EUDA
EUROPEAN UNION
DRUGS AGENCY

EUDA Single programming document 2025-2027

CONTENTS

LIST OF ABBREVIATIONS

CA	contract agent
Cannapol	Cannabis policy support toolkit
CDC	Centers for Disease Control and Prevention (United States)
CEOS	Conditions of Employment of Other Servants of the European Union
CEPOL	European Union Agency for Law Enforcement Training
CND	United Nations Commission on Narcotic Drugs
COPOLAD	Cooperation Programme between Latin America, the Caribbean and the European Union on Drugs Policies
COVID-19	coronavirus disease 2019
DCR	drug consumption room
DEA	Drug Enforcement Administration (United States)
DG SANTE	Directorate-General for Health and Food Safety
DRD	drug-related deaths
ECDC	European Centre for Disease Prevention and Control
ECHA	European Chemicals Agency
EDAS	European Drug Alert System
EDMR	EU Drug Markets Report
EDND	European Database on New Drugs
EEAS	European External Action Service
EFSA	European Food Safety Authority
EMA	European Medicines Agency
EMAS	EU eco-management and audit scheme
EMCDDA	European Monitoring Centre for Drugs and Drug Addiction
EMPACT	European Multidisciplinary Platform Against Criminal Threats
EMSA	European Maritime Safety Agency
ERG	European Responses Guide
ESCAPE	European Syringe Collection and Analysis Project
ESPAD	European School Survey Project on Alcohol and Other Drugs
ETAS	European Threat Assessment System
EU4MDII	EU4Monitoring Drugs II project
EU-COMP	European Curricula for Competence Development
EUDA	European Union Drugs Agency
EU-Decide	European support to decision-making on drug-related issues
EU-Quality	Inventory of European quality standards and implementation tools to support quality assurance systems
Euro-DEN	European Drug Emergencies Network
Eurojust	European Union Agency for Criminal Justice Cooperation
Europol	European Union Agency for Law Enforcement Cooperation
EWS	European Union Early Warning System on new psychoactive substances
FG	function group
Frontex	European Border and Coast Guard Agency

FTE	full-time equivalent
HCV	hepatitis C virus
HDG	Horizontal Working Party on Drugs
HR	human resources
IAS	Internal Audit Service
ICD-11	International Classification of Diseases 11th Revision
ICT	information and communications technology
INCB	International Narcotics Control Board
IPA	Instrument for Pre-Accession Assistance
IPA 8	Instrument for Pre-Accession Assistance project 8
IT	information technology
JHA	Justice and Home Affairs
JRC	Joint Research Centre of the European Commission
KPI	key performance indicator
NFP	national focal point
NPS	new psychoactive substance
OAP	operational action plan
OLAF	European Anti-Fraud Office
PI	performance indicator
PLATO	practice training platform
RDF	Reitox development framework
Reitox	European information network on drugs and drug addiction
SCORE	Sewage Analysis Core group Europe
SDG	Sustainable Development Goal
SNE	seconded national expert
Socrates	Synthetic Opioids Comprehensive Response Toolkit for European Stakeholders
SPD	single programming document
TA	temporary agent
UN	United Nations
UNODC	United Nations Office on Drugs and Crime
VAT	value-added tax
WHO	World Health Organization

FOREWORD BY THE EUDA EXECUTIVE DIRECTOR

EUDA Executive Director, Alexis Goosdeel

I am proud to introduce the single programming document (SPD) of the European Union Drugs Agency (EUDA) for the period 2025–2027.

This is the first SPD of the EUDA, which from 2 July 2024 replaced the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA). Europe is facing unprecedented dangers from drugs, and it is therefore with a high sense of responsibility and commitment that we have developed this document, which reflects our mission to strengthen European Union (EU) preparedness on drugs.

My team and I will spare no effort in pursuing this mission, responding to the trust that the EU has placed in us by strengthening our mandate.

We will start by *anticipating*. Our three decades of drug monitoring have given us a deep understanding of the historical evolution of the drug situation. We will increase the relevance of our situational analysis, for example, by releasing redesigned and more accessible annual EUDA reports on the state of the drugs phenomenon and emerging trends. To this, we will now add a much-needed geostrategic perspective, through our rolling updates of the EU Drug Market Report, produced jointly with Europol, as well as analyses based on third-country data. This comprehensive analytical effort will be complemented by scenario-building (prospective analysis), which will be made possible by increasing the investment in our foresight capacity.

Our work in this area will only be useful, however, if our *alerting* systems are well prepared. In this regard, the EU Early Warning System on new psychoactive substances (EWS) will continue to play its leading role in alerting the EU of the dangers of new drugs and advising on the need for appropriate control measures. The EWS will now be complemented by two essential, new EUDA capabilities: the European Drug Alert System (EDAS), and the European Threat Assessment System (ETAS), which will both become fully operational from 2025. These three systems will be entirely integrated and will provide the EU with timely health and security risk communications and alerts. Several pilot threat assessment exercises are already planned for 2025.

Helping the EU *respond* to drug threats will be critical to fulfilling our mission. This will include assisting drug professionals to assess needs and to shape their interventions in the field so that they reach the maximum number of people in need in the most efficient way.

Organically linked to the area above is the fourth strategic dimension of our new service delivery model — *learning*. This spans capacity development activities which will be more diversified and accessible to frontline workers in the drugs field — for instance through the EUDA training platform PLATO, which will be the online tool for disseminating and implementing the European Prevention Curriculum (EUPC)-Frontline Training across Europe,

further to a cooperation agreement on the roll-out of training materials developed under the EU-funded Frontline Politeia Project, signed by the EUDA in 2024.

Under the same service category (*Learn),* the EUDA will support the design and evaluation of drug strategies and policies at EU and national level. This will be particularly important in the new programming period, which marks the end of key EU drug policy documents — such as the EU drugs strategy and action plan on drugs 2021–2025 and the EU Security Union Strategy for 2020–2025 — and the beginning of new policy initiatives post-2025. Furthermore, the EUDA has been called to advise its EU and national stakeholders and customers on important matters such as the impact of changes in cannabis legislation.

One of the areas with the highest impact on the security of EU citizens is drug-related violence. According to the European Commissioner for Home Affairs, Ylva Johansson, who was the driving force behind our new EUDA Regulation, 'organised crime and drugs crime is one of the biggest threats we face today', and in this context the EUDA is 'part of a great European effort against crime and to counter the flow of drugs and the harm they cause'. Responding to that, in November 2024 we organised a major European conference on drug-related violence, the follow-up actions of which we will implement, together with our partners, in 2025–2027.

These four main strategic dimensions — *Anticipate, Alert, Respond, Learn* — will be pursued through several categories of services that we have started shaping in 2024 and which we will fine-tune in 2025. They will primarily serve our key customers: drug policymakers at EU and national level, and professionals working in the drugs field. Much needed data, products and services will also become available for researchers and academia, and for civil society, for which we have included new lines of actions in our SPD 2025–2027.

Successful delivery of these services will depend on our strong collaboration with networks and partners. In this regard, the new service delivery model has two pillars. First and foremost is the Reitox network of national focal points, which has been the backbone of the EU drug monitoring system for three decades, and with whom we are now developing a new Reitox Alliance (to be adopted in 2025), which defines our common goals and means to address the needs of our customers. The second pillar is the newly established network of forensic and toxicological laboratories, which will underpin the Agency's work with real-time, evidence-based and analytically confirmed information.

These primary networks will be complemented by other data collection initiatives — such as Euro-DEN, SCORE and ESCAPE — which have been growing in importance in our EU drug monitoring work in recent years.

The very reason for creating the EMCDDA thirty years ago was to provide information on the European dimension of the drug phenomenon. And our work would not have been possible without the ongoing collaboration with other EU bodies — first of all, the European Commission (DG Home in particular), the Council and the Parliament, whom we aim to serve more and better under the EUDA mandate — and our partner EU agencies that support and enhance our work.

We will also strengthen partnerships at international level following a strategic approach under the new EUDA international cooperation framework, which will be adopted in 2025.

Our communication activities will be guided by our new EUDA Communication strategy that is designed to reflect the needs of our broader set of tasks, stakeholders, partners and networks, and which will also be adopted in 2025.

True to our core values, we are positioning ourselves as a trustworthy, modern and forward-looking EU Agency.

To achieve this, internally we will pursue our innovation-driven transformation. Core elements of this transformation continue to be defined in the EUDA organisational development plan initiative which started in 2024; the follow-up action plan, including change management, will be implemented in 2025–2027, resulting in a more agile, adaptable, customer-centric and impactful EUDA. The adjustments to the EUDA organisational structure, applicable as of 1 January 2025, are also expected to contribute to this.

Also critical to enabling this transformation will be the upgrading of our digital capabilities. Significant investments will be made in new operating models, digital solutions and a state-of-the-art technical infrastructure. A staff digital empowerment programme will necessarily accompany this change.

This will be one of the many initiatives to upskill our workforce — who are our most important capital. By the end of this new programming period the number of staff is projected to reach 154; that is 46 more than under the previous mandate in 2023. Integrating our new staff members into the EUDA culture, while creating the space for them to bring their own contribution to this new culture, will be a top priority.

On a personal note, this SPD will be the last one to be implemented under my leadership at the helm of the Agency. A new EUDA Executive Director will be selected in 2025, to take up their duty as of 1 January 2026. It is therefore a significant moment for me, professionally and personally, after having spent almost 25 years in this extraordinary organisation, of which nine years as its EMCDDA Director/EUDA Executive Director. In December 2025, before handing over the Agency to its new leader, I will be proud to present to the EUDA Management Board an evaluation of the EMCDDA Strategy 2025, the document which I put forward for adoption in 2016, and which has served as a guiding light for my work as Director.

At this point, I would like to express some words of appreciation to my staff, who have been the real force behind every achievement, and who have inspired all my steps. Together with the new colleagues, they will continue to drive the EUDA towards more and higher accomplishments.

Our achievements would not have been possible without the commitment and unconditional support of our Management Board. The Board has guided our work and will continue to do so in this new programming period.

Scientific evidence and fact-based analysis are at the heart of our work, and our Scientific Committee plays a critical role in guaranteeing the relevance and independence of our work. I wish our new Committee, which has recently started its work, every success, and thank its members for engaging with us to meet this challenge.

Last but not least, I would like to express my gratitude to the Reitox national focal points to the EUDA and their spokespersons for their trust and close cooperation since I took over the Agency. They are an essential part of what makes the EUDA and the European drug information system a unique asset for the EU and a strong example for other countries and regions.

Alexis Goosdeel
Executive Director, EUDA

MISSION STATEMENT

Independent, science-based information is a vital resource to help Europe understand the nature of its drugs problem and better respond to it. On the basis of this premise, and in the face of an escalating drug phenomenon, the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) was established in 1993.

Inaugurated in Lisbon in 1995, the EMCDDA functioned as one of the European Union's decentralised agencies until 2 July 2024, when it became the European Union Drugs Agency (EUDA) following the entry into force of Regulation (EU) 2023/1322 ([1]) of the European Parliament and of the Council, on the European Union Drugs Agency (EUDA) and repealing Regulation (EC) No 1920/2006 (the founding Regulation of the EMCDDA — recast) ([2]).

Mission

According to the EMCDDA's founding regulation, the Agency was established to support evidence-based decisions and actions at EU and national levels by providing factual, objective, reliable and comparable information on drugs and drug addiction, and their consequences. The EMCDDA's mission was therefore grounded in the consensus that sound information is a prerequisite for the development of effective policies in the drugs field.

While the general objective set out above is still valid and will be retained under the new EUDA Regulation, the mandate of the Agency has now been expanded and strengthened. With a more proactive remit that is adapted to the current reality, the new EUDA will be better equipped to support the European Union and its Member States in addressing emerging issues in the drugs field. According to the EUDA Regulation, this will take place in three key areas: monitoring, leading to better-informed policies; preparedness, leading to better-informed actions; and competence development, leading to stronger EU and Member State responses to the drugs phenomenon.

Within the three key areas, the general tasks of the EUDA will be to:

a) provide the European Union and the Member States with factual, objective, reliable and comparable information, early warning and risk assessment at Union level concerning drugs, drug use, drug use disorders and addictions, prevention, treatment, care, risk and harm reduction, rehabilitation, social reintegration, recovery, drug markets and supply, including illicit production and trafficking, and other relevant drug-related issues and their consequences;

b) recommend appropriate and concrete evidence-based actions on how to address, in an efficient and timely manner, the challenges relating to drugs, drug use, drug

([1]) https://eur-lex.europa.eu/eli/reg/2023/1322.

([2]) Available from the EUDA website at https://www.euda.europa.eu/drugs-library/regulation-ec-no-19202006-european-parliament-and-council-12-december-2006-european-monitoring-centre-drugs-and-drug-addiction-recast_en.

use disorders and addictions, prevention, treatment, care, risk and harm reduction, rehabilitation, social reintegration, recovery, drug markets and supply, including illicit production and trafficking, and other relevant drug-related issues and their consequences.

Vision

The vision of a healthier and a more secure Europe, achieved through better-informed drug policy and action, which guided the EMCDDA since the adoption of Strategy 2025 ([3]) in 2016, will now steer the work of the EUDA.

Within the expanded mandate given by the new Regulation, the EUDA will build its value proposition on the understanding that achieving this ambitious vision will necessarily mean enhancing the *EU preparedness on drugs.* To that end, the Agency will aim to:

1. anticipate future drug-related challenges and their consequences (Anticipate);
2. alert in real time on new drug risks and threats to health and security (Alert);
3. assist the EU and its Member States strengthen their responses to the drug phenomenon (Respond);
4. facilitate EU-wide knowledge exchange and learning for evidence-based policies and interventions (Learn).

To fulfil this, we must constantly strive to respond to the needs of our key stakeholders, who can be defined as:

- the EU institutions and bodies, in particular the European Parliament, the Council of the European Union, the European Commission and the External Action Service of the European Union;
- national decision-makers and policymakers;
- professionals working in the drugs field.

Beyond meeting the information needs of our key stakeholders, our new mandate also requires us to engage with additional stakeholders, who include academic institutions and researchers; the general public, civil society and those affected by drug problems; and international organisations and non-EU countries and regions.

In this regard, our engagement with international organisations and non-EU countries and regions will continue to be pursued in line with the EU foreign policy objectives and the EUDA international cooperation framework.

([3]) Available from the EUDA website at https://www.euda.europa.eu/publications/work-programmes-and-strategies/strategy-2025_en.

Values

The EUDA is committed to the European Union and its values. In addition, we have identified a set of core values to inform all aspects of our work, inspire our staff in their professional performance, inform our future policies, and guide our interactions with stakeholders and partners.

Our four core values are scientific excellence, integrity and impartiality, customer focus and service orientation, and efficiency and sustainability.

Defined as part of the EMCDDA Strategy 2025, the four core values are embedded in the Agency’s organisational culture and will continue to guide the EUDA.

SECTION I

General Context

SECTION I – GENERAL CONTEXT

Responding to EU needs in 2025-2027

Introduction

This single programming document (SPD) covers the period from 2025 to 2027. It is presented in line with the guidelines for the single programming document and the consolidated annual activity report of decentralised agencies, which were adopted by the European Commission on 20 April 2020 ([4]).

In accordance with the template, substantive work is structured around the three main areas set out in the EMCDDA Strategy 2025, which remains in place during the first year of the new programming period. The three main areas of work are health, security, and business drivers.

The concrete priorities of work are determined for each of the three main areas, and they are presented in the annual work programme, which is part of the SPD. For the SPD 2025–2027, this is the 2025 work programme, which appears in Section III of the current document.

The annual priorities are embedded in the tasks defined in the Agency's Regulation (EU) 2023/1322 of the European Parliament and of the Council, on the European Union Drug Agency (EUDA).

It is therefore worth noting that the programming period 2025–2027 will be the first to be fully implemented under the new Regulation.

The role of the EUDA

The new mandate gives a stronger role to the Agency, calling on it to 'react effectively to new challenges, provide better support to Member States, and play a stronger international role'.

The results of the process of data collection, monitoring, analysis, threat assessment and formulation of recommendations will provide the evidence needed by policymakers and professionals throughout the European Union to tackle the drug phenomenon in a timely and effective manner.

Building on successful foundations

In 2025–2027, the EUDA will be engaged in developing, in close cooperation with its stakeholders, a range of new competences, services and products. At the same time, it will

([4]) Annex 1 to the communication from the Commission on the strengthening of the governance of EU bodies under Article 70 of the Financial Regulation 2018/1046 and on the guidelines for the single programming document and the consolidated annual activity report (C(2020) 2297).

be necessary for the Agency to continue providing the high-quality services and competences on which its strong reputation rests. Both practically and methodologically, this is a challenging task that has to be accomplished within tight deadlines. It will be necessary, for example, for the Agency to develop new services, such as a network of forensic and toxicological laboratories, while at the same time maintaining essential services, such as its Early Warning System on new psychoactive substances (EWS) and its ongoing monitoring of the drug situation, which are so highly valued by our customers.

The Agency's foresight activities have helped to identify important knowledge gaps in areas such as the growing impact of digitalisation on drug markets and drug responses and the policy challenges resulting from developments in the cannabis area, both internationally and within Europe. These findings, together with the Agency's ongoing work in developing more timely data collection methods and new services for our customer base, lay the groundwork needed to 'hit the ground running' and make it possible to introduce valuable new activities and services during the period.

A critical prerequisite to meet the objectives of the new mandate will be for the EUDA to engage with a greater number of information providers and more complex datasets. At the same time the customer base for the Agency's work will grow. We also recognise that many who contribute to the knowledge that we generate are also users of the information and analysis that we provide. Our 'new business model', together with its accompanying vision for digital services, will enable the EUDA to better exploit its position as the central repository for drugs knowledge within the European Union, while at the same time providing better services and products for a more diverse customer group. The creation of digital expert systems and platforms will be a key tool for the achievement of these aims. This undertaking will enable the Agency to provide an integrated new ecosystem that is built around expert systems and platforms set up to meet the specific needs of data providers, communities of practice and the wider group of 'knowledge customers' that the Agency will now serve. The work on conceptualising and developing a structure for the research platform will also commence.

The effort will also include developing new platforms with the needs of civil society and affected communities in mind. The approach will allow the EUDA to quickly get up to speed in delivering the ambitious activities envisaged by the new Regulation. Our ongoing investment in the tools and processes needed to make our products 'digital first' will also ensure that the Agency is well placed to implement new tasks. Building on this approach will increase our future capacity to provide greater multilingual content, more rapid access to data, more open data and user operability, and a better customer experience. It will also facilitate automated data exchanges both within the European Union and, where appropriate, with international bodies and third parties.

Many of our successful existing projects have provided a good test bed to inform the development of new areas set out in detail in the Regulation. For example, the current EWS provides a proof-of-concept model for signal management and risk communication that is directly applicable to some of the developmental needs required for the European Drug Alert System, while the manual-based Trendspotter rapid assessment methodology has provided a multimethod approach to undertake assessments that supports the development of a new threat assessment system that can respond to both direct and indirect health and security-related threats. In addition, the EUDA has pioneered the collection of data using leading-edge indicators that can provide a more rapid, granular understanding of drug trends and any

associated harms to health and security. We have been an early adopter and supporter of wastewater analysis, which has now gained widespread acceptance as an epidemiological tool in disease surveillance. Also, recent pilot projects have developed methods to collect information from syringe residues and online surveys and to gather data from frontline services, such as emergency departments, drug testing services, and low-threshold services such as supervised consumption facilities. In addition, investment in foresight/future studies and capacity-building, both internally and externally, will allow for more targeted and in-depth analysis in areas of particular interest and importance to the drugs field. These activities form a solid foundation for the development of rapid data collection, analysis and reporting required under the new mandate.

Enhancing the value of existing and new partnerships

For a number of years now, co-production has been the Agency's preferred working approach when engaging with our networks and other partners. For instance, the Agency recognises the central role played by the Reitox network of national focal points (NFPs) in our work. Moving forward, the new mandate has important implications for the future work of NFPs and ensuring a smooth transition between current and future reporting requirements. Engaging NFPs as much as possible in the future tasks of the Agency, therefore, is key.

An acknowledged strength of the EUDA is its multi-perspective approach, leveraging and integrating expertise from a range of disciplines to address key drug-related questions and challenges. The new period will see an ongoing need to coordinate the input of external expertise and create new networks. Development work will continue in relation to the network of forensic and toxicological laboratories and the networks to support the drug alert and threat assessment capabilities.

In 2025, it is envisaged that the Agency will work more closely with civil society organisations and develop products and services with the needs of people who use drugs in mind. The Agency has a strong track record of successfully engaging with external partners and establishing strong and effective partnerships. To work effectively in this area requires good communication, transparency, clear and reasonable processes and a recognition that value must be multidirectional. This is why so much emphasis is placed on ensuring that communication, partnership building and co-production play a central role in the work of the Agency during the period.

Supporting policymaking, facilitating effective practice and increasing EU preparedness and resilience

The Agency exists to provide value by informing better policies and actions in the drugs field. Increasing EU anticipation and preparedness to respond to new drug-related threats is a critical theme running through the new mandate and it is a priority for the Agency. A principle for developing all new analysis and reporting activities is to ensure that they are made available in a form that has clear benefits for our customers and practical utility in informing policies or actions. The Regulation also gives the EUDA greater responsibilities in supporting the delivery of health and social responses and sets out new tasks that include supporting policy and service evaluations and playing a greater role in the identification, development and dissemination of evidence-based practice. It also increases the Agency's responsibilities

in the areas of training and capacity-building, providing new opportunities to deliver services to countries expressing a need. A guiding principle for the implementation is that all activities will be reviewed to ensure they provide accessible information or services that meet the needs of our customers.

Maintain trust as a scientifically rigorous knowledge broker in a complex and rapidly evolving area

With digital technologies, it is now possible to access virtually unlimited amounts of information, but it can often be difficult to understand the context in which the available data should be understood and to avoid misinformation or misinterpretation of the evidence to hand. The drugs arena spans many complex and sensitive policy areas in which consensus is often lacking and emotions can run high. Historically, the success of the Agency has been built on stakeholders' trust that our work is always both scientifically robust and policy-neutral. Providing our stakeholders with a way to navigate through the vast amount of available information and helping them to understand the uncertainties inherent in its interpretation will be a task of growing importance in the future. A unique selling point for the EUDA continues to be its scientific independence and policy neutrality, principles that will be particularly important to the future work of the new Agency.

Developments that will shape our work

Greater diversity in drug availability and use is creating new health and policy challenges

As our latest analyses show, the challenges facing us in the drugs field continue to grow. The Agency's most recent annual overview of the drug situation, the European Drug Report 2024 ([5]), describes how drug availability remains high in Europe, with a wider range of psychoactive substances, often of high potency or purity, or in new forms, mixtures and combinations, and many products mis-sold and so presenting serious health risks.

The latest data show that around 83 million or 29 % of adults (aged 15–64) in the European Union are estimated to have used illicit drugs at least once in their lifetime. Cannabis remains by far the most commonly consumed illicit drug in Europe. National surveys of cannabis use suggest that overall, around 8 % or 22 million European adults have used cannabis in the last year, while 3.5 million adults consumed cocaine, 2.6 million MDMA and 2 million amphetamines. It is estimated that 0.3 % of the EU adult population, or around 860 000 people, used opioids in 2022. Opioids, often in combination with other substances, were found in around three quarters of fatal overdoses reported in the European Union.

In addition, the recent analysis underlines the need to scale up treatment and harm reduction services in Europe for people who inject drugs. Injecting drug use is associated with serious

([5]) Available from the EUDA website at https://www.euda.europa.eu/publications/european-drug-report/2024_en.

health problems, such as infectious diseases, overdose and deaths. Historically, heroin has been the main drug associated with injecting in Europe, but this has been changing in recent years. Increasingly today, other drugs, including amphetamines, cocaine, synthetic cathinones, opioid agonist medications and other medicines, are also injected, either alone or in combination.

While there is now greater heterogeneity in the characteristics of those seeking help for drug problems, due to the long-term nature of opioid agonist treatment, those receiving it still probably account for the greatest share of the resources invested in drug treatment services in most countries. An estimated 1.7 million people received treatment for problems related to the use of illicit drugs in the European Union in 2022. A comparison with current estimates of the number of high-risk opioid users in Europe would suggest that, overall, opioid agonist treatment was received by about half of the number of high-risk opioid users in the European Union in 2022. Needle and syringe programmes are also a widely available and standard component of harm reduction services. In the latest data, all EU Member States and Norway had needle and syringe programmes in place. However, coverage and access remain a challenge, with only 5 of the 17 EU countries with available data reaching the WHO service provision targets.

Opioid use was reported as the main reason for entering specialised drug treatment by 63 000 cases in 2022, representing 25 % of all those entering drug treatment in Europe. An estimated 508 000 cases received opioid agonist treatment in 2022. Data suggest that the long-term downward trend in the number of people entering treatment for heroin use has continued. Heroin remained the third most commonly identified drug in acute drug toxicity presentations in Euro-DEN Plus hospitals, accounting for 15 % of all reported cases. It should be noted that multiple drugs are commonly found in toxicology reports from suspected drug-induced deaths.

New psychoactive substances: a growing public health concern

Since 2 July 2024, the EU Early Warning System on new psychoactive substances (EWS) and the related risk assessment procedure operate under Articles 8 to 11 of the EUDA Regulation (EU) 2023/1322. These articles relate to the exchange of information on, and the early warning system for, new psychoactive substances, initial reports and risk assessment on NPS.

New psychoactive substances (NPS) remain a public health challenge in Europe. Not covered by international drug controls, they encompass a broad range of synthetic substances, including cannabinoids, cathinones, opioids and benzodiazepines. The EUDA has been monitoring almost 1000 NPS that have appeared on Europe’s drug market since monitoring began in 1997. The total includes 36 substances that were notified for the first time in 2024 (data by 20 November). Despite a decrease in the number of substances newly introduced to the European market each year, approximately 400 previously reported NPS have been identified annually since 2015. This suggests that many substances remain in circulation, which increases the risk of their being sold either deliberately or accidentally as other drugs. In addition, the market in NPS has developed strong links with the market in established illicit drugs, with NPS commonly being used to adulterate established drugs, usually without the knowledge of consumers. Overall, these factors have created a resilient

and highly dynamic NPS market. Monitoring and responding to public health, security and social threats caused by NPS requires effective early warning systems underpinned by strong laboratory capability. The information from early warning systems is key to strengthening situational awareness, undertaking preparedness planning and informing the need for response measures, which may include issuing targeted public-health alerts on NPS, conducting risk assessments and restricting availability.

New regulatory challenges and concerns have emerged about the potential for interaction between the commercialisation of cannabis derivatives and the recreational drug market. In 2022, with the identification of HHC (hexahydrocannabinol), semi-synthetic cannabinoids, which are not controlled under international drug laws, appeared on the European drug market for the first time. These substances can be synthetised from cannabidiol (CBD) as a precursor, which in turn is extracted from low-THC cannabis. By July 2024, an additional 11 semi-synthetic cannabinoids had been identified in the EU market through the EWS. These substances may be used by established cannabis users and new consumers attracted to its effects and legal status — including young and other inexperienced people. In some cases, ease of access (e.g. through CBD and vape shops), may promote use.

Furthermore, the current opioid epidemic in the United States and Canada is largely driven by the use of synthetic opioids. While synthetic opioids currently account for a relatively small share of the drug market in Europe, they are a growing concern, with their use linked to poisonings and deaths. Only very small volumes of these substances are needed to produce many thousands of street doses. Moreover, the substances are easy to conceal and transport, creating a challenge for law enforcement and customs. Although they play only a small role in Europe's drug market, new opioids do pose a serious threat to individual and public health. These substances can be particularly potent, with minute quantities capable of causing life-threatening poisoning from respiratory depression. Of concern, the available information on seizures, toxicological findings and other sources of information reported by the Baltic countries to the EWS suggest an increase in availability and harms (including drug-induced deaths) over the course of 2023 in those countries, particularly related to benzimidazole (nitazene) opioids and the fentanyl derivative carfentanil. In addition, in 2023, outbreaks of poisonings, including deaths, caused by nitazene opioids were reported in Ireland and France. Clearly, there is a need to strengthen preparedness and responses in Europe in this area, and to continue engaging proactively in joint activities with other EU agencies (such as the newly re-established EMA opioid monitoring and crisis prevention task force) and other partners (such as the Global Coalition to Address Synthetic Drug Threats). A call to action from the EUDA, entitled 'New synthetic opioids: European preparedness and response' ([6]) was delivered by the EUDA Executive Director, Alexis Goosdeel, at the European Parliament, LIBE Committee meeting on 30 September 2024.

([6]) Available from the EUDA website at https://www.euda.europa.eu/drugs-library/call-action-new-synthetic-opioids-european-preparedness-and-response_en.

Drug markets: a key threat to the security of the European Union

Innovations in drug production are occurring in parallel with increasing sophistication in drug markets. Indeed, drug markets now represent one of the key threats to EU security. Use of the internet creates particular concern in this regard. As shown in the third EMCDDA–European Union Agency for Law Enforcement Cooperation (Europol) strategic analysis, the *EU Drug Markets Report* ([7]), the drug market is becoming ever more globally interconnected and digitally enabled, with consumers increasingly able to access drugs through the surface web, darknet and social media applications. This is confirmed in the analyses of drug markets presented between 2022 and 2024 in the new modular approach for the *EU Drug Markets: In-depth analysis* ([8]). In addition, innovations noted during the COVID-19 pandemic included the use of home delivery, less reliance on cash as a form of payment, less face-to-face dealing, and the potential for more individual drug transactions to take place online — on the darknet, on social media or using encrypted communications apps.

Impact of war and geopolitical instability

Since the Russian invasion of Ukraine on 24 February 2022, neighbouring EU countries have continued to provide health and social services to those who have fled Ukraine and now reside in EU countries. As of June 2024, around 6 million refugees from Ukraine were recorded in Europe. Of those who have fled the country, approximately 90 % are women, children and elderly citizens. Millions more are internally displaced within Ukraine.

In the wake of a rapid assessment ([9]) to explore how EU countries were responding to the needs of displaced persons who use drugs in 2022, the Agency made available technical guidance and reports in Ukrainian to support service provision in the country and made available resources and links to other sources of support through the ‘EMCDDA 4 Ukraine Health Preparedness Hub’ on its institutional website.

The Agency continues to support training on prevention, using the European Prevention Curriculum, for Ukrainian policymakers and health professionals in the Ukrainian language. The expected learning outcome will be for Ukrainian policymakers and healthcare professionals to be able to identify and support drug prevention interventions that are based on scientific evidence, while recognising that people exposed to war-related trauma are particularly vulnerable to drug use.

In addition, responding adequately and ensuring continuity of care are made more challenging by the pre-existing low availability of opioid agonist therapy and harm reduction

([7]) Available from the EUDA website at https://www.euda.europa.eu/publications/joint-publications/eu-drug-markets-report-2019_en.

([8]) Available from the EUDA website at https://www.euda.europa.eu/publications/eu-drug-markets.

([9]) Available from the EUDA website at https://www.euda.europa.eu/publications/ad-hoc-publication/emcdda-trendspotter-briefing-ukraine_en.

services in many of the countries bordering Ukraine. In these countries, already stretched services have had to respond to increased needs.

The situation in Ukraine has exacerbated an already growing humanitarian crisis associated with migration flows into the European Union. Many migrants have lower rates of substance use than their host communities, but some may be more vulnerable to substance misuse for reasons such as trauma, unemployment and poverty, and a loss of family and social support. These groups may also be at risk of developing drug problems. There is a need therefore to increase awareness of vulnerabilities and reduce the social exclusion of these people. Many migrants are housed in transit camps and national reception centres, and frontline professionals concerned with their welfare will need to develop competences in managing potential health and social issues related to drug use and associated harms. Monitoring drug use among migrant groups, supporting the development of targeted interventions for those in need, and providing capacity-building for the professionals who support them will all be important future priorities. In this regard, successful collaboration with the European Union Agency for Asylum (EUAA) will be further pursued.

The resurgence of the Israeli-Palestinian conflict since October 2023 risks further destabilising the Middle-East region. It is difficult to predict the conflict's short-term and long-term impact on the drug markets in the region and the closest neighbours in the EU, as the conflict is still unfolding and the risk of regional escalation appears very high. The EUDA is monitoring the situation to adapt to potential impacts on the drug market and trafficking routes, in particular towards the EU.

International developments influencing the EU drug situation and responses

As the examples above show, the drugs problem facing Europe is increasingly influenced by international developments, which makes it critical to understand the global context in order to inform any strategic analysis of the EU drug situation. In addition, reports such as *Drug-related health and security threats in the Western Balkans* and *Overview of drug markets in the European Neighbourhood Policy-East and Policy-South countries* ([10]) emphasise that drug markets in non-EU countries have a significant impact on EU security.

Therefore, it will become increasingly important to identify any trends and developments occurring in neighbouring countries or internationally that could have an impact on the European situation. In line with the provisions of the EUDA Regulation, the Agency will adopt a new international cooperation framework for relations with non-EU countries and regions and with international organisations. The new framework will set the direction for the Agency's efforts to support European preparedness through output-oriented actions with international partners and non-EU countries and regions in the period after 2024. The

([10]) Available from the EUDA website at: https://www.euda.europa.eu/publications-database_en?f%5B0%5D=main_subject%3A2693&f%5B1%5D=pub_date%3A2022.

framework will be regularly reviewed and updated taking into account the relevant policy documents of the Union and developments of the drugs phenomenon.

The EUDA will also continue the implementation of the technical cooperation projects with the European Union's top priority non-EU countries, namely under the IPA 8 and EU4MDII projects, which started in 2023, for a duration of four and five years and funding of EUR 1.5 million and EUR 4 million, respectively. COPOLAD III, which started in 2022 with a budget of EUR 800 000, will also continue until March 2025.

Cannabis policies becoming increasingly complex

The scope of cannabis policies in Europe is gradually widening and now encompasses, in addition to the control of illicit cannabis, the regulation of cannabis for medical and other emerging uses and forms, including as ingredients in foodstuffs and cosmetics. Some EU Member States have also started to change their policy approach to recreational cannabis use. In December 2021, Malta legislated for home cultivation and private use, as well as for non-profit communal cannabis growing clubs. Since July 2023, Luxembourg has had a new law in force that allows home cultivation and private use. The Netherlands is piloting a model for a closed cannabis supply chain for cannabis coffee-shops. In February 2024, Germany legislated to allow home growing and non-profit cannabis growing clubs. Czechia has also announced plans for a regulated and taxed distribution system. In addition, non-EU Switzerland has started to authorise pilot trials of sales or other distribution systems for specific residents in certain cities. Both existing and new dimensions of cannabis policies in Europe are bringing with them a wider set of public health and safety considerations.

In order to protect public health and measure potential changes in different domains (including prevalence, consequences and market dimensions), the impact of any regulatory changes in this area should be subject to careful monitoring, which requires good baseline data to support ongoing monitoring and evaluation.

The EUDA will continue to disseminate findings on the medical use of controlled psychedelic substances. Fast-paced developments in the area have raised important questions around the evidence of effectiveness for medical use, potential harms and policy responses. The Agency's project in the area aims to improve understanding of the medical use of these drugs in the European Union, including their regulatory frameworks and the current state of research.

The EU drug monitoring system must continuously evolve

The drug market instability caused by the COVID-19 pandemic has led to an increasingly volatile environment for criminal businesses along the supply chain in Europe, and appears to have resulted in increased levels of violence among mid-level suppliers and distributors. In the post-pandemic period, it is likely that the volatility, competition and violence associated with the drug trade will continue and may even escalate. It is therefore more important than ever that the EU drug monitoring system remains alert to developments and anticipates possible future scenarios. To this end, continued investment in networks to support complementary methods and approaches that are capable of more sensitive and timely reporting, such as wastewater epidemiology, monitoring of hospital emergencies, web surveys, forensic analysis of drug content and syringe residue analysis, will be important.

