

- Andrija Krešić u svom i našem vremenu
- Ka бољој демографској будућности Србије
- Ka evropskom društvu – ograničenja i perspektive
- Multiculturalism in Public Policies
- Dug i (ne)razvoj
- Traditional and Non-Traditional Religiosity
- Xenophobia, Identity and New Forms of Nationalism
- Филозофија кризе и отпора: Мисао и дело Љубомира Тадића
- Contemporary Issues and Perspectives on Gender Research
- Different Forms of Religiosity and the Modern World
- Contemporary Religious Changes: From Desecularization to Postsecularization
- Strategic Streams 2019: European Elections and The Future of Europe
- Србија: род, политике, становништво
- Promišljanja aktuelnih društvenih izazova: Regionalni i globalni kontekst
- Ksenija Atanasijević: O meni će govoriti moja dela
- Izazovi održivog razvoja u Srbiji i Evropskoj uniji
- Political and Economic Self-Constitution: Media, Political Culture and Democracy
- Resetting the Left in Europe: Challenges, Attempts and Obstacles
- Kulturna autonomija nacionalnih manjina u svetlu činjenica
- Друштвене и хуманистичке науке у Србији
- Život za ideju: Misao i delo Đura Šušnjića
- Religion and Identity in the Time of Global Crises
- Klimatske promene – Pravni i društveni izazovi
- Monitoring Minority Rights: Twenty-five Years of Implementation of the Framework Convention for the Protection of National Minorities
- Governance of Environmental Challenges in Post-Pandemic Era
- Disaster Construction and Reconstruction: Lessons from COVID-19 for Ethics, Politics and Law
- Legal Insights into Environmental Sustainability



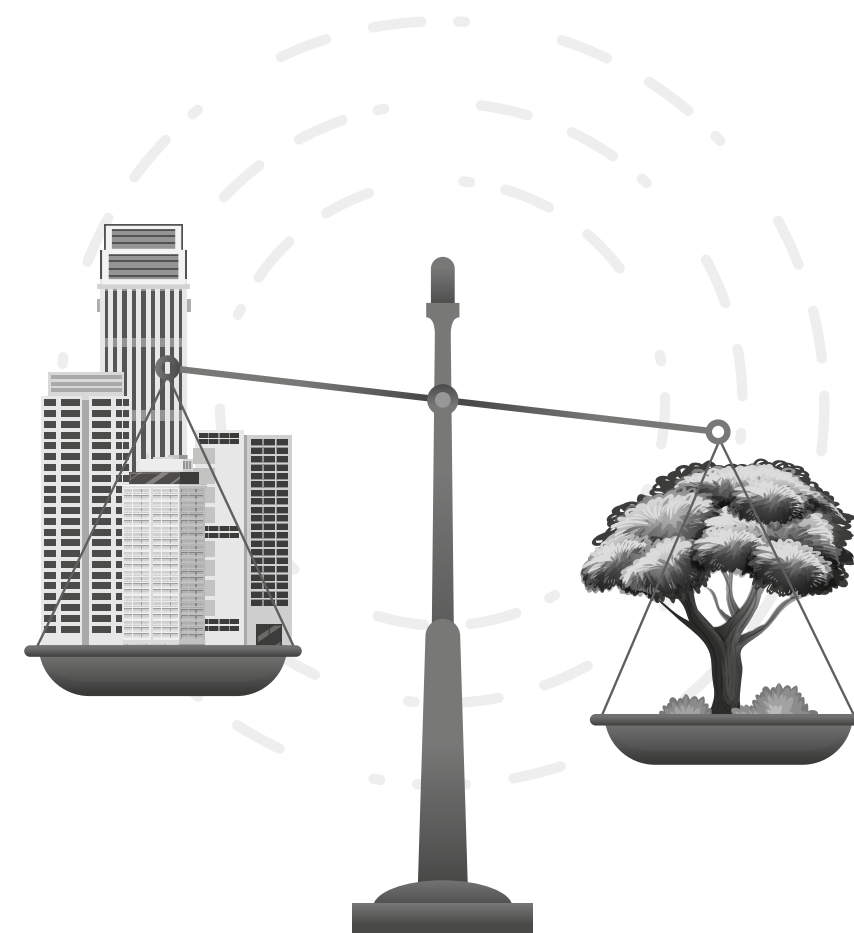
9 788670 932760

In the thematic monograph *Legal Insights into Environmental Sustainability*, the concept of sustainable development has been analysed as a legal and economic category, aiming to explore the way that changes in the socio-economic model impact public policy and normative framework. The results could serve as guidelines for policymakers to enhance states' efficiency in achieving the sustainable development goals, and define standards in terms of sustainable development. The themes covered in the monograph are internationally relevant, advocating best-practice approaches in the field.

Dr Mirko Vasiljević, Professor Emeritus



www.idn.org.rs



EDITORS: SANJA STOJKOVIĆ ZLATANOVIĆ, RANKO SOVILJ, IVANA OSTOJIĆ, MILKA DIMITROVSKA

LEGAL INSIGHTS INTO ENVIRONMENTAL SUSTAINABILITY

Exploring the intersection of various traditional legal disciplines – labour, business, and ecological law, with sustainability issues aims to offer valuable insights into the significant academic uncertainties about the future of a multilateral, globalized, and digitalized world, with law as an integral part of it. Global environmental protection issues are undoubtedly linked to economic development, societal progress, and finally, the exercise of fundamental human rights. Thus, legal, economic, and scientific reflections regarding the reconceptualization of basic notions/institutes by improving and/or adjusting the applied methods in various social science disciplines could contribute to the ongoing national and international debate at the public policy level, to implement theory in practice. This thematic monograph comprises nine research papers where legal ones dominate in Part 1 of the monograph related to the topics of Law and Sustainability, while the last two papers in Part 2 of the monograph deal with economic issues of sustainable development.

