
LEGAL DIMENSIONS OF EU SUSTAINABLE AGRICULTURE POLICIES

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ARTICLE INFO

Review Article

Received: 29 August 2025

Accepted: 01 September 2025

doi:10.59267/ekoPolj25031105M

UDC 502.131.1:631(4-672EU)

Keywords:

*sustainable agriculture;
European Union; Common
Agricultural Policy; European
Green Deal; Farm to Fork
Strategy; biodiversity.*

JEL: K3, Q1

ABSTRACT

Sustainable agriculture represents a key aspect of the EU's environmental policy, as it has a significant impact on biodiversity, soil quality, and water resources. The European Commission implements a set of policies aimed at aligning economic productivity with the protection of natural resources and the reduction of greenhouse gas emissions. This paper focuses on the analysis of European Union policies in the field of sustainable agriculture, with particular emphasis on the strategic and legal framework. Special attention is given to the main instruments supporting the transition toward ecologically, economically, and socially sustainable models of food production: the Common Agricultural Policy (CAP), the European Green Deal, the Farm to Fork Strategy, and the EU Biodiversity Strategy for 2030. Furthermore, examples of good practices implemented by certain EU Member States are examined. The findings highlight the necessity of amending future EU acts to incorporate digitalization, innovation, and the level of climate-related risks.

Introduction

Sustainable agriculture represents a key component of the European Union's (EU) contemporary development strategies, as it integrates economic, environmental, and social aspects of food production. Its essence lies in producing food in a way that meets the needs of the present generation without compromising the ability of future generations to meet their own needs (FAO, 2022). In the context of climate change, land degradation, biodiversity loss, and the growing demand for food, the EU recognizes

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that agriculture must undergo transformation in order to contribute to the achievement of the Sustainable Development Goals (UN, 2015).

For decades, the European Union has been developing and adjusting its agricultural policies. The Common Agricultural Policy (CAP), established in 1962, has been the main instrument for supporting farmers and ensuring food security in the EU. However, since the beginning of the 21st century, the CAP has been increasingly reformed to respond to the challenges of sustainability, the reduction of greenhouse gas emissions, the protection of natural resources, and the preservation of rural communities (European Commission, 2023). Sustainable agriculture is one of the key elements in addressing global challenges such as biodiversity loss, resource depletion, and climate change. The development of agricultural policies that balance ecological, economic, and social objectives plays a crucial role in the European Union, which declares itself a global leader in promoting sustainability.

The European Commission implements a variety of initiatives to enhance the sustainability of agricultural practices, such as the European Green Deal and the Common Agricultural Policy (CAP), along with a range of policies aimed at promoting sustainable agriculture through financial incentives, legislative frameworks, and innovative practices.

In this context, the European Green Deal (2019), together with the Farm to Fork Strategy and the EU Biodiversity Strategy, sets ambitious goals to achieve climate neutrality by 2050, while also improving food quality and the health of EU citizens (European Commission, 2020a). These policies have far-reaching implications not only for farmers but also for the entire food system.

This paper analyzes the key mechanisms, including the Common Agricultural Policy, the Farm to Fork Strategy, and other regulations designed to reduce the environmental footprint of agriculture. It examines the impact of these policies on farmers, consumers, and society at large. Furthermore, the paper explores examples of best practices and the challenges of implementing these policies across different EU Member States.

Materials and methods

The main objective of the methodology in this paper is to identify the key EU policies and strategies in the field of sustainable agriculture, examine their connection with the Sustainable Development Goals, and analyze examples of best practices in selected Member States. Accordingly, a qualitative, review-analytical approach is applied, based on the analysis of relevant academic literature, official European Union documents, and reports of international organizations dealing with sustainable agriculture. The key sources include official EU documents and strategies—such as the Common Agricultural Policy (CAP), the European Green Deal, the Farm to Fork Strategy, and the EU Biodiversity Strategy for 2030—alongside reports (such as FAO, OECD, EEA..).

