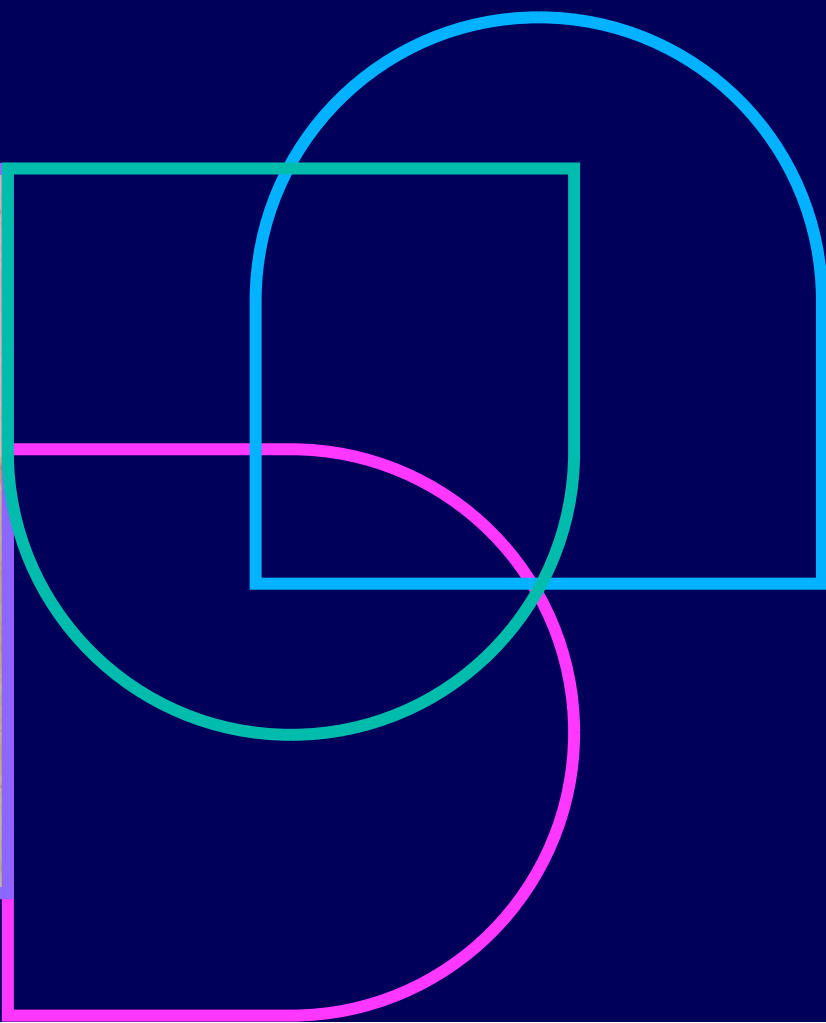


Consolidated Annual Activity Report 2024

Key achievements and governance:
A year in review





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On 2 July 2024, the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) became the European Union Drugs Agency (EUDA). Throughout this report, we refer to the Agency as the EUDA, even when discussing activities and events that took place prior to the name change. This ensures consistency and clarity for our readers.



List of acronyms and abbreviations

ABAC	electronic management and accounting system
BPP	Best Practice Portal
CA	contract agents
CAAR	Consolidated Annual Activity Report
CADAP	Central Asia Drug Action Programme
CCSA	Canadian Centre on Substance Use and Addiction
C-EHRN	Correlation – European Harm Reduction Network
CELAC	Community of Latin American and Caribbean States
CEPOL	European Union Agency for Law Enforcement Training
CERIS	Community for European Research and Innovation for Security
CICAD	Inter-American Drug Abuse Control Commission
CND	United Nations Commission on Narcotic Drugs
COPOLAD	Cooperation Programme between Latin America, the Caribbean and the European Union on Drugs Policies
COSI	Standing Committee on Operational Cooperation on Internal Security
CSFD	Civil Society Forum on Drugs
CSO	civil society organisation
DCRs	drug consumption rooms
DG	Directorate-General
DG HOME	Directorate-General for Migration and Home Affairs
DRD	drug-related deaths and mortality (EUDA indicator)
DRID	drug-related infectious diseases (EUDA indicator)
ECA	European Court of Auditors
ECDC	European Centre for Disease Prevention and Control
ECDD	Expert Committee on Drug Dependence (World Health Organization)
ECHA	European Chemicals Agency
ECID	Extranets, Collaboration, Intranet and Document Management
EDAS	European Drug Alert System
EDMR	EU Drug Markets Report
EDND	European Database on New Drugs
EDR	European Drug Report
EDSS	European Drugs Summer School
EDWS	European Drugs Winter School
EFSA	European Food Safety Authority
Efus	European Forum for Urban Security
EHRC	European Harm Reduction Conference
EIGE	European Institute for Gender Equality
EMA	European Medicines Agency
EMAS	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
ENDCR	European Network of Drug Consumption Rooms
ENP	European Neighbourhood Policy
ERISSP	European Reporting Instrument on Sites related to Synthetic Production
ESCAPE	European Syringe Collection and Analysis Project Enterprise
ESPAD	European School Survey Project on Alcohol and Other Drugs
ETAS	European Threat Assessment System
EU	European Union
EUAA	European Union Agency for Asylum
EUAN	EU Agencies Network
EU-ANSA	EU Agencies Network on Scientific Advice
EUDA	European Union Drugs Agency
EU4MD II	EU4Monitoring Drugs II project
eu-LISA	European Union Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice
EUPC	European Prevention Curriculum
Euro-DEN Plus	European Drug Emergencies Network
EWS	Early Warning System
GEDI	Gender, Equality, Diversity and Inclusion Forum
GPS	prevalence and patterns of drug use among the general population (EUDA indicator)
HCV	hepatitis C virus
HDG	Horizontal Drugs Group
HFP	heads of national focal points
HR	human resources
IAS	Internal Audit Service
ICAD	Portuguese Institute on Addictive Behaviours and Dependencies
ICF	Internal Control Framework
ICS	Internal Control Standards
ICT	information and communication technology
IILA	Italo-Latin American International Organization
INCB	International Narcotics Control Board
IPA	Instrument for Pre-accession Assistance
ISAJE	International Society of Addiction Journal Editor
ISSDP	International Society for the Study of Drug Policy
JHA	Justice and Home Affairs
JRC	Joint Research Centre
KPI	key performance indicator
LAC	Latin America and the Caribbean
LIBE	European Parliament Committee on Civil Liberties, Justice and Home Affairs
MDMA	3,4-methylenedioxymethamphetamine



MoU	Memorandum of Understanding
NDO	national drug observatory
NEWS	national early-warning system
NFP	national focal point
NIPH	National Institute of Public Health
NPS	new psychoactive substances
NSO	new synthetic opioids
OAP	operational action plan
ODP	Organisational Development Plan
OLAF	European Anti-Fraud Office
OSI	open-source information
PDU	problem drug use (EMCDDA indicator)
PLATO	Practice Training Platform
RDF	Reitox Development Framework
Reitox	Réseau Européen d'Information sur les Drogues et les Toxicomanies (European information network on drugs and drug addiction)
RTX	Reitox and external partners
SCORE	Sewage analysis CORE group Europe
SDRR	serious drug-related risks
SENDA	Servicio Nacional para la Prevención y Rehabilitación del Consumo de Drogas y Alcohol (Chilean Service for the Prevention and Rehabilitation of Drug and Alcohol Consumption)
SICAD	Serviço de Intervenção em Comportamentos Aditivos e Dependências (Portuguese General Directorate for Intervention on Addictive Behaviours and Dependencies)
SLA	service-level agreement
SMART	Synthetics Monitoring: Analyses, Reporting and Trends
SNE	seconded national experts
SPD	Single Programming Document
SSA	Society for the Study of Addiction
SSC	semi-synthetic cannabinoid
TA	temporary agents
TDI	treatment demand indicator (EUDA indicator)
TEDI	Trans European Drug Information
TOT	Training of Trainers
UN	United Nations
UNICRI	United Nations Interregional Crime and Justice Research Institute
UNODC	United Nations Office on Drugs and Crime
WA	working arrangement
WB	Western Balkans
WHO	World Health Organization



Foreword



Franz Pietsch
Chair of the EUDA
Management Board



Alexis Goosdeel
EUDA Executive
Director

We are proud to present the first *Consolidated Annual Activity Report* of the European Union Drugs Agency (EUDA), which provides an overview of the Agency's key achievements in 2024.

This was the year when the EUDA was born, taking the relay from the European Monitoring Centre for Drugs and Drug Addictions (EMCDDA).

This long-anticipated event took place on 2 July, the date on which the EUDA Regulation entered into application. It was not without emotion that we closed the three-decade long chapter written by the EMCDDA – the Lisbon-based agency that proved that effective drug policies can only be built on scientific evidence – and opened a fresh, exciting chapter, which is now being written by the new, and stronger, European Union Drugs Agency. This was a moment of high significance and joy, which we celebrated with our ever-dedicated staff, our close stakeholders and our partners. It was also the start of our full commitment to the EUDA's new mission, which is EU preparedness on drugs.

We made this commitment at the constituent meeting of the EUDA Management Board, on 4 July, when the new EUDA mission and vision were presented and vital institutional decisions were made for the efficient functioning of the new Agency.

While at institutional and organisational level all the efforts were focused on preparing, launching, and starting to develop the new Agency, our core business activities continued, and expanded, to provide new high-quality services to the EU and national drug policymakers and drug professionals in the Member States and beyond.

These offerings included three digital-first flagship publications. In addition to the *European Drug Report 2024*, a new module of the *European Responses Guide* was released on *Drug consumption rooms*. Furthermore, the next four modules – *Heroin and other opioids*, *Drivers and facilitators*, *New psychoactive substances (NPS)* and *Key insights for policy and practice*



– were launched for the fully digital fourth edition of the joint EMCDDA-Europol *EU Drug Markets: In-depth analysis*.

We also released new information-rich analyses on priority policy and practice areas (such as harm reduction, therapeutic use of psychedelic substances and the impact of economic recessions on the use of illicit drugs), and almost 3 million people visited our website during the year – a record number.

Over 1 700 health and law enforcement drug professionals benefited from the training activities organised by the EUDA, alone or in cooperation with partners. This included the successful roll-out of the European Prevention Curriculum programme, which aims to sustainably develop the drug prevention force in the EU and partner non-EU countries.

While the EU Early Warning System on new psychoactive substances (NPS) reached the milestone of 1 000 NPS notified for the first time, further steps in strengthening EU preparedness on drugs were taken, through the establishment of the European Drug Alert System (EDAS), the European Network of Forensic and Toxicological Laboratories, and the European Threat Assessment System (ETAS).

At the same time, the EUDA set up its new drug precursor monitoring and analysis capability. At the request of the European Commission, precursor assessments on nine substances were carried out by the Agency during the year.

While EU institutions remained our key customers, the ultimate beneficiaries of our established, new or upgraded services are the citizens of the EU. With that in mind, in November we organised in Brussels, in collaboration with our partner Directorate General in the European Commission – DG Home – the first European Conference on Drug-Related Violence. Two hundred experts from policy, practice, research and civil society met to provide a cross-sectoral perspective of how drug-related violence affects people's lives, businesses and economies, and requires a unified and coordinated EU approach in response. How to break the cycle of drug-related violence and build a better future was the focus of this highly successful event.

We also worked with prestigious partners to bring together internationally acclaimed researchers, practitioners and policy experts at the fifth European Conference on Addictive Behaviours and Dependencies – Lisbon Addictions 2024 – the largest event of this kind to date, which took place in October. Under the forward-looking theme 'Empowering the workforce of the future', over 2 100 participants from 95 countries met to share their knowledge and expertise in the contemporary addictions field. For the first time, the participants included 200 young researchers, due to a dedicated programme for Early Career Researchers.

Both events gave us the opportunity to expand and enhance our collaboration with a broader spectrum of partners, including civil society organisations, with whom the EUDA plans to build stronger ties in the future. This all-inclusive, multi-dimensional approach to tackling drugs will allow us to increase our reach to people in need and European citizens in general, and will leverage the value and impact of our work.

In the new mandate, the EUDA's work with non-EU partners will also be strengthened. Reflecting this development, partners from non-EU countries joined us on the second day of our inaugural Management Board meeting on 5 July, for geostrategic discussions focused on the international dimension and emerging drug trends. Furthermore, we continued the successful implementation of the technical assistance projects with non-EU countries,



namely the Instrument for Pre-accession Assistance (IPA8), for candidates and potential candidates to the EC, and EU4Monitoring Drugs II (EU4MD II), for neighbouring countries, as well as the Cooperation Programme between Latin America, the Caribbean and the European Union on Drugs Policies (COPOLAD III). We signed four new working arrangements, with Colombia, Ecuador, Chile and Montenegro respectively, and concluded an updated working arrangement with Ukraine.

In 2024, we became a new agency, we changed our brand identity and significantly increased the scale of our operations. We started the largest recruitment and onboarding programme to date and we embarked on the most significant organisational and cultural transformation in the history of our organisation. While doing that, we designed and delivered new services, increased our role as a drug knowledge broker in the EU and beyond, and continued to pursue operational excellence in everything we did.

However, this was not a lonely journey, since we were always accompanied by our most trusted partners. First, our Reitox network of NFPs, the backbone of our past and future monitoring effort. It will be our mission to support their growth alongside our growth, to implement our new mandate successfully. The new Reitox Alliance that we started to build together in 2024 will be our joint commitment for a sustainable, renewed partnership in the years to come.

We also acknowledge our other partners in the EU, in particular the European Parliament, the Council and the Commission, without which the EUDA would not exist today. Our special gratitude goes to Ms Ylva Johansson, European Commissioner for Home Affairs until November 2024, for her tireless, vital support of our work. Commissioner Johansson's inspirational words at the launch of the EUDA on 3 July have been guiding our work.

Special thanks also go to our EMCDDA Scientific Committee who ended their mandate in 2024 – their support was crucial in our preparation for the transition to the EUDA. We know that we can now count on the new EUDA Scientific Committee to guide our activities further.

The successful transformation of our Agency could not have been possible without the ongoing steering and supervisory role of our Management Board, and we express all our gratitude to them.

However, our final words go to our staff. It was their effort, dedication, strength and resilience that ultimately led to the outstanding transformation of the EMCDDA into the EUDA. It has been a big privilege for us to count on them, every day of this exceptional year of 2024. Together we are now *acting today, anticipating tomorrow*.

We invite you to read the first *EUDA Consolidated Annual Activity Report*, an unmatched year in review.



Mission statement

On 2 July 2024, the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) became the European Union Drugs Agency (EUDA), following the entry into force of [Regulation \(EU\) 2023/1322](#) of the European Parliament and the Council, on the European Union Drugs Agency (EUDA) and repealing Regulation (EC) No 1920/2006 (the founding Regulation of the EMCDDA – recast). With a more proactive remit, adapted to the current reality, the new EUDA will be better equipped to support the EU and its Member States in addressing emerging issues in this field.

Mission

The Agency's overall mission is to strengthen EU preparedness on drugs through four key interconnected service categories: anticipate, alert, respond and learn.

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 EU preparedness on drugs. To this end, the Agency will aim to:

- **anticipate** future drug-related challenges and their consequences;
- **alert** in real time on new drug risks and threats to health and security;
- **respond** by assisting the EU and its Member States in strengthening their responses to the drug phenomenon;
- **learn** by facilitating EU-wide knowledge exchange and learning for evidence-based policies and interventions.

Values

EUDA staff members are committed to the EU and its overall values. More specifically, four core values guide our work:

- Scientific excellence – advancing evidence-based knowledge to underpin sound decision-making and research.
- Integrity and impartiality – working professionally, objectively, impartially, independently and transparently.
- Customer focus and service orientation – anticipating customers' evolving needs and producing timely and tailored material to help anticipate new threats and adopt informed policies.
- Efficiency and sustainability – prioritising activities that deliver value, respect cost-effectiveness, and promote corporate sustainability.



Our manifesto



Today, drugs can take on many shapes and forms.

They permeate society, accessible to anyone, anywhere.

That's where we step in — the EUDA, your European Union Drugs Agency.

Our mission is to monitor drug trends, alert on emerging threats, share science-based knowledge, and learn from you and for you to develop robust responses.

Your lived experience inspires our work.

With over 100 experts from across Europe, we believe in our collective ability to address drug issues and strengthen EU preparedness, engaging with partners for change.

Vigilance is our watchword.

Our data will be your tool for shaping effective policies and field programmes.

Our alerts will be your signals for quick and decisive action.

Our recommendations will help boost the impact of your work.

EUDA — we stand with you.

Acting today, anticipating tomorrow



Management Board's analysis and assessment

The EUDA Management Board has analysed and assessed the Authorising Officer's (Executive Director's) *Consolidated Annual Activity Report* for the financial year 2024.

On 2 July 2024, the new European Union Drugs Agency (EUDA) officially replaced the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA), which had been operating in Lisbon since 1995. The official EUDA launch ceremony and press conference took place on 3 July at the Agency's headquarters, in the presence of the European Commissioner for Home Affairs, Ylva Johansson. The inaugural meeting of the EUDA Management Board on 4-5 July 2024 brought together the formally nominated Management Board members for the first time, to take key institutional decisions linked to the new EUDA Regulation. On 5 July, the meeting was extended to include high-level representatives from candidate countries and potential candidates to the EU, and non-EU countries with which the EUDA collaborates. Geostrategic discussions focused on international cooperation and emerging drug trends.

The Management Board appreciates the smooth transition from the EMCDDA to the EUDA, which helps to strengthen the Agency's work in addressing Europe's drug policy challenges. While reaffirming its core mission and embracing new opportunities, the Agency has laid the groundwork for the future. It will now build on its accomplishments by anticipating emerging challenges, alerting stakeholders to evolving trends, responding effectively to shifting circumstances and learning from each experience – thereby ensuring robust and informed support for policymakers and professionals across the EU and beyond.

The Board highlights the virtual launch of the 2024 *European Drug Report: Trends and Developments* (EDR) on 11 June, with the participation of Commissioner Ylva Johansson and the Chair of the Management Board, Dr Franz Pietsch (video messages). The Agency launched a call to action at the first European Conference on Drug-Related Violence, organised by the EUDA in collaboration with the European Commission (Directorate-General for Migration and Home Affairs – DG HOME) on 26-27 November in Brussels, which brought together diverse voices from policy, practice, research and civil society.

The Agency showed operational efficiency with agile implementation of the 2024 work programme, while preparing the implementation of the new EUDA Regulation. As the Budget Committee and the Executive Board pointed out, the EUDA achieved an excellent execution rate for commitment appropriations of 100 %. The rate of cancellation of 2024 payment appropriations exceptionally amounted to 10.49 %, corresponding to the cancellation of EUR 3 401 035. The Management Board acknowledges that this cancellation rate is the result of the constraints that affected the EUDA's capacity to spend its 2024 budget, in a context where the actual use of a significant part of the EU 2024 subsidy, entered into the initially adopted 2024 budget, was de facto not possible until 2 July 2024. This concerned EUR 14 137 000 stemming from the new mandate, whose use depended on the entry into application of the EUDA Regulation on 2 July 2024.

In conclusion, the Management Board welcomes the 2024 consolidated annual activity report, which provides an excellent overview of the Agency's achievements and very good



level of performance and implementation of the work programme, considering the challenges posed by the transition to the EUDA.

Executive summary

This report details the implementation of the European Union Drugs Agency's (EUDA) 2024 work programme, the first year of the multiannual Single Programming Document ([SPD](#)) [2024-2026](#). Closely aligned with the EMCDDA Strategy 2025, the report reflects the Agency's activities across its three core drivers: health, security and business.

In 2024, the EUDA embarked on its first year of operation following its transition from the EMCDDA on 2 July. Equipped with new tools and expanded competences, the Agency now plays a pivotal role in strengthening the EU's response to emerging drug-related health and security challenges. With stronger powers than its predecessor, the EUDA will strive to enhance EU preparedness, enabling the Union and its Member States to anticipate and effectively address evolving drug threats.

Transversal work: health and security

In 2024, the EUDA continued to produce timely and high-quality information, strategic and situational analysis, and threat assessments to inform policy and practice. The Agency's most tangible outputs are its publications, some of which are produced in cooperation with partners. A total of 33 scientific and institutional publications were produced in 2024. The EUDA also authored or co-authored 16 scientific articles and book chapters published in prestigious journals and publications, which enhanced its scientific reputation.

The *European Drug Report 2024* (EDR), the EUDA's yearly flagship publication, was launched on 11 June 2024 during a virtual press conference connecting Brussels, Vienna and Lisbon. The event featured key speakers, including Ylva Johansson, European Commissioner for Home Affairs; Franz Pietsch, Chair of the EUDA Management Board (Austria); and Alexis Goosdeel, Executive Director of the EUDA. The EDR was accompanied by the *2024 Statistical Bulletin*, which includes national datasets and is based on data from 29 countries (EU 27, Türkiye and Norway).

Participation in drug-related events and training and capacity-building activities remained crucial for disseminating knowledge. In 2024, over 1 700 professionals from the drugs field were trained, including health workers, law enforcement officers and policymakers. Around 1 400 professionals also attended the eight webinars the EUDA organised during the year.

Below are specific highlights from the EUDA's work in the three main areas – health, security and business drivers. Details are given in the later sections of the report and in the annexes.

Health area

Through its Strategy 2025, the Agency is committed to improving public health in Europe by addressing major drug-related concerns. In 2024, key priorities remained unchanged: reducing drug-related deaths, promoting hepatitis C testing and treatment among people who inject drugs, and supporting evidence-based prevention interventions.



Continuous monitoring efforts throughout the year backed the EUDA's information and analysis in the health area. Based on the five EUDA key epidemiological indicators, its core monitoring activities were further strengthened by significant contributions from the Reitox network of national focal points (NFPs), which are the Agency's main data providers in the Member States.

Innovative data sources

New data sources continued to be developed and implemented, providing timely and complementary insights into European drug use. The EUDA strengthened its collaboration with several innovative initiatives, including wastewater analysis, web surveys, hospital emergencies, drug checking and syringe analysis. Data from these partnerships contributed to multiple Agency outputs in 2024.

The latest findings from the European Web Survey on Drugs, conducted between May and June in 35 countries including EU Member States, the Western Balkans, European Neighbourhood Policy (ENP)-East, and ENP-South countries/partners, offered new insights into cannabis use patterns, polysubstance use and emerging drug trends. The most recent wastewater analysis results, published in March in collaboration with the Sewage analysis CORE group Europe (SCORE), showed continued increases in cocaine detection across 50 European cities. The European Syringe Collection and Analysis Project Enterprise (ESCAPE) highlighted a diverse range of injected substances, underscoring the complexity of Europe's drug landscape.

Additionally, the EUDA published an update on the European Drug Emergencies Network (Euro-DEN Plus), offering new data and analysis on acute drug toxicity presentations to emergency services in the EU, Norway, Switzerland, the United Kingdom and selected partners in the Western Balkans and the European Neighbourhood Policy area on acute drug toxicity presentations to emergency services. A new interactive tool was introduced, allowing users to explore trends in drug-related emergencies by year, location and substance. The Agency also released updated drug-checking data from the Trans European Drug Information (TEDI) project, providing real-time information on the composition of drugs circulating in Europe.

Strengthen EU preparedness on drugs

The EU Early Warning System (EWS) continued to play a critical role in detecting and responding to emerging drug threats on new psychoactive substances (NPS). In 2024, the EWS formally notified 47 new substances, bringing the total number of monitored NPS to approximately 1 000. Three public health-related communications, including alerts, were issued to the EWS network.

Additionally, the EUDA participated in international policy discussions on synthetic opioids and fentanyl-related threats, providing expert input to EU policymakers and contributing to global initiatives, such as the Global Coalition to Address Synthetic Drug Threats.

The new Regulation, which transformed the EMCDDA into the EUDA, extended the Agency's mandate with the ultimate goal of strengthening the European Union's preparedness on drugs. New mechanisms have been created to help achieve this goal.



- The **European Drug Alert System (EDAS)** was developed to issue alerts when serious drug-related risks appear on the market. In 2024, the EDAS key concepts document was drafted in collaboration with the Reitox NFPs. National EDAS contact points were nominated, and a preparatory meeting in September gathered around 80 EWS correspondents to define the system's operation.
- The **European Network of Forensic and Toxicological Laboratories** was launched to enhance information exchange on new drug trends and train national forensic and toxicology experts. The inaugural meeting in November brought together representatives from 63 laboratories across 27 EU Member States, Norway and Türkiye.
- The **European Threat Assessment System (ETAS)** was initiated to strengthen situational awareness, preparedness and response activities at the EU level. A pilot health and security threat assessment on new synthetic opioids (NSOs) in the Baltic States was launched in 2024, to inform EU decision-makers and mitigate rising fatalities in the region.

Knowledge sharing

The EUDA continues to identify best practices in interventions throughout the EU and beyond, and the factors that determine their effectiveness. The main dissemination channel for this information is the Best Practice Portal (BPP), which provides full details and up-to-date references.

The EUDA continued to implement the European Prevention Curriculum (EUPC) by training national trainers and prevention professionals across the EU. In 2024, EUPC 'Training of Trainers' (TOT) workshops were held in Berlin and Lisbon, with 31 professionals from multiple EU and non-EU countries completing the intensive training.

In partnership with the University Institute of Lisbon, the EUDA delivered the online European Drugs Winter School (EDWS) in February (27 students), focused on gender-responsive policy approaches to drug-related issues, and the European Drugs Summer School (EDSS) in June-July, which explored psychostimulants and their health and social implications. The summer school brought together 58 students from 27 nationalities.

Harm reduction

In the critically important area of harm reduction, the EUDA continued to promote good practice, including the integration of evidence-based practices, interventions and policies into routine healthcare and public health settings.

In 2024, the EUDA released a new miniguide on drug consumption rooms (DCR), providing practical guidance on their implementation. A webinar held in May brought together over 400 experts to discuss DCR models and their impact. This digital resource offers practical advice for practitioners and policymakers for designing, targeting and implementing effective responses to drug-related health challenges.

The EUDA intensified its harm reduction work by focusing on responses to drug-related health risks, particularly among people who inject drugs. In 2024, the Agency released an updated version of the viral hepatitis elimination barometer, which enhances national monitoring tools to assess progress toward the World Health Organization's (WHO) 2030 targets for eliminating hepatitis C as a public health threat.



The EUDA also published new survey guidance on monitoring HIV and viral hepatitis among people who inject drugs, outlining key steps for designing and implementing data collection efforts. To complement this, the Agency released a best practice guide featuring real-world examples of effective national survey implementation.

To mark International Overdose Awareness Day (August 31), the EUDA updated the data explorer and [Frequently asked questions on drug-related deaths](#). This tool offers new data and analysis on trends in mortality rates due to drug-induced deaths by country, age group and sex. It also highlights the concerns in this area, including the increase in number of deaths associated with nitazenes and an increasing number of deaths among young persons in some European countries. In 2024, responses to reduce drug-induced deaths are presented with a focus on improving overdose prevention for young people.

Policy support

In 2024, the EUDA played a key role in shaping EU drug policy by providing high-quality technical input for institutional meetings, policy discussions and key requests. The Agency efficiently handled every institutional ad hoc request received from key stakeholders, most of which came from the European Commission. It also contributed to key institutional meetings, including the Horizontal Drugs Group (HDG) and the Standing Committee on Operational Cooperation on Internal Security (COSI), and provided expert support on prison policies, cannabis regulation and drug strategies.

The Agency supported the Belgian and Hungarian EU Council Presidencies, providing input at HDG meetings, notably on quality standards and synthetic opioids, among other topics. It also provided input at National Drugs Coordinators' meetings, and at EU policy dialogues with partners such as China, the United States, the Community of Latin American and Caribbean States (CELAC) and the Western Balkans. Two selected meetings on demand and on supply reduction have been organised with China.

At the 67th session of the UN Commission on Narcotic Drugs (CND) in Vienna, the EUDA supported the European Commission and EU Member States, contributed to discussions on civil society's role in drug monitoring, and co-organised and provided technical presentations at side events.

In 2024, the EUDA continued its cooperation with the Pompidou Group, building on the shared commitment to evidence-based drug policy. It also collaborated with national governments on drug legislation and enforcement technical discussions. Briefing notes on synthetic drug production in Europe were produced for the EU Presidency, HDG members and the European Commission. Additionally, contributions to drug policy dialogues were provided, among others for the dialogues between the EU and Colombia, Brazil, Mexico, the United States and the Western Balkans, respectively.

The EUDA continued to provide evidence-based insights on emerging drug issues, including semi-synthetic cannabinoids, nitrous oxide and drug consumption rooms. It hosted the 25th Legal and Policy Correspondents Network meeting, fostering knowledge sharing on policy challenges. It also advised on national drug strategies and supporting evaluations in Ireland, Finland and Moldova and provided technical input on NPS control systems and early warning mechanisms.



Monitoring cannabis policy

The evolving cannabis policy landscape remained a key area of focus in 2024. The EUDA maintained its 'Regulatory Cannabis – news feed', a rapid information system tracking global cannabis policy developments, as regulatory models shift worldwide. The Agency participated in the 3rd Ministerial Platform on Responsible Cannabis Regulation, where Germany, Luxembourg, Malta, the Netherlands, the Czech Republic and Switzerland explored new approaches to cannabis regulation. The EUDA also led structured sessions on cannabis policy at the Lisbon Addictions Conference in October.

Additionally, the EUDA contributed to an expert seminar on cannabis regulation and provided insights to the House of Commons Standing Committee on Health in Canada, reinforcing its role as a global knowledge hub for emerging drug policies.

To support international policy collaboration, the EUDA, together with the National Council on Drug Abuse in Jamaica, co-organised a bi-regional workshop on cannabis policies in Kingston, Jamaica, bringing together experts from Latin America and the Caribbean. The technical report *Monitoring and evaluating changes in cannabis policies: insights from the Americas* was updated. The Agency also updated European drug trends at the European Forum for Urban Security (Efus) and the International Society for the Study of Drug Policy (ISSDP) conference.

Security area

In the security area, work in 2024 focused on several key priorities:

- ongoing monitoring and improving the quality of core supply data, and complementing them with new sources of data and innovative monitoring approaches, such as open-source information (OSI) and darknet monitoring;
- establishing internal drug precursors capability, a new task in the EUDA Regulation;
- preparing and launching four new modules of the fourth edition of the joint EUDA-Europol *EU Drug Markets: In-depth analysis* (EDMR);
- organising the first European Conference on Drug-Related Violence;
- providing ongoing support to EU policy, including a contribution to the European Multidisciplinary Platform Against Criminal Threats (EMPACT) and the operational action plans (OAPs) of the EU policy cycle on organised and serious international crime.

Significant work in 2024 was dedicated to setting up the new EUDA drug precursors capability, fulfilling Article 6 of the EUDA Regulation, which tasked the Agency with the collection and analysis of 'information and data on drug precursors and on the diversion and trafficking of drug precursors.' In a very short period of time, the Agency established this new capability, covering both precursors to controlled illicit drugs and to NPS. Specialised analytical capacity was recruited and work to define the required operating procedures started. By the end of the year, at the request of the European Commission, the EUDA carried out assessments on cross-border risks to public health and security posed by nine drug precursors used to make synthetic cathinones and amphetamine respectively.

