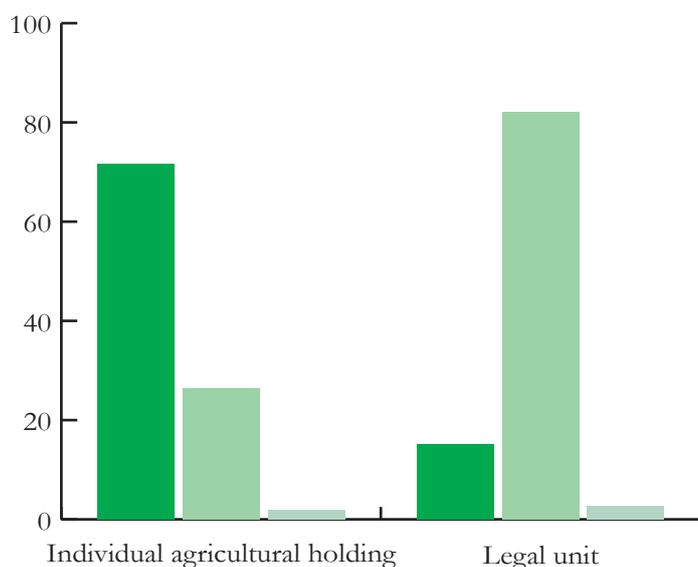
The definition of the observation unit had in view the specific of Romanian agriculture, characterized by the existence of numerous individual agricultural holdings, covering very small agricultural areas, but cumulated they hold a significant area; these households could not be neglected in 2002 General Agricultural Census.

The coverage had in view both small agricultural producers (individual agricultural holdings/ households) as well as legal units, carrying out agricultural activities (including units having another main activity than agricultural one, no matter of their ownership type).

Their coverage included:

- agricultural companies/ associations (Law 36/1991);
- trading companies (Law 31/1990);
- public administration units;
- co-operative units;
- other types (foundations, religious establishments etc.)

	Destination of the agricultural products		
	Only for the own consumption	Surplus sold	Main production sold
% Nord-West region	69,3	28,8	1,9
% Bihor county	69	27,9	3,1



This tabel show the importance of subsistence holding in Bihor. The agricultural activity is not integrated in the market.

The small Surface medium per farm (2,05 ha) makes impossible the increase of the output, the organisation and the management of the agricultural production. The excessive fragmentation of the land is also an impediment major to the technological progres of agriculture because the subsistence and semi-subsistence farms are custom.

The work of a bigger land agricole could allow a most important financial capacity to invest in modern equipment. But in Romania the work in common of the land is asimilate to the collectivisation during the socialist period. It is a problem for a rational use of the agricultural land because it accentuate the fragmentation of the land.

This graphic shows the importance of mixed farming, which is an indicator of subsistence agricultural holding.

The contribution of the different sectors to the Gross Domestic Product for Romania - 2003

Sector	Contribution to the GDP	Percentage of the population involve in:
Agriculture	14,6	33,2
Industry	31,5	28,8
Service	44,9	29,6

The agricultural sector involve the most of persons, but it is far away the less productive sector.

Weight of person involve in agricultural sector (%)

- Overall decrease of persons involve in the agricultural sector,
- More womans works in this sector, most in the secondary holdings and represents a small contribution of the family salary.

Bihor	2000	2001	2002	2003	2004
Total	44,6	44	38,6	37,6	34,6
Man	43,6	43,8	42,8	35,8	34,5
Woman	45,2	45,5	45,1	41,4	41,1

Source : Planul de Amenajare din Bihor, 2005-2006

Working-class involve in agriculture between 2002 and 2005

Bihor	2002	2004	2005
Total	78,5	78,7	76,5
Man	78,1	82,1	76,3
Woman	78,8	75,3	76,8

Surce : Planul de Amenajare din Bihor - 2005/2006

15,7 % of the working class involve in agriculture are more of 65 years old.

The rate of education level at Bihor scale shwos the duality of the romanian agrarian system :

- on one hand the subsistence agricultural holding, the person have not a high level of education,
- on the other hand, the legal units manage by agronom and agricultural professional.

Education Level %	Individual agricultural holding	Legal unit
Without degree	3	0
First school	25,3	0,8
Secondary school	29,8	2,5
Apprenticeship	20	3

Weight predominant in the Bihor economy of the agricole activity

The agriculture is a sector economic which absorb the bigger part of the employment in Bihor.

57,1 % of the rural population in Romania are involve in agriculture in 2002, it was 48,7 % in 1992.

This increase traduce the decline of the industrial sector and the reorientation of industrial employment in the agricultural activity

	% in comparison with the overall holdings	Supply older than 10 years %
Tractor	2,9	79,5
Agricultural mechanical machine	5,3	73,8
Irrigation supply	0,2	79,7
Animals pulling supply	7,6	79,3

The agriculture in Bihor must be restructuring because it has no enough capacity to be performant without mechanical machine.

This data plot the necessity of the acceleration of the restructuring and modernizing process of the agricultural sector and the rural development, to ensure a sustainable economic development of the rural area in view of the disparities between rural and urban area. New investment in rural area in the point of view new capacity of transformation of the agricole product, specially for milch, meat, vegetable and fruit industry.

A multifaceted territory

Touristy zone of Oradea

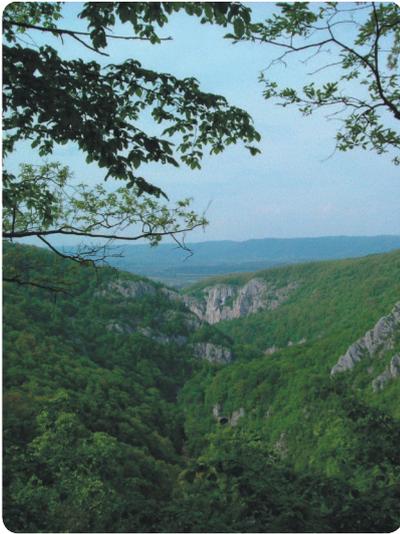
- cultural and heritage tourism : historic center of Oradea (Baroque complex, cathedral Roman-catholic, monastery, novel art buildings _ Vulturul Negru)
- balnear tourism : Baile Felix et Baile 1 May (8 km far from Oradea)



Baile Felix

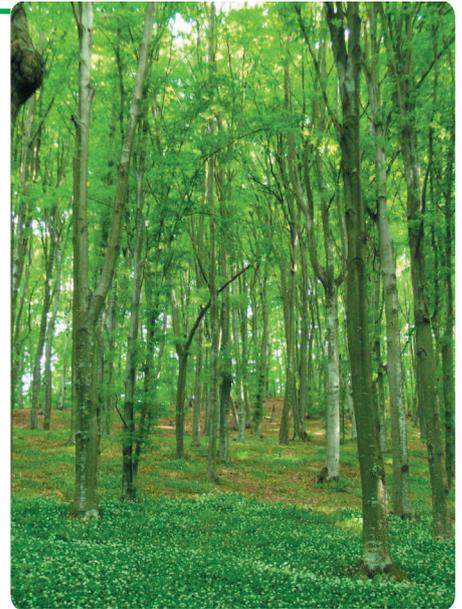


The Vulturul Negru



Crisul Repede Valley

- cross over the Craiului forest and his countryside area
- recreation tourism : speleotourism (karstic area), agrotourism (trek in the Crisul gorge _ Vadu Crisului_, fishery), possibility of skiing (Stâne de Vale)



Apuseni mountain

- natural park of the Apuseni mountain (relief karstic) : Alpinism and speleology
- padis area : main touristic zone of the Apuseni mountain : Padis plateau between 1 250 and 1 280 m



Countryside and Forest of the Crisul Negru Valley

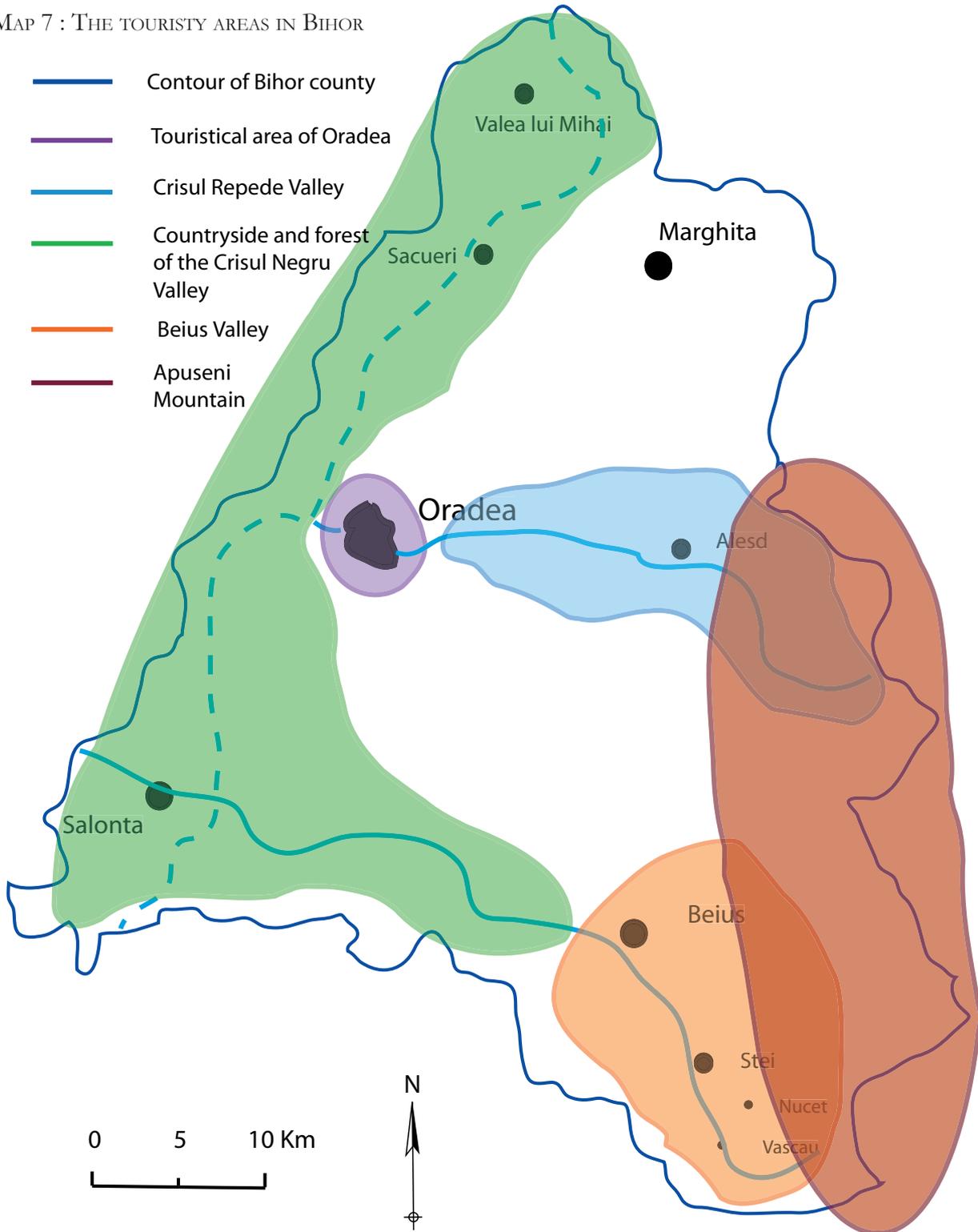
- countryside landscape with pasture area : rural and agroturism
- natural reserve of the Radvani forest and natural reserve of Poina
- fisher place in the Crisul Negru
- anual events like the wein festival ("Festivalul vinului"), the Day of automn in Sacuieni and the Day of the acacia in flower, etc.



Beius Valley

- well-known for his traditional practice and his specific architecture
- eco- and speleotourism on the karstic plateau of Vascau and in all the south of the county.
- rural turism and agrotourism : traditional and artisanal craft (ceramic)

MAP 7 : THE TOURISTY AREAS IN BIHOR



The county have many touristy potentials due to its differents landscapes but it is not make use. Bihor must use this opportunities to encourage the rural development. But it will be efficient only if coordinated projects are lead on the county scale which encompass all the actors of the area. The tourist informations should set up a touristic network at Bihor scale to attract tourists for a longer period. At the moment the touristy development is based on the balnear potential. But although there is thermal potential the infrastructures have not the quality of the Hungarian therms, only 50 km far away. This kind of tourism correspond to the wish of romanian people. Therefore the quality of the infrastructures should be improve. Bihor must also develop the eco- and agro- tourism, which is prize by west european tourists. It can also bring a important gain for the rural area.

The people who live in Bihor must be aware of the potential of their region and make use of it. A deeper analyse had to be lead to measure the lack/asset of the territory in terms of tourism.

TO SUM UP...

This analyse try to answer to the question whether the social and economic geography in Romania has changed dramatically in result of EU and national policies during the last decade. Indeed we observe in this part the importance of change in the differents spatial scales and their impacts at local scale. Bihor, due to its geographically location, is encompass in the European Union influence with the proximity of Hungary in the west of the county; while the east remains in retreat of development. The east of Bihor suffers of the weakness of transport, health and education infrastructures. The subsistence agriculture remains the main economic activity in the rural area.

Nevertheless the county have many potentials that it must make the most of it, while it must concurs to reduce its bottlenecks.

The ongoing transition process occurs in a wide corridor of development options. **Whether and to what extend regional and sector intervention will particularly affect regions which are on the edge of social, economic and environmental decline ?**

The evaluation of the EU policies integration will indicate whether the policy priorities and measurements are appropriate in stimulating territorial balance and will provide recommendations on amendments to these policy structures.



2.

THE EFFICIENCY OF THE EUROPEAN UNION PRE-ACCESSION POLICIES AT THE BIHOR LOCAL SCALE

The European Union and its policies obligates the Candidate Countries to catch up with the *acquis communautaires* for the enlargement, especially in agriculture : they have to be a viable competitor on the international market and to preserve the agricultural activities in rural zones which are threatened by the international concurrence and its lower prices.

Significant restructuring of agriculture has taken place in the EU-15 during approximately 40 years of the Common Agricultural Politic. This process has been increasingly focusing on assisting farmers to run modern businesses with emphasis on production methods, food standards, animal welfare and environmental demands. Despite the restructuration and the common market, farms structures vary significantly between regions in the EU. The new Member States' farmers have been facing similar pressures, both to adjust to consumer's preferences and to meet the requirements of the *acquis communautaires*, largely relying on their own resources.

Severing the link between aid and production is to make EU farmers more competitive and market-oriented, while providing the necessary income stability. More money will be available for farmers for environmental, quality or animal welfare programs by reducing direct payments for bigger farms.



- How the European Union could help/ensure the restructuration of the romanian agriculture ?
- How do European Union and his policies contribute to reorganize the agricultural sector ?
- How to implement local institution to help the setting up of pre-accession aid distribution ?

How the European Union could ensure the restructuration of the romanian agriculture ?