This research relies exclusively on secondary sources, which may limit the ability to directly measure the empirical effects of the policies. Additionally, political changes and

updates to EU strategies may lead to the rapid obsolescence of certain data, a limitation that has been taken into account in the analysis. systematic search of scientific articles, books, and reports in the fields of agricultural economics, agroecology, and rural development policy was conducted using relevant academic databases. The analysis focuses primarily on studies published within the last ten years, in order to ensure the relevance and timeliness of the information.

Literature Review

This section of the paper examines the fundamental theories and definitions related to sustainable agriculture, as well as existing studies and research addressing this topic in the context of the European Union (EU).

The concept of sustainable agriculture as a descriptive term evolved in the United States in the early 1980s as a mixture of concepts, ideas, values, and directions for development, which many believed to represent the vision of what agriculture should be. In 1990, the U.S. Congress defined sustainable agriculture as “an integrated system of plant and animal production practices” that is site-specific and designed to, in the long term: (U.S. Congress, 1990)

- satisfy human food and fiber needs,
- enhance environmental quality and the natural resource base upon which the agricultural economy depends,
- make the most efficient use of nonrenewable resources and on-farm resources, and integrate natural biological cycles and controls where appropriate,
- sustain the economic viability of farm operations,
- enhance the quality of life for farmers and society as a whole.

It is important to note the inherently subjective nature of agricultural activities, given the diversity of organizational structures, types of production, and contextual conditions. While it may be difficult to predict what will ultimately prove to be sustainable, it is usually possible to assess whether certain practices are more sustainable than others.

Over the past two decades, the literature on sustainable agriculture has provided a detailed overview of these broad topics. Concepts such as “low-input sustainable agriculture” and “alternative agriculture” have emerged and are frequently used by non-American authors as well, particularly in relation to organic production systems. A sustainable system is generally defined as one that is well-structured, capable, and resilient. Sustainable agriculture is often described as agricultural production that meets the needs of present generations for food and fiber while simultaneously protecting the resources and ecosystems that allow food production for future generations.

Considering the various definitions of sustainable agriculture, it can be described as a set of agronomic practices that are both economically viable and ecologically sound.

This definition encompasses three main components of sustainability: ecological, economic, and social dimensions (Pretty, 2008):

Ecological sustainability refers to the preservation of biodiversity, reduction of greenhouse gas emissions, and the conservation of soil, water, and other natural resources.

Economic sustainability implies that farmers can generate income from their farms over the long term, reducing dependence on subsidies and external factors such as price fluctuations.

Social sustainability includes food security, improvement of the quality of life in rural communities, and ensuring fair working conditions for agricultural laborers.

According to the FAO (2017), sustainable agriculture is defined as agriculture that “supports productivity and ecological balance, allowing people to be fed now and in the future while preserving natural resources.”

The literature on sustainable agriculture in the EU demonstrates a growing interest in the topic, especially in recent decades. Research focuses not only on the effects of EU policies in reducing the environmental footprint of agriculture but also on the economic and social aspects of sustainability; how sustainable agriculture can contribute to global food security, agricultural methods that can reduce environmental impact while providing the necessary food supply (Pretty, 2008); how small farmers in the EU implement sustainable practices and face market and political pressures (Van der Ploeg, 2011, Luković et al, 2024); how innovations in agriculture can facilitate the transition to more sustainable practices, the importance of technology and innovation, as well as investments in education and infrastructure, to enable the successful adoption of environmentally friendly agricultural methods in the EU (Sundbo, J. 2019; Fedajev et al., 2023).

Furthermore, several theoretical approaches help in understanding sustainable agriculture:

Agroecological approach: agriculture should follow the principles of natural ecosystems, such as biodiversity and cyclical processes. The agroecological approach emphasizes the use of local resources and the reduction of the ecological footprint of agricultural practices;

Economic sustainability models: Agricultural economists highlight the importance of long-term economic sustainability, i.e., production that does not depend on subsidies and allows for a balance between production and resource consumption. This includes the implementation of economic tools such as resource and market analyses, pollution taxes, and subsidies for green technologies;

Social approach: This approach focuses on the social aspects of sustainability, such as the fair distribution of resources, equity in trade, and the role of rural communities in preserving culture and traditions. Agriculture in this context should contribute to improving people’s lives, reducing poverty, and maintaining social cohesion.