Substantial work in 2024 was also dedicated to the preparation of new modules for the fourth edition of the joint publication, *EU Drug Markets: In-depth analysis*, in close collaboration with Europol. Following on from the modules on *cocaine* and *methamphetamine*, and *amphetamine* and *cannabis*, which were released in 2022 and 2023 respectively, the



modules on *Heroin and other opioids*, *Drivers and facilitators* and *New psychoactive substances (NPS)* were launched in 2024. These were complemented by *Key insights for policy and practice*, which was released at an online press conference on 7 March, featuring speeches by European Commissioner Ylva Johansson (video message), Europol Executive Director Catherine de Bolle and EUDA Executive Director Alexis Goosdeel. Another module, on *MDMA*, was also in preparation in 2024 for release in 2025.

In the policy area, much of the Agency's work was carried out to ensure its continued contribution to the European Multidisciplinary Platform Against Criminal Threats (EMPACT) and the operational action plans (OAPs) of the EU policy cycle on organised and serious international crime. The Agency implemented all its tasks under the 2024 OAP on Cannabis, Cocaine and Heroin and the OAP on Synthetic Drugs and NPS, and further contributed to the planning and drafting of the respective OAPs for 2025.

Also contributing to the OAPs, the EUDA delivered drug-related training activities for some 1 462 law enforcement professionals from EU and non-EU countries that are partners in the technical assistance projects implemented by the Agency.

Contributions to policy also involved providing technical input and advice throughout the year, on request, to EU institutions, including via briefing notes on emerging international drug issues. The Agency contributed to the implementation of targeted actions under its responsibility, within the EU Roadmap to step up the fight against drug trafficking and criminal networks, which was adopted by the Commission in October 2023. A flagship initiative under this Roadmap was the launch of the European Ports Alliance Public-Private Partnership in Antwerp, Belgium, on 24 January, by the European Commission and the Belgian Presidency of the Council of the EU, in cooperation with the EU Member States, port authorities, European associations, EU agencies (Europol, EUDA) and representatives of customs and law enforcement authorities.

However, the most important event in the security area, with a contribution from the health area, was the first European Conference on Drug-Related Violence, which took place on 26-27 November in Brussels. The event, which was organised by the EUDA in collaboration with the European Commission, aimed to address the escalating threat posed by drug-related violence and understand how to break the cycle of drug-related violence and build a better future. It brought together some 200 experts – from policy, practice, research and civil society – to tackle aspects of drug-related violence, balancing both health and security concerns and promoting community safety and public health. A powerful call to action was delivered by EUDA Executive Director Alexis Goosdeel at the end of the event. The text of this call draws on the issues raised at the event to encourage and support efforts to enhance safety and security across all sectors of society, with measures to anticipate, alert, respond to and learn from the growing complexities of drug-related violence.



Business drivers

Institutional developments

2024 marked the birth of the EU Drugs Agency (EUDA)

This year saw the entry into application on 2 July of the new Regulation of the European Union Drugs Agency (EUDA). As of that day, the Regulation repealed and replaced the EMCDDA founding Regulation (recast) (EC) No 1920/2006, further to which the EMCDDA became the EUDA, a new agency with a stronger mandate.

The EUDA launch ceremony took place in Lisbon on 3 July, in the presence of European Commissioner for Home Affairs, Ylva Johansson. A press conference was organised with interventions from the European Commissioner; the Portuguese Secretary of State for Health, Ms Ana Povo; the Chair of the EUDA Management Board, Dr Franz Pietsch; and the EUDA Executive Director, Alexis Goosdeel.

Immediately after the EUDA launch, on 4-5 July, the constituent EUDA Management Board meeting took place. The event brought together for the first time the formally nominated Board members to take key institutional decisions linked to the new EUDA regulation.

Advancing the EUDA's communication and customer-centric approach

In 2024, the EUDA launched its new brand. This marked a significant transformation from the EMCDDA, a monitoring centre, to an agency with a stronger operational mandate and it symbolised this shift from a monitoring centre to an agency empowered to act. A key milestone was unveiling the new EUDA logo on 2 July.

The branding initiative, which started in 2023, included the development of a brand guide to position the EUDA as a bold, innovative and forward-looking agency with a visual identity designed for a digital-first environment. Throughout the year, workshops and training sessions entitled 'This time it's for you' helped staff integrate the new identity into the Agency's work.

The transition was accompanied by continued efforts to enhance digital engagement and service delivery. Most of the year's work was concentrated on setting up the new agency and providing staff with the tools to function effectively.

A strong focus on audience engagement further reinforced these efforts. All social media channels registered audience growth, with particularly strong increases on LinkedIn (+50.67 %) and Instagram (+38.32 %). The number of views of EUDA videos on YouTube grew by 13 %. Media interest in EUDA's work also expanded, with 652 media requests handled, an increase from 579 in 2023. Three press conferences were organised in 2024.

Working in partnership

In fulfilling its tasks, the Agency relies on a large number of partners, in particular the Reitox network of NFPs, which plays a critical role in sustaining the EU core monitoring system. Acknowledging the importance of the Reitox network, the EUDA Regulation also strengthens



the role of the NFPs. In 2024, the Belgian, Dutch and Italian NFPs obtained Reitox certification, joining several other certified NFPs.

In 2024, the NFPs continued to implement the second Reitox Development Framework (RDF) Roadmap (2021-2025). Work advanced on the definition of a new Reitox Alliance, a strategic document that will replace the previous operating framework for the Reitox system (2003) as of 2025 and guide the network as the main EUDA partner in the Member States in the years to come. The document, which is being prepared jointly by the EUDA and the NFPs, will be finalised and put forward for adoption by the Management Board in 2025.

In performing its work and achieving its objectives, the EUDA relies on its other EU and international partners. During the year, the Agency actively contributed to the work of the Justice and Home Affairs (JHA) agencies' network and to several of the sub-networks of the EU Agencies Network (EUAN), of which the EUDA is a member.

Regarding cooperation with non-EU countries, the Agency continued to work with candidates and potential candidates to the EU, and with European Neighbourhood Policy (ENP) partner countries, as part of the projects IPA8 (the Instrument for Pre-accession Assistance technical cooperation) and EU4Monitoring Drugs II (EU4MD II). For the first time, the EUDA published [specific data sheets](#) for each of the Western Balkan partners under the IPA8 project.

The Agency entered into the third year of collaboration with the Cooperation Programme between Latin America, the Caribbean and the European Union on Drugs Policies (COPOLAD III), with a series of rich training sessions and events organised with the Latin American and Caribbean (LAC) countries.

In 2024, the EUDA also continued strengthening its bilateral cooperation with key non-EU countries through the negotiation and signature of working arrangements (WAs). Four new WA were signed, with Colombia, Ecuador, Chile and Montenegro, while an amended WA was signed with Ukraine.

The EUDA Regulation (Article 55) specifically mentions civil society organisations (CSO) among the relevant stakeholders with whom the Agency should cooperate in the future in carrying out its tasks. To that end, in 2024, the EUDA intensified its engagement with civil society organisation (CSO) representatives, to identify concrete areas and develop appropriate methods for future collaboration. As part of this effort, the EUDA participated in a meeting of the Civil Society Forum on Drugs (CSFD) and organised dedicated consultation events with CSOs to initiate discussions on the establishment of a systematic and structured framework for collaboration.

Scientific capacity

In 2024, the EUDA Scientific Committee guided the Agency's strategic direction, providing expert input to key projects, publications and the 2025-2027 programming cycle. A new committee was appointed in July under the EUDA Regulation and held its first meeting in early 2025. Moreover, in accordance with Article 10 and Article 31(6) of the EUDA Regulation, the list of experts to be part of the extended EUDA Scientific Committee was also approved by the Management Board. This list, valid for four years, will bring additional expertise, as required, to assess the risks posed by new psychoactive substances.

The Agency co-organised Lisbon Addictions 2024 – the fifth and most diverse European Conference on Addictive Behaviours and Dependencies to date. Under the overarching



theme of 'Empowering the workforce of the future', the event brought together 2 100 participants from 95 countries and featured over 600 presentations across 177 sessions, including plenaries, debates, workshops and e-posters. Highlights included 27 keynote speakers, 120 EU-funded bursaries awarded, and a new programme supporting 200 early-career researchers with mentoring and networking opportunities.

The conference provided an ideal setting for the Agency to showcase its foresight work. During the conference, EUDA hosted a dedicated workshop to present its first three framework scenarios on the future of drugs and the addiction field in 2040, which were developed in 2024 and are scheduled for publication as a toolkit in 2025. Foresight supports EUDA's role in strengthening Europe's resilience by exploring alternative futures and equipping institutions to anticipate and navigate emerging challenges. These initiatives contribute to more coordinated strategic planning across sectors, helping to ensure that Europe is prepared for change, rather than merely responding to it.

Corporate performance

For another year, the EUDA managed to achieve a very good level of performance (see Annex Ib). However, this was a very particular year in the life of the organisation, which, to fulfil the tasks in the new mandate, embarked on significant operational growth, with an increase of more than 80 % in the annual budget, and the recruitment of staff to fill 28 new posts. This was accompanied by several business transformation initiatives, which started in 2024 and have involved most EUDA staff.

These very positive developments created the solid foundation of the new EUDA. However, they also brought their challenges to the organisational capacity to implement all activities as planned. A limited number of activities could not be fully implemented, due to a lack of temporary capacity, specific implementation conditions or factors external to the EUDA (see Annex Ia). Nevertheless, the Agency showed its operational efficiency with overall very good performance in its implementation of the 2024 work programme, while managing the significant organisational transformation.

In terms of budget execution, as pointed out by the EUDA Budget Committee and the Executive Board, the EUDA reached an excellent execution rate for commitment appropriations of 100 %. The rate of cancellation of 2024 payment appropriations exceptionally amounted to 10.49 %, which corresponds to the cancellation of EUR 3 401 035. This cancellation rate was the result of the constraints that affected the EUDA's capacity to spend its 2024 budget, in a context where the actual use of a significant part of the EU 2024 subsidy, entered into the initially adopted 2024 budget, was de facto not possible until 2 July 2024. This concerned EUR 14 137 000 stemming from the new mandate, whose use depended on the entry into application of the EUDA Regulation on 2 July.

PART I

Report of activities: Key achievements of the year



MAIN AREA 1

Health





Main area 1: Health

Core monitoring

With new tools and competences, the EUDA plays a key role in strengthening the EU's response to emerging health and security challenges posed by illicit drugs.

The EUDA maintains a multi-indicator monitoring approach to address the evolving drug situation. This includes five key epidemiological indicators:

- general population surveys (GPS), which describe the prevalence and patterns of drug use among the general population,
- problem drug use (PDU), which focuses on the prevalence and patterns of high-risk drug use,
- treatment demand indicator (TDI), which tracks treatment entries for drug-related problems,
- drug-related deaths (DRD), which monitors drug-induced mortality and mortality among drug users,
- drug-related infectious diseases (DRID), which tracks infections such as HIV and hepatitis among drug users.

The EUDA remains committed to monitoring health risks and delivering accurate information on drug use, treatment and harm-reduction measures that save lives. For this purpose, the EUDA strengthened national data collection tools and networks, advanced analytical work and hosted expert meetings for each indicator throughout the year. These efforts support key agency outputs, including the *European Drug Report 2024*, which highlights drug trends, emerging threats and health risks.

In the spotlight – *European Drug Report 2024*

The *European Drug Report 2024* was officially launched on 11 June in a virtual event connecting Brussels, Vienna and Lisbon. The panel featured the European Commissioner for Home Affairs, Ylva Johansson; Franz Pietsch, Chair of the EUDA Management Board; and Alexis Goosdeel, Executive Director of the EUDA. The [recording of the press conference](#) is available on the EUDA website.



Potent synthetic substances, new drug mixtures and changing patterns of use pose a growing threat in Europe. These are among the issues raised today by the EUDA.

To equip stakeholders with the latest insights, the *2024 Statistical Bulletin* offers over 500 tables and graphs, presenting national and city-level data on drug trends, health risks and interventions.

All elements of the report, as well as speeches and press material, are [available online](#).



The European School Survey Project on Alcohol and Other Drugs (ESPAD), the largest global cross-national research project on adolescent substance use, combines independent research teams from more than 40 European countries, including partners from the Western Balkans and the ENP-Eastern Partnership. Collaboration between the EUDA and ESPAD continued in 2024. The ESPAD survey was launched in spring and the results will be available in 2025.

Emerging drug trends and health threats

Since the new EUDA Regulation became applicable, the Agency has a broader mandate to anticipate future drug-related challenges and provide real-time alerts on emerging risks and threats. Evolving from a drug monitoring centre into a fully-fledged EU agency, it has enhanced its capacity to conduct early threat assessments, initiate faster mitigation measures, and gain deeper insights into the drug market and precursors.

To strengthen the EU's preparedness, efforts have focused on further developing web survey activities and reinforcing collaborations with key data-generating networks, including:

- the Sewage analysis CORE group Europe (SCORE) for wastewater analysis;
- the European Drug Emergencies Network (Euro-DEN Plus), a network of emergency rooms;
- the Trans European Drug Information (TEDI) project for forensic drug sample analysis;
- the European Syringe Collection and Analysis Project Enterprise (ESCAPE), which focuses on syringe residue analysis.

Additionally, new and flexible monitoring tools are needed to complement the EUDA's core monitoring system and improve the timeliness of reporting.

Web survey on drugs

The fifth round of the European Web Survey on Drugs took place between May and June 2024 in 35 countries. The survey targeted people who use drugs, are 18 years old or older, and live in one of the participating countries. The survey ran for six weeks in each country. The list of participating countries is available below.

- EU: Austria, Belgium, Bulgaria, Croatia, Cyprus, Czechia, Denmark, Estonia, France, Germany, Greece, Ireland, Latvia, Lithuania, Luxembourg, Malta, the Netherlands, Norway, Poland, Portugal, Romania, Slovakia, Slovenia, Spain, Sweden
- Instrument for Pre-accession Assistance (IPA): Albania, Bosnia and Herzegovina, Kosovo ⁽¹⁾, Montenegro, North Macedonia, Serbia
- EU4MD: Lebanon, Palestine ⁽²⁾, Ukraine
- Other: Switzerland

This time, the questionnaire sought to explore several new topics in addition to a standard set of questions on patterns of drug use and drug acquisition. Given the greater

⁽¹⁾ This designation is without prejudice to positions on status, and is in line with UNSCR 1244/1999 and the International Court of Justice's opinion on the Kosovo declaration of independence.

⁽²⁾ This designation shall not be construed as recognition of a State of Palestine and is without prejudice to the individual positions of the Member States on this issue.

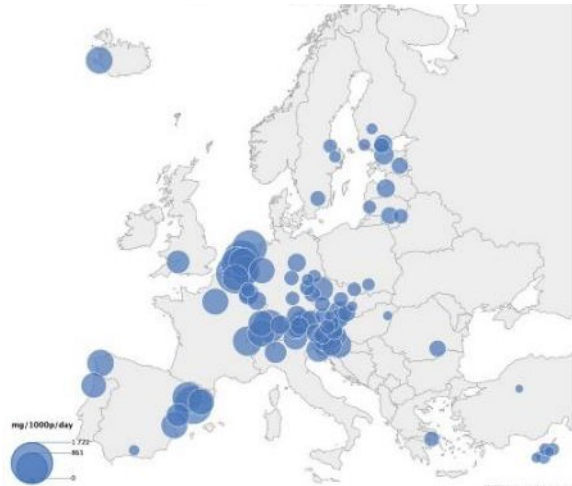
diversification of drug markets and changing drug policies in some EU Member States, more in-depth information was sought on people who use cannabis and cannabinoids, polysubstance use, and emerging trends and substances.

Wastewater analysis

The Agency provided fresh insights into drug consumption trends with the release of the latest [European multi-city wastewater analysis](#) on 20 March. This study is the largest of Europe, conducted by the SCORE group in collaboration with the EUDA. It analysed wastewater from 88 cities across 24 countries (23 EU + Türkiye) to track drug-use patterns (see Figure 1).

A key finding in 2024 was the continued rise in cocaine detection in nearly 50 European cities, extending the upward trend observed since 2016. By examining wastewater from 55.6 million people for traces of five stimulant drugs, the study delivers real-time, evidence-based insights that help policymakers and health professionals better understand and respond to shifting drug consumption patterns across Europe.

Figure 1. Geographical distribution of cocaine metabolite in European cities (2023)



Through COPOLAD, the EUDA provided technical support to Argentina, Chile and Uruguay to assist in the development of wastewater study protocols. In October, the EUDA hosted a side event on wastewater-based epidemiology as part of the Lisbon Addictions Conference (see Main area: Business drivers – Business driver 3: Scientific capacity). This event provided a platform for experts and policymakers to explore the latest advancements in wastewater analysis and its role in monitoring drug use trends.

Drug checking and syringe testing

Data from drug-checking services across Europe provide valuable insights into drug market dynamics and can help warn users of dangerous substances in circulation. Analysing such data is part of the EUDA's multi-indicator approach to drug monitoring and provides crucial information for local interventions. In March, the EUDA released the [latest drug-checking data from the Trans European Drug Information](#) (TEDI) network, with which it has collaborated since 2017. The ESCAPE project, which analyses substances from used syringes, revealed a highly diverse range of injected drugs, which underlines the complexity of Europe's drug landscape.

Emergencies network

The Agency enhanced access to critical data on drug-related emergencies by updating the [European Drug Emergencies Network \(Euro-DEN Plus\)](#) platform. This update comprehensively analyses acute drug toxicity cases from 2014 to 2023. Through the interactive data explorer, users can track trends across time, location and substances, enabling a deeper understanding of drug-related harms. With insights from 39 sentinel



centres across EU, Norway, Switzerland, the United Kingdom and selected partners in the Western Balkans and European Neighbourhood Policy (ENP) area, Euro-DEN Plus supports evidence-based responses, helping policymakers, healthcare professionals and researchers to address emerging drug threats more effectively.

Responding to NPS: EU Early Warning System and risk assessment

In 2024, the EUDA continued its efforts to ensure the effective implementation of the EU Early Warning System (EWS) on new psychoactive substances (NPS). This work was carried out closely with national partners, the Reitox network, Europol, the European Medicines Agency (EMA) and other EU agencies, including the European Centre for Disease Prevention and Control (ECDC), the European Chemicals Agency (ECHA) and the European Food Safety Authority (EFSA).

Serious harm signals reported by the network and detected through toxicovigilance and open-source information (OSI) monitoring are validated, analysed and prioritised via the EUDA's signal management system.

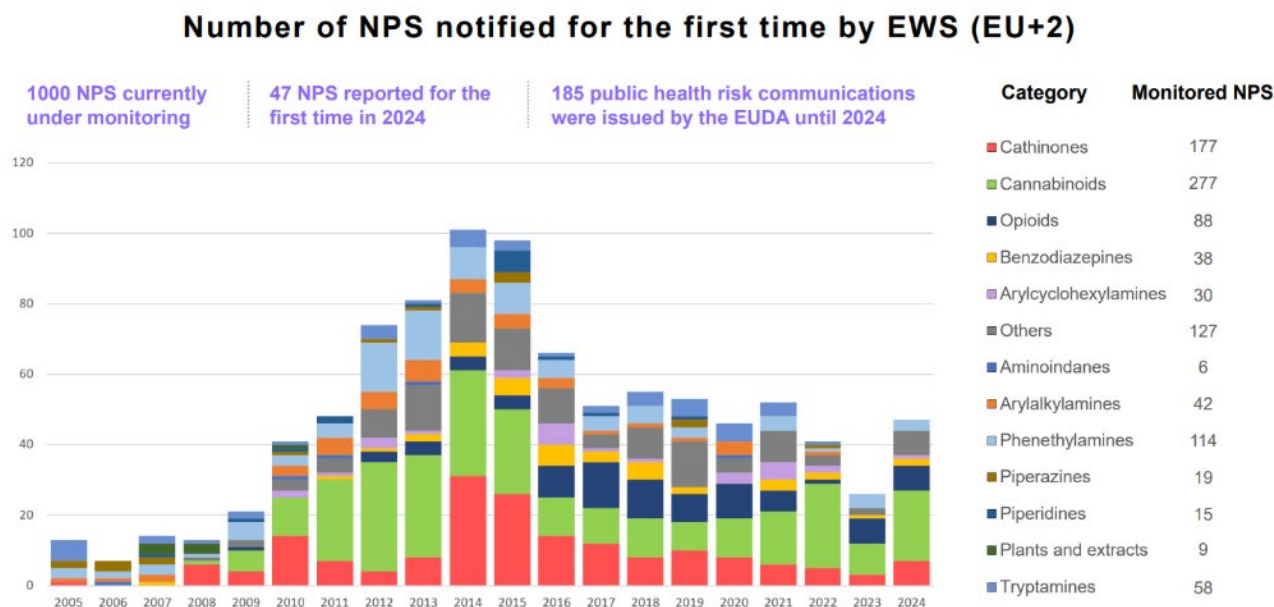
This process results in informed action recommendations. The Agency issues rapid risk communications to the EWS network, including:

- notifications of first-time NPS detection in Europe;
- public health alerts on high-risk NPS and controlled drugs;
- exchange of forensic and toxicological data;
- updates on legislative responses to new and emerging NPS.

In 2024, 47 new NPS were reported to the system, and with that, the EU EWS on NPS reached a significant milestone with the [formal notification of its 1 000th substance](#), delta-9-THC-methylcarbonate. In addition, three public health-related communications, including alerts, were issued to the EU EWS network (see Figure 2).



Figure 2. The EU Early Warning System monitors 1 000 NPS



Operation of the EU EWS

The annual meeting of the EWS network and the European Drug Alert System (EDAS) preparatory meeting were held face-to-face in Lisbon on 24 and 25 September, respectively. The meetings brought together around 80 participants, including national delegates from the EU 27, Türkiye and Norway, as well as representatives from Europol, the European Commission, and international organisations such as the WHO and the United Nations Office on Drugs and Crime (UNODC).

Fifteen members of the new EUDA Scientific Committee were appointed at the inaugural meeting of the Agency’s Management Board in July 2024. The committee’s key responsibility is the risk assessment of new psychoactive substances (NPS). To support this work, the Management Board approved a list of additional experts specialising in NPS, selected through a dedicated call for expression of interest last year (see Main area: Business drivers – Business driver 3: Scientific capacity).

Situational awareness, preparedness and responses

The Agency efficiently handled every institutional ad hoc request received from key stakeholders, the majority of which came from the European Commission. Around 25 % of all requests addressed by the European Commission were related to EWS, NPS and/or NPS national legislations.

Additionally, the EUDA contributed to the inter-service consultation on the Commission’s proposal for a common position in the European Union on substance scheduling for the Commission on Narcotic Drugs (CND).

Dissemination of knowledge and expertise on NPS

In 2024, the EUDA actively collaborated with forensic science and toxicology networks, including the European Network of Forensic Science Institutes, the European Association of



Poisons Centres and Clinical Toxicologists, the European Customs Laboratories and international forensic toxicology alliances. The Agency also participated in key scientific events and conferences organised by these groups.

The EU market for NPS is highly dynamic and resilient. It is characterised by a high turnover of potent, cheap and available substances. This is according to a new study released by the EUDA and Europol: [EU Drug Market: New psychoactive substances](#). The module was launched in the framework of a webinar on 27 June (see Main area: Security).

The EUDA Executive Director, Alexis Goosdeel, issued a [call to action](#) to EU partners and Member States on 30 September, urging them to unite against the growing threat posed by new synthetic opioids. In his address – ‘New synthetic opioids: European preparedness and response’ – he highlighted the urgent need for coordinated action. Mr Goosdeel delivered the call at the meeting of the European Parliament Committee on Civil Liberties, Justice and Home Affairs (LIBE).

The update ‘New psychoactive substances – the current situation in Europe’ was presented on a dedicated web page as part of the *European Drug Report 2024*. In October, the EUDA also organised a session during the Lisbon Addictions Conference on ‘NPS: Trends, concerns and response strategies’.

Several EUDA staff have published an article titled ‘[Nitazenes represent a growing threat to public health in Europe](#)’ in *The Lancet Public Health*, a prestigious journal with a high impact factor of 98. This underscores the issue’s critical importance and relevance to the global public health community.

Collaboration with international organisations and non-EU countries

The EUDA has strengthened its cooperation with WHO headquarters in Geneva, reflecting its leadership in NPS early warning efforts. This collaboration focuses on addressing the global harms caused by NPS. In 2024, the EUDA submitted periodic data on NPS notified by the EU EWS throughout the year and all NPS detected in 2024, by country, through annual situation reports. Additionally, the EUDA provided data to the WHO Expert Committee on Drug Dependence (ECDD) for the prioritisation process and critical reviews, supporting discussions at the 47th ECDD meeting.

The EUDA continued its work with candidates and potential candidates to the EU and countries in the ENP area (see Business driver 2: Partnerships), issuing 26 formal notifications shared by email and on the EUDA Connect Platforms with appropriate expert communities. Further engagement with European Neighbourhood Policy (ENP) countries occurred on 24 September, when an online meeting gathered experts to discuss NPS challenges and national EWS strategies.

Following a specific national early-warning system (NEWS) assessment conducted in February, the national EWS of Montenegro was deemed ready and operational to be connected to the European EWS, as an associate partner.

In Moldova, an assessment was conducted to evaluate existing capabilities, followed by two meetings that engaged national stakeholders to define the requirements for an effective national EWS.



In the COPOLAD III project framework, the EUDA delivered hands-on support through a one-day workshop in February in Jamaica. The workshop focused on the European EWS model and brought together key stakeholders to enhance their understanding of EWS implementation. The technical support culminated in the official launch of the Jamaican EWS on 2 February, in the presence of high-level national and international stakeholders. This marked a key milestone in the country's efforts to establish a robust early warning system (see Business driver 2: Partnership).



From left to right: Andrew Cunningham (EUDA), Adriana Moças (EUDA), Ana Gallegos (EUDA), Graciela Ahumada (COPOLAD), Uki Atkinson (NCDA, Jamaica), Sofia Ribeiro (EUDA)



‘Jamaica continues to benefit from EUDA’s technical assistance through COPOLAD. The study visit to Kingston provided valuable insights into bi-regional cannabis policies and impact evaluation approaches for nine LAC countries. Jamaican officials also gained exposure to Europe’s Early Warning System (EWS) and best practices in public health and law enforcement to address new psychoactive substances. The participation of EUDA, COPOLAD and CICAD at the EWS launch underscored their commitment to partnering with Jamaica. We look to the EUDA for continued capacity building in addressing local and regional drug-related challenges.’

Uki Atkinson, Senior Director, Research, Programme Development and Monitoring and Evaluation, National Council on Drug Abuse Department, Ministry of Health and Wellness (Jamaica)

Multiple initiatives strengthened international cooperation. On 20 March, an online workshop in English and Spanish engaged selected Latin American and Caribbean (LAC) countries, raising awareness and mapping key actors. The EUDA contributed to seminars led by the Inter-American Drug Abuse Control Commission (CICAD) on the EU EWS model in Peru (April 2024) and Argentina (July 2024).

The Business driver 2: Partnership section provides more information on the technical cooperation projects implemented by the EUDA.

Risk assessments on NPS, and control measures within the EU

No risk assessments on NPS were required in 2024.



Support EU preparedness for drug-related threats

Under its new regulation, the EUDA has a broader mandate to anticipate future drug-related challenges and alert in real-time to new drug risks and threats.

To ensure EU preparedness in the drugs field, new mechanisms have been created:

- the European Drug Alert System,
- the European Network of Forensic and Toxicological Laboratories,
- the European Threat Assessment System.

With new tools and competences, the EUDA will play a key role in strengthening the EU's response to emerging health and security challenges posed by illicit drugs.

EDAS: European Drug Alert System

The main aims of EDAS as established by the new EUDA Regulation are to:

- alert stakeholders to serious drug-related risks (SDRRs) of European relevance;
- strengthen situational awareness, preparedness and response activities;
- enhance resilience at national and EU level to SDRRs.

The development of EDAS made significant advancements in 2024, with several key milestones already achieved. The EUDA actively collaborated with the Reitox NFPs to define a shared vision for the system's establishment and operation, resulting in the drafting of the EDAS key concepts document. Interim national EDAS contact points were nominated, and a preparatory meeting explored options for the initial development stages.

In September, the EUDA hosted the EDAS preparatory meeting, bringing together around 80 EWS correspondents. Meanwhile, piloting of reporting templates is underway, and the preparedness working group has transitioned into the EDAS implementation group, further driving progress.



Participants at the EDAS meeting in September, in Lisbon

European Network of Forensic and Toxicological Laboratories

In November, the EUDA convened the first meeting of its newly established Network of Forensic and Toxicological Laboratories, a flagship initiative under its new mandate (see Figure 3).

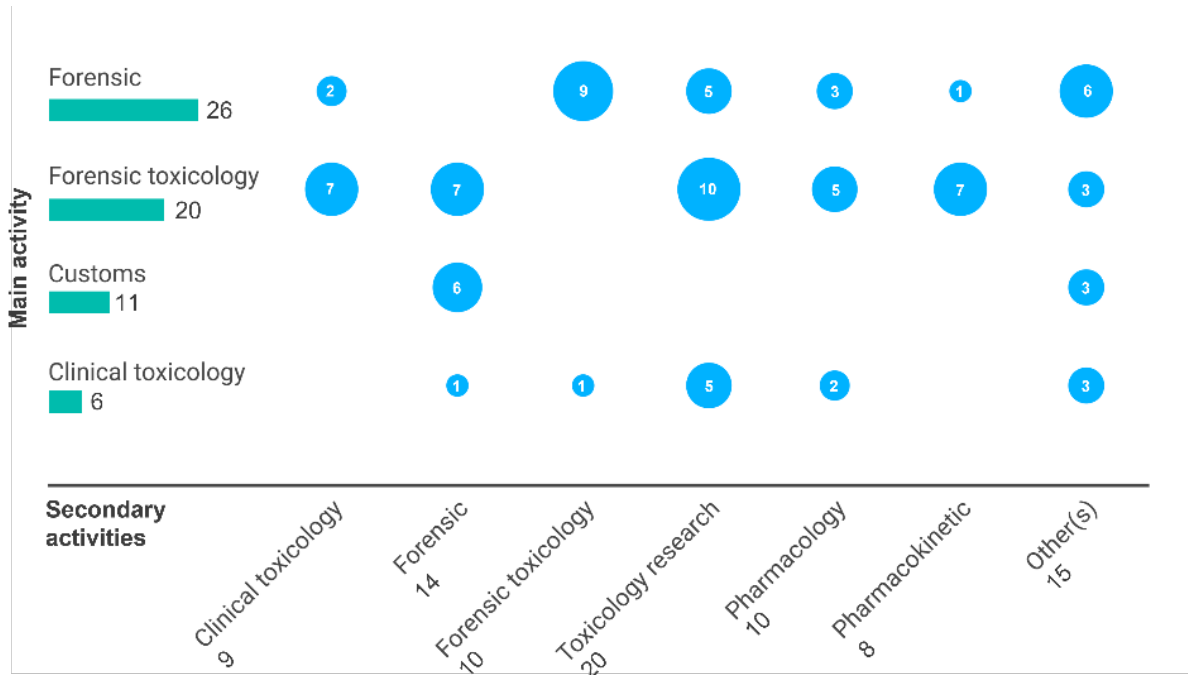
This network is set to play a crucial role in strengthening the EU's capacity to detect and respond to emerging drug-related threats. A total of 63 laboratories from the 27 Member



States, Norway and Türkiye were officially appointed to the network through their representatives in the EUDA Management Board. These laboratories will work together to enhance cross-border cooperation, share expertise and improve analytical capabilities across Europe.