Maintaining, consolidating and further developing the quality and comparability of the data and information collected through the Reitox network of national focal points (NFPs) and other sources of information remains a central priority for our work in 2025–2027. Since 2017, work with the Reitox network has been guided by the Reitox development framework (RDF), which is a strategic document that sets out the roadmap for the Reitox network in the period up to 2025 and describes how it will contribute to the goals set out in the EMCDDA Strategy 2025. The second RDF roadmap, covering the period 2021–2025, was prepared by the EMCDDA jointly with the NFPs and endorsed by the EMCDDA Management Board in 2021. While the second roadmap continues to be implemented until 2025, a new reference framework for collaboration between the Agency and the NFPs will be prepared for the period 2025–2027 as part of the new Reitox Alliance. The new framework will reflect the expanded mandate of the Agency and the experience gained from the implementation of the current RDF and the second RDF roadmap 2025.

The work on the Reitox Alliance, which will be carried out in close collaboration between the EUDA and the Reitox network of NFPs, will be finalised by December 2025.

In addition, further progress will be pursued in the implementation of the Reitox certification process ([11]), which formally acknowledges the competence of an NFP and confirms that it meets the minimum criteria to fulfil the tasks of an NFP as set out in the EUDA Regulation. It is also designed to increase the degree of assurance at EU level that the NFPs are fulfilling their role as national interfaces with the Agency. Certification covers the institutional context, NFP mandate, data collection, analysis and interpretation, reporting and dissemination. The certification process will be increasingly important in the context of the EUDA Regulation.

To keep pace with developments and stakeholder needs, the Agency is also committed to identifying and using appropriate complementary sources of information to keep its knowledge base up to date. The piloting of online platforms to support networks that provide complementary information is an example of the Agency striving to enhance the cohesion of networks, the collection and presentation of data, and the interaction between the networks and the Agency.

Anticipating future challenges will require investment in order to enable the EUDA to develop a long-term plan for instrument development. The Agency also needs to develop more timely and complex reporting and analytical models that reflect drug problems characterised by the consumption of multiple substances, including medicines and a rising number of NPS and synthetic opioids in particular that pose potentially severe health risks.

EU drug policy context

The need for factual, objective, reliable and comparable information reflects a European consensus that, in a sensitive and complex policy area such as drugs, effective actions have to be based on evidence related to the nature of the problem and what has been shown to

([11]) It was agreed with NFPs that the term ‘certification’ is kept until June 2026 to ensure equity among all NFPs until the first round of certifications/assessment is finalised. The new mechanism for the assessment of NFPs (Article 35 of the EUDA Regulation) is already being prepared.

work, rather than on moral or value judgements. Moreover, cooperation, coordination and common action are facilitated by comparing, contrasting and sharing national experiences.

The EUDA is committed to providing the evidence and information resources necessary to meet these objectives. We are proud that, over the past thirty years, our work has both helped to support the development of a more rational and effective approach to drug problems across the European Union and facilitated a more cohesive policy dialogue on such a complex and important issue.

In 2025–2027, the EUDA will make an important contribution to implementing EU policy objectives and providing ongoing high-quality expertise, products and services to its stakeholders, especially to the European Commission, the other EU institutions and the EU Member States. The EUDA's role will be strengthened by the new Regulation.

In particular, the Agency was called upon to contribute to the implementation of the EU drugs strategy and action plan on drugs for the period 2021–2025, and to support the European Commission in its evaluation process, including through the provision of analyses based on the development of related performance indicators.

Furthermore, the EUDA will continue to support the EU presidencies, in collaboration with the Commission and the Council Secretariat, by providing continued technical support to the presidency's agenda. The EUDA will continue to support the European Union in its policy dialogue with international bodies, in particular at United Nations (UN) level, by providing technical support at events organised by the United Nations Commission on Narcotic Drugs (CND). This service also includes support for the European Union in its policy dialogue with non-EU countries and regions, which is a matter of interest for internal security issues and within the framework of the European Union's external action policy. In cooperation with the Commission and the EU External Action Service, international bodies, non-EU countries and regions, the Agency will support European efforts to improve reporting at the global level in line with its mandate and available resources. Through increased cooperation with international partners, the EUDA will be able to further develop its geostrategic analysis of the global phenomenon and its possible impact on the EU situation.

The Agency has a new role in the implementation of public health threat assessments as laid out in Article 20 of the Regulation 2022/2371 on serious cross-border threats to health, which falls under the responsibility of the Directorate-General for Health and Food Safety (DG SANTE). The EUDA may be called on to engage in European assessments of a biological, chemical or environmental nature, under the coordination of the European Centre for Disease Prevention and Control (ECDC) and the European Chemicals Agency (ECHA), with whom working agreements are being developed. Furthermore, the Agency's new mandate includes the production of threat assessments on a broader range of issues that go beyond public health to cover threats to public safety and security. In 2025, planning and developmental work will seek to operationalise the EUDA's threat assessment mechanism for public health and public safety and security in the form of a fully active rapid response system.

The Agency continues its close cooperation and partnership with the World Health Organization (WHO) and the ECDC by providing data for policymaking and intervention planning in the prevention of infectious diseases among people who inject drugs. The Agency will help the European Commission in its efforts to support implementation of the Sustainable Development Goals (SDG) by monitoring, reporting and reviewing progress

towards their achievement in the European Union. The EUDA will also support countries in reporting on their progress towards goals and targets in relation to the health sector response to viral hepatitis in the WHO European Region.

The Agency is working on synthetic drugs alongside the European Commission and partners in the US-led Global Coalition to Address Synthetic Drug Threats. In 2024, the joint effort included engagement in global working groups and subgroups in the areas of drug supply, drug demand reduction, new trends and early warning systems. In 2025, the Coalition's recommendations in the relevant areas are expected to be followed up.

As mentioned in the sections above, developments outside the EU influence the evolution of the domestic drug problem, so the next programming period will see an increased focus on international cooperation in drugs policy, particularly with countries in South and Central America.

The EUDA's engagements with international partners and non-EU countries will be undertaken in line with EU foreign policy objectives, and consulted with the European Commission, the European External Action Service and respective EU Delegations.

In terms of security, the EUDA will contribute as required and fulfil the obligations arising from the EU drugs strategy 2021–2025 and the EU security union strategy for 2020–2025 ([12]). These strategies recognise the threat posed to the internal security of the European Union by the production, trafficking and distribution of drugs. In doing so, they very much draw on the evidence provided by the EMCDDA-Europol joint analysis on *EU Drug Markets*. The EUDA will also contribute to the EU strategy to tackle organised crime 2021–2025 and to the EMPACT (European Multidisciplinary Platform Against Criminal Threats) cycle 2022–25, which is a security initiative driven by the EU Member States to coordinate common priorities and operational actions that collectively address and contextualise the drug phenomenon among other EU security threats. In addition, the EUDA will prepare to take a more central role in the implementation of the future EMPACT cycle 2026–2029 to strengthen the strategic analysis capabilities at EU level.

The Agency will fulfil the obligations arising from the EU Western Balkans strategy and support the implementation of related flagship initiatives to strengthen the rule of law and reinforce engagement on security and migration. In addition, it will support the implementation of the renewed partnership with the Southern Neighbourhood entitled 'A New Agenda for the Mediterranean' and the Eastern Partnership policy beyond 2020 entitled 'Reinforcing Resilience — an Eastern Partnership that delivers for all' ([13]).

At the end of 2023, the European Commission proposed an EU roadmap ([14]) to fight drug trafficking and organised crime, recognising the scale and consequences of the serious

([12]) See European Commission, 'European security union' (https://ec.europa.eu/info/strategy/priorities-2019-2024/promoting-our-european-way-life/european-security-union-strategy_en).

([13]) Available from the European Commission at https://ec.europa.eu/neighbourhood-enlargement/system/files/2020-03/joint_communication_on_the_eap_policy_beyond_2020.pdf.

([14]) https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52023DC0641.

threat and its worldwide reach. The roadmap sets out 17 actions, five of which mention the EMCDDA (now EUDA) specifically, to be implemented in 2024 and 2025 in four priority areas: to strengthen the resilience of logistics hubs, to dismantle criminal networks, to increase prevention efforts, and to strengthen cooperation with international partners. These actions have provided additional guidance that was taken into account when planning the activities in the current programming document.

Key institutional developments with an impact on the EUDA's future activities

As noted, 2025 will be the EUDA Regulation's first full year of implementation.

The Agency's work will also continue to be guided by Roadmap 2021–2025, which sets out the key milestones to be achieved by the end of the Strategy 2025 period. The key milestones of the strategy will still be relevant until the end of 2025.

The new programming period will also operate under new leadership at the level of the EU institutions. In 2024, a new European Parliament was elected and a new European Commission took office. The resulting changes may affect where the drug phenomenon stands on the EU policy agenda for the period 2025–2027 and beyond.

Finally, a change in leadership will take place at the level of the Agency, at the end of 2025, when the Executive Director Alexis Goosdeel ends his second mandate at the Agency's helm. The EUDA Management Board will be called to select a new Executive Director to take office in January 2026.

Other relevant developments

As noted earlier, the war in Ukraine has resulted in significant consequences — humanitarian, socio-economic and political — in Europe and elsewhere. While the evolution of the conflict provoked by Russia remained uncertain at the time of preparing this SPD, the war will likely continue to impact the economy of the European Union and its Member States, increasing pressure on the resources that are available to implement drug policies effectively.

Since establishing the EU Innovation Hub for Internal Security, the Agency has been fully involved in developing the concept and the modalities of work for the Hub team. The Agency has provided expertise in areas related to innovation and research in the drugs field through the regular meetings of the Hub team, annual Hub events and joint projects. For example, the EUDA has implemented a pilot project, 'EU-coordinated darknet monitoring to counter criminal activities', which aims to develop a flexible online multi-user software framework to monitor darknet criminal activities, including online drug markets. In 2025, the tool will be tested, and it will contribute to the strategic analysis of digital drug markets. Work in this area will be strengthened in line with the EUDA Regulation, which mandates the Agency to cooperate closely with innovation actors at the EU level, such as the Innovation Hub. The effort will be supported by the appointment of a permanent EUDA liaison officer to Europol, who will be based on the EUDA premises. Finally, the EUDA is launching a foresight project, to be implemented under the auspices of the Innovation Hub, aiming to explore the potential future impact of emerging technologies on three critical areas: drug markets, delivery of healthcare services, and surveillance and monitoring.

Resources

A key element in the implementation of this three-year programming document will be the resources made available during the period to the Agency and to our national data providers in the Member States.

Without prejudice to the decisions that will be taken by the relevant EU authorities on the adoption of the relevant annual budgets, the resources available for the 2025–2027 programming period will be defined in accordance with the European Union's multiannual financial framework for 2021–2027 and the Commission's relevant financial programming elements.

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SECTION II

Multiannual programming 2025-2027

SECTION II – MULTIANNUAL PROGRAMMING 2025-2027

Multiannual work programme 2025-2027

Introduction – strategic approach

The EMCDDA Strategy 2025 sets two ambitious long-term goals: first, to contribute to a healthier Europe and, second, to contribute to a more secure Europe. The two core goals naturally form the two pillars on which the strategy is built: health and security. They also define the two core areas of work in the SPD 2025–2027 ([15]).

Each of the two long-term goals is articulated through four strategic objectives (see Figure 1. Strategic approach and Section II, Strategic objectives, actions, expected results 2025-2027). The objectives identify at strategic level the main areas of focus for taking forward work in each pillar/main area of work. They were developed by bringing together an analysis of three key factors that will shape the Agency's future work: first, the changing nature of the drug phenomenon; second, the challenges that such changes pose to our current business model; and third, the implications of the changes for the needs of our customers.

In addition, four business drivers, with their corresponding objectives, were established in the Strategy 2025 and now form the third main area of work in the SPD 2025–2027. The four business drivers define the resources and processes that the Agency must have in place, together with the conditions that the organisation has to meet, to achieve our strategic objectives and attain our long-term goals. They are therefore core elements of our strategic approach, because they pinpoint the key factors for successful delivery.

As noted earlier, the programming period 2025–2027 is the first one to be fully implemented under the new EUDA Regulation. Therefore, while the EMCDDA Strategy 2025 remains in place until 2025 and the defined goals and strategic objectives are still valid and fully compatible with the new mandate, some adjustments are necessary to reflect the work to be carried out under the new Regulation, including any expanded or new tasks.

([15]) While this programming period ends in 2027, the structure of the SPD is aligned with the EMCDDA's Strategy 2025, which covers the first year of the period, including the annual work programme for 2025, as presented in Section III.

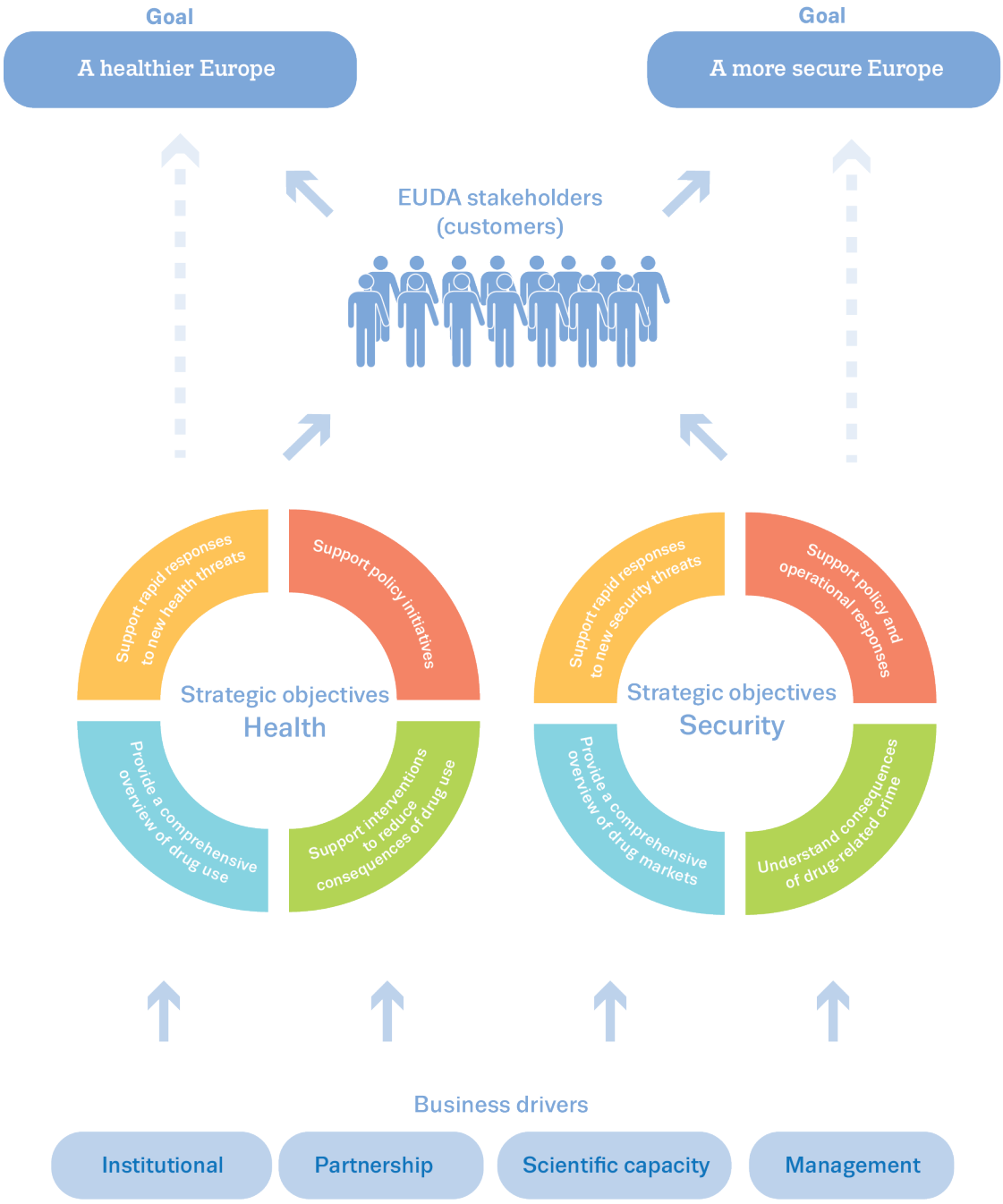


Figure 1. Strategic approach

The long-term strategic priorities are translated into operational priorities by means of the SPDs, which are prepared by the Agency and adopted by the Management Board.

The SPDs are informed by the key milestones set out in the roadmaps that guide the medium-term planning efforts of the Agency. In this regard, the SPD 2025–2027 has been informed by Roadmap 2025, which was adopted by the EMCDDA Management Board in June 2021. It sets out key milestones to be reached for the Agency to accomplish its ambitious goals and objectives by 2025.

These multiannual results have been revised in line with the needs of the new EUDA Regulation that entered into application on 2 July 2024.

Together, the long-term strategy, the roadmaps and the SPDs constitute the Agency's integrated strategic and operational framework (see Figure 2. Integrated strategic and operational framework).

This architecture provides the Management Board with the assurance that the programming documents are fully grounded in the Agency's mandate and enable it to reach its established long-term organisational objectives.

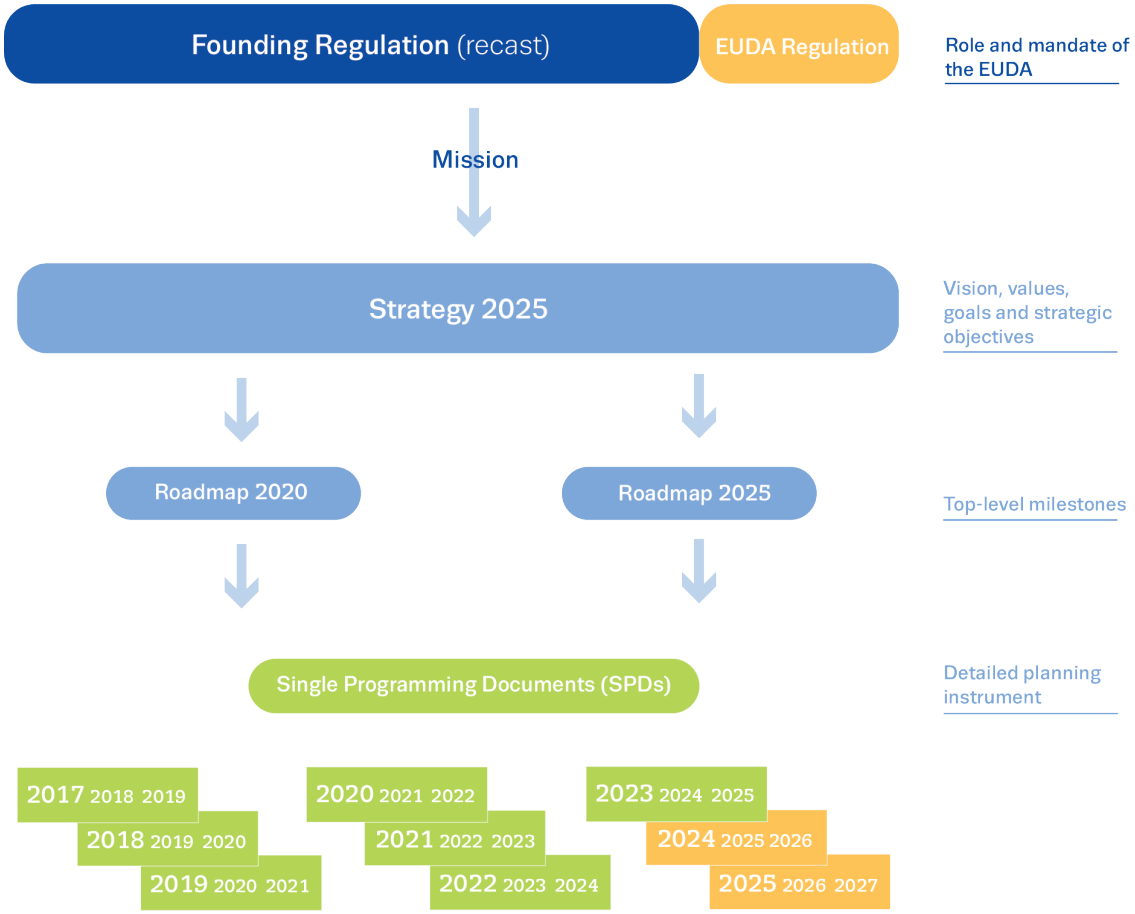


Figure 2. Integrated strategic and operational framework

Organisational transformation, driven by a 'customer-first' approach

The period 2025–2027 will also see the continuation of the Agency's transformation into a customer-centric, data-driven, learning and growing organisation.

Building on the foundations established in previous years, the Agency will now complete the process by putting in place a novel approach to create and deliver value to its primary customers: the EU institutions, national decision-makers and policymakers and professionals working in the drugs field.

While the organisational change effort started in 2021 as part of the EMCDDA's business model transformation initiative, it will now gain a new focus, which is to ensure that the Agency's people, culture, structure and technology are aligned with the needs of the new EUDA mandate (see Figure 3. The drivers of the EUDA's work in 2025–2027).

Figure 3. The drivers of the EUDA's work in 2025–2027

In the context of unparalleled technological disruption, which has been accelerated by the COVID-19 pandemic, this work will allow the Agency to model its services in line with evolving, data-driven customer needs, thus increasing the value that it can bring to customers.

In this context, the Agency will complete its transformation from an information provider to a service provider, helping to strengthen the EU's preparedness on drugs for a healthier and a more secure Europe — the ultimate vision of the EMCDDA, which will be pursued now by the EUDA.

EUDA service model: anticipate, alert, respond, learn

Based on the new Regulation that establishes the EUDA, we define the ultimate goal of the new Agency as 'contributing to the European Union's preparedness on drugs'.

In the context of our strategic planning exercise, we describe 'preparedness' as the 'ability to anticipate and to respond effectively to the impact of likely, imminent or current hazards, events or conditions'.

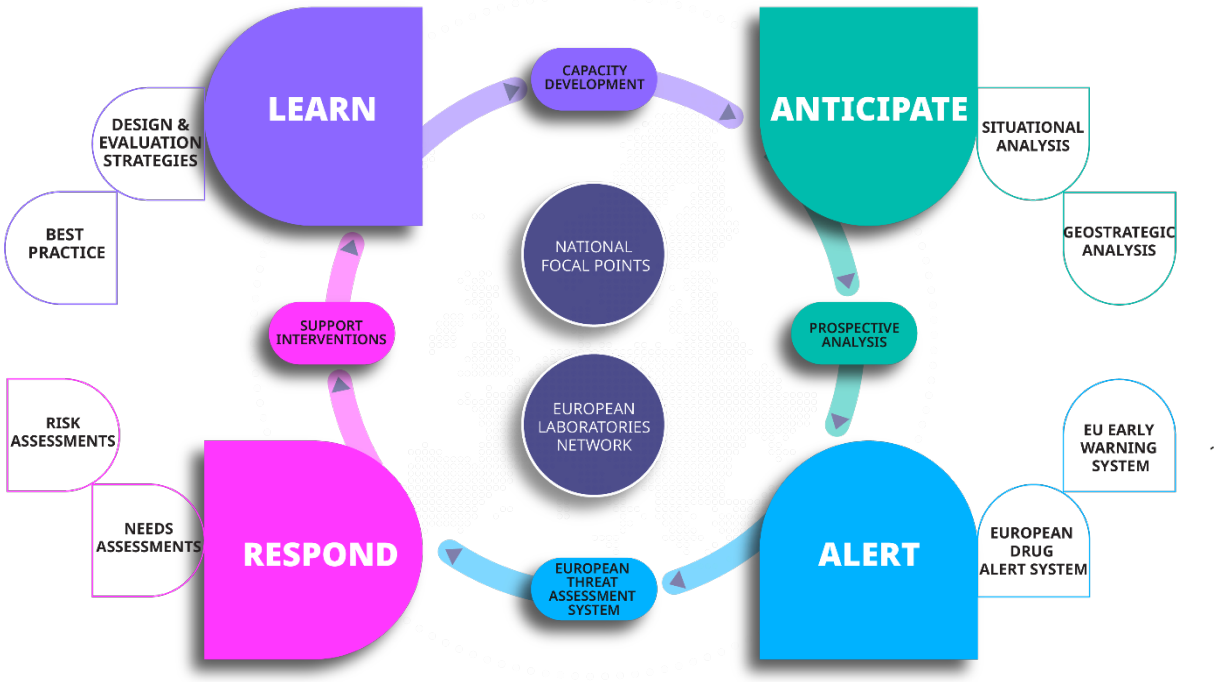


Figure 4. The EUDA's service model: anticipate, alert, respond, learn

The contribution of the EUDA to EU preparedness is organised around four key strategic functions — to anticipate, to alert, to respond and to learn — with several service categories that have then been defined within these functions (see Figure 4. The EUDA's service model: anticipate, alert, respond, learn).

To anticipate: The Agency has been collecting data since 1995, which gives us a unique opportunity to analyse long-term trends. The complementary tools and methodologies developed more recently make it possible to monitor the evolution of the drugs situation almost in real time. Building on the analysis of the evolution from the past and a strengthened capacity to identify emerging trends, the Agency will become better equipped to explore possible future trends and their likely consequences for drug policy.

To alert: Over the last 27 years, the Early Warning System has demonstrated its added value as a forward-looking tool, operating 24/7, collecting in real time a broad range of information covering health and law enforcement. With the new Regulation, the Agency will be able to conduct various risk and threat assessments and, through the establishment of a European Drug Alert System, issue health and security risk communications.

To respond: With the information collected through the EWS and produced with the risk assessments, the Agency produces the scientific evidence that ultimately supports the adoption of control measures at EU and international levels. With the new mandate, the EUDA will be able to assist the EU Member States to assess threats and emerging issues at an earlier stage and evaluate the needs and availability of responses. When necessary, it will be able to support the Member States in the adoption and implementation of additional measures.

To learn: The Agency will have a stronger role to support the European Union and its Member States in the design and evaluation of policies, and in evaluating crisis management and interventions. This new knowledge will feed into the identification, updating and

dissemination of best practice interventions in the integrated areas of health and security. With its enhanced role in capacity development, the EUDA will provide direct support to the promotion and adoption of evidence-based interventions in the Member States.

These four key functions are closely interconnected and will operate as a cycle that will be nurtured and supported by the work of the Reitox network of national focal points and the future European network of toxicology and forensic laboratories.

Overarching commitments

Over the period 2025–2027, the EUDA renews its commitment to contribute to ongoing EU initiatives that aim to make the EU more sustainable, digital and inclusive. The relevant initiatives include the European Green Deal, the policies for shaping Europe's digital future and the related Web Accessibility Directive (Directive (EU) 2016/2102).

Strategic objectives, actions, expected results 2025–2027

In line with the applicable SPD template ([16]), the following information appears in tables below: the medium-term strategic objectives and areas of work of the Agency; what actions need to be done to achieve the objectives (action areas); and how progress in the achievement of the objectives is monitored — i.e. key expected results and key performance indicators (KPIs) ([17]).

It is worth noting that a review of the current EUDA performance model (KPIs) will be carried out in 2025, with a view to aligning the system with the needs of the new mandate. The KPIs defined below may therefore need to be adjusted to reflect the outcome of the review.

The key expected results in tables below have been defined on the basis of the key milestones set out in Roadmap 2025 and the priorities emerging from the EUDA mandate. The correspondence between the strategic objectives set out in Strategy 2025 and the general tasks defined in the new Regulation — namely monitoring, preparedness and competence development — is shown in tables below.

([16]) Annex 1 to the communication from the Commission on the strengthening of the governance of Union bodies under Article 70 of the Financial Regulation 2018/1046 and on the guidelines for the single programming document and the consolidated annual activity report (C(2020) 2297).

([17]) More details on the KPIs are presented in Annex IX, 'Evaluations'.

Expected results 2025-2027

Main area 1: Health

MONITORING

Strategic objective H1: Maintain a state-of-the-art understanding of the extent, patterns and trends in drug use, and their impact on public health.

KPIs
3. Implementation of the EUDA monitoring system
8. Efficient implementation of technical assistance projects with third countries
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas	Key expected results 2025-2027
H1.1. Strengthen the core monitoring system through (a) critically reviewing and developing, as needed, the data collection tools to ensure they remain fit for purpose; and (b) supporting national reporting capacity necessary for routine reporting. H1.2. Identify and develop new, flexible and timely monitoring tools and approaches to ensure that the monitoring system reflects contemporary drug patterns and their implications for public health. H1.3. Better understand the implications for public health of the evolving international drug problem, with special attention to the countries bordering the European Union, and within the Agency's mandate.	• EUDA European drug data collection and reporting models reviewed and strengthened (e.g. by reducing missing data) to respond to the needs emerging from the new EU drugs policy framework and to support health-related priorities emerging from the new mandate of the Agency and in line with the new business model (2025–2027) • Technical infrastructure capacity for data storage, retrieval and visualisation upgraded to reflect and be more responsive to evolving business needs, and data-quality management systems in place (2025–2027) (cont. from 2024) • New EU-level monitoring frameworks in place to address drug use, drug-related harms and responses (2026) • Development work to assess national reporting capacity in line with new monitoring frameworks (2026–2027) • Rapid monitoring solutions and digital platforms developed to enhance data collection, triangulation and analysis as well as timeliness of reporting (2025–2026) (cont. from 2024) • Enhanced monitoring and analysis activities in established areas and new monitoring capacity developed in priority areas including polysubstance use and its consequences, gender and drugs, comorbidity, cannabis-related harms, city-

Action areas	Key expected results 2025-2027
	level surveillance (2025–2027) (cont. from 2024) • Regular report on the state of the drugs phenomenon and emerging trends (2025–2027) • Increased synergies with national reporting efforts and greater investment in providing EU data to international system (2025–2026) (cont. from 2024) • Analysis of drug-related health threats in the enlargement and neighbouring countries, as well as other EU priority countries, covered by EUDA-managed technical cooperation/assistance projects (2025–2026) (cont. from 2024)

PREPAREDNESS

Strategic objective H2: Identify NPS-related health threats and support rapid responses from the European Union and its Member States.

KPIs
3. Implementation of the EUDA monitoring system
4. Implementation of the EWS and risk assessment mechanism on NPS
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas	Key expected results 2025-2027
H2.1. Ensure the successful operation of the EU Early Warning System on New Psychoactive Substances (EWS). H2.2. Ensure timely and high-quality implementation of the risk assessment of new psychoactive substances (NPS).	• EU Early Warning System on new psychoactive substances (EWS) strengthened and implemented efficiently and effectively under Regulation (EU) 2023/1322 (2025–2027) • Strengthened event-based and aggregated reporting related to detection of NPS, serious adverse events, and the related public health, safety and security components of the EU EWS to increase the responsiveness of the system and the preparedness at EU and Member State levels, including through the lessons learnt during COVID-19 pandemic (2025–2026) (cont. from 2024) • Digitally enabled ‘all hazards’ approach conceptualised and implemented, integrating EWS signal management

Action areas	Key expected results 2025-2027
	system, open-source information monitoring, risk communication, toxicovigilance system and the European Database on New Drugs, tailored to different customers (work in progress 2024–2026, to be completed by 2027) • Risk communications; updates and issues in focus, available and tailored for different customers in accordance with priorities (2025–2026) (cont. from 2024) • Risk assessment procedure implemented fully and robustly under the auspices of the EUDA Scientific Committee under Regulation (EU) 2023/1322 (2025–2027)

Strategic objective H3: Strengthen national and EU resilience to cross-border drug-related threats by supporting preparedness and response activities with evidence-based information.

KPIs
3. Implementation of the EUDA monitoring system
8. Efficient implementation of technical assistance projects with third countries
9. Uptake of EUDA evidence and knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas	Key expected results 2025-2027
H3.1. Ensure the successful establishment of the European Drug Alert System (EDAS). H3.2. Ensure the successful establishment of the European network of forensic and toxicology laboratories (Planet). H3.3. Enhance the Agency's threat assessment capacity and conduct threat assessments and rapid reporting exercises on new drug-related health threats to facilitate appropriate responses (in collaboration with partners, as appropriate).	• European Drug Alert System (EDAS) established and operational (Article 13 of Regulation (EU) 2023/1322) (by 2025) • Alerts issued in a timely manner and tailored for different customers, according to priorities (2026–2027) • European network of forensic and toxicology laboratories established and operational (Article 15 of Regulation (EU) 2023/1322) (by 2025) • Competence of forensic drug and toxicology expertise in the European Union enhanced, drug-related forensic and toxicological data generated in a timely manner and exchanged rapidly with Member States partners, EU institutions and agencies and priority non-EU countries (2025–2027)

Action areas	Key expected results 2025-2027
	• Quality assurance schemes implemented and data collection and analytical methods harmonised (2025–2027) • Strengthened situational awareness, preparedness and response to cross-border health and security threats caused by synthetic opioids in Europe (2025–2027) (cont. from 2024) • Prototype developed for integrated rapid monitoring data collection mechanism to support analytic and threat assessment activities and complement real-time case-based surveillance (by 2025) • European Threat Assessment System (ETAS) established and pilot threat assessments conducted (by 2025) • Health threat assessments conducted, with reports and recommendations, in response to detection of threats or request from the European Commission or the Member States (2025–2027), in collaboration with partners as appropriate

COMPETENCE DEVELOPMENT

Strategic objective H4: Support interventions to prevent and reduce drug use, drug-related morbidity and mortality, and other harms, and support recovery and social reintegration.

KPIs
3. Implementation of the EUDA monitoring system
8. Efficient implementation of technical assistance projects with third countries
9. Uptake of EUDA evidence and knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas	Key expected results 2025-2027
H4.1. Follow developments from basic research, applied research and implementation science to maintain a state-of-the-art understanding of what constitutes effective interventions to both established and emerging drug-related problems. H4.2. Strengthen, maintain and develop the monitoring tools required for describing the delivery of drug-related interventions.	• EUDA portfolio of services to support practice developed and updated in line with the new business model and EUDA mandate (2025–2026) (cont. from 2024) • An interactive decision-making support ecosystem (EU-Decide project) (in preparation 2025, operational 2026–2027) (Article 16)

Action areas	Key expected results 2025-2027
H4.3. Facilitate knowledge transfer, the adoption of best practice, and successful implementation, through development of state-of-the-art resources for professionals and supporting and developing training and capacity-building activities. H4.4. Provide additional information resources to support decision-making and programme development in areas particularly important for public health, or where innovations are becoming available or the knowledge base is rapidly changing (e.g. hepatitis C treatment, overdose prevention, new pharmaco-therapies, e-health and interventions targeting hard-to-reach populations – such as migrants and homeless population) or where new evidence reviews have become available.	• Strengthened and expanded monitoring of responses and outcome evaluation (2025–2027) • Digital update of the European Health and Social Responses mini guides and Best Practice Portal to align with the Agency's priorities (2025–2027) (cont. from 2024) • Provision of mechanisms and tools for implementation and evaluation of the quality of interventions at national level (EU-Quality project) (Art. 17) (2025–2026) (cont. from 2024) • Guidance and recommendations available to support implementation of drug-related interventions (by 2025) • Provision of training and training for trainers in prevention (EUPC), crime prevention, treatment, harm reduction and social reintegration (2025–2027) • EUDA Winter and Summer Schools focused on European priorities delivered (2025–2027) • An expanded and tailored e-learning and virtual community of practice platform available to support the wider range of professionals; for example, crime prevention, treatment, harm reduction, social reintegration (PLATO scale-up) (2025–2027) (cont. from 2024) • digital inventory of training materials available, adapted for the European audience (EU-COMP project) (2025–2027) • Provision of awareness raising, evidence and implementation materials in priority areas; for example, drug overdose prevention, cannabis-related problems, drugs and mental health, hepatitis C and prisons, festivals, with webinars and workshops (2025–2027) (cont. from 2024)

Strategic objective H5: Support the development, implementation, monitoring and assessment of policies aimed at addressing the health and social consequences of drug use.