European Union's policies could help the romanian agriculture with the giving out of pre-accession aid to :

- ensuring a stable supply of affordable and safe food for its population,
- providing a reasonable standard of living for EU farmers,
- allowing the agriculture industry to modernise and develop,
- ensuring that all regions of the EU could sustain farming,
- looking after the well-being of rural society,
- ensuring that the environment is protected for future generations,
- providing better animal health and welfare conditions.

The opening of the border

Over the last 50 years the EU has acted to break down barriers between the EU's national economies and to create a common market where goods, people, money and services can move freely. EU and the candidate countries has set up European Agreements, which form the basis of trading relations and are to break down trading barriers. After enlargement there can be no protective trade barriers between Member States (old or new), other than essential restrictions, e.g. to prevent the spread of animals or vegetation diseases.

By creating a boarder-free common market and a single currency (the Euro), the EU has given a significant boost to internal trade and employment. It is therefore a strong voice to backup the interests of all EU farmers in the World Trade Organisation (WTO) and agricultural trade negotiations. The extended EU will have new neighbours and trading partners such as Russia, and will be able to play a strong role worldwide, including the far eastern markets which carries a huge potential.

The Pre-Accession Aid support

There are currently 3 mains pre-accession instruments which have been available to support the enlargement of the Central and East European Candidate Countries and new Member States :

- *PHARE – Poland- Hungary Aid for the Reconstruction of the Economy*
- *ISPA - Instrument for Structural Policies for Pre-Accession*
- *SAPARD - Special Accession Program for Agriculture and Rural Development*

PHARE is the main “regional” pre-accession instrument. It began in 1989 with the objective to provide support for Central and East European Countries (CEECs) in the process of fundamental economic restructuring and political reform, e.g by supporting the development of the private sector, the democratisation and the human resource.

In 2000, PHARE was re-oriented to target economic and social cohesion and institutional building capacity. Since 1998, at least 30 % of the PHARE National support has been oriented into institution building.

ISPA projects aim to help the new Member States and Candidate Countries to meet EU standards in the environment sector. They are also to develop high quality transport links necessary for economic development and the free movement of people and goods within the enlarged EU.

SAPARD, introduced in 2000, is the main pre-accession instrument which manage the agriculture reorganization of Central and East European Candidate Countries as well as new Member States. This program is designed to set up the European Agricultural Guidance and Guarantee Fund, providing support for rural development and the sustainable development of agriculture. It also offers support to prepare for the implementation of the Common Agricultural Policy after accession.

The agricultural financial support

The Common Agricultural Policy will provide Romania with Pre-Accession Aids, then direct income support (fully after an initial phasing-in period) and access to rural development measures and funding.

Direct payments will provide a mechanism support for farmers and farms households incomes. In the short-term, while a lower level of direct payment would affect relative income levels in the new Member States, it does not affect the price or quality of production or the ability to sell. However, in the longer term, it does inhibit the capacity to invest - which is why the Commission has proposed to set up instruments to encourage investments and to restructure and reinforce rural development programmes, through :

- *investments and restructuring aids,*
- *temporary income support for semi-subsistence farms undergoing restructuring,*
- *to maintain acceptable living standards.*

A gradual process of adaptation has been taking place through :

- *associations Agreements allowing trade between the EU-15 and the future members,*
- *pre-accession funding by the EU for rural development,*
- *agri-food industry reorganization programs.*

Accession to the EU should bring substantial modernisation and reorganization of farming and food processing in the new Member States. and Candidate Countries. This will result partly from the opportunities offered by the single market but also from capital investment co-financed by EU rural development funds.

The income prospects for the new Member States are positive. But they will need to rise up to new challenges for them to be competitive - on both price and quality. They will need to invest to reach new standards and expand their market shares.

EU assistance will help the transformation but farmers' own initiatives and resources will be decisive for the future.

How do European Union and his policies contribute to reorganize the agricultural sector ?

The European Union's policies with the contribution of pre-accession aid strongly aim at :

- a *spatial cohesion*,
- a *balanced spatial competition*,
- a *spatial integration*.

Overall, across all the setting up programs, no specific reference is made concerning the concepts of territorial cohesion, spatial development and polycentric development. However, the broad objective of reducing territorial disparities by supporting economic and social cohesion is implicit in the SAPARD programs. They address the fundamental structural disparities between urban and rural areas.

However SAPARD aim to contribute implicitly to the setting up of EU's objectives :

	Spatial Cohesion	Spatial Cohesion	Spatial Integration
SAPARD	Support for rural regions and agricultural communities	Support for agricultural diversification and endogenous development	Integration of rural communities

Capital supply projects funded by SAPARD can relate to a wide range of spatial development goals. These interventions have the potential to contribute towards **more balanced regional development** and spatial cohesion by addressing both the need for various forms of **agricultural investments and diversified economic development in rural areas**.

The instrument of the agriculture restructuring and rural territories development : the SAPARD programme

The goal of SAPARD is to orient the production in accordance with the foreseeable market tendencies and the development of new markets for agricultural products, especially for the processing and marketing of agricultural products grown according to the environmental standards and the *acquis communautaires*.

This programme is declined in 4 objectives :

The improvement of the access to markets and of the competitiveness of agriculture processed products (**objective 1**) cannot be fully developed without supplies in agricultural raw materials. These resources must be diversified, stable from the quantitative point of view, of superior quality and having competitive prices. These are the objectives pursued in the framework of the development of rural economy (**objective 3**).

Objective 1: Improvement of competitiveness for agricultural and fishery products

- improving processing and marketing of agricultural and fishery products (measure 1.1)
- quality improvement and standardisation regarding the agricultural products security

This **objective 3** is to improve the conditions for entrepreneurship and to develop rural tourism as a mean to create jobs and economic diversification. These activities are to reduce the bottlenecks and hence increase regional development, which in turn leads to the reduction of social and economic disparities between regions.

Also, the implementation of the regular supply flow of the marketing and processing units is conditioned by the existence of a sufficient infrastructure network and especially by a network of dense rural axis, which will allow to service the supply units. This objective meets the **objective 2**, which is to improve infrastructures for rural development and agriculture. The restoration and development of villages and rural infrastructure, for example, has the capacity to improve the quality of life and the environment in rural areas as well as the conditions for entrepreneurial activities, the creation of new jobs and business opportunities alike, thus contributing to the stability of settlements and reducing the depopulation of rural areas.

Objective 2 : Development and improvement of rural infrastructure

- improvement of rural infrastructure
- management of water resources

Objective 3 : Economic development of rural areas

- investment in agriculture exploitation (measure 3.1)
- setting up of entrepreneur groups
- production means which takes into consideration the protection and preservation the environment
- diversification of economics activities (measure 3.4)

Objective 4: Human resources development

- improvement of vocational training in rural areas
- technical assistance

The implementation and the efficient operation of the production or processing units are conditioned by the training of the economic agents, who are necessary for these functions. This objective is also provided in the framework of the **objective 4** : development of human resources.

Finally, environmental quality projects funded by SAPARD can relate to a wide range of spatial development goals. Interventions addressing such issues as the redevelopment of villages, better water resources management, land improvement, re-parcelling, land consolidation, and agricultural production methods designed to protect the environment and maintain the countryside will improve the quality of life along with the environment in rural areas. It is a capital gain for the area.

Thus, all the conditions for the development and modernisation of vegetable and animal farms, as well as the capacities of processing agricultural products in accordance with EU standards will be ensured. The reorganization of the agricultural sector could not be made separately from the rural development. It is strict condition for its success.

SAPARD's projects in Bihor

In June 2006, on Bihor 118 SAPARD projects were created, including 6 to the measure 1.1, 58 to the measure 3.1 et 54 to the measure 3.4. These projects have contracted 29,5 millions Euros. The part of the exploitations setting up SAPARD project in comparison with the total of agricultural holdings in Bihor is only 0,1 %. SAPARD have thus only a very limited impact on the reorganization of agricultural sector and rural development.

Price June 2006	Total Euro	% in comparison with all the budget
Measure 1.1	9,5 millions	32,8 %
Measure 3.1	12 millions	41,4 %
Measure 3.4	8 millions	27,6 %

Improving the processing and the marketing of agricultural and fisheries products : measure 1.1

Applying art. 2 from the Council Regulation (EC) no. 1268/1999, art. 3 from the Regulation of European Commission no. 2759/99 and art. 25 and 26 from the Regulation of European Council (EC) no. 1257/1999.

Only 6 projects in Bihor = 5,1 % of the above SAPARD project in Bihor

Main Goal : the support for investments to improve and rationalise the processing and marketing of agricultural and fisheries production in order to match progressively the *acquis communautaires*.

Thus it contributes to the increasing of competitiveness and added value for these products, being at the same time a sector with a big potential for creating new jobs. This measure will be accompanied with the on-going privatisation of the sector and the suppression of over-capacity owned by the State.

It has created:

- a butchery,
- an industry of meat process products /transformation,
- a dairy (6000l/zi),
- an extension of a poultry exploitation,
- the modernisation of an industry of meat process products.

The project was only set up by Commercial Society. It does not concern small and semi-subsistence agricultural holdings. This measure increases the performance of holdings and industries already developed and integrated in the market. We can highlight that this measure supports implicitly intensive production. Only the modernisation of existing capacities will be sustained.

The semi-subsistence agricultural holdings can not develop and set up this program, for farmers do not know this SAPARD project cause of a lack of communication between the administrative institution which delivers the subventions and the farmers. There isn't any available institution yet in Romania which could provide a true and efficient link between the rural population and the European program.

Also, it means that in a longer term they are dedicated to disappear. This kind of holding currently preserves and maintains the territory. In the future, with the slump of this exploitation, how will be the land maintained?

Furthermore, the realisation of a SAPARD project is also not usually for farmers. A lot of them did not receive an agricultural or general formation, so they do not know how to manage a farm like a firm, or even do not know how to use a computer.

The problem of Romanian agriculture is not only the weakness of agricultural sector. It is above all a regional rural problem because of the slower development in the countryside.

Development and improvement of rural infrastructure : measure 2

The general directions are to improve the rural infrastructure, to increase the living and working standards and to maintain the population in the rural areas, by promoting specific goals, such as:

- *improvement of access of the inhabitants living in the rural area to holdings, of communication between rural areas, and of access to national network,*
- *improvement of hygiene and sanitary conditions of the living houses, and of the productive activities carried out according to the standards in force,*
- *to ensure the necessary water consumption for the agricultural crops and for livestock in areas with humidity deficit. In terms of economic efficiency, by increasing the economical and technical efficiency of the existing irrigation systems and reduction of the water losses from the irrigation network,*
- *to increase the capacity of protection of the agriculture lands against floods, by developing new digging and other specific systems and by the rehabilitation of the existing ones.*

This measure would be a good way to the semi-subsistence exploitation to perform themselves and to allow his population better life conditions. But **no project following this measure is already set up in Bihor**, especially because no efficient administration tries to provide advises and help for the farmers. The links between European Union policies and local level should be realised by the *Directia pentru Agricultura si Dezvoltare Rurala*, for in this time there is nothing done. It would be even a way to impulse a regional cohesion development to reduce the disparities between the city and the countryside.

Development of rural economy : measure 3

According to provisions of Council Regulation (EC) No. 2759/99, for appliance of the provisions of Council Regulation (EC) No. 1268/1999 and Council Regulation (EC) No. 1257/1999.

Mains goals : the support for investments in agricultural holdings, setting-up producer groups, diversification of the activities in rural areas, which will help the adaptation of the rural economy with the *acquis communautaires*, for improving the agricultural incomes, the employment and the orientation of the production to the market economy.

The specific objectives are oriented to:

- *decreasing production costs,*
- *adjusting the production to the need of the market,*
- *ensuring the optimal use of the manpower available by encouraging the creation of new employment,*
- *improving the quality,*
- *promote the diversification of agricultural activities,*
- *establish in common joint rules concerning the information on the production, especially on the harvesting and market distribution, officially acknowledged within the candidate country,*
- *preserving the high natural value agriculture environment that is potentially threatened.*

58 projects in Bihor = 49,1 % of above the SAPARD project in Bihor

It was realised:

- Acquisition of agricultural equipment : 35
- Acquisition of irrigation supply : 1
- Acquisition of implements for Poultry exploitation : 4
- Acquisition of cow providing milk : 2
- Modernisation of existing exploitations with the acquisition of tractors : 6
- Execution of a “serre” with geothermal water : 1
- Modernisation of a vegetal farm : 7
- Modernisation of a porc exploitation : 1
- Extention of a strawberry farm : 1

This improvements are also dued to Commercial Society holdings or farms associations. It reinforces the differences between individual semi-subsistence exploitations and commercial exploitations. The fund of the European Union are therefore distributed to intensive exploitations. Modernising a farm is a good way to be more competitive. But if Romania transforms its farms in industrial factories (exploitation with 1 000 porks for instance), like it has often done in Western Europe, the country risks to lose the savour and quality to “biological product” of semi-subsistence exploitations, that Member State try to regain now.

The quality of Romanian products must be considered like a potential endowment, thus to preserve it.

The measure shall be implemented with priority to activate the agricultural potential at the same time with the valorisation of local resources to make the exploitation efficient enough to insure the agricultural income. This measure will be possible only if the promotion of investments in animal and plant sectors at farm level is considered as operational objective, in order to improve the farm buildings and to clothe it with new machinery and/or animals with a high genetic quality.

Measure 3.4 : Development and diversification of economic activities, multiple activities, alternative income

54 projects in Bihor = 45,8 % of projects above in Bihor

Mains objectives : to support employment and to generate alternative incomes by diversifying rural activities related to agriculture. This measure will be put in practice taking into account the following operational objectives:

- to sustain the agricultural activities in the rural area through the accomplishment of specific services; in this respect, it is proposed to sustain the setting-up of circle of agricultural machinery and services for repairing agricultural machines,
- to sustain the activity of youth and women,
- to sustain the activities which are specific to the rural tourism (agro and silvotourism),
- to preserve and to develop traditional handicraft activities,
- to develop aquaculture, bee-keeping, sericulture and mushrooms cultivation.

It has to be mentioned that Romania has already an experience in the rural tourism, by the existence of marketing networks and the classification of the agrotouristic units according to their level of comfort (agro-punsiona). It has been proposed to give a priority to the modernisation of existing units, but also to create new units if the applicant bases the investment on a study of the potential market in the area where the project is carried out.



Picture of an agro-pensiuna in Bihor - 2006

Projects lead in Bihor are :

Acquisition of bee and means transport for beekeeping : 9

Execution of "Agroturistica Pensiune" : 37

Modernisation of "Pensiune Turistica" : 2

Execution of a touristic complex : 3

Modernisation of mushroom exploitation : 2

Acquisition of equipment for the transport of fruit and forest mushroom : 1

Agro-punsiona are very frequently in Bihor, mostly because it is a touristic region. But we must take care not to only develop the tourism in this area.

This objectives have implicitly consequences on the ongoing/development of the territory, and input some territorial change.

Limitations of SAPARD project

The part of exploitations setting up SAPARD project in comparison with the total of agricultural holdings in Bihor is only 0,1 %. SAPARD has thus only a very limited impact on the restructuring of agricultural sector and rural development. The following section aim to understand why SAPARD project are limited effect.