The inaugural meeting, held online on 12 November, involved around 130 participants. It provided a platform to outline the network’s objectives, discuss initial priorities and lay the foundation for future collaboration in forensic and toxicological analysis.

Figure 3. Composition of the network



EUDA colleagues participated in training provided by the European Commission’s Joint Research Centre (JRC) to support the EUDA’s future work and the exchange of information on new substances within the laboratory network. The training, which took place in April, focused on interpreting chemical information based on several laboratory analytical techniques and effectively managing chemical and analytical information.

ETAS: EUDA threat assessment capability

This initiative aims to enhance the preparedness of the EU and its Member States. It supports evidence-based decision-making and policy development to address new or emerging drug-related threats.

Its key objectives are to detect and assess drug-related threats to health and security and provide timely assessments and actionable recommendations to mitigate risks.





From left to right: Thomas Néfau (EUDA), Claude Guillou (JRC), Laura Hintikka (JRC), Rachel Christie (EUDA), Katarzyna Berkowicz (EUDA)

The initiative includes a structured evaluation process to assess the impact of emerging threats. It complements the Early Warning System (EWS), EDAS and the network of laboratories.

In 2024, a health and security threat assessment on new synthetic opioids (NSOs) in the Baltic States was initiated to serve as a pilot project to test and refine internal processes and methods. The external goal is to deliver recommendations by the Commission's deadline and address the rising fatalities in the Baltic region. This work holds strategic importance in helping EU Member States tackle the threat through EUDA recommendations.

Knowledge exchange

Best Practice Portal

The EUDA continues to identify best practices in interventions throughout the EU and beyond and the factors that determine their effectiveness. The main dissemination channel for this information is the [Best Practice Portal](#) (BPP), which provides full details and up-to-date references.

Training and capacity building

Training measures are another effective means of disseminating best practices. Several such events were held during the year, including Reitox Academies (see Business driver 2: Partnership) and other training initiatives.

In 2024, the EUDA and the University Institute of Lisbon continued their fruitful cooperation and organised a European Drugs Winter School (EDWS) and a European Drugs Summer School (EDSS).

- EDWS, 26 February to 8 March 2024. The theme of the online course was 'Gender-sensitive approaches to drug-related issues'. A total of 27 students participated online.
- EDSS, from 24 June to 5 July 2024. The focus was on psychostimulants: 58 students from 27 nationalities attended the course in Lisbon. Study visits were organised to one of the 'Portuguese commissions for dissuasion', mobile methadone units and a drug consumption room.



Visit of EDSS students to a drug consumption room in Lisbon



The EUDA and the University Institute of Lisbon offered bursaries for the 2024 European Drugs Winter and Summer Schools as part of the EU4Monitoring Drugs II (EU4MD II) project, funded by the European Union. Some feedback from bursary students is given in the box below.

In addition, four bursaries were granted through the COPOLAD project to support students from Ecuador, Mexico and Peru.



‘I highly recommend the EDSS to anyone looking to expand their expertise in drug-related research and interventions. The program provides both the knowledge and practical skills needed to make an impact in this field.’ (**Oksana Kovtun**, Ukraine)

‘The class content, covering topics such as drug use prevention, synthetic drugs and digital drug markets, provided me with essential knowledge about how illicit drugs are addressed across Europe.’ (**Mariam Sherozia**, Georgia)

‘My participation in the European Drugs Summer School (EDSS) was both enriching and transformative.’ (**Ali Hussein Khalil Ali**, Palestine)

‘Participating in the European Drugs Summer School (EDSS) was a transformative experience.’ (**Ahlem Silini**, Tunisia)



From left to right: Oksana Kovtun, Ahlem Silini, Ali Hussein Khalil Ali, Mariam Sherozia

EUPC training: Empowering prevention professionals

The EUDA’s European Prevention Curriculum (EUPC) plays a crucial role in professionalising prevention workers and enhancing the overall effectiveness of prevention efforts. In 2024, more than 25 EU Member States and neighbouring countries trained national EUPC trainers, helping to strengthen prevention practices across Europe and beyond.

In 2024, the following ‘Training of Trainers’ (ToT) workshops were organised:

- 22-26 January in Berlin: 19 EUPC trainers-to-be followed an intensive teach-back and group training course;
- 23-26 September in Lisbon: 12 EUPC trainers-to-be followed an intensive teach-back and group training course.

In addition, four EUPC basic and advanced courses with 75 participants were organised.



‘Meeting and sharing moments with people from different countries who follow the path towards evidence-based prevention was a fun and enriching experience.’

Raquel Martín Pérez, National EUPC Trainer, Spain, Training of Trainers for the EUPC September 2024 in Lisbon



In August, the EUDA and Brazil's Secretaria Nacional de Políticas sobre Drogas e Gestão de Ativos (SENAD) hosted an evidence-based prevention event in Brasília under the framework of the COPOLAD III programme. The event included Portuguese EUPC basic training. *Evidencia Viva*, an evidence-based online platform featuring evaluated prevention interventions in Latin America, was launched during the event. Under the EU4MD II project, a EUPC training course in French took place in Tunis, Tunisia, and in Arabic in Amman, Jordan (for details, see Business driver 2: Partnership).



Gregor Burkhart, principal scientist and responsible for prevention responses at the EUDA, chaired a session on EUPC at the Lisbon Addictions Conference in October

The European Prevention Curriculum and its increased use were also discussed at the Lisbon Addictions Conference 2024 in Lisbon. This session spotlighted the experiences in some European countries and gave an overview of complementary steps to train the frontline prevention workforce, including law enforcement officers.

Prevention training for frontline workers is set to expand across Europe due to a cooperation agreement signed in 2024 by the EUDA and HOGENT University's Research Centre for Substance Use and Psychosocial Risk Behaviours. The agreement gives the EUDA

the right and mandate to disseminate and implement the EUPC-Frontline Training across Europe and its partner countries through its e-learning platform, PLATO.

EUDA webinars: Amplifying voices

Throughout the year, the EUDA hosted a series of webinars designed to amplify the voices of professionals in the drugs field, addressing key topics and emerging challenges. In 2024, these sessions attracted approximately 1 400 participants worldwide, creating a global platform for sharing knowledge, discussing critical issues, and shaping the future of drug policy and harm reduction (see Figure 4).



Figure 4. EUDA webinars 2024





Harm reduction

In 2024, the EUDA continued to promote good practice and integrate evidence-based practices into healthcare and public health settings. A key focus was monitoring Europe’s progress on WHO health targets for viral hepatitis, particularly among people who inject drugs, to track the region’s efforts toward eliminating hepatitis as a public health threat by 2030.

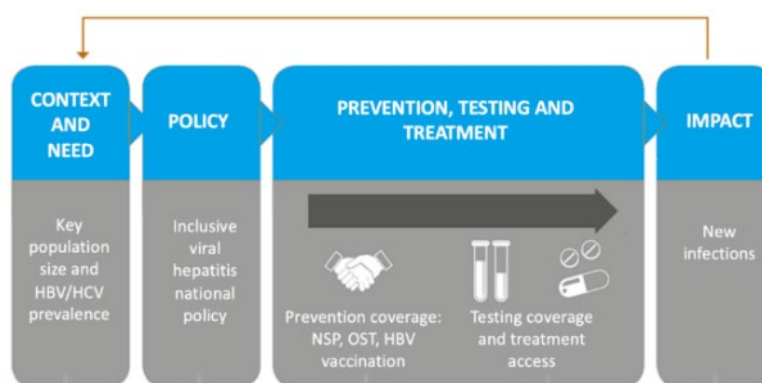
This work involved tracking epidemiological trends, evaluating hepatitis C virus (HCV) testing in drug treatment settings, and providing capacity-building materials to enhance national responses. The ECDC remained a key partner in these efforts, reinforcing collaboration across the two agencies.

To mark World Hepatitis Day (28 July), the EUDA updated its [Viral hepatitis elimination barometer among people who inject drugs](#). This tool supports countries in monitoring their progress toward eliminating hepatitis as a public health threat by 2030, aligning with the UN Sustainable Development Goal on Health (see Figure 5).

The 6th European Harm Reduction Conference (EHRC2024), held in Warsaw, Poland, provided a significant platform for dialogue under the theme ‘Putting people first –Empowering communities and driving innovation’. At this event, the EUDA joined stakeholders in exploring strategies to enhance community-centred harm reduction efforts and address the challenges faced by people who use drugs.

The EUDA Executive Director, Alexis Goosdeel, gave a speech during the World Hepatitis Summit (WHS) 2024, held from 9 to 11 April in Lisbon. The event brought civil society, policymakers, the private sector and academics together to advance global efforts toward hepatitis elimination.

Figure 5. Monitoring and evaluation framework: indicators to monitor and evaluate the health sector response to viral hepatitis B and C among people who inject drugs



‘A great experience, a unique opportunity to meet professionals from all over the world, to share the lessons learned from our experience and our concerns. The fact is that we are far from reaching the Millennium Goals and it is not a question of lack of knowledge. Everywhere in the world, including in the European Union, we need to put human beings at the centre of policy, we need to (re)build resilient communities. Our common challenge is human development.’

Alexis Goosdeel, EUDA Executive Director at the World Hepatitis Summit 2024, Lisbon





The EUDA supports stakeholders in monitoring drug-related infectious diseases (DRID) by providing practical survey guidance. In November, the Agency published surveys on HIV and viral hepatitis in people who inject drugs. It outlined key steps for designing, implementing and using survey results to track HIV and viral hepatitis in this group. To complement the protocol, the EUDA released a best practice guide with real-world examples of effective survey implementation.

In 2024, the EUDA contributed to key European initiatives on drug consumption rooms (DCRs). Partnering with the European Network of Drug Consumption Rooms (ENDCR), the Agency piloted a data collection system to track client profiles, use patterns and adverse events in DCRs, to harmonise European data.

The EUDA is committed to improving the health and social responses that reduce the harms of drug use. In 2024, the Agency released a new [miniguide on drug consumption rooms](#) (DCRs). This is a vital resource for policymakers, practitioners and researchers seeking evidence-based solutions. To deepen this conversation, the EUDA hosted a dedicated webinar in May, bringing together more than 400 experts to explore current DCR models and their impact.

More of the European miniguides on responding to drug problems are now available in multiple languages. The miniguides on opioid-related deaths, migrants and drugs, and drug consumption rooms have been translated into Bulgarian, German, Spanish and French.

In June, the EUDA participated in the ENDCR technical meeting in Athens, which was co-organised with the Correlation – European Harm Reduction Network (C-EHRN), the Organisation Against Drugs Greece (OKANA) and the EUDA. The meeting focused on monitoring, evaluation and capacity-building for DCRs.

Policy support

Advancing drug policy at EU level

In 2024, the EUDA played a key role in shaping EU drug policy by delivering high-quality technical input for institutional meetings, events and key requests. The EUDA Executive Director engaged directly with policymakers, presented the *European Drug Report 2024* to the European Parliament's LIBE Committee and regularly participated in discussions with the European Commission to advance policy initiatives.

The Agency efficiently handled every institutional ad hoc request received from key stakeholders, most of which came from the European Commission, with one-quarter focused on new psychoactive substances. It provided high-level policy support on prison policies, cannabis regulation and drug strategy development, and contributed to institutional meetings such as the Horizontal Drugs Group (HDG) and COSI.

At the 67th session of the UN Commission on Narcotic Drugs (CND) in Vienna (14–22 March 2024), an EUDA delegation supported the European Commission and EU Member States. The delegation contributed to side events on civil society's role in drug monitoring.

The Agency also supported the Belgian and Hungarian EU Council Presidencies. It actively participated in HDG meetings, National Drugs Coordinators' discussions and policy dialogues with partners including China, the United States, CELAC and the Western Balkans.



Support was also provided via briefing notes prepared by the Agency at the request of its key EU stakeholders. Beyond the EU, the Agency contributed to key events such as the European Forum for Urban Security, an expert seminar on cannabis regulation, the Standing Committee on Health in Canada, and the International Society for the Study of Drug Policy (ISSDP) conference, fostering international collaboration on drug policy.

Within Europe, the EUDA responded to requests from national Legal and Policy Correspondents on issues such as the legal status of semi-synthetic cannabinoids, nitrous oxide and drug consumption room legislation. To further strengthen collaboration, the Agency organised the 25th meeting of the network of Legal and Policy Correspondents in May, offering a platform to discuss emerging policy challenges. The participants shared experiences in various areas of drug policy observed by the network over 25 years.

The EUDA also played an advisory role in national drug strategy development and evaluation.

- In Ireland, the Agency provided technical assistance to the Citizens' Assembly on Drugs and supported the Irish National Focal Point (NFP) in evaluating national drug policy strategies. Following this, the Irish NFP published an article based on the EUDA's policy evaluation website.
- In Finland, the Agency contributed expertise to the National Drug Policy Coordination Group.
- In Moldova, the EUDA advised on NPS control systems and early warning mechanisms.



In December 2024, the EUDA updated its [policy evaluation topic overview](#), underscoring the importance of evaluating drug policies to ensure they are effective, cost-efficient and free of unintended consequences. This updated resource provides a comprehensive seven-step guide, highlights examples of evaluations from across Europe and offers valuable data sources to support those involved in policy evaluation. It is essential for anyone shaping or assessing drug policies at the EU and Member State levels.

Monitoring cannabis policy: EUDA role in a changing landscape

The EUDA closely monitors global policy trends that increasingly impact Europe's drug landscape. A key example is the shifting approach to recreational cannabis regulation outside Europe, which is now influencing debates and policies within the EU. To address the high political interest, the EUDA maintains the 'Regulatory Cannabis – news feed', a rapid information system tracking cannabis policy developments.

In 2024, the EUDA participated in the 3rd Ministerial Platform on Responsible Cannabis Regulation, in which five EU Member States – Germany, Luxembourg, Malta, the Netherlands and the Czech Republic – along with Switzerland, explored new cannabis regulation models.

The EUDA also led three structured sessions and workshops on cannabis policy at Lisbon Addictions 2024. As part of its international engagement, the Agency contributed to key policy discussions, including the House of Commons Standing Committee on Health in Canada and an expert seminar on cannabis regulation. It also provided input at the



European Forum for Urban Security (Efus) and the International Society for the Study of Drug Policy (ISSDP) conference, which reinforced its role in evidence-based policymaking. Additionally, the EUDA supported a bi-regional workshop on cannabis policies in Kingston, Jamaica, on 31 January, bringing together experts from Latin America and the Caribbean.

Through these activities, the EUDA reinforced its position as a trusted resource for policymakers, ensuring that the latest evidence and best practices inform drug policy decisions.

In a year marked by rapid developments in drug policy and research, the EUDA has made significant progress in enhancing knowledge and informing stakeholders on crucial issues relating to the following topics.

Exploring the medical potential of psychedelics

In response to the growing interest in the therapeutic use of psychedelic substances, the EUDA released a set of '[Frequently asked questions \(FAQs\): therapeutic use of psychedelic substances](#)' in July. This new resource answers critical questions like: What are psychedelic substances? Why are they being researched for medical use? Are they already available for treatment in Europe? Developed from an EUDA project, the FAQs provide reliable, evidence-based insights to help policymakers and stakeholders navigate this rapidly evolving field, supporting informed discussions on the role of psychedelics in healthcare.



FAQs: therapeutic use of psychedelic substances

NEW EUDA OUTPUT



Economic recessions and illicit drug use: new insights

On 6 September, the EUDA released a ground-breaking report titled '[The impact of economic recessions on the use of illicit drugs: Findings from a scoping literature review](#)'. The report sheds light on how economic downturns disproportionately affect young people and vulnerable groups, exacerbating illicit drug use. It also identifies gaps in current research and opens the door for future investigations. To continue the dialogue, the EUDA held a technical meeting on 9-10 September to discuss the socioeconomic determinants of drug use with experts from different fields, such as policymakers, economists, sociologists and members of national focal points.

Updated overview of drug penalties across Europe

In September, the EUDA updated its page on '[Penalties at a glance](#)' where stakeholders can examine and compare the penalties, or rehabilitative responses, for the core offences of drug use, possession for personal use and supply-related offences across European countries. The page shows how these penalties vary according to the type or quantity of the drug and the addiction or recidivism of the offender.

Addressing drug use in prisons

Through work in the prison and drugs area, the EUDA improved monitoring and European harmonisation in data collection and analysis. A group of prison experts from Reitox and



external partners (RTX) NFPs regularly meet to support the improvement of evidence-based drug policy in European prisons.

On 28 November, the EUDA hosted an insightful webinar titled ‘Health and social responses for drugs in prisons – Implications for Latin America, the Caribbean and Europe’. Organised under the COPOLAD III programme, the session brought together experts to discuss the complex challenges of tackling drug use in prisons across these regions. A [recording of the webinar](#) is available on the EUDA website.

A technical meeting on prisons and drugs took place on 21-22 March, bringing together experts to discuss policies, challenges and best practices in addressing drug-related issues within prison systems.

Integrating mental health into the EU drug policy responses

Mental health is an aspect that is increasingly worth considering when the drug phenomenon is addressed. An EUDA advisory board on comorbidity of mental health and drug use disorders has been established to support EUDA work on comorbidity and its conceptualisation. For the first time, data collection on drug treatment included an item on mental health disorders among patients entering drug treatment.

Women and drugs: Gender-responsive approaches

On 22 October, the EUDA supported the 2nd Symposium on Gender and Drugs, held in Lisbon on the margins of the Lisbon Addictions Conference. The event, organised by the European Group on Gender and Drugs, brought together experts and stakeholders from across Europe and beyond. Coordinated by the EUDA, the Pompidou Group of the Council of Europe, the European Institute for Gender Equality (EIGE), and the United Nations Interregional Crime and Justice Research Institute (UNICRI), the symposium focused on gender-responsive strategies for addressing drug-related issues, with a special emphasis on the needs of women.

Efforts have been made to improve a gender perspective in drug monitoring. Following the technical guidance of the European Institute of Gender Equality (EIGE), the EUDA contributed to several scientific, technical and policy initiatives to make the gender and drug issue visible and highlight the importance of including a gender perspective in drug analysis, interventions and policies.



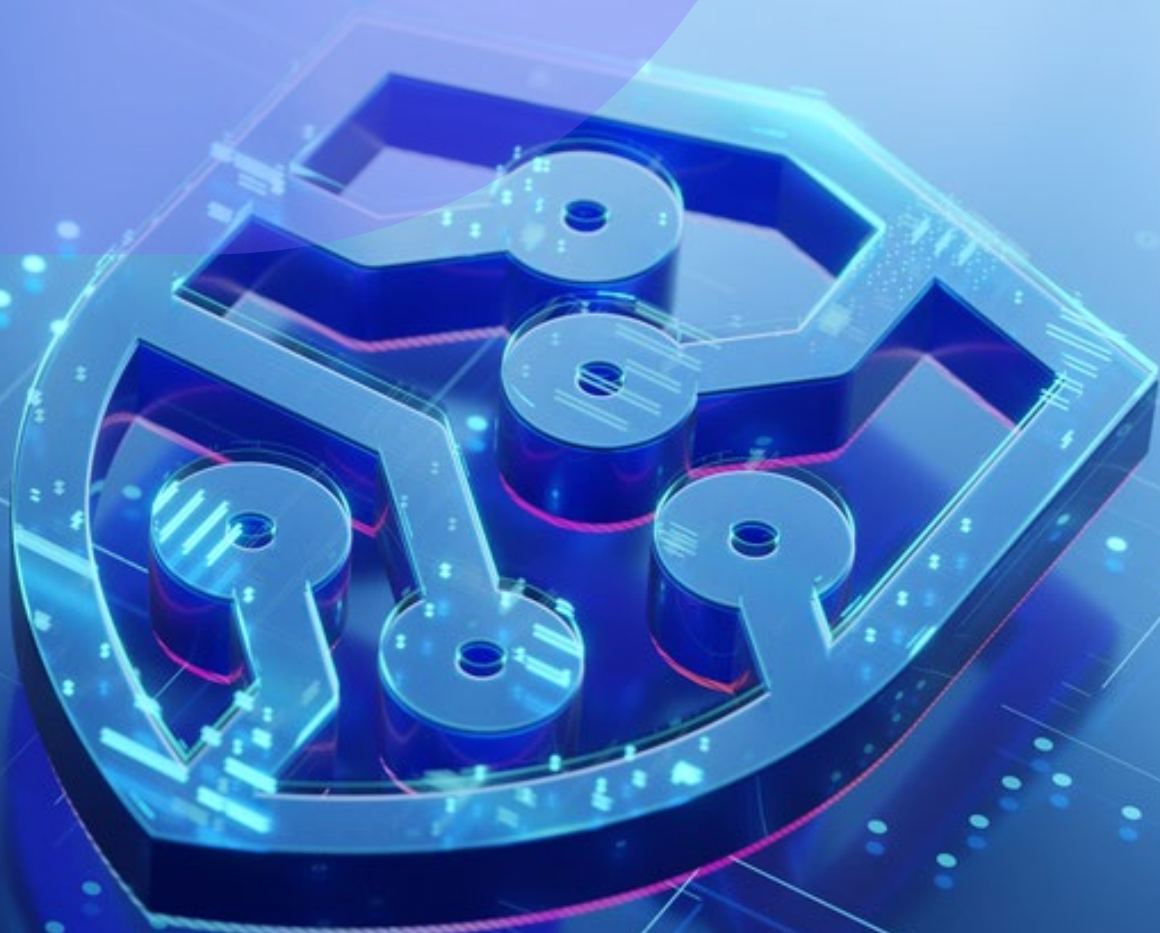
‘I would like to sincerely thank you for the great learning opportunity, the friendly and warm atmosphere, the impeccable organisation and most of all the excellent programme that was finally delivered at our Symposium.’

Alessandra Liquori, Programme Management Officer, Liaison Officer at UNICRI Rome Office



MAIN AREA 2

Security





Main area 2: Security

Drug market monitoring and identification of new trends

To support the comprehensive analytical effort in the security area, work continued in 2024 on improving the quality and availability of core supply data, in close collaboration with the Reitox NFPs and the Agency's EU partner, Europol.

This core monitoring was complemented by new sources of data and innovative monitoring approaches, such as open-source information (OSI) and darknet monitoring, which have become increasingly important in recent years. Regular OSI monitoring reports were produced to inform EUDA analysis. Furthermore, data on darknet markets were analysed and integrated into routine EUDA reporting, while national darknet drug dashboards, underpinned by darkcloud data, continued to be produced and delivered to the Member States participating in the project.

However, the year was marked by the start, on 2 July, of the new EUDA mandate, which brought additional tasks. The most significant for this area is the collection and analysis by the Agency of 'information and data on drug precursors and on the diversion and trafficking of drug precursors' (Article 6 of the EUDA Regulation).

Monitoring drug precursors

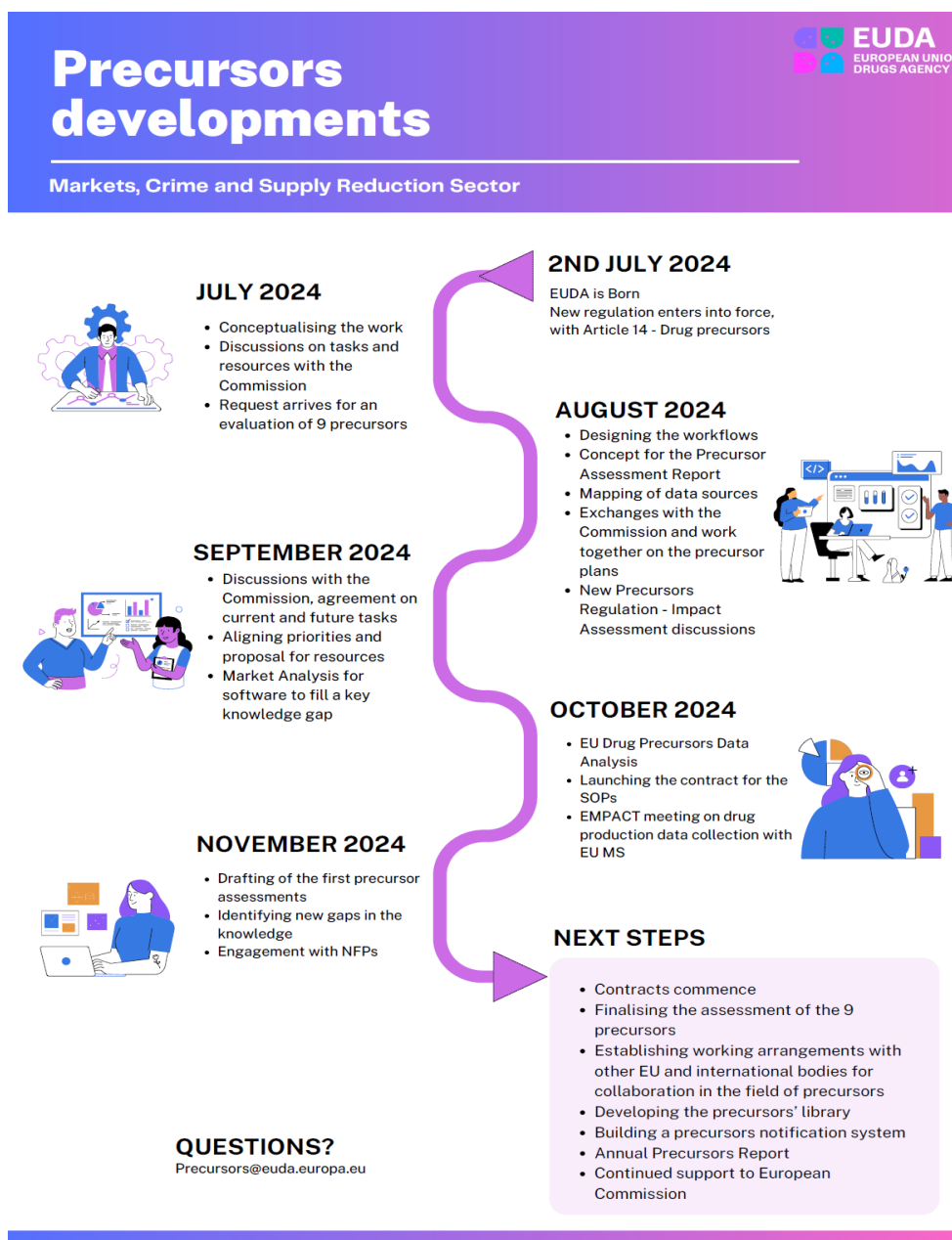
Soon after its new mandate started, the EUDA became very active in the drug precursors area. Within a very short period of time, the Agency had established internal drug precursors capability, covering both precursors to controlled illicit drugs and to NPS. Specialised analytical capacity was recruited and work to define the required operating procedures started.

In parallel, the EUDA participated actively in the exchange of information and collaboration with partners (in particular Europol, the European Commission, the International Narcotics Control Board (INCB) and the Pompidou Group of the Council of Europe) on drug precursors and related substances.

A timeline of the EUDA activities in the area is presented in Figure 6 below.



Figure 6: Precursors developments



At the request of the European Commission, the first precursor assessments were carried out by the EUDA, on as many as nine substances.

In the spotlight – First formal precursor assessments by the EUDA

Criminals have been making illicit synthetic drugs in Europe for over 50 years and, by global standards, significant production activity occurs on the territory of the EU today. In an effort to curb access to the chemicals needed to manufacture these drugs, the European Commission asked the EUDA to evaluate the cross-border risks to public health and security posed by nine drug precursors used to make synthetic cathinones (eight precursors) and amphetamine (one precursor).



The requests were triggered by Poland, after the emergence of large-scale illicit synthetic cathinone laboratories in the country, and concerns related to amphetamine production using alternative synthetic pathways.

Given the pioneering nature of this process at EU level, the EUDA rapidly developed an interim framework for the evaluation of drug precursors, in consultation with the European Commission. This included working definitions and process flows, knowledge gaps and existing data sources.

By the end of January 2025, the EUDA submitted the last of nine precursor assessment reports to the European Commission, for discussion with the Member States. The reports examine the evidence available on the substances and evaluate their licit use in the EU and the extent of their use in the production of illicit drugs. Importantly, the reports also highlight the potential impacts and consequences of scheduling the chemicals, to support decision-making. These reports form part of the new drug precursors service introduced to the EUDA in the new regulation.

EU Drug Markets: In-depth analysis

Substantial work in 2024 was dedicated to the preparation of new modules for the fourth edition of the joint publication, *EU Drug Markets: In-depth analysis*, in close collaboration with Europol. Following on from the modules on *cocaine* and *methamphetamine*, and *amphetamine* and *cannabis*, which were released in 2022 and 2023 respectively, the modules on *Heroin and other opioids*, *Drivers and facilitators* and *New psychoactive substances (NPS)* were launched in 2024. These were complemented by *Key insights for policy and practice*, which was released at an online press conference on 7 March that featured speeches by European Commissioner Ylva Johansson (video message), Europol Executive Director Catherine de Bolle and EUDA Executive Director Alexis Goosdeel.

In the spotlight – EU Drug Markets: In-depth analysis

[EU Drug Market: Heroin and other opioids](#)

The EU retail heroin market is estimated to be worth at least EUR 5.2 billion annually. The report describes the European opioids market from production and trafficking to distribution and use. It details the processes, materials and players involved at various stages and levels of the market. The module takes a threat assessment approach, identifying key issues and defining recommendations for action at EU and Member State level.



The module was launched at a webinar on 24 January. The webinar, featuring presentations by the Agencies' experts, provided an overview of the EU heroin market from production and trafficking to distribution and use. It also detailed the processes, materials and criminal actors involved at different stages and levels of the market.

[EU Drug Markets: Key insights for policy and practice](#)



Extreme drug-related violence is putting a strain on local communities and society, and corruption is facilitating drug trafficking and undermining the rule of law. These were among the insights shared by the EMCDDA and Europol in *EU Drug Markets: Key insights for policy and practice*, a strategic summary of the EU drug market, launched at an online press conference on 7 March.

The press conference featured speeches by European Commissioner Ylva Johansson (video message), Europol Executive Director Catherine de Bolle and EUDA Executive

Director Alexis Goosdeel.



Commissioner Johansson said: ‘As a policymaker, I rely on the expertise of the Drugs Agency and Europol. I make my policies based on facts (...). I recommend this report to everyone who is designing or implementing drug policies. Be it from the perspective of public health or security. I know it will help you to make a difference!’

[EU Drug Market: Drivers and facilitators](#)

The new module released on 30 May provides an overview of the key factors influencing the operation of the markets for illicit drugs in the European Union. It considers the changes and developments happening in the wider environment in which the illicit drug market is embedded (drivers), and the people or processes (facilitators) that make it easier to commit drug-related crimes or avoid detection.



The focus of the report is on identifying key issues and presenting recommendations for action at EU and Member State level.

[EU Drug Market: New psychoactive substances](#)



This overview of the EU market on new psychoactive substances (NPS) was presented by the EUDA and Europol at a webinar on 27 June. The webinar provided a summary of the EU NPS market from production and trafficking to distribution and use. The module details the processes, materials and players involved at various stages and levels of the market. It takes a threat assessment approach, identifying key issues and defining recommendations for action at EU and Member State level.