KPIs
3. Implementation of the EUDA monitoring system
9. Uptake of EUDA evidence and knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas	Key expected results 2025-2027
H5.1. Support, as requested, EU and national policy initiatives within the EUDA's areas of competence, with particular attention given to the implementation and evaluation of the EU drugs strategy and action plan. H5.2. Provide EUDA key customers with timely updates on key policy developments at national, EU and international levels to facilitate an informed and up-to-date dialogue. H5.3. Maintain and develop resources to support policy formulation and evaluation (in close coordination with the support to policymakers provided in the supply area).	• Implementation of allocated actions in the EU drugs strategy and action plan on drugs 2021–2025 (health area), in light of priorities and available resources (2024–2025) • Contribution to the evaluation of the EU drugs strategy and action plan on drugs 2021–2025 (health area) (2025) and, if requested, support provided to the development of new EU drug policies (2026 onwards) • Portfolio of tools and services scaled up, in line with EUDA mandate requirements, to support policy development, implementation and evaluation in EU Member States and non-EU countries (2025–2027) (cont. from 2024) • Protocol and standard operating procedures for the drug policy support scheme tested and revised (2025–2027) (cont. from 2024) • Cannabis policy support toolkit (Cannapol) rolled out in digital format, including registry of implementation experiences, tools and materials to support the implementation of evidence-based decisions and an interactive cannabis indicator catalogue (2025–2026) (cont. from 2024) • Cannapol masterclass for policymakers and other professionals seeking to refine their skills in cannabis policy development and evaluation (2027) • Targeted reporting on timely topics to policymakers, including on cannabis policies, medical use of psychedelics, the impact of the economic cycle on the drug situation (2025–2027) (cont. from 2024)

Main area 2: Security

MONITORING

Strategic objective S1: Provide a comprehensive, holistic and up-to-date understanding of the drug market in Europe.

KPIs
3. Implementation of the EUDA monitoring system
8. Efficient implementation of technical assistance projects with third countries
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas	Key expected results 2025-2027
S1.1. Strengthen the core monitoring system: improve quality and coverage in the implementation of supply and supply reduction indicators in the Member States and their supporting tools, networks and processes. S1.2. Develop new and innovative data collection approaches to increase the scope and coverage of analysis, and provide a cost-effective and practical solution to supplement existing core data collection systems in this area (e.g. open-source intelligence, internet monitoring and web surveys). S1.3. Improve understanding of the impact on the European drug market of developments in the international drug situation, with particular attention given to the countries bordering the European Union. S1.4. Support a better strategic understanding of the drivers of innovation in synthetic drug production and their impact, including routes of synthesis and source chemicals, and contribute to the European system on drug precursor monitoring, together with the European Commission and Europol.	• Review and develop the European data collection and reporting model, to fulfil the needs emerging from the EU drugs policy framework (the EU security union strategy 2020–2025 and the EU drugs strategy and action plan on drugs 2021–2025) and the security-related priorities emerging from the new mandate and in line with the new business model (2025–2027) (cont. from 2024) • Rolling updates of selected EDMR digital modules and data assets (2025–2027) (cont. from 2024) • Develop a system for monitoring, analysis and data visualisation for drug production in the European Union (replacing current outdated tools and adding functionalities), in cooperation with EU Member States and Europol (2025–2027, cont. from 2024) • Research and develop innovative methods for monitoring drug-related activities using aerial surveillance, including satellite and high-altitude pseudo-satellite imagery (2025–2027) • Develop a state-of-the-art secure web-based encrypted geographical information system (GIS) platform to collect, share and analyse information related to significant drug seizures and drug-related incidents (2025–2027) (cont. from 2024) • Analysis of drug-related security threats in enlargement and neighbouring countries, as well as other priority non-EU countries, covered by EUDA-managed technical

Action areas	Key expected results 2025-2027
	cooperation or assistance projects (2025–2027) (cont. from 2024) • Implement a system to monitor the situation regarding drug production in Afghanistan (heroin and methamphetamine) (2025–2027) (cont. from 2024) • Develop technical capacity (staff recruitment and development of processes and procedures) for monitoring developments related to the diversion and trafficking of drug precursors and contributing to the implementation of EU law on drug precursors in support of the European Commission (in line with the EUDA mandate) (by 2025). This includes implementing additional tasks given to the Agency after any revision of the EU regulation on drug precursors, subject to the adequate resources being provided (2025–2027)

PREPAREDNESS

Strategic objective S2: Identify new drug-related security threats and support rapid responses from the European Union and its Member States.

KPIs
3. Implementation of the EUDA monitoring system
8. Efficient implementation of technical assistance projects with third countries
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas	Key expected results 2025-2027
S2.1. Provide threat assessments related to transversal security threats linked to the production and supply of drugs. S2.2. Identify and communicate the threats associated with NPS with respect to sourcing, production, transit and marketing, and ensure vigilance and follow-up on threats related to the emergence of newly controlled NPS on the drug market.	• Threat assessments and briefings on new and emerging threats and trends related to drug markets (in cooperation with partners, including EMPACT and Europol, as appropriate) (2025–2027) • Real-time supply-side data collection exercise and corresponding threat assessment (2025–2027) • Produce information products for stakeholders based on the findings of forensic drug profiling projects (2025–2027)

Action areas	Key expected results 2025-2027
S2.3. Improve capacity to monitor innovation in the drug market and its impact, giving special attention to the development of online drug markets and darknet drug sales.	• Analysis of developments related to the NPS market in general and newly controlled NPS in particular (2025–2027) • Implementation of innovative signal monitoring, signal management and risk communication system on drug markets based on open-source information monitoring (surface web and darknet) and other key information sources, as a part of the EU Innovation Hub for internal security (2025–2027) • Showcase EU chemical profiling programmes for strategic drug market analysis in the European Union and to boost strategic intelligence (2025–2027) • Preparation for hosting of a tool for monitoring and analysis of darknet drug markets (EU DAMA) developed by the JRC on behalf of DG HOME for the EUDA and Europol (2026–2028) (pending the outcome of discussions to host the tool by the EUDA) • Develop processes and procedures for the monitoring, analysis and assessment of new and emerging drug precursors (by 2025)

Strategic objective S3: Improve understanding of the nature and consequences of drug-related crime.

KPIs
3. Implementation of the EUDA monitoring system
8. Efficient implementation of technical assistance projects with third countries
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas	Key expected results 2025-2027
S3.1. Improve the monitoring of drug-related crime and associated responses and countermeasures and their impact. S3.2. Contribute to an improved understanding of the links and interactions that exist between drugs and serious criminality, including security threats such	• Develop an overarching framework for monitoring drug-related crime, including drug-related violence, its wider impact and considerations on what constitutes effective countermeasures (2025–2027) • Monitoring and analysis of the nature and scope of drug-related violence and

Action areas	Key expected results 2025-2027
as illegal financial flows, corruption, trafficking in other illicit cargoes and terrorism. S3.3. Support the development of a broader conceptual framework on the wider societal impact of drug markets and drug-related crime, including environmental impact, implications for community safety and possible unintended negative consequences of interventions.	homicide in the European Union (2025–2026) (cont. from 2024) • Assess the feasibility of improving the systematic monitoring of aspects of the wider impacts of drug markets (2025–2026) (cont. from 2024) • Support the European Commission by providing data and analysis on drug trafficking and supply to the Schengen Barometer+ (2025) • Increase understanding of the impact of drug production and use on the environment and its contribution to climate change (2025–2026) •

COMPETENCE DEVELOPMENT

Strategic objective S4: Support policy and operational responses to the security challenges posed by drugs and drug markets at EU and national levels.

KPIs
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas	Key expected results 2025-2027
S4.1. Support the EMPACT (European Multidisciplinary Platform against Criminal Threats) cycle's drug priority areas and high-risk criminal networks (through threat assessments, provision of expertise, and training). A priority task for the EUDA is to maintain an overview of EU drug markets, their ramifications and responses. S4.2. Increase the effectiveness and the impact of EU actions in the security area including through (a) strengthening and establishing networks of field experts, academics, law enforcement officials, etc., and (b) defining criteria for identifying, understanding and prioritising emerging threats (including external, current and future threats) stemming from drug market activity, integrating uncertainty, projected trends and scenario planning.	• Full integration of the EUDA into the European Multidisciplinary Platform Against Criminal Threats (EMPACT) 2022–2025, in support of the EU Member States, the Council and the European Commission (2025–2027) (cont. from 2024) • Implementation of allocated actions in the EU drugs strategy and action plan on drugs 2021–2025 (security area), in light of priorities and available resources (2025–2026) • Contribution to the evaluation of the EU drugs strategy and action plan on drugs 2021–2025 (security area) (2025) • Provide support to the EU Member States, on request, in the evaluation and drafting of security aspects of national drug policy (2025–2027)

Action areas	Key expected results 2025-2027
S4.3. Develop capacity to support the evaluation, upon request, of law enforcement responses to drug supply interventions (in close coordination with policy support on health interventions).	• Support the implementation of the EU security union strategy 2020–2025, where appropriate and within available resources (2025) • Strengthen and develop the capacities and role of the Reference Group on Drug Supply Indicators (2025–2026) (cont. from 2024) • Contribute to the development of the EUDA's capacity to support the evaluation of drug supply reduction interventions (2025–2026) • Systematic monitoring of scientific literature for emerging evidence of new research and knowledge on drug markets and crime to complement routine monitoring (2025–2026). • Develop a data-driven tool that identifies young people vulnerable for recruitment into drug markets and drug-related crime (2025–2026) (cont. from 2024) • Develop a data-driven programme to record, report and contribute to the reduction of drug-related intimidation and violence in the European Union (2025–2027)

Main area 3: Business drivers

Strategic objective B1: INSTITUTIONAL
Anticipate and respond promptly to institutional developments and needs.

KPIs
6. Organisational efficiency
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas	Key expected results 2025-2027
B1.1. Conduct ongoing analysis of the external environment and how it relates to current and future stakeholder needs. B1.2. Configure services to ensure that they are timely and delivered professionally in a	• Governance measures to enable the successful implementation of the EUDA Regulation, taken as appropriate (2025–2027) • Management Board, Executive and Budget Committee meetings duly

Action areas	Key expected results 2025-2027
form that meets our stakeholders' needs, in line with the new mandate. B1.3. Ensure successful implementation of the new mandate.	organised and decisions adopted (2025–2027) • More content available in multiple languages using new technologies in the translation field and a 'quality for purpose' approach implemented (2025–2027) • Digital transformation of the EUDA portfolio in line with the new mandate and reflecting the European Union's digital and green priorities (by 2025) • Customers are systematically involved in the design of services and products, using design thinking methodologies and co-creation approaches (by 2025) • A heightened level of interaction and engagement with customers through a phased introduction of digital features that facilitate asking questions, giving feedback and engaging in discussion (2025–2026) • Web products and services meet the requirements of the EU Accessibility Directive (Directive (EU) 2016/2102), specifically Web Content Accessibility Guidelines (WCAG) 2.1 Level AA standard (by 2025) • Implementation of the principles of open data for non-sensitive data, making it easier for our customers to find, use and reuse the EUDA's data in their own work (in line with the Directive (EU) 2019/1024 on open data and the reuse of public sector information) (2025–2027) • Set up the foundation of a modern digital services capability that enables organisation-wide digital transformation and ensures availability of critical IT solutions for the execution of the EUDA mandate • EUDA artificial intelligence policy developed and staff training implemented

Strategic objective B2: PARTNERSHIP
Strengthen the European drug information system through effective and mutually beneficial partnerships and synergies with our data providers, communities of knowledge, and relevant European and international bodies.

KPIs
5. Implementation and management of the Reitox grant agreements
8. Efficient implementation of technical assistance projects with non-EU countries
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas	Key expected results 2025-2027
B2.1. Establish a new Reitox Alliance. B2.2. Further promote collaboration with drug expert networks and civil society organisations. B2.3. Strengthen international cooperation in line with the EUDA international cooperation framework and emerging stakeholder needs. B2.4. Enhance the EU response on drugs by supporting EU institutions and implementation of relevant policy documents.	• The new Reitox Alliance adopted as a reference framework for collaboration between the Agency and the NFPs, in close collaboration with the Reitox network (2025) • EUDA support provided to the NFPs, in the implementation of the Reitox Alliance (2026–2027) • Development of the tools for the assessment of NFPs in line with the needs of the new Regulation (2025–2026) • Implement the assessment of Reitox NFPs in line with Article 35 of the EUDA Regulation (2025–2027) • Development and management of the EUDA partners ecosystem, including civil society, to enhance value creation and delivery, in line with the EUDA Regulation (2025–2027) • Implementation of the new international cooperation framework, in line with the EUDA Regulation (namely with Art. 20), the EU drugs strategy and action plan on drugs 2021–2025, and the EU foreign policy objectives, in liaison with other EU agencies and bodies, to ensure a stronger international role with key partners (2025–2027) • Cooperation with EU and international partners (including EU agencies, international organisations and the UN system) strengthened in line with the priorities set out in the EUDA Regulation, the EU Drugs Strategy 2021–2025 and the new EU drugs policy framework post-2025 (2025–2027)

Action areas	Key expected results 2025-2027
	• Implementation of the action plan on the recommendations of the Internal Audit Service on international cooperation (2025). (cont. from 2024) • Technical assistance projects with priority non-EU countries (Instrument for Pre-Accession Assistance project 8 – IPA 8 and EU4MDII) successfully implemented (2025–2026) • Contribution, as required, to the implementation of the EU drugs strategy and action plan on drugs 2021–2025, in relation to cooperation with external partners (2024–2025) and to the new EU drugs policy framework post-2025 (2026–2027) • Services provided to EU institutions in the context of their institutional tasks, namely to the rotating presidencies of the Union, the Commission, the Secretariat of the Council, and other bodies, providing technical and knowledge support in particular with information about drug-related threats and major drug policy developments, delivered on request, proactively and in line with the EUDA Regulation (2025–2027)

Strategic objective B3: SCIENTIFIC CAPACITY
Have in place the scientific capacity (resources, processes and tools) to meet current analytical needs, and innovate to keep pace with changes in the drug situation and the corresponding institutional needs.

KPIs
2. Staff capacity
6. Organisational efficiency
7. Work programme delivery
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas	Key expected results 2025-2027
B3.1. Maintain and develop the EUDA's scientific capacity and ensure that it reflects the expertise required for the Agency to fulfil its mandate.	• Scientific quality assurance and coordination processes are reviewed and expanded to fully reflect the EUDA mandate (2025–2027)

Action areas	Key expected results 2025-2027
B3.2. Optimise the allocation and use of scientific resources through clear prioritisation, adoption of more flexible working practices and the use of external resources where cost-efficient. B3.3. Strengthen dialogue and cooperation with the scientific community and centres of excellence in the drugs field to ensure that the EUDA maintains a state-of-the-art understanding of developments in its areas of competence. B3.4. Strengthen EUDA engagement with research and innovation.	• Improve preparedness and provide a comprehensive set of future-oriented tools to support scientific publishing in areas related to the EUDA mandate, focusing on the needs of early career researchers and those from low and middle-income countries (2025–2027) • Strengthen cooperation with international and European research groups to improve the EUDA's analytical insights on international and European scientific developments (2025–2027) • A stronger engagement and relationship with the scientific community by successfully co-organising the Lisbon Addictions 2026 conference (2025–2026) • Increased preparedness and organisational resilience through foresight exercises, deep-dive studies in areas of strategic importance (technology and synthetic drugs), capacity-building and networking with EU initiatives on futures (2025–2027) • Development and maintenance of a research database and accompanying digital tools to support research networking, gap analysis and research audit (2025–2027) • Implementation of the EUDA innovations lab (working methods, digital tools and operating procedures) (2026–2027) • Efficient support provided to the Scientific Committee in performing its advisory role (2025–2027)

Strategic objective B4: MANAGEMENT
Ensure that the organisational structure and supporting processes are optimal to deliver efficient and high-quality services.

KPIs
1. Budget execution
2. Staff capacity
6. Organisational efficiency
7. Work programme delivery

Action areas	Key expected results 2025-2027
B4.1. Ensure effective measures are in place for the successful implementation of the new mandate of the Agency (see also action area B1.3). B4.2. Further improve cost-effectiveness and optimal allocation of resources, reflecting the priorities identified in the new EUDA Regulation. B4.3. Strengthen performance management at all levels. B4.4. Improve people management and implement a sustainable staff training and development programme to ensure that the EUDA has the committed, skilled and motivated human resources that it requires to implement its new mandate successfully.	• Successful completion of Roadmap 2025 • Alignment of the EUDA's people, culture, structure and technology to meet evolving needs and expectations of key customers; this includes measures to enhance the EUDA's digital maturity and enable the Agency's business model transformation and implementation of the new mandate — The 'EUDA organisational development plan' initiative implemented to support the successful transformation of the Agency into a more agile, adaptable, digital, customer-centric, impactful organisation (2025–2027) • Review of corporate strategic planning, monitoring and reporting activities to increase agility and support organisational alignment with the needs emerging from new business model and the new mandate, with a focus on the development of a new performance model (2025) • Resource-related measures and decisions (namely for HR, budget and asset management) designed and prepared as required for the implementation of the new mandate/Regulation and the new business model (2025–2026) (cont. from 2024) • The EUDA commits to sustainability and environmental protection in line with the European Green Deal – specifically, the Agency's commitments are to achieve a carbon-neutral office environment through offsetting the residual CO2 footprint (2025)

Action areas	Key expected results 2025-2027

	• Strengthened ICT governance, management and operation for the EUDA transition:
	• New projects to support the growing Agency and ensure compliance and security, as appropriate (2025–2026) (cont. from 2024)
	• Increased maturity concerning IT service management and data-related standards: service management processes adjusted to support increased organisational needs, such as communication, and an established data architecture (by 2026)
	• Business enterprise architecture (BEA) project implemented and expanded to cover new processes and architecture that will support the EUDA mandate (2025–2026) (cont. from 2024)
	• Beyond a fully digital workplace for the EUDA (2025–2027):
	  ○ New work methods in place, reflecting digital transformation internally and customer-centric services externally (the extranets, collaboration, intranet and document management (ECID) project completed by 2025)
	  ○ ICT architecture roadmap reviewed and implemented with ICT to strengthen the EUDA's digital workplace (2027)

Human and financial resources outlook for 2025-2027

Overview of the past and current situation

Until 2024, the Agency operated within resource constraints that required it to make major efforts to be able to continue operating successfully and fulfilling its mandate.

In 2025–2027, the Agency will focus on the effective use of the resources made available for the application of the recently adopted Regulation on the European Union Drugs Agency (EUDA) (see the next section).

Outlook for 2025-2027

On 30 June 2023, the Regulation (EU) 2023/1322 of the European Parliament and of the Council of 27 June 2023 on the European Union Drugs Agency (EUDA) and repealing Regulation (EC) No 1920/2006 was published in the Official Journal of the European Union ([18]). This was an outcome of the European Union's ordinary legislative procedure, which was carried out pursuant to a proposal for the strengthening of the Agency's mandate, including new tasks, that had been put forward by the European Commission on 12 January 2022.

The new Regulation, which aims to ensure that the Agency plays a more important role in identifying and addressing current and future challenges related to illicit drugs in the European Union, entered into force on 1 July 2023 and started being applied one year later, on 2 July 2024.

In this regard, the Agency has been initiating a series of measures that are aimed, among other goals, to strengthen its capacity to make recruitment more effective and efficient. This is being complemented by an analysis of the EUDA headquarters to help the Agency accommodate an increasing number of staff from 2024 onwards. This work will continue in parallel with the core tasks of the Agency in the coming years.

New tasks

The EUDA Regulation strengthens the mandate of the Agency, bringing new tasks and expanding current ones. As noted earlier, it has its roots in a proposal from the European Commission, which called for a stronger role for the Agency that would empower it to perform the tasks needed to address current and future challenges related to illicit drugs.

([18]) https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv%3AOJ.L_.2023.166.01.0006.01.ENG&toc=OJ%3AL%3A2023%3A166%3ATOC.

The collection, analysis and dissemination of data will continue to be a key task of the EUDA. The new Agency will also:

- develop threat assessment capabilities in the areas of health and security, thereby increasing EU preparedness to identify and react to new threats;
- issue alerts via a new European drug alert system, when high-risk substances appear on the market (complementing national alert systems and the EU Early Warning System on new psychoactive substances);
- monitor and address polysubstance use, which is becoming increasingly common and may have detrimental health effects;
- set up a network of forensic and toxicological laboratories to foster information exchange on new trends and developments and train national forensic drug experts;
- develop and promote evidence-based interventions and best practices;
- provide research and support, both on health-related issues and on drug markets and drug supply;
- recommend appropriate and concrete evidence-based actions on how to address, in an efficient and timely manner, the challenges relating to drugs, drug use, drug use disorders and addictions;
- support the independent evaluation and development of evidence-based policies;
- play a stronger international role and support the European Union in drug policy at multilateral level;
- reinforce the role of the national focal points to ensure that Member States are able to provide relevant drug-related data to the Agency;
- set up services to support countries in the assessment of national measures.

Growth of existing tasks and additional tasks

As noted above, the work to prepare for the implementation of the new Regulation has been, and will continue to be, substantial across the entire organisation. Consequently, it involves a growth of the existing tasks, and puts a significant strain on the existing staff who are required to carry out additional tasks in parallel with their already heavy workload. While much of the preparatory work has taken place in 2024, the Agency will go through a significant organisational change over the course of the programming period 2025–2027.

The effort will include, for example, a review and adjustment of major business processes, the management of a large-scale recruitment programme and onboarding of around 40 new staff members across different units, and the development and execution of some high-value procurement operations. The organisational change will draw on the involvement of the Agency's management and every staff member in parallel with the implementation of the core business activities of the Agency, which will also undergo expansion in line with the new mandate.

Programming resources for 2025–2027

Financial resources

The year 2025 will be the fifth year of the EU multiannual financial framework for 2021–2027, which will determine the level of resources to be made available to the EUDA to implement its activities.

Without prejudice to the actual decision that will be taken by the EU budget authority on the adoption of the EU annual contribution to the EUDA and the establishment plan of the Agency, including additional resources required to cope with newly assigned tasks, the SPD 2025–2027, and in particular Section III, EUDA work programme 2025, has been prepared in line with the EUDA draft budget for 2025, which was adopted by the EUDA Management Board in December 2024 (for details, see Section III).

More detailed data are presented in Annexes II and III.

Human resources

Developments regarding the EUDA's human resources needs for the period in question will depend on the resources made available in accordance with the European Union's multiannual financial framework for 2021–2027 and the recently adopted EUDA Regulation. Pursuant to the latter, the EUDA will be able to recruit about 40 additional staff over the period 2024–2027.

Strategy for achieving efficiency gains

The Agency is committed to constantly improving the effectiveness and efficiency of its activities and maximising the use of its resources.

In this context, the EUDA has taken steps to further rationalise and reduce the running costs of its premises, namely through measures to reduce energy consumption and offset the impact of the extension of staff working time pursuant to the entry into force of the revised Staff Regulations of Officials (staff regulations) (e.g. by installing solar shading on glass, climate control switches on windows and an intelligent lighting system, and by optimising heating and cooling cycles at the EUDA premises). These measures resulted in lower energy consumption (about 10 % lower in 2016 than in previous years), which has been substantially maintained ever since.

The Agency is engaged in the activities led by Commission services to identify and further elaborate on possible solutions such as pooling resources through shared services with other agencies, for example in the area of human resources management, procurements or security or ICT matters. The Agency's active participation in the regular meetings at directorate level is a demonstration of this commitment. Furthermore, the Agency is providing clear input to the exercises carried out by the Commission with the JHA Agencies.

Cooperation and synergies with the European Maritime Safety Agency (EMSA) have been intensified beyond those resulting from the implementation of an agreement in force between the EUDA and EMSA to share the use of common areas in the compound where their

headquarters are located (namely in the underground parking and the conference facilities). In other words, additional cooperation and synergies have been achieved in a joint effort to proactively exploit the opportunities provided by the geographical proximity of the two agencies, while safeguarding the autonomous legal personality and capacity assigned to each Agency under EU law.

Specifically, the developments concern the joint procurement of shared services to increase critical mass and obtain better conditions (e.g. for cleaning and maintenance services, the travel agency, interim staff and medical services), the joint organisation of training activities of common interest for the staff of both agencies, synergies in staff selection procedures, and the sharing of some services or bodies, such as the EUDA's medical officer and the invalidity and disciplinary committees. Other synergies concern ICT infrastructure and services, with special attention to the sharing of common business continuity facilities. Following on from the economies achieved through common implementation of the above facilities with EMSA in 2015–2020, the EUDA extended the agreement beyond 2020, working together to possibly re-host the facilities with another EU body or with a third party.

Furthermore, as the new digital workplace programme proceeds, the EUDA will seek to exploit technological developments to achieve further economies by updating its current infrastructure architecture in line with the available resources.

Negative priorities/decrease in existing tasks

Prioritisation of the Agency's activities takes place annually in the context of the planning exercise. This is based on the classification of activities in the work programme into three priority levels, ranging from level 1 (L1), which is the highest priority ('must do'), to level 3 (L3), which is the lowest priority (see Section III.1, Executive summary – Figure 5). The work programme also sets different targets for the different levels as follows: 100 % for L1 outputs/results, 80 % for L2 and 50 % for L3.

SECTION III

EUDA work programme 2025

SECTION III – EUDA WORK PROGRAMME 2025

Executive summary

This annual work programme covers the first year of the programming period 2025–2027. Its structure mirrors the architecture of the EMCDDA Strategy 2025, featuring elements that reflect the EUDA Regulation as explained in Section II.

The financial resources required for the work programme will be provided by the EUDA budget for 2025. In accordance with the relevant provisions, the budget becomes definitive when adopted by the Management Board and after final adoption of the general budget of the European Union, which sets the amount of the Agency's contribution.

For planning purposes and without prejudice to the decisions that will be taken by the relevant EU authorities, the 2025 work programme has been prepared on the assumption that the EU contribution to the EUDA for 2025 will amount to EUR 33 988 672 and that the EUDA establishment plan for 2025 will include 98 authorised posts. This is in line with the EUDA draft budget for 2025 and the application, from 2 July 2024, of the new EUDA Regulation, which strengthens the Agency's mandate and provides for additional human and financial resources to implement it.

The 2025 work programme applies a prioritisation approach to the expected outputs and results, which is based on three levels (level 1 (L1), level 2 (L2), level 3 (L3)), as presented in Figure 5: The EUDA prioritisation approach.

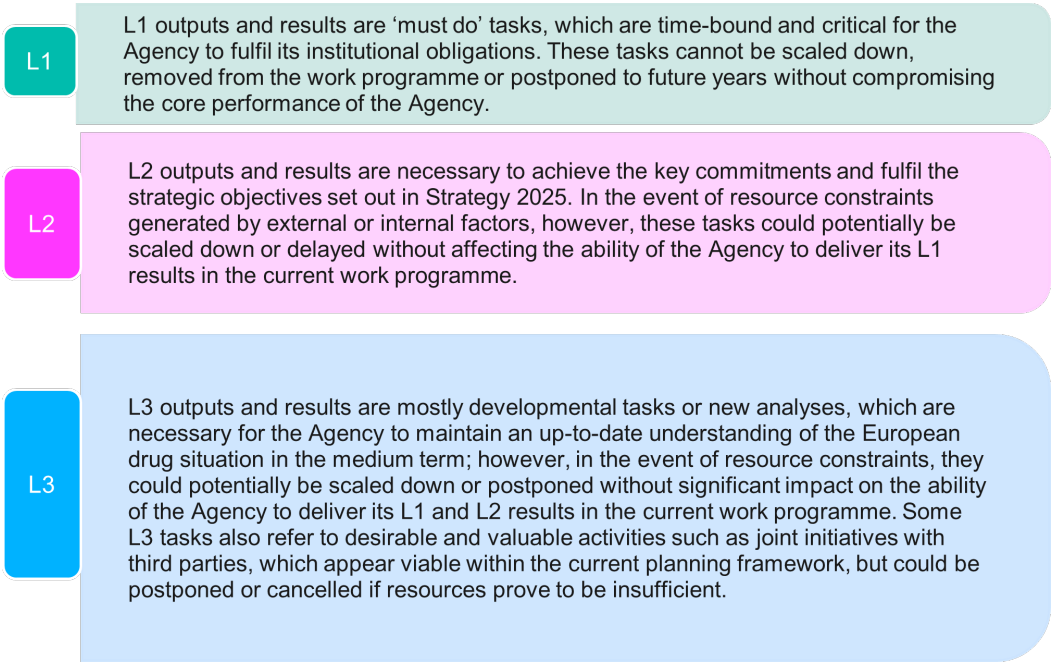


Figure 5: The EUDA prioritisation approach

MAIN AREA 1

Health

MAIN AREA 1: HEALTH

Goal: Contribute to a healthier Europe

Overview

Monitoring

In 2025, the Agency will be in the process of realigning its data collection and monitoring activities to the priorities of the new organisation. The realignment will draw on consultation and collaboration between staff and external partners at the policy and practice, scientific and data collection levels. The effort will be underpinned by the development of new conceptual frameworks for monitoring, a review of data collection and reporting tools, an assessment of the capacities of the Reitox network of NFPs and engagement with additional networks and reporting sources.

Work will proceed on development of the Agency's integrated data foundation accompanied by the commitment of resources to ensure that strong data-quality management systems are in place. Importantly, work on data-related standard operating procedures and metadata consolidation will be prioritised alongside the integration of streamlined processes and tools for data protection, extraction, analysis and visualisation. A new data ecosystem is envisaged, which will offer access to information in a range of formats and provide a robust foundation on which to build data-driven and evidence-based outputs. Indeed, the online platforms are intended to be one component of the resulting ecosystem. Also, the report on the state of the drugs phenomenon and emerging trends for 2025 will continue to offer timely information on emerging threats, as well as interlinked access to digital data and graphics on core trends and developments, all linked to source data tables.

In 2025, the existing online data platforms will be maintained, new functionality introduced and a model for further platforms developed as needed. The online platforms are built on three pillars: the collection of information, data visualisation and a virtual community of practice. The platforms provide a forum for co-production between the Agency and data providers. Further work in the area will be stepwise, incremental and based on evaluated feasibility studies. The ICT tools that support the Agency's monitoring work will be updated in line with the needs of the new business model, including a focus on data structures and new software, with a view to increasing the timeliness and reliability of outputs.

From a public health perspective, the core monitoring of the drug situation covers the dimensions of prevalence and patterns of use within the general population and among high-risk users, including people entering treatment. It also focuses on harms, primarily in the areas of drug-related deaths and infectious diseases. While each of the dimensions has been supported historically by key epidemiological indicators, new data sources have been added in recent years to the available measures at our disposal. For the period 2025–2027, new resources will provide an opportunity to update our European-level overarching monitoring frameworks in the areas of prevalence, harms, and health and social responses, and to strengthen the data collection on gender and social perspectives of the drug

phenomenon. Continuing to ensure that all data collection is focused on current policy priorities; for example, reporting on Sustainable Development Goals, will be important, particularly in the context of future-proofing and ensuring relevance to emerging trends and developments.

An in-depth understanding of drug consumption prevalence and patterns of use is first and foremost informed by data from general population surveys and school surveys, including ESPAD (European School Survey Project on Alcohol and Other Drugs). Drug use among school-aged children remains a matter of interest to our customers, and the EUDA will support ESPAD in preparing data collection for their 2024 report. Wastewater epidemiology has also provided important complementary data on substance use at a community level and can be used not only to confirm survey findings but also to offer additional insights.

In 2025, we will see a first pilot for the EUDA's new European Drugs Survey. The European Drugs Survey will provide relevant, high-quality information on drug-related issues for decision-makers, researchers and media, as well as the general public. As a new flagship public opinion survey for the EUDA, it will be conducted every two years, and it will focus on monitoring key trends relevant to the European Union as a whole (including the enlargement countries if resources allow), European Commission priorities and other relevant drug-related topics. The survey will be based on a randomly selected sample of the population aged 15 years and over. Work on the EUDA Drug Survey will be done in close coordination with the Commission to ensure efficiency and avoid duplication of efforts. In 2025, the results of the latest round of the European Web Survey on Drugs will also allow in-depth analysis and triangulation of sources to enhance our understanding of patterns of drug use in Europe.

Polydrug use will be an important focus during the period, both from the perspective of understanding prevalence and patterns of use and in terms of the associated harms. An exploration of dimensions of polysubstance use and priorities for monitoring will be conducted with the objective of preparing the EUDA to scale up its monitoring in this area. All reporting tools will be reviewed and updated with a view to enhancing their ability to report on more complex and dynamic patterns of drug consumption and related harms. For example, a sentinel-based surveillance of full post-mortem analytical confirmation in overdose deaths cases with anonymised individual level data will provide more insights into the polydrug combinations involved in these fatalities. A scoping of national and European data on the sales, prescription guidelines, diversion and misuse of opioid-containing medicines, benzodiazepines and other psychoactive medicines will be initiated to support analysis in the area. Also important will be the development of a taxonomy and an ontology of polydrug use (including questions of over-prescription, polypharmacy, street drug) and a typology of polydrug use-related harms and deaths.

In the context of establishing a new conceptual framework to monitor drug-related harms, areas such as mental health and comorbidity, drugs and driving, cannabis-related harms and stimulant-related morbidity and mortality will be explored further. A high priority will be to strengthen the monitoring and reporting of drug-related deaths (DRD) in Europe, which will focus in 2025 on enhanced monitoring of overdoses by improving the availability, validity, timeliness, comparability of the data as well as its utility to tackle premature and preventable deaths. The undertaking will start with a scoping review of the options and steps required to improve the monitoring of data on overdose deaths in Europe, suggesting complementary sources and approaches. The effort will be supplemented by a review of the completeness and utility of the data from post-mortem toxicology findings; a knowledge and gap analysis of

the information and sources available to monitor the consequences of polydrug use on overdose deaths; and the preparation of a scoping review of social autopsies of overdose deaths using qualitative methods. An end goal will be the revision of the 'European DRD protocol' including guidelines to transition toward ICD-11 coding to monitor mortality and morbidity directly and indirectly caused by drugs. The Agency will explore the feasibility and utility of a new network of pathologists to join the current DRD expert group and, in collaboration with the EUDA network of laboratories, conduct a feasibility study for the piloting of a sentinel system of forensic services to conduct full post-mortem investigations and report the findings.

In 2025, work will continue on consolidating the networks that provide complementary information in the areas of wastewater analysis, hair testing, syringe residue analysis, hospital emergencies and drug checking. The majority of networks will be funded to expand their collection to new locations and sites, broaden the number of substances reported, speed up the delivery of data to the Agency, provide further contextual variables and studies, and engage with the EUDA's digital co-production data platforms. As an example, the ESCAPE network will expand to cover cities in the east and south of Europe, where information on injecting is scarce. The feasibility of complementing the collection campaigns with epidemiological studies among high-risk drug users in participating cities will be explored. In addition, a sample of cities in Europe that are using multiple standard and complementary methods to track, understand and respond to the drugs phenomenon in their communities (sentinel cities) will be engaged and linked for analysis purposes. The goal will be to understand their data collection and analysis procedures, and to draw lessons from their experience to inform other areas in the EU about the potential of using this approach.

The Euro-DEN network of hospital emergency services will pilot the reporting of full analytical toxicology by some sentinel hospitals. Work will continue to extend the number and nature of sites where data is collected — prioritising sentinel cities or sites where multiple data sources are available.

The integration of core epidemiological monitoring and complementary methodologies will continue to facilitate the development of a reliable knowledge base to support evidence-based public health policy development. The work will include the development of digital interfaces to support policymaking, including the EUDA/ECDC viral hepatitis elimination barometer for assessing progress towards the UN SDGs and dashboards to assist in measuring progress to support EU drug policy instruments. Additional efforts will be made to ensure the harmonising of data collection and reporting of information and analysis to international agencies such as the United Nations Office on Drugs and Crime (UNODC), the International Narcotics Control Board and the WHO (see also the section 'Preparedness — The EU Early Warning System and risk assessment of new psychoactive substances'). The Agency plans to continue collaborating with other EU agencies on relevant issues. For example, the EUDA will continue to participate in and support the Opioid Monitoring and Crisis Prevention Task Force, which is led by the European Medicines Agency (EMA), to coordinate efforts across the EU regulatory network.

