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Subject:	AOB item for the meeting of the "Agriculture and Fisheries" Council on 28-29 September 2026: Impact of drought on agricultural production in the Republic of Croatia and the EU: Considerations for potential European solutions - Information from Croatia

**Utjecaj suše na poljoprivrednu proizvodnju u Republici Hrvatskoj i Europskoj uniji:
Razmatranja o rješenjima na europskoj razini, AOB, Vijeće ministara za poljoprivredu i
ribarstvo, 28.-29. rujna 2026**

Informacija hrvatske delegacije

Hrvatska je, kao i značajan dio Europe, tijekom cijele ljetne sezone pogođena iznimno vrućim i suhim uvjetima, uz odstupanja srednje sezonske temperature do +3,3 °C u odnosu na klimatološku normalu 1991.-2020. Nedostatak oborina posebno je bio izražen u razdoblju travnja, srpnja i kolovoza s približno 53 % manje oborina od prosjeka. Vrući i suhi uvjeti dodatno su se intenzivirali od kraja lipnja te su pogodili ljetne kulture tijekom kritičnih razvojnih faza.

Značajno je pogođena i stočarska proizvodnja, gdje je zbog dugotrajne suše smanjena proizvodnja krmiva za životinje. Poljoprivrednici su prisiljeni kupovati stočnu hranu na tržištu, a troškovi hranidbe čine 60 – 70 % proizvodnih troškova. Puni opseg klimatskih nepogoda iz 2026. godine najviše će se odraziti tijekom jeseni i zime, kroz nestašicu vlastite stočne hrane i daljnji rast proizvodnih troškova.

Međutim, koliko god podaci za 2026. bili katastrofalni, teško se više može govoriti o izoliranom slučaju. Činjenica jest da, s iznimkom 2023. godine, **udio šteta od suše u posljednjih 5 godina u Hrvatskoj iznosi u prosjeku gotovo 85% ukupnih šteta u poljoprivredi**. Ukupne štete zbrajaju se u milijardama eura, a izdaci javnih sredstava, nacionalnih i europskih, korištenih za sanaciju i pomoć poljoprivrednicima broje se u desecima pa i stotinama milijuna eura.

U ovakvim okolnostima jasno zaključujemo kako je trenutno stanje neodrživo. Nepogode ovakvog opsega i veličine ne mogu se rješavati nacionalnim mjerama. **Potrebna su nam europska rješenja, kako po pitanju izvanredne financijske pomoći, mobilizacijom svih dostupnih sredstava unutar i izvan ZPP-a tako još i značajnije, kroz strateški i dugoročni pristup borbi protiv suše.** Jedino koherentnim pristupom, ali ciljanim mjerama, možemo osigurati održivost i konkurentnost naših proizvođača te ujedno, prehrambenu sigurnost za EU.

Hrvatska u tom kontekstu vidi nekoliko mogućih pravaca djelovanja:

1. **ZPP, kao dokazano uspješan instrument za jačanje otpornosti europske poljoprivrede, treba dodatno ojačati, uz veći naglasak na cjeloviti okvir za upravljanje rizicima.** Snažan proračun i fleksibilnost provedbenih pravila, koje će uzimati u obzir nacionalne pa i regionalne okolnosti, uvjet su za daljnje jačanje konkurentnosti poljoprivrednog sektora. Bez izravnih plaćanja po površini, koja pružaju potrebnu financijsku sigurnost poljoprivrednicima, potrebna ulaganja u dugoročnu otpornost gospodarstava bila bi nemoguća, a nijedna druga politika EU ne pruža takvu mogućnost za borbu protiv klimatskih promjena uz istovremeni doprinos strateškoj sigurnosti EU. Široka mogućnost djelovanja u okviru ZPP-a najbolje je bila oslikana nedavnim pismom Europske komisije te je potrebno ispitati i iskoristiti sve prilike koje trenutni okvir pruža.
2. S obzirom na intenzitet i učestalost suše, ali i drugih izazova vezanih uz klimatske poremećaje, financijska ograničenja ZPP-a te šire posljedice za ukupno gospodarstvo EU, **potrebno je istražiti i aktivirati i sve ostale mogućnosti, izvan ZPP-a. Problemu suše treba pristupiti holistički i iskoristiti sve instrumente koji nam stoje na raspolaganju.** Možemo zamisliti jedan cjelovit tematski okvir posvećen istom cilju, a koji povezuje istraživanja financirana kroz program Obzor, ulaganja u inovacije i primjenu znanstvenih dostignuća putem Fonda za konkurentnost, daljnji razvoj infrastrukture financiran kroz NRPP i pomoć poljoprivrednicima u transformaciji proizvodnje kroz ZPP. Pitanje korištenja i upravljanja vodom u tom je smislu izuzetno važan element, a posebno je **potrebno osigurati uvjete za daljnji razvoj i poboljšanje javnih sustava navodnjavanja.**