The NPS module is now available in 24 languages.

The EUDA and Europol will publish a new module, on MDMA, in 2025 to complete the strategic analysis.



Support policy and operational responses to drug security challenges

In the policy area, the EUDA provided technical input and advice to its key partners, in particular the European Commission. This included the preparation of briefing notes on topics such as the drug situation and markets in Colombia, Ecuador, Brazil, Senegal and Mexico; EU darknet monitoring, considering preparatory action and action for the future; seaports: monitoring the EU's floodgates for illicit drugs (to support the monitoring and assessment of actions implemented under the EU Ports Alliance to fight drug trafficking and organised crime – see later reference under this section); and others.

The Agency continued to contribute to key EU policy documents and initiatives, such as the EU Drugs Strategy and Action Plan 2021-2025 and the EMPACT operational action plans (OAPs) of the EU policy cycle on organised and serious international crime. Within the available resources, the Agency implemented all its tasks under the 2024 EMPACT OAP on Cannabis, Cocaine and Heroin, and the OAP on Synthetic Drugs and NPS. The Agency also contributed to the planning and drafting of OAPs for 2025. A key contribution to the EMPACT OAPs was the newly released modules on *Heroin and other opioids*, *Drivers and facilitators*, *New psychoactive substances (NPS)* and *Key insights for policy and practice* of the fourth edition of the joint EMCDDA-Europol *EU Drug Markets: In-depth analysis* (see the previous section of this Security area).

Also contributing to the OAPs, the EUDA, together with its partner, the European Union Agency for Law Enforcement Training (CEPOL), continued organising and delivering training activities for law enforcement professionals. Regrettably, CEPOL suffered a cyberattack during the summer, which led to many activities planned for the second half of the year being cancelled. Notwithstanding this setback, 1 462 officers from EU and non-EU countries joined training events, either courses or webinars, or completed e-lessons or modules in the first half of 2024.

Furthermore, 40 officers from non-EU countries funded by technical assistance projects implemented by the EUDA (see Business driver 2: Partnership) joined CEPOL and EUDA drug-related training.



'The course offered the opportunity to learn about precursors and pre-precursors and dismantling illicit drug laboratories. It gave the opportunity to be informed about the current situation about drugs and their production/synthesis. The knowledge gained is very important, in case such laboratories or different solvents used to obtain drugs appear on the country's territory.'

Ludmila Bulat, Moldova, feedback on the training 'Illicit drug laboratory dismantling – advanced', Poland, March 2024

The EUDA contributed as required to the implementation of the relevant actions of the [EU Roadmap](#), which was designed to step up the fight against drug trafficking and criminal networks, and was adopted by the European Commission in October 2023. The Roadmap sets out 17 targeted actions in four priority areas. The Commission has been working closely with Member States and its partners to achieve the goals set out in the Roadmap.



European Commissioner Ylva Johansson, speaking at the launch of the European Ports Alliance Public-Private Partnership, in Antwerp on 24 January

A flagship initiative under the Roadmap was the launch, by the European Commission and the Belgian Presidency of the Council of the EU, of the [European Ports Alliance Public-Private Partnership](#) in Antwerp on 24 January.

The alliance brings together relevant public and private actors in the fight against drug smuggling and the criminal infiltration of logistic hubs. European ports are particularly vulnerable to drug smuggling and exploitation by

high-risk criminal networks. The initiative was launched in cooperation with the EU Member States, port authorities, European associations, EU agencies (Europol, EUDA) and representatives of customs and law enforcement authorities.

The EUDA supported various other technical and policy meetings, including those of important Commission groups, such as the EU Internet Forum and the Global Coalition to Address Synthetic Drug Threats.

EUDA analysis was also presented on many other occasions, such as meetings of the HDG, COSI, the Maritime Analysis and Operations Centre – Narcotics (MAOC-N) Board, the Europol Drugs Programme Board, EMPACT, the European Precursors Group of Experts, Europol Drugs Conference, Lisbon Addictions and the EU Crime Fighting Week in Brussels, organised by the European Commission in June. However, the most significant EUDA event in the area was the first European Conference on Drug-Related Violence, which took place on 26-27 November in Brussels.

In the spotlight – First European Conference on Drug-Related Violence

#BreakTheCycle. Build The Future.

The first [European Conference on Drug-Related Violence](#) took place on 26-27 November in Brussels.

The event, which was organised by the EUDA in collaboration with the European Commission, aimed to address the escalating threat posed by drug-related violence. This violence manifests itself in various and increasingly complex forms, often fuelled by organised crime that operates in and exploits fragile social environments, affecting communities at multiple levels and perpetuating cycles of harm.

The event tackled aspects of drug-related violence, balancing health and security concerns, and promoting community safety and public health. It brought together diverse voices – some 200 experts – from policy, practice, research and civil society, providing a cross-sectoral perspective of how drug-related violence affects people's lives, businesses and economies, and requires a unified and coordinated EU approach in response. It catalysed collaboration in this area by providing a platform for discussion and sharing best practices, forming a call for stakeholders to work together towards a safer, more secure Europe.

The focus of the event was how to break the cycle of drug-related violence and build a better future.

An impactful [video](#) promoting that message was released at the conference.

The event culminated in a powerful [call to action](#), delivered by EUDA Executive Director Alexis Goosdeel. The text draws on the issues raised at the event to encourage and support efforts to enhance safety and security across all sectors of society, with measures to anticipate, alert, respond to and learn from the growing complexities of drug-related violence.

The conference's [closing session](#) featured compelling remarks from European Commissioner for Home Affairs, Ylva Johansson, and Belgian Minister of the Interior, Annelies Verlinden, underscoring the urgent need for collective action and cross-sector collaboration.



Roumen Sedefov, Head of unit, Risks to public safety and security, EUDA chairing the plenary session on 'Drug-related violence: exploring its manifestations, drivers and impact'



The event generated significant interest and was acknowledged as a 'milestone' in the EU fight against drug trafficking and organised crime.



'Last week we achieved another milestone in the implementation of the EU

Roadmap to fight against drug trafficking and organised crime, the first ever EU conference on drug related violence was a success and this was thanks to you, team EUDA!

I would like to personally thank you for your incredible professionalism and the hard work put in over the past months to make this conference happen. You managed to bring together more than 200 participants from all over Europe, from different sectors and levels of work, which made the discussion extremely diverse and integrative.

With the call to action, you made of this conference a concrete deliverable, that will be very helpful to leverage our actions in the fight against drug trafficking and organised crime.'

Floriana Sipala, DG Home, Director for Internal Security, Commission Counter-Terrorism Coordinator



'Effectively addressing drug-related violence requires a whole-of-society approach. Local and regional authorities play a crucial role in bolstering prevention and breaking up networks exploiting vulnerable people in our communities. I firmly believe in the strength of awareness campaigns and community efforts, like sports and cultural programmes, to guide young people away from drug abuse and crime, a conviction reinforced by insights from the European Drugs Agency conference.'

Matteo Luigi Bianchi Member of the European Committee of the Regions



Floriana Sipala, DG Home, Director for Internal Security, Commission Counter-Terrorism Coordinator, speaking at the conference



The EUDA team in charge of the conference

The annual meeting and proceedings of the EUDA Reference Group on Drug Supply Indicators was also organised on 27 November in Brussels, in conjunction with the conference.

MAIN AREA 3

Business drivers





Main area 3: Business drivers

Business driver 1: Institutional

Governance and institutional developments

The most significant development in this area was the entering into application on 2 July of the [new Regulation of the European Union Drugs Agency \(EUDA\)](#), which grants Europe stronger powers to tackle current and future drug problems. The new Regulation of the European Parliament and of the Council revised the mandate of the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA), to keep pace with an ever-more complex and rapidly changing drug phenomenon. Consequently, on that day the EMCDDA became the EUDA.

With a more proactive remit, adapted to the current reality, the new EUDA will be better equipped to support the EU and its Member States in addressing emerging issues in this field.

The new legislation has its roots in a proposal from the European Commission on 12 January 2022, which called for a stronger mandate for the Agency that would empower it to perform the tasks needed to address current and future challenges related to illicit drugs. After the endorsement by the European Parliament of the provisional deal from inter-institutional negotiations on creating the EUDA on 13 June 2023, the Council of the EU adopted the EUDA Regulation on 27 June 2023. The Regulation entered into force on 1 July 2023. Thus, as mentioned, it started to be applied one year later, on 2 July 2024.

With new tools and competences, the EUDA will play a key role in strengthening EU preparedness on drugs, helping the EU and its Member States to anticipate and respond effectively to emerging health and security challenges posed by illicit drugs, through four key interconnected service categories.

- **Anticipate:** anticipate future drug-related challenges and their consequences.
- **Alert:** alert in real-time on new drug risks and threats to health and security.
- **Respond:** help the EU and its Member States strengthen their responses to the drug phenomenon.
- **Learn:** facilitate EU-wide knowledge exchange and learning for evidence-based policies and interventions.

The EUDA launch ceremony took place in Lisbon on 3 July, in the presence of the European Commissioner for Home Affairs, Ylva Johansson, and the Belgian Minister of the Interior, Annelies Verlinden. A [press conference](#) was organised with interventions from the European Commissioner; the Portuguese Secretary of State for Health, Ms Ana Povo; the Chair of the EUDA Management Board (Austria), Dr Franz Pietsch; and the EUDA Executive Director, Mr Alexis Goosdeel.

In the spotlight – The launch of the European Union Drugs Agency



The launch of the new Agency in Lisbon set a milestone in the European Union's effort to tackle drugs.



Commissioner Johansson said: 'This is great day. A big day. A big day for Europe. And a big day for all of you. In January 2022 I proposed a new and stronger mandate for you. And today, two years later, I am proud to be here in Lisbon to launch the new mandate for the European Drugs Agency. (...) And for me personally your work has always been essential. When preparing my policies and initiatives against crime and drugs. Also on the global stage. When you speak, I listen. Europe listens. And the world listens. And we must listen because you have something important to say. You show drugs are increasingly available, increasingly potent, increasingly dangerous. (...) I want you all to be very proud. You're doing an excellent and important job. You protect people's health and safety in Europe. And with the new mandate you will be able to do an even better job. Many congratulations and lots of success!'



EUDA Executive Director, Alexis Goosdeel, and the European Commissioner for Home Affairs, Ylva Johansson, at the launch of the EUDA, in Lisbon



At the end of the EUDA inauguration ceremony, EUDA staff and guests, including European Commissioner for Home Affairs, Ylva Johansson, and the Belgian Minister of the Interior, Annelies Verlinden, came together to form the Agency's acronym.

This memorable moment was captured in a [video](#).



In the margins of the event, the EUDA signed a working arrangement with the Ministry of Foreign Affairs and Human Mobility of Ecuador, designed to enhance cooperation in addressing drug-related challenges.

The constituent EUDA Management Board meeting took place on 4-5 July 2024, chaired by Dr Franz Pietsch (Austria) (for details, see Part II of this Consolidated Annual Activity Report – CAAR). This event brought together for the first time the formally nominated board members to take key institutional decisions linked to the new EUDA regulation.



EUDA Management Board members, other participants and EUDA staff at the extended Management Board meeting on 5 July, in Lisbon

On 5 July, the meeting was extended to include high-level representatives from candidate countries and potential candidates to the EU, as well as partners with which the EUDA collaborates. Executive Directors of other EU agencies and the Chair of the Civil Society Forum on Drugs (CSFD) also attended. Geostrategic discussions focused on international cooperation and emerging drug trends.



EUDA Management Board elections

At their meeting of 5 December, the EUDA Management Board elected Austrian member Franz Pietsch as Chair and Luxembourgish member Xavier Poos as Deputy Chair. They will hold these positions for a four-year term (2025-2028). The candidates also held these positions between 1 January 2021 and 31 December 2024.



EUDA Management Board Chair Franz Pietsch and Deputy Chair Xavier Poos in December, in Lisbon

Commenting on the election results, **EUDA Executive Director Alexis Goosdeel** said:



'I extend my warmest congratulations to Dr Franz Pietsch and Mr Xavier Poos on their election today and commend their unwavering commitment to the work of the Agency. I would also like to express my gratitude for the pivotal roles they have played as Chair and Vice-Chair of the Management Board over the past three years, a period characterised by the successful transition from the EMCDDA to the EUDA. Building on our strong collaboration, I look forward to working closely with them towards the full implementation of the new EUDA mandate, and, together, contributing to strengthening EU preparedness on drugs.'



Advancing customer-centric communication and services

The transition from the EMCDDA to the EUDA in 2024 marked a significant transformation, shifting from a monitoring centre to an agency with a stronger operational mandate. This evolution reinforces the Agency's commitment to customer centricity, digital transformation, and enhanced internal and external communication.

New brand identity

During the year, the Agency created a new brand identity for the EUDA. The big reveal came on 2 July when the Agency unveiled the new logo. The shift from the EMCDDA to the EUDA means moving from a monitoring centre, with a primary role of observation, to an agency that is empowered to act. A branding project was designed to help prepare the EUDA for this fundamental shift.

The Agency developed a brand guide to help the EUDA position itself as a bold, innovative and forward-looking agency. The logo was designed for a digital environment as the EUDA continues its digital transformation journey. The shapes are simplified versions of the letters in the Agency's acronym: E-U-D-A. The European Union symbol inspires the white stars, and the vibrant colours reflect our new identity and personality.

An external consultant specialising in strategic branding facilitated the development of the EUDA's brand guide. The core team, consisting of members from the Communication unit and colleagues from other units with outward-facing roles or key functions such as strategic planning and human resources, actively contributed to its creation. In addition, various workshops have been organised throughout the year to roll out the brand guide to all EUDA staff. Shared branding is vital in preparing the organisation to transition into the EUDA.

The results of this branding project are summarised in a [video describing the EUDA's logo, values, personality and mission](#).

Expanding communication and outreach

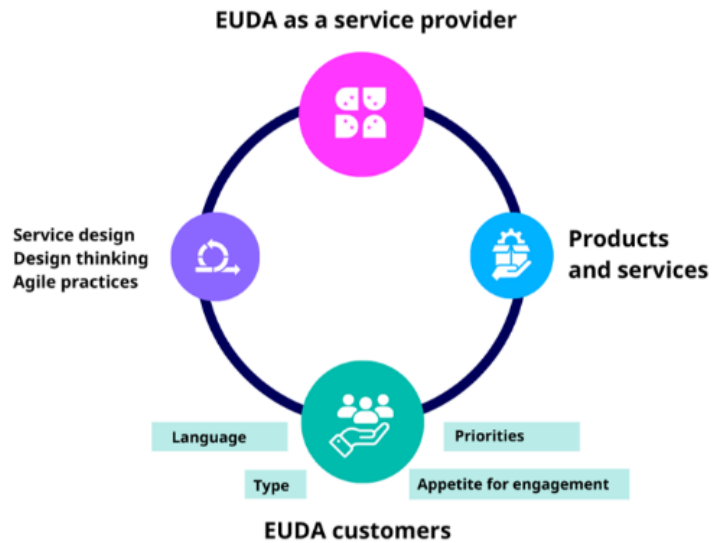
The new EUDA Communication Strategy aims to support the delivery of the EUDA's baseline vision of being 'your European Union Drugs Agency'. A general framework for the EUDA Communication Strategy was prepared for the EUDA's first Management Board meeting in July (the final version will be adopted in 2025), outlining the approach to communication that the EUDA will adopt.

The EUDA positions itself as the go-to agency for drug-related issues by enhancing preparedness, visibility and engagement.



Enhancing the EUDA’s digital maturity allows the Agency to increase this value delivery and thrive as an organisation in a fast-evolving, technology-driven environment. In 2024, priority continued to be given to ensuring that timely products and services were provided to the Agency’s key customers via digital channels. This included events (e.g. webinars) and digital product launches (see ‘Main area 1: Health’ and ‘Main area 2: Security’ for details). Figure 7 illustrates some of the key elements the Agency must consider becoming a customer-centric service provider.

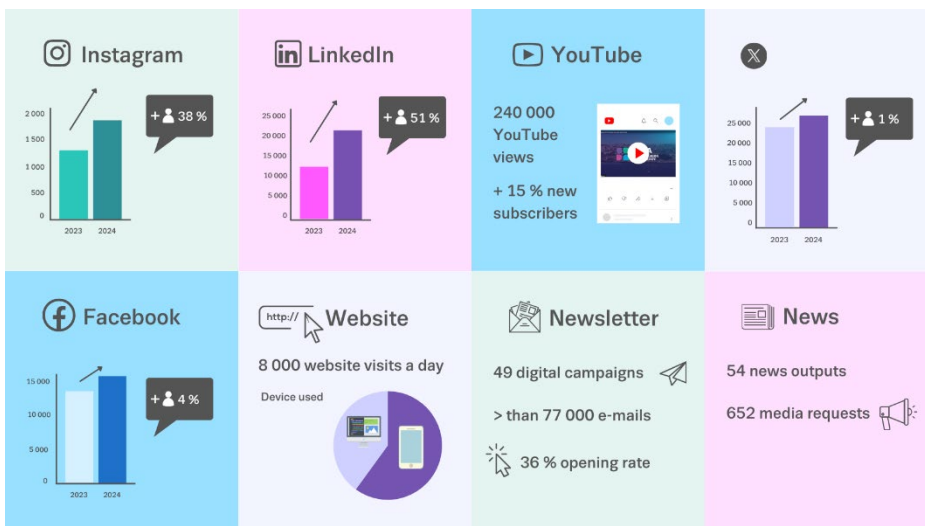
Figure 7. EUDA as a service provider



The EUDA’s communication efforts were further focused on ensuring the production of high-quality publications: a total of 33 scientific and institutional publications were produced in 2024 ⁽³⁾. The Agency also authored or co-authored 16 scientific articles and book chapters ⁽⁴⁾.

Activities to enhance engagement with the Agency’s audiences, mainly via online communication channels, were further improved. Figure 8 and Annex Ib provide more data on communications metrics.

Figure 8. EUDA online communication channels



⁽³⁾ A full list of publications is available on the EUDA website: https://www.euda.europa.eu/publications_en

⁽⁴⁾ A full list of scientific articles and book chapters authored and/or co-authored by EUDA staff can be found here: https://d9www.euda.europa.eu/document-library_en?f%5B0%5D=category%3A1189&f%5B1%5D=pub_date%3A2024



In 2024, more content was translated using the web translation module (EDR commentary and modules, EDMR key insights, responses miniguides, EUDA web page stating its new mission). Efforts to enhance the Drupal module helped to improve data translation. The EUDA responded to several needs of its partners and customers to provide content in the national languages.

Internal communication and collaboration also saw significant progress. The internal communication action plan was updated, while the Agency’s intranet and internal communication activities continued to evolve, generate increased engagement and improve throughout the year.

Business driver 2: Partnership

Reitox network activities

Reitox is the European information network on drugs and drug addiction. Members of the network are designated national institutions or agencies responsible for data collection and reporting on drugs and drug addiction from all EU Member States, Norway, Türkiye and a focal point from the European Commission. These institutions, known as national focal points (NFPs), directly contribute to the EUDA’s core task of collecting and reporting consistent, harmonised and standardised information on the drug phenomenon across Europe. The NFPs and their activities form the backbone of the Agency’s work.

Figure 9. Countries of the EUDA Reitox network



The activities of the network are defined every year in the grant agreements signed between each NFP and the Agency, while since 2017 longer-term strategic objectives have been guided by the Reitox Development Framework (RDF). These activities have been complemented by more operational key tasks and milestones as defined in the Roadmap 2021-2025, which was adopted by the network and endorsed by the Agency Management Board in 2021.

In 2024, a new reference framework for collaboration, the Reitox Alliance, started to be developed jointly by the Agency and the NFPs. The document, which is planned to be adopted by the EUDA Management Board in December 2025, will reflect the enhanced role of the Reitox network, in line with the EUDA Regulation.



To facilitate the development of the Reitox Alliance, a joint working group consisting of NFPs and EUDA staff was established in January 2024. Throughout the year, this group held regular meetings to define the future structure and objectives, to ensure an enhanced role for the NFPs as key contributors to the EU drug monitoring system within the EUDA regulatory framework. Moreover, the assessment of the RDF was finalised in 2024. The findings from this assessment will contribute to the strategic discussion on the Reitox Alliance.

In the context of the current RDF, EUDA provided ongoing support to the Reitox network to assist the NFPs in the implementation of their activities. The results of the NFP monitoring and reporting were fed to the Agency for analysis and were ultimately released in the European Drug Report, the Statistical Bulletin and other outputs. Moreover, in the context of the Lisbon Addictions 2024 conference (see Business driver 3: Scientific capacity), [information on the main achievements of each national focal point](#) was prepared and published, and the [Reitox frequently asked questions](#) section was updated on the website, to better reflect the EUDA mandate.

The Agency also held regular coordination meetings with the Reitox network spokesperson's team, and the minutes were made available to the entire network. Interactive exchange and collaboration continued on EUDA Connect among and with the network members.

Two meetings of the heads of national focal points took place in 2024, in Lisbon:

- 70th meeting, 21-23 May,
- 71st meeting, 19-21 November.

These were complemented by two technical meetings that took place online on 12 March (27 NFPs participated) and 8 October (27 NFPs participated).

These events provided opportunities to agree on the national reporting package and standardised templates for 2024, and to discuss key topics, such as the implications for the NFPs of the EUDA mandate, scientific activities, and policy and institutional developments.

Management of Reitox grants

An important part of the EUDA's work with the Reitox network relates to the management of Reitox grants. The EUDA co-finances the contribution of the national focal points to EUDA work through annual grant agreements. In 2024, the contribution was reinstated to the levels of 2013 (before the two major budget reductions, which were imposed on EMCDDA in 2014 and 2022). The maximum annual co-financing for each Reitox national focal point amounted to EUR 100 000.

In 2024, 27 grants agreements were concluded and signed for a total value of around EUR 2.5 million. Two field verifications took place (on-site audits), in Hungary on 24-25 June and in Malta on 28-30 October, both relating to financial year 2023 and combined with the certification exercise. Another three on-site audits are scheduled to take place in 2025.



Capacity building

National focal points certification

Further progress has been pursued in the implementation of the Reitox certification process. This formally acknowledges the competence of a national focal point and confirms that it meets the minimum criteria to fulfil the required tasks.

In 2024, the Belgian, Dutch and Italian NFPs obtained certification, joining the previously certified Austrian, Croatian, Cypriot, Estonian, French, Greek, Irish and Slovenian NFPs on the list of focal points that have formally completed the process. The Maltese national focal point also initiated the process, and received an on-site mission from EUDA, as foreseen in the certification exercise. The final steps of the process will be concluded in 2025.

Following the entry into application of Article 35 of the EUDA Regulation, the Agency is required to set up a new mechanism for the assessment of the NFPs and to assess all focal points by July 2026, and regularly thereafter. In 2024, preparatory work on the new Reitox assessment methodology was carried out and presented at the end of the year to the heads of national focal points.

The shift from certification to the assessment methodology provides an opportunity to refine and update the process, ensuring that the assessment is focused on identifying areas of potential improvement. This shift will better allow the Agency to support national focal points in further enhancing their capacity over time.

Reitox Academies

A Reitox Academy is a training programme that addresses the capacity building and information needs of the Reitox community, but also transfers knowledge and EUDA practices to candidate and potential candidate countries, European Neighbourhood Policy (ENP) countries and other priority non-EU countries.

In terms of training activities, five Reitox Academies took place for the network in 2024, benefiting 215 participants in total. The results of the evaluation carried out at the end of two of the academies (Reitox Academy on implementing futures/foresight in the drug field, with a focus on synthetic drugs, and the Reitox Academy on drug checking) showed an average satisfaction rate of 96 %.

More details on the events are presented below.

Reitox National Academy on drugs and NPS-related toxicovigilance

When	9 May
Where	Zagreb, Croatia
Why	To learn about national and European best practices in setting up and managing a toxicovigilance system, preparing the stakeholders for the future pilot project on monitoring drugs and NPS toxicity in Zagreb
For whom?	46 participants (45 from Croatia and one from Slovenia)



Reitox National Academy on evidence-based prevention	
When	16 September
Where	Zagreb, Croatia
Why	To share knowledge on evidence-based prevention and practices to improve the quality of interventions in Croatia and to influence implementation of future prevention activities and local action plans
For whom?	100 participants (99 from Croatia and one participant from Slovenia)

Reitox Regional Academy for Baltic countries on innovative research data, methodological limitations and broader ways to use the data	
When	12-13 June
Where	Tallin, Estonia
Why	To share and discuss experiences on monitoring of synthetic opioids and nitazene, discussing the strengths and limitations of the data that are currently available, and outlining a possible joint paper on the use of innovative research methods
For whom?	13 participants from 6 countries: Estonia, Finland, Latvia, Lithuania, Poland and Sweden



Participants at the Reitox regional academy for Baltic countries

Reitox Academy on implementing futures/foresight in the drug field, with a focus on synthetic drugs	
When	27-28 June
Where	Dublin, Ireland
Why	To enhance the Futures Literacy skills of participants, facilitating the development of alternative scenarios of synthetic drug use in a 20-year perspective



For whom?	28 participants, from 14 countries: Ireland, Belgium, Bulgaria, Croatia, Cyprus, Finland, Germany, Greece, Hungary, Latvia, Lithuania, the Netherlands, Poland and Portugal
	 <p data-bbox="395 678 1091 741"><i>Participants at the Reitox Regional Academy on implementing futures/foresight in the drug field, with a focus on synthetic drugs</i></p>

Reitox Academy on drug checking

When	3-4 October
Where	Utrecht, the Netherlands
Why	To gain knowledge on the different types of drug-checking interventions and their integration into national drug monitoring and early warning systems, with a focus on implications for health and market information
For whom?	28 participants from 17 EU Member States (NFPs and drug-checking services) attended: Belgium, Bulgaria, Croatia, Cyprus, Estonia, Finland, France, Greece, Hungary, Italy, Lithuania, Luxembourg, the Netherlands, Poland, Portugal, Slovenia and Spain



Participants at the Reitox academy on drug checking



Cooperation with EU agencies and international partners

EU agencies

Cooperation with EU agencies continued to be strengthened in 2024. Key EUDA partners included the ECDC, the ECHA, the EFSA, EMA, the European Union Agency for Asylum (EUAA), Europol and CEPOL. For details on core business activities implemented with partners, see 'Main area 1: Health' and 'Main area 2: Security'.

The EUDA also contributed to the work of the JHA agencies' network ⁽⁵⁾, which in 2024 was chaired by the European Union Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice (eu-LISA). This included participation and making active contributions to meetings and the provision of input to various initiatives during the year.

The EUDA Executive Director Alexis Goosdeel paid a visit to Europol in The Hague on 15 October to discuss with the Executive Director of Europol, Ms Catherine De Bolle, and members of her team the future cooperation of both agencies in the light of the EUDA mandate.

Throughout the year, the EUDA contributed to the work of other technical networks of EU agencies, including the Coordination Group on Trafficking in Human Beings (THB), the EU Joint Taskforce on Artificial Intelligence, the Performance Development Network, the Heads of Communication and Information Network, the Information and Communication Technology Network, the EU Innovation Hub for Internal Security and the EU Agencies Network on Scientific Advice (EU-ANSA), where the EUDA leads the Futures Cluster and two meetings were organised on the topic during the year.

Particularly fruitful was the EUDA's continuing contribution to the EU Innovation Hub for Internal Security ⁽⁶⁾. The EUDA is an active member of the EU Innovation Hub team that meets every two weeks to coordinate work in the area of research and innovation with other EU agencies, the European Commission and the Council Secretariat. It is also a member of the Hub cluster on foresight. Among other initiatives, the EUDA contributed to the organisation of the annual event of the EU Innovation Hub for Internal Security on 27 November and the external Steering Committee meeting on 29 November in Brussels.

Global organisations

The EUDA's main partners at the global level are the UNODC and the WHO. In September 2024, the EUDA and the UNODC launched negotiations on a new working arrangement to replace the Memorandum of Understanding (MoU) signed in 1998. On a general basis, the EUDA contributes to technical discussions with the UNODC and other international partners on how to improve data collection and how to facilitate inter-agency collaboration. The EUDA

⁽⁵⁾ The JHA agencies' network connects the EU agencies that protect the area of freedom, security and justice. It includes nine agencies: CEPOL, the European Institute for Gender Equality (EIGE), the European Union Agency for Asylum (EUAA), the EUDA, the EU Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice (eu-LISA), the EU Agency for Criminal Justice Cooperation (Eurojust), Europol, the EU Agency for Fundamental Rights (FRA) and Frontex.

⁽⁶⁾ The EU Innovation Hub for Internal Security was established on the basis of the outcomes of the JHA Council of 7-8 October 2019 (12837/19) and further specified in the COSI documents 5757/20 of 18 February 2020 and 7829/20 of 7 May 2020. The hub is a collaborative network of innovation labs of EU agencies, Member States, the JRC and the European Commission.



is also an active member of the international expert working group on drug epidemiological statistics led by the UNODC and the WHO.

Since 2014, the EUDA and the UNODC have collaborated regularly with respect to data on NPS, in line with an agreement of the Member States on data sharing and in the context of international discussions regarding increased cooperation and exchange of information on NPS (see Main area 1: Health). Each year, the EUDA provides the UNODC Early Warning Advisory with a list of NPS notified to the EU EWS and a list of the NPS seized by each EU Member State, Norway, Türkiye and the United Kingdom.

The EUDA is a member of the Steering Committee of the Synthetics Monitoring: Analyses, Reporting and Trends (SMART) project (on improving amphetamine-type stimulants data) and the Scientific Advisory Group for the *World Drug Report*.

Together with UNODC Brazil and within the COPOLAD programme, the EUDA culturally adapted and implemented the full European Prevention Curriculum (EUPC) training system in Brazil in 2024.

The EUDA participated in various meetings that took place in 2024, including the 67th session of the United Nations Commission on Narcotic Drugs (CND) (March, Vienna).

The EUDA cooperates with both the WHO headquarters (in Geneva) and the WHO Regional Office for Europe (in Copenhagen). Cooperation with WHO Europe in recent years has covered the topics of prison and infectious diseases, while cooperation with WHO headquarters has focused on intervention quality standards and the monitoring of treatment systems.

The EUDA, WHO Europe and the ECDC have been working closely to assist countries in the elimination of viral hepatitis, in line with the WHO hepatitis elimination agenda.

Cooperation with WHO Geneva also takes place in the area of NPS. Among other activities, the EUDA supports the prioritisation of NPS, which are to be assessed each year by the Expert Committee on Drug Dependence (ECDD) through the EWS. In April, the EUDA provided the WHO with a list of substances currently not under international control that are of concern to Europe and that could be considered for review at the ECDD, as well as providing data on these substances.

Regional organisations

The main EUDA partners at the regional level are the Pompidou Group of the Council of Europe and the Inter-American Drug Abuse Control Commission (CICAD).

Cooperation with the Pompidou Group followed an agreement signed between the two organisations in December 2022 regarding new areas of cooperation in the framework of the Memorandum of Understanding (MoU) signed in 2010.