Appropriate institutional and programming frameworks are required for the management of pre-accession funds. Beyond the last section we pointed that the links between the policies and the farmers is not done.

SAPARD program is difficult to set up for it is the only decentralised instrument, and the Country had to implement agencies which help and explain the execution of SAPARD. The SAPARD Agency have a central unit and eight regional offices for SAPARD Program implementation, including one in Oradea.

SAPARD Agency : the authority for technical and financial implementation of SAPARD Program, has been set up at the end of 2000 year, through the Emergency Ordinance no. 142/2000 approved by Law 309/2001 completed with Government Emergency Ordinance 140/2001. It is a public institution with juridical personality, within the Ministry of agriculture, Food and Forests.

This fact explains the number of SAPARD projects and the extents to which they may have already impacted on territorial development themes are limited. Since 2000, the number of projects created has been relatively poor, as delays in the establishment of suitable implementation structures led to relate hold ups in project development and implementation. By the end of 2001, only five of the ten countries eligible for support under SAPARD have secured approval by the Commission for their implementation agencies. The first agencies were implemented in Romania in March 2006.

The decentralisation of this program required two major exercises to be accomplished before aid could be granted :

- *The first exercise relates to regulatory and legislative instruments. Because of the novelty of the instrument, a new Community legislation needed to be introduced. It was also necessary to negotiate with the participating countries an appropriate set of provision covering all aspects relevant to the proper use, control and accountability of funds which was laid down in multi-annual financing agreements with each of them.*
- *The other exercise required the establishment in each applicant country of an agency capable of implementing SAPARD. Delays in the establishment of suitable implementation structures have led to relate hold-ups in project development and implementation. However, difficult these exercises for the individual country in the beginning of the process, they have certainly evolved institutional impacts in the accession countries in preparation of the EU membership.*

Decentralisation is now a key of SAPARD implementation, but this only reaches as far as the nation states, e.g. once a national program has been agreed upon, implementation of the program is decentralised from the Commission to the partner country. The system in operation has played a positive role in terms of transfer of experience and building up administrative experience in the partner country.

Experience gained through these structures and approaches provides potentially useful lessons for involvement in future Structural Funds program. Questions have been raised about the compatibility of the implementation structures developed for pre-accession instruments and those required for the Structural Funds. However, **partnership within and between national and regional levels of governments, involvement of civil society groups and the establishment of new development organisation at national and regional level is necessary.**

How to implement local institution to help the setting up of pre-accession aid distribution ?

Controlling payments made to farmers is important, as transfers of taxpayers' money are involved. Because of the complexity of the CAP, especially direct payment schemes and rural development measures, farmers must provide a large amount of detailed information. Romania have thus to manage the information using computerised cross- checks, on-the-spot controls and remote sensing.

It is why the integrated administration and control system (IACS) - which controls payment agencies and are necessary to run the CAP - are created.

IACS is a support to design an integrated administration and control system by the control of farmers' subsidy

For that, 3 600 persons in Romania were chosen in mars 2006. The salary of the personal members who works in the control European fund are higher and they become informatic material. Yet grave failings are remaining : a lack of suitable offices and informatic systems. Romania wants in addition to recruit 1400 persons. The staff should get a suitable formation before accession in order to achieve correctly its job.

According to the Commission of the European communautes, rappedt de suivie mai 2006, pp26.

Phases of the setting up of local payment agencies by ICAS

First phase : Establishment of working groups, basic analysis of the current situation and screening the existing legislation and training (0 + 3 months)

This service is in IACS of Oradea in at this stage. People from Bucarest are now testing the capacity of the staff.

Second phase : Intensive Training and capacity development (2 + 6 months)

Third phase : Joint elaboration of the Master Plan for IACS by the Member State and Romanian twinning partners – France and Germany (4 + 18 months)

- study for the identification of the main elements of institution building for the assurance of a proper-operation of the IACS System in Romania,
- analysis and elaboration of common proposals regarding political decisions / Land Parcel Identification System for the direct payment schemes in Romania

Forth phase : Additional Training addressed to staff member at national and regional (7 + 18 months)

SAPARD and PHARE program could also contribute to the implementation of this kind of structure;

The implementation agencies answers to the forth objective – development of human resources - and to SAPARD project, but it is too rarely efficiently set up.

Main objective : the granting of assistance to the professional training in order to contribute to the improvement of knowledge and professional competencies of the farmers and other persons involved in agricultural activities and in forestry, as well as to their conversion towards non-agricultural activities.

This measure will be put in practice taking into account the following operational objectives:

- *train the farmers for the qualitative re-orientation of production,*
- *to ensure that the program gets acquainted, both by the beneficiaries as well as by the responsible with its implementation (selection, checking, and monitoring),*
- *to ensure the promotion of the program and his implementation in an efficient, transparent and strict manner, including the purchase of equipment necessary to monitor the program, the equipment and the inner workings of the monitoring Committee,*
- *inform the beneficiaries and the general public about the program,*
- to ensure the training and forming of various authorities and bodies responsible for the accomplishment of the programme (the agents belonging to processing and marketing enterprises assisted within SAPARD Program and of the agents responsible with the implementation of the program,*
- *to elaborate the necessary studies for measures implementation,*
- *ensure the evaluation and the control of the implementation of the program.*

Institution and capacity building is a long standing and a core element of the PHARE program. With respect to institution building, PHARE aims to create an institutional framework for the economic catch up process.

In many cases this type of support is targeted at the national level, for instance promoting the coordination between ministries. The capacity building projects have gradually been extended beyond the national level to new regional authorities. For instance, PHARE programs have been used to assist the capacity for regional development at national and sub-national levels. Commonly, the support targets the improvement of regional systems and structures linked to Structural Funds implementation and management.

Such support is e.g. provided to assist institution building and the strengthening of regional level financial control services.

The extent of SAPARD project and his territorial impacts are limited because of the recentness of the setting up of this policies, which first need to have institutional stable structures and implementation on the respective levels concerned. It was in Bihor only impulse in March 2006. The Integrated Administration and Control System is to the first phase of his implementation. Therefore, we can not now assess the evolution of the agriculture restructuration on Bihor.

TO SUM UP ...

The CAP's overall aims to apply the territorial objectives of EU to the new Member States and Candidate Countries in the same way as to the EU-15. However some of the CAP's mechanisms will not apply immediately. This is partly because the new Member States and Candidate countries and farmers need time to establish and adapt to the necessary administrative procedures. Also because the continuing disparities in farm prices, structures and food industries means that immediate full implementation of the CAP could still provoke sudden changes. However **the safety of food is the fundamental pre-requisite for winning markets** both at home and abroad and underpins the success of the EU's agricultural production.

The impact of EU pre-accession instruments (SAPARD and PHARE) on various aspects of cohesion and at **different spatial levels** will **depend on specific aspects of each individual country**, notably its geographical location, the size of its population and territory, the extent and quality of specific socio-economic and environmental problems, and the degree of inter-regional disparities as well as the size of the national gap towards EU 15 levels of development.

The problem of Romanian agriculture is not only the weakness of agricultural sector. It is above all a regional rural problem because of the less development in the countryside. Therefore, it will be better to **impulse a regional development in which the restructuring of agricultural sector could have a role to play**. It is why it is important to determine a **coherent scale of policy intervention : the development of the rural area can not be thought of without his relation with the urban area**. Therefore, to be efficient we should work in a regional scale, Bihor County scale.

Institutional capacities and, related, absorption capacity still need to be further developed in order to capitalise fully on the development opportunities offered. Pre-accession funds can be considered as contributions to territorial objectives and also as regards for their method of implementation and governance.

Bihor county may promote the involvement of local and regional actors and institutions in development planning to impulse a coherent development in the county. How could regional strategy integrate the restructuring of agriculture and rural territories?

3.

TERRITORIAL PROSPECTIVES OF BIHOR COUNTY

The primary focus of this report is to observe the territorial impact, efficiency and relevance of EU pre-accession funds for the rural development on Bihor. However, it is also important to take into account the regional policy context within which this funding is implemented. In all of the Member States and Candidate Countries, national regional policy measures exist to support disadvantaged regions, to develop economical key centres or to promote regional economic development in general. This chapter focuses on these policies measures and assesses their likely influence on key aspects of territorial development, as well as their relationship to EU funding programs.

The following sections demonstrate that national regional policy covers a wide variety of actions. The link between national regional policy, pre-accession aid and territorial development is, therefore, also variable. It is important not just to consider how one policy area should adapt to meet the requirements of another. Instead it is more useful to consider how policies and frameworks could influence, learn and adapt to one another. National regional policies commonly aim to promote regional and/or balanced territorial development. The purpose is therefore to consider how national policies and territorial development frameworks could work together with EU Cohesion policy to promote more balanced territorial development throughout Europe.

The chapter is structured around these core elements : policy objectives, policy instruments, spatial targeting and spatial implementation. Throughout the chapter, the aim is to consider the potential relationship between national regional policy, EU pre-accession aid and territorial development objectives. And how, with other intermediate at EU pre-accession aid, Bihor can impulse the dynamics of rural area and the agricultural shake up.

The importance of regional view to impulse a rural development

How the rural area and the agricultural sector are taking in account by the different levels of territorial scale ?

Element of a rural development and an agricultural restructuring perspective

A territory with 2 rhythms of development

The importance of regional view to impulse a rural development

All political decisions have territorial implications. Therefore the concept of «space» has come to be seen as a device for underpinning the need of co-ordinating our different activities. This is increasingly important in a changing world where the hierarchically organised political government is based upon territorial units. The national project is still in full swing and the future of European integration is of course relative to the various national endeavours across Europe. The pursuit for regionalising Europe could be conceived in the context of European integration, where more independently action regions, including regional governments, would counterbalance or counteract the influence of national states and support European institutions.

Policy type of rural development

The prevalence of agricultural land across Europe is an asset of tremendous importance :

- *Firstly, it provides for the option to produce food locally. Consumers could have the possibility to control the production of the food they are consuming. This could also be an economic advantage as the demand for local products and secure food is on the rise.*
- *Secondly, the abundance of agricultural land in regions of high urban influence provides for the possibility to utilise agricultural land for recreational purposes. It is an environmental asset that cannot be underestimated. In Romania, the faults of the west should not be replicated, but there are unfortunately strong indications of decreasing prudence of land management due to increased land speculation.*

The policy type to impulse a rural development is :

- *to launch the rural economic diversification,*
- *to improve the rural infrastructure and service provision,*
- *to develop agro-tourism,*
- *to reinforce support/grants to farmers, to modernise and restructure the agriculture,*
- *to set up rural development strategies.*

Potential territorial impact could be :

- *the promotion of balanced development,*
- *the improvement of spatial integration (rural-urban linkages),*
- *a balanced spatial competition,*
- *the development of rural potentials through rural economic diversification and spatial cohesion (through aiming to reduce social and economic disparities).*

Rural development policies are targeted for rural economic development and reduction of social disparities. Rural-urban disparities, rural poverty and the specific development needs of rural economic development are the focus of a wide range of policy initiative. Most notably, the Central and Eastern Europe, respectively Romania have been going through a severe agricultural depression since their centrally planned economies collapsed in the early 1990s. The existing low input and low intensity agriculture practiced in these countries can be perceived as an opportunity for environmental sustainability and high value to products issue to the biologic agriculture in the agricultural sector.

The current difficulties of rural area is not only the problem of a no-efficient agriculture but it is must of all the problem of no-accessible area in peripherally of development and high urban area. The low input agriculture is one of the consequences. The main bottleneck of rural territory is the lack of connection with their urban centre. Therefore, a rural policy must especially reinforce the relations between urban and rural area.

The importance of regional scale in the urban-rural balance

The globalisation gains from the on-going de-regulation of markets. Moreover this is accompanied by continued de-centralisation of the decision-making process. The regional level is overhauled by the introduction of political and administrative reforms across Europe. The tendency is to establish regional regimes that could provide for de-centralised decision-making in a re-regulated market and, in addition to that, gain political credibility by the introduction of representative democracy on the regional level.

The abandonment of the socialist political system tend to change the centralise logic of governmental system in a new territorial architecture. The new territorial reform aims to the objectives of :

- the setting up of territorial framework to the exert of (participate) democracy,
- the creation of development region involve by the European Union to structure the distribution of pre-accession aid and structural funds,
- the preparation of local community to receive the European structural funds.

The regional scale is in the heart of the European strategy of intervention. Regional development policy is now operating in a context that is heavily influenced by EU policy structures, an emphasis on, regional and national competitiveness and endogenous development. Regional policy in central and eastern Europe has had to face the additional challenge of pronounced increases in interregional urban-rural disparities. Regional policy thinking is also shifting to the promotion of endogenous regional or local development, with an emphasis on entrepreneurship, innovation, business networks, Small Medium Enterprises and local development potentials. The policy's response has been a new type of regional policy concerned with the strategic management of development, with policy objectives and instruments targeting lagging region in order to promote balanced development.

Tangible assets such as the supply of qualified labour, the relative position with regard to markets and environmental qualities as well as accessibility are particular regional characteristics. In this context the discussion on urban-rural relations gain momentum, because the regional perspective implies the salience of urban-rural relations compared to the previously prevailing national perspective. Moreover, regionalisation actively pursued as a way for increasing local markets by creating larger functional regions, is a tendency that can be traced all over Europe today. This tendency induces enlarged and intensified urban-rural relations and influences the continuously altered spatial configuration of Europe.

The pre-accession aids have strongly promoted this strategic approach to regional development. Eligible regions are required to submit development plans for spending EU resource, at the heart of which are development strategies which are created and delivered through partnership of regional and local actors. This partnership is on the on-going on Bihor with the collaboration of the actors related to the environment, the transport, the urban regeneration, the agriculture and the tourism in the writing of the development strategy of Bihor. Moreover, no links between all these sectors were realised. The analysis is more thematically than transversal, thus it hampers a overall view of the county and do not explains the relation between each of them. The role of an regional development policy are therefore limited.

The new possibilities to bring attention to urban-rural relations could be found within the Community Agricultural Policy (CAP), if this continues to develop towards an increasingly spatial development policy where the funds are distributed among territories that encompass both urban and rural areas. That would open up for an opportunity to realise what kind of added value the attention to urban-rural aspects could bring to territorialised development policy.

Which spatial scale is the most efficient and relevant to think the restructuring of agriculture and the rural development ?

- To improve the competitiveness of agricultural sector: the national scale with national and european funds could be the more efficient. The agricultural ministry launches main guide lines to develop kinds of products and help it with subventions to the farmers. The subventions are distributed locally by the Agricultural direction.

- To improve the comfort and standard of life in rural area : interventions, diagnostics and analyses must be laid at local scale. This scale enhances the urban-rural relation showing the dependence of rural area with cities and towns. The potentials and bottlenecks of the territory are represented by local dynamic, which is better for an efficient and relevancy intervention. It allows to link the relation of agriculture and other economical sector. This scale is easier to counterbalance and to reorient the employ of a weak sector to another in function of the needs and lacks of the territory.

Why focuses the study about regional policy?