The current data visualisation tool of drug-induced deaths will be enriched with regional-level data where possible, findings from post-mortem analytical confirmation and extended analysis of drug overdose death rates by age-band and sex, to better inform prioritisation of responses. A transversal focus for 2025 will continue to be the development of data and practical epidemiological tools for the monitoring of cannabis use, cannabis-related health

and social harm and any related harms and responses. In particular, work will continue on the development of comparable, epidemiologically sound and policy-useful indicators and toolkits in the area. In addition, data collection and analysis on drugs and gender and drug use and comorbidity will be further prioritised and integrated into the core monitoring and analysis. Where available, the reported intentionality of drug-induced deaths (accidental, intentional or undetermined) will be further explored and reported.

Preparedness

The EU Early Warning System and risk assessment of new psychoactive substances

In 2025, new and existing areas of work established within the section on preparedness ([19]) under the new mandate will continue to be developed, integrated and interlinked to strengthen national and EU resilience to cross-border health and security threats. Overall, the work will support national and EU-level situational awareness, preparedness and responses to NPS and controlled drugs with analytically confirmed information, and it will support interventions to prevent and reduce drug use, drug-related morbidity and mortality, and other harms. Work in the area will serve a range of customers from national partners, EU institutions, practitioners, law enforcement agencies (police and customs), forensic and toxicology laboratories, policymakers, scientists, non-EU countries, international organisations and, ultimately, people who use drugs and people who reside in Europe.

The mechanisms for information exchange and early warning relating to NPS, including the initial report and the risk assessment of NPS, remain unchanged in the new Regulation on the EUDA. In 2025, the EUDA, together with its partners in the Member States (the Reitox network of EWS correspondents), Europol, the European Medicines Agency (EMA), the European Chemicals Agency (ECHA), the European Food Safety Authority (EFSA) and the European Centre for Disease Prevention and Control (ECDC), will continue to ensure robust implementation of the EWS and risk assessment of NPS in accordance with EU drug policy priorities. Monitoring and responding to NPS will continue to be instrumental to supporting evidence-based legislation, policymaking and practice at EU level and in the Member States.

When requested, risk assessments on NPS will be conducted under the auspices of the EUDA Scientific Committee. EUDA risk assessments will provide key evidence-based information to policymakers and the scientific community, and they will be used as a basis on which to decide on control measures in the EU and in the Member States.

The provisions of Article 28(c) of the pharmacovigilance legislation will continue to be implemented in close cooperation with the EMA. The provisions will ensure that the European Union maintains its world-leading capacity and capability to detect, assess and respond to public health and social threats caused by NPS.

([19]) While presented under the section on preparedness, the work of the EU EWS will involve activities across all the three main tasks of the new Regulation, namely monitoring, preparedness and competence development.

The Agency will continue to implement its ‘all hazards’ approach to early warning and response, allowing it, its partners and the European Union to rapidly detect, assess and respond in a timely manner to both existing and new emerging threats. In 2025, the Agency will continue to focus on monitoring and responding to cross-border threats caused by new and controlled synthetic opioids in Europe.

In 2025, a comprehensive prospective analysis (foresight) will be undertaken to examine technological advancements that could influence various aspects of drug-related issues. This analysis will cover areas ranging from security measures to health responses and the implementation of new surveillance tools. In addition, we will conduct a deep-dive study into synthetic drugs, with particular attention to the current threat posed by synthetic opioids, while also considering future developments.

Cooperation with the UNODC and the WHO Expert Committee on Drug Dependence, IPA 8 and EU4MDII will continue to take place as in previous years. Since 2014, the EUDA and the UNODC collaborate regularly with respect to data related to the identification and seizure of NPS in Europe. The EUDA, on behalf of the EU Member States, submits information on the substances detected each year to the UNODC Early Warning Advisory. Similarly, reflecting the expertise and role played by the EUDA in NPS, particularly in respect to early warning, the EUDA and the WHO have strengthened their cooperation to respond at international level to the harms caused by NPS. The EUDA supports the prioritisation of NPS to be assessed each year by the Expert Committee on Drug Dependence, through the EWS. The EUDA also engages proactively with the International Narcotics Control Board (INCB) on the topic of new synthetic opioids.

European Drug Alert System (EDAS)

The European Drug Alert System (EDAS), complementary to and interlinked with the risk communication system on NPS of the EWS, will be fully operational in 2025. The EDAS will strengthen national and EU resilience to serious drug-related risks by supporting preparedness and response activities through rapid information exchange, targeted alerts and other risk communications by using an integrated ‘all hazards’ approach. In 2025, the EUDA will explore the feasibility of establishing an acute poisoning surveillance network that provides near-real-time support to hospital emergency departments, clinical toxicology laboratories and poison centres, and a drug-induced deaths surveillance network that supports in near-real-time forensic laboratories and forensic medicine and toxicology agencies.

Preparedness – Laboratories Network (Planet)

The network of forensic and toxicology laboratories, the Preparedness – Laboratories Network (Planet) and the competence centre linked to the network will be operational in 2025. Planet will underpin much of the Agency’s work with real-time, evidence-based and analytically confirmed information. The work of the network will assist national laboratories in the timely elucidation and reporting of new NPS, the determination of purity and pharmacological profiling, and the setting of quality standards and criteria for analytical identification, among other tasks. The work of the network will be key to the timely and evidence-based identification and assessment of emerging threats.

In 2025, projects undertaken by the network will continue focusing on threats that are posed by synthetic opioids in Europe and linked to the project Socrates. The EUDA will generate and share curated libraries using a range of techniques and instruments to keep the laboratories network up to date, conducting drug profiling of substances of interest, in particular the profiling of methamphetamine, providing reference materials to assist Member States in the identification of new synthetic opioids, carrying out pharmacological profiling on new synthetic opioids and other substances of interest, and engaging in competence development. Importantly, the acute poisoning surveillance network (within the European Drug Alert System) will support the work of clinical toxicology and forensic toxicology laboratories.

In 2025, work will continue on the development, conceptualisation and integration of the existing and new reporting and monitoring tools that underpin the EWS, the open-source information monitoring system, the EDAS, the threat assessment system, and the network of forensic and toxicology laboratories, so that they are made into a new digital platform. The network will engage and cooperate with relevant international partners, such as the UNODC, the US Drug Enforcement Administration (DEA) and the US Centers for Disease Control and Prevention (CDC).

European Threat Assessment System (ETAS)

The European Threat Assessment System is set up with the objective, as defined in Article 12 of the EUDA Regulation, of enhancing the preparedness of the Member States to respond to new threats to health and security in an effective and timely manner. This objective is achieved through three main features of the threat assessment capability which involves (1) monitoring and threat identification, (2) the threat assessment study and (3) the response to threats. The system planning and developmental work is well progressed and will come to fruition in the form of a fully active rapid response system in 2025. At least three pilot threat assessments are planned for 2025, focusing on priority areas in the public health and security fields.

The system will draw on a dedicated threat assessment expert network that will be engaged in regular interactive surveillance. The network is supported by a pool of scientific and academic experts who will support the data gathering and analyses, conduct on-site assessments, and advise on recommendations to mitigate threats. A threat assessment toolkit will be developed in parallel, which will include rapid sampling methods and investigative tools, having identified best practices and methods for rapidly surveying under-represented at-risk populations (e.g. high-risk drug users, recreational drug users, chemsex users, crack users).

Conducting rapid ad-hoc surveys and online multi-language key informant focus group processes will be central to the approach, and templates will need to be prepared in these areas. The development of guidance that includes good practices and processes to produce recommendations for health and security responses to drug-related threats will be important. The guidance will be based on a review of existing threat assessment reports, not only from relevant EU agencies, but also from national and international agencies in the drugs field.

Tools and procedures will be identified to facilitate focus groups, rapid literature reviews and survey response analyses. In terms of quality management, standard operating procedures will be produced to describe processes, responsibilities and decision-making trees prior,

during and after threat assessments, including signal management processes across relevant scientific sectors and processes at every stage with external stakeholders (Member States, European Commission, Reitox national focal points).

Competence development

Practice support

In 2025, the EUDA will have responsibilities for a broad range of country support activities in the public health and social areas. It will also be mandated to support Member States with recommendations for appropriate and concrete evidence-based actions on how to address, in an efficient and timely manner, the challenges relating to drugs, drug use, drug use disorders and addictions, prevention, treatment, care, risk and harm reduction, rehabilitation, social reintegration and recovery. This new task will need to be delineated and operationalised, and it will require significant investment in scientific studies, implementation science, and innovative tools and approaches to support evidence-based decision-making.

The investment will entail the following actions: (1) partnerships with specialised organisations, (2) the definition, adoption and dissemination of scientific protocols and standard operating procedures, and (3) the provision and availability of decision-making tools (in digital format). In addition, recommendations will need to be clearly communicated using appropriate communication channels and translated into different languages.

A number of major developments in the support to practice area will take place in the context of investment in several three-year developmental contracts, all starting in late 2024/ early 2025. These include:

- an interactive decision-making support ecosystem in preparation (EU-Decide project)
- provision of mechanisms and tools for implementation and evaluation of the quality of interventions at national level (EU-Quality project)
- a digital inventory of training materials available, adapted for the European audience (EU-COMP project)
- an expanded and tailored e-learning and virtual community of practice platform available to support the wider range of professionals; for example, crime prevention, treatment, harm reduction, social reintegration (PLATO scale-up).

Under the umbrella of these new projects, a range of core activities will be enhanced and expanded.

The EUDA will continue to develop and promote evidence-based interventions and best practices with regard to, and raise awareness about, the adverse effects of drugs, prevention and crime-prevention, treatment of substance and mental health-related disorders, social care, risk and harm reduction, rehabilitation, social reintegration and recovery. A combined series of actions is required to fulfil the new mandate, including the need to build and promote successful activities such as the expansion and prioritisation of the Best Practice Portal and the collection of evaluated practices for implementation, including services such as mentoring by partners with implementing experiences and providing training and support in evaluation and improvement.

Supporting the quality of interventions is a pillar of the Agency's new mandate, and requesting countries will be supported in assessing national measures. The EUDA will prepare a global quality assurance programme aligned with European quality standards to support, mentor and facilitate countries in the continuous improvement of their services.

Complementary to existing activity, training will be expanded and offered to the Agency's stakeholders through already validated programmes (e.g. e-learning platforms and courses), in partnership with universities (i.e. European Drugs Schools) and through new areas of intervention and target groups in partnership with training experts. Series of curricula (training materials) will be evaluated and tailored to the European audience through transparent processes.

Dialogues with professionals, policymakers and the civil society representatives are important sources of inspiration for a service-oriented agency. Our monthly webinars will continue to address current topics, engaging a worldwide audience and learning what are the main concerns and interests. In addition, other interactive outputs such as podcasts and video interviews will enrich our offer to stakeholders.

Policy support

In 2025 and beyond, the EUDA will support policymakers in the development of evidence-based drug policies through the provision of resources to develop, implement and evaluate drug policies and the provision of reliable and timely drug policy analysis.

Policy development and evaluation

The EUDA will support EU governments, upon their request, with independent evaluation of drug policies as well as the development of evidence-based drug policies, in line with EU strategic documents. The EUDA's package of support to policy development and evaluation is flexible, and includes a range of levels of support to policymakers and implementers that can be adjusted to the needs of different stakeholders. In this respect, the EUDA's mandate endorses and formalises the EMCDDA's activities, and the new Agency will take forward the pragmatic and realistic approach to supporting policy evaluations that was developed by the EMCDDA. The service covers not only the establishment of new activities but also the scaling up of existing work.

In 2025, the Agency will review the policy evaluation portfolio and take the necessary steps to implement the EUDA mandate in this area. Standard operating procedures will be developed and tools and resources will be prepared to support policy development and evaluation. This will include guidance to support policymakers and planners with drug strategy development, a policy design and evaluation training programme, and practical tools to support local-level drug policies.

Over the 2025–2027 period, the Agency will strengthen its collaboration with city-level drug policymakers and networks, while keeping the relevant NFPs informed about the collaboration. The EU drug market has a wide-ranging impact on our society and puts a strain on local communities through open drug scenes and public safety challenges. New trends and threats manifest first at the local level, and the development of innovative policies and responses are often initiated locally. Cities often play a fundamental role in drug

policymaking, as they are on the forefront when it comes to dealing with the consequences of global drug markets.

Drug policies can have a significant impact on people with social vulnerabilities, including on those who face challenges such as poverty, social exclusion or other vulnerabilities. The Agency recently published an overview of the impact of economic recessions and unemployment on patterns of drug use and started monitoring mental health problems among people in treatment. In 2025, the Agency will scale up its activities on social vulnerabilities and social policies.

The Agency will expand its work on psychiatric comorbidities in 2025 and beyond. This work stream includes a gap analysis and prioritisation exercise to plan key actions in the area of mental health and substance use disorders for the EUDA, in line with the Agency's mandate. Another main focus will be scaling up the monitoring of comorbidities related to substance use and mental health disorders in Europe. The Agency will also support the development of a European screening tool for psychiatric comorbidities, which can be applied by trained professionals working in substance use services.

Many people with problems related to drug use pass through the criminal justice system. Prisons are important settings for understanding and addressing the drug phenomenon from a security, public health and social perspective. Over the 2025–2027 period, the Agency will focus on 'prepared prisons', covering activities such as strengthened monitoring, training initiatives and network building.

European cannabis policies toolkit

Driven by a customer-centric approach, the EUDA will put special focus on cannabis policies in 2025. In recent years, the cannabis market has become increasingly diverse and complex with the appearance of a high availability of products and new forms of cannabis and commercial products. Several EU Member States have started to change their policy approach to cannabis use and supply and are now moving towards regulated cannabis markets. This means that questions on what constitutes an appropriate policy response to cannabis, including questions around implementation of these policy changes, have become both topical and important.

Recent developments in Europe and elsewhere show that different options exist, including systems with criminal penalties for use or supply; systems with permissions for home growing, use in private or non-profit growing clubs; and systems with state-controlled or commercial production and sales.

In order to protect public health and public safety, the possible impact of any policy changes in this area should be carefully monitored and evaluated, and this requires a well-developed data infrastructure and information system, including good baseline data.

The EUDA will scale up this work in 2025 and beyond by building a cannabis policy toolkit, to support decision-makers and planners with the design, implementation and evaluation of national cannabis policies. The European cannabis policy toolkit will be rolled out over the 2025–2027 period and will include a *registry of implementation experiences* to facilitate information exchange, *practical tools and materials* to support the implementation of evidence-based decisions, a user-friendly *cannabis indicator catalogue* that will allow evaluators to assess the impact of cannabis policy changes and *a masterclass* for

policymakers and other professionals seeking to refine their skills in cannabis policy development and evaluation.

Monitoring emerging drug policy trends

In 2025, the EUDA will strengthen monitoring in the policy area with a focus on emerging issues, enabling the Agency to proactively identify new drug policy trends. The annual meeting of the legal and policy correspondents will be organised as a way to improve the sharing of knowledge and expertise among Member States. The annual meeting will be complemented, where feasible, by technical meetings to make information exchange between national experts timelier and improve the EUDA's understanding of new policy trends. This will enable the Agency to provide its key customers with timely policy support and analysis through a range of products and services, including tailored briefings on current topics, online workshops and near-real-time information on a host of topics.

In 2025, the Agency will continue to contribute to the implementation of EU policy objectives and provide ongoing high-quality expertise to its key institutional customers: the EU institutions and EU Member States. At the level of EU institutions, the Agency will support sound policymaking through high-quality technical input to requests, events, processes and relevant institutional meetings, as appropriate and when required. In particular, support will be provided to Poland and Denmark, the holders of the Council presidency during 2025. Of particular importance is our responsibility with respect to the EU drugs strategy and action plan on drugs 2021–2025. The EMCDDA was assigned the role of supporting the European Commission in monitoring the implementation of the EU drugs strategy, as appropriate, and the role will be taken forward by the EUDA.

Integrating a gender dimension in the Agency's work

Gender differences can influence patterns of drug use, the impacts of drug policies and the effectiveness of health and social interventions. The Agency has made efforts to integrate a gender dimension into its activities. The EUDA has coordinated the activities of the European Group on Gender and Drugs (EGD). The group has coordinated three 'gender and drugs' side-events to the Lisbon Addictions conference. Over the 2025–2027 period, the Agency will strengthen the integration of a gender perspective in drugs data, analysis and reporting.

Expected outputs/results

Monitoring

Strategic objective H1: Maintain a state-of-the-art understanding of the extent of drug use, its patterns and trends, and their impact on public health.

Expected outcomes

- Implementation of core monitoring tools optimised and new processes and methods for monitoring drug demand developed, to respond to the needs of contemporary drug patterns
- Comprehensive understanding of the EU drug situation through the improved quality and availability of data
- Improved ability to capture the developments in the international drug situation

KPIs

1. Budget execution
2. Staff capacity
3. Implementation of the EUDA monitoring system
7. Work programme delivery
8. Efficient implementation of technical assistance projects with third countries
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas

H1.1. Strengthen the core monitoring system through (a) critically reviewing and developing, as needed, the data collection tools to ensure they remain fit for purpose and (b) supporting national reporting capacity necessary for routine reporting.

Outputs/results

- Annual core national data submitted by the NFPs to the EUDA reviewed, validated and made available to inform analysis and outputs (L1)
- Data quality assurance initiative in process (L1)
- Ongoing review and enhancement of the European data collection and reporting model, in response to the needs emerging from the new EU drugs policy framework and the activities emerging from the new mandate (L1)
- Existing platforms maintained and the assessment of the business needs for new data platforms for data collection, management, analysis and network management underway (L2)
- Evaluation of the need for technical infrastructure capacity upgrade implemented, to reflect and be more responsive to evolving business needs, data protection requirements, and the new mandate of the Agency (L1)
- Activities to support NFP data collection efforts, in line with the Reitox development framework (RDF) (ending in 2025), including quality assurance (see also ‘Business driver 2: Partnership’) (L2)

- Publication of EUDA report on the state of the drugs phenomenon and emerging trends (L1)
- Development of a new model for the EUDA report on the state of the drugs phenomenon and emerging trends (L1)
- Publication of the 2024 ESPAD Report (L1)
- Core web sections maintained and regularly updated (L2)
- European Drug Survey preparatory phase (L2)
- New integrated frameworks for monitoring drug use, drug-related harms, drug markets and responses under development (L1)
- Network-building activities and network meetings supported (L2)
- Plans in place to develop improved monitoring capacity in selected priority areas (e.g. polydrug use, gender, drug use and psychiatric comorbidity, drug use and related responses among migrants; cannabis developments, city-level drug use harms, health and social response monitoring) (L2)
- Improved baseline data available at the European level, including on understanding public attitudes on drug policy issues (L2)
- Studies commissioned to open up new contemporary priority areas for monitoring and further develop new tools and networks (e.g. comorbidity, overdose prevention, drugs and driving) (L3)
- A reporting model under development in close collaboration with relevant stakeholders to improve synergies of EUDA data collection activities with international reporting obligations and reduce the burden on Member States (L2)
- Timely analyses produced as required based on studies, reviews and triangulation of monitoring data (L2)
- Analyses produced based on studies, reviews and triangulation of monitoring data (resource-dependent) (L3)

Action areas

H1.2. Identify and develop new, flexible and timely monitoring tools and approaches to ensure the monitoring system reflects contemporary drug patterns and their implications for public health.

Outputs/results

- Review and analyse availability of data and indicators to support new drug policy framework post 2025 and to inform key policy topics (L1)
- Enhance data reporting from city networks; for example, Euro-DEN on hospital emergencies, SCORE on wastewater, Trans-European Drug Information (TEDI) on drug checking, ESCAPE on syringe residues, drug consumption rooms, sentinel cities and from web surveys of drug users (L2)
- Conduct assessment of needs and based on the findings propose prototype for integrated data platforms and rapid monitoring data collection mechanism (L2)

Action areas

H1.3. Better understand the implications for public health of the evolving international drug problem, with special attention to the countries bordering the European Union, and within the Agency's mandate.

Outputs/results

- Continued support for investigations of drug-related public health issues and data collection in priority non-EU countries within the technical cooperation projects or under the established working arrangements (L2)
- Outputs (health-related) from technical assistance projects as well as from (other) agreements concluded by the Agency in the framework of other EU-funded projects with non-EU countries delivered in line with the projects' logical frameworks/specifications (L2)
- New datasets for core and complementary methods from non-EU countries available at the EUDA (L2)

Preparedness

Strategic objective H2: Identify NPS-related health threats and support rapid response from the European Union and its Member States.

Expected outcomes

- Effective implementation of the EU Early Warning System on new psychoactive substances (EWS) and the EU risk assessment mechanism on NPS in order to support and strengthen national and EU-level preparedness and responses

KPIs

1. Budget execution
2. Staff capacity
3. Implementation of the EUDA monitoring system
4. Implementation of the EWS and risk assessment mechanism on NPS
7. Work programme delivery
8. Efficient implementation of technical assistance projects with third countries
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas

H2.1. Ensure the successful operation of the EU Early Warning System on new psychoactive substances (EWS).

Outputs/results

- EU Early Warning System on new psychoactive substances (EWS) implemented fully, efficiently and effectively under Regulation (EU) 2023/1322(L1):
    - ongoing management of the EWS network and information exchange mechanism (L1)
    - timely issue of formal notifications on NPS appearing in the EU market (L1)
    - Initial Reports prepared as required (L1)
    - EDND (European Database on New Drugs) maintained and regularly updated (L1)

    - EWS annual situation reports submitted (L2)
- Annual meeting of the EU EWS network organised (L2)
- Implementation of new functionalities in EDND initiated (L2)
- Provision of ongoing support to the European Commission, EU Agencies (Europol, EMA, ECHA, EFSA, ECDC) and the Member States on scientific and technical matters, as required. Briefing notes and data provided, as required (L1)
- Working arrangements with the EU partner agencies (Europol, EMA, ECHA, ECDC and EFSA) implemented (L1)
- Strengthen the event-based and aggregated reporting related to detection of NPS, serious adverse events, and the related public health, safety and security components of the EU EWS, to increase the responsiveness of the system and the preparedness at EU and Member State levels in post-COVID-19 Europe (L1)
- Data exchange with international organisations (United Nations Office on Drugs and Crime (UNODC) Early Warning Advisory/ Synthetics Monitoring: Analyses, Reporting and Trends (SMART) programme and World Health Organization (WHO), including the Expert Committee on Drug Dependence and WHO Geneva) to support prioritisation, scheduling discussions and information exchange activities, with the objective of facilitating notifications and avoiding unnecessary burden for Member States (L1)
- Digitally enabled ‘all hazards’ approach integrating EWS signal management system, open-source information monitoring, risk communication, toxicovigilance system and the European Database on New Drugs, tailored to different customers (L2)
- Ensure continued exchange with non-EU countries on NPS to enhance preparedness (L2)
- Participation in the organisation of the NPS conference, if relevant (L3)

Action areas

H2.2. Ensure timely and high-quality implementation of the risk assessment on new psychoactive substances.

Outputs/results

- Risk assessment procedure implemented fully and robustly under the auspices of the EUDA Scientific Committee under Regulation (EU) 2023/1322 (L1):
    - risk assessment reports prepared as required (L1)
    - technical reports prepared as required (L1)
    - risk assessment meeting prepared as required (L1)
- List of experts to be used to extend the Scientific Committee for the purposes of risk assessment established (L1)
- Effective information exchange with the EMA, including formal notifications and public health-related risk communications, and responses to formal information requests, in line with Article 28(c) of the EU pharmacovigilance legislation (L1)

Strategic objective H3: Strengthen national and EU resilience to cross-border drug-related threats by supporting preparedness and response activities with evidence-based information.

Expected outcomes

- Rapid information exchange, targeted alerts and other risk communications, including where appropriate, to people who use or potentially use specific drugs
- Timely identification and assessment of threats related to drugs and new psychoactive substances
- Strengthened specialist expertise and coordination between laboratories in the Member States
- Enhanced harmonisation of data collection and analytical methods
- Strengthened situational awareness, preparedness and response to cross-border health and security threats caused by synthetic opioids
- Increased analytical capacity to detect new synthetic opioids in Europe by, for example, generating and sharing up-to-date analytical libraries and providing analytical reference standards
- Health-related emerging trends and threats captured and reported in a timely manner
- Strengthened capacity of the European Union and its Member States to rapidly respond to new drug-related health threats

KPIs

1. Budget execution
2. Staff capacity
3. Implementation of the EUDA monitoring system
4. Implementation of the EWS and risk assessment mechanism on NPS
7. Work programme delivery
8. Efficient implementation of technical assistance projects with third countries
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas

H3.1. Ensure the successful establishment of the European Drug Alert System (EDAS).

Outputs/results

- European Drug Alert System (EDAS) established and operational (Article 13 of Regulation (EU) 2023/1322) (L1)
- State-of-the-art alerts issued timely, which are tailored for different customers, according to priorities (2025–2027) (L1)
- Initiate the development of a risk communication framework for serious drug-related risks (L2)
- Initiate the development of a drug emergencies and outbreak open-source surveillance system (L2)
- Initiate the development of an acute poisoning surveillance network (L2)
- Annual meeting of the EDAS organised (L2)

Action areas

H3.2. Ensure the successful establishment and operation of the European network of forensic and toxicology laboratories (Planet).

Outputs/results

- Conceptualisation of an expert information system and interactive digital platform that allows the Agency to manage data, information exchange, signals and risk communications initiated (L2)
- European network of forensic and toxicology laboratories established and operational (Article 15 of Regulation (EU) 2023/1322) (L1)
- Drug-related forensic and toxicological data generated in a timely manner and exchanged (L1)
- Competence of forensic drug and toxicology experts enhanced (L1)
- Quality assurance schemes implemented and data collection and analytical methods gradually harmonised (L1)
- Production of analytical reference standards and generation of comprehensive up-to-date analytical libraries on new synthetic opioids (L2)
- Test purchase and analytical characterisation of new synthetic opioids and fake medicines (L2)
- Pharmacological profiling on priority new synthetic opioids and other NPS identified in Europe (L2)
- Profiling of methamphetamine in Europe (L2)
- Annual meeting of Planet organised (L2)
- Conceptualisation of a digital platform that allows reporting of forensic and toxicology data, linked with other tools in the area of preparedness initiated (L2)

Action areas

H3.3. Enhance the Agency's threat assessment capacity and conduct threat assessments and rapid reporting exercises of new drug-related health threats, to facilitate appropriate responses (in collaboration with partners, as appropriate).

Outputs/results

- Revision and fine-tuning of EUDA health and security threat assessment standard operating procedures, templates and methods (L1)
- Development of the threat assessment experts database (L2)
- Concept paper on main components of the threat assessment system finalised (L1)
- EUDA health and security threat assessment reporting template finalised, including guidance on recommendations (L1)
- Health threat assessments conducted in response to the detection of threats by the EUDA or a request from the European Commission or EU Member States and in line with the EUDA resources (L1)
- DG Sante-led requests (Article 20)* for EU cross-border threat assessments undertaken (on request) (L1)
- Bilateral cooperation with the ECDC, including risk assessment country missions in the EU Member States, upon request and depending on the availability of resources (L2)

- Health-related threat assessments and studies as part of priority non-EU countries' projects (L2)

* Article 20 refers to the new role of the Agency in carrying out public threat assessments pursuant to art.20 of the Regulation 2022/2371 on serious cross-border threats to health, which lies under the responsibility of the Directorate General for Health and Food Safety (DG SANTE).

Competence development

Strategic objective H4: Support interventions to prevent and reduce drug use, drug-related morbidity, mortality and other harms, and support recovery and social reintegration.

Expected outcomes

- Optimisation of tools to monitor and evaluate drug interventions
- Decision-making facilitation and support ecosystem available and tested
- Better and more informed policy and practice on effectiveness of interventions in drug demand reduction within the European Union
- Availability of effective interventions to prevent and reduce drug use, drug-related morbidity, mortality and other harms including drug-related crime, and to promote social reintegration
- Availability of training options in a variety of formats (face to face and e-learning), for prevention, treatment, harm reduction, social reintegration, knowledge sharing, decision-making and implementation of evidence-based interventions, etc.

KPIs

1. Budget execution
2. Staff capacity
3. Implementation of the EUDA monitoring system
7. Work programme delivery
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas

H4.1. Follow developments from basic research, applied research and implementation science to maintain a state-of-the-art understanding of what constitutes effective interventions to both established and emerging drug-related problems.

Outputs/results

- ERG miniguides and associated web sources updated (L1)
- New ERG miniguides produced (L2)
- Best Practice Portal kept up to date with new contents and digital features (L1)
- Digital outputs on responses to drug-related issues (European Responses Guide and Best Practice Portal) re-focused, upgraded and integrated to respond to current priorities

and stakeholder needs (e.g. by inclusion of podcasts on implementation experiences, use of multiple languages) (L2)
- Inventory of European quality standards and implementation tools to support quality assurance systems (EU-Quality):
    - Mechanisms for self-accreditation on prevention, treatment, harm reduction, social reintegration programmes prepared for pilot testing with voluntary countries (L2)
    - Development of mechanisms and tools for implementation and evaluation of the quality of interventions at national level (L3)
- An interactive decision-making support ecosystem in feasibility stage (EU-Decide) (L2)
- AI-aided systematic reviews to feed the decision-making ecosystem underway (L2)
- Evidence gap maps developed (L2)

Action areas

H4.2. Strengthen, maintain and develop the monitoring tools required for describing the delivery of drug-related interventions.

Outputs/results

- Strengthening, updating and re-designing responses monitoring in collaboration with networks of experts (L2)
- Adoption of innovative methods such as the expert elicitation technique expanded from prevention to other monitoring responses areas (L2)

Action areas

H4.3. Facilitate knowledge transfer, the adoption of best practice, and successful implementation, by developing state-of-the-art resources for professionals and supporting and developing training and capacity-building activities.

Outputs/results

- Continue to deliver the European Prevention Curriculum and develop expanded version to cover crime prevention (L2)
- Maintenance and update of PLATO (practice training platform) and virtual community of practice, as appropriate (L2)
- PLATO scale-up: extension of e-learning and virtual community of practice platform to support wider range of professionals targeted in the Agency's new mandate (e.g. crime prevention, treatment, mental health and dual diagnosis, harm reduction, social reintegration, migration support) (L1)
- EU-COMP: validated inventory of curricula (training materials) to cover established and new areas of interventions; for example, early interventions, responses to polysubstance use, treatment and harm reduction for psychostimulants (L2)
- Capacity development activities (health-related) implemented for non-EU countries covered by technical assistance projects and other EU-funded projects (L2)
- European Drugs Schools delivered and evaluated in collaboration with selected European universities (L2)

- Prepare residential training and knowledge transfer activities (L3)
- Digitally assisted online training with certification provided in responses area (based on needs and resources) (L2)

Action areas

H4.4. Provide additional information resources to support decision-making and programme development in areas particularly important for public health, or where innovations are becoming available or the knowledge base is rapidly changing (e.g. hepatitis C treatment, overdose prevention, new pharmacotherapies, e-health and interventions targeting hard-to-reach populations such as migrants and homeless population) or where new evidence reviews have become available.

Outputs/results

- Organisation and delivery of webinars and forums to stimulate conversation with the EUDA's stakeholders (L2)
- New harm reduction and consumer protection models explored in priority areas (L3)
- Capacity-building and training activities in development to support professionals in areas key for public health; for example, music festivals, prisons, reception centres for migrants (L2)

Strategic objective H5: Support the development, implementation, monitoring and assessment of policies aimed at addressing the health and social consequences of drug use.

Expected outcomes

- Optimisation of tools to monitor drug policies and legislation
- Increased capacity of EU and national policymakers to address the health and social consequences of drug use, with evidence provided by, and support from, the EUDA

KPIs

1. Budget execution
2. Staff capacity
3. Implementation of the EUDA monitoring system
7. Work programme delivery
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas

H5.1. Support, as requested, EU and national policy initiatives within the EUDA's areas of competence, with particular attention given to the implementation and evaluation of the EU drugs strategy and action plan.

Outputs/results

- Input to EU institutions within established priorities and available resources:
    - Support the European Commission to monitoring and implementation of the EU drugs strategy and action plan on drugs 2021-2025 where appropriate and within available resources (L1)
    - Support provided if requested, to the development of new EU drug policy documents (L1)
    - Technical and knowledge support to the rotating EU presidencies, held by Poland and Denmark respectively in 2025, the Council Secretariat, the European Commission and the EEAS, both for their tasks within the Council and for international events (e.g. HDG, National drug coordinators, CND, etc.) (L1)
- Support other initiatives in areas covered by EU institutional documents and relevant to the EUDA (L2)

Action areas

H5.2. Provide EUDA key customers with timely updates on key policy developments at national, EU and international levels to facilitate an informed and up-to-date dialogue.

Outputs/results

- Alignment of data collection and analysis model in the policy area with the EUDA's needs (L1)
- Targeted reporting on new drug policy trends, including on cannabis policies, economic recession and the medical use of psychedelics (L2)
- Annual meeting of the legal and policy network organised (L2)
- Thematic workshops on emerging trends in drug policies organised (L2)
- Technical study with an overview of the changes in cannabis policies in the Americas, implications for monitoring and the evidence emerging from evaluations of their impact (L2)
- Scale up activities in the area of socio-economic determinants, with a focus on unemployment and labour policies (L2)
- Scale up activities in the area of psychiatric co-morbidities, including:
    - key actions defined for 2025–2027, building on a gap analysis and prioritisation exercise (L2)
    - feasibility assessment of a European screening tool on psychiatric comorbidities (L2)
- Data analysis – Treatment demand indicator (TDI) module on mental health (L2)

Action areas

H5.3. Maintain and develop resources to support policy formulation and evaluation (in close coordination with the support to policy provided in the supply area).

Outputs/results

- Standard operating procedures developed and tested for the drug policy support scheme (L2)
- Support provided to national drug policy evaluations, upon request (L2)
- Capacity-building for national policymakers and planners to support policy development and evaluation (L2)
- Portfolio of tools and services scaled up, in line with EUDA mandate requirements, to support policy development, implementation and evaluation in EU Member States and non-EU countries (L2)
- Gradual roll-out of EUDA cannabis policy toolkit to support national initiatives linked to cannabis policy development and evaluation (L2)

MAIN AREA 2

Security

MAIN AREA 2: SECURITY

Goal: Contribute to a more secure Europe

Overview

The year 2025 will mark the first complete year of the new EU Drugs Agency, which will bring more capacity (staff and resources) in the security area. The result will be improved services for EUDA customers, adding value at EU and national levels. The network of forensic and toxicological laboratories being established in 2024 will be a crucial element of the new monitoring system and central to our work in the security area.

Between 2025 and 2027, the EUDA will also implement a system to support the European Commission in monitoring developments related to the diversion and trafficking of drug precursors and contribute to the implementation of EU law on drug precursors. In parallel during this period, a new legislative proposal on drug precursors ([20]) may be adopted, which will potentially imply additional tasks for the Agency. A reinforced Agency backed by an array of networks in the EU Member States will provide a robust foundation to drive the work forward.

Monitoring

The approach taken to monitoring in the security area has been to maintain the core data collecting efforts, making adjustments and improvements where necessary, while introducing complementary data collection to fill gaps in the monitoring system and taking advantages of synergies with other efforts. For example, the understanding of drug production in the European Union will be greatly enhanced by the development of a state-of-the-art monitoring platform that provides key stakeholders with up-to-date information about production methods, precursors, and other chemicals and equipment.

One of the main concerns at the time of drafting this work programme is how the situation in Afghanistan is evolving under Taliban rule and what its evolution will mean for drug production in the country, in particular heroin and methamphetamine, and what impact this will have on drug markets in Europe. Implementing a system for systematic monitoring will ensure that the European Union and its Member States are armed with reliable information to make decisions to prepare responses that can mitigate any impact.

When conceiving the complementary monitoring systems, a strong focus has been placed on collecting geolocated data. Such geographical information is essential to understand the dynamics of trafficking routes and identify emerging hotspots of drug market activity,

([20]) This initiative will revise the legislation on monitoring the trade in drug precursors between the EU and non-EU countries, and within the EU. https://ec.europa.eu/info/law/better-regulation/have-your-say/initiatives/13579-Drug-precursors-EU-legislation-revised-rules-_en.

including violence, at an early stage. The EUDA will take a more central role in EMPACT to strengthen the strategic analysis capabilities at EU level, supporting EU Member States. The Agency will also provide data and expertise to assist the European Commission with the Schengen cycle, for example by contributing to the Schengen Barometer+ or thematic evaluations related to drugs.

