Council of the European Union

Brussels, 11 June 2026
(OR. en)

7468/26

Interinstitutional Files:
2025/0234 (NLE)
2025/0237 (COD)
2025/0241 (COD)

AGRI 199
AGRIFIN 81
FIN 433
CADREFIN 246
CODEC 1035
ENV 579
FORETS 85

NOTE

From:	General Secretariat of the Council
To:	Delegations
Subject:	Post 2027 Common Agricultural Policy: Flexibility, Subsidiarity and Common EU Objectives *- Policy debate*

The annex to this note contains the Presidency's background note and guiding questions for the Council meeting ('Agriculture and Fisheries') on 22 -23 June 2026.

ANNEX

The post-2027 CAP reform is being negotiated against the backdrop of major economic, environmental and geopolitical challenges for European agriculture. Farmers are facing increasing market volatility, climate-related risks, pressure on incomes. At the same time, European agriculture needs to remain competitive while contributing to environmental, climate and food security objectives and staying future proof by incorporating new technologies, innovation and implementing strategies that lead to generational renewal. Recognising these challenges and the need for a post-2027 CAP fit for purpose, Member States have repeatedly underlined the necessity for a simpler, more flexible and more proportionate CAP, better adapted to national and regional realities.

The proposals for the post-2027 CAP and CMO are based on the principle that the CAP should remain a common Union policy, while giving Member States more responsibility and accountability for how they deliver on common objectives. The proposals integrate CAP support in National and Regional Partnership Plans (NRPP), with the aim of increasing flexibility and allowing Member States to design interventions reflecting their specific needs, while preserving Union-level steering and coordination where necessary.

Against this background, the Presidency has sought to translate the political demand for enhanced flexibility, subsidiarity and simplification into concrete amendments to the proposals both for the Common Agricultural Policy and Common Market Organisation. The Presidency's work on both the future CAP framework and the CMO Regulation has been guided by the same political objective: to build a fair, competitive, resilient and future-proof agricultural sector, while preserving the common nature of the CAP and the integrity of the internal market.

This approach is reflected in the work on CAP national recommendations, that remain non-binding and are intended to help Member States to address key challenges in agriculture and rural areas with a view to achieving CAP-relevant specific objectives.

A crucial element of this work has been the transfer of CAP-specific provisions from the broader NRPP framework into the CAP and CMO proposals, in order to strengthen the coherence, readability and operational clarity of the post-2027 CAP legal architecture. While the future CAP will be implemented within the broader NRPP architecture, the Presidency has worked to ensure that provisions which are specific to the CAP and CMO proposals and necessary for their proper functioning are reflected in these proposals. This work ensures that flexibility given to Member States, for example to define certain elements, target support and design interventions according to national and regional realities, is exercised within a clear CAP and CMO framework, and remains consistent with the new integrated delivery model.

In respect to the farmer definition, Presidency's objective has been to preserve continuity and legal certainty, while avoiding an overly rigid Union definition that would not reflect the diversity of farming models across Member States.

A number of mandatory interventions and measures have, at the request of the Member States, been made optional, while remaining available to Member States to determine which of those options, and in what manner, can best contribute to the achievement of common European objectives. These changes were introduced having in mind the aim of maintaining the level of policy ambition. In some cases, the conversion of mandatory actions into optional actions was accompanied by additional provisions that further strengthen the ambition of the Regulation, but in a way that provides the necessary flexibility to accommodate the specific needs and circumstances of Member States.

The Presidency amendments also seek to strengthen subsidiarity and flexibility as regards income support by allowing the targeting of area-based income support towards farmers most in need, as identified by the Member States, while ensuring the obligatory higher income support for young farmers reinforcing this way the support for generational renewal.

Generational renewal has also been addressed through the amendments proposed on the support to be received by farmers at retirement age. Rather than following an exclusionary approach, the Presidency has explored an alternative that includes farm-succession options. The suggested text aims to support access to land and transfer of farm management, while respecting the diversity of national pension systems, farm structures and succession realities.

The same logic has been pursued on farm stewardship. The Presidency work maintains a common baseline of statutory management requirements and protective practices, but gives Member States flexibility to define protective practices at national or regional level, taking account of geographical, climatic and production specificities. The text also provides for flexibility through exemptions, and introduces a proportionality approach for small farmers. This aims to ensure that the system remains credible from an environmental perspective, while being more proportionate and workable for farmers and administrations.

The Presidency work has aimed to give Member States more room to design interventions according to their needs, in particular for income support, agri-environmental and climate actions and the EU school scheme. Flexibility was also given to the Member States as regards the sectors to which they can design sectoral interventions, such as the new protein crops sector, flax or hemp. The Presidency work has clarified that sectoral interventions should target a diversified and balanced contribution to the relevant CAP-specific objectives, thus maintaining the market orientation of the Policy.

This balance is therefore also reflected in the Presidency work on the CMO, where the need to strengthen the competitiveness and resilience of Union agriculture, and to safeguard food security, requires both common rules and targeted flexibility. In specific sectors, the Presidency amendments aim to integrate a clearer Union framework with room for national, sectoral or territorial specificities: on hemp, by clarifying production and marketing rules while introducing safeguards for Member States as regards implementation and controls and confirming their ability to regulate end-use aspects in accordance with Union law; on protein crops, by establishing a distinct sector and transitional recognition rules to support the development of protein value chains without disrupting existing organisations; and on sugar, by maintaining a common contractual framework while adapting it to the realities of both sugar beet and sugar cane production.

The same approach underpins the work on availability of supplies, where the Presidency has sought to reinforce Union coordination, preparedness and information-sharing in times of emergency or severe crisis, while respecting Member States' responsibility to organise national measures, competent authorities and reserves according to their specific circumstances.

The Presidency considers that significant progress has been achieved in developing a balanced approach. Work has advanced on a number of politically important elements. The amendments examined so far seek to respond to Member States' requests for flexibility, subsidiarity and simplification, while maintaining the CAP as a common Union policy and ensuring that the essential CAP-specific rules remain coherent and visible within the new NRPP architecture.

Further political guidance is nevertheless needed to consolidate the Council's work. In view of the above, delegations are invited to respond to the following question:

The Presidency has sought to strike the right balance between three goals: a clearer and more coherent legal framework, greater flexibility for Member States, and preserving shared Union objectives. Do you consider that Presidency's text achieves those goals and which parts need to be further developed?