First, regional policy incorporates elements of all the policies areas (urban policy, rural policy, environment policy, research and development policy, transport and communication policy industrial restructuring, regional development, spatial planning) as relevant to territorial development, thus allowing a broad analysis of Bihor development.

Second, national regional policy and EU regional policies are already linked trough EU and national co-financing of development projects; through the influence of Structural Fund management on national regional policy approaches via pre-accession aid for regional development in Romania, and respectively on Bihor.

Regional policies imply the idea that investments in infrastructure would enlarge labour markets and commuting areas, with the effect that the enhanced complexity of enlarged labour markets would foster economic growth. Thus the region would profit from a more polycentric structure. The implications for urban-rural relations are very important, because extended rapid railway lines and highways do not only mean that existing towns are functionally integrated into core regions on a daily commuting basis. It could also mean extensive investments in development along the new transport corridors. This could mean a further use of the rural area; but also the destruction of abundant environmental and cultural assets.

How the rural area and the agricultural sector are taking in account by the different level of territorial scale ?

This section aims to detail the territorial administrative structure of the county and the main instruments which tend to involve the rural development and the restructuring of agriculture. The object of this part is also to observe how the rural problem are integrated in the county's strategy of development.

As well as considering the relationship of national regional policies to territorial development goals, this section also reviews the compatibility of national regional policies with European Union funding programmes. EU policy approaches are widely acknowledged to have exerted a strong influence on national policies approaches towards regional and spatial development.

Dynamics launched by Europe

To launch a rural development dynamic and restructuring agriculture the European Union has set up 3 programs of pre-accession aid : ISPA, PHARE (and PHARE CBC) and SAPARD programs. The current overall objectives of these programs aim at creating national conditions for EU accession rather than territorial cohesion as such.

To connect the different European region and reinforce the urban-rural accessibility : ISPA program
ISPA program deals most directly with regional potentials and bottlenecks for :

- the improvement of the accessibility of European agglomerations,
- the improvement of environmental quality.

Most of the Candidate Countries and new Members States do not explicitly address spatial development themes in their ISPA strategies. However, the core of ISPA is to improve basic infrastructures in order to allow for stronger economic development. It therefore contributes to enhance territorial cohesion. On Bihor this policy tend to reinforce the accessibility of the county (creation of European road) and to ensure a well water network (which is a priority of the Planul de Amenajare din Bihor 2005-2006). It concurs to the regional development and therefore to a best urban-rural relation causes by the improvement of accessibility. It tend to reduce the degree of peripherally of rural area. But due to a lack of datas (or knowledge of existent datas), a clear and precise analysis can not be realise.

To fulfil a very clear and very precise diagnostic on the transport network (wasser network, road network, communication network) is necessary to point out the potential and bottlenecks of the county. And therefore to apply European pre-accession aid to resorb this bottlenecks and to point up the potentials of Bihor area. As well, the efficiencies and the relevance of EU pre-accession aid will be higher and the territorial impact more important.

The regional development, and therefore the rural-urban relation, are supported by the PHARE programme. The broad objectives of the PHARE involves that these forms of assistance contribute to combating disparities between the EU 15 and future new Member States. Social and economic cohesion, in particular, is a key focus of the PHARE program and is an objective that links well with territorial development.

	Spatial Cohesion	Spatial Competition	Spatial Integration
PHARE	<p>Support for lagging regions and promotion of balanced development across territories</p> <p>Support for disadvantaged groups</p>	<p>Address development bottlenecks and barriers to development through economic development activities such as promotion of endogenous development</p>	<p>Promotion of cross-border co-operation and networking activities</p> <p>Exchange programmes, twinning and multi-beneficiary programme promote exchange of best practise</p>

In the case of PHARE program different impacts can be expected in relation with the different programs implemented under PHARE, as for instance :

- strengthening of the participation of regional and local levels (PHARE regional programmes),
- improvement of policy coherence (promoting of partnership working and networking practises).

The allocation of responsibilities to sub-national actors has been a more progressive, less clear-cut process, paced according to the scope allowed by the European Union for decentralisation and national circumstances. Administering EU regional assistance funds has stimulated the development of new regional institutions and processes. While this process has created a framework of sorts and facilitated the administration of EU funds to the regions, one of the stated aims of EU regional aid in giving the region a greater say in setting its own economic development trajectories – is prodding much more difficult.

Moreover, while PHARE includes regionally targeted programs, these are generally managed by national (not regional) actors. While a number of PHARE projects aim to promote regional development and local participation and partnership, administration of PHARE remains relatively centralised. This is linked, in part, to the legacy of centralised and sectorally-dominated decision-making in Central and East European Countries.

PHARE program have launched the regional european integration on Bihor judet with the creation of The IACS (Integrated Administration and Control System) service in the Directia pentru agricultural si rurala dezvoltare. It currently tends to supervise the receipt and the distribution of SAPARD pre-accession aid. This service was implemented in March 2006 and the employees are still in the on-going formation and begin to realise the new agricole census report on Bihor. The service on Oradea is the main office of IACS. There are subsidiary offices in towns and villages, which give advises and control the well reception and use of the pre-accession aid. Moreover they do not concurs to inform and develop the communication near the farmers and limit the impact of this service. Thus, summing up, while PHARE can be expected to have impacts on the participation of regional and local levels, for the time being, these impact are very limited.

- To develop the information to the farmers : to explain what does it exist to modernise their exploitation, to help to realise the project and to write the pre-accession aid formulary, to insist of the assets of SAPARD policies; and,

- to develop the information to the agricole school or formation,

are the compelling measure to develop to restructure and modernise agricole farms. The awarding of possibilities is the key of the development.

Dynamics launched by Romanian government

Can territorial objectives be realised through the national program/projects appropriately by means of separate thematic interventions or more integrated policies packages? Furthermore, overlaps or contradictions exist between the planned program/project and sector/national policies? These questions are the main lines of this section.

Some documents aiming at rural and agricultural development exist. Many of them have only the goal to catch up with the *acquis communautaire* or was written by European commission. Here, present a no-thorough list of documents:

- the document of Romanian position for the European Union accession (**document de pozitie al României pentru aderarea la Uniunea Europeana – capitolul 7 Agricultura**), is a thematically analysis of the current situation of Romania. It is shared by sectors. For each sector, the potential and bottlenecks are outlined. Then the strategy and objectives to resorb or develop them. The agriculture weak situation is presented like an economic sector in reorganization but not as the consequences of a poor rural standard and life conditions.

- the document of the role and the function of the agricultural, forest and rural development ministry (**Rolul si functiile ministerului agriculturii padurilor si dezvoltarii rurale**) explains the juridical status and skill of the ministry.

- the document “**Sectorul agroalimentar din România într-o perspectiva europeana**“ aims to perform the food industrial sector and how to manage it to follow the *acquis communautaire*.

- the document of the county rural development “ **document de Departamentul de dezvoltare rurala**” gives the main lines of the rural development in each county.

- the document “**Elite ale României rurale despre integrarea europeana**”, writened by the delegatia comisiei europene în România aims to explain the assests and the inconvenients of the accession. It is an information campaign to impulse a better communication between the actors and the European Union policies under the form of a diary call “*Satul European*” (European Village), distributed in 50 thousands presentation copy. But it was diffused at only 2,7 % in Romania according to the European Commission. Thus its impacts are very limited.

- the **Programul SAPARD** in România, program co-financed by European Union, aims to show SAPARD policy and how to set it up.

- the **National Programme for Agriculture and Rural development** give the general objectives of Romanian agricultural policies. It is the main document which will contribute to the implementation of the European *acquis* for the Romanian pre-accession period.

The funds given according to E.U. regulations ensure step-by-step training of the farmers in order to operate on E.U. market. The main goal is to ensure the creation of same competent products and to avoid the negative effects, which can appear if Romania is not economically, institutional and legally prepared for the accession.

Taking into account the identified strengths, disparities, gaps and opportunities, the short and long term strategy proposed through the National Plan for Rural Development shall have the following strategic objectives:

- *sustainable development of a competitive agro-food sector by modernising and improving the processing,*
- *marketing of agricultural and fisheries products,*
- *to increase standard of living in rural areas by improving and developing the necessary infrastructures, and by defining and setting up the good agriculture practice for sustainable agriculture and rural development,*
- *to develop the rural economy, by setting up and modernising the fixed assets, for private agricultural and forestry holdings,*
- *to develop and diversify the economic activities in order to maintain and/or create alternative/supplementary incomes and new jobs,*
- *to develop human resources by improving the vocational training for farmers and owners of forestry lands and by building and consolidating the institutional capacity.*

It does not exist a general transversal document which points out the inter-relation between each sector at a national scale, and even at a regional scale. The agriculture and the rural development are separately discussed with other economic sectors. In any objectives the restructuring of agriculture passes around the development of industry and service's innovation, though which can be a factor of agricultural restructuring.

For all of these strategic objectives, priorities will be given to the investments that allow the implementation of the *acquis communautaire*. The content of each programme reflects priorities established by the national authorities, depending on the particular circumstances and needs of their country, within limits set under the SAPARD Regulation.

Dynamic launched by Bihor county

On Bihor scale, the rural development and restructuring of agriculture are only put forward within the realisation of the "Planul de Amenajare din Bihor 2005-2006". This document is split in 2 phases :

- *one thematically analyse of the dysfunctions and problems in Bihor,*
- *the development strategy.*

The mains priorities are:

- *the protection of the environment: to develop the management system of the water resource, construction and modernisation of the waste management system, to decrease the impact of waste on the environment,*
- *the development of technical infrastructure,*
- *the development of the human resources : to promote business by the creation of an industrial park, industrial products and services related and to develop the education,*
- *the rural development : to develop and diversify the rural economy, to support the use of land, the improvement of the quality of the product and the sustain forest use,*
- *the tourism development: to realise a diagnostic of the touristic potential of Bihor judet, the rehabilitation of touristic infrastructure, the increase of competitiveness at national and international scale, to train the population, to stimulate the public-private partnership,*
- *to develop the health care and the social assistance: to develop and modernise the health infrastructures and to improve the social assistance care.*

After the reading of this thematically document, we do not remark the inter-relation between each actors of the county. Therefore, we do not understand and see the different dynamics which divide the Judet : the analysis do not present the territory and his functioning. We do not know for example the parts of the area which suffer of a lack of health and education infrastructures. Though it would impulse the rural development. While it should be one of the compelling measure of rural places. Thus the objective remains too general and can not be really applied in Bihor.

In addition, the priorities are not mentioned on a time-scale : the compelling actions are not enhanced in comparison with longer term actions.

At last due to a lack of co-ordination between the different actors of the area and of financial support, all this objective remains difficult to set up.

In the framework of this document are currently realised different group of works managed by the Judet in the section of European Integration, to point out how it is possible to realise this objective.

There is 5 works groups:

- *transport,*
- *tourism,*
- *urban regeneration,*
- *environment,*
- *agriculture.*

The agriculture works groups are selected by one person of the university, employees of the Directia pentru agricultura si dezvoltare rurala, and one person of the European Integration section of the Judet. Nevertheless it remains difficult to share the data and to realise a veritable territorial diagnostic. We do not know for example the degree of development of the different agricultural sectors (Pork, milk, cereal, etc). In addition, they do not integrate the relations between rural and urban area : development of the standard conditions of life in rural area (education and health infrastructures, and accessibility) which are the key focus of the rural development.

Besides, there is no link between all the actors of the different groups. There is a lack of tradition of partnership working between administrative levels. Hierarchical systems have dominated and institutional inertia means that, even where sustained efforts have been made, change can be slow. Efforts to develop network co-operation and partnership can be impeded by embedded norms amongst institutions and actors. All of the many different directions of co-operation and communication are potentially weak, including between the national and sub-national levels amongst organisations within each tier. Institutions are accustomed to defending their own sphere of responsibility, submitting competencies, information or resources to a new, co-ordinated regional policy framework is a very new departure. A particular consequence for regional policy is the weak coordination between regional and central/sectoral authorities.

At last, there is any information or communication about this meeting. It does not exist public meeting. The participative democracy is not yet be setting up in Romania. It do not resolve all the problem but the citizen are actors of their territory and taking this into consideration they can be more interested in the development of their own area; and therefore the development would be more efficient. At last, this kind of public intervention are very developed in European Union. Thus, if Romania tend to this objective, it can be a positive asset to the accession.

The programme/project must have clear and precise territorial development objectives. During the realisation of planing programme the developer contractor must thinking to the following remarks :

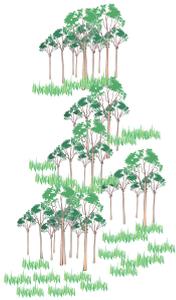
- **Which territorial objectives are relevant for the programme/project and how can they be made precise?**
- **Which spatial levels shall be addressed and is this realistic with the funds provided? Which funds are needed for appropriately addressing the chosen spatial level?**
- **Which of these shall be made explicit? According to which criteria shall impacts become visible?**
- **Identification of needs on relevant spatial levels: which are the main potentials/bottlenecks on the spatial levels addressed ? Are there bottlenecks which need to be tackled first as they otherwise impede successful implementation of measures aiming at other themes?**
- **What are likely spatial consequences of the programme/project?**

Elements of a rural development and agricultural restructuring perspective

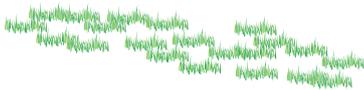
Urban-rural relations of a functional kind are connected to the processes of socio-economic diversification and the interconnectedness of different functions located in urban and rural areas. The case studies concerned service provision, flows of people, accessibility to education and knowledge, production of tangible and intangible goods the use of amenities : **a set of “urban-rural relations” with relevance for spatial policy must be realised, including :**

- **compelling actions on a short term perspective,**
- **major development actions on a medium term perspective,**
- **improvement actions on a long term perspective.**