Research results

Sustainable Agriculture Policies in the European Union

The EU has made significant efforts in recent decades to implement policies that support sustainable agriculture. Some of the key documents shaping EU policy in this area include the European Green Deal, the reformed Common Agricultural Policy, and the Farm to Fork Strategy.

In 2019, the EC adopted the European Green Deal (EGD), which sets an ambitious goal for the EU to become climate-neutral by 2050. Agriculture plays a key role in this plan, as it contributes significantly to greenhouse gas emissions while also offering opportunities to reduce these emissions through the adoption of sustainable practices (EC, 2019). EGD represents a joint action plan aimed at addressing the challenges of the green transition, climate change, biodiversity loss, overuse of resources, and the decoupling of economic growth from resource consumption and environmental degradation. This plan is a growth strategy with the primary objective of transforming the EU into a modern, competitive, resource-efficient, fair, and prosperous society, where economic progress is decoupled from resource depletion. Achieving these goals requires a review of policies related to clean energy, industry, production, consumption, major infrastructure, and more. Additionally, it necessitates improving human health, restoring ecosystems, and using resources more sustainably (Sekulic, 2023).

Common Agricultural Policy (CAP): The Common Agricultural Policy (CAP) is a key EU policy that regulates agriculture and rural development within Member States. Its objectives are to ensure food security, increase agricultural competitiveness, protect the environment, and promote rural development (Maksimovic Sekulic, 2018). Since 2013, the CAP has increasingly focused on sustainability through the introduction of ecological programs and incentives for transitioning to environmentally friendly agricultural practices (European Parliament, 2020).

The CAP is the EU's primary instrument for regulating the agricultural sector. The 2023–2027 CAP reform includes new ecological standards, known as “eco-schemes,” which encourage farmers to adopt practices that contribute to climate objectives (European Parliament, 2022). These schemes provide financial incentives for farmers who implement sustainable production methods, including the use of environmentally friendly fertilizers, biodiversity conservation, and reduced water consumption. Additionally, the CAP includes specific measures to support small and medium-sized farms, which often have limited resources to implement ecological standards (Ljubojevic, 2021). Through various subsidy programs, the EU seeks to enable a fair transition toward more sustainable agriculture.

Farm to Fork Strategy: The Farm to Fork Strategy, introduced in 2020, is part of the broader European Green Deal and aims to transition toward a healthier and more sustainable food system. Its key objectives include reducing the use of pesticides and fertilizers, increasing organic production, and strengthening the resilience of

food supply chains (European Commission, 2020). The EU aims to reduce the negative environmental impacts of agriculture while encouraging consumers to make environmentally conscious decisions when purchasing food products.

Furthermore, the Farm to Fork Strategy targets the reduction of greenhouse gas emissions from the agricultural sector and minimizes food waste along supply chains. This approach not only enhances agricultural sustainability but also contributes to public health by promoting healthy eating habits. The strategy encompasses measures covering all stages of the food chain—from production to consumption—with the goal of reducing the negative environmental impact of agriculture and improving public health outcomes (Farm to Fork Strategy, EC, 2020).

Main objectives of the Farm to Fork Strategy:

1. "Reduce the use of pesticides and hazardous chemicals by 50% by 2030.
2. Reduce the use of fertilizers by at least 20% to improve soil and water quality.
3. Increase the area under organic farming to at least 25% of total arable land in the EU.
4. Reduce food waste in the food system and increase the efficiency of food supply chains.
5. Raise consumer awareness of sustainable eating habits and label products according to sustainability criteria". (Farm to Fork Strategy, EC, 2020)

The strategy includes a range of legislative and financial measures to assist farmers in transitioning to more sustainable practices. The European Union provides incentives and supports research and innovation in agroecology, precision farming, and alternative crop protection methods. Although the strategy brings numerous benefits, its implementation requires significant investment and changes in the way farmers operate. Certain sectors, such as industrial agriculture, may face challenges in adapting to the new standards.

The Farm to Fork Strategy plays a key role in ensuring the long-term sustainability of agriculture in the EU. Its successful implementation depends on cooperation between governments, farmers, the industry, and consumers, alongside continuous innovation and financial support.