Preparedness

We recognise that threats can emerge in both the health and security areas, so that any efforts to address them must be transversal. Signals of drug market activity identified through the various data sources in the new monitoring system will be regularly assessed and developed in accordance with the framework for signal management. The system will triage the signals in line with a set of rules and may trigger the EU Drug Alert System and potentially an EU threat assessment. The security components of these systems will be integrated from the outset.

At the end of 2023, the European Commission put forward an EU roadmap to fight drug trafficking and organised crime, recognising the scale and consequences of the serious threat and its worldwide reach. The roadmap sets out 17 actions, five of which specifically mention the EMCDDA (now EUDA), to be implemented in 2024 and 2025 in four priority areas: to strengthen the resilience of logistics hubs, to dismantle criminal networks, to increase prevention efforts; and to strengthen cooperation with international partners. These actions provided additional guidance that has been taken into account when preparing the activities set out in detail in the current programming document.

Competence development

The new mandate specifically requires the EUDA to support the Member States to assess their drug policies; provide training; improve international cooperation and provide technical assistance; and contribute to research and innovation. Support will be provided to the European Commission in terms of the security aspects of the evaluation of the EU drugs strategy and action plan on drugs.

The relationship with CEPOL (European Union Agency for Law Enforcement Training) will be enhanced, and training delivery tailored to the needs identified according to now well-established strategic planning processes. The CEPOL Strategy 2023–2027 presents the Agency as the EU hub for law enforcement training, aiming to foster a common EU law enforcement culture through training. At the same time, the new EUDA mandate sets a specific task for the EUDA to provide training in coordination with other EU bodies. In this regard, enhanced collaboration is expected between the EUDA and CEPOL in terms of delivering joint training activities and coordinating relevant actions. Projects being implemented locally or nationally on the topic of drugs and security will be developed more widely, including, for example, the projects aimed at preventing young people from becoming involved in drug market activity and the projects on recording and acting on drug-related intimidation and violence. Through targeted application in the European Union, such projects, some of which already receive EU funding, have the potential to contribute to a safer and more secure Europe.

Expected outputs/results

Monitoring

Strategic objective S1: Provide a comprehensive, holistic and up-to-date understanding of the drug market in Europe.

Expected outcomes

- Implementation of optimised supply-related monitoring tools and new processes for monitoring drug supply developed, to respond to the needs of the contemporary drug market
- Comprehensive understanding of the EU drug market through improved quality and availability of data and analysis
- Improved ability to capture the developments in the international drug situation

KPIs

1. Budget execution
2. Staff capacity
3. Implementation of the EUDA monitoring system
7. Work programme delivery
8. Efficient implementation of technical assistance projects with non-EU countries
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas

S1.1. Strengthen the core monitoring system: improve quality and coverage in the implementation of supply and supply reduction indicators in the Member States and their supporting tools, networks and processes.

Outputs/results

- Annual core national quantitative and qualitative data submitted by the NFPs to the EUDA reviewed, validated and made available to inform analysis and outputs (L1)
- Contribution to the EUDA report on the state of the drugs phenomenon and emerging trends (L1)
- Development of new data sources for the security area, in line with the new business model and mandate (L1)
- Existing data collection tools and networks enhanced and supported (L2)
- Activities to support Reitox network data collection efforts, in line with the Reitox development framework (ending in 2025), including quality assurance (L2)

Action areas

S1.2. Develop new and innovative data collection approaches to increase the scope and coverage of analysis, and provide a cost-effective and practical solution to supplement existing core data collection systems in this area (e.g. open-source intelligence, internet monitoring and web surveys).

Outputs/results

- Maintenance of dashboards for the EU action plan performance indicators and to inform other key policy topics (e.g. SDGs) (L1)
- Availability of tools for monitoring drug supply via darknet markets (L2)
- Data from darknet markets available for analysis and outputs (L2)
- Continue the development of a system to collect data from open sources on significant drug market events such as large seizures, drug-related violence/homicides, and outbreaks of poisonings (project European drug-related incidents monitoring platform, EDIMP) (L2)
- Research and develop innovative methods for monitoring drug-related activities using aerial surveillance (link to EU Innovation Hub for Internal Security) (L2)

Action areas

S1.3. Improve understanding of the impact on the European drug market of developments in the international drug situation, with particular attention given to the countries bordering the European Union.

Outputs/results

- Security-related outputs for technical assistance projects as well as from (other) agreements concluded by the EUDA with non-EU countries delivered in line with the logical frameworks/specifications (L2)
- Continued support for investigations of drug-related security issues and data collections among technical support projects with non-EU countries (L2)
- New datasets available at the EUDA for non-EU countries (L2)

Action areas

S1.4. Support a better strategic understanding of the drivers of innovation in synthetic drug production and their impact, including routes of synthesis and source chemicals, and contribute to the European system on drug precursor monitoring, together with the European Commission and Europol.

Outputs/results

- Annual data collection on sites related to synthetic drug production submitted and reviewed, validated and made available to inform analysis and outputs (L1)
- Annual precursors data from European Commission validated and made available to inform analysis and outputs (L1)
- Finalise the procedures and processes for activities related to drug precursors introduced by the new mandate (L1)

- Continue the development of the system for monitoring, analysis and data visualisation for drug production in the European Union (European Illicit Drug Production Information system project, or EIDPI) (L2)
- Information exchange and collaboration with partners, in particular Europol, the European Commission, the INCB and the Pompidou Group of the Council of Europe) on drug precursors (and related substances) (L1)

Preparedness

Strategic objective S2: Identify new drug-related security threats and support a rapid response from the European Union and its Member States.

Expected outcomes

- Security-related emerging trends and threats captured and reported in a timely manner
- Increased capacity of the European Union and its Member States to rapidly respond to new and re-emerging drug-related security threats

KPIs

1. Budget execution
2. Staff capacity
3. Implementation of the EUDA monitoring system
7. Work programme delivery
8. Efficient implementation of technical assistance projects with non-EU countries
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas

S2.1. Provide threat assessments related to transversal security threats linked to the production and supply of drugs.

Outputs/results

- Continue with the rolling updates of analysis of EU drug markets (updating sections of the EMCDDA–Europol EU Drug Market modules produced in 2022–24) (L1)
- On the basis of emerging needs, threat assessments and briefings rapidly prepared on new and emerging drug-related security threats (with partners, for example Europol, Frontex and Eurojust, as required) (L2)
- Produce a threat assessment on ketamine in line with EMPACT OAP on synthetic drugs and NPS (L2)

Action areas

S2.2. Identify and communicate the threats associated with NPS with respect to sourcing, production, transit and marketing, and ensure vigilance and follow-up on threats related to the emergence of newly controlled NPS on the drug market.

Outputs/results

- Provision of drug market-related information to support the initial report phase of the EU Early Warning System (L1)
- Support operational activities set out in the EMPACT OAP for 2024–2025 related to NPS (L2)

Action areas

S2.3. Improve capacity to monitor innovation in the drug market and its impact, with special attention given to the development of online drug markets and darknet drug sales.

Outputs/results

- Availability of data on drug supply via online drug markets and integration of darknet market drug information in products (L2)
- Further engagement in the EU Internet Forum, specifically to organise a technical meeting in order to update the Knowledge Package on Combating drug sales online (L2)
- Ad hoc analyses of data responding to the needs of stakeholders in EU institutions and the Member States (L2)

Monitoring

Strategic objective S3: Improve understanding of the nature and consequences of drug-related crime.

Expected outcomes

- Better understanding of drug-related crime and its link with other serious crimes, such as terrorism, illegal firearms trafficking and irregular migration
- Improved comprehension of wider societal impact of drug markets and drug-related crime

KPIs

1. Budget execution
2. Staff capacity
3. Implementation of the EUDA monitoring system
7. Work programme delivery
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas

S3.1. Improve the monitoring of drug-related crime and associated responses and countermeasures and their impact.

Outputs/results

- Collection and analysis of data on violent drug-related crime in selected EU Member States sourced from the European drug-related homicide monitor (or contracted studies) (L2)
- Information exchange and engagement with EU-level and other international drug-related crime expert groups (L2)
- Initiate work on monitoring and responding to drug-related intimidation and violence, building on the conclusions of the European Conference on Drug-related Violence, held in 2024 (L2)

Action areas

S3.2. Contribute to an improved understanding of the links and interactions that exist between drugs and serious criminality, including security threats such as illegal financial flows, corruption, trafficking in other illicit cargoes and terrorism.

Outputs/results

- Engage with law enforcement networks to explore links between drug-related crime and other crimes such as corruption, irregular migration and trafficking in human beings, and develop further conceptualisation and monitoring of organised crime groups, in cooperation with other JHA agencies such as Europol and Frontex (L2)

Action areas

S3.3. Support the development of a broader conceptual framework on the wider societal impact of drug markets and drug-related crime, including environmental impact, implications for community safety, and possible unintended negative consequences of interventions.

Outputs/results

- Initiate contract to development a broader conceptual framework on the wider societal impact of drug markets and drug-related crime (L2)
- Initiate a study to assess the impact of drugs on the environment and climate change (L2)

Competence development

Strategic objective S4: Support policy and operational responses to the security challenges posed by drugs and drug markets at EU and national levels.

Expected outcomes

- Improved law enforcement capacity to prevent and investigate drug-related crime, based on knowledge, skills and expertise acquired through training and sharing of best practices
- Enhanced capacity of policymakers at EU and national levels to combat drug-related security threats

KPIs

1. Budget execution
2. Staff capacity
3. Implementation of the EUDA monitoring system
7. Work programme delivery
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas

S4.1. Support the EMPACT (European Multidisciplinary Platform against Criminal Threats) cycle's drug priority areas and high-risk criminal networks (through threat assessments, provision of expertise and training). A priority task for the EUDA is to maintain an overview of EU drug markets, their ramifications and responses.

Outputs/results

- Full integration of the EUDA in EMPACT (cannabis, cocaine and heroin, synthetic drugs and NPS and high-risk criminal networks priorities) (L1)
- Support the drafting of operational action plans por 2026–2027 (L1)
- Contribute to EU Serious and Organised Crime Threat Assessment (SOCTA), in support of Europol (L2)
- Promotion of the EMPACT cycle in EUDA activities, publications and events (L1)
- Delivery of accredited CEPOL-EUDA residential training on drug markets and crime (strategic analysis) and supporting the implementing of the working arrangement with CEPOL (L1)

Action areas

S4.2. Increase the effectiveness and the impact of EU actions in the security area including through (a) strengthening/establishing networks of field experts, academics, law enforcement officials, etc., and (b) defining criteria for identifying, understanding and prioritising emerging threats (including external, current and future threats) stemming from drug market activity, integrating uncertainty, projected trends and scenario planning.

Outputs/results

- Annual meeting and proceedings of the Reference Group on Drug Supply Indicators (L1)
- Support the implementation of the EU roadmap to fight drug trafficking and organised crime (L2)
- Proactive engagement with expert networks of forensic scientists, law enforcement officials, judicial networks and academics for information gathering and checking knowledge, analysis and interpretation (L2)
- Laboratory network activities in the new mandate (see also main area Health – action area H 3.2.) (L2)

Action areas

S4.3. Develop capacity to support the evaluation, upon request, of law enforcement responses to drug supply interventions (in close coordination with policy support on health interventions).

Outputs/results

- Develop capacity to evaluate security aspects of national drug policies (L2)

MAIN AREA 3

Business drivers

MAIN AREA 3: BUSINESS DRIVERS

Business driver 1: Institutional

Overview

Institutional developments

As 2025 marks the first full year of implementation of the new mandate, the priority at governance level will be to ensure that the EUDA has put in place all the measures and procedures that are necessary to fulfil its expanded role successfully.

The necessary measures and procedures will be complemented by appropriate mechanisms at operational level (see Business driver 4: Management).

In a changing institutional context, the Agency will also have to build up or strengthen its cooperation with the members of the new European Parliament that emerged from the European elections on 6 to 9 June 2024, particularly with members of the Committee of Civil Liberties, Justice and Home Affairs (LIBE), but also with members of the Committee on Environment, Public Health and Food Safety (ENVI), the Committee on Budgets (BUDG) and the Committee on Budgetary Control (CONT). Increased contacts will have to be established with MEPs to inform them about the mission and values of the EUDA and gain visibility for the EUDA's work.

In addition, the EUDA will need to renew and strengthen its cooperation with the new European Commission, which took office in December 2024, particularly with its partner the Directorate-General for Migration and Home Affairs (DG HOME).

Internally, the EUDA Management Board will be called in December 2025 to elect a new Executive Director of the Agency, upon completion of the second mandate of current Executive Director Alexis Goosdeel.

Communication and stakeholder engagement

Effective communication and meaningful stakeholder engagement are critical to the success of the EUDA's strategic objectives. This section outlines our approach to building transparent, collaborative relationships with key stakeholders and customers. By fostering open dialogue and actively listening to feedback, we aim to build trust, align interests and ensure that our communication initiatives are informed by a diverse range of perspectives. Our approach prioritises proactive outreach, clear messaging and ongoing engagement, allowing us to address concerns, anticipate challenges and adapt to evolving needs. Through these efforts, we seek to cultivate a shared commitment to our EUDA vision and drive lasting, positive impact.

New organisational identity

The transition of the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) to the European Union Drugs Agency (EUDA) represents a change in the very nature of our organisation. We move from being a monitoring centre that has a primary role to observe to being an Agency that is empowered to act. Our ongoing branding project helps us to position ourselves for this fundamental shift. While significant progress has been made in 2024, work will continue in 2025 on several dimensions, such as:

- our organisational culture — values, beliefs, attitudes;
- our content — new content, new formats;
- our processes — agility, communicating, collaboration, interaction, timeliness;
- our people — internal evolution, human resources, new skills and roles, pace of work;
- our targets — new stakeholders and customers, new expectations, new channels.

The EUDA brand guide will serve as the tool to anchor and guide us as we develop into our new role. This tool helps us to:

- position ourselves as an innovative and forward-looking Agency;
- become a true, vivid brand, matching and anticipating customers' needs and expectations today and tomorrow;
- make relevant and consistent choices in our activities;
- find the right tone and manner, and the right way to project the new Agency;
- create compelling brand storytelling to convey why we exist and what we can do for whom;
- inspire all those who contribute to our everyday work.

Our branding work will serve as the foundation for drawing up a new communication strategy that reflects the needs of our broader set of tasks, stakeholders and networks, and that enhances how the Agency's activities and results are shared. In 2025, the communication strategy will be finalised and presented to the Management Board for adoption in June.

Enhanced stakeholder engagement and customer-first approach

Communicating with the EUDA's stakeholders and customers, both old and new, will remain an important task. Indeed, a series of focused events that will cater to the needs of the different groups is envisaged over the course of the year.

As the Agency moves forward with its digital transformation, creating additional value from the many partners and networks with which we collaborate is key. The results of work undertaken in 2024 to map our existing and new partners and networks will be used draft a stakeholder/customer engagement strategy. One of the main outcomes of this work is to develop the ecosystem where the EUDA and its partners can interact and share information — EUDA Connect.

On our journey from information provider to service provider, and through the lens of our new brand, we will work on better understanding the evolving needs of our customers. Beyond the key existing customer groups of EU and national policymakers and practitioners in the drugs field, we will begin to address the needs of the scientific community, civil society organisations and people who use drugs — the additional groups highlighted for us to

address in our expanded mandate. The customer-focused approach to designing products and services will be applied in line with the business model and principles set out in the brand guide, using a variety of forums to identify and discuss customer needs. As set out in our roadmap, customers will be systematically involved in the design of products and services with an emphasis on engagement and co-creation.

Today's many and varied media channels are an important means of reaching our customers. Media requests have increased significantly in recent years and are likely to keep growing with our broader remit and heightened visibility as the European Union Drugs Agency. The constantly evolving drugs problem and geopolitical situation both drive increased interest too. We will develop a robust and proactive media relations service to communicate on the EUDA's role, activities and results, and to provide timely and informed responses to the broader range of queries expected on account of the expanding scope of the Agency and external factors, such as geopolitical developments. As the Agency assumes a more proactive and timely approach to its knowledge creation and dissemination activities, and the inherent risks associated with that, reputation management and crisis communication will become key considerations.

Increased access to services and products: digital and multilingual

Having our content available in the languages of our customers across Europe is essential if we are to reach them effectively. Our multilingual offer will continue to expand as we use the new technologies that are available and explore further innovations in the translation field. We will continue to research the needs of specific customer groups and satisfy them as far as resources permit.

The public website will continue to be developed as a dynamic platform that offers key content and materials to the full range of the EUDA's stakeholders and customers, with a specific emphasis on enhancing the customer experience. A heightened level of interaction and engagement with customers will be achieved through interactive products, such as data explorers, as well as by introducing digital features that facilitate asking questions, receiving feedback and engaging in discussion. In 2025, the necessary investment will be made in these technical developments.

We will review and curate the content offered on our public website and create new content needed by our customers, such as information on 'hot' drug issues and on our new services and activities. We will develop this content through cross-unit collaboration.

We will continue to study the effect the change in our website domain name (from emcdda.europa.eu to euda.europa.eu) has had on our website traffic. Our work here will be guided by the diagnostics and recommendations from the search engine optimisation study that we commissioned in 2023.

Developing the multilingual aspects of the website will be a key priority in order to bring it into line with the recommendations of the EU Ombudsman on multilingualism. Web products and services will progressively meet the requirements of the EU Accessibility Directive (Directive (EU) 2016/2102), specifically Web Content Accessibility Guidelines (WCAG) 2.1 Level AA standard.

The EUDA's portfolio of products and services will be developed in line with the principles set out in the brand guide, with a customer focus and an emphasis on value creation and digital

transformation, and aligned with the European Union's digital and green priorities. The methodology and guidelines developed in 2024 to create customer-focused products and services will be rolled out in 2025.

The principles of open data for non-sensitive data will continue to be implemented, making it easier for our customers to find, use and reuse the EUDA's data in their own work (in line with the Directive (EU) 2019/1024 on open data and the reuse of public sector information).

The digital communication strategy in place will ensure that the changes and opportunities provided by developing digital technologies are leveraged in a strategic and prioritised way across the EUDA's channels (including social media, audiovisual, digital newsletters). We envisage increased investment in audiovisual as a channel, as well as in data visualisation and other visual assets, in line with developments in the communication landscape and customer preferences.

To enable our digital ecosystem to operate effectively, we will develop a staff digital empowerment and communication upskilling programme with appropriate training and guidelines. The training needs that have been identified so far include representing the EUDA, clear writing and writing for the web, working in a web content management system, developing social media posts, facilitating ecosystems and building alliances, and training in other efficiency-enhancing digital tools.

The numerous changes taking place in the Agency are underpinned by a strong internal communication and change management strategy and action plan, which were drawn up and approved in 2024. We will use a variety of channels to implement the action plan, in particular the Agency's intranet platform, HumHub, including its newsletter space StaffStuff.

Expected outputs/results

Business objective B1: Anticipate, and respond promptly to, institutional developments and needs.

Expected outcomes

- Increased capacity of the EUDA to meet our stakeholders' needs through tailored products and services, which are provided through optimised communication channels
- The EUDA is organised to respond to the demands of the new mandate and other relevant institutional and political developments

KPIs

1. Budget execution
2. Staff capacity
6. Organisational efficiency
7. Work programme delivery
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas

B1.1. Conduct ongoing analysis of the external environment and how it relates to current and future stakeholder needs.

Outputs/results

- EUDA Management Board and Executive Board/Budget Committee meetings duly organised and decisions adopted (L1)
- Ongoing analysis of evolving customer needs, in line with the broadened remit of the EUDA (L2)

Action areas

B1.2. Configure services to ensure that they are timely and that they are delivered professionally and in a form that meets our stakeholders' needs, in line with the new mandate.

Outputs/results

- Principles of the new EUDA branding and identity promoted as part of the culture of the Agency (L1)
- Promotion of the new Agency to specific stakeholder/customer groups (L2)
- New communication strategy presented to Management Board (L2)
- Stakeholder/customer engagement and experience strategy developed (L2)
- More multilingual content on website, reflecting customer needs, through use of translation module and new technologies (L2)
- Design and content templates for new products and services created and piloted (L2)
- Communication and dissemination channels (including website, media relations, social media, audiovisual) are further optimised and measured for their effectiveness (L2)
- Guidelines for creating customer-focused products and services implemented and training for staff and interested partners organised (L2)
- Feedback on the website from customers is analysed and integrated where appropriate and feasible (L2)
- All content developed for the website meets basic accessibility and mobile-friendly criteria (L2)
- Datasets are made available on the public website in a format that can be easily reused and shared (L2)

Action areas

B1.3. Ensure the preparation for and implementation of the new mandate

Outputs/results

- Governance measures to enable the successful implementation of the EUDA Regulation, taken as appropriate (L1)

Business driver 2: Partnership

Overview

In accordance with the new mandate of the Agency, which entered into application on 2 July 2024, the EUDA will adapt its work with its national, European and international partners. In 2025, the effort will include streamlining the information and knowledge exchange modalities, technical cooperation and services that will be provided to partners, so that they are fully realigned with our new strategic priorities.

The Reitox national focal points (NFPs) are the main partners of the EUDA in the Member States, Norway and Türkiye, and are the Agency's core data providers. The substantive activities involving the contribution of the NFPs are presented in Section III, 'Main area 1: Health', and Section III, 'Main area 2: Security'.

The EUDA will finalise the preparation of the Reitox Alliance as a new reference framework for collaboration between the Agency and the NFPs, which is set to be adopted at the end of 2025 by the Management Board. Attention will be given to enhancing the NFPs as the backbone of the EU drug monitoring system within the framework of the EUDA Regulation and to ensure that they have adequate resources to fulfil their tasks.

The Agency will work on quality assurance mechanisms for the Reitox network by continuing to implement the current NFP certification process, while preparing a new mechanism for the assessment of NFPs (Article 35 of the EUDA Regulation). The assessment of NFPs will be one of the priorities for the period 2025–2026 as the EUDA Regulation stipulates that the first assessment of each NFP 'shall be carried out by the Agency by 3 July 2026' and subsequently at regular intervals.

In 2025, the Agency will further promote collaboration with relevant drug expert networks and continue implementing Article 55 of the EUDA Regulation involving relevant civil society organisations that are active in the drugs field. A collaborative framework will be prepared to facilitate consultation, information exchange and knowledge sharing between the EUDA and civil society organisations.

The Agency will adopt and start implementing its new international cooperation framework in liaison with other EU agencies and bodies, and other key partners, to ensure it plays a stronger international role, in line with the EUDA mandate. Service provision to the EU institutions, partnerships with EU agencies and international organisations, and cooperation with non-EU countries will remain a key part of the EUDA's work in 2025. The necessary measures will be taken to implement, as appropriate, the action plan that followed the audit on international cooperation carried out by the Internal Audit Service (IAS) in 2023.

The Agency will continue to provide technical and knowledge support to the European Union and its Member States by participating in relevant institutional meetings, as appropriate and when required, as well as by further supporting sound policymaking through high-quality technical input to EU institutions' requests, events and processes. In particular, support will be provided to the Polish and Danish presidencies of the Council in 2025. The Agency will also provide technical support to the EU enlargement process and the European Union's external policies; assisting the European Commission, the European External Action Service and the EU delegations during dialogues with non-EU countries, in preparing briefing notes;

and negotiating working arrangements with interested partners. Upon request, the Agency will support the EU institutions and Member States in their activities in international forums (e.g. at the CND and in relation to the mid-term review of the 2019 Ministerial Declaration — and its multiannual work plan).

Upon request and where resources allow, the Agency will also continue to provide technical and scientific input and lend support in appropriate areas of EU high-level documents and processes, including guidance to steering committees and advisory boards of external scientific partners (e.g. the WHO-UNODC coordination group on epidemiological data on drugs, the WHO Expert Committee on Drug Dependence, the WHO-UNODC expert consultation on new psychoactive substances, ECDC advisory boards on HIV and hepatitis, the EU Innovation Hub for internal security, and the Europol programme board on drug supply reduction) and, where relevant, in the framework of drug-related Commission-funded projects. Priority will be given to continuing the dialogue with the UNODC and the WHO on harmonising approaches to data collection, sharing information and analysis, and developing synergies. The current working arrangement with the UNODC will be revised.

The substantive activities involving support to EU institutions are presented in Section III, 'Main area 1: Health', and Section III, 'Main area 2: Security'.

During the year, the Agency will also continue its inter-agency cooperation with other decentralised EU agencies in the framework of the EU agencies network and with other Justice and Home Affairs agencies in the framework of the JHA Agencies network. The EUDA will chair the JHA Agencies network in 2026 and therefore preparatory work will already start in 2025. Cooperation with the other agencies will cover the health and security areas but also NPS, capacity-building and external relations. Monitoring the developments of the international drug phenomenon that may pose a threat or have an implication for the European Union will be ensured through partnerships and synergies and by maintaining effective working arrangements with international organisations at multilateral level, especially with UN organisations that are active in drug issues, but also with other key regional partners such as the Pompidou Group of the Council of Europe and the Inter-American Drug Abuse Control Commission of the Organization of American States (CICAD-OAS).

The Agency will continue to improve knowledge the of drug situation in non-EU countries in order to understand the implications for public health in the European Union and the impact on the European drug market, and to support them in the development of their drug policies. This will be done in all areas of the Agency's mandate, in particular on main trafficking routes through fostering regular dialogue and the exchange of information with non-EU countries, strengthening the capacities of the priority partners, developing networks and partnerships, and formalising working arrangements, within the available resources.

Technical cooperation with non-EU countries will continue in line with the new international cooperation framework and the new EUDA Regulation. The IPA 8 project, with the candidate countries and potential candidates in Western Balkans, and the EU4MDII project, with European Neighbourhood Policy partners (including candidates to the EU), will continue focusing on setting up or consolidating national focal points, national data collection systems and national early warning systems, and on the promotion of best practices in the fields of prevention, treatment, care, risk and harm reduction, rehabilitation, social reintegration and recovery. The projects will further enhance the capacity of the partners to monitor drug

markets and contribute to improving national and regional responses and cross-border analyses regarding both health and security threats, when applicable.

Finally, the Agency will continue cooperating with other non-EU countries and regions within the limits of available resources and the revised legal framework.

Expected outputs/results

Business objective B2: Strengthen the European drug information system through effective and mutually beneficial partnerships and synergies with our data providers, communities of knowledge, relevant European and international bodies, and cooperation with non-EU countries.

Expected outcomes

- Efficient coordination of the Reitox network to ensure improved reporting capacity of NFPs and good performance in the implementation of grant agreements
- Efficient collaboration with complementary expert networks and civil society organisations
- Enhanced synergies with EU and international bodies working in drug-related areas
- Increased EU capacity to address drug threats
- Enhanced capacity of priority non-EU countries to monitor and respond to the drug situation and address drug threats through the sharing of the EU/EUDA expertise and tools

KPIs

1. Budget execution
2. Staff capacity
3. Implementation of the EUDA monitoring system
5. Implementation and management of the Reitox grant agreements
7. Work programme delivery
8. Efficient implementation of technical assistance projects with third countries
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas

B2.1. Establish a new Reitox Alliance.

Outputs/results

Reitox network support and coordination

- New Reitox Alliance adopted, including financial agreements to ensure sustainability of the NFPs and the Reitox network (L1)
- New Reitox assessment process adopted and NFPs assessed to ensure compliance with the defined standards (L1)
- Adoption of the revised reporting package to improve the timeliness and efficiency of reporting by the NFPs (L1)

- Heads of NFP meetings organised (L1)
- Reitox technical meetings organised to further enhance the cooperation with the Reitox network (L2)
- A capacity-development programme in line with EUDA priorities, including Reitox academies, initiated to enhance knowledge and share best practices among the Reitox network (L2)

Grant agreements management

- 2025 Grant agreements countersigned, pre-financing paid and deliverables provided in line with the applicable rules and regulations (L1)
- 2024 Grant agreement final deliverables checked and final payments executed (L1)
- 2026 Grant agreements model and annexes prepared and shared with the NFPs taking into account the new tasks arising from the EUDA mandate (L1)
- 2024 Grant agreement audit reports prepared, further to the audit missions carried out in selected countries (in line with resources), and made available to the European Court of Auditors (upon request) (L2)

Action areas

B2.2. Further promote collaboration with drug experts networks and civil society organisations.

Outputs/results

- Civil society roadmap and platform for consultation, information exchange and knowledge sharing developed (L2)

Action areas

B2.3. Strengthen international cooperation in line with the EUDA international cooperation framework and emerging stakeholder needs.

Outputs/results

- Implementation of the action plan for the recommendations of the 2023 IAS audit report on international cooperation, in line with agreed timetable (L2)

Relations with EU institutions

- Support the EU institutions (Council Secretariat, European Commission and the EEAS) and Member States in the implementation of their foreign policies and their cooperation with non-EU countries (e.g. enlargement package). Briefing notes provided as required. (L1)
- Support to the Commission in the implementation of EU drug-related regional programmes (L2)
- Contribute to drug policy dialogues with non-EU countries/regions and to related follow-up activities, as relevant (L2)

Relations with EU agencies and international organisations

- Close cooperation further developed and new opportunities for collaboration explored with EU agencies, international organisations and key networks to reflect the EUDA Regulation (L2)
- Support EU Member States in reporting to UN systems, and facilitate notifications (L2)

Relations with non-EU countries

- Existing working arrangements with non-EU countries implemented and new opportunities for collaboration explored with other partners, including on main trafficking routes, as appropriate (L2)
- Implementation of EU-funded technical cooperation projects in line with signed agreements (L2)
- Support non-EU countries in developing their drugs policies (L2)
- Organisation of the geostrategic discussion meeting with the EUDA Management Board members and partner countries (L1)

Action areas

B2.4. Enhance the EU response on drugs by supporting EU institutions and implementation of relevant EU policy documents.

Outputs/results

- Institutional support provided to the Polish and Danish presidencies, Member States, the Council Secretariat, the European Commission and the EEAS, both for their tasks within the Council and for international events (e.g. HDG, NDC, CND, etc.). Briefing notes provided as necessary (L1)
- Further promote the institutional relationship with the European Parliament (the Committee on Civil Liberties, Justice and Home Affairs – LIBE – and the Committee on the Environment, Public Health and Food Safety – ENVI) (L1)
- Horizontal cooperation with EU agencies outside the scope of international cooperation (L2)
- Collaboration with the Fundamental Rights Agency (FRA) on the human rights and civil society aspects that are relevant for the work of the EUDA (as appropriate) (L2)
- Preparatory work implemented for the chairing of the JHA Agencies network in 2026 (L2)

Business driver 3: Scientific capacity

Overview

The European Union Drugs Agency will continue to review and adjust its scientific capacity to meet the requirements of its new mandate while continuing to respond quickly to changing information needs. In 2025, the Agency will continue developing internal mechanisms for the coordination of research, innovation and futures studies. This will include support for horizon-scanning activities that will be carried out to inform internal discussions on future needs in the area of scientific capacity.

The scientific quality assurance and coordination processes will be reviewed and revised as necessary to reflect the EUDA's digital transformation, its new business model and its new mandate. At the same time, the EUDA will continue to ensure the quality of its analyses and outputs across all key areas of work.

On request of the European Commission and respecting the new Regulation, the Agency will contribute to the development and implementation of the EU framework programmes for research and innovation (such as the Health and Security Clusters of Horizon Europe) and other European Commission funding programmes (such as EU4Health, Internal Security Fund and Migration Fund).

The Agency will give special attention to supporting the European Commission and EU Member States in identifying knowledge gaps and research priorities, conducting and commissioning studies to address critical knowledge gaps in the context of the EU strategic documents, and identifying and adopting innovation in areas relevant to the Agency's mandate. In particular, the Agency will implement a scientifically robust method for fulfilling the obligations outlined in the new regulation in respect to identifying knowledge gaps, supporting innovation and the identification and dissemination of best practices, facilitating appropriate scientifical research collaboration relevant to the Agency's work and supporting regular futures and foresight exercises.

The Agency will also promote synergies and foster cooperation and networking among international and European research bodies. This will support a shared understanding of scientific developments relevant to the Agency's work. The Agency will support the development of a stronger community of practice to improve information sharing on methodological developments and the identification of emerging threats in the context of the opportunities and challenges of globalisation, digitalisation and the growing availability and use of synthetic drugs.

A new Scientific Committee will operate and ensure the scientific rigour of the EUDA's work and the continuous improvement of its main scientific outputs. The Agency will also strengthen cooperation with international and European research groups to improve the EUDA's analytical insights on international and European scientific developments.

The EUDA will continue strengthening its dialogue with the scientific community by investing in submissions to learned and scientific journals, where possible, and supporting open access to papers reporting on the Agency's work. Moreover, investments will be made in improving preparedness and providing a comprehensive set of futures-oriented tools to

support scientific publishing in areas related to the EUDA mandate, focusing on the needs of early career researchers and those from low and middle-income countries.

The EUDA will continue as an active member of the EU Agencies Network on Scientific Advice (EU-ANSA), profiting from its rich pool of expertise on scientific matters, synergies between members' work, and exchanges on ways to enhance the quality of the scientific advice provided by EU agencies. Last but not least, the Agency, as one of the main partners in the programme and organising committees, will support the preparatory work on coordination of the scientific programme for the Fifth European Conference on Addictive Behaviours and Dependencies, which is set to take place in the autumn of 2026.

Expected outputs/results

Business objective B3: Have in place the scientific capacity (resources, processes and tools) to meet current analytical needs, and innovate to keep pace with changes in the drug situation and the corresponding institutional needs.

Expected outcomes

- Scientific capacity optimised through efficient use of resources and improved coordination of core activities
- The scientific quality of the EUDA's work is consolidated through appropriate quality assurance measures, and provision of support and guidance by the Scientific Committee
- Communication and exchange with the scientific community, including research bodies and centres of excellence

KPIs

1. Budget execution
2. Staff capacity
6. Organisational efficiency
7. Work programme delivery
9. Uptake of EUDA evidence/knowledge through a number of channels
10. Uptake of EUDA evidence/knowledge by policymakers

Action areas

B3.1. Maintain and develop the EUDA's scientific capacity and ensure that it reflects the expertise required for the Agency to fulfil its new mandate.

Outputs/results

- Efficient support provided to the Scientific Committee in performing its advisory role (L1)
- Scientific articles in high-impact journals (L2)

Action areas

B3.2. Optimise the allocation and use of scientific resources through clear prioritisation, adoption of more flexible working practices and the use of external resources where cost-efficient.

Outputs/results

- Implementation of reviewed internal scientific coordination mechanisms in place (L2)

Action areas

B3.3. Strengthen dialogue and cooperation with the scientific community and centres of excellence in the drugs field to ensure that the EUDA maintains a state-of-the-art understanding of developments in its areas of competence.

Outputs/results

- Lisbon Addictions 2026 preparatory work developed as necessary (L2)
- Implementation of reviewed approach for knowledge transfer and the contribution to scientific and technical projects and events in place (L2)

Action areas

B3.4. Strengthen EUDA engagement with research and innovation.

Outputs/results

- Development of a research database and accompanying digital tools to support research networking, gap analysis and research audit (L2)
- Development of internal mechanisms for the coordination of research, innovation and futures studies (L2)
- Development of futures-oriented tools to support scientific publishing in areas related to the EUDA mandate (L2)
- Implementation of foresight exercises, deep-dive studies in areas of strategic importance, capacity-building activities and networking with EU initiatives on futures (L2)

Business driver 4: Management

Overview

As the Agency embarks on a new phase in its development, we will ensure that the optimal organisational structure and supporting processes are in place, and that their performance is regularly reviewed and developed to maintain a business environment that corresponds to the long-term requirements of the new EUDA Regulation. This will be the highest priority of the Agency's management team in 2025.