LEGEND OF THE MAP 8 : DYNAMICS INFLUENCING BIHOR'S DEVELOPMENT



Forest of the Apuseni Mountain



Green valley of Crisul Repede



European road



Metropolitan zone of Oradea

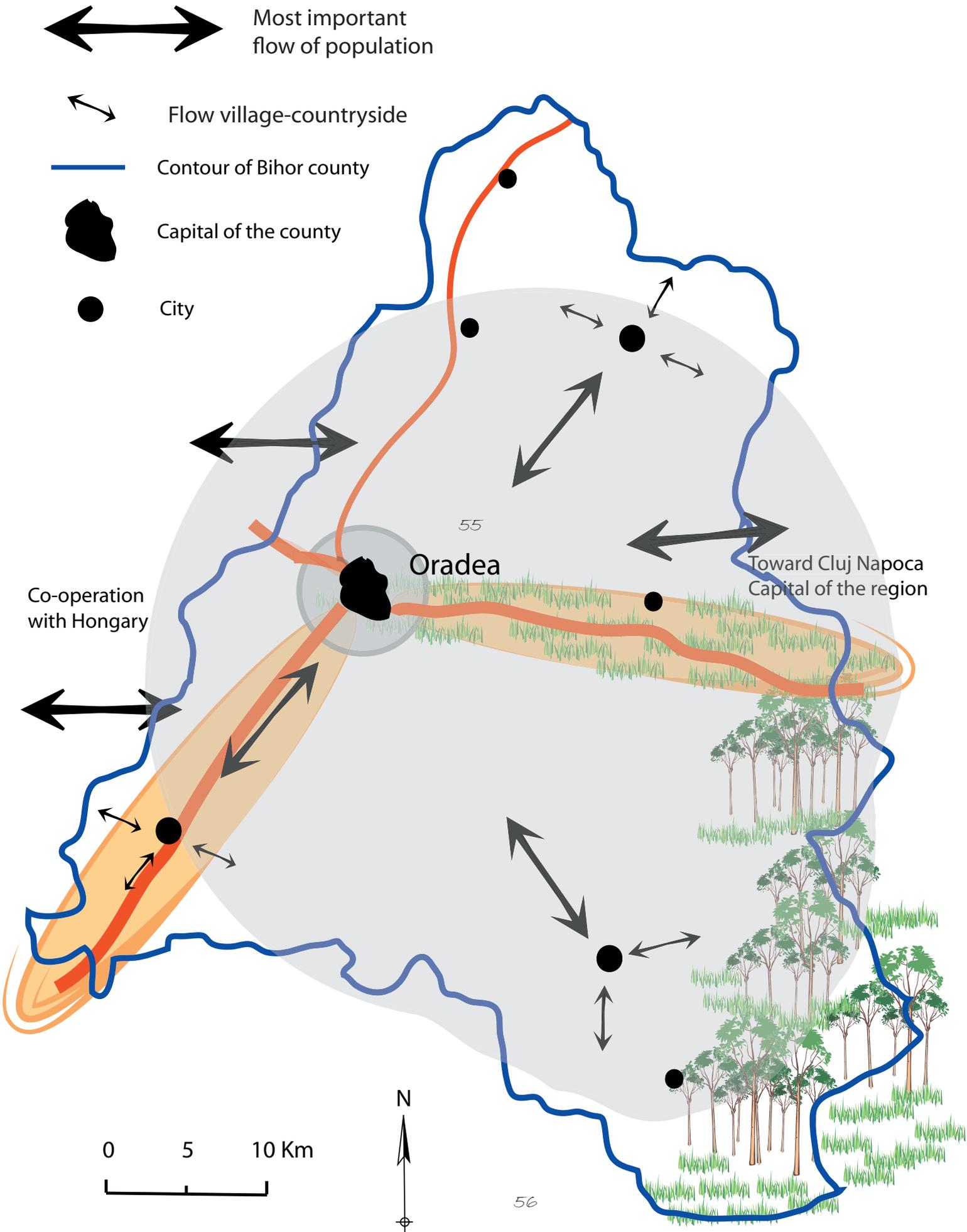


Influence of Oradea



Corridor industrial to develop

MAP 8 : DYNAMICS INFLUENCING BIHOR'S DEVELOPMENT



A territory with 2 rhythms of development

This rough sketch shows the main dynamics influencing Bihor area. It was realised after personal territory sighting and the reading of the Planul de Amenajare din Bihor. But it remains a general view and needs a better quantified knowledge to be more relevant. It could be further a departure point of the policy recommendations.

The Oradea influence area is noticed in the light-grey part. It shows the dependencies of rural villages and towns of the city and therefore could be considered as the centre of overall urban-rural relations. The urban-rural relation are besides point out by some spires and show small towns/villages relations with the deeper rural area.

The main major transport networks are drew by red line. We can observe that it connects all the west parts of the area, and let the south and east part of the county unblessed. The road linking Oradea towards Cluj Napoca tends to develop the south and south east part of the area, which is not part of the main innovation development and which is already due to the relief in a very peripherality zone.

This zone can become a very potential place of the county because of the beauty of the landscape. This zone needs to be developed by connecting with the major transport network and needs to be preserved. But the tourism needs to be implemented with the respect of the traditional uses and do not need to be damaged by no-adapted infrastructures. A study of the touristic potential needs to be first realised, before building infrastructures. Infrastructures need also to integrated in the traditional architecture, not to lose the particularity of the territory.

At last, the areas which are not included in the industrial zone are mainly dominated by an agricultural economy by semi-subsistence farms. The agricultural economy is dominant in almost all the parts of the county. It is therefore why the restructuring of agriculture needs to be laid in a compelling term. In addition, this zones are not accessible by major transport network and suffer of a lack of infrastructures (education, health, etc) which concurs to increase the poverty of this zone. The development of education and health infrastructures are current measures to impulse a rural development.

Therefore, in a close future, these dynamics will change. The institution and overall citizens need to anticipate these changes.

Short term perspective

The first compelling action is to reach a good knowledge of the area which is necessary to launch development policy. Precise policy recommendations require exact knowledge of the indigenous potential of each region with quantitative terms and territorial localisation. Potentials and bottlenecks must be determined for the development of a compelling structure of optional policy measures and programs :

- *First step : the determination of a spatial scale of development. As demonstrated in the precedent part of this chapter, the Bihor regional scale (Bihor county border and in the close future include the cross-border development area of Oradea and Hungary - Debrecen) should be the most appropriate to understand the rural-urban relation and to develop it.*
- *Second step : the evaluation of existing programs taking into account the previous experiences and thus providing the link between ex-post and prospective evaluation.*
- *Third step : the evaluation of the adequacy of the socio-economic context of the programs/projects (integrity and accuracy of analysis, description and explanation of main problems)*
- *Fourth step : the evaluation of strategic choices on Bihor development scale, the action priorities selected and their consistency enhanced with quantitative objectives and visual explanation (graphic, map).*

- *Fifth step* : are the institutional structures able to launch a regional development program/project (existence of data, co-operation between the different actors) and implement on the respective levels concerned the program/project? If not, institutions building measures need to be implemented first. Meeting the demands of the acquis and preparing a suitable system for the administration reoriented EU funds requires major institutional and administrative reforms.
- *Sixth step* : the evaluation of anticipated socio-economic impacts and the allocation of funds.
- *Seventh step* : the evaluation of the compatibility with EU policy. To what extent have recent changes or anticipated developments in regional policy been compatible with the EU? (e.g are references made to the compatibility of these policies with EU regional policy approaches, EU-pre-accession instruments, EU State Guidelines, EU spatial development objectives?)

When these steps will be realised, the developer contractor will have the possibilities to launch a development adapted to the scale studying.

The second compelling action is to develop the consciousness raising in informing the institutional structure and the farmers to the opportunities offered by PHARE (PHARE CBC) and SAPARD programs, to check their eligibility for those activities created by these funds and to build partnerships with other possible stakeholders, such as local authorities. At last it is also to reinforce the agricultural education of the farmers.

Medium term perspective : to diminish the rural poverty

- The concentration of biggest investments in infrastructure and facilities in small towns and villages for reasons of territorial, social and economic efficiency : in all of the peripheral villages in the south part of Bihor, which are not involved in any industrial development and which are not accessible by the major transport network are not accessible. All this area are drawing on the map with white or light grey colours. The economy of this area is based on the agricultural sector with the existence of semi-subsistence farms. The implementation of a kind of inter-villages conurbation could be launch, to share the use of the differents infrastructures.

The functional strengthening of small and medium-sized urban centres makes possible the development of networks based on complementarity functions between urban and rural areas. It allows to safeguard the diversity of the rural areas and to take advantage of the potential development of small and medium-sized cities with a perspective of co-operation and integration.

- In addition to the strengthening of the settlement pattern, indigenous economic activities have to be promoted and enhanced : the production of high-quality agricultural products taking advantage of the proximity of some urban markets and the development of soft tourism.
- Co- ordination between all the touristic actors and creation of a touristic network which can guide the visitors along the judet. To enhance the touristic potential, the maintain of clean areas would be the first priority (PHOTO), most of all in Crisul Repede Valley, in the Natural Reserve of Apuseni Moutain and in the balnear station like Baile Felix. The second priority would be the pursuit of the urban regeneration in Oradea, which could impulse a higher value of the city with his art-novel building. A better use of the demand by local residents for week-end and outdoor recreation activities, thus contributing to the increase of the economic added value generated in the rural areas.
- To attract industrial partnerships with the creation of an industrial park along an european road and the Hungarian border. The development of the industrial sector could allow the restructuring of the agriculture in a less disaster way, because it will reduce the unemployment hidden in the agricultural sector.

Longer term perspective : intensify the rural-urban dynamics

- New forms of public transportation : Economic revival in depressed rural areas is generally dependent upon efficient urban-rural relationships and partnerships. Strategies for improving sustainability, internal cohesion and stability of the regions concerned to a large extent dependent upon the improvement of relations between urban and rural areas : networks with high capillarity and medium/low intensity; connections of rural settlement nuclei with medium-sized towns like Marghita, Salonta and Beius and small towns like Alesd, Stei, Sacueri and Valea lui Mihai and with the major public transport networks, toward Arad-Timisoara, hungarian border, Satu Mare, and Cluj Napoca.

- Protection and conservation of natural areas : Natural areas have to be more strictly protected in the Crisul Repede Valley and in the natural reserve, to limit the visual, water and soil pollution. In addition, the urban visual, air and water pollution have to be reduce, to improve the picturing that vehicle Oradea. All this measures tend to improve the condition and comfort of life on Bihor and to impulse a strong touristic economy, which therefore could allow the rural economic diversification.

The **role of leisure time** is to increase significance in the restructuring of rural economy. Access to consumption spaces is an important aspect in the perspective of urban-rural relations. High quality environments occur as magnets not only for residents but also for enterprises.

Tourism, both as day-trip recreation and as longer stays, is certainly a key sector that can help preserving the viability of the rural areas. However, it can also mean that rurality actually vanishes as part-time urban residents move into the area and as the development of the service sector in increasingly guided by the needs of outsiders and can imply uncontrolled sprawl of peri-urban areas. Rurality is increasingly seen as connected to particular environments, the rurality that people seek for in the landscape must be defended against urban pressure.

- Thus facts lead us to limit the urban sprawl on Oradea metropolitan area. Space consumption by urban development will become a major problem in a few years on Bihor, especially in Oradea suburb. When development is based on the private acquisition of undeveloped agricultural land, this may effect in a totally dysfunctional configuration of built-up areas, including huge surplus costs for construction and for operations in particular. It is in the public's interest to promote well functioning and secured regional structures, which means that development decisions must have other grounds than the purely speculative aims of the development lobby. Urban sprawl constitutes a kind of urban colonisation of the countryside, but that is not a "natural" process induced by necessity, but an exponent of speculative development.

The idea of urban containment is a response to urban sprawl. This idea is also based on the belief that compact urban development based on containment includes mixed use development of existing areas, more residential development in the inner city areas, and focusing growth within existing urban boundaries.

Critical areas should be identified – like the suburb of Oradea for example - and protected : the infrastructures should be in place before development is permitted and infill development should be encouraged. Prospective benefits from urban containment would be less car dependency, low emissions, reduced energy consumption, better public transport services, increased overall accessibility, the re-use of infrastructure and previously developed land and the reservation of green space and the milieu for enhanced business activities in a higher quality of life.



- *Regional co-operation can impulse a transborder area of development. It should be based on the recognition that the public must be well-informed and the need for transparency in any development endeavour. Co-operation refers to the principles of good governance as well as fairness and even emancipation.*

TO SUM UP ...

The focus of this part was to observe the territorial impact, the efficiency and relevance of rural development and agricultural restructuring policies set up in Bihor. Along the different scales analysis we could point out the limited effects of a thematic analysis and a non co-ordination of the different actors of the territory.

To impulse a veritable dynamic on the Bihor scale, I tempt to convince of the necessity of importance of regional view to encourage a sustain rural development and the restructuring of agriculture in a short, medium and longer term perspective.

From the perspective of the urban-rural relations, it is of particular interest to consider further selected themes such as the role of local agriculture and alternative chains of food supply. These issues are related to the discussion about endogenous vs exogenous development and relations between global and local endeavours : localities as resources of identify formation.

Bihor county is divided into two dynamics :

- *the external influence with the cross-border with Hungary which impulse a dynamic in the west part of the county. In addition, the links created by the building of european roads tend to connect Romania and his vest part to the European Union.*
- *the internal influence dominated by the rural-urban relations and which laid the rural area in a poverty situation due to a lack of accessibility infrastructures. Furthermore, the condition and comfort of life remain very low because of the lack of health and education infrastructure.*

At last, territorial sustainability is more than an objective. Internal development stability in a particular region can significantly influence inter-regional connections, success on the national scale and even facilitate international connections. It is why a co-operation between each actors of the territory on the county scale and the co-ordination of all programmes/projects is necessary to a well development of local, regional, national and european scale.

CONCLUSION

THIS REPORT IS THE RESULT OF A THREE MONTHS INTERNSHIP IN THE FRAME OF THE DIRECTIA PENTRU AGRICULTURA SI DEZVOLTARE RURALA OF BIHOR - ROMANIA. IN A COUNTRY WHICH DOES NOT HAVE A POSITIVE CONSIDERATION OF THE COUNTRY PLANING DUE TO THE PICTURE OF COMMUNIST "SYSTEMISATION" AND "PLANIFICATION" WHICH IT INVOLVES, THE AIM OF THIS STUDY WAS TO PRESENT A FRENCH VIEW OF THIS DISCIPLINE. DURING THIS THREE MONTHS I TEMPT TO OBSERVE THE FUNCTIONING OF BIHOR AREA AND TO TRY TO UNDERSTAND THE COG OF THE ROMANIAN ADMINISTRATIVE SYSTEM TO POINT OUT A LEAD REFLECTION TO ENVISAGE A SHORT, MEDIUM AND LONGER TERM DEVELOPMENT PERSPECTIVE. FAR AWAY FROM A USUAL "FRENCH" DIAGNOSTIC, THIS STUDY PRESENTS ON A SPECIFICALLY LOCAL SCALE - BIHOR COUNTY - THE IMPACT OF AN EUROPEAN GOVERNANCE. I ANALYSE AS REGARDS THE EXISTENT AND THE PROVIDING DATAS THE IMPACT OF EUROPEAN PRE-ACCESSION AID AND POLICIES ON BIHOR.

PRE-ACCESSION AID DRAW TOGETHER A WIDE RANGE OF POLICIES, ACTORS AND ACTIONS ON ALL SPATIAL LEVELS. THEY ARE CONSIDERED AS CONTRIBUTING TO TERRITORIAL OBJECTIVES AS REGARDS THEIR METHOD OF IMPLEMENTATION AND GOVERNANCE, EVEN THOUGH THE IMPACT OF THE INSTRUMENTS AT DIFFERENT SPATIAL LEVELS DEPEND ON SPECIFIC ASPECTS OF EACH INDIVIDUAL COUNTRY.

