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EU i nacionalne politike sve više potiču smanjenje otpada od hrane kroz porezne olakšice, donacije i edukaciju, što ima izravne ekonomske posljedice za poduzetnike i građane



Problem bacanja hrane nije samo etičko-ekološki izazov već je i pitanje zakonodavstva. Republika Hrvatska kontinuirano usklađuje vlastitu regulativu s europskim politikama radi jačanja pravnog okvira za sprječavanje nepotrebnog bacanja hrane. Takva regulativa ključna je za učinkovitu redistribuciju viškova hrane, potičući odgovornost proizvođača i fiskalne poticaje za donatore hrane. Međutim, takva redistribucija nije jednostavna, te mora biti djelotvorna, definirana jasnim pravilima i mehanizmima provedbe uz stalna unaprijeđena.

Podlogu za sve politike i strategije sprječavanja nastanka otpada od hrane čini Zakon o gospodarenju otpadom (*NN 84/21, 142/23*). Ovaj zakon propisuje obvezu sprječavanja nastanka otpada na samom izvoru, uspostavu sustava praćenja otpada od hrane te poticanje suradnje s organizacijama koje se bave donacijama hrane. Zakon izravno korelira s ključnim europskim aktima, naročito s Direktivom 2008/98/EZ o otpadu i Delegiranom uredbom Komisije (EU) 2019/1597 kojima se definira zajednička metodologija mjerenje otpada od hrane. Ovime Hrvatska legislativno i praktično osigurava usklađenost sa standardima EU-a što omogućuje usporedivost podataka i djelovanja. Ključni strateški dokument koji objedinjuje napore u ovom području jest Plan o sprječavanju i smanjenju nastajanja otpada od hrane Republike Hrvatske za razdoblje od 2023. do 2028. (*NN 44/2023*). Planom se identificiraju prioritetna područja i postavljaju kvantitativni ciljevi smanjenja otpada od hrane. Dokument obuhvaća niz konkretnih akcija, uključujući jačanje međusektorske suradnje, obrazovne aktivnosti i digitalizaciju praćenja otpada čime osigurava strateški okvir za sustavnu prevenciju na nacionalnoj razini. U ovom smislu značajan je Pravilnik o uvjetima, kriterijima i načinima doniranja hrane i hrane za životinje (*NN 119/2015*), koji definira tko, kako i pod kojim uvjetima može donirati hranu. Pravilnik propisuje konkretne uvjete pod kojima se višak hrane može sigurno donirati, čime se sprječava njegovo prerano odbacivanje. Kroz jasno definirane kriterije i odgovornosti, omogućuje se sustavno preusmjeravanje viškova prema potrebitima, čime se doprinosi prevenciji nastanka otpada od hrane na izvoru.

Navedeni zakonski i strateški akti imaju izravne socio-ekonomske posljedice. Za poduzetnike oni znače mogućnost poreznih olakšica za donacije, smanjenje troškova zbrinjavanja otpada te jačanje održivog imidža u skladu s načelima društvene odgovornosti. Za građane, učinkovit sustav redistribucije hrane može značiti veću dostupnost donirane hrane kroz humanitarne kanale, ali i niže ukupne troškove života kroz stabilizaciju sustava opskrbe i smanjenje gubitaka.

Unatoč ambicioznom okviru brojni izazovi ostaju. Izvještaj ostvarenja Plana ukazuje na manjak podataka, fragmentiranu odgovornost između institucija i potrebu za jačom regionalnom provedbom. Kako bi zakonodavni okvir imao puni učinak, nužna je koordinacija svih dionika — od ministarstava do trgovaca i nevladinih organizacija. Nedostaci hrvatskog zakonodavstva u sprječavanju otpada od hrane dijelom se mogu pronaći u neobavezujućim strategijama i dobrovoljnom angažmana dionika. Neke zemlje poput Francuske u svoje zakonodavstvo integrirale su zabranu uništavanja jestive hrane i obavezno doniranje od strane velikih trgovaca pokazuju inicijativu i zakonodavnu obveznost. S mekšim ali

motivirajućim mjerama ističe se Italija koja „Gadda zakonom“ uvodi porezne poticaje i olakšice za poduzeća koja redovito doniraju prehrambene viškove, a Danska je učinkovito smanjila otpad kroz dobrovoljna javno-privatna partnerstva.