Particular attention will be given to the management of the organisational change that will accompany the expansion the Agency's mandate. The transformation of the EMCDDA into the EU Drugs Agency entails not only a substantial increase in operations, but also a new organisational identity and expected cultural change (see also 'Business driver 1: Institutional'). In that regard, the project 'EUDA organisational development plan', which started in 2024, will be completed in 2025. This initiative aims to ensure that the Agency can effectively meet the new demands and responsibilities outlined in its expanded mandate. An action plan to oversee the transformation of the EUDA into a more agile, adaptable, digital, customer-centric and impactful organisation by 2027, will be put in place and implemented in 2025–2027 as a result of the project.

For ongoing operations, one of the key objectives of the fourth business driver will be to ensure that the implementation of the activities planned across the different areas of the annual work programme is supported by effective and efficient management of the available resources. The internal management mechanisms (e.g. the Strategic Committee, the quarterly performance review meetings of the heads of unit, the Editorial Board and the ICT Steering Committee) will be maintained to enable sound decision-making on the EUDA's operational priorities and its allocation of resources. A review of the business processes and systems will be carried out and any adjustments will be undertaken to ensure that the Agency is fit to operate under the new Regulation.

Planning, and performance monitoring and reporting

The year will bring the end of the EMCDDA Strategy 2025. The 10-year strategic document, which was adopted by the EMCDDA Management Board in December 2016, has guided the Agency through several phases of its organisational development: reorganisation, in line with the new strategic framework, 'Towards the Observatory of the Future' (2016–2020); building a new business model, centred on EMCDDA customers (2021–2022); preparing for the new mandate and transition to the EUDA (2023–2024); and finally, setting up the EUDA (2024–2025).

An assessment of the Strategy 2025 will be carried out to take stock of the progress made by the Agency throughout its journey of transformation. The results of the assessment will be presented to the EUDA Management Board in December 2025, when the initiator of the strategy, Executive Director Alexis Goosdeel, will conclude his second mandate at the helm of the Agency.

In the operational planning area, the SPD 2026–2028 will be submitted to the Management Board for adoption in accordance with the established procedure, after having obtained the

Opinion of the European Commission. At the same time, the preliminary draft SPD 2027–2029 will also be presented to the Management Board.

In terms of performance monitoring, quarterly performance reviews will be organised to monitor the implementation of the annual management plan, which will continue to be hosted in Matrix (the dedicated IT solution).

In parallel, a review of the corporate strategic planning, monitoring and reporting activities will be initiated, to increase agility and support organisational alignment with the needs emerging from the new mandate, with a focus on the development of a new performance model based on an updated set of KPIs.

The Consolidated Annual Activity Report (CAAR) for 2024 will be prepared, adopted by the Management Board and published, in line with the EUDA Regulation.

Transparency, lawfulness and internal control

The new EUDA will maintain the EMCDDA's strong commitment to transparency and to safeguarding its public image as a trustworthy and accountable organisation. This will be done, among other measures where needed, by adopting the decisions and putting in place the mechanisms required by the EUDA Regulation to comply with the EU legal framework on the processing of personal data and the prevention of fraud, corruption and other illegal activities.

To the greatest extent possible and within the constraints and opportunities of the Agency's full transition to the EUDA, the latter will preserve and extend the EMCDDA's internal control measures in line with the applicable internal standards for effective management and control. Furthermore, the recommendations arising from the previous audits performed at the Agency will be closely followed up and implemented in line with the action plans adopted by the Management Board.

Administration and resource management

Budget and financial management-related operations will continue to focus on effective and timely forecasting, planning, monitoring and use of the EUDA's resources and on the optimisation of the relevant processes, with special attention to the use of electronic tools for financial and procurement management. A key target will be to maintain as much as possible the excellent level of performance achieved in budget execution in previous years. Efficiency of processes will be pursued, in line with the relevant financial rules, to cope with the needs arising from the deepening of the Agency's mandate.

The management of human resources will encompass the sound management of existing processes as required by the applicable staff regulations and their implementing rules as well as the execution of the operations (namely for recruitment and training) required to meet the needs of the new mandate, while supporting the effective implementation of Roadmap 2025 and the Agency's new business model.

Action will be pursued to ensure a safe working environment and efficient use of the EUDA's premises and infrastructure, with special attention being paid to controlling utilities-related costs and to seeking possible synergies with EMSA, in particular for the management of shared premises and services, including in the ICT area. The EUDA commits to sustainability

and environmental protection in line with the European Green Deal and it will maintain its EMAS (eco-management and audit scheme) certification. Special attention will be paid to anticipating the adjustments that the Agency's premises and infrastructure may require to meet the needs entailed in the Agency's new mandate.

Information and communication technology (ICT)

Especially in the early years of the new mandate, ICT service delivery and service support will transform the Agency's ICT infrastructure and technical architecture as well as its ICT service landscape to directly reflect and support the growth of the Agency and to provide the technical foundation to implement the operational services of the new mandate, based on the guidance by the ICT Steering Committee.

ICT governance and best practice for service delivery, aspects of cybersecurity and other compliance topics will play an important role in the work to adjust to changing needs and follow existing and new rules and regulations. Internal consultancy to provide advice and prepare work on new information systems and the special customer experience for the EUDA and on topics such as data management and engineering will be a focus, covering all EUDA areas from monitoring, preparedness and competence development to supporting services.

Expected outputs/results

Business objective B4: Ensure that the organisational structure and supporting processes are optimal to deliver efficient and high-quality services.

Expected outcomes

- Good performance by the EUDA in implementing the annual programming instrument
- Sound management of the EUDA's resources in compliance with applicable rules and procedures and in line with organisational needs
- Safe and environmentally friendly workplace, which prevents work accidents, promotes the use of renewable energy and avoids the waste of resources
- Strengthened ICT governance, management and operation for the EUDA transition
- Optimal level of operability of the EUDA's ICT systems

KPIs

1. Budget execution
2. Staff capacity
6. Organisational efficiency
7. Work programme delivery

Action areas

B4.1. Ensure effective measures are in place for the successful implementation of the new mandate of the Agency (see also action area B1.3).

Outputs/results

- Assessment of EMCDDA Strategy 2025 carried out and its results presented to the EUDA Management Board (L1)
- The 'EUDA organisational development plan' initiative implemented to support the successful transformation of the Agency into a more agile, adaptable, digital, customer-centric, impactful organisation (by 2027) (L2)
- Activities in the areas of data protection, public access to documents and prevention of fraud, implemented in line with the existing EU Regulations and practices (L2)
- Internal control mechanisms and risk management activities implemented in line with the existing EU regulations and practices (L2)

Action areas

B4.2. Further improve cost-effectiveness and optimal allocation of resources, reflecting the priorities identified in the new EUDA Regulation.

Outputs/results

Planning instruments and processes

- SPD 2025–2027 published (L1)
- Draft SPD 2026–28 finalised, taking into account the results of the consultation of key EUDA stakeholders and partners, and submitted to the Management Board for adoption (L1)
- Preliminary draft SPD 2027–2029 prepared and submitted to the Management Board for adoption (L1)
- Carry out a review of the strategic planning approach, including definition of the priority levels (L2)
- EUDA 2026 draft budget and 2027 preliminary draft budget prepared and submitted for adoption by Management Board in a timely manner (L1)
- 2025 Management plan in place (L2)

Financial resources management

- Sound management of the EUDA's financial resources in compliance with applicable rules and procedures (L1)
- Effecting execution of financial operations and timely preparation of the EUDA reports (L1)
- Annual procurement plan timely prepared, successfully implemented and effectively monitored (L2)
- Development of financial and procurement-related electronic tools and workflows (L3)

Facilities support services

- Safe, secure and environmentally friendly workplace, which prevents work accidents, promotes the use of renewable energy and avoids the waste of resources (L2)

- Efficient use of available facilities, equipment, infrastructure and utilities, with special attention to the anticipation of the adjustments that the Agency's premises and infrastructure may require to implement its new mandate (L2)
- Achievement of carbon-neutral office environment by the end of 2025 through the offsetting of residual CO2 footprint (L2)

Information and communication technology (ICT)

- A new outsourcing model is established, and ICT capacity is built up by complementing internal expertise, optimising resource allocation for the EUDA key priorities (ICT operating model) (L1)
- IT operating model and practices are revised to ensure effective management and oversight of EUDA ICT-enabled initiatives (ICT operating model) (L2)
- Comprehensive business needs, requirements, and enterprise architecture documentation are developed to ensure alignment with organisational objectives. An agency-wide digital transformation program is initiated to improve user experience, support data-driven decision-making, fostering a cohesive digital ecosystem that empowers the Agency to meet evolving demands effectively (digital solutions) (L1)
- Establish AI technical capabilities in full alignment with the data protection, relevant ethical conduct and EU institutions practices while delivering initial usable prototypes (e.g. customer experience, scientific analysis, office productivity) (L2)
- Technical infrastructure is modernised with important critical services and initial wave of applications available in cloud environments to enhance scalability, flexibility and readiness for deployment of digital solutions (L2)
- IT operations are enhanced to ensure proper delivery of IT services (infrastructure and operations) (L1)
- The most critical actions and elements of the Cybersecurity programme are implemented and security posture of the organisation is maintained at levels expected by the EU Cybersecurity Regulation and guidelines (cybersecurity) (L1)

Synergies and efficiency gains

- Synergies with other EU bodies, including through participation in inter-agency networks and working groups, as well as interinstitutional framework contracts. Sharing technical infrastructure and services with EMSA and adjustment of the service-level agreement with the latter to reflect the solutions to be implemented to meet the infrastructure-related needs entailed by the deepening of the Agency's mandate (L2)
- Further cooperation and coordination with EMSA on security and ICT matters (L2)

Action areas

B4.3. Strengthen performance management at all levels.

Outputs/results

- Consolidated Annual Activity Report (CAAR) 2024 published (L1)
- Management plan 2025 monitored in Matrix (L2)
- Review of the Agency's performance measurement model completed (L2)
- Timely and effective follow-up to observations/ recommendations from external audits, as required and agreed (L2)
- Timely report on measures taken in light of the observations accompanying the annual discharge from the EU budget authority (L2)

Action areas

B4.4. Improve people management and implement a sustainable staff training and development programme to ensure that the EUDA has the committed, skilled and motivated human resources that it requires to implement its new mandate successfully.

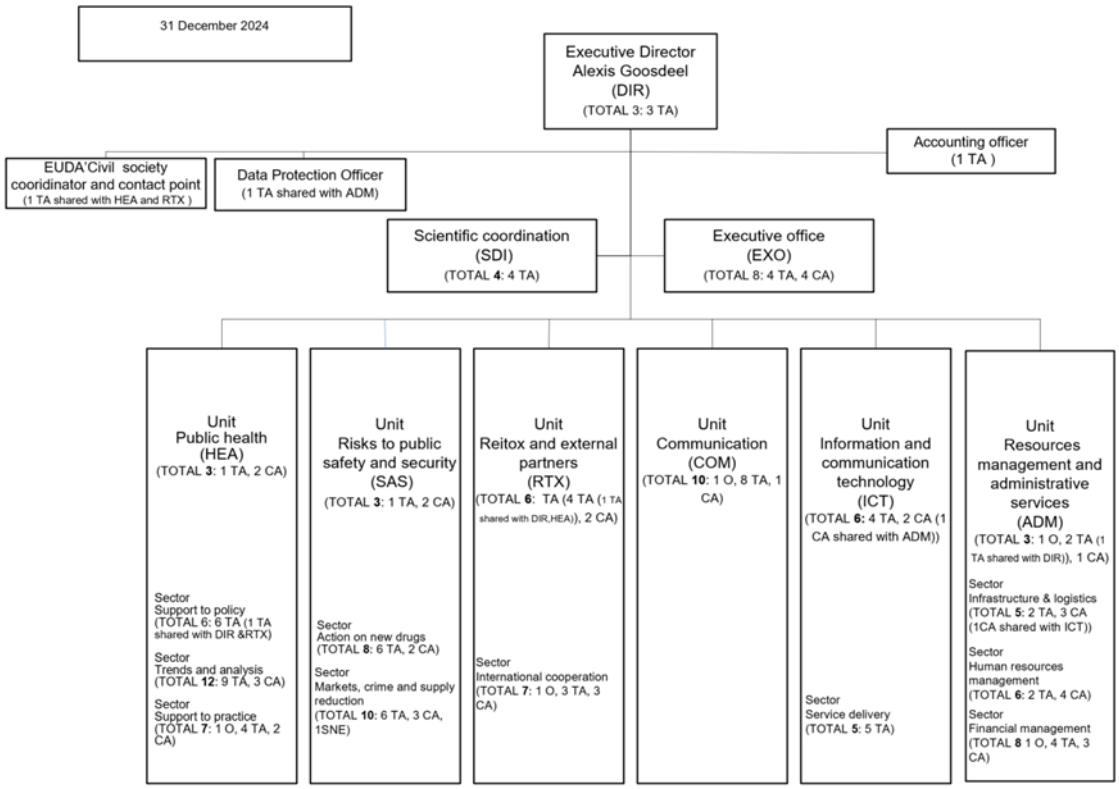
Outputs/results

- Sound management of EUDA human resources, according to the applicable rules and in line with organisational needs (L1)
- Recruit for positions required to execute the new mandate, while implementing a comprehensive transition plan for employees approaching retirement, in order to ensure seamless transition, business continuity and retention of institutional knowledge (L1)
- Create a comprehensive competency mapping system throughout the EUDA to enhance various HR functions, including job descriptions, recruitment, training and performance appraisal (L1)
- Develop and execute a robust training plan aimed at enhancing and adapting internal competences to meet evolving needs, facilitating upskilling and reskilling opportunities (L1)
- Implement a project to incorporate gender equality, diversity and inclusion perspectives at the EUDA (project GEDI) (L2)

Annexes

ANNEXES

Annex I. Organisation chart



Annex II. Estimated resource allocation per activity 2025–2027

Table II.1. Estimated resources allocation per activity (i.e. main areas)

Main areas	2024				2025				2026				2027			
	O	TA	CA and SNE	Budget allocated	O	TA	CA and SNE	Budget allocated	O	TA	CA and SNE	Budget allocated	O	TA	CA and SNE	Budget allocated
1. Health	2.00	39.25	15.55	14 801 468	1.00	45.65	16.05	16 786 128	1.00	45.65	17.95	17 118 003	1.00	45.65	17.95	17 500 515
2. Security	0.85	19.13	8.30	7 369 463	0.85	20.83	8.80	8 357 600	0.85	20.83	9.40	8 522 837	0.85	20.83	9.40	8 713 284
3. Business drivers	2.15	23.62	11.15	9 620 954	2.15	25.52	11.15	10 910 983	2.15	25.52	12.65	11 126 702	2.15	25.52	12.65	11 375 335
4. TOTAL	5.00	82.00	35.00	31 791 885	4.00	92.00	36	36 054 711	4.00	92.00	40.00	36 767 541	4.00	92.00	40.00	37 589 134
5. Additional human resources to implement the new mandate (all areas) (cumulative)	-	-	-	-	-	-	-	-	-	3.00	5.00	-	-	5.00	6.00	-
6. GRAND TOTAL	**5**.00	**82**.00	**35**.00	**31 791 885**	**4**.00	**92**.00	**36**	**36 054 711**	**4**.00	**95**.00	**45**.00	**36 767 541**	**4**.00	**97**.00	**46**.00	**37 589 134**

This table (rows 1–4) presents the FTEs (full-time equivalents) corresponding to posts projected to be filled or engaged as of 31 December 2025, including additional human resources to implement the new mandate (without the staff recruited for technical assistance projects or for agreements concluded by the EUDA in the framework of other EU-funded projects — this category of personnel is presented in Table II.2 below).

Table II.2. Resources allocation for the implementation of technical assistance projects with third countries and for agreements concluded by the EUDA in the framework of other third countries' projects, for work programme 2025

Project	Allocated human resources (HR) ([1])					Allocated budget resources – assigned appropriations (EUR)
	O	TA	CA	SNE	TOTAL HR	
IPA 8			3		3	
EU4MDII			5		5	730 849
TOTAL			**8**		**68**	**730 849**

([1]) These figures include only staff recruited for the projects and paid from the corresponding assigned appropriations (staff in place at 31 December 2025).

Annex III. Financial resources (tables) 2025–2027 (*N* + 1 – *N* + 3)

(All revenue values are given in euro.)

Table III.1. Revenue

General revenues

REVENUES	2024	2025
	Revenues estimated by the Agency	Budget forecast
EU contribution	30 131 775	34 418 911
Other revenue	1 424 013	1 635 800
TOTAL REVENUES	**31 555 788**	**36 054 711**

REVENUES	General revenues						
	Executed budget 2023	Budget 2024	Draft budget 2025		VAR	Envisaged *N* + 2 2026	Envisaged *N* + 3 2027
			Agency request	Budget forecast			
1 Revenue from fees and charges (including balancing reserve from previous year's surplus)							
2 EU contribution	18 352 938	30 131 775	34 418 911			35 097 765	35 880 200
- Of which assigned revenues deriving from previous years' surpluses	113 656						
3 Third countries contribution (incl. EEA/EFTA and candidate countries)	866 840	1 424 013	1 635 800			1 669 776	1 708 934
- of which EEA/EFTA (excl. Switzerland)	538 234	884 509	1 019 536			1 041 357	1 066 506
- Of which candidate countries	328 606	539 504	616 264			628 419	642 428
4 Other contributions							
5 Administrative operations	89 782	236 097					
- Of which interest generated by funds paid by the Commission by way of the EU contribution (FFR Art. 58), internal assigned revenue etc.		125 910					
6 Revenues from services rendered against payment							
7 Correction of budgetary imbalances							
Total revenues	**19 309 560**	**31 791 885**	**36 054 711**			**36 767 541**	**37 589 134**

Additional EU funding: grant, contribution and service-level agreements

REVENUES	2024	2025
	Revenues estimated by the Agency	Budget forecast
TOTAL REVENUES	**931 843**	**730 849**

REVENUES	Additional EU funding: ad hoc grants and delegation agreements						
	Executed budget 2023	Budget 2024	Draft budget 2025		VAR	Envisaged *N* + 2 2026	Envisaged *N* + 3 2027
			Agency request	Budget forecast			
Additional EU funding stemming from grant agreements (FFR Art.7)	2 772 514	931 843	730 849			733 090	771 704
Additional EU funding stemming from contribution agreements (FFR Art.7)							
Additional EU funding stemming from service-level agreements (FFR Art.43.2)							
TOTAL	**2 772 514**	**931 843**	**730 849**			**733 090**	**771 704**

Table III.2. Expenditure

Expenditure	2024		2025	
	Commitment appropriations	Payment appropriations	Commitment appropriations	Payment appropriations
Title 1 - Staff expenditure	15 705 356	15 705 356	19 262 792	19 262 792
Title 2 - Infrastructure and operating expenditure	7 063 533	7 063 533	5 097 412	5 097 412
Title 3 - Operational expenditure	9 022 996	9 022 996	11 694 507	11 694 507
TOTAL EXPENDITURE	**31 791 885**	**31 791 885**	**36 054 711**	**36 054 711**

EXPENDITURE	Commitment appropriations						
	Executed budget 2023	Budget 2024	Draft budget 2025		VAR	Envisaged *N* + 2 2026	Envisaged *N* + 3 2027
			Agency request	Budget forecast			
Title 1 - Staff expenditure	**13 519 091**	**15 705 356**	**19 262 792**			**20 890 815**	**21 461 718**
Salaries and allowances	**13 451 822**	**15 459 106**	**19 038 052**			**20 639 315**	**21 146 718**
- Of which establishment plan posts	11 556 480	12 881 114	15 448 299			16 280 342	16 687 349
- Of which external personnel	1 895 342	2 577 992	3 589 753			4 358 973	4 459 369
Expenditure relating to staff recruitment	**24 999**	**87 750**	**66 240**			**51 500**	**50 000**
Employer's pension contributions							
Mission expenses							
Socio-medical infrastructure							
Training	**42 270**	**158 500**	**158 500**			**200 000**	**265 000**
External services							
Receptions, events and representation							
Social welfare							

EXPENDITURE	Commitment appropriations						
	Executed budget 2023	Budget 2024	Draft budget 2025		VAR	Envisaged *N* + 2 2026	Envisaged *N* + 3 2027
			Agency request	Budget forecast			
Other staff-related expenditure							
Title 2 - Infrastructure and operating expenditure	**2 571 407**	**7 063 533**	**5 097 412**			**4 884 794**	**5 504 801**
Rental of buildings and associated costs	**1 413 317**	**2 428 647**	**2 037 912**			**2 161 681**	**2 834 276**
Information, communication technology and data processing	**976 853**	**4 083 850**	**2 596 440**			**2 272 098**	**2 124 822**
Movable property and associated costs	**71 950**	**241 240**	**211 000**			**191 240**	**286 490**
Current administrative expenditure	**35 395**	**116 496**	**67 800**			**75 312**	**72 925**
Postage/telecommunications	**52 614**	**124 000**	**100 800**			**100 832**	**100 865**
Meeting expenses							
Running costs in connection with operational activities							
Information and publishing							
Studies							
Other infrastructure and operating expenditure	**21 278**	**69 300**	**83 460**			**83 631**	**85 424**
Title 3 - Operational expenditure	**3 437 291**	**9 022 996**	**11 694 507**			**10 991 932**	**10 622 615**
Information and publishing	**533 915**	**1 318 000**	**1 293 000**			**1 354 000**	**1 429 000**
Studies	**687 244**	**3 546 156**	**6 195 947**			**5 438 597**	**5 094 280**
Reitox	**1 607 891**	**2 613 714**	**2 700 000**			**2 700 000**	**2 700 000**
Mission expenses	**181 879**	**391 300**	**424 560**			**424 560**	**424 560**
Meeting expenses	**424 862**	**1 150 826**	**1 078 000**			**1 071 775**	**971 775**
Receptions and events	**1 500**	**3 000**	**3 000**			**3 000**	**3 000**
Total general expenditure	**19 527 789**	**31 791 885**	**36 054 711**			**36 767 541**	**37 589 134**
Expenditure related to IPA projects	**519 367**	**-**	**-**			**-**	**-**
Expenditure related to EU4MD projects	**809 033**	**851 843**	**730 849**			**733 090**	**771 704**
Expenditure related to Georgia project	**246 808**	**-**	**-**			**-**	**-**
Expenditure related to COPOLAD project	**364 603**	**80 000**	**-**			**-**	**-**
Expenditure additional EU funding projects	**1 939 811**	**931 843**	**730 849**			**733 090**	**771 704**
TOTAL	**21 467 600**	**32 723 728**	**36 785 560**			**37 500 631**	**38 360 838**

EXPENDITURE	Payment appropriations						
	Executed budget 2023	Budget 2024	Draft budget 2025		VAR	Envisaged *N* + 2 2026	Envisaged *N* + 3 2027
			Agency request	Budget forecast			
Title 1 - Staff expenditure	**13 503 409**	**15 705 356**	**19 262 792**			**20 890 815**	**21 461 718**
Salaries and allowances	**13 451 822**	**15 459 106**	**19 038 052**			**20 639 315**	**21 146 718**
- Of which establishment plan posts	11 556 480	12 881 114	15 448 299			16 280 342	16 687 349
- Of which external personnel	1 895 342	2 577 992	3 589 753			4 358 973	4 459 369

EXPENDITURE	Payment appropriations						
	Executed budget 2023	Budget 2024	Draft budget 2025		VAR	Envisaged *N* + 2 2026	Envisaged *N* + 3 2027
			Agency request	Budget forecast			
Expenditure relating to staff recruitment	13 602	87 750	66 240			51 500	50 000
Employer's pension contributions							
Mission expenses							
Socio-medical infrastructure							
Training	37 985	158 500	158 500			200 000	265 000
External services							
Receptions, events and representation							
Social welfare							
Other staff-related expenditure							
Title 2 - Infrastructure and operating expenditure	2 004 504	7 063 533	5 097 412			4 884 794	5 504 801
Rental of buildings and associated costs	1 303 352	2 428 647	2 037 912			2 161 681	2 834 276
Information, communication technology and data processing	549 635	4 083 850	2 596 440			2 272 098	2 124 822
Movable property and associated costs	61 095	241 240	211 000			191 240	286 490
Current administrative expenditure	29 763	116 496	67 800			75 312	72 925
Postage/telecommunications	49 514	124 000	100 800			100 832	100 865
Meeting expenses							
Running costs in connection with operational activities							
Information and publishing							
Studies							
Other infrastructure and operating expenditure	11 145	69 300	83 460			83 631	85 424
Title 3 - Operational expenditure	3 364 408	9 022 996	11 694 507			10 991 932	10 622 615
Information and publishing	413 607	1 318 000	1 293 000			1 354 000	1 429 000
Studies	826 321	3 546 156	6 195 947			5 438 597	5 094 280
Reitox	1 571 631	2 613 714	2 700 000			2 700 000	2 700 000
Mission expenses	146 000	391 300	424 560			424 560	424 560
Meeting expenses	405 753	1 150 826	1 078 000			1 071 775	971 775
Receptions and events	1 096	3 000	3 000			3 000	3 000
Total general expenditure	18 872 321	31 791 885	36 054 711			36 767 541	37 589 134
Expenditure related to IPA projects	370 783	-	-			-	-
Expenditure related to EU4MD projects	660 125	851 843	730 849			733 090	771 704
Expenditure related to Georgia project	246 808	-	-			-	-
Expenditure related to COPOLAD project	228 226	80 000	-			-	-
Expenditure additional EU funding projects	1 505 942	931 843	730 849			733 090	771 704
TOTAL	20 378 263	32 723 728	36 785 560			37 500 631	38 360 838

Table III.3. Budget outturn and cancellation of appropriations, 2020–2023 (*N* – 4 to *N* – 2)

Budget outturn	2020	2021	2022	2023
Reserve from the previous year's surplus (+)	20 639	108 036	113 656	58 239
Revenue actually received (+)	18 058 665	18 979 543	18 859 198	21 848 327
Payments made (–)	–16 972 131	–17 937 215	–19 385 462	–20 228 212
Carry-over of appropriations (–)	–2 494 470	–2 624 764	–1 567 846	–2 604 710
Cancellation of appropriations carried over (+)	23 407	9 701	58 482	11 655
Adjustment for carry-over of assigned revenue appropriations from previous year (+)	1 494 794	1 687 750	2 094 183	986 150
Exchange rate differences (+/–)	–2 229	–1 360	–317	– 1 066
Adjustment for negative balance from previous year (–)	–20 639	–108 036	–113 656	–58 239
TOTAL	**108 036**	**113 656**	**58 239**	**12 144**

NB: Note that, in accordance with the relevant accounting rules and procedures (and required reporting timeline), the reference reporting years in this table are as follows: *N* – 1 = 2023, *N* – 2 = 2022, *N* – 3 = 2021, *N* – 4 = 2020.

Cancellation of commitment appropriations

In 2023 commitment appropriations amounted to total EUR 19 292 460 (commitment appropriations from C1 fund source).

The Agency was able to commit EUR 19 289 910 of these appropriations. The non-committed amount from the whole 2023 financial envelope is EUR 2 551. This corresponds to a rate of execution of commitment appropriations of 99.99 % and a to a rate of cancellation of C1 commitments of 0.01 %.

Cancellation of payment appropriations for the year

The payment appropriations for 2023 amounted to total EUR 19 911 937, out of which:

- EUR 19 292 460 from C1 fund sources
- EUR 150 951 from C2 fund sources
- EUR 468 526 from C8 fund sources (i.e. appropriations carried-forward from 2022 in budget titles 1 and 2).

In line with the excellent performance of the previous years, the EMCDDA was able to use 99.86 % of these appropriations, i.e. EUR 19 883 495, as follows:

- EUR 18 708 770 from 2023 C1 fund sources for payments executed in 2023
- EUR 150 051 from 2023 C2 (carried over from 2022) fund sources for payments executed in 2023
- EUR 457 772 from C8 fund sources (committed in 2022) for payments executed in 2023
- EUR 566 902 carried-forward to 2024 for payments to be executed in 2024.

In this context the 2023 payment appropriation non-consumed amount to EUR 28 442 (0.14 % of total payment appropriations for 2023).

Cancellation of payment appropriations carried over

Without considering the assigned appropriations, there were EUR 900 cancelled payment appropriations carried over from 2022 to 2023.

Budget outturn

The amount of budget outturn was limited as a result of the very high rate of budget execution in 2023.

As indicated above, the amount of cancelled appropriations was residual as a result of the very good budget execution in 2023.

Annex IV. Human resources — quantitative

Table IV.1. Staff population and its evolution: overview of all categories of staff

A. Statutory staff and seconded national experts

Staff	Year *N – 1* 2023			Year *N* 2024	Year *N* + 1 2025	Year *N* + 2 2026	Year *N* + 3 2027
ESTABLISHMENT PLAN POSTS	**Authorised budget**	**Actually filled as of 31/12/*2023***	**Occupancy rate (%)**	**Authorised staff**	**Envisaged staff**	**Envisaged staff**	**Envisaged staff**
Administrators (AD)	51	48	94.12	61	67	70	72
Assistants (AST)	25	24	96.00	28	31	31	31
Assistants/secretaries (AST/SC)	0	0	0.00	0	0	0	0
TOTAL ESTABLISHMENT PLAN POSTS	76	72	94.74	89	98	101	103
EXTERNAL STAFF	**FTE corresponding to the authorised budget**	**Executed FTE as of 31/12/*2023***	**Execution rate (%)**	**Headcount as of 31/12/*2023***	**FTE corresponding to the authorised budget**	**Envisaged FTE**	**Envisaged FTE**
Contract agents (CA)	28	27	96.43	34	35	45	46
Seconded national experts (SNE)	1	0	0.00	1	1	1	1
TOTAL EXTERNAL STAFF	29	27	96.43	35	36	46	47
GRAND TOTAL STAFF	**105**	**99**	**92.24**	**124**	**134**	**147**	**150**

B. Additional external staff expected to be financed from grant, contribution or service-level agreements

Human resources	Year *N* 2024	Year *N* + 1 2025	Year *N* + 2 2026	Year *N* + 3 2027
	Envisaged FTE	**Envisaged FTE**	**Envisaged FTE**	**Envisaged FTE**
Contract agents (CA)	11	11	9	6
Seconded national experts (SNE)	1	1	1	1
TOTAL	**12**	**12**	**10**	**7**

C. Other human resources

Structural service providers

	Actually in place as of *31/12/2023*
Security/receptionist	3.0
IT	
Other: maintenance staff	1.5

Interim workers

	Total FTE in year *2023*
Number	0

Table IV.2. Multiannual staff policy plan, year *N* + 1, year *N* + 2, year *N* + 3

Function group and grade	Year 2023				Year 2024		Year 2025		Year 2026		Year 2027	
	Authorised budget		Actually filled as of 31/12/2023		Authorised budget		Envisaged		Envisaged		Envisaged	
	Perm. posts	Temp. posts	Perm. posts	Temp. posts	Perm. posts	Temp. posts	Perm. posts	Temp. posts	Perm. posts	Temp. posts	Perm. posts	Temp. posts
AD 16												
AD 15		1		1		1		1		1		1
AD 14		2		2		2		2	1	2	1	2
AD 13	1	3	1	2	1	3	1	3		3		3
AD 12	3	7		8	3	7	1	9	1	9	1	9
AD 11	1	9		6	1	9		10		10		10
AD 10		10	2	8		10		10		10		10
AD 9		8		6		8		8		8		8
AD 8		5		6		7		7		7		7
AD 7		1		2		1		1		1		1
AD 6				4		8		14		17		19
AD 5												
AD TOTAL	**5**	**46**	**3**	**45**	**5**	**56**	**2**	**65**	**2**	**68**	**2**	**70**
AST 11		1		1		1		1		1		1
AST 10		2				2		3		3		3
AST 9	1	6		5	1	6	1	6	1	6	1	6
AST 8	1	5		3	1	5	1	5	1	5	1	5
AST 7		6	1	5		6		6		6		6
AST 6		3		4		3		2		2		2
AST 5				1								
AST 4			1	1		1		1		1		1
AST 3						2		5		5		5
AST 2				2								
AST 1												
AST TOTAL	**2**	**23**	**2**	**22**	**2**	**26**	**2**	**29**	**2**	**29**	**2**	**29**
AST/SC 6												
AST/SC 5												
AST/SC 4												
AST/SC 3												
AST/SC 2												
AST/SC 1												
AST/SC TOTAL												
TOTAL	**7**	**69**	**5**	**67**	**7**	**82**	**4**	**94**	**4**	**97**	**4**	**99**
GRAND TOTAL	**76**		**72**		**89**		**98**		**101**		**103**	

External personnel

Contract agents

Contract agents	FTE corresponding to the authorised budget *N* – 1 2023	Executed FTE as of 31/12/*N* – 1 2023	Headcount as of 31/12/*N* – 1 2023	FTE corresponding to the authorised budget *N* 2024	FTE corresponding to the authorised budget *N* + 1 2025	FTE corresponding to the authorised budget *N* + 2 2026	FTE corresponding to the authorised budget *N* + 3 2027
Function group IV	4	3	3	8	9	15	16
Function group III	10	13	13	10	10	13	13
Function group II	12	10	10	14	14	15	15
Function group I	2	1	1	2	2	2	2
TOTAL	**28**	**27**	**27**	**34**	**35**	**45**	**46**
Contract agents (financed from ad hoc grants, contributions or service-level agreements)							
Contract agents	**FTE corresponding to the authorised budget *N* – 1** **2023**	**Executed FTE as of 31/12/*N* – 1** **2023**	**Headcount as of 31/12/*N* – 1** **2023**	**FTE corresponding to the authorised budget *N*** **2024**	**FTE corresponding to the authorised budget *N* + 1** **2025**	**FTE corresponding to the authorised budget *N* + 2** **2026**	**FTE corresponding to the authorised budget *N* + 3** **2027**
Function group IV	8	6	6	6	6	5	3
Function group III	1	1	1	3	3	3	3
Function group II	2	1	1	2	2	1	0
Function group I							
TOTAL	**11**	**8**	**8**	**11**	**11**	**9**	**6**
GRAND TOTAL	**39**	**35**	**35**	**43**	**46**	**54**	**52**

Seconded national experts

Seconded national experts	FTE corresponding to the authorised budget *N – 1* 2023	Executed FTE as of 31/12/*N – 1* *2023*	Headcount as of 31/12/*N – 1* 2023	FTE corresponding to the authorised budget *N* 2024	FTE corresponding to the authorised budget *N* + 1 2025	FTE corresponding to the authorised budget *N* + 2 2026	FTE corresponding to the authorised budget *N* + 3 2027
TOTAL	1	0	0	1	1	1	1

Table IV.3. Recruitment forecasts for 2025 following retirement/mobility or new requested posts (information on the entry level for each type of post: indicative table)

Job title in the Agency	Type of contract (official, TA or CA)		TA/official		CA
			Function group/ grade of recruitment internal and external (single grade) foreseen for publication		
	Due to foreseen retirement/ mobility	New post requested due to additional tasks	Internal	External	Recruitment function group (I, II, III and IV)
Chief Scientist	1 TA		AD9-AD12	AD10	
Scientific Analyst	1TA		AD5-AD7	AD6	
Digital content developer		1TA	AD5-AD7	AD6	
Policy management officer - design and evaluation		1TA	AD5-AD7	AD6	
Policy management officer - society		1TA	AD5-AD7	AD6	
Data and research officer		1TA	AST 2-9	AST 3	
Scientific analyst - health promotion/crime prevention		1TA	AD5-AD7	AD6	
System administrator officer		1TA	AST 2-9	AST 4	
Capacity building officer		1TA	AST 2-9	AST 3	
Laboratory network technician analyst		1CA			FGIV
Data scientist/ Scientific Analyst - Security threat assessment		1TA	AD5-AD7	AD6	
Programme manager - European Drug Alert System		1TA	AD5-AD7	AD6	

Number of inter-agency mobility in year 2024 from and to the Agency: 0

Annex V. Human resources — qualitative

A. Recruitment policy

The selection procedures applied by the EUDA comply with the relevant EU provisions, namely Article 12 of the Conditions of Employment of Other Servants of the European Union (CEOS) for the recruitment of temporary and contract agents, and with the principles and standards laid down for officials in Annex III of the staff regulations.

The key phases of the selection procedure for the recruitment of temporary agents (TAs) and contract agents (CAs) can be summarised in the steps set out below.