FURTHER THE IMPACT OF THE EUROPEAN INSTRUMENTS ON TERRITORIAL COHESION VARY AT DIFFERENT TERRITORIAL LEVELS : RELEVANT POTENTIALS/BOTTLENECKS CAN DIFFER BETWEEN SPATIAL LEVEL. THEREFORE THE PRE-ACCESSION PROGRAMME HAVE NOT MADE A DRAMATIC IMPACT UPON SPATIAL INEQUALITIES AT NATIONAL AND EUROPEAN SCALE. MOREOVER IT IS OVER EARLIER TO SEE THE REAL IMPACT OF PRE-ACCESSION AID ON BIHOR. EVEN THOUGH IT IS GOING TO CHANGE THANK TO THE IMPULSE OF THE REINFORCEMENT OF BIHOR ACCESSIBILITY AT NATIONAL AND INTERNATIONAL SCALE.

THE DEVELOPMENT OF THE CROSS-BORDER CO-OPERATION BETWEEN HUNGARY AND ROMANIA DUE TO THE CREATION OF EUROPEAN ROADS, FOSTERS THE RELATION BETWEEN THE COUNTRY AND EUROPEAN UNION. BIHOR COUNTY BECOMES A STRONG ENTRANCE GATE IN THE EUROPEAN UNION AND INDUCES GRADUALLY NEW DYNAMICS OF DEVELOPMENT, WHICH TEND TO REINFORCE THE EXISTENT UNBALANCES. THEREBY, THE WEST PART OF BIHOR COUNTY TENDS TO DEVELOP AND CONCENTRATE THE MOST OF THE ACTIVITIES, THE FIRMS AND THE INITIATIVES OF THE AREA. IT FURTHER TENDS TO INCREASE THE CONSTRUCTION OF NEW BUILDING, ESPECIALLY IN THE METROPOLITAN AREA OF ORADEA. THIS INDUCE A STRENGTH URBAN SPRAWL WHICH IS NOT CONTROL, WHICH LEAD OF A DAMAGE FOR THE QUALITY OF THE LANDSCAPE.

THE CREATION OF EUROPEAN ROAD WHICH TENDS TO THE REINFORCEMENT OF THE SPATIAL COHESION BETWEEN EUROPEAN UNION AND ROMANIA IS LEAD AT THE MACRO LEVEL (EUROPEAN SCALE). ALSO IF THE BALANCE OF DISPARITIES IN THE ROMANIAN REGIONS IS A POLICY PRIORITY TO MEET THE OBJECTIVE OF SPATIAL COHESION, AT A REGIONAL/LOCAL LEVEL PRE-ACCESSION AID TARGET EQUITY OBJECTIVES AND CONTRIBUTE TOWARDS DEVELOPMENT IN LAGGING REGIONS. TO STABILISE THE SITUATION OF REGIONAL AND LOCAL CENTRE BY SUPPORTING ECONOMIC DIVERSIFICATION AND TO ENSURE BETTER CONNECTIONS AND CONDITIONS OF LIFE BETWEEN RURAL AND URBAN AREA SHOULD HAVE MORE TERRITORIAL IMPACT. THE URBAN AND RURAL AS LIVE NETWORKS ARE NOT MIRROR IMAGES OF ONE ANOTHER, BUT COMPONENTS OF A SYSTEM.

INDEED THE EAST OF THE AREA KNOWS MORE DIFFICULTIES DUE TO ITS PERIPHERALLY LOCATION ISSUED OF A RUGGED RELIEF AND THE BAD QUALITY OF ITS ACCESS NETWORKS. THIS PART OF THE AREA MEETS MANY DIFFICULTIES PROPER TO ALL THE RURAL ROMANIAN AREA : DEPOPULATION, DEPENDENCY OF SERVICE POLES LOCATED IN TOWN, LOW COMFORT, HEALTH CONDITION DRAMATIC, LACK OF EDUCATION CENTRE, ETC.

MOREOVER THE DEMOGRAPHIC DECLINE OBSERVED DURING THE LAST DECADES TEND TO CHANGE THANKS TO THE URBAN MIGRATION TOWARD RURAL AREA. INDEED THE INDUSTRIAL RESTRUCTURING OF THE LAST DECADE HAVE INVOLVE THE COME BACK IN THE VILLAGE AND TO THE AGRICULTURAL WORKS MANY PERSONS. IT IS FURTHER ALLOWS BY THE RESTITUTION OF THE AGRICULTURAL LAND WHICH WERE IMPOUND DURING THE SOCIALIST PERIOD. THE AGRICULTURAL SECTOR IS BECOME A SOCIAL SAFETY FOR UNEMPLOYMENT PERSONS AND HIDE AN IMPORTANT POVERTY.

THE URBAN AND RURAL FUNCTIONING DIFFERS AND CONFERS TO THE TERRITORY 2 CLEAR DYNAMICS ON BIHOR COUNTY.

THE PHARE AND SAPARD PROGRAMS IN PARTICULAR CONCURS TO GIVE MORE IMPORTANCE TO THE MICRO LEVEL BY PROMOTING THE INVOLVEMENT OF LOCAL AND REGIONAL ACTORS AND INSTITUTIONS IN DEVELOPMENT PLANNING. A FUNCTIONING INSTITUTIONAL STRUCTURES ARE A PREREQUISITE FOR SUCCESSFUL IMPLEMENTATION OF PROGRAMMES AND PROJECTS. INSTITUTIONAL BOTTLENECKS LIMITS FULL OPTIMAL UTILISATION OF PRE-ACCESSION AID PROGRAMS AND THUS POTENTIAL IMPACTS ON TERRITORIAL DEVELOPMENTS. ACCORDINGLY, INSTITUTION BUILDING SHOULD REMAIN A FOCUS FOR THE IMPLEMENTATION IN A NEXT FUTURE OF STRUCTURAL FUND.

THE INSTITUTION SHOULD ALSO CONTINUED THE EMPHASIS ON BUILDING UP COORDINATION AND PARTNERSHIP AT REGIONAL (COUNTY'S BIHOR SCALE) AND LOCAL (URBAN-RURAL RELATION) LEVELS. TO FOSTER COMPLEMENTARITY OF SECTOR AND SPATIAL POLICIES AND TO PREVENT NEGATIVE EFFECTS OF MUTUALLY CONFLICTING INTERVENTIONS THE DEVELOPMENT POLICIES NEED TO BE CO-ORDINATED WITH REGARD TO THEIR TERRITORIAL IMPACTS.

IT FURTHERMORE MEANS THE NECESSITY TO KNOW PRECISE AND LEVEL SPECIFIC IDENTIFICATION OF POTENTIALS/BOTTLENECKS. QUANTITATIVE ANALYSIS EMPHASISED THE IMPORTANCE OF COUNTRY SPECIFIC CHARACTERISTICS WITH REGARD TO BOTH, TERRITORIAL DEVELOPMENT PRIORITIES AND IMPACTS TO BE EXPECTED FROM PRE-ACCESSION AID. THEREBY DEVELOPMENT PROJECTS MUST BE BASED ON THIS FIRST QUESTION : WHICH ARE THE MAIN POTENTIALS/BOTTLENECKS ON THE SPATIAL LEVELS ADDRESSED? ARE THERE BOTTLENECKS WHICH NEED TO BE TACKLED FIRST AS THEY OTHERWISE IMPEDE SUCCESSFUL IMPLEMENTATION OF MEASURES AIMING AT OTHER THEMES?

TO ANSWER TO THE PROBLEMATIC : HOW TO IMPULSE A SUSTAINABLE DEVELOPMENT OF RURAL BIHOR AREA AS REGARDS TO THE INTEGRATING OF BIHOR AT THE EUROPEAN UNION AREA AND ITS TERRITORIAL OBJECTIVES ?

- TO MAKE MORE EFFICIENT THE INSTITUTIONAL STRUCTURES WHICH DISTRIBUTE THE EUROPEAN AIDS, AND CONTINUE TO SENSIBILISE ALL THE ACTORS OF THE OPPORTUNITY OF EUROPEAN PROGRAMMES. ONLY LOCAL INITIATIVE CAN ACHIEVE TO IMPULSE A NEW DYNAMIC.
- TO USE THE REGIONAL SCALE TO HAVE A TRANSVERSAL AND GLOBAL SIGHTEDNESS OF THE TERRITORY.
- TO DEVELOP THE RELATIONS BETWEEN URBAN AND RURAL AREAS.

BIBLIOGRAPHY

Matters

CHARVET Jean-Paul and CHALEARD Jean-Louis, *Géographie agricole et rurale*, Paris, Editions Belin, 2004.

MAZOYER Marcel and ROUDART Laurence, *Histoire des agricultures du monde, du néolithique à la crise contemporaine*, Paris, Editions du Seuil 2002.

MICHEL Patrick, *Europe Centrale, la mélancolie du réel*, Paris, Collection CERI/Autrement, 2004.

STAN Sabina, *L'agriculture roumaine en mutation, la construction sociale du marché*, Paris, CNRS Editions, 2005.

Recensământul General Agricol, Utilizarea terenurilor agricole, volume 2, 2002, România Institutul National de Statistică,, Bucuresti, 2004, p 437.

Recensământul general agricol, Date Generale, volume 1, 2002, România Institutul National de Statistică, Bucuresti, 2004, p 411.

Reviews

L'Union Européenne s'élargit, quelles conséquences économiques et sociales pour l'agriculture ?, POULIQUEN Alain in l'INRA, Paris, INRA Editions, 2003.

L'élargissement agricole de l'Union Européenne à l'Est : les surplus de main d'œuvre contre les surplus de produits, POULIQUEN Alain, *Revue d'études comparatives Est-Ouest*, n° 30, 1999, p. 233-259.

L'organisation économique : un atout pour les agriculteurs du monde, Chambres d'Agriculture, Paris, Publication mensuelle de l'Assemblée Permanente des Chambres d'Agriculture, mars 2004, n° 934.

Les Européens et leur agriculture, de Lisbonne à Varsovie, BIMA – Le magazine du ministère de l'agriculture, de l'alimentation, de la pêche et de la ruralité – Janvier-février 2005, n° 1512.

L'agriculture des 10 nouveaux Etats membres, BIMA Hors-Série – Le magazine du ministère de l'agriculture, de l'alimentation, de la pêche et de la ruralité – Mars 2005, n° 17.

Le cinquième élargissement de l'Union européenne : l'arrivée en force de l'Europe centrale, La Documentation française : Courrier des Pays de l'Est, Paris, n° 1031, janvier 2003.

L'élargissement de l'Union Européenne aux pays d'Europe centrale et orientale, BLOGOWSKI Alain, *Revue Economie Rurale*, SFER, juillet-août 2003, n° 276, p 53 à 68.

La PAC contre la multifonctionnalité, BAZIN Gilles, *Revue Economie Rurale*, SFER, janvier-avril 2003, n° 273-274, p 236 à 242.

De la multifonctionnalité à la multi-évaluation de l'activité agricole, Gilles ALLAIRE and DUPEUBLE Thierry, Revue Economie Rurale, SFER, mai-juin 2003, n° 275, p 51 à 65.

Éléments pour l'évaluation de l'impact des politiques agricoles à l'échelon de deux cantons aquitains, Revue Economie Rurale, SFER, 2000, n° 247.

Agriculture et politiques publiques en Allemagne et en France, Revue Economie Rurale, SFER, Mars-Juin 2002, n° 268-269.

Recensement des cheptels dans les pays candidats à l'adhésion à l'Union Européenne, Francis WEILLER and Robert POSCHACHER, Statistiques en Bref : Agriculture et pêche, données Eurostat, n° 13 de l'année 2002, avril 2002, Communauté Européenne, 8 p.

L'impact de l'élargissement sur les statistiques laitières de l'Union Européenne, Franco ZAMPOGNA and Anne-Claire TISSOT, Statistiques en Bref : Agriculture et pêche, données Eurostat, n° 2 de l'année 2004, Communauté Européenne, 8p.

Structure of agricultural holdings - Romania 2002, Statistics in focus : agriculture and fisheries , 2005, European Communities, 8 p.

Articles

Bruxelles reporte sa décision sur l'adhésion de la Bulgarie et de la Roumanie à l'Union – Les Echos 17 mai 2006, p 7 internationale.

Brochures

ABC-ul integrării în UNIONEA EUROPEANĂ, Guvernul româniei, Agentia pentru strategii guvernamentale, Bucuresti, 2005.

EU assistance in Romania, Pre-Accession Instruments : PHARE, ISPA, SAPARD, post accession support, Delegation of the European commission, 2005, 52 p.

Bihor – Ghid turistic, Consiliului Judetean Bihor, 2004, 50 p.

Cum schimba integrarea europeana activitatea fermierului român acum si în viitor, Ministerul Agriculturii, Padurilor si dezvoltarii rurale, 2005, 9 p.

Resurse pentru dezvoltare Nord-Vest, Ministerul Integrării Europene, 2005, 28 p.

Programul SAPARD in România, Ministerul agriculturii, padurilor si dezvoltarii rurale, 2006, 4 p.

Perspectives for agricultural markets in the enlarged European Union, European Commission, Directorate general for agriculture, 24 p.

Reports

ESPON project 2.2.2, Pre-Accession Aid Impact Analysis, Final Report, Part 2 : Main Part, ESPON (European Spatial Planning Observation Network), Co-financed by the European Community through the Interreg III ESPON Programme, 2000-2006, 293 p.

ESPON project 2.2.2, Pre-Accession Aid Impact Analysis, Final Report, Part 3 : Annexe, ESPON (European Spatial Planning Observation Network), Co-financed by the European Community through the Interreg III ESPON Programme 2000- 2006, 104 p.

ESPON project 2.2.2, Pre-Accession Aid Impact Analysis, Final Report, Part 1 : Summary, ESPON (European Spatial Planning Observation Network),Co-financed by the European Community through the Interreg III ESPON, Programme 2000-2006, 48 p.

ESPON project 2.1.3, The territorial Impact of CAP and Rural Development Policy, ESPON (European Spatial Planning Observation Network),Co-financed by the European Community through the Interreg III ESPON, Programme, 2000-2006, 394 p.

ESPON project 1.1.2, Urban-rural relations in Europe, ESPON (European Spatial Planning Observation Network),Co-financed by the European Community through the Interreg III ESPON, Programme, 2000-2006, 482 p.

Îmbunătățirea prelucrării și marketingului produselor agricole și piscicole, Masura 1.1, Ghidul solicitantului, Uniunea Europeană și Guvernul României, Agenția Săpăd României, programul SăPARD, 2002, 111 p.

Investiții în exploatarea agricolă, Masura 3.1, Ghidul solicitantului, Uniunea Europeană și Guvernul României, Agenția Săpăd României, programul SăPARD, 2002, 102 p.

Dezvoltarea și diversificarea activităților economice, Masura 3.4, Ghidul solicitantului, Uniunea Europeană și Guvernul României, Agenția Săpăd României, programul SăPARD, 2002, 105 p.

Rapport de suivi de la Roumanie, Commission des Communautés Européennes, mai 2006, 46 p.

Executive summary of Assessment of the Oradea city development strategy, Oradea, Center for urban Development Studies & Research Triangle Institute, 2001, 33p.

Plan d'actions du programme de gouvernement pour la période 2001-2004, Gouvernement de la Roumanie, 2005, 279p.

Programme de gouvernance 2005-2008, Gouvernement de la Roumanie, 127p.

National Plan for Agriculture and Rural Development over the 2000-2006 period under the Special Ascension Program for the Agriculture and Rural Development (SAPARD), Guvernul României, 2000.