LEGAL INSIGHTS
INTO ENVIRONMENTAL SUSTAINABILITY

PUBLISHED BY

Institute of Social Sciences, Belgrade
Ss. Cyril and Methodius University in Skopje,
Institute for Sociological, Political and Juridical Research, Skopje

PUBLISHER

Goran Bašić

REVIEWERS

prof. emeritus Mirko Vasiljević
prof. dr Vladimir Čolović
prof. dr Mirjana Najchevska
Ana Knežević Bojović, PhD

SERIES

Edited Volumes

SERIES EDITOR

Veselin Mitrović

Belgrade, 2024

ISBN 978-86-7093-276-0

edited volumes

LEGAL INSIGHTS INTO ENVIRONMENTAL SUSTAINABILITY

EDITORS

Sanja Stojković Zlatanović

Ranko Sovilj

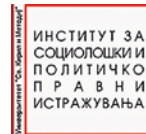
Ivana Ostojić

Milka Dimitrovska



INSTITUTE
OF SOCIAL SCIENCES

Institute of national significance
for the Republic of Serbia



CONTENTS

7

PREFACE

**PART A
LAW & SUSTAINABILITY**

12

Ljubinka Kovačević

**RELATIONSHIP BETWEEN LABOUR AND ENVIRONMENTAL LAW
– ACCIDENTAL OR NATURAL PARTNERS?**

44

Sanja Stojković Zlatanović, Jovan Protić

**THE ROLE OF SOCIAL DIALOGUE AND TRIPARTISM
IN JUST TRANSITION POLICY – EXPLORING THE NEXUS
BETWEEN LABOUR AND ENVIRONMENTAL LAW**

66

Milka Dimitrovska

**SUSTAINABLE PRODUCTION AND WORKERS' STATUS THROUGH
THE PRISM OF POLICY-MAKING IN THE MACEDONIAN AGRICULTURE**

90

Sofija Nikolić Popadić

**THE ROLE OF AGRICULTURE IN ACHIEVING
THE OBJECTIVES OF THE EUROPEAN GREEN DEAL**

112

Svetislav Janković, Ranko Sovilj

**LEGAL IMPACT OF THE NEW MODELS OF DOING BUSINESS LIKE
UBER, AIRBNB AND BLOCKCHAIN ON GREEN ECONOMY**

130

Boštjan Ferik, Petra Ferik

**ADDRESSING IN PRACTICE NEGLECTED POLICY
AND LEGAL APPROACHES TOWARDS CIRCULARITY
THROUGH PUBLIC PROCUREMENT**

5

contents

**PART B
ECONOMY & DEVELOPMENT**

150

Marijana Maksimović, Neven Cvetičanin
**MARKET ECONOMY AND SUSTAINABLE
DEVELOPMENT: EXAMPLE OF JAPAN**

170

Ivana Ostojić, Predrag Petrović, Vasko Kelić
**BLENDED FINANCE AS A SUSTAINABLE
DEVELOPMENT SUPPORT MECHANISM**

195

NOTES OF CONTRIBUTORS

SOFIJA NIKOLIĆ POPADIĆ

Institute of Social Sciences, Belgrade, Serbia
snikolic@idn.org.rs

The Role of Agriculture in Achieving the Objectives of the European Green Deal*

Abstract

The European Green Deal as a new EU strategy aiming to reach no net emissions of greenhouse gases (GHG) by 2050, as well as economic growth which is not tied to resource use, while leaving no person or place behind, was presented and adopted right at the beginning of the spread of the COVID-19 virus. Despite the obstacles, new strategies and laws were adopted during the pandemic years. Reaching the objectives of the Green Deal requires various changes in different sectors. One sector that has a significant role in achieving those goals is agriculture. This research focuses on the special role of agriculture within the European Green Deal and how agricultural production and farmers can contribute to the achievement of the European Green Deal objectives. In this context the Farm to Fork Strategy and EU Biodiversity Strategy for 2030 were analyzed. Special focus was set on the correlation between those strategies, the European Green Deal and new Common Agricultural Policy for the period 2023–2027.

Keywords: European Green Deal, Farm to Fork Strategy, EU Biodiversity Strategy for 2030, Common Agricultural Policy, Climate change

Introduction

Climate change and environmental issues are some of the main challenges that the world has been facing. Rising temperatures and global warming have been affecting various sectors, including agriculture, which is already combating negative consequences. The necessity for global action was recognized in 1992 by the United Nations Framework Convention on Climate Change, as well as the Kyoto Protocol in 1997. Unfortunately, the goals of

* This paper was written as part of the 2024 Research Program of the Institute of Social Sciences with the support of the Ministry of Science, Technological Development and Innovation of the Republic of Serbia.

these agreements have not been fully achieved at the global level in the past two decades (Rosen, 2015). The new international agreement on climate change was signed in Paris in 2015, setting the long-term goal to hold “the increase in the global average temperature to well below 2°C above pre-industrial levels” (Paris Agreement 2015, Art. 2). Achieving climate change mitigation and adaptation goals while pursuing economic growth and development has been challenging for most countries.

The European Union approached this challenge through the European Green Deal, aiming to find the balance between climate and environmental requirements, and sustainable growth. As a new growth strategy, the European Green Deal was presented on December 11, 2019. The European Parliament adopted the resolution on the European Green Deal on January 15, 2020. Some of the main goals are to reach no net emissions of greenhouse gases (GHG) by 2050, to reach economic growth which is not tied to resource use while leaving no one behind (sustainable and inclusive growth), to protect, conserve and enhance natural capital, and to protect citizens’ health and wellbeing from environmental risks (The European Green Deal, 2019). In parallel with the changes and the beginning of work on the new goals and strategies, the spread of the Covid-19 virus began, which brought the world into the state of pandemic and emergency (Nikolić Popadić, Milenković & Sjeničić, 2021: 230). This new situation threatened to slow down and stop the work on pursuing the Green Deal goals. However, despite the pandemic challenges, the adoption of strategies and regulations for achieving those objectives continued. The Covid-19 pandemic did not hinder the plans regarding the European Green Deal, it actually opened up a possibility to use it as an exit and recovery strategy (Bongardt & Torres, 2021: 177– 179). The Next Generation EU pandemic recovery fund, which is directed toward green, digital and resilient Europe, has been contributing to achieving the Green Deal goals (see: European Commission, 2020).

The European Green Deal covers different fields grouped in the following policy areas: EU’s climate ambition for 2030 and 2050; clean, affordable, and secure energy supply; mobilization of the industry for a clean and circular economy; shift to sustainable and smart mobility; fair, healthy and environmentally-friendly food

system; preservation and restoration of ecosystems and biodiversity; zero pollution ambition, toxic-free environment (The European Green Deal, 2019). All these policy areas are interlinked and should be transformed in order to achieve prescribed goals. The field that has a significant role in achieving the objectives of the Green Deal is agriculture. It permeates several policy areas. This research focuses on the special role of agriculture within the European Green Deal. How can agriculture (agricultural production and farmers) contribute to the achievement of the European Green Deal objectives? What is the role of the EU Common Agricultural Policy (CAP), and the correlation between CAP changes – a new CAP for the period 2023–2027 and the European Green Deal? Those are some of the main questions discussed in this paper.