The EU Green Deal, including a farm-to-table strategy and digital transformation, opens up new opportunities in rural areas, new dynamics for a more resilient future and opportunities for sustainable jobs; stresses the need to ensure a just and inclusive transition, promoting rural economic vitality and territorial and social cohesion, and to provide adequate support and resources to face the challenges in this regard, especially in light of the current crisis. (Maksimovic Sekulic, 2023)

While these policies provide numerous environmental and economic benefits, challenges include the high costs of transition and the need for additional farmer education.

Nevertheless, the long-term effects are expected to include increased competitiveness of European agriculture and improved food quality for consumers (FAO, 2022).

A particular challenge lies in adapting small and medium-sized agricultural producers to new standards. Additional training and advisory programs are therefore necessary to enable farmers to fully utilize available incentives and adopt best practices for sustainable production.

Moreover, European sustainable agriculture policies have global implications, as the EU promotes sustainable practices in partner countries through trade agreements and regulations. This can lead to positive changes in international agricultural supply chains.

EU Biodiversity Strategy 2030

In parallel with the Farm to Fork Strategy, the EU adopted the Biodiversity Strategy 2030, which aims to halt biodiversity loss, restore degraded ecosystems, and increase nature's resilience to climate change (European Commission, 2020b). Agriculture is one of the key sectors affecting biodiversity, and the strategy foresees measures such as reducing pesticide use, expanding areas under agroecological practices, and protecting pollinators.

Global efforts under the United Nations Convention on Biological Diversity have not been sufficient to halt global biodiversity loss. Within the EU, legal frameworks, strategies, and action plans have been established to protect nature and restore habitats and species. However, protection has been incomplete, restoration efforts limited, and law enforcement insufficient. At the 15th Conference of the Parties to the Convention on Biological Diversity, a new global framework beyond 2020 will be negotiated.

This strategy proposes a transformative plan to address the biodiversity crisis through protection and restoration of nature, enabling transformative change and establishing a global leadership role. It identifies five main drivers of biodiversity loss and emphasizes strengthened governance frameworks to address remaining gaps, ensure full implementation of existing EU legislation, and coordinate all efforts to achieve new targets. The strategy works in combination with all other Green Deal initiatives and serves as a compass and framework for the EU's green economic transition, including industrial, energy, circular economy, and sustainable food transitions. The strategy is built on a simple core commitment: by 2030, European biodiversity should be on a path to recovery for the benefit of people, the planet, the climate, and the economy.

The strategy promotes a more comprehensive approach to biodiversity policy. It is proactive in spirit and action. Nature protection and restoration cannot rely solely on regulation. Farmers, fishers, foresters, landowners, and land users are at the heart of this strategy: they are key actors in biodiversity protection and directly benefit from it. Equally important is participation across society, including active engagement of citizens, businesses, social partners, and communities in research and knowledge creation, alongside strong partnerships and close cooperation among cities, rural areas, national governments, and the EU.

Adopted in the midst of the COVID-19 pandemic, the strategy will also be a central element of the EU Recovery Plan. Aligning economic development with biodiversity needs, restoring and better protecting nature, and strengthening regulations on wildlife trade are crucial for preventing and building resilience against future zoonotic outbreaks.

EU Nature Restoration Plan: Key commitments by 2030

Significant areas of carbon-rich degraded ecosystems on land and sea are restored.

Risk and use of chemical pesticides are reduced by 50%, and high-risk pesticides by 50%.

At least 10% of agricultural land is located in high-diversity landscapes, such as areas with buffer strips, rotational or non-rotational fallows, or landscape features (hedges, non-productive trees, terraces, ponds, etc.).

The application of agroecological practices is significantly increased, and at least 25% of agricultural land is under organic management.

Three billion new trees are planted in the EU, fully respecting ecological principles suitable for biodiversity and forest resilience.

Significant progress is made in identifying and remediating contaminated soils.

At least 25,000 km of free-flowing rivers are restored.