Stoga pozdravljamo najavu nove Europske Inicijative za vodu, koja bi trebala identificirati prilike za sinergijske projekte u okviru budućeg VFO-a. Pored modernizacije i daljnjeg razvoja sustava navodnjavanja, potrebno je povećati sposobnosti tla i krajolika za zadržavanje vode, smanjiti gubitke u vodoopskrbnim sustavima i, gdje je opravdano, olakšati ponovnu uporabu pročišćene vode, iskoristiti sve potencijale precizne poljoprivrede i digitalnog upravljanja vodnim gospodarstvom, razvijati kulture i sorte otpornije na sušu, uspostaviti i razviti sustave ranog upozorenja i procjene rizika na razini slivova i poljoprivrednih područja te konačno, povezati provedbu preventivnih mjera s osiguranjem i drugim instrumentima upravljanja preostalim rizikom. Proteklih godina Europska komisija pokrenula je i najavila niz inicijativa, prvenstveno kroz Viziju za poljoprivredu i hranu, koje predstavljaju dobru podlogu za operacionalizaciju holističkog pristupa problemu suše. Potičemo stoga Komisiju da konkretizira mjere digitalne strategije te ih poveže s preciznom poljoprivredom i upravljanjem vodama.

3. Nadalje, **nužno je promijeniti način na koji pratimo i bilježimo sušu i povezane štete, odnosno preispitati reprezentativnost jednostavnog petogodišnjeg prosjeka kao pokazatelja uobičajenog prinosa.** Ako u petogodišnje referentno razdoblje ulazi više godina obilježenih sušom i toplinskim stresom, niži prinosi iz tih godina postaju dio referentne osnove. Time se petogodišnji prosjek postupno snižava pa prinos u sljedećoj sušnoj godini može statistički izgledati blizu petogodišnjeg prosjeka, iako je znatno niži od proizvodnog potencijala u povoljnijim agro-klimatskim uvjetima. Istovremeno, **Hrvatska smatra potrebnim razviti poseban režim za regije koje su podložne učestalim i teškim sušama** te kao takve, sve više slične područjima s prirodnim ograničenjima. Ususret novom programskom razdoblju, poseban pristup ovim ranjivim područjima mogao bi se očitovati kroz pojačane poticaje za tranziciju na klimatski otporne prakse i zamjenu kultura na one koje imaju veću otpornost na nedostatak vlage, veći intenzitet potpora na police osiguranja od rizika suše u odnosu na ostale vrste rizika ili kroz investicijske intervencije za sustave navodnjavanja ili izgradnju akumulacije i retencije. Ovim regijama treba osigurati dodatnu stručnu pomoć pri izradi planova prilagodbe, podržati razmjenu znanja i iskustava te ih usmjeravati prema postojećim mogućnostima financiranja.