Strategies that represent a further basis in the implementation of the Green Deal goals were adopted but a couple of months ago and they require a more detailed analysis. At the time when this research was conducted, the literature on the correlation between agricultural production and farmers, and the European Green Deal, the Farm to Fork Strategy and the EU Biodiversity Strategy, was scarce. It was focusing mainly on the CAP changes and the European Green Deal. With this research, we would like to contribute to the literature in this field and bring to light the importance and role of agricultural production and farmers, which sometimes seems to be forgotten. They are core subjects who work on the concrete application and implementation of measures, and it is necessary to emphasize the importance they have in the achievement of the Green Deal goals. It should also be noted that their position and practices will have to go through a transition and change in line with these new objectives and they will need significant support in that process.

The European Green Deal and Agriculture

Agriculture has an important role in achieving the goals set out in the European Green Deal. Limiting global warming to 1.5C, achieving no net emissions of greenhouse gases (GHG) by 2050, transition to a climate-neutral society, and preventing excessive biodiversity loss (European Green Deal, 2019) are some of the goals

that agriculture can make a significant contribution to. Its importance is recognized in the European Parliament resolution of 15 January 2020 on the European Green Deal (2019/2956/RSP) stating that “sustainable agriculture and farmers will play an important role in tackling the challenges of the European Green Deal.” European agriculture has the “potential to contribute to climate action, the circular economy and enhanced biodiversity and to promote the sustainable use of renewable raw materials” (The European Green Deal, 2019).

The correlation between the climate change objectives of the European Green Deal and agriculture can be viewed and analyzed from several aspects. On the one hand, activities within agricultural production contribute to climate change, which means that the agricultural sector can have a significant role as a climate change mitigation factor. A large proportion of greenhouse gases (GHG) emission, which is an important factor in keeping global warming within the 1.5°C limit (IPCC, 2018: 33), are coming from agriculture. It is estimated that around 20% of GHG emissions globally are from agriculture (Ekardt et al., 2018). In the European Union, that percentage is lower, and is around 10% (Agovino et al., 2019: 7). Agriculture is also responsible for primary PM10 emissions, being the third largest source of those emissions in the European Union (Farm to Fork Strategy, 2021; Guerreiro et al., 2014). A significant part of harmful emissions comes from livestock, the use of mineral fertilizers, and other activities in agricultural production, such as deep plowing of the soil (Ekardt et al., 2018; European Environment Agency, 2019: 40; González-Sánchez et al., 2017). On the other hand, agricultural production is significantly affected by climate change and there is a necessity for climate change adaptation measures in this sector. A decrease in yield on the global level influenced by climate change is already taking place and will be also a challenge for the future (Lobell, Schlenker & Costa-Roberts, 2011; Field et al., 2014). Agriculture has an important role in preserving biodiversity and preventing its loss. Different agricultural practices lead to deterioration of the land, while excessive use of fertilizers and pesticides cause water pollution and various negative effects on ecosystems (Nikolić Popadić, 2020: 90–91, 96–97). Loss of biodiversity significantly affects agricultural production

(see part 2.2). Therefore, changes in agricultural practices are necessary.

In this context, one should be reminded of the fact that agriculture and food production involves the employment of a relatively large number of people who can also be affected by the consequences of climate change. As indicated in the Statistical Yearbook of the Food and Agriculture Organization of the United Nations, agriculture is the second largest source of employment on the global level, with 27% of the global workforce being employed in this sector in 2019 (FAO, 2020: 4). In Europe, this number is much lower, with only 5.3% of the employees working in agriculture (FAO, 2020: 5).

The main role of agricultural production and farmers within the Green Deal is concretized in two strategies, the Farm to Fork Strategy and the Biodiversity Strategy, which will be analyzed in the following pages.

The Farm to Fork Strategy

One of the aims of the European Green Deal is to design a fair, healthy and environmentally friendly food system. The basis for reaching that goal was set within the Farm to Fork Strategy, which was presented by the European Commission in May 2020. The European Parliament adopted a resolution on a farm to fork strategy for a fair, healthy and environmentally-friendly food system (2020/2260(INI)) on 20 October 2021. As it was adopted during the Covid-19 pandemics, the resolution reflects on that situation stating that the pandemic has shown the importance of food security and the necessity for a “sustainable and resilient food system that functions in all circumstances” (Farm to Fork Strategy, 2021: 56). It is emphasized that the Covid-19 pandemic should be used as an opportunity to build that kind of system (Farm to Fork Strategy, 2021: 56).

The Farm to Fork Strategy is one of the main actions within the European Green Deal. In the European Parliament resolution, it is emphasized that it is important to “ensure coherence between the farm to fork strategy and the objectives of the European Green Deal, including on climate, biodiversity, zero pollution and health”

(Farm to Fork Strategy, 2021: 8). Some of the primary objectives of the Farm to Fork Strategy are “ensuring sustainable food production; ensuring food security; stimulating sustainable food processing, wholesale, retail, hospitality and food services practices; promoting sustainable food consumption and facilitating the shift to healthy, sustainable diets; reducing food loss and waste; combating food fraud along the food supply chain” (Farm to Fork Strategy, 2020).

The strategy recognizes and emphasizes some of the main roles of farmers in reaching both the Green Deal and Farm to Fork Strategy goals, especially when it comes to the way of use of agricultural land. Agricultural production and land use would be in the focus of our analysis, having in mind the topic of this research, although the strategy covers a wider range of topics. The initial Farm to Fork Strategy, i.e. the Communication from the Commission to the European Parliament, was structured in a way that was easy to follow, focusing on the six objectives which were mentioned above. In the analysis of the Farm to Fork Strategy on the following pages, we used the European Parliament Resolution, which was a much more complex and longer document with thematic overlaps throughout. Topics are repeated in the resolution in an inconsistent way which makes it hard to follow as some goals and necessary changes in certain fields appear as examples at the beginning of the document, then again in the middle and at the end, with quite different topics in between. We tried to summarize the provisions that are dealing with the topic of interest (which are relevant for this research), so that we could analyze them and provide an answer to the question pertaining to the role of agriculture in achieving the Green Deal and Farm to Fork Strategy goals.