Introduction of invasive alien species is significantly limited, with a 50% reduction in Red List threatened invasive species. Nutrient losses are reduced by at least 50%, while ensuring soil fertility is not compromised (fertilizer use reduced by at least 20%).

Organic farming is the most regulated and well-known agroecological practice. This sector shows positive employment trends, attracting younger workers, providing 10–20% more jobs per hectare compared to conventional farms, and creating additional value for agricultural products. For these socio-economic and environmental reasons, at least 25% of agricultural land in the EU should be under organic farming by 2030. The upcoming Commission Action Plan for Organic Farming will include measures to increase demand for organic products (Hermoso, 2022).

EU Directives and Regulations in the Field of Sustainable Agriculture

Sustainable agriculture in the European Union is governed by a combination of regulations and directives. Regulations represent secondary EU law that is binding in its entirety and directly applicable in all Member States, while directives establish objectives that Member States must achieve but allow flexibility in the manner of implementation through national legislation.

Appendix A

Act	Type	Year / No.	Main Objectives	Relevance for Sustainable Agriculture
CAP Strategic Plans Regulation	Regulation (EU) 2021/2115	2021	Planning & implementation of CAP 2023–2027	Eco-schemes, innovation, digitalization, rural resilience, monitoring sustainability
CMO Regulation	Regulation (EU) No 1308/2013	2013	Common rules for agricultural markets	Market stabilization, support for producer organizations using sustainable methods
Fertilizing Products Regulation	Regulation (EU) 2019/1009	2019	Placing fertilizers on the EU market	Limits on heavy metals, promotion of organic/recycled fertilizers, harmonized quality
Sustainable Use of Pesticides Directive	Directive 2009/128/EC	2009	Reduce risks & impacts of pesticide use	Integrated pest management (IPM), restrictions on hazardous pesticides, farmer training
Organic Production Regulation	Regulation (EU) 2018/848	2018	Standards for organic production & labeling	Ban on synthetic pesticides/fertilizers, soil health, crop rotation, animal welfare
Nitrates Directive	Directive 91/676/EEC	1991	Reduce water pollution from nitrates	Identification of vulnerable zones, manure limits, fertilizer management plans
Habitats Directive	Directive 92/43/EEC	1992	Biodiversity protection (Natura 2000)	Limits farming in protected areas, promotes agro-ecological practices

Best Practices in Sustainable and Organic Agriculture in EU Member States

The analysis of selected countries (Denmark, the Netherlands, and France) demonstrates that success in developing sustainable and organic agriculture largely depends on a clear legal framework, long-term strategic planning, and institutional support. Although the models differ – Denmark with early legislative initiatives and binding action plans, the Netherlands with innovative approaches and a focus on short supply chains, and France with strong institutionalization through Agence Bio – common features include: continuity of state policy, regardless of political changes; a combination of financial incentives and education; the involvement of consumers and public institutions in promoting organic food; integration of national measures with EU regulations and funding.

For EU candidate countries, these examples provide valuable lessons. The key challenge is aligning with the Common Agricultural Policy (CAP), while also designing national plans that combine local specificities with European standards. Equally important is the systematic education of producers and consumers, as well as ensuring that public institutions serve as role models in applying sustainable standards.

In this way, national policies would not only follow European regulations but also actively contribute to achieving the broader objective – a sustainable, competitive, and socially responsible agriculture in Europe.

Appendix B

Country	Key Legal Framework / Institution	National Plans and Targets	Specific Support Measures
Denmark	Organic Farming Act (1987); National Action Plans (1995–2030)	25% of agricultural land under organic production by 2030; 60% organic food in public institutions	Subsidies for farm conversion, certification, producer education, inspections, and public awareness campaigns
Netherlands	EU Regulation 2018/848; National Action Plan (2022)	Increase share of organic production and consumption	Consumer education, short supply chains, innovation, EU rural development funds
France	National agency Agence Bio (2001); National Strategic Plan under CAP	21% of agricultural land under organic production by 2030; 20% organic food in public canteens and schools	National logo “AB”, promotion of organic food, educational campaigns, and producer training

Note: Data compiled from Organic Denmark (2020), Future Policy (2021), Ministry of Agriculture, Nature and Food Quality (2022), Agence Bio (2023), and Le Monde (2024).