The EUDA continued to cooperate with CICAD within the framework of the MoU signed in October 2000 and in line with the new work programme for 2019-2024 signed in January 2020 in Washington. This cooperation involves the participation of the EUDA as an observer in CICAD regular sessions on an ad hoc basis, and that of CICAD experts in EU expert meetings, also on an ad hoc basis. The EUDA (under the COPOLAD III project – see the later section under this business driver) collaborated with CICAD for the official launch of Jamaica's Early Warning System (EWS) in February 2024, to which the Agency provided targeted technical support (for details, see also Main area 1: Health – the EU EWS).



Following a meeting at the EU Delegation to the United States in Washington DC in July, the EUDA Executive Director met with CICAD Executive Secretary, Ambassador Adam Namm, for a briefing on the EUDA mandate and ongoing cooperation.

Cooperation with civil society organisations

The EUDA Regulation (Article 55) specifically mentions civil society organisations (CSO) among the relevant stakeholders with whom the Agency should cooperate in the future to carry out its tasks.

To this end, in 2024 the EUDA stepped up its exchanges and engagement with CSO representatives with a view to developing concrete areas and methods for collaboration in the future.

This included a one-day consultation meeting organised by the Agency on 15 April, in Lisbon, with the Civil Society Forum on Drugs (CSFD). The event provided the participants – Ms Katrin Schiffer, CSFD Chair, Correlation – European Harm Reduction Network, other CSFD participants and Agency staff led by EUDA Executive Director Alexis Goosdeel – with an opportunity to discuss potential areas for cooperation. These included international cooperation, the European drug alert system, health and security threat assessment and preparedness, promotion of evidence-based interventions and best practices.

A Civil Society Consultation Meeting took place as a side event at the Lisbon Addictions 2024 conference on 22 October. The event aimed to promote a deeper understanding and cooperation between the EUDA and civil society stakeholders. It brought together EU institutions, academia, policymakers and civil society representatives to share ideas and views and to explore best practices, mechanisms and measures to enhance collaboration and engagement in addressing the drugs phenomenon.



EUDA representatives with participants at the Civil Society Consultation Meeting – Lisbon Addictions 2024 on 22 October

Finally, some group discussions on NFPs and civil society cooperation took place at the 71st meeting of heads of national focal points (HFP) on 19 November.

Cooperation with non-EU countries

The EUDA's international cooperation activities are guided by its International Cooperation Framework. In 2024, the EUDA launched a review of its 2018-2025 ICF, in close consultation with its main partners. The new ICF, which will be put forward for adoption by the Management Board in June 2025, charts the direction of work in this area for the years to come. It highlights the EUDA's key principles and modalities of cooperation, as well as its key services in the framework of the EUDA's new mandate.



The EUDA cooperates at bilateral level with key non-EU countries within the framework of working arrangements. Adopted by the Management Board after the Commission's prior approval, these working arrangements are an expression of the willingness and commitment of both sides to work together for mutual benefit. They allow for cooperation in collecting, processing, summarising and analysing information on the drug situation at the national level. Among other advantages, the arrangements illustrate the importance of having a sound national drug information system, headed by a national drug observatory, as the basis for effective drug policy and action. They also contribute to the EU's preparedness to face drug-related threats, an issue of particular relevance for the Agency's new mandate. The working arrangements also allow the active participation of the partners' experts in EUDA expert meetings and other relevant EUDA events.

Reflecting the importance of the area for the work of the Agency, as well as the recognition of the EUDA's role in the international drug context, four new working arrangements (WA) were signed by the EUDA with Colombia, Ecuador, Chile and Montenegro respectively, in 2024, as presented in Table 1 below. An amended WA was also signed with Ukraine.

Table 1. Working arrangements signed by the EUDA in 2024

Country	Working arrangements (WA)
Ukraine	Amended WA signed with the Ministry of Health of Ukraine in February 2024
Colombia	WA signed with the Ministry of Justice and Law in May 2024
Ecuador	WA signed with the Ministry of Foreign Affairs and Human Mobility in July 2024
Chile	WA signed with the Chilean Service for the Prevention and Rehabilitation of Drug and Alcohol Consumption (SENDA) in November 2024
Montenegro	WA signed with the Ministry of Interior and the Ministry of Health in October 2024



The WA with Montenegro was signed on 29 October in the margins of the EU-Western Balkans Ministerial Forum on Justice and Home Affairs, in Podgorica, in the presence of the European Commissioner for Home Affairs, Ylva Johansson. The agreement brings the EU and Montenegro closer together in tackling drug-related challenges by exchanging expertise, strengthening data collection and sharing strategic information on drug-related health and security threats. Montenegro is one of the six partners currently receiving assistance under the EUDA IPA8 project. This is the fourth working arrangement signed between the EUDA and a Western Balkan partner (after Albania, in 2019, Kosovo in 2020 and Serbia, also in 2020).



EUDA Executive Director Alexis Goosdeel and European Commissioner for Home Affairs, Ylva Johansson, with the Minister of the Interior of Montenegro, Danilo Šaranović, and Deputy Prime Minister for Foreign and European Affairs, Filip Ivanović, in Podgorica

In terms of cooperation with the Western Balkans, the Agency hosted on 23 April a high-level delegation from Kosovo, headed by the Secretary-General of the Ministry of Internal Affairs. Discussions focused on the general alignment of the national drug information system with EU standards, namely through the strengthening of the national drug observatory and the setting up of a national early warning system on new psychoactive substances.

Furthermore, on 4 June, Executive Director Alexis Goosdeel visited Albania where he met representatives of the Albanian Government, the EU delegation to Albania and civil society. The aim of the visit was to discuss and agree with national stakeholders on the next steps in aligning the Albanian and European drug information systems.

A delegation from the Narcotics and Psychotropic Drug Control Agency of the Libyan Ministry of the Interior paid its first visit to the Agency from 23-24 January. The visit was organised under the EU4Monitoring Drugs II (EU4MD II) project, funded by the EU. The delegation, led by Major General Khaled Almagbrok A. Omar, met Executive Director Alexis Goosdeel, as well as staff members responsible for the Reitox network, international cooperation and drug-related security.

Shortly after the launch of the EUDA, the Executive Director and Agency staff visited the United States (8-12 July), where they had a series of high-level meetings with US partners.

The EUDA delegation also paid a visit to Canada (23-26 September), hosted by the Canadian Centre on Substance Use and Addiction (CCSA). Following the visit, a joint statement from the CCSA and the EUDA was issued by Dr Alexander Caudarella, Chief Executive Officer of the CCSA, and Alexis Goosdeel, Executive Director of the EUDA. In addition, the EUDA received a request to establish a WA, which is currently being negotiated.



Cooperation with non-EU countries within the framework of EU-funded technical assistance projects

In 2024, the EUDA continued to implement the EU-funded technical assistance projects IPA8 and EU4MD II, for beneficiaries from the Western Balkans and the European Neighbourhood Policy (ENP) area respectively. Taking place within the Agency’s mandate for cooperation with non-EU countries, these projects will run until the end of 2026 (IPA8) and 2027 (EU4MD II) and will support national and regional readiness to identify and respond to drug-related health and security threats.

In addition, 2024 was the third year of implementation of the COPOLAD III project (the Agency became an official partner of the COPOLAD III programme in 2022). The EUDA also provided ad hoc support to the Central Asia Drug Action Programme (CADAP) project.

More details on these projects are presented below, including reflections by the project teams on their key achievements, focus and the impact of their activities on project stakeholders.

IPA8 project

Beneficiaries Albania, Bosnia and Herzegovina, Kosovo, Montenegro, North Macedonia and Serbia

Objective To promote and support the uptake by the Western Balkans of EU best practices and approaches in the areas of health and security and to strengthen the strategic and operational cooperation within the Western Balkans and between the region and the EU in terms of drug monitoring and information, using EU standards and tools

Duration 48 months (January 2023 to December 2026)

Total budget EUR 1.5 million

IPA8 project: Main achievements and highlights through the eyes of the project team

What were the key achievements of the IPA8 project in 2024?

In addition to the participation of selected Western Balkan (WB) experts in EU expert meetings, the EUDA collected routine monitoring data from the WB partners through EU standard tables and published, for the first time, specific [data sheets for each WB beneficiary](#).

Four out of six WB partners participated in the European School Survey Project on Alcohol and Other Drugs (ESPAD) and all of them actively participated in [the European Web Survey on Drugs](#).

The IPA8 project facilitated an intensive training course on supply indicators for all enlargement partners and organised a visit to the national focal point and the police



IPA8 project team



toxicology laboratory in Romania. The training was hosted in the Bucharest-based headquarters of the Southeast European Law Enforcement Center (SELEC).

Law enforcement representatives from the WB region were invited to attend the first EUDA drug-related violence conference, followed by the meeting of the Reference Group on Drug Supply Indicators.

Several experts from the IPA beneficiaries were also able to attend the 2024 Lisbon Addictions Conference through specific IPA bursaries.

What were the primary objectives and focus areas of the IPA8 project in 2024, and how did it contribute to the EUDA priorities?

The primary objective was to support enlargement partners in the approximation to the EU *acquis* in the drugs area. This involved capacity-building activities related to setting-up and/or strengthening their national drug observatory and national early warning system, and the stepwise integration of IPA beneficiaries into EUDA core activities and networks.

What impact do you think the IPA8 project had on its stakeholders and what feedback did you receive from them (if any)?

Throughout 2024, the IPA project supported beneficiaries in aligning their drug information systems with EU standards through quality feedback on their routine drug-related health and security monitoring data.

Following a high-level visit of the EUDA Executive Director to Tirana, the Albanian authorities established a national early warning system on new psychoactive substances.

The representatives of IPA beneficiaries and other involved partners – whether at technical expert meetings, the geostrategic management board debate or the Lisbon Addictions Conference – all provided very positive feedback on their cooperation with the EUDA due to the IPA8 project.

EU4MD II project

Beneficiaries	Algeria, Armenia, Azerbaijan, Georgia, Israel, Jordan, Lebanon, Libya, Moldova, Morocco, Palestine, Tunisia and Ukraine
Objective	To support national and regional readiness in the ENP area to identify and respond to drug-related health and security threats
Duration	60 months (January 2023 to December 2027)
Total budget	EUR 4 million

EU4Monitoring Drugs II project: Main achievements and highlights through the eyes of the project team



What were the key achievements of EU4MD II during 2024?

In 2024, nine of 13 project partners in the ENP-East and ENP-South co-produced a total of 22 new datasets. Georgia, Moldova



EU4MD II project team

and Ukraine submitted drug-related security and health data using standardised EUDA tools. We would like to praise Moldova's effort in implementing the European School Survey Project on Alcohol and Other Drugs after a decade-long pause, while Ukraine successfully implemented the survey in challenging war-time conditions. For the first time, the Palestinian Ministry of Health participated in the European Web Survey on Drugs. These studies bring new data to support national efforts to develop new drug policies and help to assess the impact of neighbouring drug markets on the EU.

The European Prevention Curriculum basic workshops were – for the first time ever – delivered in French and Arabic languages. To prepare for the milestone competence-building events in Tunis and in Amman, the entire learning materials package was translated and adapted to the needs of the region.

What were the primary objectives and focus areas of EU4MD II in 2024, and how did it contribute to the EUDA priorities?

The implementation of the EU4MD II project in 2024 focused on the following areas:

- enhancement of national drug monitoring systems and national drug observatories (NDOs), with a particular focus on candidate countries to the EU,
- data collection and analysis,
- capacity building and networking.

The activities that are implemented are in line with the Agency's priorities to support the EU enlargement process on drugs, data exchange, the uptake of good practices and evidence-based responses. This all contributes to the Agency's capability to analyse the EU drugs situation in a broader geostrategic context of the regions bordering the EU. At a practical level, the project supported the implementation of bilateral cooperation agreements with Armenia, Georgia, Moldova and Ukraine.

What impact do you think EU4MD II had on its stakeholders and what feedback did you receive from them (if any)?

In 2024, we note two examples where the project and the EUDA contributed to make a difference. Throughout the year we continuously advocated to the Moldovan authorities the need to strengthen the institutional framework for their national drug observatory (NDO). In November, the Government of Moldova approved a decision on the reorganisation of the National Agency of Public Health (NAPH) institutions, which officially recognised the NDO as part of the NAPH. In Jordan, the authorities increasingly adopt a balanced approach on drugs where both security and health-oriented activities are considered equally. The Public Security Directorate has been a trusted partner in promoting the European Prevention Curriculum in the country. In a broader context, participants at meetings and training sessions appreciate the opportunity to learn more



about EU drug policies and responses. On their return, they continue to share their experiences and knowledge with their peers and colleagues.

IPA and EU4MD II beneficiaries, the European Commission and the EUDA gathered in Porto (18-19 September) to take stock of the progress made in the implementation of the first two years of the IPA8 and EU4MD II projects, and to plan for the next two years. The joint Project Advisory Committee brought together 22 representatives from 14 beneficiaries of the two projects. At this occasion, the Portuguese national focal point facilitated on-site visits to the police and to a harm reduction centre in Porto.

COPOLAD III project

Beneficiaries Antigua and Barbuda, Argentina, Bahamas, Barbados, Belize, Bolivia, Brazil, Chile, Colombia, Costa Rica, Cuba, Dominica, Dominican Republic, El Salvador, Ecuador, Grenada, Guatemala, Guyana, Haiti, Honduras, Jamaica, Mexico, Panama, Paraguay, Peru, Saint Lucia, Saint Kitts and Nevis, Saint Vincent and the Grenadines, Suriname, Trinidad and Tobago, Venezuela, Uruguay

Objective To support the Fundación para la Internacionalización de las Administraciones Públicas (FIAP) and the Italo-Latin American International Organization (IILA) in strengthening the technical capacity and role of the NDO, to improve drug-demand-reduction policies and to support cooperation in drug trafficking investigations

Duration 32.5 months (15 July 2022 to 31 March 2025)

Total budget EUR 800 000

COPOLAD III project: Main achievements and highlights through the eyes of the project team

What were the key achievements of the COPOLAD III project during 2025?

To strengthen early warning systems and preparedness, a capacity-building session on foresight methodologies was organised, inviting four Caribbean countries – Barbados, Guyana, Jamaica, and Trinidad and Tobago – to participate in an exercise focused on synthetic opioids. Another key achievement was the development of three adapted versions of the European Union Prevention Curriculum (EUPC) for the Latin America and Caribbean region, available in English, Spanish and Portuguese. In 2024, six basic EUPC courses were successfully delivered. Additionally, a virtual community of practice was established, enabling EUPC participants to exchange prevention-related information. In the field of prevention, 2024 also marked the launch of



COPOLAD III project team



Evidencia Viva, an evidence-based online registry of evaluated prevention strategies in Latin America, available in Spanish and Portuguese.

What were the primary objectives and focus areas of the COPOLAD III project in 2024, and how did it contribute to the EUDA priorities?

COPOLAD III has four main focus areas: strengthening of technical capacity and the institutional role of national drug observatories; improved consistency, balance, quality and evidence base of drug demand reduction policies in LAC countries; drug supply reduction, focusing on effective strengthening of cooperation in drug trafficking investigation activities; and enhanced support for the political-technical dialogue between EU and LAC regions on drug-related issues. The activities developed in each of the components and the exchange of information and cooperation with LAC countries have contributed to the four EUDA priorities: anticipate, alert, respond and learn. Overall, through the implementation of activities in the above-mentioned thematic areas, the EUDA has also enhanced cooperation not only with countries in the region, but also with other key organisations working there, such as the Inter-American Drug Abuse Control Commission (CICAD) and the United Nations Office on Drugs and Crime (UNODC).

What impact do you think the COPOLAD III project had on its stakeholders and what feedback did you receive from them (if any)?

LAC's interest in the EUDA's activities remained consistently high across all thematic focus areas. Formal and informal feedback from participating countries has been overwhelmingly positive. Through COPOLAD, the EUDA played a role in the official launch of Jamaica's Early Warning System (EWS) in February 2024, providing targeted technical support. This included guidance on establishing an EWS, enhancing situational awareness of new psychoactive substances (NPS) and developing a sustainable stakeholder network. This effort was carried out in collaboration with CICAD. Additionally, it was highly rewarding to see that, due to project support, Argentina, Chile and Uruguay have successfully developed wastewater study protocols.

Business driver 3: Scientific capacity

Scientific Committee activities

As the guardian of the EUDA's reputation for scientific excellence, the Scientific Committee plays a key role in ensuring and improving the quality of the work carried out by the Agency.

It is consulted on the Agency's work programme and delivers opinions on any scientific matter concerning the Agency's activity. The Chair participates as an observer in the meetings of the Management Board.



During the year, the Scientific Committee met on 29 February to 1 March for the 59th Scientific Committee meeting in Lisbon, where opportunities and challenges in relation to the entry into application of the EUDA Regulation were discussed. As per the applicable procedure, in mid-2024, the Scientific Committee adopted a formal opinion on the EUDA's Single Programming Document (SPD) 2025-2027. It provided input on the Agency's main projects and scientific publications, in line with the guiding principles for reviewing selected publications.



Members of the EMCDDA Scientific Committee attending the 59th Meeting

In July, following the entry into application of the EUDA Regulation, a new Scientific Committee was appointed. Moreover, in accordance with Article 10 and Article 31(6) of the EUDA Regulation, the list of experts to form part of the extended EUDA Scientific Committee was approved by the Management Board. This list, valid for four years, will bring additional expertise, as required, to assess the risks posed by new psychoactive substances.

The first meeting of the newly appointed EUDA Scientific Committee took place in January 2025.



Members of the newly appointed EUDA Scientific Committee

In the context of the Lisbon Addictions Conference, the Scientific Committee played a significant role in both the conference preparation and its execution, including reviewing abstracts, promoting late-breaking submissions, chairing sessions and facilitating the participation of early career researchers.

Enhancing the EUDA's scientific capacity

Lisbon Addictions 2024: The Fifth European Conference on Addictive Behaviours and Dependencies

The year 2024 was dedicated to the preparation and organisation of the Fifth European Conference on Addictive Behaviours and Dependencies – Lisbon Addictions 2024, which took place from 23 to 25 October. As in previous editions, it was jointly organised by the Portuguese Institute on Addictive Behaviours and Dependencies (ICAD), the EUDA, the journal *Addiction*/Society for the Study of Addiction (Addiction/SSA), and the International Society of Addiction Journal Editors (ISAJE).

Throughout the year, the Lisbon Addictions Programme and Organising Committee, co-chaired by the EUDA, coordinated efforts to deliver a dynamic and impactful conference. A call for abstracts, launched on 23 October 2023 and finalised in January 2024, received a record-breaking 1 300+ submissions (compared to the 1 000 received in 2022). Notably, there was an increase in workshop submissions, reflecting a growing interest in interactive sessions.



Members of the Lisbon Addictions 2024 Organising Committee

The Scientific Committee played a key role in shaping and delivering the conference, from reviewing abstracts and encouraging late-breaking submissions to chairing sessions and supporting early career researchers' participation.

The 2024 conference theme, 'Empowering the workforce of the future', explored various aspects of capacity building and workforce development, a key aspect in response to the increasing complexity of addictions, the emergence of new addictive behaviours and evolving community needs. Under this overarching theme, the programme was structured around key thematic areas, called 'tracks', each developed by co-producers.

Building on the success of previous editions, Lisbon Addictions 2024 provided a multidisciplinary platform for researchers, practitioners and policy experts to network, exchange insights and contribute to policy discussions that shape effective interventions. The conference reaffirmed its role as a leading event in the field of addiction research and policy, fostering collaboration and knowledge exchange to address emerging challenges in addiction science and practice.

The conference received support from key international partners, including the European Commission, the United Nations Office on Drugs and Crime, the World Health Organization, the Pompidou Group of the Council of Europe, and the Inter-American Drug Abuse Control Commission.



In the spotlight – Lisbon Addiction 2024

‘Empowering the workforce of the future’, 23-25 October 2024, Lisbon

The **5th edition** of Lisbon Addictions was the **most diverse** edition to date, welcoming **over 2 100** participants (an increment of 400 participants in comparison with the previous edition) from **95 countries** (with 12 additional countries as compared to the 83 that participated in 2022). The event featured more than **600 presentations** across **177 sessions**, including plenaries, ‘big debates’, major sessions, oral presentations, short communications, workshops and e-poster and e-short communication sessions.



- Over **27 internationally acclaimed researchers** and professionals shared their expertise through keynote addresses and panel discussions, addressing challenges related to illicit drugs, alcohol, tobacco, screen addiction, gambling and other addictive behaviours.
- **120 international bursaries** were supported by the Wave project, funded by the European Commission, to attend the conference through a merit-based competitive awarding process, prioritising candidates in their early career stage.
- For the first time, **200 young researchers**, thanks to a programme for Early Career Researchers (ECR), participated in tailored events for networking, specialised sessions for mentoring opportunities and capacity building. This provided young researchers with a dynamic platform for the exchange of ideas, fostering access to vital information for their career progression and personal development.



Paul Griffiths, EUDA Scientific Director and Chair of the Programme Committee addressed the scientific community gathered at the biggest global scientific conference on addictions

The [final programme, presentations and recordings](#) of the event can be found on the conference website.



Foresight

Since 2019, the Agency has been actively developing its foresight expertise in the field of drugs. Foresight plays a key role in the Agency's work, envisioning possible future scenarios to equip EU institutions and Member States with the information they need to ensure preparedness, forward-thinking decisions and effective responses.

In 2024, the Agency enhanced its engagement with research and innovation, and strengthened its preparedness and organisational resilience. This was achieved through internal foresight exercises, in-depth studies on strategic priorities, capacity building, and networking with EU initiatives focused on future developments.

Additionally, the EUDA organised multiple foresight activities throughout the year, tailoring its tools for the diverse stakeholders. As part of these efforts, the Agency produced its first three framework scenarios on the future of drugs and the addiction field in 2040. A related toolkit providing instructions on how to set up a workshop on these scenarios will be published in 2025. Two workshops with these new scenarios were organised, one at the request of DG HOME for the Community for European Research and Innovation for Security (CERIS) (27 November) and one in the context of Lisbon Addiction 2024, as reported below.

A foresight visioning workshop was held during the 70th Heads of Reitox National Focal Points meeting (21-23 May). The workshop gathered 35 participants from the Reitox network, alongside representatives from the European Commission, to collaboratively shape visions and strategies for the European coordination of drug policies and actions up to 2035. A futures factory approach was introduced, enabling participants to co-develop a long-term vision for the Reitox Alliance, while outlining key actions and strategies for the next decade.

During the Annual Meeting of the Legal and Policy Correspondents Network (29-30 May), the EUDA facilitated a futures thinking exercise, focusing on scenario development and its application to drug policies. The Agency also participated in the 7th meeting of the EU Agencies Network on Scientific Advice (EU-ANSA, June 5-6) in Budapest, organised by the EU Agency for Law Enforcement Training (CEPOL). Discussion covered key topics such as the EU Innovation Hub, foresight, and the role of AI in scientific advice.

Similarly, the Reitox Academy in Dublin (27-28 June, see Business driver 2: Partnership) centred on the foresight theme, specifically exploring 'Implementing futures/foresight in the drug field, with a focus on synthetic drugs.' The EUDA Summer School (24 June to 5 July) included a dedicated seminar and workshop on foresight, equipping participants with forward-thinking tools to address evolving challenges in the drug field.

In the context of the project COPOLAD III, a workshop on foresight methodologies focusing on synthetic opioids in 2030 was organised online (15-17 October).



At the Lisbon Addictions 2024 conference (23-25 October), the EUDA hosted a dedicated session on '[Scenarios for the future of the addiction field by 2040](#)'. This session provided insights into foresight methodologies and explored alternative future scenarios for drugs and addiction in the EU, developed using a key factor-based methodology.

Finally, the EUDA remains an active member of the EU Innovation Hub for Internal Security. The Agency participated in the Annual Event (28 November), organised by the Europol Innovation Lab in collaboration with the Community of European Research and Innovation for Security (CERIS), where a panel on foresight was featured.



*EUDA Executive Director,
Alexis Goosdeel*

Business driver 4: Management

EUDA Executive Director – main activities

The Executive Director, through his external activities, contributed to increasing the visibility of the EMCDDA/EUDA and consolidating the credibility of the Agency's work by building and improving partnerships. Some examples are listed below.

The purpose of these activities was threefold: to inform on the performance of the EUDA in delivering on its mandate and implementing its annual work programme, to inform about the new mandate and discuss its impact on future cooperation with stakeholders, and to communicate the scientific evidence resulting from the Agency's monitoring and analytical work.

These high-level communication efforts, which mainly involved the participation of the Executive Director in online events and missions, were focused on the Agency's key customers, namely the drug policymakers at EU and Member States level, and the practitioners working in the field. Important institutional exchanges also took place with high-level representatives of some international organisations and non-EU countries.

EU bodies

In terms of EU policymakers, the Director participated in the ministerial launch of the European Ports Alliance Public-Private Partnership on 24 January in Antwerp, Belgium.

On 6-7 February, the Director participated in an informal meeting of the Standing Committee on Operational Cooperation on Internal Security (COSI), under the Belgian Presidency of the Council of the European Union, in Brussels.

On 7 March, the EMCDDA and Europol presented their latest insights and findings on the EU drug market in an online press conference launching 'EU Drug Markets: Key insights for policy and practice'. The report forms part of the broader *EU Drug Markets: In-depth analysis*. The Executive Director of Europol, Ms Catherine De Bolle, and the EMCDDA Director made online presentations.

Mr Goosdeel made a keynote intervention on the evolution of the cocaine drug route and the importance of functioning early warning systems and national drugs observatories at the EU Western Balkans Senior Officials Meeting on Justice and Home Affairs, which took place on



16 April 2024 in Brussels.

The Director presented the 2024 *European Drug Report: Trends and developments* (EDR) on 11 June through a virtual launch, with the participation of Commissioner Ylva Johansson and the Chair of the EMCDDA Management Board, Dr Franz Pietsch (video messages).

On 30 September, the Executive Director gave an online presentation on the work of the EUDA and the drug situation in Europe, based on the EDR 2024, at a meeting of the new Committee for Civil Liberties, Justice and Home Affairs (LIBE Committee) of the European Parliament.

Mr Goosdeel paid a visit to Europol in The Hague on 15 October to discuss with the Executive Director of Europol, Ms Catherine De Bolle, and members of her team the future cooperation of both agencies in the light of the EUDA mandate.

The Executive Director gave a speech at the opening and closing sessions of the European Conference on Drug-Related Violence, organised by the EUDA in collaboration with the European Commission (DG HOME) on 26-27 November in Brussels, launching a call to action.

The Executive Director had regular meetings with representatives of the European Commission during the year.

EU Member States

The Executive Director had extensive contact with representatives of the EU Member States.

The Director participated on 20-22 March in the Security, Democracy and Cities Conference 2024 organised by the European Forum for Urban Security (Efus), in partnership with 'safe.brussels', in Brussels.



'I would like to express our warmest thanks for your participation to the plenary session Global drug trafficking, local impacts and responses organised within the Security, Democracy and Cities Conference. Your participation greatly contributed to the quality and the success of this eighth edition, which was held from 20 to 22 March in Brussels. We sincerely hope that this session was as enriching for you as it was for us. We are convinced that the knowledge exchanged will prove beneficial in our collective efforts.'

Elizabeth Johnston, Efus Executive Director

On 6 June, the Director participated in an online meeting on drug consumption rooms in Europe in the context of the 'Mission IGA-Igas sur les haltes soins addictions France', organised by the General Inspection of Administration and the General Inspection of Social Affairs of France.

On 17-18 June, the Director participated in the 11th Polish National Conference on 'Addictions – Policy, Science, Practice. New paradigms and system solutions' in Warsaw, where he gave a keynote speech on '30 years of drug abuse monitoring in the European Union: lessons learned and future challenges'.

The Executive Director participated online in a conference organised by the German Federal Government's Drug and Addiction Commissioner on the topic 'Focus on addiction: The addiction and drug policy of tomorrow', where he presented 'Drug consumption and drug trafficking: what are the international trends and what do they mean for Germany?'



The Executive Director participated in the fifth European Conference on Addictive Behaviours and Dependencies – Lisbon Addictions 2024, which took place from 23 to 25 October in the Lisbon Congress Centre, under the overarching theme of ‘Empowering the workforce of the future’.

Mr Goosdeel gave several lectures during the year, including a lecture to the students of the postgraduate Addictions programme of the Psychiatric Clinic of the University of Athens.

International organisations and non-EU countries

The Executive Director participated in the high-level segment of the 67th session of the Commission on Narcotic Drugs (CND) on 14-15 March in Vienna. On 11 April, he



Visit to the experimental coca cultivation, Municipality of San Luis (Tolima), Colombia

participated in a meeting with representatives of the Civil Society Forum on Drugs (CSFD) at the EUDA. Mr Goosdeel gave a presentation on the EUDA mandate at the 140th meeting of the International Narcotics Control Board (INCB) on 30 May in Vienna.

The Director paid an official visit to Colombia from 13 to 17 May, during which he signed the working arrangement between the EMCDDA and the Ministry of Justice and Law of Colombia. The Director paid an official visit to Albania from 3 to 5 June, where he met with the Minister of Interior, Mr Taulant Bala, and the Minister of Health and Social Welfare, Ms Albana Koçiu.

In the margins of the launch of the EUDA, the Executive Director of the EUDA and the Ambassador of Ecuador to the EU signed a working arrangement between the EUDA and the Ministry of Foreign Affairs and Human Mobility of Ecuador on 3 July.

The Executive Director paid a visit to the USA from 8 to 12 July. He visited the Drug Enforcement Administration (DEA) headquarters and laboratory in Washington DC (USA), and had meetings at CICAD-OAS, the Office of National Drug Control Policy (ONDCP), the Bureau of International Narcotics and Law Enforcement Affairs (INL), the National Institute on Drug Abuse (NIDA) and the John Hopkins Center for Psychedelics and Consciousness Research.



HE Xavier Aliaga Sancho, Ambassador and Head of the Mission of Ecuador to the European Union; Ylva Johansson, European Commissioner for Home Affairs; Alexis Goosdeel

Mr Goosdeel addressed the opening ceremony of the European Society for Prevention Research (EUSPR) 2024 Conference in Cremona, Italy, on 10 September.



EUDA delegation visiting the Drug Analysis Service Laboratories in Quebec

The Executive Director paid an official visit to Canada from 23 to 27 September, hosted by the Canadian Centre on Substance Abuse and Addiction (CCSA). Topics on the agenda included cannabis initiatives, impaired driving and harm reduction services organisation. The visit started with a meeting with the Standing Committee on Health of the House of Commons of Canada and concluded with discussions with the Senate Health Caucus on future EUDA-CCSA collaboration.

The Executive Director attended the EU-Western Balkans Ministerial Forum on Justice and Home Affairs organised by the Hungarian

Presidency of the Council of the European Union in Budva, Montenegro, on 28-29 October. Mr Goosdeel signed the working arrangement between the EUDA and the Ministry of Health and the Ministry of Interior of Montenegro on 29 October in Podgorica.

The Executive Director paid an official visit to Chile on 4-6 November, during which he signed the working arrangement between the EUDA and the Chilean Service for the Prevention and Rehabilitation of Drug and Alcohol Consumption (SENDA) on 5 November.

The Executive Director gave a presentation on 3 December at the 6th European Harm Reduction Conference (EHRC2024), which was organised by the Correlation – European Harm Reduction Network on 2-4 December in Warsaw.