Avis de la Commission sur la demande d'adhésion de la Roumanie à l'Union Européenne, Commission Européenne, Bruxelles, 1997.

Planul de dezvoltare regional al Regiunii de Nord – Consiliul Vest Transilvania de Nord (2007 - 2013)

10 + 2 întrebări despre agricultură și dezvoltare rurală, Centrul de Informare al Comisiei Europene în România, 2003, 20 p.

Agricultura și dezvoltarea rurală în Bihor, DODESCU Anca, SABAȘ Cosmin and NICULA Adrian, 2006, 12 p.

Dezvoltarea de instituții similare cu cele din EU și dezvoltarea resurselor umane, Ministerul Integrării Europene, 2004, 10 p.

Planul de Amenajare al Teritoriului Județean Bihor 2005-2006, Consiliul Județean Bihor, 67 p.

Rolul si functiile ministerului agriculturii, padurilor si dezvoltare rurale, Ministerului agriculturii, padurilor si dezvoltare rurale, 2005, 117 p.

Sectorul agroalimentar din România într-o perspectiva europeana, Ministerul de Dezvoltare Durabila sociala si de Mediu, 2005, 29 p.

Câtigatori si perdanti în procesul de integrare europeana, O privire asupra României, Centrul Român de politici economice, 2001, 53 p.

Une nouvelle architecture territoriale pour les Etats d'Europe Centrale et Orientale, Lydia Coudroy, Lille, 2005.

Conferences

The Common Agricultural Policy, opportunities and perspectives, mai 2004, Sofia Bulgaria, *The Sapard instrument on the eve of the accession*, WILKINSON Alan, 11 p.

The Common Agricultural Policy, opportunities and perspectives, mai 2004, Sofia Bulgaria, *CAP Reform and EU enlargement – The future of European Agricultural policy*, AHNER Dirk, 13 p.

Romania 2000 – 10 years of transition. Past, present and future, 2000, Bucarest, *Agriculture Policy : Achievements and Challenge*, TESLIUC Emil.

Romania 2000 – 10 years of transition. Past, present and future, 2000, Bucarest, *The labor market in Romania*, OPRESCU Gheorge.

Conferinta interguvernamentala pentru aderarea la uniunea europeana – România, 2001, Document de pozitie al României – Capitolul 7 Agricultura, 139 p.

Elite ale României Rurale despre integrarea europeana – prin « Satul European » despre satul românesc, SANDU Dumitru, Bucuresti, 2004, 17 p.

Web site

Enlargement

Web site of « la documentation française »

On www.ladocumentationfrancaise.fr/dossiers/elargissement-union-europeenne [en ligne]
(consulted in January 2006)

Web site of the Delegation of the European Commission in Romania

On www.infoeuropa.ro [en ligne]
(consulted in June 2006).

Web site Romanian Information Center in Brussels

On www.crib.mae.ro [en ligne]
(consulted in May 2006).

Web site of the romanian ministry of european integration, Ministerul Integrării Europene

www.mie.ro [en ligne]
(consulted in June 2006).

Web site of the agency for the implementation of SAPARD programme, Agentia de Plati Pentru Dezvoltare Rurala si Pescuit

www.sapard.ro [en ligne]

(consulted in June 2006)

Web site of the European Commission Directorate-General for Agriculture

On http://europa.eu.int/comm/dgs/agriculture/index_en.htm [en ligne]

(consulted in July 2006)

Web site of the Acceding countries - Romania

Disponible sur : <http://europa.eu.int/comm/enlargement/> [en ligne]

(Consulted in May 2006)

Role of the agriculture ministry

Ministerul agriculturii, padurilor si dezvoltarii rurale (MAPDR), site du ministère de l'agriculture, de la forêt et du développement rural

On www.maap.ro [en ligne]

(consulted in May 2006).

Statistical datas

Institutul National de Statistica,

On www.insse.ro [en ligne]

(consulted in May 2006).

Eurostat

On <http://europa.eu.int/comm/eurostat> [en ligne]

(Consulted in June 2006)

Agriculture

CAP Reform

On http://europa.eu.int/comm/agriculture/capreform/index_en.htm [en ligne]

(Consulted in July 2006)

Directia pentru Agricultura si Dezvoltare Rurala Bihor Oradea

On www.dadrbh.ro

(Consulted in May 2006)

INTRODUCTION

Le rapport : « *The territorial impact of european integration in Bihor's county rural areas – Romania* » fait suite à un stage de trois mois réalisé au sein de la *Directia pentru Agricultura si Dezvoltare Rurala* du judet de Bihor en Roumanie.

Cette étude a pour but d'analyser les impacts territoriaux à l'échelle locale de l'intégration de la Roumanie à l'Union Européenne. Pour cela, un état des lieux du territoire de Bihor et de ses dynamiques a été réalisé afin d'observer les impacts spatiaux des programmes d'aides européens de restructuration de l'agriculture et de développement rural. Enfin, cette analyse n'aurait pas pu être pertinente sans une observation de l'adaptation du système administratif roumain à la mise en place des politiques européennes.

SOMMAIRE

POURQUOI UN STAGE EN ROUMANIE ?-----	2
UN TERRITOIRE ENCORE MARQUE PAR LA DICTATURE COMMUNISTE-----	2
UN AMENAGEMENT DU TERRITOIRE SANS LOGIQUE SPATIALE-----	3
UNE DEMARCHE DE TRAVAIL BASEE SUR UNE EXPERIENCE DE TERRAIN-----	5
REDIGER EN ANGLAIS : LE CHOIX DE LA COMMUNICATION-----	7
SYNTHESE DU RAPPORT DE STAGE-----	8

POURQUOI UN STAGE EN ROUMANIE ?

Dans le cadre du MASTER 2 / Magistère 3, nous devons effectués un mémoire de recherche. Mes recherches sont basées sur l'analyse territoriale de la question agricole dans le processus d'élargissement de l'Europe aux Pays d'Europe Centrale et Orientale et plus spécifiquement sur l'intégration de la Roumanie.

Ce stage à la *Directia pentru Agricultura si Dezvoltare Rurala* m'a permis de confronter le point de vue de la recherche à celui du monde professionnel. J'ai ainsi pu mettre des images derrière les concepts étudiés lors de mes recherches, avec l'observation sur le terrain :

- des impacts de l'intégration de la politique agricole européenne sur les zones rurales du Judet de Bihor,
- de l'adaptation de la Direction de l'Agriculture aux politiques européennes,
- de la mise en place des programmes d'aides européens sur le territoire et leurs impacts.

Durant ce stage, j'ai ainsi pu approfondir les questions traitées lors du mémoire de recherche.

Le travail de stage et le travail de recherche sont complémentaires. Sans une étude théorique des lois foncières pendant et après la période communiste, je n'aurais pas pu comprendre les transformations de l'agriculture et des relations ville-campagne à l'échelle locale. Or ces connaissances sont primordiales pour comprendre des dynamiques actuelles au sein du territoire.

De même, si je n'avais pas été intégrée dans une structure administrative, je n'aurais pas pu me rendre compte des difficultés de la mise en place des aides européennes _ SAPARD, PHARE.

Les recherches théoriques ont donc été complétées par des observations personnelles sur le terrain.

UN TERRITOIRE ENCORE MARQUE PAR LA DICTATURE COMMUNISTE

En 2007, la Roumanie entrera dans l'Union Européenne avec un certain nombre de marques héritées de la parenthèse historique du socialisme, malgré une décennie consacrée à la restructuration globale des systèmes économiques, sociaux et politiques. L'abandon du système socialiste revient à remplacer les logiques centralisatrices d'exercice du pouvoir dans une architecture territoriale totalement revisitée. Ainsi, les échelons régional et local sont au cœur de la stratégie d'intégration européenne. Ce redécoupage coïncide avec une injonction externe, celle de l'Union Européenne. C'est pourquoi des réformes ont été réalisées dans le but de mettre en place des cadres territoriaux pour l'exercice de la démocratie – participative, et de

préparer les collectivités locales ainsi constituées à recevoir les fonds structurels européens. Ces nouvelles régions correspondent au niveau NUTS 2 du maillage européen, l'échelle du Judet – le territoire de Bihor.

En effet, la mise en place des politiques structurelles (après 2007 pour la Roumanie) nécessite la création de collectivités locales chargées à la fois d'initier des politiques de développement régional et de gérer les aides financières européennes. Or la décentralisation régionale (NUTS 2 – Judet de Bihor) de ces politiques sectorielles est le premier handicap de la bonne intégration à l'Union Européenne de la Roumanie. Ces nouveaux territoires ont du mal à prendre de l'importance face aux poids encore centralisateur de l'état roumain. La régionalisation forcée et trop rapide imposée à la Roumanie est déjà un facteur de l'échec de la mise en place des aides SAPARD, puisque aucune structure n'est encore apte à promouvoir les programmes de développement européen, ni à en gérer les fonds.

C'est une des premières difficultés auxquelles j'ai été confrontée durant ce stage. Concrètement, la centralisation du pouvoir agit à toutes les échelles de décision dans l'administration roumaine. Ainsi, pour l'obtention de données, il fallait demander une autorisation aux hauts dirigeants situés à Bucarest (les informations concernant les subventions nationales d'aide à l'agriculture et les données plus précises concernant l'agriculture de Bihor étaient par exemple déclarées confidentielles). De plus, le manque de coordination entre tous les services de la *Directia* – volonté des responsables – fait que les membres de la direction de l'agriculture ne savent pas quelles données il est possible de trouver dans la structure, ni à qui les demander.

De plus, la société roumaine reste méfiante vis-à-vis d'une gouvernance supra-nationale. Encore marqués par la dictature communiste, les roumains refusent d'être à nouveau gouvernés par une instance internationale. Le lancement des aides de pré-adhésion est ainsi freiné par ce refus de la société roumaine d'être encore une fois dépendante d'une influence supra-nationale. Il semblerait qu'il y ait peu (voire pas) de volonté de mettre en place les programmes d'aides européens.

UN AMENAGEMENT DU TERRITOIRE SANS LOGIQUE SPATIALE

J'ai rapidement pris conscience que mes responsables à la *Directia pentru Agricultura si Dezvoltare Rurala* – Octavian AVRAMUT, directeur adjoint du service développement rural et Geanina PREDESCU agent financier de l'institution, ne comprenaient pas les thématiques que je voulais/pouvais aborder :

- réaliser un diagnostic de la situation agricole et des zones rurales du judet de Bihor pour déterminer les zones à développer en priorité, OU
- mesurer l'évolution de l'occupation de l'espace pour souligner la faible maîtrise foncière et ses impacts territoriaux, OU

- observer le fonctionnement et l'organisation des structures administratives locales qui distribuent les aides des politiques européennes pour mesurer la portée des programmes d'aides européens.

Plus qu'une difficulté de communication liée à la langue, les problématiques que nous abordons dans le cadre du magistère ne trouvent pas échos en Roumanie. L'utilité d'un projet d'aménagement basé sur une analyse territoriale n'est pas encore établie : ni dans les mœurs, ni dans les préoccupations des structures administratives. C'est le principal problème de la mise en place des politiques européennes puisque les aides ne sont pas distribuées au regard des manques et potentiels d'un périmètre donné. Il n'y a aucune analyse spatiale présentant les zones les plus dynamiques de celles en retrait de développement.

La confidentialité des informations fait encore partie intégrante de l'administration roumaine malgré la chute de la dictature communiste. Je n'ai pas réussi à obtenir d'informations précises sur les actions et missions concrètes menées par la *Directia pentru Agricultura si Dezvoltare Rurala*. Il s'agit d'un organisme qui distribue des finances publiques : les subventions étatiques et européennes à l'agriculture. Il n'y a ici pas de projet de territoire qui visent à restructurer l'agriculture du département dans une logique de développement territorial. Les programmes SAPARD ont été ponctuellement mis en place, mais ne répondent pas à un objectif de dynamisation des zones défavorisées. D'ailleurs les aides SAPARD sont distribuées à des associations agricoles ou sociétés commerciales déjà intégrées au marché. La communication à l'intérieur de la structure, comme la sensibilisation des habitants des zones rurales aux programmes d'aides européens sont limitées, voir inexistantes. Ma responsable Geanina Predescu n'avait pas connaissance de l'existence du programme SAPARD ou des données disponibles concernant le judet à la *Directia pentru Agricultura si Dezvoltare Rurala*.

Pour les données chiffrées, en nombre assez limité dans le rapport de stage, je me suis basée sur les statistiques nationales de 2002. Elles ont été réalisées à la demande de l'Union Européenne, mais aucunes analyses, ni cartes n'accompagnent ces chiffres ; ou n'ont pu m'être fournies. Par ailleurs, les membres de la *Directia* m'ont clairement faite comprendre que les statistiques n'étaient pas très significatives de la réalité et que par conséquent mon étude serait forcément faussée.

Je me suis aussi basée sur le *Planul de Amenajare din Oradea* _ Plan d'aménagement d'Oradea _ pour réaliser mon étude mais il n'est pas une analyse du fonctionnement de la ville et de ses relations avec ses territoires voisins. Le plan est un recensement des bâtiments du centre ville. Enfin le *Planul de Amenajare din Bihor 2005-2006* _ Plan d'aménagement de Bihor _ constitue un premier diagnostic du judet. Mais il n'est illustré d'aucunes cartes et de données précises. Il ne met pas en valeur les différentes dynamiques au sein du territoire. Les informations ne sont, de plus, pas quantifiées.

L'aménagement du territoire, d'après son concept français, _ avec la réalisation de projet de territoire : observation, analyse, scénario _ n'est pas appliqué dans le judet de Bihor. De plus, le long terme est fixé à janvier 2007 avec la possible intégration de la Roumanie à l'Union

Européenne. Il n'y a pas d'étude locale qui envisage la situation du territoire après 2007, les impacts territoriaux risquent pourtant de perturber les dynamiques internes du territoire.

L'aménagement du territoire est encore assimilé à la planification et la systématisation mis en place pendant la dictature communiste et donc souffre d'une mauvaise image. Ces marques héritées du passé communiste de la Roumanie sont encore un frein aux actions visant au développement des territoires. L'aménagement du territoire est plus que jamais une discipline intersectorielle et transversale marquée par le jeu du politique.

Le concept de l'aménagement du territoire français n'est donc pas transposable au système roumain, ce qui explique le décalage entre le diagnostic de cette étude et un diagnostic qui aurait été réalisé en France.

UNE DEMARCHE DE TRAVAIL BASEE SUR UNE EXPERIENCE DE TERRAIN

Cette étude a pour objectif de faire un état des lieux de l'évolution du territoire et de rendre plus lisible les nouvelles dynamiques de développement au sein du périmètre mais aussi avec les territoires voisins. Loin d'être un véritable diagnostic territorial, elle constitue une synthèse des documents déjà réalisés ainsi qu'une analyse personnelle de l'application de ces documents sur le territoire. Le mémoire de stage vise ainsi à explorer les dimensions spatiales du processus de restructuration de l'agriculture.