As in the European Green Deal, the issues of climate change are also in the focus of the Farm to Fork Strategy. It is particularly emphasized that agriculture has important role in the process of adaptation to the climate change and its mitigation. Agricultural production has a significant impact on land use and soil quality. As already mentioned at the beginning of this research, agriculture is responsible for GHG emissions which in turn contribute to climate change. It is important to reduce those emissions in order to support the achievement of the Paris Agreement goals (Farm to Fork

Strategy, 2021: 21). There is a “need and potential to maintain, restore and enhance natural carbon sinks and reduce agricultural emissions of carbon dioxide, methane and nitrous oxide, in particular in the feed and livestock sectors as well as the organic and mineral fertilizer sector” (Farm to Fork Strategy, 2021: 21). In the resolution, European Parliament calls for the “appropriate and tailored regulatory measures and targets for emissions from agriculture and related land use as part of the ‘fit for 55’ package to ensure ambitious reductions of all GHG emissions in these sectors” (Farm to Fork Strategy, 2021: 21).

The necessity for a change towards sustainable farming and sustainable management of natural resources is emphasized in the Farm to Fork Strategy (Farm to Fork Strategy, 2021: 6). Changes in agricultural practices are crucial, especially when it comes to the risks associated with the use of pesticides, such as environmental pollution, harmful effects of its use on bees and other pollinators, etc. Reduction in pesticide dependency is linked to integrated pest management – the practice which should be applied by agricultural producers (Nikolić Popadić, 2020: 43). Having in mind the struggles with its’ implementation in the previous period (Nikolić Popadić, 2020: 44), the role of Member States in this process is emphasized again, especially regarding the conversion of general principles of these measures into practical criteria which can be measurable at the farm level (Farm to Fork Strategy, 2021: 10). It is concluded that the regulation of pesticide approval and implementation has to be improved, especially the environmental risk assessment process (Farm to Fork Strategy, 2021: 11). The European Commission has committed to promote “the global phasing out of pesticides no longer approved in the EU” (Farm to Fork Strategy, 2021: 125). Besides the changes in pesticides use, it is necessary to transform the practice of fertilizer consumption. The legally binding initiatives are required and the measures that will help agricultural producers to improve nutrient management (Farm to Fork Strategy, 2021: 14). Agroecological practices, smart farming, precision farming, targeted fertilization, and nature-based solutions would be beneficial for soil quality and biodiversity. These practices will contribute to the reduction of excessive and inefficient fertilization and will reduce dependency on mineral fertilizers, lessening negative effects on

the climate and the environment (Farm to Fork Strategy, 2021: 14). The benefits of organic farming and the need to increase the area of agricultural land under organic production are also recognized in the strategy (Farm to Fork Strategy, 2021: 30). The promotion of sustainable agro-forestry is important as well, as it can contribute to climate objectives, biodiversity, diversification, and circularity (Farm to Fork Strategy, 2021: 48). The strategy emphasizes the importance of support for agricultural producers who are in transition towards sustainable forms of agricultural production (Farm to Fork Strategy, 2021: 23). The additional rewards for farmers who are applying good agricultural practices, and those who deliver climate and environmental benefits, are also suggested in the strategy (Farm to Fork Strategy, 2021: 31).

Besides the concrete measures that are applied in the process of agricultural production, adaptation to changed climatic conditions can be tackled through sowing different plant varieties which are adapted to the climate change pressures. The strategy suggests that these should be traditional and locally-adapted varieties (Farm to Fork Strategy, 2021: 32). Along with that, emphasis should also be on the implementation of “new smart-farming technologies and techniques”, digitalization, and innovations that are compatible with traditional practices and which can contribute to efficiency, “environmental sustainability, and can deliver positive economic benefits from agricultural production” (Farm to Fork Strategy, 2021: 109, 115).

As farmers have an important role in the achievement of the Green Deal and Farm to fork strategy goals it is necessary to support the transfer of knowledge and exchange of experiences, to increase collaboration between different stakeholders and provide training for agricultural producers, especially young farmers, as well as to provide independent farm advisory services (Farm to Fork Strategy, 2021: 110, 116, 117). All that would contribute to the transition prescribed by the European Green Deal.

It is important to emphasize that the strategy recognizes the significance of the agricultural land, as it forms the basis for fulfilling the goals of the Farm to Fork Strategy. Food security depends on healthy soil and it is necessary to prevent further degradation of this natural resource, which is under increasing pressure. Therefore,

it is necessary to adopt a new soil strategy (Farm to Fork Strategy, 2021: 43). “Agricultural land is limited and hence must be used efficiently” (Farm to Fork Strategy, 2021: 45).

EU Biodiversity Strategy for 2030

Another strategy that represents one of the main initiatives of the European Green Deal is the *EU Biodiversity Strategy for 2030: Bringing nature back into our lives*, which was proposed by the European Commission in May 2020. The European Parliament adopted the resolution on the EU Biodiversity Strategy for 2030: Bringing nature back into our lives (2020/2273(INI)) a year later, on 9 June 2021. This strategy aims, among other things, to achieve the European Green Deal objective of avoiding the massive loss of biodiversity and restore it. As it was also proposed during the Covid-19 pandemics, the strategy reflected on that situation and circumstances. On one hand, the Covid-19 pandemics made the necessity of protecting nature even more urgent, while on the other, nature protection and recovery would be “critical for Europe’s economic recovery” from the pandemic crisis (EU Biodiversity Strategy, 2020). “The European Green Deal – the EU’s growth strategy – will be the compass for our recovery, ensuring that the economy serves people and society and gives back to nature more than it takes away... Over half of global GDP depends on nature and the services it provides, with three key economic sectors – construction, agriculture, and food and drink – all highly dependent on it. Biodiversity conservation has potential direct economic benefits for many sectors of the economy.” (EU Biodiversity Strategy, 2020; World Economic Forum, 2020: 8).

In the analysis of the European Parliament resolution on the EU Biodiversity Strategy for 2030, we also focused on the role of agriculture in achieving the objectives of this strategy and the Green Deal goals. It is emphasized that agriculture has an important role in contributing “to the protection and restoration of biodiversity” (EU Biodiversity Strategy, 2021: 55). Agriculture and biodiversity are interdependent. Biodiversity is essential for agricultural production and food security. The fact that more than 75% of the global food crop types depend on animal pollination shows how great

this connection is (IPBES, 2019). Farmers are among the first to see the consequences of biodiversity loss. Their practices contribute to the loss of biodiversity, but they can also contribute to its preservation (EU Biodiversity Strategy, 2020). Therefore, the role of farmers in the implementation of this strategy and its objectives is crucial (EU Biodiversity Strategy, 2021: 54).

In the resolution, the European Parliament expressed concern about the significant decline in the farmland biodiversity. One of the examples that illustrate the worrying situation is the fact that populations of farmland birds have declined by 34% since 1990 and the number of grassland butterflies declined by 39% (European Court of Auditors, 2020, 7, 8; European Environment Agency, 2019: 83). Some of the main causes of biodiversity loss are “fragmentation and degradation of natural ecosystems due to agricultural intensification”, land abandonment, “intensive forest management and urban sprawl” (EU Biodiversity Strategy, 2021; European Environment Agency, 2019: 83).