Data protection, public access to documents and prevention of fraud

Regulation (EU) 2018/1725 on data protection was fully observed during the year. Activities on data protection records were carried out, as required.

Furthermore, the EUDA Management Board adopted in December internal rules for the application of Regulation (EU) 2018/1725 of the European Parliament and of the Council of 23 October 2018 on the protection of natural persons with regard to the processing of personal data by the Union institutions, bodies, offices and agencies and on the free movement of such data. This came as a result of Article 47 of the EUDA Regulation, requiring the Agency's Management Board to establish within six months of the date of its first meeting after 2 July 2024, i.e. up to December 2024, measures for the application of Regulation (EU) 2018/1725.

To comply with these provisions, the EUDA consulted the European Data Protection Supervisor.

Once adopted by the EUDA Management Board, the new rules replaced the implementing rules for Regulation (EC) No 45/2001 of the European Parliament and of the Council on the protection of individuals with regard to the processing of personal data by Community institutions and bodies and on the free movement of such data, adopted by the Management Board of the Agency in July 2008 (EMCDDA/10/08). Consequently, the internal rules of the Agency have been aligned with the EU Regulation on data protection that is currently in force.



In line with the implementation of Regulation (EC) No 1049/2001 regarding public access to documents held by the Agency, the EUDA maintained its commitment to reactive transparency in 2024 by granting access to documents on request throughout the year. Pursuant to Article 17 of the Regulation, which requires the publication of an annual report indicating the number of refusals of access, the reasons for such refusals and the number of sensitive documents not listed in the register, the EUDA confirms that no requests for access to documents were refused by the Agency in 2024.

Lastly, the Management Board adopted in December the EUDA Anti-Fraud Strategy for 2025-2027.

Business transformation

The transformation of the EMCDDA into the EUDA brought about the most important organisational change since the creation of the former in 1993. This change involved significant operational growth (an increase of over 80 % in the annual budget), with the rapid recruitment and onboarding of a high number of new staff members (a 40 % increase in the number of staff in total). For details, see the sections on financial resources management and human resources management under this business driver.

To ensure that the required capabilities would be in place for the successful implementation of its new mandate, in 2024 the EUDA accelerated its business transformation activities. Their purpose is to enable the Agency to develop a range of new competences, allowing it to deliver innovative, state-of-the-art services and products, while maintaining its established essential services and ongoing monitoring of the drug situation, on which the EU drug policy relies.

With that in mind, the EUDA Organisational Development Plan (ODP) initiative started in September, with support from an external contractor. The ODP should enable the EUDA to build the necessary core capabilities, progressively, efficiently and sustainably. In addition to managing internal growth, this plan should ensure that the EUDA is prepared for any challenges that may arise from the rapidly evolving, technology-driven external environment.

One of the key activities of the project was the organisation of a management workshop on 29 November, in Lisbon.



EUDA participants during workshop exercises



Some twenty EUDA participants discussed the Agency's strengths and weaknesses, and the external developments and trends that the EUDA may face in the coming years.

The project, which ended in February 2025, will be followed by an implementation plan – the EUDA ODP Programme – which will allow the Agency to put in place the required capabilities within the next three years.

The ultimate objective of this initiative is that by 2027 the EUDA becomes a future-proof organisation: customer-centric, agile, digital and impactful.

Other important business transformation initiatives are presented in the information and communication technology (ICT) services section of this business driver.

Strategic planning and corporate performance monitoring and reporting

Regarding operational planning and monitoring, the EUDA ensured the efficient implementation of the annual work programme 2024, which was part of [SPD 2024-2026](#). The Agency reached 88 % of the results defined in the work programme as level 1 priorities, 76 % of the level 2 priority results and 71 % of the level 3 priority results (see Annexes Ia and Ib).

The next SPDs – for 2025-2027 and 2026-2028 (preliminary draft) – were delivered in a timely manner to the EUDA's stakeholders, and the Management Board adopted both documents in December 2024.

The main corporate reporting output was the [General Report of Activities 2023](#), adopted by the Management Board through written procedure and published on 24 May. The report highlighted that 2023 was a year of solid progress for the Agency as it moved forward with designing and delivering more innovative and faster services to its key customers. It was also a year of renewed hope for the future, with the entering into force of the new EUDA Regulation.

Financial resources management

The priorities in financial resources management were effective and timely planning, monitoring and execution of the EUDA budget and optimising all related processes. The efficient use of material resources complemented these aims. In this context, the EUDA achieved optimal performance in terms of budget execution, with close to 100 % of commitment appropriations executed (see Table 2).

Table 2. Budget execution

Commitment appropriations	100 %
Payment appropriations	99.95 %
Consumption of 2023 (C8) credits	97.43 %



As mentioned, the new mandate brought to the Agency the significant growth of its operations. This increase had a big impact on the Agency's activities at all levels and across all functions (both operational and support).

The Agency showed operational efficiency with agile implementation of the 2024 work programme, while it prepared the implementation of the new EUDA Regulation. As pointed out by the EUDA Budget Committee and the Executive Board, the EUDA reached an excellent execution rate for commitment appropriations of 100 %. The rate of cancellation of 2024 payment appropriations exceptionally amounted to 10.49 %, corresponding to the cancellation of EUR 3 401 035. This cancellation rate was the result of the constraints that affected the EUDA's capacity to spend its 2024 budget, in a context where the actual use of a significant part of the EU 2024 subsidy, entered into the initially adopted 2024 budget, was de facto not possible until 2 July 2024. This concerned EUR 14 137 000 stemming from the new mandate whose use depended on the entry into application of the EUDA Regulation on 2 July.

Furthermore, following an increase of almost 80 % in the number of tender procedures organised in 2024 (184 procedures – see Table 3 in Part II of this CAAR), as compared to 2023 (103 procedures), the organisation made a significant effort to implement these activities.

The [*Final EMCDDA annual accounts for the financial year 2023*](#) were drawn up and signed off by the Accounting Officer on 29 May. The opinion of the Management Board was given favourably on 26 June. These final annual accounts for 2023, together with the opinion of the Management Board, were sent by the EMCDDA Director to the European Commission's Accounting Officer, the European Court of Auditors and the European Parliament on 27 June and to the Council of the European Union on 28 June.

Human resources management

As required by the applicable Staff Regulations and their implementing provisions, in 2024 the EUDA ensured the sound management of its human capital.

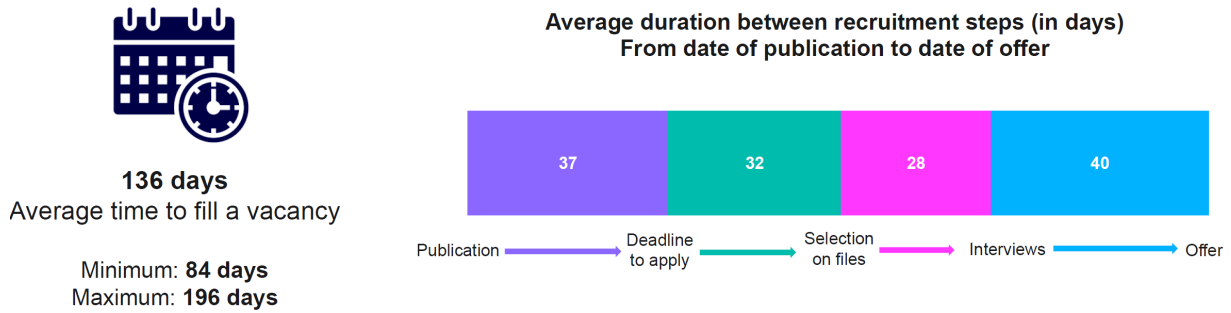
The human resources (HR) function plays a key role in supporting all organisational change. Significant progress was achieved in 2024 in preparing the organisation for the new mandate, which entered into application on 2 July. In parallel with the review, as necessary, of existing policies and procedures, the Agency engaged in a large-scale recruitment programme that will increase the Agency's staff by around 40 % until 2027.

In 2024, 28 vacancies were recruited for the EUDA, of which 21 temporary agents (TA) and contract agents (CA) vacancies and one seconded national expert (SNE) post were published. Of the positions filled, about two thirds were TA, one third were CA and one was an SNE position.

Due to the high number of recruitments that took place in 2024, the average time to fill a vacancy at the Agency (defined by time between the data of publication of the vacancy notice and the date when the job offer is made) was 136 days (or 4.5 months) (see Figure 10 below), which was only slightly higher than the target of 4 months defined in the relevant key performance indicator (KPI, see Annex Ib). However, at the time when the KPI was defined, the number of recruitments was much lower (for example, only five recruitments took place in 2020).



Figure 10. Average duration of EUDA recruitment processes in 2024



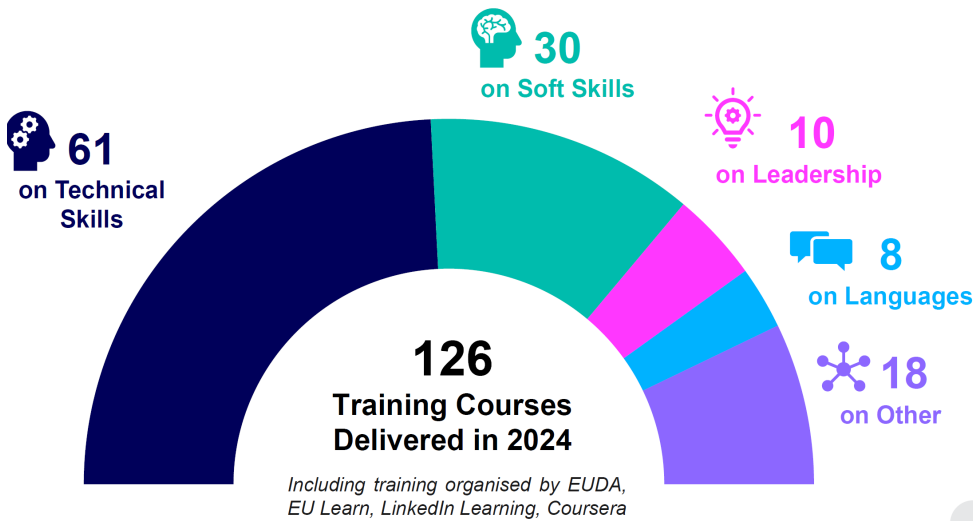
To increase the quality and efficiency of the recruitment processes, several key improvements were implemented in 2024. These included the revision of recruitment guidelines, in line with best practice applicable in the field; definition of clearer and more transparent call for applications, to increase inclusivity and accessibility for a broader range of applicants; training for the members and/or potential members of the selection panels; and the development of a talent sourcing strategy focusing on improving candidate experience, expanding outreach and streamlining internal workflows.

Improving the onboarding experience for newcomers was another priority. As a result, seven out of eight of the new hires that were surveyed on this topic were satisfied (either ‘agree’ or ‘strongly agree’) with the onboarding programme offered by the Agency.

Another priority was the organisation of training for the Agency’s staff to support the effective implementation of the EUDA’s objectives. In 2024, 126 training sessions were provided for Agency staff (see Figure 11 below), while the average number of training days per staff member was 4.3 (KPI 2.3; see Annex 1b), which is almost double the result achieved in 2023 (average of 2.3 training days/staff member).



Figure 11: Training provided for EUDA staff in 2024, per type of training course



Furthermore, internal communications and updates on the new policies were disseminated to staff throughout the year.

In the spotlight – Forum on gender, equality, diversity and inclusion

The EUDA adopted the EU Agencies Network (EUAN) Charter on Diversity and Inclusion in 2021, committing to equal treatment regardless of gender, race, ethnicity, disability or other characteristics. This aligns with the Staff Regulations.



Members of the GEDI Group

The Gender, Equality, Diversity and Inclusion (GEDI) Forum promotes gender equality, diversity and inclusion, ensuring equal opportunities for all staff. Established in 2022, it brings representatives from various units to embed these values in workplace policies and culture, aligning with European institutional goals. The forum meets monthly, addresses staff and administration inquiries, supports onboarding and leads initiatives on disabilities, gender-based violence and other topics.

In October 2024, the Agency partnered with the International Labour Organization (ILO) to conduct a participatory gender audit, assessing how GEDI principles are integrated into policies, culture and operations. This project aims to enhance inclusion and drive systemic improvements.

GEDI will expand training, improve communication and encourage broader staff participation, reinforcing inclusivity as a shared responsibility and ensuring lasting progress.



Facilities support services

In logistics and infrastructure management, ensuring a healthy and safe working environment continued to be of central importance in 2024. Another priority was finding solutions for expanding/adjusting the EUDA office space to accommodate more staff members, in line with the operational growth of the new Agency.

Identifying health and safety risks to staff remained one of the main priorities for the Agency, as did increasing effectiveness, efficiency gains and cost savings, including through further synergies with the European Maritime Safety Agency (EMSA). The information in the risk registry was adapted following the annual risk assessment in 2024.

The Agency continued its commitment to the efficient use of the EUDA's infrastructure and to controlling utility costs. Notwithstanding these efforts, the costs increased in 2024, due to the growth in EUDA operations, which also required additional office space to be set up, and to the overall evolution of the electricity price at the provider level (see Annex Ib; more details will be provided by the Agency in its Environmental Statement 2025).

The EUDA continued its work on complying with requirements of the Eco-Management and Audit Scheme (EMAS), which was initiated in 2023. This will ultimately lead to the Agency receiving EMAS certification (planned for 2025).

Due to the implementation of voluntary carbon offsetting for 2024 and the carbon offsetting of photovoltaic solar panels, which produced electricity that counted towards official transport, the EUDA became carbon neutral for the first time. Furthermore, the EUDA had stopped using natural gas by the end of 2024.

More details on this issue can be found in Annex VII.

ICT services

The year 2024 marked a change in the focus of the EUDA's ICT programmes and services. These were repositioned from a support function to that of a real business partner in the Agency's core Health and Security activities.

Furthermore, as the Agency understands the pivotal role played by technology in creating a future-proof, sustainable work environment, in 2024 ICT became a key player in the EUDA organisational transformation effort. In this regard, the ICT function was reorganised to respond to the new EUDA needs, and a forward-looking, sustainable, long-term investment plan was developed and put in place.

In addition, with support from an external contractor, the Agency started a project to benchmark the current state and maturity of the EUDA ICT function across all ICT operating model dimensions. In parallel, and using data generated by the benchmarking project, a complex digital transformation initiative also started taking shape, for implementation in 2025.

These projects will be closely linked with and feed into the corporate Organisational Development Plan (ODP) programme, which will run in 2025-2027 (for details, see the section on business transformation presented under this business driver).

These initiatives will allow ICT to play a more meaningful, integrated role in enabling future core business and corporate projects and processes.



Another key ICT function is to provide a continuously stable environment that supports existing basic and advanced services. This includes ensuring the operability of drug data-related support services, priority new digital platforms and applications to support the EUDA mandate, corporate solutions, digital extranet/intranet, and community platforms and applications.

The ICT area was also important in ensuring the EUDA's compliance with the new European Cybersecurity Regulation. Further steps were made towards achieving compliance. These included cybersecurity risk mitigation measures in line with the requirements of the information security regulation and best practice, and raising cybersecurity awareness via monthly information campaigns and mandatory training for staff. In recognition of the importance of the area for EUDA operations, one cybersecurity analyst was recruited in September. The CERT-EU Service Level Agreement was renewed in October 2024 to support EUDA security monitoring over the coming years. Ensuring the cybersecurity of EUDA operations in line with the applicable policies and directives of EU institutions will continue to be a priority in the future.

Synergies and efficiency gains

Synergies with EMSA were further pursued in staff training, infrastructure management and ICT.

PART II A

Management





Management

2.1 Management Board

Main decisions

The inaugural meeting of the EUDA Management Board took place on 4-5 July and the second meeting on 5-6 December 2024, chaired by Dr Franz Pietsch (Austria).

The July meeting brought together for the first time the formally nominated EUDA Management Board members to take key institutional decisions linked to the new EUDA regulation. The meeting began with an official opening. After interventions from the Hungarian Presidency of the Council of the EU and the representatives of the European Commission on the Management Board, Mr Juan Fernando López Aguilar, Chair of the European Parliament Committee on Civil Liberties and Home Affairs, addressed the Management Board members in a video statement, followed by remarks by the Chair and the Executive Director. The Board adopted its rules of procedure and elected members to the new Executive Board and Budget Committee. It also appointed members to the EUDA Scientific Committee and approved a list of experts for risk assessments of new psychoactive substances. A list of EUDA national focal points (and their heads) and of national representative laboratories appointed to the EUDA Network of Forensic and Toxicological Laboratories were also presented to the Board. On 5 July, the meeting was extended to include high-level representatives from candidate countries and potential candidates to the EU, as well as non-EU countries with which the EUDA collaborates. Executive Directors of other EU agencies also attended. Geostrategic discussions focused on international cooperation and emerging drug trends ('Emerging drug trends – what are the issues and how can we strengthen preparedness?').

The Executive Director updated Management Board members on progress in preparing for the implementation of the new Regulation and the performance of the Agency in 2023. Mr Goosdeel presented the EUDA branding and corporate image, and informed the Board members about the general framework of the EUDA Communication Strategy and the EUDA International Cooperation Framework. The Board approved the EUDA policy for the prevention and management of conflicts of interest.

At its second meeting, on 5-6 December, the Management Board held an exchange of views on drug-related violence. The Executive Director updated Management Board members on progress in preparing for the implementation of the new Regulation. The Board adopted a new organisational structure for the Agency and agreed to reconvene the working group on Reitox co-financing.

As usual at the December meeting, the Management Board adopted the EUDA's 2025 budget and preliminary draft budget for 2026. In line with the provisions of Article 32 of the framework financial regulation applicable to EU agencies and those of the EUDA Financial Regulation, the Management Board adopted the EUDA's SPD for the period 2025-2027, including the 2025 work programme. The Board also adopted the EUDA's preliminary draft SPD for 2026-2028, which includes the preliminary draft work programme for 2026.

In a restricted session, the Management Board elected Dr Franz Pietsch (Austria) as Chair and Mr Xavier Poos (Luxembourg) as Deputy Chair for a four-year term of office (2025-



2028). The European Commission updated the Board members on the recruitment procedure for the post of EUDA Executive Director (both at the July and the December meetings).

The Management Board discussed the draft EUDA International Cooperation Framework and mandated the Executive Director to negotiate a working arrangement between the EUDA and the Canadian Centre on Substance Use and Addiction (CCSA).

Furthermore, the Board adopted the EUDA Anti-Fraud Strategy for the next three years (2025-2027) and measures for the application of Regulation (EU) 2018/1725 on the protection of individuals with regard to processing of personal data by the Union institutions and agencies, including measures concerning the appointment of the Agency's data protection officer.

The Management Board took note of the outcome of the assessment of the latest declarations of conflict of interest by members, alternates and observers conducted by the EUDA Executive Director, which revealed that there are no conflicts of interest.

2.2 Major developments

The main institutional development in 2024 was the birth of the European Union Drugs Agency (EUDA) further to the entering into application of the EUDA Regulation on 2 July. As of that date, the EUDA replaced the EMCDDA, which had been operating in Lisbon since 1995. As a new Agency that is empowered to act, the EUDA has a stronger mandate than the EMCDDA.

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 EU preparedness on drugs. It will strive to do so through four key interconnected service categories: anticipate, alert, respond and learn.

As mentioned in the report, the official EUDA launch ceremony took place on 3 July at the Agency's headquarters, in the presence of the European Commissioner for Home Affairs, Ylva Johansson. A press conference was organised with interventions from the European Commissioner; the Portuguese Secretary of State for Health, Ms Ana Povo; the Chair of the EUDA Management Board, Dr Franz Pietsch; and the EUDA Executive Director, Alexis Goosdeel.

Immediately after the EUDA launch, on 4-5 July, the constituent EUDA Management Board meeting took place. The event brought together for the first time the formally nominated Board members to take key institutional decisions linked to the new EUDA regulation.

Also at governance level, at their meeting of 5 December, the EUDA Management Board elected Austrian member Franz Pietsch as Chair and Luxembourgish member Xavier Poos as Deputy Chair. They will hold these positions for a four-year term (2025-2028).

In terms of scientific governance, in July, following the entry into application of the EUDA Regulation, a new Scientific Committee was appointed. The Management Board appointed the members of the Scientific Committee and approved the list of experts, valid for four years, to be consulted as needed to assess the risks posed by new psychoactive substances, as per EUDA rules and procedures.



At core business level, two major scientific and policy events respectively took place in 2024: the fifth European Conference on Addictive Behaviours and Dependencies (Lisbon Addictions 2024) and the first European Conference on Drug-Related Violence.

Under the theme ‘Empowering the workforce of the future’, Lisbon Addictions 2024 took place on 23-25 October, in Lisbon. The event was jointly organised by the EUDA with the Portuguese Institute on Addictive Behaviours and Dependencies (ICAD), the journal *Addiction/Society for the Study of Addiction (Addiction/SSA)*, and the International Society of Addiction Journal Editors (ISAJE). This edition was the most diverse to date, welcoming over 2 100 participants from 95 countries.

The other major event was the first European Conference on Drug-Related Violence, which took place on 26-27 November in Brussels. The event, which was organised by the EUDA in collaboration with the European Commission, aimed to address the escalating threat posed by drug-related violence. The event generated significant interest and was acknowledged as a ‘milestone’ in the EU fight against drug trafficking and organised crime. It brought together diverse voices – some 200 experts – from policy, practice, research and civil society, to provide a cross-sectoral perspective of how drug-related violence affects people’s lives, businesses and economies, and requires a unified and coordinated EU approach in response. It catalysed collaboration in this area by providing a platform for discussion and sharing best practices, forming a call for stakeholders to work together towards a safer and more secure Europe.

During the year, under its expanded mandate, the EUDA also set up major new services, such as the European Drug Alert System (EDAS), the European Network of Forensic and Toxicological Laboratories, the EUDA threat assessment capability, and the EUDA drug precursors monitoring and analysis capability.

More details are provided in the report.

2.3 Budgetary and financial management

The report provides information on budgetary and financial management included in the EUDA’s annual accounts for 2024 (see Annex VIII).

In terms of procurement execution, the 2024 procurement plan was implemented in accordance with the Agency’s 2024 Management Plan and successfully executed in close collaboration with all units.

The negotiated procedures launched during the year are outlined in Tables 3 and 4.

Table 3. EUDA negotiated procedures in 2024

Tendering	2024 figures	Number of direct contracts	Number of framework contracts
Negotiated procedures – see Annex I, Section 11.1 of the financial regulation applicable to the general budget of the Union (exceptional procedures)	10	8	2



Negotiated procedure – single tender ^(a)	137	137	0
Negotiated procedure – at least three candidates	4	4	0
Negotiated procedure – at least five candidates	11	8	3
Open procedures	11	10	1
Inter-institutional frameworks joined ^(b)	11	0	11

^(a) Including appointment letters and very-low-value contracts.

^(b) including the European Commission, the European Parliament and agencies.

Table 4. EUDA negotiated procedure values in 2024

	Works		Supplies		Services		Total for 2024			
	Number of contracts	Volume of contracts (EUR)	Number of contracts	Volume of contracts (EUR)	Number of contracts	Volume of contracts (EUR)	Number of contracts	%	Volume of contracts (EUR)	%
EUR > 1 000 and ≤ 15 000	4	18 194	18	101 429	117	950 422	139	73 %	1 070 045	10 %
EUR > 15 000 and ≤ 60 000	0		0		12	402 173	12	6 %	402 173	4 %
EUR > 60 000 and ≤ 144 000	1	191 760	2	355 000	26	7 182 310	29	15 %	7 729 069	74 %
Negotiated procedure (Annex I Section 11.1)	0		1	225 000	9	969 113	10	5 %	1 194 113	11 %
Total	5	209 954	21	681 429	164	9 504 018	190	100 %	10 395 400	100 %

Summary of budgetary operations, revenue and expenditure

The information about the appropriations transferred in 2024 can be found in the report on budgetary and financial management, as included in the Agency's annual accounts for 2024 (see Annex VIII).

The results achieved under the main financial/performance indicators for 2024 are: 100.00 % execution of commitment appropriations, 99.95 % implementation of payment appropriations,



97.43 % execution of appropriations carried forward from 2023 and 0.05 % cancelled/unused payment appropriations.

Information on grants, contribution and service-level agreements

Pursuant to the decision taken by the relevant EU authorities, in 2024 the Agency received EUR 800 000 from the EU budget as the third annual instalment of EU financing for the third year of execution of the COPOLAD III programme.

Pursuant to the decision taken by the relevant EU authorities, in 2024 the Agency received EUR 851 843 from the EU budget as the second annual instalment of EU financing for the second year of execution of the EU4MD II programme.

Further cooperation with non-EU countries was carried out during the year, pursuant to the decision taken by the relevant EU authorities. In 2023, the Agency received EUR 1 500 000 (100 % of the total financing) from the EU budget as the single instalment of EU financing for the execution of the IPA8 programme. No further budget appropriations were received in 2024 for this project.

Concerning service-level agreements (SLAs) concluded by the EUDA, the following were in force in 2024:

- SLA with the European Commission (DG Human Resources and Security) for the provision of services (upon agreed compensation, the amount of which depends on the actual services provided) relating to staff training, health/medical services, safety and security;
- SLA with the European Commission (Office for the Administration and Payment of Individual Entitlements) for the provision of services (upon agreed compensation, the amount of which depends on the actual services provided) relating to the management of staff's pecuniary rights;
- SLA with the European Commission (DG Budget) for the provision of services (upon agreed compensation, the amount of which depends on the actual services provided) relating to the use of the electronic management and accounting system (ABAC);
- SLA with the European Commission (DG Informatics) for the provision of services (upon agreed compensation, the amount of which depends on the actual services provided) relating to the hosting of ABAC, ICT procurements, e-procurement (e-Prior services) and secure connectivity/access to Commission-hosted applications (Rachel);
- SLA with the European Commission (DG Informatics) for the provision of services by the EU Computer Response Team – CERT-EU – relating to ICT security (computer emergency response);
- SLA with EMSA relating to the shared management of the premises of their headquarters and the sharing of associated services and costs;
- SLA with EMSA relating to synergies for the sharing of ICT services and equipment;
- SLA with Europol (Secure Information Exchange Network Application – Siena) relating to access to the Europol database.

Further information can be found in Annex VI.



2.4 Delegation and sub-delegation of the powers of budget implementation to the Agency's staff

EUDA has set its internal procedures for budget execution and internal control while defining and implementing a partially decentralised management model, in accordance with the EUDA Financial Regulation, which transposes in its entirety the text of Commission Delegated Regulation (EU) No 2019/715.

As a consequence, both the operational and financial decisions required for the implementation of the EUDA's SPD and budget have been delegated to the heads of unit. The administration unit provides support to managers for budgetary and financial management execution and the implementation of financial transactions, as well as for internal budget planning, monitoring and reporting.

These procedures have been codified, and all the EUDA's deputy authorising officers have received specific training and information on their roles, duties and liabilities, in accordance with the provisions of the Financial Regulation and the Staff Regulations.

The key actors in all steps of the EUDA's procedures for financial execution can be summarised as follows (see also Tables 5 and 6 below).

- Project manager: initiates and provides operational input for the administrative and financial operations related to project implementation (e.g. technical specifications for procurement procedures, cost estimates and 'certified correct' for payments).
- Financial management team: undertakes financial and procurement planning and monitoring, checking for consistency with the programming document. Financial and contractual support officers provide assistance in the preparation of administrative, financial and contractual documents with the input of the project manager involved. Specifically, financial initiating officers carry out operations using the EUDA's ABAC system, prior to decisions of the authorising officer.
- Executive office unit: the verifying officer carries out *ex ante* financial verification.
- Accounting officer: executes and records payments and recovery orders.

The procedures presented above are consistent with the EUDA's project-based working methods, which aim to integrate activity and resource management, in accordance with activity-based management. In this context, the EUDA has established procedures for planning, monitoring and reporting, with a clear indication of the actors involved and their roles and responsibilities.

According to the 'Operating framework for the Reitox system' (January 2003) agreement model for annual co-financing activities by Reitox NFPs, an external audit may be carried out each year by an independent body or expert, to certify that any financial documents submitted to the EUDA comply with the financial provisions of the agreement, that the costs declared are the actual costs and that all receipts have been declared.



Table 5. Key features of the EUDA’s partially decentralised management mode

Level of operations (and actors)	Role/operations
Decentralised level (operational and technical units)	Operational initiative/input and operational and financial decisions by delegation to implement the work programme and budget
Central level (executive office unit and administration unit)	Coordination and management of executive planning, monitoring, reporting and assessment of the implementation of the work programme and budget. Administrative and financial support, management and control of implementation

Table 6. Key actors involved in implementing the EUDA’s partially decentralised management model

Level of operations	Actors	Role/operations
Decentralised level (operational and technical units)	Project manager and head of the unit concerned	Initiates and provides operational input for the operations required to implement projects
Central level (administration unit)	Budget planning and monitoring team	Checks the consistency of operations with the adopted work programme and budget. Budgetary appropriations to be committed are set aside
	Human resources management team	Defines rights and checks compliance with Staff Regulations for staff-related management and expenditure
	Financial management team	Prepares the required administrative and legal supporting documents, controls compliance with applicable regulations and processes the required financial operations
Central level (executive office unit)	Verifying officer	<i>Ex ante</i> verification
Decentralised level (operational and technical units)	Head of unit or deputy authorising officer	Authorises budgetary and legal commitments and payments
Central level (directorate)	Accounting officer	Executes and records payments and recovery orders

The EUDA’s activities and operations are scrutinised by several processes and actors:

- external audits by the European Court of Auditors (ECA) (twice a year);
- external audits for specific projects (IPA-funded projects, etc.);
- discharges by the European Parliament (once a year);



- internal audits by the Internal Audit Service (IAS) of the European Commission (in line with the agreed audit plans);
- opinions of the European Commission's services on the Agency's SPD (once a year);
- external periodic evaluations (set at every five years in the EUDA founding regulation);
- agreements by the European Commission on implementing rules for the Staff Regulations (one agreement for each rule);
- consent by the European Commission on the possible deviation of the EUDA Financial Regulation from the Commission's framework financial regulation for decentralised agencies;
- the European Data Protection Supervisor, for compliance with Regulation (EC) No 45/2001 (by prior notification and upon complaint);
- the European Anti-Fraud Office (OLAF) (upon complaint);
- the Ombudsman (upon complaint);
- the Court of Justice of the European Union (upon complaint).

Ex ante controls of financial transactions were applied exhaustively throughout 2024 to verify their compliance with the EUDA Financial Regulation and the corresponding implementing rules. These controls were carried out swiftly to ensure that payment deadlines were met, legal commitments were concluded in a timely manner and income was recovered promptly, without prejudice to the application of corrections, if required.

Financial workflows were properly defined and a sound system of authorisation of access to ABAC was put in place. The manual of procedures was applied and updated, as required.

2.5 Human resources management

Human resources developments

The work to align the EUDA's human resources processes and policies with the reform of the EU Staff Regulations continued in 2024.

As regards the EUDA's 2024 establishment plan, the total number of authorised posts increased from 76 to 89. This reflects the posts authorised for the implementation of the new mandate and is pursuant to the relevant decision of the EU budget authority.