4. **Pitanje adekvatnog i održivog sustava osiguranja u poljoprivrednom sektoru, pitanje je opstanka proizvodnje u mnogim područjima EU.** Brojne države članice imaju dugogodišnje iskustvo s kvalitetnim sustavima osiguranja, ali čak ni najuspješniji sustavi ne mogu se samostalno nositi s krizama ovakvog opsega i intenziteta. **Moramo, u suradnji s EIB-om i drugim financijskim institucijama, uvesti zajedničke instrumente za jačanje otpornosti poljoprivrednog sektora na klimatske promjene, poput uzajamnih fondova ili javno-privatnog europskog sustava reosiguranja** za pokrivanje gubitaka uzrokovanih ekstremnim vremenskim i klimatskim događajima, čime bi se objedinili rizici među državama članicama radi proširenja pokrića, diversifikacije izloženosti i ostvarivanja koristi od ekonomije razmjera. Pritom posebno treba voditi računa o malim poljoprivrednim gospodarstvima koja se suočavaju s najvećim preprekama kod osiguranja. Predsjednica Komisije je u svom Govoru o stanju Unije ispravno identificirala jaz koji postoji u pokrivenosti privatnim osiguranjem šteta prouzročenih prirodnim katastrofama. **Pozivamo stoga Komisiju da u što skorije vrijeme operacionalizira najavljeni Savez za klimatsko osiguranje i da se pritom posebna skrb posveti poljoprivrednom sektoru, kao jednom od najranjivijih i ujedno najslabije pokrivenih osiguranjem.**

Ovogodišnja suša dodatno je učvrstila naše uvjerenje da uobičajeno poslovanje jednostavno više nije opcija. Potreban nam je hrabar i vizionarski pristup upravljanju rizicima od klimatskih promjena sa ZPP-om u njegovom središtu. Prilike za sinergijsko djelovanje koje donosi sljedeći VFO su prilika koju apsolutno ne smijemo propustiti. Dužni smo to našim poljoprivrednicima, kao i generacijama koje dolaze.

Courtesy translation

Impact of drought on agricultural production in the Republic of Croatia and the EU: Considerations for potential European solutions, AOB, Agriculture and Fisheries Council, 28-29 September 2026

Information from the Croatian Delegation

Like much of Europe, Croatia experienced exceptionally hot and dry conditions throughout the summer season, with average seasonal temperatures deviating by up to +3.3°C from the 1991–2020 climatological normal. A lack of precipitation was particularly pronounced during April, July, and August, with rainfall levels approximately 53% below average. These hot, dry conditions intensified from late June onwards, affecting summer crops during critical stages of development.

Livestock production was also significantly impacted, as the prolonged drought reduced the output of animal feed. Farmers have been forced to purchase feed on the market, with feed costs accounting for 60–70% of total production expenses. The full impact of the 2026 weather extremes will be most keenly felt during the autumn and winter months, manifesting through shortages of home-grown feed and further increases in production costs.

However, as catastrophic as the 2026 data may be, this can hardly be described as an isolated incident. The fact remains that—with the exception of 2023—**drought-related losses in Croatia have accounted for an average of nearly 85% of all agricultural damages over the past five years**. Total losses run into the billions of euros, while public expenditure—from both national and European sources—allocated for recovery efforts and aid to farmers amounts to tens or even hundreds of millions of euros.

Under these circumstances, the conclusion is clear: the current situation is unsustainable. Disasters of this scope and size cannot be solved by national measures. **We need European solutions, both in terms of extraordinary financial aid, by mobilizing all available funds inside and outside the CAP, and even more significantly, through a strategic and long-term approach to the fight against drought**. Only through a coherent approach, but with targeted measures, can we ensure the sustainability and competitiveness of our producers and, at the same time, food security for the EU.