Just like the Farm to Fork Strategy, the EU Biodiversity Strategy emphasizes the necessity for the implementation of agricultural measures that are less harmful and damaging to the land, as healthy and fertile soil is vital for agricultural production (EU Biodiversity Strategy, 2021: 46). Agriculture should be transformed so as to be sustainable, and to enhance the restoration of biodiversity and its protection (EU Biodiversity Strategy, 2021: 55). There are several targets that are set in the strategy which should contribute to biodiversity conservation and improvement, as well as to the achievement of other Green Deal goals. One of them is an increase in organic production so that at least 25% of agricultural land should be brought under organic management by 2030 (EU Biodiversity Strategy, 2021: 52, 58). A minimum of 10% of agricultural land should consist of “high-diversity landscape features” which should “provide ecological connectivity for habitats across and in between farmed landscapes” (EU Biodiversity Strategy, 2021: 52). Fertilizer use should be reduced by 20% by 2030, and nutrient loss from fertilizers by 50% (EU Biodiversity Strategy, 2021: 114). Reductions of 50% are also necessary when it comes to pesticide use, especially when it comes to more hazardous and chemical pesticides (EU Biodiversity Strategy, 2021: 114).

All these targets should be set in legislation. European Commission should determine, together with Member States, the baseline for those targets, as well as contributions for each state, according to their different positions and circumstances (EU Biodiversity Strategy, 2021: 114–115). A significant part of the strategy related to pollution problems is dedicated to the issue of pesticide use. Special attention is paid to the procedure of authorizing pesticides (EU Biodiversity Strategy, 2021: 117–121). In that regard, it is important to stress that the European Parliament “opposes the reauthorization of the active substance glyphosate after 31 December 2022, calls on all Member States to carry out the relevant preparatory work to provide all farmers with viable alternative solutions after the ban of glyphosate” (EU Biodiversity Strategy, 2021: 116). This statement is very important, having in mind problems and challenges related to glyphosate approval in previous years (Nikolić Popadić, 2020: 45–46). Achieving the goal of reduction in use of pesticides and fertilizers requires a change in farmers’ practices (Nikolić Popadić, 2020: 102). Same as in the Farm to Fork Strategy, the Biodiversity Strategy encourages agro-ecology, implementation of integrated pest management, crop rotation, precision agriculture, etc. (EU Biodiversity Strategy, 2021: 120–124). In order to succeed and achieve the reduction goals, farmers need more varieties of alternative and environmentally friendly crop protection methods. In that regard, agricultural innovation, digitalization and new technologies play an important role (EU Biodiversity Strategy, 2021: 125, 148). Preservation of local genetic resources and genetic variability, instead of a limited number of varieties of agricultural crops which are now represented in agricultural production, is necessary for the diversity of agricultural ecosystems and for combating climate and environmental challenges (EU Biodiversity Strategy, 2021: 67). As in the Farm to Fork Strategy, it is emphasized that agricultural producers need support in this transition, through knowledge transfer, education, advisory services, financial support, etc. (EU Biodiversity Strategy, 2021: 56, 126).

From the previous analysis, we can conclude that the objectives and suggested measures in the EU Biodiversity Strategy are quite similar, and some even identical, as those in the Farm to Fork Strategy.

The EU Common Agricultural Policy (CAP)

The Common Agricultural Policy (CAP) has a vital role in the achievement of the European Green Deal objectives and implementation of the Farm to Fork Strategy and EU Biodiversity Strategy. The CAP should link all objectives analyzed in the previous sections, for the achievement of which the agricultural sector is the key, and accordingly direct the further action of Member States and farmers. Within the Resolution on the European Green Deal it is emphasized that the CAP should be in line with the European Union's climate and biodiversity ambitions (The European Green Deal, 2019). The CAP measures should support farmers to provide more environmental and climate benefits (The European Green Deal, 2019). When the European Green Deal was presented, the CAP was going through the process of reform as the CAP for the 2014–2020 period was about to expire. The first guidelines for the CAP after 2020 were presented in December 2017, and discussions followed in 2018 (European Council, 2021). The proposal for the new CAP for the period 2023–2027 was already made two years before the European Green Deal. After the presentation of the European Green Deal in December 2019 and the adoption of the resolution in January 2020, different analyses has shown that the CAP would not be able to completely meet European Green Deal ambitions and that there was a need for a change (Guyomard, Bureau et al., 2020). The process of the CAP reform was prolonged. The new CAP was adopted on 2 December 2021, with its implementation planned from 1 January 2023.

The CAP is a complex system based on two pillars. Due to the limited scope and subject matter of this paper, we will not present an analysis of the CAP reform as a whole, but we will focus on the most significant changes in the context of achieving the Green Deal goals and some of the key roles of agricultural production and farmers, especially when it comes to climate and environmental issues.

Compared to the CAP for the previous period, the new one has an increased ambition regarding environmental goals and climate-related objectives. Implementation of the new CAP will be based on the strategic plans of Member States. These plans have to accommodate particular needs of each state. The European Commission is responsible for assessing whether “the EU countries’

CAP strategic plans contribute to, and are consistent with, EU legislation and commitments in relation to climate and the environment, including those laid out in the Farm to Fork and Biodiversity strategies” (European Commission, 2021). In this context, it should be mentioned that in the resolution on the European Green Deal and both previously analyzed strategies, CAP was quite often mentioned as a necessary tool for implementation and achievement of the prescribed goals. In the Resolution on the European Green Deal, the European Parliament called “for a sustainable CAP which actively supports farmers and encourages them, through its measures, to deliver more environmental and climate benefits and to manage volatility and crises in a better way... stresses that CAP strategic plans must fully reflect the ambition of the European Green Deal, and calls on the Commission to be firm on this point in its assessment of the strategic plans, and especially to verify the ambition and effectiveness of the Member States’ eco-schemes and closely monitor the results of their implementation; stresses the importance within the New Delivery Model of a results-based and targeted approach with greater simplification and transparency about concrete deliverables and added value objectives” (European Green Deal, 2020: 58). Similar statement was made in the Resolution on Farm to Fork Strategy, where the European Parliament “calls on the Commission to only approve CAP national strategic plans which clearly demonstrate a commitment to sustainability from the economic, environmental and social perspectives and are in line with the objectives of the European Green Deal, the relevant EU-wide targets and the Paris Agreement” (Farm to Fork Strategy, 2021: 41). The EU Biodiversity Strategy also refers to CAP national strategic plans. It implies that the CAP national strategic plans should implement objectives of both strategies and that Member States should set “ambitious baselines for sustainability and biodiversity when establishing conditionality standards and to ensure the ambitious and prompt development and uptake of measures, in particular eco-schemes and agri-environment-climate measures” (EU Biodiversity strategy, 2021: 63). National strategic plans should integrate “measures with regard to high diversity landscape features” (EU Biodiversity strategy, 2021: 64, 69).