Publication of vacancy notice: We announce job vacancies on both the EUDA website and the European Personnel Selection Office website. Additionally, we communicate the opportunities to all other EU institutions and agencies, Reitox national focal points, EUDA Management Board and Scientific Committee members, and, if necessary, through local and specialised media and websites.

Detailed vacancy notices: Our notices clearly define responsibilities, eligibility and selection criteria, the recruitment process, contract type, duration and recruitment grade.

Formation of selection committees: A selection committee is established, typically comprising between three to five members. This committee includes a representative from the EUDA Staff Committee and ensures gender balance and broad geographical representation. External experts may be invited when specialised knowledge is needed for the selection process. The full list of committee members is publicly disclosed in accordance with Regulation 45/2001, as required by the European Ombudsman.

Initial screening: Applicants' application files (including application forms, CVs and any supporting documents that are required) are screened to identify candidates who are in compliance with the eligibility criteria and who best meet the stated requirements.

Structured interviews and tests: Selected candidates undergo interviews with predefined questions that are consistent for all candidates to ensure a fair and objective process. A mandatory written test is also administered. The assessments cover specific competences, technical qualifications, knowledge of European institutions (with a focus on EUDA activities), general skills and language proficiency.

Candidate selection: The selection committee compiles a list of the most suitable candidates and may propose contracts or establish a reserve list for future recruitment.

Establishment of reserve list: The authorised authority has the option to create a reserve list and may opt to conduct additional interviews with shortlisted candidates beforehand.

Communication of results: Selected candidates are promptly informed of the outcome of the selection process.

Transparency and documentation: All stages of the procedure and decisions taken are thoroughly documented and reported.

The procedures described above comply with the implementing rules on the recruitment and use of temporary and contract agents adopted by the EUDA with the agreement of the European Commission pursuant to Article 110 of the staff regulations.

When recruiting officials, the EUDA complies with the relevant provisions of the staff regulations, namely with Article 29 and Annex III.

Other EUDA vacant posts for officials have been filled through interinstitutional transfer processes in accordance with the applicable provisions of the staff regulations.

The EUDA envisages that it will continue to draw on the assistance that the European Personnel Selection Office can provide in this field, including using its reserve lists, as required. This has already been the case when hiring officials and contract agents.

Grade and function group corresponding to the tasks and level of the post

In accordance with the relevant provisions of the staff regulations and within the confines of the approved budget and establishment plan, the EUDA applies a grading system inspired by the rules employed by the European Commission to classify officials, temporary agents and contract agents. As a general practice, the EUDA recruits temporary agents within the assistant (AST) function group at grades from AST 1 to AST 4, and within the administrator (AD) function group at grades from AD 5 to AD 8.

However, recruitment at grades from AD 9 to AD 11, and exceptionally at AD 12, is selectively reserved for middle management roles or in unique scenarios where a higher grade is imperative to secure a candidate of exceptional quality. In the latter instance, the higher grade is substantiated by the elevated level of expertise demanded, specific labour market conditions or the need to offer an attractive proposition to the targeted pool of potential candidates.

Duration of employment

Upon recruitment, EUDA temporary and contract agents engaged to address long-term or permanent tasks are offered a contract of five years. In accordance with Articles 8 and 85 of the staff regulations, the initial contract may be renewed for an additional five years. In the event of a second renewal, agents are engaged for an indefinite period.

EUDA temporary and contract agents on short-term contracts recruited to address time-bound tasks or temporary needs are engaged for the period required to fulfil the tasks concerned. In principle, the contract may be renewed just once, for a definite period.

The EUDA Executive Director is employed as a temporary agent for a five-year term, which is renewable. This is in accordance with the relevant provisions of the EUDA's founding regulation.

Profile of staff, and type and duration of employment required to fulfil the Agency's mission and tasks

For the majority of its activities, the EUDA requires scientifically and/or technically qualified staff with highly specialised knowledge and extensive experience – particularly in fields linked to its core activities. Specialisation is inherent to the Agency. The EU skills base of available and competent staff is limited. In some areas of activity, only one staff member is involved in running the service.

Furthermore, given the ground-breaking nature of many of its activities, the Agency needs to cultivate a workforce that combines sector knowledge and insight in its specialised field of expertise (drugs and drug addiction) with a track record of innovation, cooperation and knowledge transfer. Staff therefore need to be prepared to nurture Agency-wide skills, and must possess the professional latitude and flexibility to work 'horizontally' on other projects that might benefit from their area of expertise.

The EUDA's staff policy must therefore rise to the challenges faced by all centres of excellence: to attract strong talent, to build on strong previous work, to retain valued expertise and, ultimately, to ensure business continuity. A key aspect in meeting these challenges is that the Agency must have at

its disposal the means to offer staff-appropriate job security and career prospects, with long-term or permanent prospects.

(a) Officials and temporary agents in long-term employment (long-term staff)
The EUDA employs officials and temporary agents in the long term to carry out its scientific, technical and administrative tasks of a permanent or long-term nature. In short, these tasks are:

- tasks directly relating to the implementation of the EUDA's core activities as defined by its founding regulation;
- tasks relating to the management and functioning of the EUDA, aimed at providing technical and administrative support to its core business.

Temporary agents in long-term employment are offered a five-year contract at the time they are contracted. In accordance with Article 8 of the CEOS, the initial contract may be renewed for an additional five years. In the event of a second renewal, agents are engaged for an indefinite period.

The employment of officials is necessary for a number of reasons, which are set out below.

- It helps in retaining proven talent and enhancing career opportunities for EUDA temporary staff.
- By sourcing skills from other EU bodies, it enables the transfer of officials from other EU institutions and bodies in order to fill posts of a sensitive character or requiring specific professional expertise that is available in these institutions and bodies. In particular, the option of employing an official is important for sourcing the scientific, technical and administrative skills common to all EU institutions and bodies, while it is also useful in attracting suitably qualified candidates who are on reserve lists following successful completion of competitions at other EU institutions.
- It enables the exchange of expertise with other EU bodies, that is, using officials makes it possible to offer options for external mobility by way of secondment or transfer. This option takes into account the limited possibilities provided for temporary agents in the context of their current fixed-term contracts, while providing incentives to younger staff, who are given the chance to plan their career in the wider context of all EU institutions and bodies.
- As a way of maximising resources, employing officials makes it possible for the EUDA to profit from the specific experience and knowledge acquired in executing highly specialised tasks.

All posts for officials and temporary agents authorised in the EUDA's current establishment plan are of a permanent or long-term nature (long-term employment), with the post of the Executive Director being a special case.

(b) Temporary agents in short-term employment (short-term staff)
The EUDA may also employ temporary agents on short-term contracts to fulfil specific scientific, technical and administrative operating needs of limited duration. The duration of a contract is determined by the limited duration of the tasks. In principle, the contract may be renewed just once, for a definite period:

- to ensure the delivery of time-bound tasks, that is, for the execution of technical assistance projects financed by specific appropriations provided by European programmes (e.g. the IPA);
- to ensure the temporary replacement of staff in the case of medium- or long-term absence;
- to cope with temporary peaks in workload;
- to fulfil highly specific temporary operational needs that require highly specific and high-level technical or scientific expertise.

(c) Contract agents in long-term employment (long-term staff)
The EUDA employs contract agents in long-term employment to carry out scientific, technical and administrative tasks of a permanent or long-term nature. In accordance with the function groups and grades defined by Article 80 of the CEOS, the EUDA's contract staff in FG I, FG II and FG III are

typically assigned to tasks aimed at providing administrative, linguistic, scientific and drafting support to the work of officials or temporary agents . The use of contract staff in FG IV is limited to situations where it is necessary to recruit very specific, high-level technical or scientific expertise.

Currently, the tasks that EUDA contract staff are requested to carry out under the supervision of officials or temporary staff entail a lower level of responsibility. Some restrictions on contract staff have been established with regard to:

- functions and tasks relating to the execution of the EUDA budget, where a large measure of discretion to make strategic choices is involved;
- functions relating to the representation of the EUDA in institutional relations with its partners, such as the EU institutions, national authorities and international organisations, in accordance with the regulation establishing the EUDA.

Contract agents in long-term employment are offered a five-year contract upon recruitment. In accordance with Articles 8 and 85 of the CEOS, the initial contract may be renewed for an additional five years. In the event of a second renewal, agents are engaged for an indefinite period.

At the time of writing, all EUDA contract agent positions have been identified as long-term employment.

(d) Contract agents in short-term employment (short-term staff)
The EUDA may also employ contract agents in the short term to cope with specific scientific, technical and administrative operating needs of limited duration, as in the case of temporary agents in short-term employment. In principle, the contract may be renewed just once, for a definite period.

Some restrictions apply to the use and the nature of the duties of contract agents in short-term employment, as detailed above.

(e) Seconded national experts
The objective that the EUDA aims to achieve by recruiting seconded national experts is to benefit from the high level of their professional knowledge and experience, particularly in areas where such expertise is not readily available.

The complete legal framework for the recruitment of seconded national experts at the EUDA is to be found in the decision of the Management Board of the EMCDDA on the adoption of rules on the secondment of national experts to the EMCDDA (DEC/MB/10/02) of 5 May 2010 (which adopts, by analogy, the European Commission decision of 12 November 2008 laying down rules on the secondment to the Commission of national experts and national experts in professional training). Seconded national experts are recruited following a procedure that is similar to the one used for the recruitment of temporary staff, and the guidelines for the procedure are published on the EUDA job vacancies webpage.

Implementing rules in place

		Yes	No	If no, which other implementing rules are in place?
Engagement of CAs	Model Decision C(2019)3016	x		
Engagement of TAs	Model Decision C(2015)1509	x		
Middle management	Model Decision C(2018)2542	x		
Type of posts	Model Decision C(2018)8800		x	Commission decision C(2013) 8979, of 16/12/2013 on types of post and post titles

B. Appraisal and reclassification/promotions

Implementing rules in place

		Yes	No	If no, which other implementing rules are in place?
Reclassification of TAs	Model Decision C(2015)9560	x		
Reclassification of CAs	Model Decision C(2015)9561	x		

Table V.1. Reclassification of TA/promotion of officials

Average seniority in the grade among reclassified staff							
Grade	Year *N* – 4 2020	Year *N* – 3 2021	Year *N* – 2 2022	Year *N* – 1 2023	Year *N* 2024	Actual average over 5 years	Average over 5 years (according to Decision C(2015)9563)
AD 5							**2.80**
AD 6			3.00		2.90	2.97	**2.80**
AD 7	3.50	3.00		4.50	2.00	3.08	**2.80**
AD 8	3.00	4.67	3.00		3.67	3.40	**3.00**
AD 9	4.50	3.33	4.75	3.00	3.33	3.92	**4.00**
AD 10		3.25	2.00	3.50	3.67	3.32	**4.00**
AD 11		7.00	6.00	7.00		6.75	**4.00**
AD 12		7.00			6.00	6.50	**6.70**
AD 13			10.25	16.00		13.13	**6.70**
AST 1							**3.00**
AST 2							**3.00**
AST 3			4.00			4.00	**3.00**
AST 4		5.00			2.00	3.50	**3.00**
AST 5	4.50	5.00				3.00	**4.00**
AST 6	4.50	5.00		3.50	4.00	4.33	**4.00**
AST 7		4.00	5.00		3.00	4.00	**4.00**
AST 8	5.00		4.00			4.50	**4.00**

Average seniority in the grade among reclassified staff							
Grade	Year *N* – 4 2020	Year *N* – 3 2021	Year *N* – 2 2022	Year *N* – 1 2023	Year *N* 2024	Actual average over 5 years	Average over 5 years (according to Decision C(2015)9563)
AST 9							**N/A**
AST 10 (senior assistant)							**5.00**

Table V.2. Reclassification of contract staff

Function group	Grade	Staff in activity at 1 January year *N* – 2 (2023)	Number of staff members reclassified in year *N* – *1* (2024)	Average number of years in grade of reclassified staff members	Average number of years in grade of reclassified staff members according to Decision C(2015)9561
CA IV	17				Between 6 and 10 years
	16	3	1	4.80	Between 5 and 7 years
	15	1			Between 4 and 6 years
	14	6			Between 3 and 5 years
	13				Between 3 and 5 years
CA III	12	2			Between 6 and 10 years
	11	2	1	7.00	Between 6 and 10 years
	10	7	1	2.80	Between 5 and 7 years
	9	2			Between 4 and 6 years
	8	1	1	2.50	Between 3 and 5 years
CA II	7	4			Between 6 and 10 years
	6	3	1	2.80	Between 6 and 10 years
	5	4	2	3.60	Between 5 and 7 years
	4				Between 3 and 5 years
CA I	2				Between 6 and 10 years
	1	1	1	3.00	Between 3 and 5 years

C. Gender representation

Table V.3. Data on statutory staff (only officials, TA and CA), 2023

		Officials		Temporary agents		Contract agents		Grand total	
		Staff	%	Staff	%	Staff	%	Staff	%
Female	Administrator level			24	22.43			24	22.43
	Assistant level (AST and AST/SC)	2	1.87	11	10.28			13	12.15
	Contract agents FG IV					5	4.67	5	4.67
	Contract agents FG I–III					17	15.89	17	15.89
	Total	**2**	**1.87**	**35**	**32.71**	**22**	**20.56**	**59**	**54.63**
Male	Administrator level	3	2.80	21	19.63			24	22.43
	Assistant level (AST or AST/SC)			11	10.28			11	10.28
	Contract agents FG IV					4	3.74	4	3.74
	Contract agents FG I–III					9	8.41	9	8.41
	Total	**3**	**2.80**	**32**	**29.91**	**13**	**12.15**	**48**	**44.86**
Grand total		5	4.67	67	62.68	35	32.71	107	100.00

N/A – not applicable.

Table V.4. Data regarding gender evolution of middle and senior management over five years

	N – 5 2018		*N* – 1 2023	
	Number	%	Number	%
Female managers	2	22	3	33
Male managers	7	78	6	67

The EUDA is committed to addressing the gender imbalance among its senior staff. The commitment is enshrined in all the policies currently applicable at the EUDA. In particular, the Agency's implementing rules on recruitment, and the general guidelines on recruitment that are made available to the general public, make clear that the EUDA encourages applications from women, and they express the Agency's commitment to prevent any form of discrimination. Further action in this area could be taken pursuant to the outcome of activities that are ongoing within the network of the EU agencies. Special attention will be given to the matter in the forthcoming process to fill the additional positions made available in order to apply the new Regulation on the EUDA.

Mobility policy

Mobility within the EUDA
So far, mobility of staff members within the EUDA has been achieved using:

- internal publication of calls for expression of interest;
- external publication of calls for selection that also welcome applications from internal candidates;
- redeployment or reassignment of staff in the interest of the service;
- mutual exchange of staff between different units, where there is agreement between the heads of unit concerned.

(b) Mobility among EU agencies
The staff of the EUDA is mainly composed of temporary agents, as is the case with for most of the other EU agencies. To date, inter-agency mobility has been achieved through the recruitment of staff previously employed at other agencies by applying the standard selection procedures used for all candidates. So far, the EUDA has recruited seven temporary agents who were previously engaged by other EU agencies. Similarly, seven of the EUDA's former temporary agents have been engaged by other EU agencies.

Since 2014 and with the entry into force of the current staff regulations, the legal framework has changed. Owing to the introduction of a new category of temporary agents (under Article 2f of the CEOS) and the introduction of Article 55 of the CEOS, career continuity for temporary agents is assured. The EUDA has already recruited its first temporary agent from another agency using the above-mentioned articles.

(c) Mobility between the EUDA and the EU institutions
So far, mobility of staff members between the EUDA and the EU institutions has been achieved through:

- transfer of officials from the EU institutions to the EUDA (seven officials from the European Commission and one from the Council);
- transfer of officials from the EUDA to the EU institutions (six officials to the European Commission and one official to the Committee of the Regions);
- engagement as temporary agents of officials on secondment from the EU institutions who have been successful in an EUDA selection process for temporary agents (12 officials from the European Commission and two officials from the European Parliament).

D. Geographical balance

Table V.5. Explanatory figures to highlight nationalities of staff (split by administrator/CA FG IV and assistant/CA FG I, II, III) – data on 31/12/2023, for statutory staff only (officials, TAs and CAs)

31/12/2023 Nationality	AD + CA FG IV		AST/SC — AST+CAFG I, CA FG II, CA FG III		TOTAL	
	Number	% of total staff members in AD and FG IV categories	Number	% of total staff members in AST SC/AST and FG I, II and III categories	Number	% of total staff
BE	5	8.77	5	10.00	10	9.35
BG	2	3.51	1	2.00	3	2.80
CZ	1	1.75	0	0.00	1	0.93
DE	4	7.02	3	6.00	7	6.54
ES	3	5.26	4	8.00	7	6.54
FI	1	1.75	0	0.00	1	0.93
FR	6	10.53	2	4.00	8	7.48
IE	4	7.02	1	2.00	5	4.67
IT	6	10.53	5	10.00	11	10.28
LT	1	1.75	0	0.00	1	0.93
LU	1	1.75	1	2.00	2	1.87
LV	1	1.75	0	0.00	1	0.93
NL	1	1.75	0	0.00	1	0.93
PL	3	5.26	2	4.00	5	4.67
PT	9	15.79	26	52.00	35	32.71
RO	2	3.51	0	0.00	2	1.87
UK	6	10.53	0	0.00	6	5.61
SW	1	1.75	0	0.00	1	0.93
Total	**57**	**100.00**	**50**	**100.00**	**107**	**100.00**

Table V.6. Evolution over 5 years of the most represented nationality in the Agency

Most represented nationality	*N* – 5 2018		*N* – 1 2023	
	Number	%	Number	%
Portuguese	33	33.00	35	32.41

E. Schooling

Agreement in place with the European School(s): ongoing process				
Contribution agreements signed with the European Commission on type I European schools	**Yes**		**No**	**x**
Contribution agreements signed with the European Commission on type II European schools	**Yes**		**No**	**x**
Number of service contracts in place with international schools	**5 agreements in place**			
Description of any other solutions or actions in place: Schooling services for the children of EUDA staff based on DEC/DIR/2011/17				

Annex VI. Environment management

1. Context of the Agency and its environmental management strategy

The EUDA is part of the group of Justice and Home Affairs agencies under the Directorate-General for Migration and Home Affairs. Although, the EUDA has no direct mandate related to the environment, the Agency recognises that it, as a public institution, needs to actively monitor its environmental performance and implement appropriate measures to reduce its impact on the environment.

Strategy 2021–2025

The European Green Deal ([1]) establishes an ambitious target of net-zero greenhouse gas emissions in Europe by 2050. Furthermore, the European Commission aims to become carbon neutral by the end of 2030 ([2]). The EUDA aims to become a 'carbon-neutral administration' by 2026.

The Agency's environmental strategy 2021–2025 is based on a set of goals that aim to reduce its carbon footprint and offset its residual carbon sources by the end of 2025, as follows:

A. Instal photovoltaic solar panels on the roof of the Agency no later than 2021. This measure accompanies the switch of the electricity provider to a 100 % renewable energy source (water and wind power) concluded in 2020.
B. Promote the use of private electric cars and bicycles by installing charging points in the garage in 2021 (implemented in 2021).
C. Take the necessary measures to change the current internal combustion engine official cars of the Agency to hybrid or electric cars in 2022 (implemented in 2022).
D. Take the necessary measures to appoint a travel agency for missions and events that provides a carbon offsetting programme in 2022 for 2023 (implemented in 2022).
E. Implement the EMAS framework and obtain certification by the end of 2023 (delayed into 2024).
F. Offset mission-related carbon emissions by 2023 (implemented in 2023).
G. Take the necessary measures to reduce and finally offset transport-related carbon emissions in 2024.
H. Take the necessary measures to reduce and offset waste-related carbon emissions in 2025.

In addition to the Strategy 2021–2025, which focuses on carbon emissions, the management process of the Agency focuses on the efficiency of its premises management. One of the key performance indicators (KPIs) of the Agency is the KPI to hold utility costs at the same level as the previous year. During the pandemic, the KPI was adjusted to not exceed pre-COVID-19 costs. This was done due to the expected rebound in consumption with the end of the COVID-19 lockdowns and the inflation-related increase in costs owing to the war in Ukraine, which started in 2022. The EUDA follows a philosophy in

([1]) https://commission.europa.eu/strategy-and-policy/priorities-2019-2024/european-green-deal_en.

([2]) https://www.euractiv.com/section/energy/news/eu-commission-lays-out-plan-to-become-climate-neutral-by-2030/.

its operations that focuses not only on growth but also on values and the promotion of environmentally sustainable business practices.

Environmental policy

Following the adoption of the EMCDDA's first environment policy, DEC/DIR/2014/08 ([3]), a yearly policy compliance report and a report on the progress on environmental measures will be produced as part of the annual work plan review process. Furthermore, the Executive Director has appointed the Working Group on Environment. After nine years in place, the environmental policy was updated to reflect the EMAS registration of the Agency (as adopted on 16 March 2023, Decision DEC/DIR/2023/007) ([4]).

In view of the European Union's commitment to the environment, notably through the European Green Deal, the Agency has a special responsibility to avoid pollution and to continually reduce the environmental impact of its own activities.

The EUDA will therefore apply an environmental management system to all its activities, in line with the European Union's EMAS Regulation and ISO 14001, under which the EUDA is committed to:

- prevent and minimise pollution and the environmental impact of everyday work;
- continuously improve individual and collective environmental performance;
- establish environmental objectives and tasks, defining clear responsibilities and openly providing information;
- comply with all environmentally relevant legislation and obligations, as well as with voluntarily assumed obligations, namely under the EMAS and ISO 14001 frameworks.

More specifically, the EUDA is committed to:

- minimise carbon dioxide emissions;
- promote the efficient use of energy and minimise electricity consumption;
- apply environmental criteria in its public procurement procedures;
- minimise the use of paper;
- minimise the production of waste and optimally manage its waste;
- encourage, train and involve staff to achieve these goals.

The EUDA undertakes to implement and pursue this environmental policy in accordance with its environmental principles. The EUDA will regularly and transparently communicate the policy and measures to staff, contractors and any other interested parties.

Environmental commitments must translate into specific measures backed by the necessary human, material and financial resources. The environmental management system should be designed to be cost-effective.

([3]) https://www.euda.europa.eu/publications/ad-hoc-publication/environmental-policy_en.

([4]) https://www.euda.europa.eu/publications/ad-hoc-publication/environmental-policy-2023_en

This policy and the environmental management system shall apply to all of the EUDA's activities, premises and equipment in Lisbon.

EMAS registration

In 2022, the Director decided to obtain EMAS and ISO 14001 certification. The EUDA undertakes to implement and pursue this environmental policy in line with the principles set out above. The EUDA will regularly and transparently communicate the policy and its implementation to staff, stakeholders, contractors and any other interested parties. The Portuguese Environmental Agency was approached in 2024 for the registration of the EUDA after successfully obtaining the internal and external audit reports.

2. Overview of the Agency's environmental management system

The EUDA's environmental management system is based on the EU eco-management and audit scheme (EMAS). The environmental policy frames the intention of the Agency and creates the legal framework that defines the scope of the environmental management system. The Executive Director appointed the Working Group on Environment with a mandate to review, communicate and propose measures related to the environmental performance of the Agency. The main service providers in infrastructure and logistics and ICT all plan, implement and improve the measures approved by the Executive Director. There are two reporting lines envisaged in the environmental management system, which will include all mapped stakeholders. The environmental performance of the EUDA is reported in the annual work plan review process in the form of KPIs and through the annual publication of the EUDA's environmental report and statement. The findings and targets set out in the environmental report are reviewed by the Working Group on Environment, which then issues recommendations. Environmental matters are promoted and published through the Working Group on Environment. The use of green public procurement (GPP) is required. The EUDA is in the process of finalising its EMAS certification.

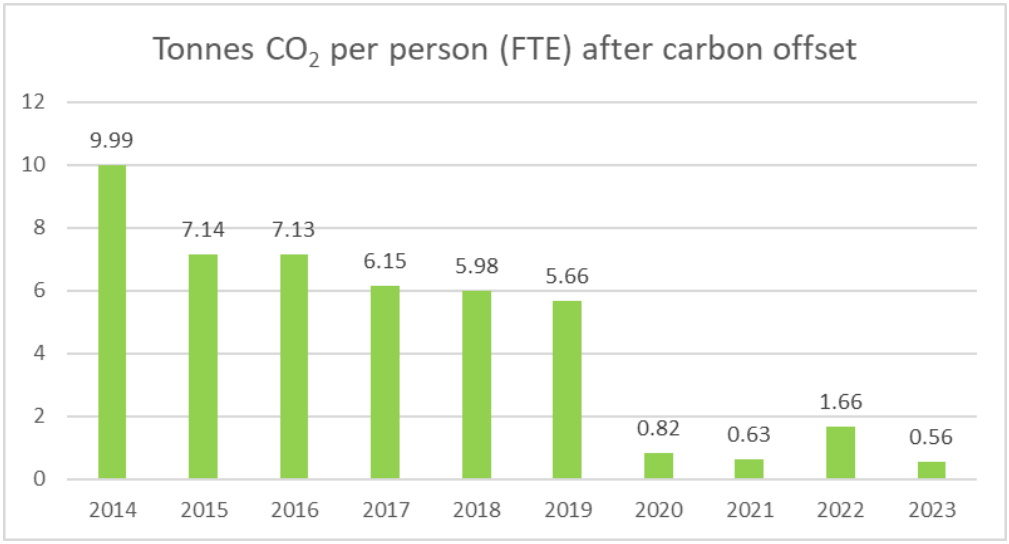
3. Environmental aspects, indicators and targets

The EUDA's annual environmental report is produced by the infrastructure and logistics sector. It covers the following indicators, which are usually key for public administrations working mostly in an office environment. The indicators below are based on the United Nations Framework Convention on Climate Change standard for the calculation of an organisation's carbon dioxide (CO_2) footprint:

- energy consumption
- water consumption
- paper consumption
- waste production and sorting
- canteen
- official vehicles
- staff transport to and from work
- missions
- CO_2 emissions.

The EUDA has been actively monitoring its environmental performance and CO_2 footprint since 2014. Over the years, continuous improvement cycles have reduced its CO_2 footprint in comparison with the established baseline of 2014. The results shown below in Figure VI.1 were published in 2024, using data from 2023. The 2023 data reflect the implemented Strategy 2021-2025 action point F. Offset mission-related carbon emissions by 2023.

Figure VI.1. Evolution of the Agency's CO_2 footprint between 2014 and 2023



4. Actions to improve and communicate environmental performance

The Working Group on Environment has its own intranet page with information on its mandate and measures to be implemented. It posts an annual environmental report on its intranet page. Frequent awareness-raising communications promote environmentally friendly behaviour among staff.

Owing to the application of green public procurement measures, contract renewals related to utilities and consumables have been replaced with more environmentally friendly solutions. For example, the electricity provider now delivers electricity from 100 % renewable energy sources, compared with the 60–40 mix of the previous provider.

The Working Group on Environment recommended reducing electricity consumption and installing solar power cells on the roof of the EUDA's premises. Furthermore, the installation of electrical car and bike charging stations have been implemented to promote the use of electrical cars and bicycles.

Obtaining EMAS registration will enable the EUDA to demonstrate its environmental commitment and achievements to stakeholders, while also driving continuous improvement in its environmental management and performance through enhanced monitoring, corrective action and corporate accountability.

Annex VII. Building policy

Since 2009, the EUDA has rented its main office building from the Lisbon Port Authority, together with a second office building, the Relogio Building, which is located next to the main building in the centre of Lisbon. Both buildings are part of a complex of four buildings that are interconnected by an underground car park, where the EUDA rents 61 parking spots. The complex is shared with EMSA. In early 2016, the company Bensaude S.A. concluded a contract to sublease parts of the Relogio Building. The date of effect of the contract is 1 May 2016, and it has an initial duration of five years, which was extended for an additional five years. The current end date of the contract is 1 May 2026.

Future outlook

The EUDA is going to pay special attention to the adjustments that the Agency's premises and infrastructure may require for the implementation of its new mandate. The new applicable rules on staff teleworking and hybrid working should allow for some optimisation of office space requirements, together with a corresponding adjustment in the relevant needs. Without prejudice to this, the Agency's needs will require the use of the areas currently subleased to Bensaude S.A. before May 2026 and the canteen areas shared with EMSA in 2024. The EUDA has negotiated with EMSA the exclusive use of the Palacete Relogio Building in 2023 and with Bensaude the early termination of the rental contract in 2025.

The Agency is also in the process of engaging an architect to develop a concept for both buildings that will take into account the impact of the teleworking policy on the optimisation of office space requirements, the viability of implementing open space offices and the application of activity-based work space. The design concept is expected to be presented in 2025.

Building name and type	Location	SURFACE AREA (square metres)			RENTAL CONTRACT					HOST COUNTRY (grant or support)
		Office space	Non-office	Total	Rent (EUR/year)	Duration of the contract	Type	Break-out clause Y/N	Conditions attached to the breakout clause (if applicable)	
Two office buildings, rented	Praça Europa 1, Cais do Sodré, 1249-289 Lisboa, Portugal	5 846	674	6 520	EUR 1 214 017.42 from 2025, without prejudice to the annual indexation of the rent as required by relevant legislation	25 years	Rental for 25 years with purchase option	Y	Force majeure	The host country supported the installation by providing the office furniture for the headquarters.
TOTAL		5 846	674	6 520	1 214 017.42					

Building projects in the planning phase

An architect was contracted in 2024 to develop an office concept for both buildings that takes into account the future needs of the EUDA and its mandate. The viability of open space offices and activity-based work space within the existing two buildings will be explored. Based on the outcome, potentially considerable licencing, certification and remodelling needs might be identified.

Building projects submitted to the European Parliament and the Council

No further building projects have been submitted to the European Parliament and the Council.

Annex VIII. Privileges and immunities

Agency privileges	Privileges granted to staff	
	Protocol of privileges and immunities / diplomatic status	**Education / day care**
The Portuguese government granted the EMCDDA diplomatic status by means of the conclusion of a seat agreement on 26 June 1996 (Protocol between the Portuguese Government and the EMCDDA regarding the functioning of the Agency in Portugal and the installation of its headquarters in Lisbon). Through this agreement, which entered into force in May 1998, the Portuguese government applies the Protocol on the Privileges and Immunities of the European Communities to the EMCDDA, exempting the Agency from payment of all national, regional or municipal rates and taxes as regards the fixed assets it owns or rents, as well as from customs duties and from any other taxes, prohibitions or restrictions on goods of any kind which it imports or exports in the exercise of its official business (value added tax (VAT), etc.).	The Protocol on the Privileges and Immunities of the European Communities is applicable to Agency staff. The Protocol between the Portuguese Government and the EMCDDA regarding the Functioning of the Agency in Portugal and the Installation of its headquarters in Lisbon grants the Agency staff the same privileges and immunities, exemptions and facilities granted by the Portuguese state to members of the diplomatic corps in Portugal. As a consequence, Agency staff members are entitled to purchase furniture and household aids VAT-free. This exemption does not cover expenditure on food supplies and beverages, property works (including materials), water, gas, electricity, food and beverages services, hotels or similar services, or fixed-line telephone services. Limited exemption is granted from the payment of the Portuguese tax and VAT on the purchase and registration of vehicles.	There is no European or accredited school that can be attended free of charge in the area where the Agency has its seat. As per the memorandum of understanding signed in 2004 by the Portuguese government, the EMCDDA and EMSA concerning the common premises of the two agencies in Lisbon, the Portuguese government has committed itself to do its utmost (jointly with EMSA and the EUDA) to find the best possible solution to providing schooling for the children of EMSA and EUDA staff. In this context, works are ongoing for the establishment of a European School in Lisbon.

Annex IX. Evaluations

External evaluations

The last (fourth) external evaluation of the Agency was carried out by the European Commission in 2018, under the EMCDDA's recast founding Regulation. The final report was presented to the EMCDDA Management Board in December 2018, further to which a follow-up action plan was approved by the Management Board in December 2019. The action plan was then periodically updated and used to inform the activities of the EMCDDA.

As of 2 July 2024, further to the entry into application of the EU Drugs Agency's Regulation which repeals and replaces the EMCDDA's recast founding Regulation, the external evaluations of the Agency will be carried out in line with Article 51 on evaluation and review, which states the following: '1. By 3 July 2029, and every five years thereafter, the Commission shall assess the Agency's performance in relation to its objectives, mandate, tasks and location in accordance with Commission guidelines. (…).'

Internal monitoring and evaluation system

The EUDA's performance framework (see Figure IX.1) identifies 10 key performance indicators (KPIs) that will be used to measure effectiveness in delivering the desired outputs and efficiency in using the resources allocated to that end.

They are complemented by higher-level KPIs at outcome and impact levels. While the EUDA will ensure high-quality delivery of its products and services in line with its mandate and resources, their uptake by the Agency's key stakeholders (outcome) and any consequent changes to EU drug policies and legislation (first-level impacts) are beyond the Agency's control.

In Figure IX.1, this is reflected by means of the 'accountability ceiling', which shifts gradually from 'High' in the areas of inputs, processes and outputs, to 'Low' as we approach the impact area.

To measure the 10 composite KPIs, smaller and more specific performance indicators (PIs) and additional performance data (metrics) have been put in place (see Table IX.1). They will build on the experience and knowledge gained in implementing the EUDA performance framework to date and will be further refined in order to make sure they are fit for purpose in the new framework.

To respond to the needs emerging from the entry into force of the Agency's new regulation as of 2024, a review of the performance model, initiated in 2024, will be carried out and completed in 2025. Among other aims, the review will seek to define KPIs that can capture in a clearer manner the contribution of the new Agency to the implementation of EU policies (while taking into account the 'accountability ceiling' described above), as well as its significant organisational transformation and growth.