Le rapport présenté à la structure d'accueil répond à la problématique : Comment impulser une dynamique de développement aux zones rurales défavorisées du judet de Bihor, aux vues de l'intégration de la Roumanie à l'Union Européenne et à ses objectifs territoriaux ?

Pour cela, il a fallu dresser un état des lieux des zones rurales du judet et de l'agriculture_ première source d'activité dans les campagnes. A partir de cette première analyse, j'ai cherché à déterminer les zones rurales les plus défavorisées. Dans un deuxième temps, j'ai fait un inventaire des projets réalisés grâce aux programmes d'aides européens _ PHARE-SAPARD, pour observer leur pertinence et leurs impacts sur le territoire, c'est-à-dire s'ils impulsaient une dynamique dans les zones rurales les plus en retrait.

Le but final de l'étude était d'élaborer des orientations de développement à l'échelle du judet de Bihor visant à l'amélioration des conditions de vie dans les zones rurales et la modernisation de l'agriculture.

J'ai cherché dans un premier temps à établir un diagnostic de la situation agricole du département de Bihor. Mais la *Directia pentru Agricultura si Dezvoltare Rurala* est actuellement en train de réaliser le recensement des exploitations. Les données existantes accessibles ne m'ont été fournies que fin juin, le stage se terminant fin juillet. J'ai toutefois essayé de tirer le maximum d'informations du recensement générale agricole de la Roumanie (2002) en

effectuant une base de données sur l'agriculture roumaine et l'agriculture du judet de Bihor. Mon but était de rendre lisible ces données visuellement.

Le diagnostic du secteur agricole reste toutefois limité et mérite une analyse plus approfondie avec par exemple une étude foncière. Mesurer l'évolution de l'occupation de l'espace est nécessaire puisque le territoire subi un mitage urbain très fort et non-contrôlé. Ce mitage engendre la diminution des surfaces agricoles, en déterminer les impacts territoriaux pourraient faire l'objet d'une étude ultérieure.

Dû au difficile accès à l'informations, j'ai décidé de réaliser une analyse du territoire à partir d'observations personnelles et de la lecture de documents ayant trait au judet. A partir de ces lectures, j'ai analysé les relations entre Oradea et ses territoires ruraux et effectué un sommaire diagnostic des milieux ruraux. Le manque de données freine ici encore la pertinence de l'analyse.

Enfin, je me suis demandée comment ces territoires ruraux pouvaient se développer et s'il existait des aides gouvernementales et européennes visant à leurs dynamisations. Mais je me suis à nouveau heurtée à un blocage d'informations, ces données étant confidentielles. Je n'ai malheureusement pas réussi à obtenir d'informations sûres.

Je me suis alors essentiellement penchée sur la question de la mise en place des aides européennes et leurs impacts ; ainsi que sur l'adaptation des structures administratives à l'intégration européenne. Comment fonctionnent et s'organisent les structures administratives qui s'occupent de la distribution des aides européennes ? Quel est l'impact structurel des aides communautaires sur les agricultures et le monde rural du territoire? Quels sont les changements observés dans le judet de Bihor ? Pour cela, je me suis basée à la fois sur mon vécu quotidien à la *Directia pentru Agricultura si Dezvoltare Rurala* et sur les recherches réalisées par *The European Spatial Planning Observation Network*.

J'ai toutefois réussi à m'intégrer à la réalisation du plan départemental d'aménagement. 5 groupes de travail ont été mis en place. Ces groupes répondent aux 5 priorités de développement qui ont été choisi par le judet :

- le transport,
- le tourisme,
- la régénération urbaine,
- l'environnement,
- l'agriculture.

Je me suis donc intégrée à ce dernier groupe. Il y avait une à deux réunion(s) par semaine suivies par une professeur de l'université, des membres de la Direction de l'Agriculture et les membres du service d'intégration européenne de Bihor. Un membre de la Direction de l'Agriculture explique l'état des lieux de l'agriculture du Bihor et ce que, selon lui, il faudrait faire pour restructurer l'agriculture et impulser une dynamique aux zones rurales. Son point de vue reste général étant donné qu'aucune étude poussée n'a été réalisée, mais j'ai ainsi pu observer

comment les structures administratives roumaines réalisaient un plan de développement territorial et comment sont déclinées au niveau national, régional puis départemental les politiques et enjeux européens.

Il y a beaucoup à observer sur la mise en place des politiques européennes et les transformations économiques et spatiales qui en découlent. Je n'ai malheureusement pas pu réaliser une étude poussée en raison du manque de données et du peu de temps imparti.

REDIGER EN ANGLAIS : LE CHOIX DE LA COMMUNICATION

J'ai communiqué en anglais et en « roumain » pendant toute la durée de mon stage. Personne à la *Directia pentru Agricultura si Dezvoltare Rurala* ne parlait français. J'ai cherché au maximum à m'intégrer dans la structure mais il a fallu m'armer de patience et de diplomatie. Les membres de la *Directia* étaient à mon arrivée plutôt méfiants : d'abord parce qu'ils ne comprenaient pas pourquoi je cherchais telle ou telle information, ensuite parce que les questions de l'élargissement européen et de la mise en place de la politique agricole sont très sensibles en Roumanie. De plus, mes responsables ne comprenaient pas les problématiques que je souhaitais aborder. L'utilité de ma présence était donc difficile à cerner.

Mon objectif personnel a donc été de m'intégrer à la structure. Il a fallu pour cela expliquer le concept français de l'aménagement du territoire et préciser qu'il n'avait pas de valeur universelle et définitive. Mon travail a surtout consisté à présenter la démarche française d'une étude de développement territorial. C'est ce que j'ai tenté de faire tout au long du rapport. Cette volonté de communication impliquait aussi la rédaction du rapport dans une langue comprise par la plupart, c'est-à-dire l'anglais. Rédiger en français aurait d'abord été inutile puisque personne n'aurait lu ce mémoire ; et cela aurait surtout fait preuve d'un manque de volonté d'intégration de ma part.

Le rapport de stage a pour but de montrer comment un développement territorial transversal et multisectoriel peut impulser une dynamique dans la restructuration de l'agriculture et des espaces ruraux. Ce rapport s'adresse à la fois à la *Directia pentru Agricultura si Dezvoltare Rurala*, mais aussi au service « Intégration Européenne » du judet.

Dans une première partie, j'ai dressé un état des lieux du territoire, de ses zones rurales et de l'agriculture de Bihor et de ses difficultés.

Dans une deuxième partie, j'ai cherché par quel moyen l'Europe et le gouvernement roumain aidaient la Roumanie à restructurer son agriculture et développer ses zones rurales.

Enfin dans une dernière partie, je démontre l'importance d'un développement transversale aux différents niveaux d'échelle territoriale: l'échelle européenne (l'Union Européenne intègre le territoire de Bihor dans ses dynamiques de développement), l'échelle du judet qui polarise son développement autour d'Oradea et enfin, l'échelle des relations villes-campagnes locales.

SYNTHESE DU MEMOIRE DE STAGE

Une première compréhension du territoire a émergé de la découverte de celui-ci, du dialogue avec les membres de la *Directia pentru Agricultura si Dezvoltare Rurala*, et de la lecture d'études plus ou moins récentes relatives au pays, au judet ou à la zone métropolitaine d'Oradea. Cette première approche m'a permis d'approfondir mes réflexions et de constituer l'ossature de l'étude.

Le territoire sera intégré en 2007 à l'Union Européenne et risque d'être perturbé par les changements politiques et économiques engendrés. C'est pourquoi le judet doit dans son intégralité anticiper les changements qui seront impulsés lors de l'intégration de la Roumanie à l'Union Européenne. Des politiques sectorielles sont d'ors et déjà réalisées aux vues du rattrapage des *acquis communautaires*, notamment en matière de développement rural et de restructuration de l'agriculture.

J'ai cherché à comprendre les dynamiques au sein du périmètre départemental et ses liens avec les territoires voisins. A partir de ces observations, il a été possible de déterminer des orientations possible de développement pour le territoire qui s'inscrivent dans une perspective de développement durable.

La création des routes européennes qui traversent la Roumanie font du Judet de Bihor une porte d'entrée dans l'Union Européenne et sur le territoire nationale. Cela induit progressivement un certain déséquilibre au sein du périmètre.

Ainsi, l'Ouest du territoire a tendance à se développer, en concentrant les zones d'activités et la plupart des entreprises et industries du périmètre.

De plus, l'augmentation du nombre de nouvelles constructions de logements, en particulier dans la zone métropolitaine d'Oradea (à moins de 10 minutes de la frontière) induit une importante consommation d'espace qui n'est pas maîtrisée : pas de contrôle de permis de construire, pas d'attention portée au type de construction.

Toutefois, due à la mauvaise qualité des routes, les zones en dehors de la première couronne péri-urbaine d'Oradea restent en dehors des flux de développement et nécessitent un temps conséquent de trajet, ce qui réduit leur attractivité pour les entreprises ou/et touristes potentiels. Sans une intervention publique, ces territoires risquent de devenir de plus en plus en retrait de développement.

En effet, l'Est du territoire connaît plus de difficultés au niveau des déplacements, en partie du fait du relief plus accidenté. Cette zone rencontre les difficultés propres à beaucoup d'espaces ruraux roumains : dépeuplement, dépendance des pôles de services et de commerces situés à une certaine distance, ce qui pose problème pour les personnes âgées. Le manque d'infrastructures de santé et de formation, cumulé à une très faible accessibilité confère à ces espaces une ruralité profonde.

Cependant, le déclin démographique observé durant les dernières décennies dans les zones rurales semble se renverser grâce aux migrations de la ville vers la campagne. En effet, les restructurations industrielles de la dernière décennie ont eu pour principaux effets le retour aux villages et au travail agricole de nombreux roumains. Ce mouvement a été permis par la restitution des terres agricoles aux paysans. Le territoire a ainsi pu éviter un afflux de chômeurs dans les villes. Le secteur agricole est ainsi devenu refuge social et cache une profonde pauvreté. La conséquence territoriale de ce phénomène est la forte parcellisation des terres, qui réduit la productivité agricole et par conséquent ne permet pas aux agriculteurs de moderniser leur exploitation. De plus, le gouvernement n'encourage pas le développement des zones rurales.

Le territoire fonctionne donc sur un développement à deux vitesses : l'ouest se dynamise sous l'influence de la Hongrie intégrée à l'Union Européenne tandis que l'est reste en retrait de développement du fait de sa difficile accessibilité.

Le territoire est polarisé autour d'Oradea et de la frontière hongroise à l'ouest du territoire. L'est du territoire, plus rural, est ainsi dépendant d'Oradea pour les services, la formation, le commerce, etc.

L'économie locale, qui historiquement repose principalement sur l'industrie et l'agriculture est en difficulté. L'artisanat _ céramique, etc. _ reste une activité créatrice d'emploi. Il semble donc nécessaire de jouer sur une diversification des activités, en particulier industrielles et rurales, et de profiter des nouvelles opportunités (présence des routes européennes) pour relancer une dynamique économique. Celle-ci doit également passer par le soutien des spécificités locales, mises en valeur de l'artisanat, de l'agriculture « biologique » et du tourisme. Le développement du pôle de formation d'Oradea ainsi que d'autres centres de formation en zone rurale serait un moteur du renouveau économique du territoire.

L'intercommunalité doit également jouer sur l'attractivité du territoire, pour la population comme pour les entreprises. Ainsi, la vie quotidienne doit être améliorée : services aux personnes et aux entreprises, transports en commun, image du territoire, etc. sont des éléments décisifs dans le choix d'un lieu d'installation. A plus long terme, la création d'une charte paysagère, qui, notamment en fixant certaines normes et en impliquant la population, protégera et mettra en valeur le patrimoine. L'amélioration de l'organisation du tourisme pourra aussi participer à renforcer l'image du territoire.

Suite à notre analyse, cinq éléments majeurs ressortent comme ayant un rôle à jouer pour le développement et le renouveau démographique et économique du territoire :

- la maîtrise foncière,
- le développement des zones rurales (adaptation des services, renforcer l'accessibilité),
- l'organisation du tourisme,
- la diversification économique par la restructuration de l'agriculture et le développement de l'innovation,
- la conservation du paysage et de son authenticité.

Ces priorités de développement permettent d'augmenter l'attractivité du territoire, de créer des emplois, et ainsi d'attirer de nouvelles populations. Cependant le développement futur ne peut être misé seulement sur ces éléments, mais ils apparaissent comme délaissés par rapport à leur potentiel. Ajoutons que pour que de nouvelles populations et investissements viennent s'installer, il est primordial que les habitants véhiculent une image positive de leur région et donc qu'ils soient convaincus de la richesse de leur cadre de vie et de sa nécessaire mise en valeur.

La rédaction d'un véritable diagnostic territorial quantifié et appliqué au territoire est nécessaire pour refléter les évolutions du territoire en s'y adaptant et ainsi assurer leur pertinence et leur efficacité. L'étude du territoire, par le biais d'un diagnostic territorial, est la pierre angulaire de toutes actions de développement sur le territoire.

De plus rendre plus efficiente les structures administratives qui distribuent les aides européennes, et développer la sensibilisation aux aides européennes, sont à la base d'une meilleure répartition des fonds européens. Toutefois, seule une intervention européenne ne peut pas parvenir à relancer une dynamique, celle-ci doit provenir d'initiative local.

Prendre l'échelle régional pour avoir une vision transversale et globale du territoire permet d'avoir une meilleure connaissance des manques et potentiels du territoire et de pouvoir avoir une véritable action cohérente et pertinente sur le territoire. Les politiques régionales européennes doivent être soutenues et relayées par des structures administratives locales performantes.

Renforcer les relations entre les milieux urbains-ruraux au sein même du judet évite une ségrégation du territoire entre espaces dynamiques et espaces vides.

Ces grandes orientations sont déclinées plus particulièrement à l'échelle de Bihor dans le rapport, celles-ci n'étant qu'une bref synthèse générale.

RESUME

The territorial impact of european integration in Bihor's county rural areas – Romania fait suite à un stage de trois mois réalisé au sein de la *Directia pentru Agricultura si Dezvoltare Rurala* du judet de Bihor en Roumanie. Le but de cette étude est d'analyser les impacts territoriaux à l'échelle locale de l'intégration de la Roumanie à l'Union Européenne. Le territoire de Bihor, avant tout rural, sera intégré en 2007 à l'UE et risque d'être perturbé par les changements politiques et économiques engendrés. Le secteur agricole permet actuellement d'assurer l'autosubsistance dans les zones rurales. L'ouverture du marché agricole roumain risque d'entraîner de profondes mutations dans ces espaces. C'est pourquoi le judet doit dans son intégralité anticiper les changements qui seront impulsés lors de l'intégration de la Roumanie à l'UE. Des politiques sectorielles et des programmes européens SAPARD-PHARE, sont d'ors et déjà réalisés aux vues du rattrapage des *acquis communautaires*, notamment en matière de développement rural et de restructuration de l'agriculture. Mais leurs impacts territoriaux restent limités du fait de la difficile adaptation du système administratif roumain centralisé à la régionalisation des programmes imposées par l'Union Européenne.