The guidelines for the CAP Strategic Plans were given in the “Regulation (EU) 2021/2115 of the European Parliament and of the

Council of 2 December 2021 establishing rules on support for strategic plans to be drawn up by Member States under the common agricultural policy (CAP Strategic Plans) and financed by the European Agricultural Guarantee Fund (EAGF) and by the European Agricultural Fund for Rural Development (EAFRD) and repealing Regulations (EU) No 1305/2013 and (EU) No 1307/2013". The novelty in this new CAP is a system of conditionality that should be part of the CAP Strategic Plans. Under that system, the farmers and beneficiaries who are receiving direct payments or annual payments are subject to administrative penalties "if they do not comply with the legal requirements for management under Union law and standards of good agricultural and environmental conditions of land which are set out in the CAP strategic plans", and which are related to "climate and environment, including water, soil and ecosystem biodiversity; public and plant health; animal welfare" (European Parliament, 2021, art. 12). In the previous CAP for the 2014–2020 period, noncompliance with the requirements would result in a reduction of CAP payments, and administrative penalties were not prescribed. In the new CAP, Member States have to determine "minimum standards for good agricultural and environmental" conditions of land at the national or regional level. According to the Annex III of Regulation 2021/2115. Some of the necessary measures which should protect soil are: minimum soil cover, crop rotation on land parcels at least once a year (with some exceptions), tillage management, etc. For the protection of biodiversity, minimum 4 % of arable land at the farm level should be devoted to "non-productive areas and features, including land lying fallow" (with some exemptions) on farms that have at least 10 hectares (European Parliament, 2021, Annex III). Buffer stripes should be established along the watercourses, and the minimum width of 3 meters without pesticides and fertilizers use should be respected (European Parliament, 2021, Annex III). Those are some of the measures that should be applied. When defining standards at the national and local levels, Member States should take care of the characteristics of the soil, climate, farm size, farm practice, etc. (European Parliament, 2021, art. 13).

The CAP 2023–2027 will have, within the first pillar, schemes for the climate, environment and animal welfare, so-called eco-schemes. They should be established also within CAP Strategic

Plans, while Member States should define the list of agricultural practices which should be beneficial for the climate, environment and animal welfare (European Parliament, 2021, art. 31). The resolution has a list of areas, among which at least two should be covered by each eco-scheme. Some of them are climate change mitigation, reduction of GHG from agriculture, climate change adaptation, protection of water quality, prevention of soil degradation, improvement of soil fertility, protection of biodiversity, sustainable and reduced use of pesticides, etc. (European Parliament, 2021, art. 31). All these commitments should go beyond the minimums prescribed by the relevant statutory management requirements and the good agricultural and environmental conditions of land, and should be different from agri-environment-climate commitments. The eco-schemes are voluntarily for farmers. There are additional payments which are compensating farmers for additional costs and foregone income caused by the commitments they made (European Parliament, 2021, art. 31; Albrecht & Nikolić Popadić, 2022: 45–46; Michel, 2020).

Support for the climate, environment and animal welfare is also available within the CAP's second pillar – rural development. Member States should include “agri-environment-climate commitments in their CAP Strategic Plans”. This is a voluntarily measure, within which farmers should receive payments for commitments that go beyond minimum requirements “for good agricultural and environmental conditions of the land, beyond minimum standards for the use of fertilizer, plant protection products, or for animal welfare, or other statutory requirements” (European Parliament, 2021, art. 70). These commitments should be different from those undertaken under the eco-scheme, and they should last for 5 to 7 years, but the exemptions in length are possible (European Parliament, 2021, art. 70).

The previously analyzed measures are part of the new green architecture of the CAP. The change from the green architecture of the CAP 2014–2020, which was based on a system of cross-compliance, greening and agri-environmental climate measures, to the CAP 2023–2027 system of enhanced conditionality, eco-schemes and agri-environmental climate measures, aims to contribute to the Green Deal objectives.

Discussion

From the analysis of the European Green Deal aims and goals, Farm to Fork Strategy and the EU Biodiversity strategy, we can conclude that there is a coherence between these strategies in terms of objectives and the direction in which it is necessary to act in order to achieve them. Quite general and broadly set objectives dominate the strategies, except for the goals related to the reduction in the use of pesticides and fertilizers. There is a significant overlap between the two strategies when it comes to the role of agriculture and the activities of agricultural producers. The general necessity for a change in agricultural production is emphasized in both of them, while the proposed changes are quite similar. It is important to mention that, although quite general in terms of measures that should be taken regarding agricultural production, both strategies are very significant, as they finally highlighted the place, role, and importance of agricultural production, given that thus far, the importance of agricultural production has been mainly discussed in the context of the CAP. The strategies provide merely a basis for the next steps, i.e. they have set up the framework for further action. Finding ways and implementing the measures envisaged by these strategies are yet to come. In this sense, it is very important to take into account the coherence of activities based on these strategies, as they should complement each other. It is necessary for the measures and activities that agricultural producers need to implement to be as concrete as possible, with clear guidelines and measurable results, in order to avoid these strategies remaining only as a general guidelines for a change, but without achieving concrete effects.

The European Green Deal and the strategies rely significantly on the CAP in terms of the implementation of concrete measures. The new CAP has tried to make a shift towards the results-based approach. The change in green architecture is aiming to contribute to climate and environmental goals. However, some concerns have been expressed, questioning the success of such a system, especially in view of the experience of the previous CAP period. The green components of the CAP for 2014–2020 proved to be ineffective. There were changes in farming practices in only 5%

of the farmland in the EU (European Court of auditors, 2017: 6). Some of the suggestions of the European Court of Auditors for the new CAP regarding the greening component were accepted in the Regulation (EU) 2021/2115, such as penalties for non-compliance, “funding reflecting an assessment of the average costs incurred and income foregone”, taking care of specific local environmental and climate-related needs, etc. (European Court of auditors, 2017; European Parliament, 2021). The new CAP relies significantly on the CAP Strategic Plans of the Member States, giving them an important role. That should have some positive effects, since Member States have a better insight into the situation and needs in their respective countries, so goals and measures can be better adapted to the local needs. The adoption and implementation of CAP Strategic Plans will play a key role in achieving environmental and climate goals. Therefore, prescribing and applying measures that should contribute to the goals of the Green Deal are largely in the hands of the states.