Figure IX.1. The corporate performance model

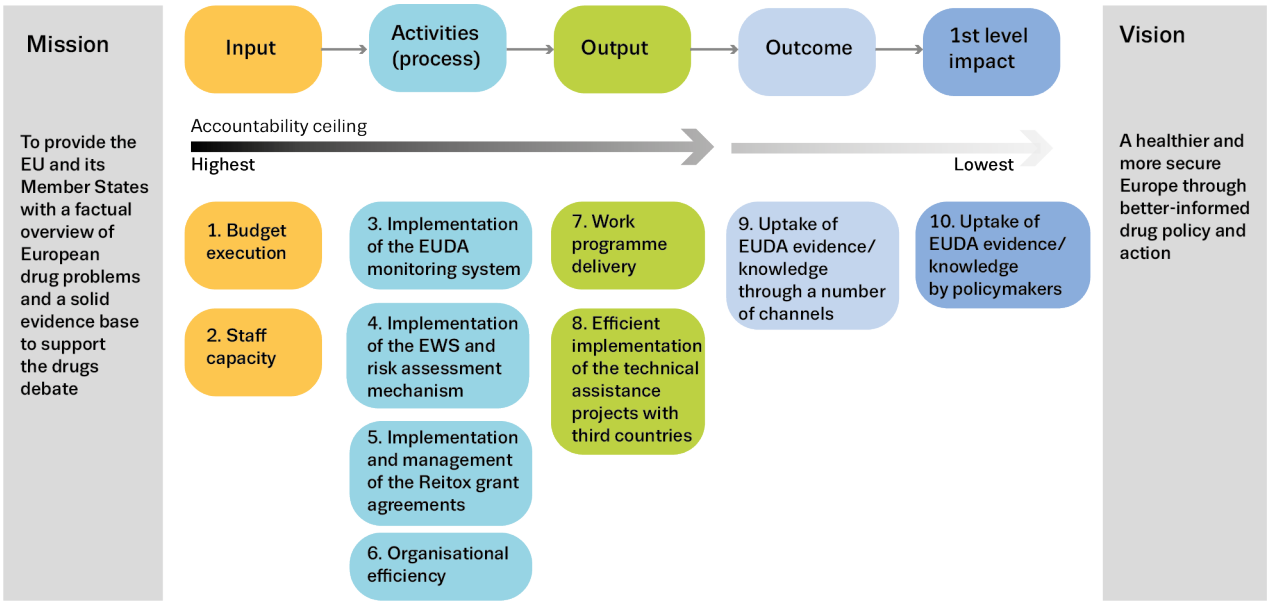


Table IX.1. KPI architecture

CATEGORY	KPIs	PIs AND METRICS	PI TARGETS/METRICS DEFINITION	STRATEGIC OBJECTIVES
INPUT	**1. Budget execution**	1.1. Commitment appropriations	Minimum 95 % of total commitment appropriations	All
		1.2. Cancellation rate of payment appropriations	Maximum 5 % cancelled payment appropriations	
	2. Staff capacity	2.1. Occupation rate (implementation of the establishment plan)	At least 95 % of the establishment plan posts (officials, temporary agents) filled at the end of the year (if the required resources are available)	All
		2.2. Staff turnover	Maximum 4 % of staff leaving the EUDA during the year, out of the total number of staff (officials, temporary agents, contract agents)	
		2.3. Average number of training days per staff member	Minimum of 3 days	
ACTIVITIES (PROCESS)	**3. Implementation of the EUDA monitoring system**	3.1. Input to the monitoring system via national reporting	National reporting guidelines agreed at the heads of NFPs meeting each autumn	H1, H2, H3, H4, S1, S2, S3, S4, B2
		3.2. Availability of statistical outputs	Statistical Bulletin published on the public website annually alongside the EUDA report on the state of the drug phenomenon and emerging trends	
		3.3. Feedback provided to NFPs on workbooks	Feedback from the heads of NFPs meeting in spring	
	4. Implementation of the EWS and risk assessment mechanism on NPS	4.1. Formal notifications on NPS and public health-related warnings issued to the EWS network	In line with the EUDA Regulation and the applicable standard operating procedures	H2
		4.2. Formal reports (EUDA initial reports on NPS, and risk assessment reports) submitted to stakeholders (as appropriate)		
	5. Implementation and management of the Reitox grant agreements	5.1. Quality of organisation of the heads of NFPs meetings	(a) 100 % of the supporting documents made available to the NFPs two weeks prior to the meetings (except for documents related to events occurring within this time frame)	B2
			(b) Conclusions and action points disseminated within 4 weeks from the close of the meetings	
		5.2. Execution rate (commitments) of the grant agreements budget	95 % of the available funding is committed for NFP grants	
		5.3. Timeliness of processing of payment requests	85 % of the balance payment requests, submitted complete and on time, are successfully checked and paid by 30 June of year *N* + 1	
	6. Organisational efficiency	6.1. Effectiveness of the Executive Director in providing support to the Management Board in performing its tasks	(a) 100 % of the supporting documents for the Management Board meetings uploaded to the Management Board extranet at least two weeks before the meetings (except for documents related to events occurring within this timeframe)	B1, B3, B4
			(b) Draft minutes sent to the Chair within a maximum of 20 working days from the close of Management Board meetings	
		6.2. Effectiveness of the Executive Director in providing support to the Scientific Committee in performing its tasks	(a) 100 % of the supporting documents for the Scientific Committee meetings uploaded to the Scientific Committee extranet at least two weeks before the meetings (except for documents related to events occurring within this time frame),	
			(b) Draft minutes of the meetings sent to the Chair within a maximum of two weeks of the close of the meetings	
		6.3 Degree of implementation of internal audit recommendations	100 % of the internal audit recommendations ('critical' and 'very important') implemented within the deadline set out in the follow-up action plan endorsed by the Management Board	
		6.4. Timely delivery of the documents supporting the strategic planning and programming cycle (programming documents and *Consolidated Annual Activity*	All documents delivered within deadline	

CATEGORY	KPIs	PIs AND METRICS	PI TARGETS/METRICS DEFINITION	STRATEGIC OBJECTIVES
		Report) (as required by the EUDA Regulation)		
		6.5. Average duration of recruitment processes	Maximum of four months from the expiry date of the vacancy notice to appointment decision	
		6.6. Number of accidents at workplace	No accidents	
		6.7. Efficiency in using available facilities, equipment and infrastructure	No increase in the utility cost ratio (utility costs divided by exclusively used sqm compared to cost ratio of the previous year)	
		6.8. Critical infrastructure and operational technology services uptime	99 % (infrastructure and operations)	
		6.9. ICT maturity level	Baseline to be defined in 2025 and kept as a target for 2025 (ICT operating model)	
OUTPUT	**7. Work programme delivery**	7.1. Degree of implementation of the 2025 work programme	(a) 100 % of the expected outputs/results listed as level 1 priority achieved	All
			(b) 80 % of the expected outputs/results listed as level 2 priority achieved	
			(c) 50 % of the expected outputs/results listed as level 3 priority achieved	
	8. Efficient implementation of technical assistance projects with third countries	8.1. Efficient implementation of IPA 8	(a) Minimum 80 % of the annual milestones achieved	H1, H2, S1, S2, S3, B2,
			(b) Minimum 70 % of the annual budget committed	
		8.2. Efficient implementation of EU4MDII	(a) Minimum 80 % of the annual milestones achieved (b) Minimum 70 % of the annual budget committed	
		8.3 Efficient implementation of COPOLAD III	a) 90 % of the project's expected results are achieved (in line with the commitments expressed on the grant agreement and respective 3 addenda)	
			(b) Minimum 95 % of the total budget committed	
OUTCOME	**9. Uptake of EUDA evidence/ knowledge through a number of channels**	9.1. Audience reached through the website	Number of unique visitors	H1, H2, H3, H4, S1, S2, S3, S4, B1, B2, B3
		9.2. Responsiveness of the EUDA to the needs of key institutional stakeholders (EU institutions and Member States)	(a) Number of institutional meetings attended	
			(b) Number of requests for input/advice from key institutional stakeholders responded to	
			(c) Number of requests to visit the EUDA received from EU institutions and national authorities of EU Member States fulfilled	
		9.3. Publishing of scientific articles in peer-reviewed journals	Impact score 30 or higher (impact score = the journal impact factor × the number of scientific articles published in 2025)	
		9.4. Training provided by the EUDA	(a) Number of people trained (by categories of training: Reitox academies, European Drugs Summer School and Winter School, training with partners such as CEPOL)	
			(b) Minimum 80 % satisfaction rate (average score calculated based on all the training evaluation reports) with the Reitox academies	
		9.5. General public requests	Number of public enquiries answered	
		9.6. Audience reached through social media	(a) Followers' growth rate: increased number of followers compared to the previous year (b) An average engagement rate equal or higher than in the previous year	
		9.7. Audience reached through newsletters	(a) Increased number of subscribers compared to the previous year (b) An average opening and click rate above industry standard	
		9.8. Audience reached through videos	(a) At least a 5 % increase in subscribers (as compared to previous year)	

CATEGORY	KPIs	PIs AND METRICS	PI TARGETS/METRICS DEFINITION	STRATEGIC OBJECTIVES
			(b) Increase of 5 % in total video views (as compared to previous year)	
		9.9. Media reached	Number of media requests answered	
		9.10. Visitors to the EUDA	Number of visitors received (by categories: policy, practice, academia, general public)	
IMPACT	**10. Uptake of EUDA evidence/ knowledge by policymakers**	10.1. Council implementing decisions to subject NPS to control measures and criminal penalties throughout the EU (within the mechanism established by the EUDA Regulation	Defined by need	H1, H2, H3, H4, S1, S2, S3, S4, B1, B2, B3
		10.2. EMPACT cycle for the period 2022–2025: implementation of the OAP for 2025 and support to the Commission and the Member States in formulating the OAP for 2026 10.3. *EU Serious and Organised Crime Threat Assessment* informed by the EUDA (including through the *EU Drug Markets Report*)	Defined by need	
		10.4. Other EU and national policies and legislation, and UN documents, informed by the evidence produced by the EUDA	Defined by need	
		10.5. Other evidence of uptake of EUDA knowledge by policymakers (to be defined)	Defined by need	

For efficiency reasons, when reporting to our stakeholders a selection of the most relevant PIs is made, while the remaining PIs are used for internal monitoring purposes only.

Annex X. Strategy for the organisational management and internal control systems

a. Internal control framework

Pursuant to Article 45.2 of the financial regulation applicable to the EUDA, the EUDA Executive Director, in their role as EUDA authorising officer, shall put in place the organisational structure and the internal control systems suited to the performance of their duties, in accordance with the minimum standards for effective management and control adopted by the Management Board, on the basis of equivalent standards laid down by the Commission, and having due regard for the risks associated with the management environment.

The Management Board's Decision DEC/MB/10/06 of 1 July 2010 adopted the 16 internal control standards for effective management and control at the EMCDDA, based on the European Commission's Internal Control Standards, adopted in 2007.

The communication to the European Commission from Commissioner Oettinger (C(2017) 2373 of 19 April 2017) set up a new internal control framework consisting of 5 internal control components and 17 principles, based on the COSO 2013 internal control integrated framework. At the time, it was necessary and opportune for the EMCDDA Management Board to adopt a revised internal control framework for the EMCDDA, on the basis of the new internal control framework adopted by the European Commission and based on best international practices. On 15 December 2017, the EMCDDA Management Board adopted the revised EMCDDA internal control standards that are currently in place (DEC/MB/17/19). Since then, the implementation of the decision has been pursued and monitored in a systematic manner.

b. Anti-fraud strategy

In 2011, the European Commission adopted its new anti-fraud strategy, aimed at improving the prevention, detection and conditions for investigation of fraud, and the achievement of adequate reparations and deterrence. The action plan accompanying this document tasked the European Anti-Fraud Office (OLAF) with the provision of a methodology and guidance to help EU decentralised agencies to develop their own anti-fraud strategies (or update their existing ones) taking into account the principle of 'zero tolerance' for fraud and the specific context of the agencies, which are usually small entities.

In July 2012, the European Parliament, the Council and the European Commission agreed on a joint statement that included a common approach presenting 66 conclusions/statements that made up a common and legally non-binding approach concerning a series of issues relating to EU decentralised agencies. Conclusion/statement No 66 recommended that EU agencies be more active and communicate better in relation to fraud prevention.

With regard to the above, OLAF has drawn up the required methodology and guidance for EU agencies. Although not compulsory, such methodology is intended to guide and enable each agency to draw up a tailored anti-fraud strategy adapted to its specific context and risk profile and proportionate to it, having due regard to the costs and benefits of the measures to be implemented.

In June 2016, the EMCDDA's Management Board approved its anti-fraud strategy (DEC/MB/16/09), which reflected OLAF's methodology and guidance. It completed and developed the measures already taken by the EMCDDA on this matter, in particular rules on internal investigations by OLAF, initiatives for awareness-raising on staff ethics, rules on gifts and hospitality offered by third parties, and

guidelines on serious wrongdoing and whistleblowing. In this context, the strategy took into account the priorities set by the European Commission within the framework of the common approach on EU decentralised agencies, in particular the proper handling of conflicts of interest and the development of anti-fraud activities through prevention, detection, awareness-raising and closer cooperation with OLAF.

As a follow-up to the revision by the Commission of its anti-fraud strategy in 2019, the EMCDDA reviewed and updated its own strategy, which was adopted by the Management Board in December 2021. As per the closing provisions of the 2021 anti-fraud strategy, which stipulated that it should be replaced by a new strategy should be 'three years after its adoption, or, any time sooner, in the case a new founding Regulation of the Agency is adopted and enters into force', the Management Board of the EUDA adopted in December 2024 a new anti-fraud strategy for the Agency. The 2024 anti-fraud strategy took into account the latest methodology and guidance provided by OLAF in May 2024 and was sent to the Commission (OLAF and DG HOME), for consultation/information prior to submission to the EUDA Management Board. By having acceded on 31 May 1999 to the Interinstitutional Agreement of 25 May 1999 concerning internal investigations by OLAF and by having adopted the appropriate provisions applicable to its employees, the Agency is in line with the provisions on combating fraud in the new EUDA Regulation.

c. Prevention of conflicts of interest

The Management Board adopted the EMCDDA policy for the prevention and management of conflicts of interest (DEC/MB/14/18) on 5 December 2014. It was based on the above-mentioned common approach endorsed by the European Parliament, the Council and the Commission in July 2012, calling for the development and application in all EU decentralised agencies of a coherent policy on preventing and managing conflicts of interest concerning the members of the Management Board, the members of the Scientific Committee and the agencies' directors.

The policy took into account the main recommendations addressed to agencies in this area by the European Parliament (i.e. in the context of the discharge process), the European Court of Auditors (in its Special Report No 15/2012 on management of conflicts of interest in EU selected agencies), the European Ombudsman (on the occasion of his visits to several agencies, as part of a programme launched in May 2011) and the Commission's Internal Audit Service, in its capacity as internal auditor of the agencies.

The Commission worked closely with the agencies to prepare the model for the guidelines. In particular, the Heads of EU Agencies Network contributed to the preparation by gathering information about the agencies' experiences and best practices in the field.

Meanwhile, the following developments have made it necessary and opportune to adjust and update the policy for the prevention and management of conflicts of interest at the EUDA:

- The revised EU Financial Regulation entered into force in 2018 and it further improved the existing measures to protect the EU financial interests, and strengthened the rules on conflicts of interest.
- The Commission then issued new 'Guidance on the avoidance and management of conflicts of interest under the Financial Regulation', (Official Journal of the European Union 2021/C 121/01), that aims to raise awareness and promoting a uniform interpretation and application of the rules on avoidance of conflicts of interest.
- Regulation (EU) 2023/1322 establishing the EUDA, which entered into application on 2 July 2024, incorporates the concept of conflict of interest, expands its reach and commits the Management Board to publish annually on the Agency's website the declarations of interests of the Management Board members:

> *The members of the Agency's administrative and management structure shall not have any financial or other interests that could affect their impartiality. They shall act in the public interest and carry out their activities in an independent, impartial and transparent manner. They shall make an annual declaration of their interests, which may be accessible upon request.*

Therefore, the Management Board adopted the EUDA's policy for the prevention and management of conflict of interests (DEC/MB/24/15) on 4 July 2024, which concerns:

- the members of the EUDA Management Board;
- the members of the EUDA Scientific Committee;
- the members of the Reitox network;
- the Executive Director and the staff of the EUDA;
- the seconded national experts, trainees, interim staff and visiting experts at the EUDA.

This policy includes a set of controls to assess conflict of interest of the EUDA's staff, who are subject to the EU Staff Regulations and to the Conditions of Employment of Other Servants of the EU (e.g. at the moment of taking up duty, in relation to any conflicts of interest of spouses, acceptance of a decoration or honour). The EUDA's guidelines on the recruitment of staff, which was last updated in October 2024, also includes provisions on conflict of interest to be acted upon by the members of the selection committees during recruitment processes, together with a template for the declaration of absence of conflict of interest and of confidentiality.

The EUDA's consolidated annual activity report will refer to the implementation of the policy, the effectiveness of which should be regularly assessed, in order to adjust it as appropriate and required.

Annex XI. Plan for grant, contribution and service-level agreements

	General information					Financial and human resource impacts				
	Actual or expected date of signature	Total amount (EUR)	Duration	Counterpart	Short description		2024	2025	2026	2027
Grant agreement										
GA.24.RTX.001 - Austria	08/03/2024	100 000	31/12/2024	GESUNDHEIT OSTERREICH GMBH		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	-	-	-	-
						Number of SNEs	-	-	-	-
GA.24.RTX.002 - Belgium	16/02/2024	100 000	31/12/2024	SCIENSANO		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	-	-	-	-
						Number of SNEs	-	-	-	-
GA.24.RTX.003 - Bulgaria	12/02/2024	100 000	31/12/2024	NATIONAL CENTER OF PUBLIC HEALTH AND ANALYSES NCPHA		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	-	-	-	-
						Number of SNEs	-	-	-	-
GA.24.RTX.028 - Croatia	04/03/2024	90 000	31/12/2024	CROATIAN NATIONAL INSTITUTE OF PUBLIC HEALTH		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	-	-	-	-
						Number of SNEs	-	-	-	-
GA.24.RTX.004 - Cyprus	14/02/2024	100 000	31/12/2024	CYPRUS NATIONAL ADDICTIONS AUTHORITY		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	-	-	-	-
						Number of SNEs	-	-	-	-
GA.24.RTX.005 - Czechia	20/03/2024	100 000	31/12/2024	CESKA REPUBLIKA		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	-	-	-	-
						Number of SNEs	-	-	-	-
GA.24.RTX.006 - Denmark	14/02/2024	100 000	31/12/2024	DANISH HEALTH AUTHORITY		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	-	-	-	-
						Number of SNEs	–	–	–	–
GA.24.RTX.007 - Estonia	14/03/2024	100 000	31/12/2024	NATIONAL INSTITUTE FOR HEALTH DEVELOPMENT		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	–	–	–	–
						Number of SNEs	–	–	–	–
GA.24.RTX.008 - Finland	15/03/2024	100 000	31/12/2024	FINNISH INSTITUTE FOR HEALTH AND WELFARE		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	–	–	–	–
						Number of SNEs	–	–	–	–
GA.24.RTX.009 - France	13/02/2024	100 000	31/12/2024	OBSERVATOIRE FRANCAIS DES DROGUES ET DES TOXICOMANIES GIP		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	–	–	–	–
						Number of SNEs	–	–	–	–
GA.24.RTX.010 - Germany	23/02/2024	100 000	31/12/2024	IFT INSTITUTE FOR THERAPY RESEARCH		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	–	–	–	–
						Number of SNEs	–	–	–	–

	General information					Financial and human resource impacts				
	Actual or expected date of signature	Total amount (EUR)	Duration	Counterpart	Short description		2024	2025	2026	2027
GA.24.RTX.011 - Greece	14/02/2024	100 000	31/12/2024	UNIVERSITY MENTAL HEALTH, NEUROSCIENCES AND PRECISION MEDICINE RESEARCH INSTITUTE COSTAS STEFANIS		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	–	–	–	–
						Number of SNEs	–	–	–	–
GA.24.RTX.012 - Hungary	27/03/2024	100 000	31/12/2024	MAGYARORSZAG		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	–	–	–	–
						Number of SNEs	–	–	–	–
GA.24.RTX.013 - Ireland	12/02/2024	100 000	31/12/2024	THE HEALTH RESEARCH BOARD		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	–	–	–	–
						Number of SNEs	–	–	–	–
GA.24.RTX.014 - Italy	13/02/2024	100 000	31/12/2024	REPUBBLICA ITALIANA		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	–	–	–	–
						Number of SNEs	–	–	–	–
GA.24.RTX.015 - Latvia	14/02/2024	72 760	31/12/2024	SPKC DISEASE PREVENTION AND CONTROL CENTRE OF LATVIA		Amount (EUR)	72 760	100 000	100 000	100 000
						Number of CAs	–	–	–	–
						Number of SNEs	–	–	–	–
GA.24.RTX.016 - Lithuania	14/02/2024	100 000	31/12/2024	DRUG TOBACCO AND ALCOHOL CONTROL DEPARTMENT NTAKD		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	–	–	–	–
						Number of SNEs	–	–	–	–
GA.24.RTX.017 - Luxembourg	20/02/2024	100 000	31/12/2024	GROUSSHERZOG TUM VU LETZEBURG GRAND DUCHYOF LUXEMBOURG		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	–	–	–	–
						Number of SNEs	–	–	–	–
GA.24.RTX.018 - Malta	28/03/2024	50 954	31/12/2024	REPUBBLIKA TA MALTA		Amount (EUR)	50 954	100 000	100 000	100 000
						Number of CAs	–	–	–	–
						Number of SNEs	–	–	–	–
GA.24.RTX.019 - Netherlands	13/02/2024	100 000	31/12/2024	STICHTING TRIMBOS-INSTITUUT, NETHERLANDS INSTITUTE OF MENTAL HEALTH AND ADDICTION		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	–	–	–	–
						Number of SNEs	–	–	–	–
GA.24.RTX.020 - Poland	20/02/2024	100 000	31/12/2024	KRAJOWEGO BIURA DO SPRAW PRZECIWDZIALAN IA NARKOMANII		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	–	–	–	–
						Number of SNEs	–	–	–	–
GA.24.RTX.021 - Portugal	20/02/2024	100 000	31/12/2024	ICAD - INSTITUTE FOR ADDICTIVE BEHAVIOURS AND DEPENDENCIES		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	–	–	–	–
						Number of SNEs	–	–	–	–
	26/02/2024	100 000	31/12/2024			Amount (EUR)	100 000	100 000	100 000	100 000

	General information					Financial and human resource impacts				
	Actual or expected date of signature	Total amount (EUR)	Duration	Counterpart	Short description		2024	2025	2026	2027
GA.24.RTX.022 - Romania				THE NATIONAL ANTI DRUG AGENCY		Number of CAs	–	–	–	–
						Number of SNEs	–	–	–	–
GA.24.RTX.023 - Slovakia	28/03/2024	100 000	31/12/2024	SLOVENSKA REPUBLIKA		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	–	–	–	–
						Number of SNEs	–	–	–	–
GA.24.RTX.024 - Slovenia	19/02/2024	100 000	31/12/2024	NATIONAL INSTITUTE OF PUBLIC HEALTH		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	–	–	–	–
						Number of SNEs	–	–	–	–
GA.24.RTX.025 - Spain	20/02/2024	100 000	31/12/2024	REINO DE ESPANA		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	–	–	–	–
						Number of SNEs	–	–	–	–
GA.24.RTX.026 - Sweden	28/03/2024	100 000	31/12/2024	THE PUBLIC HEALTH AGENCY OF SWEDEN		Amount (EUR)	100 000	100 000	100 000	100 000
						Number of CAs	–	–	–	–
						Number of SNEs	–	–	–	–
Total grant agreements						Amount (EUR)	2 613 714	2 700 000	2 700 000	2 700 000
						Number of CAs				
						Number of SNEs				
Contribution agreements										
NDICI-GEO-NEAR/2022/438-917	21/12/2022	4 000 000	31/12/2027	EUROPEAN COMMISSION		Amount (EUR)	851 843	730 849	733 090	771 704
						Number of CAs	4	4	4	4
						Number of SNEs				
2022/436-162	20/12/2022	1 500 000	31/12/2026	EUROPEAN COMMISSION		Amount (EUR)	–	–	–	–
						Number of CAs	3	3	3	–
						Number of SNEs				
COPOLAD	15/07/2022	800 000	31/03/2025	ORGANIZZAZIONE INTERNAZIONALE ITALO-LATINO AMERICANA		Amount (EUR)	80 000	–	–	–
						Number of CAs	2	1	–	–
						Number of SNEs				
Total contribution agreements						Amount (EUR)	931 843	730 849	733 090	771 704
						Number of CAs	9	8	7	4
						Number of SNEs				
Service-level agreements (SLA)										
SLA-PMO		77 974.60		EUROPEAN COMMISSION		Amount (EUR)				
						Number of CAs				
						Number of SNEs				
SLA-DIGIT (HOSTING, PROCUREMENT, E-PRIOR, RACHEL, ETC)		36 788.00		EUROPEAN COMMISSION		Amount (EUR)				
						Number of CAs				
						Number of SNEs				
SLA-DG BUDG (ABAC)		55 000.00		EUROPEAN COMMISSION		Amount (EUR)				
						Number of CAs				
						Number of SNEs				
EUDA GSLA DIGIT-025-00 - PM2 SERVICES BY DIGIT		30 869.00		EUROPEAN COMMISSION		Amount (EUR)				
						Number of CAs				
						Number of SNEs				
SLA-Training		22 190.00		EUROPEAN COMMISSION		Amount (EUR)				
						Number of CAs				
						Number of SNEs				
		90 000.00				Amount (EUR)				

	General information					Financial and human resource impacts				
	Actual or expected date of signature	Total amount (EUR)	Duration	Counterpart	Short description		2024	2025	2026	2027
RENT JOINT CENTRE - SLA EMCDDA/EMSA AGREEMENT				EUROPEAN MARITIME SAFETY AGENCY		Number of CAs				
						Number of SNEs				
SLA ID CARDS		2 520.00		EUROPEAN COMMISSION		Amount (EUR)				
						Number of CAs				
						Number of SNEs				
EMCDDA-SLA CERT-EU-060 - 2024-2025		37 044.00		EUROPEAN COMMISSION		Amount (EUR)				
						Number of CAs				
						Number of SNEs				
Total service-level agreements						Amount (EUR)				
						Number of CAs				
						Number of SNEs				
TOTAL						Amount (EUR)				
						Number of CAs				
						Number of SNEs				

Annex XII. Strategy for cooperation with third countries and/or international organisations:

The EMCDDA's international cooperation framework was adopted by the Management Board in December 2017. The document can be found on the website at https://www.euda.europa.eu/publications/work-programmes-and-strategies/international-cooperation-framework_en. A revised version is currently being developed.

Annex XIII. Procurement for non-administrative activities envisaged for 2025

Pursuant to the applicable financial regulation, this annex presents the procurements for non-administrative activities that have been envisaged for the implementation of the EUDA work programme for 2025 whose value is not lower than EUR 60 000 and whose execution relies on the appropriations earmarked for this purpose in the EUDA budget for 2025.

Area	Scope / subject matter	Procurement procedure	Type of contract	Estimated budget for 2025 (EUR)
Main area 1: Health	Overdose monitoring (EU-save lives)	Open procedure	Service contract	100 000
Main area 1: Health	EU-Quality	Open procedure	Service contract	200 000
Main area 1: Health	Pharmacological profiling of emerging NPS	Negotiated procedure	Service contract	70 000
Main area 1: Health	Pilot sentinel network of European poison control centres	Negotiated procedure	Service contract	70 000
Main area 1: Health	Expanded production of analytical reference standards and generation of comprehensive and up-to-date analytical libraries	Open procedure	Service contract	100 000
Main area 1: Health	Threat assessment tools	Negotiated procedure	Service contract	90 000
Main area 1: Health	Threat assessment expert base	Negotiated procedure	Service contract	60 000
Main area 1: Health	Rapid monitoring digital interface for threat assessment activities	Negotiated procedure	Service contract	70 000
Main area 1: Health	Poldev - Portfolio of tools and services scaled up, in line with EUDA mandate requirements, to support policy development, implementation and evaluation in EU Member States and third countries	Open procedure	Service contract	160 000
Main area 1: Health	POL2 MILOU – Monitoring the Implementation of Laws – project launched	Open procedure	Service contract	150 000
Main area 1: Health	Preparedness scoping review: evaluation of evidence on available tools that can be used for evaluating readiness of countries to respond to drugs-related threats	Negotiated procedure	Service contract	100 000

Area	Scope / subject matter	Procurement procedure	Type of contract	Estimated budget for 2025 (EUR)
Main area 2: Security	Profiling of synthetic drugs, with initial priority on methamphetamine	Negotiated procedure	Service contract	120 000
Main area 2: Security	Monitoring and analysis of the nature and scope of drug-related violence and homicide in the EU	Negotiated procedure	Service contract	70 000
Main area 2: Security	Promising approaches, opportunities and barriers for interventions to prevent youth recruitment and participation in European drug markets	Negotiated procedure	Service contract	70 000
Main area 2: Security	Implement a system to monitor the situation regarding drug production in Afghanistan (heroin and methamphetamine)	Open procedure	Service contract	120 000
Main area 2: Security	Understanding the impact of drugs on the environment	Negotiated procedure	Service contract	100 000
Main area 2: Security	Develop framework for evaluation of national drug supply reduction strategies	Negotiated procedure	Service contract	70 000
Main area 2: Security	Exploration of drug-related violence data sources	Negotiated procedure	Service contract	100 000
Main area 3: Business driver B1 (Institutional)	Audiovisual products	Inter-institutional / joint procurement	Framework service contract	125 000
Main area 3: Business driver B3 (Scientific capacity)	An operational model for identifying gaps and defining priorities on European research needs in scientific areas relevant to the EUDA mandate	Inter-institutional / joint procurement	Framework service contract	100 000
Main area 3: Business driver B3 (Scientific capacity)	Increased preparedness through deep-dive study of future impact of emerging technologies on drug markets; delivery of healthcare services; surveillance and monitoring	Inter-institutional / joint procurement	Framework service contract	350 000
Main area 3: Business driver B3 (Scientific capacity)	A deep-dive foresight analysis on developments topics relevant to the EUDA mandate, such as drug-related violence, and their implications for EU regulations and research needs	Inter-institutional / joint procurement	Framework service contract	250 000

Area	Scope / subject matter	Procurement procedure	Type of contract	Estimated budget for 2025 (EUR)
Main area 3: Business driver B4 (Management)	Implementation of the 'EUDA organisational development plan' initiative	Open procedure	Service contract	300 000
Main area 3: Business driver B4 (Management)	Review of the strategic planning processes, including the prioritisation approach	Negotiated procedure	Service contract	130 000
Main area 3: Business driver B4 (Management)	ICT project management, digital solutions, data and analytics, infrastructure and operations, cybersecurity	Open procedure	Framework service contract	600 000

Note: Procurements are planned on a multi-year basis with a tender launch and contract signature during the year 2025. The column 'Estimated budget for 2025' provides only the amount of the concerned contract that is to be executed during the financial year 2025. Therefore, it does not provide the total value of the ceiling of the contract.

Annex XIV. Risk factors

A number of risk factors that may have an impact on the Agency's ability to implement the SPD 2025–2027 has been identified through the annual risk assessment exercise. An overview is presented below. The risk assessment is driven by the entry into force of the EUDA Regulation. It provides the Agency with a new mandate, with expanded tasks and activities, a very significant budget increase (74 % in 2024 and 84 % in 2025 using 2023 as a baseline) ([25]), as well as a significant increase in staff figures (17 % in the 2024 and 29 % in 2025, using the 2023 establishment plan as a baseline).

These are challenges that affect the EUDA's internal organisation, resources and operations and they are reflected in the 2025 risk assessment and probably in the next few years also, as the implementation of the new mandate will be a gradual one.

A. External risks

Geopolitical dimension

- Russia's war on Ukraine, launched in February 2022, is still raging with no end in sight. This war may impact the Agency directly — for instance in terms of services to be provided to Ukrainian migrants to the European Union, who are vulnerable to drug use — and indirectly — because of the economic consequences of a long-lasting war on the borders of the European Union (with a potential shift in the allocation of resources at EU level).
- The conflict in the Middle East, started in October 2023, is spreading in the region in 2024, with unpredictable consequences for regional and global economic and political stability and also with no end in sight.
- Political instability and insecurity, government restructuring and lack of engagement from the beneficiary countries of the EUDA's technical assistance projects (outside EU). This harms the effectiveness of these projects and limits the capacity-building activities at national level.
- Changes in the European political landscape following the 2024 elections ([26]), and possible redefinition of EU priorities at a time when major policy documents, such as the EU drugs strategy and action plan on drugs 2021–2025, are coming to an end.
- Elections in the United States, whose results have a major potential impact on global developments, including in the European Union.

The geopolitical situation noted above will necessarily have an impact on the global drug phenomenon in a host of unpredictable ways. The EUDA will have to adapt to any changes flexibly and promptly.

([25]) Source: EMCDDA preliminary draft budget for 2025 (core budget).

([26]) Such as the European Parliament, European Commission, and the president of the European Council.

Member States' dimension

The new Regulation provides for additional and innovative tasks that are to be agreed with the national focal points (NFPs). There is a risk of NFPs having insufficient capacity to comply with the legal and contractual obligations of Member States to the EUDA, affecting the quality and/or the quantity of the data reported by the network, the capacity of the NFPs to support decision-making at national level, and ultimately the EUDA's ability to have a comprehensive view to support decision-making at EU level. This risk might be due to a lack of adequate financial resources, of additional expertise or competencies, and/or to constraints stemming from different planning cycles in the EUDA and NFPs. The new regulation includes the mandatory assessment of all NFPs, which foresees that in case a NFP doesn't fulfil its tasks, the Management Board could take a decision to suspend the co-financing.

B. Internal risks

Changes in leadership and senior management

The Executive Director finishes his second mandate in December 2025 and two heads of unit and the Scientific Director retire in 2024–2025. This will be followed by the respective replacement processes (one of which took place in 2024).

These top-level changes will have an impact on some of the strategic and key operational decisions to be taken by the new EUDA. Other risks refer to the loss of some corporate knowledge and delays in some activities while the new managers are recruited and brought up to speed.

Change management

The transformation of the EMCDDA into the EUDA in 2024 involves a significant organisational transformation. The Agency changes not only its name, but also part of its identity and culture. This will be accelerated by a major growth in human resources, and many new colleagues will be expected to leave their own mark on its changing culture.

The shift from 'Monitoring Centre' (EMCDDA) to 'Agency' (EUDA), that is, from a focus on monitoring to one that includes advice and action, requires a transformation of work processes, the adoption of new technology, and an overall increase in organisational agility. The adaptation, which will take time and effort, may carry risks of resistance, organisational fatigue and inefficiencies if not properly managed.

Pressure on existing human resource capacity

The increase in the Agency's budget translates into an increase in procurement activities, in terms of number, value and technical aspects. It is essential to ensure that there is sufficient capacity and technical expertise in place to handle the additional workload and avoid bottlenecks in the workflow. This is to prevent delays in the execution of the procurement plan and the underlying activities, as well as unsound financial management. The new budget envelope also includes an increase in the establishment plan. While up to 40 new posts are expected to be filled by 2027, recruiting, onboarding and preparing new staff to lead important projects will require additional effort from existing staff. The latter will be required to manage the transition to the new Agency, while

continuing to deliver on the Agency's core commitments and potentially learning to work in new areas and serve more diverse customer groups.

Planning and coordination capacity to support the transition to new mandate

While the Agency's new regulation has been in application since 2 July 2024, the adaptation and transition to the expanded mandate will take place gradually over the period 2024–2027. The success of this transition will also depend on the EUDA's planning capacity. It is essential that 'planning' is well resourced in order to act, together with senior management, to mitigate the risks associated with incomplete identification and prioritisation of business needs, insufficient internal communication and coordination, ineffective prioritisation of tasks or overlapping tasks and processes, which if they occur could jeopardise the clear definition of a step-by-step approach to fulfilling the new mandate as intended. This is a high-level endeavour pursued at managerial level and involving all units.

Security posture and performance of IT services

The EUDA relies on the operationality and effectiveness of its IT infrastructure for the development of its activities. With the addition of new ICT-enabled services stemming from the new mandate, this dependency will increase. Cybersecurity vulnerabilities pose a significant risk of disruption to services and operations, as well as data loss, regardless of the likelihood of the threat materialising. . Furthermore, compliance with the Cybersecurity Regulation presents its own challenges in terms of timely alignment of requirements. The Agency must maintain and further develop its resilience to these challenges, particularly in the context of the new mandate, increased tasks and stakeholders' expectations.

C. Cross-cutting risks

High expectations on the part of stakeholders and customers

The transition to a fully-fledged European Union Drugs Agency has raised expectations about the kinds of deliverables and outputs that will be produced by the Agency. Higher expectations have already had an impact on the Agency's work even before the entry into application of the EUDA Regulation. In particular, the Agency has seen an increase in the number of requests from different stakeholders for every kind of support and information.

There is a reputational risk if the EUDA is not prepared to fulfil the expectations of its main stakeholders from the onset of its expanded mandate. The risk might take several forms. For instance, in the first two years, the Agency may have insufficient technical capacity to prepare and implement the new mandate, due to difficulties in recruiting the additional expertise necessary, or to delays in upgrading its infrastructure. The situation may be amplified by unrealistic expectations from customers that all services can be delivered at the usual intensity from the very beginning of the new mandate.

Engagement with new stakeholder groups

The Agency will have to adapt its way of communicating with its stakeholders and step up its engagement with diverse customer groups, for example, civil society organisations and law enforcement practitioners. This undertaking requires the definition of a new stakeholder engagement strategy that is aligned with the new mandate. Should the effort be delayed, it may

affect the Agency's ability to collaborate effectively with its new stakeholders, with consequent reputational risks.

Availability of qualified external expertise to support the new activities

In addition, past experience has shown that it is difficult to find good contractors to work in some highly specialised areas. While the EUDA budget available for contracts is increasing significantly, finding the required external expertise will potentially be even more challenging than in the past. Nonetheless, it will be key to the successful implementation of the Agency's new activities.

EUDA
EUROPEAN UNION DRUGS AGENCY

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