In this context, Croatia sees several possible courses of action:

1. **CAP, as a proven successful instrument for strengthening the resilience of European agriculture, should be further strengthened, with greater emphasis on a comprehensive framework for risk management.** A robust budget and flexibility in implementation rules—taking into account national and even regional circumstances—are prerequisites for further strengthening the competitiveness of the agricultural sector. Without area-based direct payments, which provide the necessary financial security to farmers, the needed investments in the long-term resilience of farms would be impossible, and no other EU policy offers such a wide range of options to fight climate change, while simultaneously contributing to the EU's strategic security. The broad possibilities for short-term actions within the framework of the CAP was best illustrated by a recent letter from the European Commission. It is necessary to examine and explore all the opportunities that the current framework provides.
2. Considering the intensity and frequency of the drought, but also other challenges related to climate disturbances, the financial limitations of the CAP and the wider consequences for the overall EU economy, **it is necessary to explore and mobilize all other possibilities, outside of the CAP. The problem of drought should be approached holistically, utilizing all the instruments at our disposal.** We can envision a comprehensive thematic framework dedicated to this shared goal—one that links research funded by the Horizon programme, investments in innovation and the application of scientific advances via the Competitiveness Fund, further infrastructure development financed through the NRRP, and support for farmers' transition under the CAP. In this context, water use and management constitute a crucial element; **it is particularly important to ensure conditions for the further development and improvement of public irrigation systems.** We therefore welcome the announcement of the new European Water Initiative, which aims to identify opportunities for synergies within the future Multiannual Financial Framework (MFF). Beyond the modernization and further development of irrigation systems, it is necessary to enhance the water-retention capacity of soils and landscapes, reduce losses in water supply networks, facilitate the reuse of treated water where justified, harness the full potential of precision agriculture and digital water management, develop drought-resistant crops and varieties, establish early warning and risk assessment systems at the river basin and agricultural area levels, and—finally—link the implementation of preventive measures with insurance and other instruments for managing residual risk.

In recent years, the European Commission has launched and announced a series of initiatives—primarily through the Vision for Agriculture and Food—that provide a solid foundation for operationalizing a holistic approach to the problem of drought. We therefore encourage the Commission to flesh out the measures of the digital strategy and link them to precision agriculture and water management.

3. Furthermore, **it is necessary to adapt the way drought and associated damages are monitored and recorded—specifically, to re-evaluate the representativeness of a simple five-year average as an indicator of normal yield.** If the five-year reference period includes multiple years marked by drought and heat stress, the lower yields from those years become part of the reference baseline. This causes the five-year average to gradually decline; consequently, the yield in a subsequent drought year may statistically appear close to the five-year average, even though it is significantly lower than the production potential under more favourable agro-climatic conditions. At the same time, **Croatia considers it necessary to develop a special regime for regions prone to frequent and severe droughts**—regions that increasingly resemble areas with natural constraints. In preparation for the new programming period, a tailored approach to these vulnerable areas could take the form of enhanced incentives for transitioning to climate-resilient practices and switching to crops more resistant to moisture deficit, higher subsidy rates for drought-risk insurance policies compared to other types of risk, or investment interventions for irrigation systems and the construction of water storage and retention facilities. These regions require additional expert assistance in developing adaptation plans, support for the exchange of knowledge and experience, and guidance toward existing funding opportunities.

4. The issue of an adequate and sustainable insurance system in the agricultural sector is a matter of the very survival of production in many EU regions. Many member states have long years of experience with high-quality insurance systems, but even the most successful systems cannot deal with crises of this scale and intensity on their own. **In cooperation with the EIB and other financial institutions, we must introduce common instruments to strengthen the resilience of the agricultural sector to climate change, such as mutual funds or a public-private European reinsurance system** to cover losses caused by extreme weather and climate events, which would pool risks among member states to expand coverage, diversify exposure and benefit from economies of scale. At the same time, special attention should be paid to small farms, which face the greatest obstacles in terms of insurance. In her State of the Union speech, the President of the Commission correctly identified the insurance gap that exists for coverage of damages caused by natural disasters. **We therefore call on the Commission to operationalize the announced Climate Insurance Alliance as soon as possible and to pay special attention to the agricultural sector, as one of the most vulnerable and least covered by insurance.**

This year's drought has further reinforced our belief that business as usual is simply not an option anymore. We need a bold and visionary approach to climate risk management with the CAP at its heart. The prospects for synergies existing within the next MFF are an opportunity that we absolutely must not miss. We owe it to our farmers, and we owe it to future generations.