Conclusion

The European Green Deal has set ambitious goals that will require joint and coordinated action by different sectors. Although it was adopted during the Covid-19 pandemic, that did not prevent further work on the adoption of strategies and regulations that enable the realization of the envisaged goals, where the pandemic was used as a driver of change and turning to a new beginning.

From the results of this research, we can conclude that agricultural production and farmers have a very important role in achieving the goals of the Green Deal. They are key subjects who apply concrete measures, and their actions can make a shift towards different goals, especially regarding climate change, environmental and biodiversity objectives. Reduction of GHG emissions, as well as reduction in the use of pesticides and fertilizers are dependent on agricultural practices. Food security also depends on agricultural producers. The roles and importance of agriculture are multiple and paramount. The Green Deal relies on agriculture and expects a lot from agricultural producers. Farmers should be among the key subjects who are the bearers of change. Therefore, it is necessary to help them in this transition. To change a multitude

of practices will require additional finances, while a change in the current conventional production can lead to a yield reduction which will in turn reflect on finances. Along the way, it is necessary to provide appropriate professional support, through various types of consultations, education, training, practical applications in the field, etc. The Common Agricultural Policy has an important role in supporting farmers and accomplishing the Green Deal goals. With the new CAP for 2023–2027 Member States will have a greater role in shaping and controlling the application of agricultural practices. Therefore, the systems in the countries should be adequately prepared for the upcoming changes and the implementation of the new policy from next year. Agriculture and agricultural producers will have a special role in the years to come, especially having in mind the prescribed targets for 2030 and 2050. This role should be recognized and supported on the global, national, and local levels.

REFERENCES

- Agovino, M., Casaccia, M., Ciommi, M., Ferrara, M. & Marchesano, K. (2019). Agriculture, climate change and sustainability: The case of EU-28. *Ecological Indicators*, 105, 525–543, <https://doi.org/10.1016/j.ecolind.2018.04.064>
- Albrecht, J. & Nikolić Popadić, S. (2022). Legal challenges of restricting land use for natural flood protection in the hinterland. In: T. Hartmann, L. Slavíková, & M. E. Wilkinson (Eds.) *Spatial Flood Risk Management, Implementing Catchment-based Retention and Resilience on Private Land* (pp. 33–51). Cheltenham: Edward Elgar Publishing.
- Bongardt, A. & Torres, F. (2021). The European Green Deal: More than an Exit Strategy to the Pandemic Crisis, a Building Block of a Sustainable European Economic Model. *Journal of Common Market Studies*, 60(1), 170–185, <https://doi.org/10.1111/jcms.13264>
- Ekardt, F., Wieding, J., Garske, B. & Stubenrauch, J. (2018). Agriculture-related Climate Policies – Law and Governance Issues on the European and Global Level. *Carbon & Climate Law Review*, 12(4), 316–331.
- EU Biodiversity Strategy* (2020). Communication from the Commission to the European Parliament, the Council, the European economic and social committee and the Committee of the regions, EU Biodiversity Strategy for 2030, Bringing nature back into our lives, COM/2020/380 final.

- EU Biodiversity Strategy* (2021). European Parliament resolution of 9 June 2021 on the EU Biodiversity Strategy for 2030: Bringing nature back into our lives (2020/2273(INI)).
- European Commission (2020). *The EU budget powering the recovery plan for Europe*. <https://op.europa.eu/fr/publication-detail/-/publication/e0956910-a0c9-11ea-9d2d-01aa75ed71a1/language-en/format-PDF/source-193486136> (accessed 24 September 2021)
- European Commission (2021). *CAP strategic plans*. https://ec.europa.eu/info/food-farming-fisheries/key-policies/common-agricultural-policy/cap-strategic-plans_en (accessed 21 January 2022)
- European Council (2021). *Common agricultural policy 2023–2027*, available at: <https://www.consilium.europa.eu/en/policies/cap-introduction/cap-future-2020-common-agricultural-policy-2023-2027/> (accessed 20 January 2022)
- European Court of Auditors (2017). *Greening: a more complex income support scheme, not yet environmentally effective*, Special Report. https://www.arc2020.eu/wp-content/uploads/2018/03/SR_GREENING_EN.pdf (accessed 9 August 2021)
- European Court of Auditors (2020). *Biodiversity on farmland: CAP contribution has not halted the decline*, Special Report, available at: https://www.eca.europa.eu/Lists/ECADocuments/SR20_13/SR_Biodiversity_on_Farmland_EN.pdf (accessed 2 October 2021)
- European Environment Agency (2019). *Climate change adaptation in the agriculture sector in Europe*, EEA Report No 04/2019 (Luxembourg: Publications Office of the European Union). <https://www.eea.europa.eu/publications/cc-adaptation-agriculture> (September 10, 2021)
- European Environment Agency (2019). *The European environment – state and outlook 2020: Knowledge for transition to a sustainable Europe*. <https://www.eea.europa.eu/soer/publications/soer-2020> (accessed 2 October 2021)
- FAO (2020). *World Food and Agriculture – Statistical Yearbook 2020*. Rome: Food and Agriculture Organization of the United Nations. <https://doi.org/10.4060/cb1329en> (accessed 12 September 2021)
- Farm to Fork Strategy (2020). *Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions, A Farm to Fork Strategy for a fair, healthy and environmentally-friendly food system*, Brussels, 20. 5. 2020, COM(2020) 381 final.