Challenges and Perspectives of EU Policies

The European Court of Auditors (ECA) reports highlight gaps and inconsistencies in EU policies and strategies, questioning the effectiveness of support for the organic sector. The ECA notes: “The target of 25% organically farmed land by 2030 appears unattainable” (Special Report 19/2024).

Organic farming is central to the EU “Farm to Fork” strategy and is crucial for meeting the EU’s ambitious environmental and climate targets. The current strategy does not set post-2030 goals for the organic sector. Between 2014 and 2022, EU farmers received around €12 billion from the Common Agricultural Policy (CAP) for organic conversion or maintenance, with nearly €15 billion planned until 2027.

Conversion to organic farming varies widely among Member States, from less than 5% of agricultural land in the Netherlands, Poland, Bulgaria, Ireland, and Malta, to over 25% in Austria. This highlights the need for sector-wide support, market development, and production incentives to avoid an imbalanced system overly dependent on EU funds.

In 2022, organic farming covered 17 million hectares, representing 10.5% of total agricultural land. The organic market remains small, accounting for no more than 4% of total food sales in the EU. The ECA report criticizes the EU action plan for lacking measurable targets, progress indicators, and a strategic vision beyond 2030 to ensure sector stability and long-term development (Special Report 19/2024).

Sustainable agriculture in the EU is expected to evolve over the coming decades in line with technological innovations, climate requirements, and growing consumer expectations. Key directions of development include:

Digitalization and smart farming – The use of satellite data, artificial intelligence, and the Internet of Things (IoT) will enable precise monitoring of soil, moisture, crops, and yields, reducing costs and environmental impact (EIP-AGRI, 2021).

Smart irrigation systems – In light of increasingly frequent droughts, innovative sensor-controlled irrigation systems will be critical for water conservation and enhancing agricultural resilience.

Greater involvement of young farmers – The EU plans additional support programs for young farmers, including subsidies for starting farms, education on sustainable practices, and improved access to markets.

Increasing climate resilience – Integration of agroforestry, resilient crop varieties, and adaptive farming practices to mitigate the negative effects of climate change.

Conclusions

EU policies aimed at promoting sustainable agriculture constitute a cornerstone of strategies for ecological preservation and economic stability. While the implementation of these policies entails certain challenges, their long-term benefits—enhancing agroecosystem sustainability and strengthening rural economies—clearly outweigh the initial costs.

The EU's sustainable agriculture framework represents a comprehensive system of measures, strategies, and financial instruments designed to transform the food system toward greater ecological, economic, and social sustainability. Central elements such as the reformed Common Agricultural Policy (CAP), the European Green Deal, the Farm to Fork Strategy, and the EU Biodiversity Strategy collectively establish the foundation for achieving climate neutrality and safeguarding natural resources.

Sustainable agriculture in the EU presents both a challenge and an opportunity for enhancing economic and ecological capacities. Key success factors include ongoing farmer education, increased financial incentives, and strengthened cooperation among member states in the adoption of sustainable technologies.

Despite clear strategic goals, implementation faces several challenges:

Heterogeneity among member states – Adoption of sustainable practices varies due to differences in economic capacity, agricultural traditions, and institutional support.

Transition costs – Implementing new technologies, organic certifications, and ecological standards entails additional expenditures and administrative procedures.

Climate-related risks – Increasingly frequent droughts, floods, and extreme weather events pose significant threats to agricultural productivity (EEA, 2022).

Geopolitical instability – Events such as the COVID-19 pandemic and the war in Ukraine underscore the vulnerability of global and European food supply chains.

Nonetheless, experiences from Denmark, the Netherlands, and France demonstrate that innovation, political commitment, and adequate support are essential for the successful implementation of sustainable practices. Looking ahead, the future of EU agriculture will be increasingly influenced by digital technologies, agroecological approaches, and active engagement of young farmers. This evolution will ensure that agriculture continues to serve not only as a vital food source but also as a pillar of environmental conservation, rural development, and social cohesion across the European Union.

Conflict of interests

The authors declare no conflict of interest.

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