Brief description of the results of the screening/benchmarking exercise

The results of the EUDA 2024 staff screening exercise reflect the EUDA's efforts to ensure the effective and efficient allocation and use of its resources (see Annex IV). The results show that 80.13 % of the EUDA's human resources capacity was devoted to operational activities in 2024 and 11.28 % was allocated to administrative support and coordination. The remaining 8.59 % was assigned to operations considered neutral.

2.6 Strategy for efficiency gains

As far as efficiency gains are concerned, and as they result from the EUDA's past and present performance in the use of assigned resources, the EUDA is committed to constantly improving the effectiveness and efficiency of its activities and to maximising the use of its resources. In this context, the EUDA has pursued action to further rationalise and reduce the



running costs of its premises – namely through measures aimed at reducing energy consumption – to offset the impact of the extension of staff working time pursuant to the entry into force of the revised Staff Regulations (e.g. by installing solar shading on glass areas, solar power panels, climate-control switches on windows and an intelligent lighting system, and by optimising heating and cooling cycles at the EUDA's premises).

Cooperation and synergies with EMSA have been intensified beyond those resulting from the implementation of the agreement in force between the two agencies to share the use of common areas in the compound where their headquarters are located (namely the underground parking area and conference facilities). This agreement was updated and revised in 2023 to reflect the needs of the EUDA in 2024. Further cooperation and synergies have been developed, in a common 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 by the EU legislature. These developments concern in particular the joint procurement of shared services to increase critical mass and obtain better conditions (e.g. for maintenance, security, catering, cleaning and medical services); the joint organisation of training activities of common interest for the staff of both agencies; and the sharing of some services/bodies and the invalidity and disciplinary committees. Following up on the economies achieved with the common implementation of a business continuity facility with EMSA, the EUDA is committed to extending the agreement.

As the new digital workplace programme develops, the EUDA will seek to match technological developments and to achieve further economies by updating its current infrastructure architecture. Progress in this area will depend, however, on the availability of resources.

Further synergies could be achieved through the assistance provided by EMSA in the EU Eco-Management and Audit Scheme (EMAS) certification process for the EUDA by providing the templates of required documents and sharing experiences. In response, the EUDA will provide timelines and comments on the documentation received from EMSA, in order to provide EMSA with the necessary feedback to develop a model EMAS documentation package for other EU agencies that would like to obtain EMAS certification.

2.7 Assessment of audit and *ex post* evaluation results during the reporting year

Internal Audit Service

No IAS engagements were carried out in 2024.

Nevertheless, the EUDA has worked on the implementation of outstanding recommendations from previous IAS audits, as further detailed in point 2.8a 'Follow-up of recommendations and action plans for audits and evaluations.

European Court of Auditors

The report issued in 2024 by the ECA on the Agency's 2023 annual accounts confirmed their reliability and the legality and regularity of the transactions underlying them.



2.8a Follow-up of recommendations and action plans for audits and evaluations

European Court of Auditors

In its report on the Agency's 2023 annual accounts, the ECA issued the following observations:

ECA Observation 3.32.8: 'We audited an open procurement procedure for the provision of travel agency services with a maximum duration of four years and an estimated value of EUR 1.8 million. We found that the financial capacity required from the tenderers (yearly turnover above EUR 2 million) exceeded two times the estimated annual contract value (EUR 900 000), which is the maximum allowed by point 19.1 of Annex I to the Financial Regulation. Excessive financial capacity requirements may dissuade potential bidders from participating in a tender procedure.'

Agency answer: The EUDA acknowledges the over prudential approach taken with the definition of the referred requirement and the risk for dissuasion that this may entail, even if in the case at stake the latter did not appear to occur.

ECA Observation 3.32.9: 'We found shortcomings in a negotiated procedure for the purchase of two vehicles with an estimated value of EUR 100 000. First, the EMCDDA did not publish a list of contracts on its website, in breach of point 3 of Annex I to the Financial Regulation, which undermines the principle of transparency. Second, the members of the opening and evaluation committees did not sign a declaration of absence of conflict of interest, in breach of Article 150 of the Financial Regulation, which creates some legal and reputational risk for the EMCDDA.'

Agency answer: The EUDA publishes on this website, by 30 June of each year, low/middle value contracts and specific contracts awarded in year N-1. Due to time constraints affecting the signature of the referred contract, this was not published in 2023, but only in 2024. According to Article 150 and to the other relevant provisions, the appointment of the referred committees is not mandatory and can be waived for contracts whose value is lower than the thresholds referred to by these rules. This was indeed the case in the procedure at stake. In this context, the members of the committee were in any case submitted to the obligation to avoid conflict of interest, according to the relevant rules and independently from the referred declaration, even if the latter is a measure to better ensure the prevention of this risk.

ECA Observation 3.32.10: 'In our 2022 report (paragraph 3.32.9), we noted that the legal commitments for a maintenance contract were not covered by budgetary commitments. Similarly, for 2023 we note that the budgetary commitment for rental costs under the lease agreement with the EMCDDA's landlord does not cover the legal commitment in full. The part not covered by the budgetary commitment relates to the sharing and sub-letting of certain areas of the leased premises with two other entities. These appear in the accounts as off-budget operations. However, under Article 73 of the EMCDDA financial regulation, all costs relating to the lease agreement should be covered by a budgetary commitment. Likewise, any revenue or repayments received from sharing or sub-letting premises should be booked as internal assigned revenue. The total amount affected in 2023 by these budgetary management issues was [EUR 208 000].'

Agency answer: Pursuant to the agreements in place for the sharing of the costs/expenditure relating to the shared use of some areas of the EUDA premises, the EUDA



had to bear just a part of the total referred cost/expenditure. In this context, the cost/expenditure to be borne by the EUDA relied on corresponding budgetary commitments, while the remaining cost (to be shared/borne by the two other concerned parties) relied on accounting operations for balancing-out, applied according to the relevant rules. This solution was implemented according to the agreements in force to maximise the efficient use of the limited budget resources available. As indicated in the follow up to the ECA's 2022 observation, the EUDA was able, at the end of 2023 and within the context of its 2024 budget, to ensure the full budget booking of the referred commitment/expenditure and revenue operations.

ECA Observation 3.32.11: 'In 2023 the EMCDDA processed 1 573 payment requests, of which 164 (10 %) were paid outside the legal deadline. However, no late payment interest was charged. For comparison, in 2022 the EMCDDA processed 1 595 payment requests, of which 107 (7 %) were paid late, leading to a total of EUR 374 in late payment interest.'

Agency answer: In almost all the referred cases (except 6 out of 164) the late interest generated/calculated was lower than EUR 200. According to the relevant rules, this late interest has to/can be paid only on request by the relevant creditor. No such requests were presented. Following the actions successfully taken to tackle some problems of parametrisation of the ABAC detected in 2022, the EUDA has adopted/planned further measures to ensure: specific checking of the correctness of data input/entry into ABAC and periodical reporting to monitor/detect possible late payments and allow for the necessary remedial/prudential measures.

Internal Audit Service

The IAS report on human resources management and ethics, issued in 2021, made six recommendations. The status of implementation on 31 December 2024 was as follows:

1. Ethics management (very important) – implemented and closed by the IAS;
2. Workload and performance management (very important) – delays in implementation;
3. Security controls over personal files (very important) – implemented and closed by the IAS;
4. Selection and recruitment (important) – implemented and closed by the IAS;
5. Training and development policy (important) — implemented and closed by the IAS;
6. Internal communication (important) — implemented and closed by the IAS.

Recommendation No 1 had an initial target date of 1 September 2023 which was then updated to 31 January 2024. Eventually it was submitted to the IAS, as 'ready for review', in early February 2024 and closed by the IAS in May 2024 ⁽⁷⁾.

Recommendation No 2 had an initial target date of 31 December 2023 and the EUDA has made solid progress in the implementation of the action points related to the establishment of a competency framework and dealing with underperformance, namely by hiring external expertise to assist on the establishment of a competency framework for each job profile and by adopting the EUAN ⁽⁸⁾ guidelines on professional inadequacy and underperformance of temporary agents and contract agents (DEC/DIR/2023/010). However, it still needs to work further on matters related to workload assessment and the activity-based management

⁽⁷⁾ Ref.Ares (2024)3741615 – 24/05/2024

⁽⁸⁾ Network of the EU Agencies



method for the allocation of staff/FTE (full time equivalent) and relevant cost budget. In February 2025, the IAS sent a communication to the EUDA taking note of the implementation delays and inviting the Agency to act on this urgently.

The transition from the EMCDDA to the EUDA and the inherent operational and organisational changes (in budget, staff, activities and organisation), which are likely to unfold for more than a couple of years, impact the implementation of this recommendation. Therefore, the Agency has revised its target implementation deadline to 31 December 2025. Meanwhile, the EUDA closely assesses and monitors the residual risks.

The IAS report on the coordination between DG HOME and the EU decentralised agencies, issued in 2023, made two recommendations. The status of implementation on 31 December 2024 was as follows:

1. Multiannual planning (important) – delays in implementation;
2. Coordination with DG Home (important) – deadline is 31 December 2025.

Recommendation No 1 had an initial target date of 31 December 2024. Although the EUDA has implemented the action point on the traceability of key changes made in the draft SPD, it still needs to work further on matters related to the identification and presentation of workload drivers in the SPD, informed by the needs emerging from the new EUDA Regulation, which, as mentioned earlier, entails a transition phase of several years. The Agency has revised the target implementation deadline to 30 June 2026.

The IAS report on international cooperation in EUDA, issued in 2023, made three recommendations. The status of implementation on 31 December 2024 was as follows:

1. Monitoring progress towards achieving the international cooperation objectives (very important) – deadline is 30 June 2025;
2. Standardised project reporting (important) – deadline is 30 June 2025;
3. Audit trail of international cooperation requests and events (important) – ready for review.

Recommendation No 3 had an initial target date of 31 December 2024 and the EUDA has implemented it accordingly. It is waiting for the IAS assessment.

2.8b Follow-up of recommendations issued following investigations by the European Anti-Fraud Office

The EUDA has not been the subject of an OLAF investigation in previous years and, therefore, there are no outstanding recommendations.

2.9 Follow-up of observations from the discharge authority

Measures taken in light of the observations accompanying the decision on the discharge of the EMCDDA (now EUDA) for the financial year 2022

Report on measures taken in light of the observations accompanying the decision of the European Parliament of 11 April 2024 on the discharge in respect of the implementation of the budget of the EMCDDA (now EUDA) for the financial year 2022 (2023/2157(DEC))



Observation No 2 of the discharge decision

'Notes from the Court's report that the Centre, although it paid interest for only one late payment, had a significant number of payments that were wrongly flagged as late (107 out of 1 595) by the Centre's financial and accounting management (Accrual Based Accounting (ABAC)) because of the incorrect parametrisations or incorrect data inputs, or both, regarding the due date of payment or the reception of the documents entailing a payment obligation; notes from the Centre's reply that the inconsistent flagging of late payments did not affect the regularity of the operations involved; notes further that the Centre has adopted some measures to minimise the referred risk for 'false positives' and to further ensure that its ABAC system may provide for a clear and accurate picture of the actual late payments; calls on the Agency to continue to monitor this issue and mitigate possible future reputational risks associated with this issue.'

Measures taken by EUDA to follow up on Observation No 2

The Agency has implemented the referred follow up measures, which include periodical monitoring and reporting on the matter at stake.

Observation No 16 of the discharge decision

'Notes that the Centre reported to have two women (22 %) and seven men (78 %) in its senior management, while it has 20 women (37 %) and 34 men (63 %) in its management board (MB); notes that the staff overall is composed of 36 men (38 %) and 58 women (62 %); recalls the importance of ensuring staff gender balance and calls on the Centre to take this aspect into consideration with regard to future recruitment of staff and of appointments within its senior management; asks the Commission and the Member States to take into account the importance of ensuring gender balance when nominating their members to the Centre's management board.'

Measures taken by EUDA to follow up on Observation No 16

The EUDA is committed to ensuring, as much as possible, the gender balance of its staff in management positions. For this purpose, special attention is given to this balance within the context of the EUDA procedures for recruitment, as a criterion for priority choice in case of suitable candidates who are on equal footing in terms of compliance with the established selection requirements. Furthermore, there has been wider dissemination in EU member states of information about the EUDA recruitment/selection processes on top of the publication channels required by the relevant rules. In this context, this situation is further evolving.

It may be noted that at present the number of women in EUDA senior management positions has increased to three (33 %), while the number of men in these positions has decreased to 6 (67 %), including the EUDA Executive Director.

Finally, the Chair of the EUDA Management Board has taken action to address the relevant authorities of EU Members States, Norway and Türkiye to stress the importance of ensuring gender balance in the nomination of their members to the EUDA's Management Board.

Observation No 19 of the discharge decision

'Notes from the Court's report that the amount (EUR 75 000) corresponding to a contract concluded in 2022 was not fully covered by a corresponding budgetary commitment, leading



to a deficit amounting to EUR 8 000; notes that a similar situation was incurred in 2021 for the same type of contract and in both cases the Centre, according to the Court's report, was not in line with the requirements laid down in Articles 10(3) and 73(2) of the Centre's Financial Regulation; acknowledges however from the Centre's reply that the cost for the contract was shared according to the agreements made with two other entities that use the Centre's premises in Lisbon; observes in this context that the Centre had to bear just a part of the total cost/expenditure for the contract which relied on corresponding budgetary commitments, whilst the remaining costs relied on offsetting/clearing accounting operations as those costs were borne by the two other entities.'

Measures taken by the EUDA to follow up on Observation No 19

As announced and planned, the Agency could take the measures required for the full booking of the referred commitment/expenditure and revenue operations within the context of its budget.

Observation No 22 of the discharge decision

'Notes that in 2022, the Internal Audit Service (IAS) carried out two audits for the Centre, namely on international cooperation and on the adequacy of coordination and working arrangements of partner directorate-generals and other stakeholders, as well as of the Union's decentralised agencies' governance framework; notes that the audit results for both audit projects were still not available at the end of 2022, at which point there were no outstanding critical risks or recommendations from the IAS, except for one outstanding recommendation, on internal communication, from an audit on human resources management and ethics carried out in 2021.'

Measures taken by the EUDA to follow up on Observation No 22

The referred recommendation on internal communication was formally closed on 11 October 2023, according to the relevant procedure with the statement that this recommendation had been adequately and effectively implemented.

Observation No 23 of the discharge decision

'Welcomes the result of the 2022 assessment of the effectiveness of the Centre's internal control systems, which is that all components are present and functioning; notes that the assessment identified five Internal Control Framework principles where some improvements may be needed, in relation to control environment, control activities and information and communication; further notes that a comprehensive risk identification and assessment exercise aimed at improving risk management at the Centre was carried out in 2022, with identified risks related to the new mandate of the Centre and its new business model; calls on the Centre to address all the shortcomings identified on the 14 occasions of the various assessments carried out in 2022.'

Measures taken by the EUDA to follow up on Observation No 23

The EUDA has taken action to address the referred needs for improvement to consolidate and develop the overall effectiveness of its internal control systems. The latest measures adopted for this purpose in 2023 may be summarised as follows:



- measures aimed at improving project management in the EUDA, particularly in the ICT sector;
- implementation of a performance model based on a limited number (10) of composite KPIs built on and measured by sets of underlying lower-level performance indicators;
- consolidated implementation of a corporate management information system (Matrix) for operational planning, monitoring and reporting of activities;
- implementation of internal coordination procedures/mechanisms to strengthen risk management processes by enhancing the monitoring implementation of planned activities (e.g. senior managers' meetings, quarterly performance reviews, editorial board meetings, ICT Steering Committee and scientific coordination meetings);
- inclusion of the strategy for the organisational management and internal control systems into the Agency's SPDs;
- better alignment of EUDA products and publications to its stakeholders.

2.10 Environmental management

The EUDA has actively monitored its environmental performance and CO₂ footprint since 2014. Continuous improvement cycles have reduced its CO₂ footprint over the years in relation to the baseline established in 2014. The EUDA decided to obtain EMAS registration in 2022, and the registration process will be completed in 2025.

Annex VII to this report provides further details on this matter.

2.11 Assessment by management

Based on the information provided in the previous subsections, the conclusion of the management assessment is that the EMCDDA/EUDA's internal procedures for budget execution and internal control, including the definition and implementation of a partially decentralised management model, in accordance with the EMCDDA/EUDA Financial Regulation, which transposes in its entirety the text of Commission Delegated Regulation (EU) No 2019/715 on the framework financial regulation for EU agencies (see Section 2.4. above), are fully effective and function well.

PART II B

External evaluations





External evaluations

Following the external evaluation of the EMCDDA in 2018, the European Commission, based on a report by an independent consultant, made recommendations for the Agency's improvement. In response, the Management Board adopted an action plan in December 2019, which took into account the current mandate and required activities not covered by existing regulations. Over the following years, the Agency worked to implement these recommendations, with the Management Board receiving annual updates on progress. By December 2022, the Director reported that most recommendations had been implemented, and these were also reflected in the European Commission's proposal for a new Regulation on the EU Drugs Agency (EUDA), which entered into application on 2 July 2024.

As the new EUDA started implementation of the Regulation, the Agency focused on enhancing its strategic role in tackling the drugs problem through anticipation, alerting, responding and learning. It has prepared its infrastructure, recruited additional staff and developed a new identity and branding, including a Gender Equality, Diversity and Inclusion Forum. The current transition period aims to equip the Agency for its expanded responsibilities to be fully deployed by 2027. According to Article 51 of the EUDA Regulation, the next external evaluation of the Agency's performance in relation to its objectives, mandate, tasks and location will take place by 3 July 2029.

PART III

Assessment of the effectiveness of the internal control systems





Assessment of the effectiveness of the internal control systems

3.1 Effectiveness of the internal control systems

The EUDA Management Board formally adopted the Internal Control Standards (ICS) in July 2010 and the new Internal Control Framework (ICF) in December 2017. Both documents were transposed by analogy and are fully consistent with the equivalent standards, principles and guidelines laid down by the European Commission. The ICF is the basis for assessing the effectiveness of the internal control system at the EUDA, as provided for in Article 30 of its financial regulation.

The ICF consists of five interrelated components and 17 principles aimed at providing reasonable assurance in relation to: 1. the effectiveness, efficiency and economy of the operations; 2. the reliability of reporting; 3. the safeguarding of assets and information; 4. the prevention, detection, correction and follow-up of fraud and irregularities; and 5. the adequate management of risks relating to the legality and regularity of the underlying transactions.

The overall assessment of the internal control system depends on the assessment at the level of the principles and components. Besides the ongoing monitoring of internal control, embedded in the business processes of the Agency, the EUDA performs a yearly assessment of the state of play of the ICF ⁽⁹⁾, which covers all control principles and components: control environment; risk assessment, including the risk of fraud; control activities; information and communication; and monitoring activities.

The EUDA relies on a number of sources and tools to assess the effectiveness of the internal controls, including:

- *ex ante* controls (financial verification),
- exceptions and non-compliant events,
- risk management processes and a central risk register,
- IAS audits and ECA audits,
- implementation of audit recommendations,
- validation of ABAC rights,
- an anti-fraud strategy,
- management meetings,
- budget execution.

The annual assessment is duly documented and provides a comprehensive overview of the state of play of implementation of the 17 ICF principles. The result of the 2024 assessment is that all components are present and functioning. Notwithstanding, the assessment identified five ICF principles where some improvements may be needed, as follows.

⁽⁹⁾ This is irrespective of ad-hoc updates on the basis of need and opportunity.



Control environment

ICF 2. Exercises oversight responsibility

The underlying standard is that the Management Board demonstrates independence from management and exercises oversight of the development and performance of internal control. The shortcomings under this principle relate to:

- lack of estimates of quantifiable workload drivers and their disclosure in the draft SPD, which could affect the quality and comprehensiveness of the information made available to the Management Board and the effectiveness of its decision-making process.

ICF 4. Demonstrates commitment to competence

The underlying standard is that the EUDA demonstrates a commitment to attract, develop and retain competent individuals in alignment with its objectives. This implies defining the competences to support the achievement of objectives. The shortcoming under this principle relate to:

- No definition or assessment of an updated competency framework for each job profile, considering the needs entailed with the Agency's new mandate.

This issue, together with the lack of objective workload indicators, could hamper the effectiveness of the EUDA's business drivers.

Risk assessment

ICF 6. Specifies suitable objectives

The underlying standard is that the EUDA specifies objectives with sufficient clarity to enable the identification and assessment of any risks relating to these objectives. The shortcomings under this principle relate to:

- development of objectives for international activities using SMART criteria;
- development of key performance indicators (KPIs) to support the measurement of the objectives to be set up in the International Cooperation Framework.

These issues could prevent EUDA from optimal monitoring and demonstration of the Agency's performance with regard to its international activities.

Control activities

ICF 10. Selects and develops control activities

The underlying standard is that the EUDA selects and develops control activities that contribute to reducing to acceptable levels risks related to the achievement of objectives. The shortcomings under this principle relate to:

- The lack of a formal process to assess the units' workload through objective workload indicators and to monitor the working time spent on relevant projects. For example, the EMCDDA does not have criteria or a methodology to estimate the share of resources involved in international activities. This could have a detrimental impact on the allocation of resources and affect the achievement of objectives.
- The need for improvement in the standardisation of country reports for technical cooperation projects (EU4MD), without which it could be more difficult to identify issues



or risks or have transparent and consistent information on the drug situation in the relevant countries.

Information and communication

ICF 15. Communicates externally

The underlying principle is that the EUDA communicates with external parties about matters affecting the functioning of internal control. The shortcomings under this principle relate to:

- An outdated communication strategy. A new communication strategy is planned to be presented to the EUDA Management Board in 2025. It will be designed to reflect the needs of EUDA's broader set of tasks, stakeholders, partners and networks and to enhance how its activities and results are shared.
- Lack of documentation and frequency of the annual meeting between DG HOME and EUDA at directors' level ⁽¹⁰⁾.
- Possibly outdated Financial Memorandum of Understanding between DG HOME and EUDA.

These issues could affect the exchange of information between parties and the effectiveness and efficiency of communication with stakeholders.

These issues were highlighted by the IAS and none of them were considered critical. There are five IAS recommendations to be addressed and two of them are considered 'very important'. They refer to the HR management audit and the international cooperation audit. Whereas the EUDA has acknowledged that some areas can be improved and has adopted action plans whose implementation is closely monitored, it also considers that the shortcomings mentioned above do not compromise the Agency's ability to execute its work programme and deliver the results/outputs as required and appropriate and in compliance with the applicable regulatory framework. Possible cases of non-compliance are not considered material either by value or nature and they are recorded. Issues underlying workload, performance management and resources estimation present some level of complexity that becomes more tangible in a context of exponential growth of the Agency. This is reflected in the current assessment, which indicates the state of compliance with the Agency's ICF. The EUDA adheres consistently to the ICF, as a reference for continuous improvement and adaptation to new circumstances. This process is to happen in tandem with the transition from EMCDDA to EUDA, and the implementation of the recommendations will be shaped according to the evolving circumstances and the constraints of this transitional phase.

In this perspective, the EUDA considers that the ICF principles are 'present and functioning but some improvements are needed'. This does not compromise the overall effectiveness of the system of internal control in the EUDA.

The financial verification and the register of exceptions did not record any event that, due to its nature or amount, is material and indicative of a critical weaknesses in the internal controls. The register documents the events that constitute a deviation from any written rules

⁽¹⁰⁾ As foreseen in the 'Working arrangements for cooperation on external action between DG HOME and EUDA'.



and provisions formally adopted and in force, for both financial and non-financial operations. As required, the exceptions have been approved by the relevant authorising officer.

The risk management process is also a central element in the system of internal control, and, as in previous years, a comprehensive risk identification and assessment exercise aimed at improving risk management at the EUDA was carried out in 2024. The central risk register was kept up to date and linked significant risks with the strategic objectives in the annual work programme. This register identifies, for each area, the estimated risk level, impact and response, with mitigating measures to further reduce the residual risk. Risk assessment was carried out continuously at the EUDA throughout the year, while a comprehensive analysis was performed by managers in the context of preparing the SPDs.

The Agency's Management Board adopted the 2025-2027 EUDA anti-fraud strategy in December 2024. This was preceded by an assessment of the Agency's 2021 anti-fraud strategy (which was largely implemented); a thorough exercise of updating the risks of fraud at the EUDA. It took into account OLAF's Methodology for Anti-Fraud Strategies for Decentralised Agencies and Joint Undertakings. It considers that the degree of exposure of the EUDA to the risk of fraud can be generally considered as relatively low ⁽¹¹⁾. Since its creation, there have been no cases of fraud in the Agency.

In terms of the prevention and management of conflicts of interest, the EUDA's Management Board adopted an adjusted and updated policy for the prevention and management of conflict of interest, as foreseen in the EUDA Regulation in Article 24(i). This has a broad scope and concerns the members of the Management Board, the members of the Scientific Committee, the members of the Reitox network, the Executive Director, EUDA staff, seconded national experts, trainees, interim staff and visiting experts at the EUDA.

In 2024, the overall effectiveness of the internal control systems continued to be underpinned by a robust system of *ex ante* controls, proper segregation of duties, an adequate system of delegation of authority, periodic validation of ABAC rights, a business continuity plan, and regular scrutiny by the European Court of Auditors and the Internal Audit Service.

This is besides the consistent use of the Matrix as the corporate management information system for operational planning, monitoring and reporting of activities, and internal EUDA coordination mechanisms (e.g. the heads of unit meetings, quarterly performance review meetings, editorial board meetings, ICT Steering Committee meetings and scientific coordination meetings). This further contributed to strengthening risk management processes by enhancing the capacity of managers and other key staff to closely monitor all major issues relating to the timely and effective implementation of planned activities, the delivery of outputs and the achievement of results.

Overall, the EUDA considers that there is a satisfactory ratio between the cost and benefits of the controls in place. The Agency has established an effective system of internal controls that enable it to achieve its main outputs and strategic objectives, while complying with the applicable regulatory framework and sustaining a sound control environment. The EUDA

⁽¹¹⁾ By taking into account factors such as: within the remit of its mandate, mission and tasks, the EUDA does not have regulatory powers affecting economic operators; most of the members of the Management Board come from and are appointed by national administrations of the EU Member States or by EU institutions as their representatives; the EUDA (...) is bound by the rules and procedures laid down by the EU legislation for the management and functioning of the EU institutions and bodies (namely financial regulations; staff regulations; regulation on public access to documents; regulation on protection of individuals with regards to the processing of personal data; OLAF and EPPO regulations); the EUDA budget accounting system is provided by ABAC-SAP and the various budget and financial reports are produced using a data warehouse; salary calculations are performed by the European Commission's Paymaster's Office (PMO).



performs exhaustive *ex ante* controls on the operational and financial aspects of all transactions, as well as *ex post* on-the-spot checks on a limited selection of NFPs. Referring to its objectives, risk profile and available resources, the EUDA has developed a balanced approach that ensures that the actions and tools used are appropriate and proportionate to the quantity and quality of the Agency's deliverables, as set out in the programming documents. This is without prejudice to further adjustments that the future perspectives of the Agency may render convenient or necessary.

3.2 Conclusions of the assessment of internal control systems

Based on the information provided under Section 3.1 above, the overall result of the management assessment of the effectiveness of the internal control system as a whole is that it is effective and functioning well.



3.3 Statement of the manager in charge of risk management and internal control

I, the undersigned,

In my capacity as Manager in charge of risk management and internal control within the EUDA, declare that in accordance with the EUDA's Internal Control Framework, I have reported my advice and recommendations on the overall state of internal control in the Agency to the Executive Director.

I hereby certify that the information provided in the present Consolidated Annual Activity Report and in its annexes is, to the best of my knowledge, accurate, reliable and complete.

Done in Lisbon on 7 May 2025

Helder Vasco Travado

Risk Assessment Management Officer

PART IV

Management assurance





Management assurance

4.1 Review of the elements supporting assurance

The declaration of assurance of the authorising officer is based on the following combination of external and internal oversight and control procedures over the EUDA's organisation and activities:

- the assessment of the effectiveness of the internal control system;
- the risk management exercise;
- the statement of the manager in charge of risk management and internal control;
- the accounting officer's certification of the 2024 provisional accounts;
- assurance provided by the ECA audit: no preliminary observations likely to affect the audit opinion ⁽¹²⁾;
- assurance provided by the IAS audit: no 'critical' recommendations outstanding from the IAS audits at year-end, and action plans are ongoing to address 'very important' and 'important' recommendations stemming from the IAS audits on human resources management, on the coordination between DG HOME and the EU decentralised agencies, and on the international cooperation in EUDA ⁽¹³⁾;
- progress in implementing the recommendations of the external evaluation;
- *ex ante* controls;
- the register of exceptions;
- the EUDA's anti-fraud strategy and the policy for the prevention and management of conflicts of interest.

The aforementioned building blocks do not identify any significant weaknesses that could impact the declaration of assurance of the authorising officer.

⁽¹²⁾ As at February 2025.

⁽¹³⁾ This is irrespective of some implementation delays, which do not jeopardise the overall assurance of the system.



4.2 Reservations

A reservation in the declaration of assurance is prompted by the occurrence of significant internal weaknesses or external events that lead to the materialisation of critical risks.

At the EUDA, critical risks are events that have the potential to:

- jeopardise the realisation of major policy objectives;
- cause serious damage to the Agency's stakeholders;
- require critical intervention from the Parliament, the Council or the Commission regarding the Agency's performance;
- result in critical observations/recommendations from the ECA, the IAS and OLAF;
- result in the breaching of laws and the pervasive infringement of regulations;
- result in material financial loss;
- put the safety of the Agency's staff at risk;
- seriously damage the Agency's reputation and image;
- cause any other event that, due to its likelihood and impact, is assessed by the management as critical to the achievement of the organisational objectives.

None of these risks materialised at the EUDA in 2024.

The assessment of materiality involves a qualitative and a quantitative judgement, and the occurrence of any critical risk is material per se. Qualitative elements taken into account include the nature of the event, its recurrence, its duration and its effect on the activities and programmes of the EUDA. Quantitative elements are assessed based on budgetary considerations. The EUDA is continuously looking to adjust and refine the concrete criteria to assess materiality.

In 2024, the EUDA identified medium to high risks that include: shortcomings in human resources and internal reorganisation; constraints in procurement processes and budget execution; insufficient planning and operational capacity to support the transition to the Agency's new mandate; weak security posture and underperformance of IT services; insufficient capacity for data collection, analysis and response from the EUDA; and insufficient capacity of data delivery from the NFPs and other networks. The EUDA has taken the necessary mitigating actions to tackle these risks. A clear demonstration of the efficiency and effectiveness of the measures taken is evidenced by the performance achieved by the EUDA in 2024, as described and contextualised in Section 2.3, 'Budgetary and financial management', above.

PART V

Declaration of assurance





Declaration of assurance

Declaration of assurance by the authorising officer

I, the undersigned, Executive Director of the EUDA,

In my capacity as authorising officer,

Declare that the information contained in this report gives a true and fair view.

State that I have reasonable assurance that the resources assigned to the activities described in this report have been used for their intended purpose and in accordance with the principles of sound financial management, and that the control procedures put in place give the necessary guarantees concerning the legality and regularity of the underlying transactions.

This reasonable assurance is based on my own judgement and on the information at my disposal, such as the results of the self-assessment, *ex post* controls, the work of the Internal Audit Service and the lessons learned from the reports of the Court of Auditors for years prior to the year of this declaration.