- Farm to Fork Strategy (2021). *European Parliament resolution of 20 October 2021 on a farm to fork strategy for a fair, healthy and environmentally-friendly food system* (2020/2260(INI)).
- Field, B. C., Barros, V. R., Dokken, D. J., Mach, K. J., Mastrandrea, M. D., Bilir, T. E., Chatterjee, M., Ebi, K. L., Estrada, Y. O., Genova, R. C., Girma, B., Kissel, E. S., Levy, A. N., MacCracken, S., Mastrandrea, P. R. & White, L. L. (eds.) (2014). *Climate Change 2014, Impacts, Adaptation, and Vulnerability, Part A: Global and Sectoral Aspects*, Working Group II, Contribution to the Fifth Assessment Report of the Intergovernmental Panel on Climate Change Cambridge: Cambridge University Press. https://www.ipcc.ch/site/assets/uploads/2018/02/WGIIAR5-FrontMatterB_FINAL.pdf (accessed 10 September 2021)
- González-Sánchez, J. E., Moreno-García, M., Kassam, A., Holgado-Cabrera, A., Triviño-Tarradas, P., Carbonell-Bojollo, R., Pisante, M., Veroz-González, O. & Basch, G. (2017). *Conservation Agriculture: Making Climate Change Mitigation and Adaptation Real in Europe*. European Conservation Agriculture Federation.
- Guerreiro, C. B. B., Foltescu, V. & de Leeuw, F. (2014). Air quality status and trends in Europe. *Atmospheric Environment*, 98, 376–384.
- Guyomard, H., Bureau J.-C., Chatellier, V., Detang-Dessendre, C., Dupraz, P., Jacquet, F., Reboud, X., Requillart, V., Soler, L. G. & Tysebaert, M. (2020). *Research for AGRI Committee – The Green Deal and the CAP: policy implications to adapt farming practices and to preserve the EU's natural resources*. Brussels: European Parliament, Policy Department for Structural and Cohesion Policies. <https://www.inrae.fr/sites/default/files/pdf/Final%20Report-Parlement%20europ%C3%A9en-November%202020.pdf> (accessed 20 January 2022)
- IPBES (2019). Díaz, S., Settele, J., Brondízio, E. S., Ngo, H. T., Guèze, M., Agard, J., Arneth, A., Balvanera, P., Brauman, K. A., Butchart, S. H. M., Chan, K. M. A., Garibaldi, L. A., Ichii, K., Liu, J., Subramanian, S. M., Midgley, G. F., Miloslavich, P., Molnár, Z., Obura, D., Pfaff, A., Polasky, S., Purvis, A., Razaque, J., Reyers, B., Chowdhury, R. R., Shin, Y. J., Visseren-Hamakers, I. J., Willis, K. J. & Zayas, C. N. (Eds.), *The global assessment report on biodiversity and ecosystem services of the Intergovernmental Science-Policy Platform on Biodiversity and Ecosystem Services*. Bonn: IPBES secretariat. <https://ipbes.net/global-assessment> (accessed 18 January 2022)
- IPCC (2018). Global Warming of 1.5°C, An IPCC Special Report on the impacts of global warming of 1.5°C above pre-industrial levels and related global greenhouse gas emission pathways, in the context of strengthening the global response to the threat of climate change,

- sustainable development, and efforts to eradicate poverty. Mas-son-Delmotte, V., P. Zhai, H.-O. Pörtner, D. Roberts, J. Skea, P.R. Shukla, A. Pirani, W. Moufouma-Okia, C. Péan, R. Pidcock, S. Con- nors, J.B.R. Matthews, Y. Chen, X. Zhou, M.I. Gomis, E. Lonnoy, T. Maycock, M. Tignor, & T. Waterfield (Eds.). https://www.ipcc.ch/site/assets/uploads/sites/2/2019/06/SR15_Full_Report_High_Res.pdf (accessed 12 November 2021)
- Lobell, B. D., Schlenker, W. & Costa-Roberts, J. (2011). Climate Trends and Global Crop Production Since 1980. *Science*, 333(6042), 616–620.
- Michel, J. (2020). Gemeinsame Agrarpolitik. Was steckt hinter den Eco-Sche- mes? Agrarheute. <https://www.agrarheute.com/politik/steckt-eco-schemes-574501> (accessed 9 August 2021)
- Nikolić Popadić, S. (2020). Način upotrebe poljoprivrednog zemljišta i zdravlje ljudi u Republici Srbiji i Evropskoj uniji. In: I. Arsić, & V. Mentus (Eds.) *Promišljanja aktuelnih društvenih izazova: regionalni i globalni kontekst* (pp. 86–107). Beograd: Institut društvenih nauka.
- Nikolić Popadić, S. (2020). Use of pesticides in agricultural production in the European Union – legal aspects. In: Kastori, R., Aleksić, N., Božidarević, D., Šovljanski, R., Spalević, V., Joldžić, V. & Popović V. (eds.) *XXIV International Eco-Conference, XI Safe food* (pp. 41–48). Novi Sad: Eco- logical movement of Novi Sad.
- Nikolić Popadić, S., Milenković, M. & Sjeničić M. (2021). The Covid-19 Epidem- ic in Serbia – the Challenges of Finding an Appropriate Basis for Re- sponding to a Health Crisis. *Medicine, Law & Society*, 14(2). 229–246.
- Paris Agreement* (2015). United Nations.
- Regulation (EU) 2021/2115 of the European Parliament and of the Coun- cil of 2 December 2021 establishing rules on support for strategic plans to be drawn up by Member States under the common agri- cultural policy (CAP Strategic Plans) and financed by the European Agricultural Guarantee Fund (EAGF) and by the European Agricultural Fund for Rural Development (EAFRD) and repealing Regulations (EU) No 1305/2013 and (EU) No 1307/2013, PE/64/2021/REV/1, *Of- ficial Journal of the European Union*, L 435, 6.12.2021.
- Rosen, A. (2015). The Wrong Solution at the Right Time: The Failure of the Kyoto Protocol on Climate Change. *Politics & Policy*, 43(1), 30–58. <https://doi.org/10.1111/polp.12105>
- The European Green Deal (2019). European Parliament resolution of 15 January 2020 on the European Green Deal (2019/2956(RSP)).
- World Economic Forum (2020). *Nature Risk Rising: Why the Crisis Engulf- ing Nature Matters for Business and the Economy*. https://www3.weforum.org/docs/WEF_New_Nature_Economy_Report_2020.pdf (accessed 24 September 2021)

CIP – Каталогизација у публикацији
Народна библиотека Србије, Београд

349.6(082)
338.1:502.131.1(082)

LEGAL insights into environmental sustainability /
editors Sanja Stojković Zlatanović ... [et al.]. – Belgrade :
Institute of Social Sciences ; Skopje : Ss. Cyril and
Methodius University, Institute for Sociological, Political
and Juridical Research, 2024 (Beograd : RIC Grafičkog
inženjerstva Tehnološko-metalurškog fakulteta). –
197 str. ; 21 cm. – (Series Edited Volumes)

Tiraž 150. – Str. 7–9: Preface / editors. – Napomene i
bibliografske reference uz tekst. – Bibliografija uz svaki
rad.

ISBN 978-86-7093-276-0 (ISS)

1. Stojković Zlatanović, Sanja, 1986– [уредник] [аутор
додатног текста]
а) Животна средина – Одрживи развој – Правни аспект
– Зборници
б) Привредни развој – Одрживи развој – Зборници

COBISS.SR-ID 14656436