Uz sve zakonodavne okvire *potrebno je osvijestiti da smanjenje otpada od hrane nije samo izazov proizvodnje, prerade ili kuhinje, već ona započinje u promjeni ponašanja svakog pojedinca i u konačnici završava na svakom tanjuru.*



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EU and national policies are increasingly promoting food waste reduction through tax incentives, donations, and education, which have direct economic implications for both businesses and citizens



The issue of food waste is not only an ethical and environmental challenge but also a matter of legislation. The Republic of Croatia is continuously aligning its regulatory framework with European policies to strengthen the legal foundation for preventing unnecessary food waste. Such regulation is key to the effective redistribution of food surpluses, encouraging producer responsibility and fiscal incentives for food donors. However, redistribution is not

straightforward—it must be efficient, governed by clear rules and enforcement mechanisms, and subject to constant improvement.

The foundation for all food waste prevention policies and strategies lies in the Waste Management Act (*Official Gazette 84/21, 142/23*). This Act mandates the prevention of waste generation at the source, the establishment of a food waste monitoring system, and the promotion of cooperation with food donation organizations. The Act directly correlates with key European instruments, notably Directive 2008/98/EC on waste and Commission Delegated Regulation (EU) 2019/1597, which defines a common methodology for measuring food waste. Through this, Croatia ensures legislative and practical compliance with EU standards, enabling data comparability and coordinated action.

The key strategic document consolidating efforts in this area is the Croatian Food Waste Prevention and Reduction Plan for the period 2023–2028 (*Official Gazette 44/2023*). The Plan identifies priority areas and sets quantitative targets for food waste reduction. It encompasses a range of concrete actions, including the strengthening of cross-sector cooperation, educational initiatives, and the digitalization of food waste tracking, thereby providing a strategic framework for systemic prevention at the national level.

In this context, the Rulebook on the Conditions, Criteria, and Methods of Donating Food and Animal Feed (*Official Gazette 119/2015*) is particularly significant. It defines who may donate food, how, and under what conditions. The Rulebook stipulates specific conditions under which surplus food can be safely donated, thereby preventing premature disposal. Through clearly defined criteria and responsibilities, it enables the systematic redirection of surpluses to those in need, contributing to food waste prevention at the source.

These legislative and strategic acts have direct socio-economic implications. For businesses, they offer the possibility of tax relief for donations, reduced waste disposal costs, and the strengthening of a sustainable image in line with the principles of corporate social responsibility. For citizens, an efficient food redistribution system can mean greater access to donated food through humanitarian channels and lower overall living costs through supply chain stabilization and loss reduction.

Despite the ambitious framework, numerous challenges remain. The Plan's implementation report points to data gaps, fragmented institutional responsibilities, and the need for stronger regional implementation. For the legislative framework to be fully effective,

coordination among all stakeholders—from ministries to retailers and NGOs—is essential. The shortcomings of Croatian legislation in preventing food waste are partly due to non-binding strategies and the voluntary engagement of stakeholders. Some countries, such as France, have incorporated bans on destroying edible food and mandatory donations by large retailers into their legislation, demonstrating initiative and regulatory commitment. Italy, with softer but incentivizing measures, stands out with the “Gadda Law,” introducing tax benefits for companies that regularly donate surplus food, while Denmark has effectively reduced waste through voluntary public-private partnerships.

Beyond the legislative frameworks, *it is crucial to recognize that reducing food waste is not solely a matter of production, processing, or kitchen practices—it begins with changes in individual behavior and ultimately ends on every plate.*