Confirm that I am not aware of anything not reported here which could harm the interests of the Agency.

Done in Lisbon on 7 May 2025

Alexis Goosdeel
Executive Director

Annexes





Annex I. Core business statistics

Annex Ia. Implementation of the 2024 work programme by objectives and expected outputs/results

This annex is available [online](#).

Annex Ib. Key performance indicators

This annex is available [online](#).

Annex II. Statistics on financial management

Calculation of budget outturn

Table 7. Budget outturn and cancellation of appropriations

Budget outturn	2022	2023	2024
Reserve from the previous years' surplus (+)	113 656	58 239	12 144
Revenue actually received (+)	18 859 198	21 848 327	29 988 357
Payments made (-)	-19 385 462	-20 228 212	-26 028 003
Carry-over of appropriations (-)	-1 567 846	-2 604 710	-8 747 810
Cancellation of appropriations carried over (+)	58 482	11 655	14 992
Adjustment for carry-over of assigned revenue appropriation from previous year (+)	2 094 183	986 150	2 218 091
Exchange rate differences (+/-)	-317	-1 065	-559
Adjustment for negative balance from previous year (-)	-113 656	-58 239	-1 244
TOTAL	58 239	12 144	-2 554 932



Descriptive information and justification

1. Use of commitment appropriations

The rate of execution of 2024 commitment appropriations amounted to 100.00 % (95 % is the KPI mentioned in the SPD and the rate considered by EC as the threshold below which a 2 % budget penalisation can be applied). In this context, EUR 31 680 688 was committed out of EUR 31 681 699 available (EUR 1 010 was not committed in 2024).

2. Cancellation of payment appropriations

The rate of cancellation of 2024 payment appropriations amounted to 0.05 %, corresponding to the cancellation of EUR 15 915 (5 % is the KPI mentioned in the SPD and the rate considered by the EC as the threshold above which a 2 % budget penalisation can be applied).

The following data outline the EUDA performance in the execution/use of its 2024 payment appropriations (these data do not concern the aforementioned KPIs):

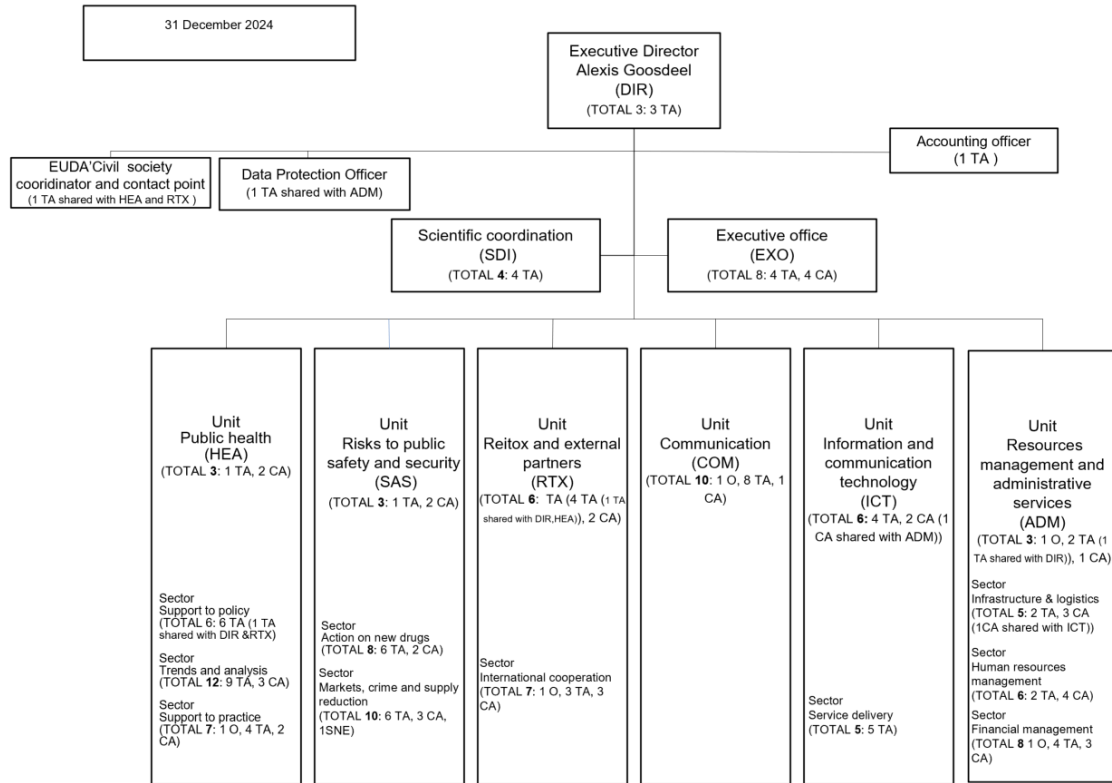
- For 'C1' payment appropriations, the 2024 rate of execution amounted to 77.27 %, corresponding to EUR 24 479 884 paid out of EUR 31 681 699 available.
- For 'C8' payment appropriations, the 2024 rate of execution amounted to 97.43 %, corresponding to EUR 567 592 paid out of EUR 582 584 available.
- There were EUR 3 815 772 carried-forward to 2025 for payments to be executed in 2025, by decision of the EUDA Management Board in accordance with Article 12 of the Financial Regulation applicable to the EUDA.

As a consequence of the above, the EUDA 2024 budget outturn amounted to EUR - 2 554 932.28.



Annex III. Organisational chart

Figure 12. Organisational chart





Annex IV. Establishment plan and additional information on human resources management

Table 8. Information on recruitment grade and function group for each type of post

Key functions	Type of contract (official (O), temporary agent (TA) or contract agent (CA))	Function group (FG), recruitment grade	Indication of whether the function is dedicated to administrative support or operations (subject to definitions used in screening methodology)
1 – Director	TA	AD 15 (external)	Operational
2 – Head of unit	O, TA	AD 9 (internal, inter-agency, external)	Operational
3 – Head of sector	O, TA	AD 7 (internal, inter-agency, external)	Operational Administrative Neutral
4 – Principal administrator	O, TA	AD 8 (internal, inter-agency, external)	Operational Administrative Neutral
5 – Administrator	O, TA	AD 5 (internal, inter-agency, external)	Operational Administrative Neutral
6 – Senior assistant	O, TA	AST 10 (internal, inter-agency, external)	Operational
7 – Team leader	O, TA	AST 7 (internal, inter-agency, external)	Operational
8 – Assistant	O, TA	AST 1 (internal, inter-agency, external)	Operational Administrative Neutral
Head of Administration unit	O, TA	AD 9 (internal, inter-agency, external)	Administrative
Head of Human Resources sector	O, TA	AD 8 (internal, inter-agency, external)	Administrative
Head of Finance sector	O, TA	AD 8 (internal, inter-agency, external)	Neutral
Head of ICT	O, TA	AD 9 (internal, inter-agency, external)	Operational
Secretary	O, TA, CA	AST 1, FG II (internal, inter-agency, external)	Operational Administrative
Mail clerk	CA	FG II	Administrative
Editor	O, TA	AD 5 (internal, inter-agency, external)	Operational
Data protection officer	O, TA	AD 5	Administrative



		(internal, inter-agency, external)	
Accounting officer	O, TA	AST 7 (internal, inter-agency, external)	Neutral
Internal auditor	O, TA	AD 6 (internal, inter-agency, external)	Neutral
Secretary to the Director	O, TA, CA	AST 1, FG II (internal, inter-agency, external)	Operational

Table 9. Job screening/benchmarking against previous year's results, as per methodology for agencies job screening (2014)

Job type (sub)category	2023 (%)	2024 (%)
Administrative support and coordination	18.35	11.28
Administrative support	17.71	10.74
Coordination	0.64	0.54
Operational	72.22	80.13
Top-level operational coordination	4.15	3.89
Programme management and implementation	57.20	65.50
Evaluation and impact assessment	0	0
General operational	10.87	10.74
Neutral	9.43	8.59
Finance/control	9.43	8.59
Linguistics	0	0



Annex V. Human and financial resources by activity

Table 10. Human and financial resources per activity

Work programme action areas	Main actors for implementation /cost objects	Assigned human resources (full-time equivalent)				Initial allocation of budget resources – non-assigned appropriation	Final allocation of budget resources – non-assigned appropriation	Executed budget – non-assigned appropriation
		Official	TA	CA and SNE	Total HR	Total budget (EUR)	Total budget (EUR)	Total budget execution
Main area: Health	HEA, SAS, SDI, RTX&EP, COM, ICT, DIR/EXO	2.00	39.25	15.55	56.80	15 668 005	14 801 468	8 320 618
Main area: Security	SAS, SDI, HEA, RTX&EP, COM, ICT, DIR/EXO	0.85	19.13	8.30	28.28	7 800 901	7 369 463	3 732 587
Main area: Business drivers	DIR/EXO, SDI, COM, RTX&EP, ADM, ICT, HEA, SAS	2.15	23.62	11.15	36.92	10 184 203	9 620 954	19 627 483
Total		5.00	82.00	35.00	122	33 653 109	31 791 885	31 680 688



Annex VI. Contribution, grant and service-level agreements. Financial framework partnership agreements

Table 11. Contribution, grant and service-level agreements in 2024

General information					Financial and HR impacts				
Actual or expected date of signature	Total amount (EUR)	Duration	Counterpart		2023		2024		
Grant agreements									
					CA	PA	CA	PA	
Grant RTX – Austria	08/03/2024	100 000	31/12/2024	GESUNDHEIT OSTERREICH GMBH	Amount CA/PA (*) (EUR)	60 000	60 000	100 000	84 000
					Number of CA				
					Number of SNEs				
Grant RTX – Belgium	16/02/2024	100 000	31/12/2024	SCIENSANO	Amount CA/PA (EUR)	60 000	60 000	100 000	84 000
					Number of CA				
					Number of SNEs				
Grant RTX – Bulgaria	12/02/2024	100 000	31/12/2024	NATIONAL CENTER FOR PUBLIC HEALTH AND ANALYSIS (NCPHA)	Amount CA/PA (EUR)	60 000	59 999.87	100 000	83 999.24
					Number of CA				
					Number of SNEs				
Grant RTX – Cyprus	14/02/2023	100 000	31/12/2023	CYPRUS NATIONAL ADDICTIONS AUTHORITY	Amount CA/PA (EUR)	60 000	48 000	100 000	84 000
					Number of CA				
					Number of SNEs				
Grant RTX – Czechia	20/03/2024	100 000	31/12/2024	CESKA REPUBLIKA	Amount CA/PA (EUR)	60 000	60 000	100 000	84 000
					Number of CA				
					Number of SNEs				
Grant RTX – Denmark	14/02/2024	100 000	31/12/2024	DANISH HEALTH AUTHORITY	Amount CA/PA (EUR)	60 000	60 000	100 000	84 000
					Number of CA				



					Number of SNEs				
Grant RTX – Estonia	14/03/2024	100 000	31/12/2024	NATIONAL INSTITUTE FOR HEALTH DEVELOPMENT	Amount CA/PA (EUR)	60 000	59 430	100 000	83 882
					Number of CA				
					Number of SNEs				
Grant RTX – Finland	15/03/2024	100 000	31/12/2024	FINNISH INSTITUTE FOR HEALTH AND WELFARE	Amount CA/PA (EUR)	60 000	60 000	100 000	84 000
					Number of CA				
					Number of SNEs				
Grant RTX – France	13/02/2024	100 000	31/12/2024	OBSERVATOIR E FRANÇAIS DES DROGUES ET DES TOXICOMANIE S GIP	Amount CA/PA (EUR)	60 000	60 000	100 000	84 000
					Number of CA				
					Number of SNEs				
Grant RTX – Germany	23/02/2024	100 000	31/12/2024	IFT INSTITUTE FOR THERAPY RESEARCH	Amount CA/PA (EUR)	60 000	60 000	100 000	84 000
					Number of CA				
					Number of SNEs				
Grant RTX – Greece	14/02/2024	100 000	31/12/2024	UNIVERSITY MENTAL HEALTH, NEUROSCIENC ES AND PRECISION MEDICINE RESEARCH INSTITUTE COSTAS STEFANIS	Amount CA/PA (EUR)	60 000	60 000	100 000	84 000
					Number of CA				
					Number of SNEs				
Grant RTX – Hungary	27/03/2024	100 000	31/12/2024	MAGYARORSZ AG	Amount CA/PA (EUR)	60 000	59 331.50	100 000	84 000
					Number of CA				
					Number of SNEs				
Grant RTX – Ireland	12/02/2024	100 000	31/12/2024	THE HEALTH RESEARCH BOARD	Amount CA/PA (EUR)	60 000	60 000	100 000	84 000
					Number of CA				
					Number of SNEs				
Grant RTX – Italy	13/02/2024	100 000	31/12/2024	REPUBBLICA ITALIANA	Amount CA/PA (EUR)	60 000	56 343.18	100 000	81 730.02
					Number of CA				



					Number of SNEs				
Grant RTX – Latvia	14/02/2024	72 760	31/12/2024	SPKC DISEASE PREVENTION AND CONTROL CENTRE OF LATVIA	Amount CA/PA (EUR)	60 000	60 000	72 760	67 656
					Number of CA				
					Number of SNEs				
Grant RTX – Lithuania	14/02/2024	100 000	31/12/2024	DRUG TOBACCO AND ALCOHOL CONTROL DEPARTMENT (NTAKD)	Amount CA/PA (EUR)	60 000	60 000	100 000	84 000
					Number of CA				
					Number of SNEs				
Grant RTX – Luxembo urg	20/02/2024	100 000	31/12/2024	GROUSSHERZ OGTUM VU LETZEBURG GRAND DUCHY OF LUXEMBOURG	Amount CA/PA (EUR)	60 000	60 000	100 000	84 000
					Number of CA				
					Number of SNEs				
Grant RTX – Malta	28/03/2024	50 953.75	31/12/2024	REPUBBLIKA TA MALTA	Amount CA/PA (EUR)	47 891	44 374.46	50 953.75	51 386.88
					Number of CA				
					Number of SNEs				
Grant RTX – Netherlan ds	13/02/2024	100 000	31/12/2024	STICHTING TRIMBOS- INSTITUUT, NETHERLANDS INSTITUTE OF MENTAL HEALTH AND ADDICTION	Amount CA/PA (EUR)	60 000	60 000	100 000	84 000
					Number of CA				
					Number of SNEs				
Grant RTX – Poland	20/02/2024	100 000	31/12/2024	KRAJOWEGO BIURA DO SPRAW PRZECIWDZIAL ANIA NARKOMANII	Amount CA/PA (EUR)	60 000	60 000	100 000	84 000
					Number of CA				
					Number of SNEs				
Grant RTX – Portugal	20/02/2024	100 000	31/12/2024	SICAD GENERAL DIRECTORATE INTERVENTION ADDICTIVE BEHAVIOURS DEPENDENCIE S	Amount CA/PA (EUR)	60 000	60 000	100 000	84 000
					Number of CA				
					Number of SNEs				
Grant RTX – Romania	26/02/2024	100 000	31/12/2024	THE NATIONAL ANTI-DRUG AGENCY	Amount CA/PA (EUR)	60 000	59 969.09	100 000	83 827.94
					Number of CA				
					Number of SNEs				



Grant RTX – Slovakia	28/03/2024	100 000	31/12/2024	SLOVENSKA REPUBLIKA	Amount CA/PA (EUR)	60 000	48 000	100 000	84 000
					Number of CA				
					Number of SNEs				
Grant RTX – Slovenia	19/02/2024	100 000	31/12/2024	NATIONAL INSTITUTE OF PUBLIC HEALTH	Amount CA/PA (EUR)	60 000	60 000	100 000	84 000
					Number of CA				
					Number of SNEs				
Grant RTX – Spain	20/02/2024	100 000	31/12/2024	REINO DE ESPANA	Amount CA/PA (EUR)	60 000	60 000	100 000	84 000
					Number of CA				
					Number of SNEs				
Grant RTX – Sweden	28/03/2024	100 000	31/12/2024	THE PUBLIC HEALTH AGENCY OF SWEDEN	Amount CA/PA (EUR)	60 000	60 000	100 000	84 000
					Number of CA				
					Number of SNEs				
Grant RTX – Croatia	04/03/2024	90 000	31/12/2024	CROATIAN NATIONAL INSTITUTE OF PUBLIC HEALTH	Amount CA/PA (EUR)	60 000	56 182.43	90 000	78 000
					Number of CA				
					Number of SNEs				
Total RTX grant agreements					Amount CA/PA (EUR)	1 607 891	1 571 631	2 583 291	2 210 482
					Number of CA				
					Number of SNEs				
NDICI- GEO- NEAR/20 22/438- 917	21/12/2022	4 000 000	31/12/27	EUROPEAN COMMISSION	Amount CA/PA (EUR)	658 028	509 120	1 513 304	1 266 335
					Number of CA	4	4	4	4
					Number of SNEs				
2022/436- 162	20/12/2022	1 500 000	31/12/26		Amount CA/PA (EUR)	482 148	333 564	459 919	385 186
					Number of CA	3	3	3	3
					Number of SNEs				
COPOLA D	15/07/2022	800 000	30/11/24	ORGANIZZAZIO NE INTERNAZIONA	Amount CA/PA (EUR)	364 603	228 226	502 771	402 119
					Number of SNEs				



LE ITALO-LATINO AMERICANA	Number of CA	2	2	1	1
	Number of SNEs				

(*) CA: Commitment appropriations; PA: Payment appropriations

Service-level agreements							
	Total amount (EUR)	Counterpart		2023		2024	
SLA-PMO	87 417	EUROPEAN COMMISSION	Amount CA/PA (EUR)	82 406	82 406	87 417	87 417
			Number of CA				
			Number of SNEs				
SLA-DIGIT (HOSTING, PROCUREMENT, E-PRIOR, RACHEL, ETC.)	36 788	EUROPEAN COMMISSION	Amount CA/PA (EUR)	36 059	36 059	36 788	36 788
			Number of CA				
			Number of SNEs				
SLA-DG BUDG (ABAC)	55 000	EUROPEAN COMMISSION	Amount CA/PA (EUR)	55 000	55 000	55 000	55 000
			Number of CA				
			Number of SNEs				
SLA-Training	10 190	EUROPEAN COMMISSION	Amount CA/PA (EUR)	6 994	6 994	10 190	10 190
			Number of CA				
			Number of SNEs				
RENT JOINT CENTRE - SLA EMCDDA/EMSA AGREEMENT	90 000.00	EUROPEAN MARITIME SAFETY AGENCY	Amount CA/PA (EUR)	90 000	90 000	90 000	90 000
			Number of CA				
			Number of SNEs				
SLA ID CARDS	4 696	EUROPEAN COMMISSION	Amount CA/PA (EUR)	3 624	1 313	4 696	3 421
			Number of CA				
			Number of SNEs				
EMCDDA-EMSA COOPERATION AGREEMENT ON ICT	26 009	EUROPEAN MARITIME SAFETY AGENCY	Amount CA/PA (EUR)	26 009	26 009	26 009	26 009
			Number of CA				
			Number of SNEs				
SLA CERT-EU/EMCDDA 2020	35 960	EUROPEAN COMMISSION	Amount CA/PA (EUR)	25 978	25 978	35 960	35 960
			Number of CA				
			Number of SNEs				
Total service-level agreements			Amount CA/PA (EUR)	326 070	323 759	344 785	343 510
			Number of CA				
			Number of SNEs				



Annex VII. Environmental management

Context of the Agency and its environmental management strategy

The EUDA is part of the group of JHA agencies under DG Migration and Home Affairs. As such, the EUDA has no direct mandate related to the environment. The EUDA recognises that the Agency, as a public institution, needs to actively monitor its environmental performance and implement appropriate measures to reduce its impact on the environment. Following the adoption of the Environmental Policy of the EUDA in 2014 and its revision in 2023, a yearly policy compliance report (Management Review) and a report on the progress on environmental measures (Environmental Statement) is conducted as part of the annual work plan review process. In addition, a Working Group on Environment was appointed by the Director in 2014.

Environmental policy of the EUDA

The EUDA developed its first environmental policy (Decision DEC/DIR/2014/08) to apply an environmental management system in 2014. After nine years of being in place, the environmental policy was updated in 2023 to reflect the EMAS registration of the Agency (Decision DEC/DIR/2023/007).

The Environmental Policy states:

‘In view of the EU’s commitment to the environment, notably through the European Green Deal, the EUDA has a special responsibility to avoid pollution and 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 EU’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 the 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 ISO14001 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 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 line with its environmental principles. The Agency will regularly and transparently communicate this Policy and measures to staff, contractors and any other interested parties.



Environmental commitments must translate into specific measures backed by the requisites of human, material and financial resources. The Environmental Management System should be designed to be cost-effective.

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

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).

Since 2014, the environmental policy has framed the intention of the Agency and has created the legal framework defining the scope of the environmental management system. This was revised to fit the requirements of the EMAS in 2023. The Director appointed a Working Group on Environment with a mandate to review, communicate and propose measures related to the environmental performance of the Agency in 2015. The main service providers – the Infrastructure and Logistics sector and the ICT unit – plan, implement and improve the measures approved by the Director. There are two reporting lines within the envisaged environmental management system that include all mapped stakeholders. The environmental performance of the EUDA is reported within the annual work plan review process in the form of KPIs, and through the annual publication of the Agency's environmental statement. The findings and targets of the environmental statement 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 is required.

Environmental aspects, indicators and targets

The annual environmental statement of the EUDA is produced by the Infrastructure and Logistics sector. It covers the following indicators, which are usually key points for public administrations working mostly in an office environment and are based on the UN Framework Convention on Climate Change standard for the calculation of an organisation's CO₂ footprint:

- energy consumption,
- water consumption,
- paper consumption,
- waste production and sorting,
- official vehicles,
- staff transport to and from work,
- missions,
- CO₂ emissions.

The EUDA has been actively monitoring its environmental performance and CO₂ footprint since 2014. Based on the reporting requirements of EMAS, 2019 is considered the baseline to better compare pre-COVID-19 data with the following years during and after the pandemic (see Figure 13). The following results will be published in 2025 and relate to data from 2024. The result for 2024 reflects the full rebound of operations after the COVID-19-related slow-down. The main contributor to the CO₂ footprint was mission-related travel, representing 82 % of the 2024 figures before carbon offset (see Figure 14).



Figure 13. Tonnes CO₂ per person from 2019 to 2024 before carbon offset

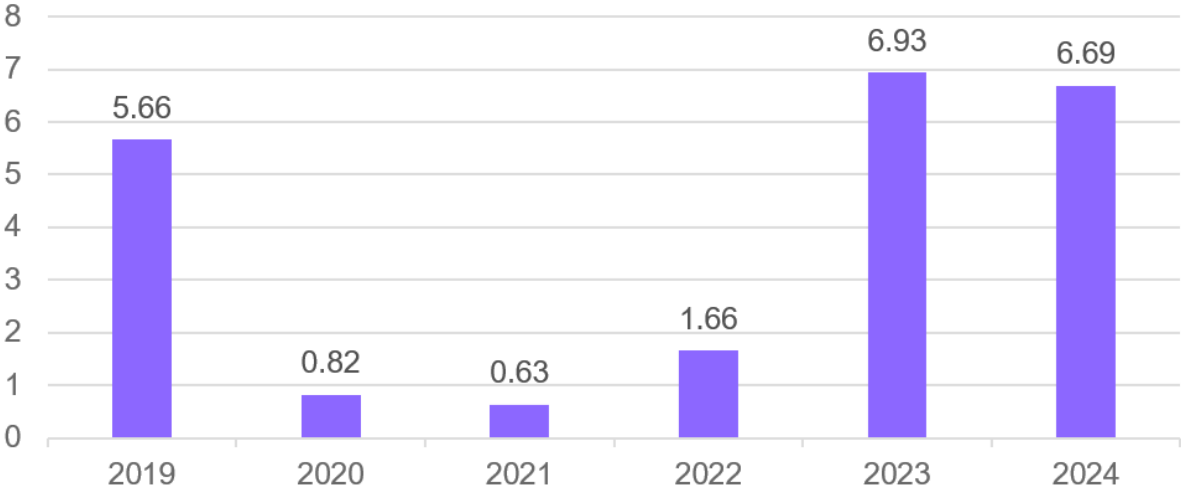
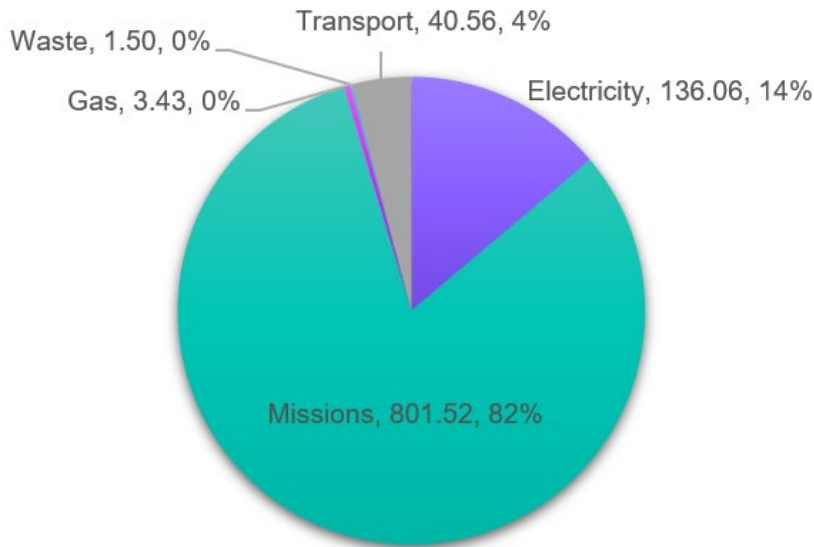




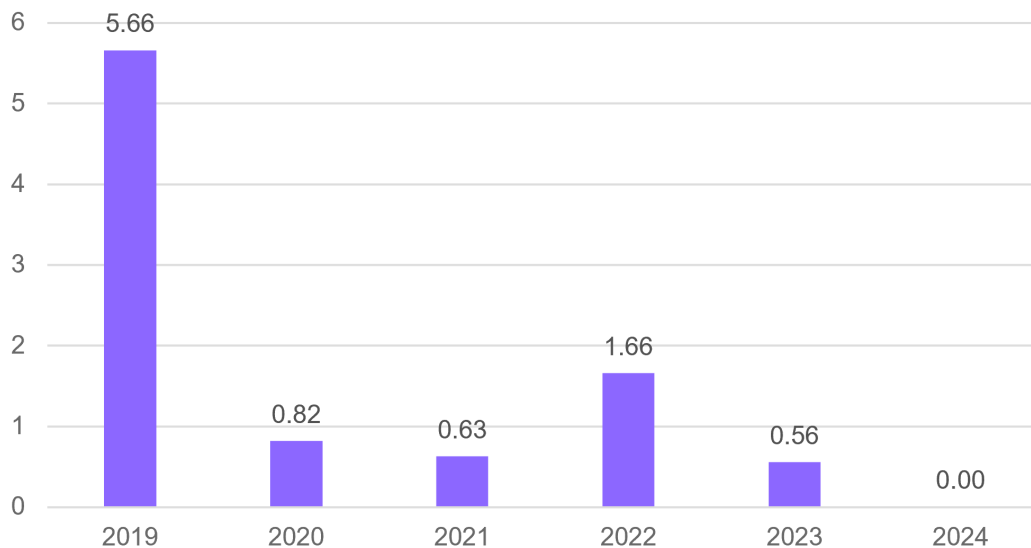
Figure 14. CO₂ distribution by category for the year 2024 before carbon offset (*)



Note: It should be noted that the percentages of Waste and Gas were not zero; however, they were so small compared to Missions, that they were rounded down to zero.

Due to the implementation of voluntary carbon offsetting for 2024 and the carbon offsetting of the photovoltaic solar panels, which produced electricity that counted towards official transport, the EUDA became carbon neutral for the first time. The following results were achieved (see Figure 15).

Figure 15. Tonnes CO₂ per person from 2019 to 2024 after carbon offset



Overall, the EUDA achieved carbon neutrality for its CO₂ footprint, taking into consideration the carbon offsetting of the solar panel electricity production and the certified voluntary carbon offset. The Agency's footprint dropped to 0.00 tonnes of CO₂ per person in 2024 compared to 5.66 tonnes in 2019.



The weighting of the factors clearly shows that most of the Agency's carbon footprint before offsetting came from missions (82 %) and electricity (14 %), while the proportions of transport (4 %), waste and gas remained very low. The EUDA was able to contract 100 % carbon neutral electricity for 2025, which will reduce the carbon footprint of the EUDA further. Nevertheless, the 'green' electricity in 2025 and the solar power generated on the roof of the main building will noticeably reduce the Agency's footprint compared to 2019 levels. The solar power cell production was 3.61 MWh, equivalent to an offset of 2.260 tonnes of CO₂, in 2024. The EUDA stopped using natural gas by the end of 2024.

Strategy 2021-2025

In 2020, the EUDA developed a five-year Strategic Plan to become a carbon-neutral administration in the light of the European Green Deal and the Commission's stated goal to become carbon neutral by 2030. The Environmental Strategy 2021-2025 is based on the following steps to achieve its goal.

- A. Install solar electric power cells on the roof of the EUDA no later than 2021.
- B. Promote the use of private electric cars and bicycles by installing charging points in the garage in 2021.
- C. Take the necessary measures to change the current fuel-based official cars of the EUDA to hybrid or electric cars in 2022.
- D. Take the necessary measures to engage a travel agency for missions and events that provides a carbon offsetting programme in 2022.
- E. Implement the EMAS framework and obtain certification by the end of 2023.
- F. Offset mission-related carbon emissions by 2023.
- G. Take the necessary measures to reduce and finally offset official- and private-transport-related carbon emissions in 2024.
- H. Take the necessary measures to reduce and finally offset transport-related carbon emissions in 2025.

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 also posts the yearly environmental report on this page. Frequent awareness-raising communications promote environmentally friendly behaviour to staff.

The Working Group on Environment recommended for 2024 the installation of electric car-charging stations to promote the purchase of private electric cars and to replace the use of natural gas with electricity for heating water. The environmental policy from 2023 states that the EUDA is striving to obtain environmental certification in the long run, with due regard to the available resources. In the past, the lack of a direct mandate and the size of the EUDA had prevented any such implementation, due to lack of financial and staff resources. In 2022, the Director approved the process to obtain EMAS certification as part of the Agency's five-year environmental strategy. The certification process was initiated in 2023 and is expected to be concluded in 2025.

The travel agency tender, which was launched in 2022, resulted in the selection of a travel agency with a carbon offsetting scheme for generated emissions. The contract started in January 2023.



The delivery of one hybrid car and one electric car was planned for 2022. Due to delays in the electric car market, the hybrid car was delivered in 2022 and the electric car became available in 2023.

Annex VIII. EUDA accounts – Financial year 2024

This annex is available online ⁽¹⁴⁾.

⁽¹⁴⁾ Final accounts available once adopted in accordance with the relevant financial rules.



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Luxembourg: Publications Office of the European Union, 2025

PDF: doi: 10.2810/4625221 | ISBN: 978-92-9408-068-4 | ISSN: 1725-4558 | TD-01-25-006-EN-N

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