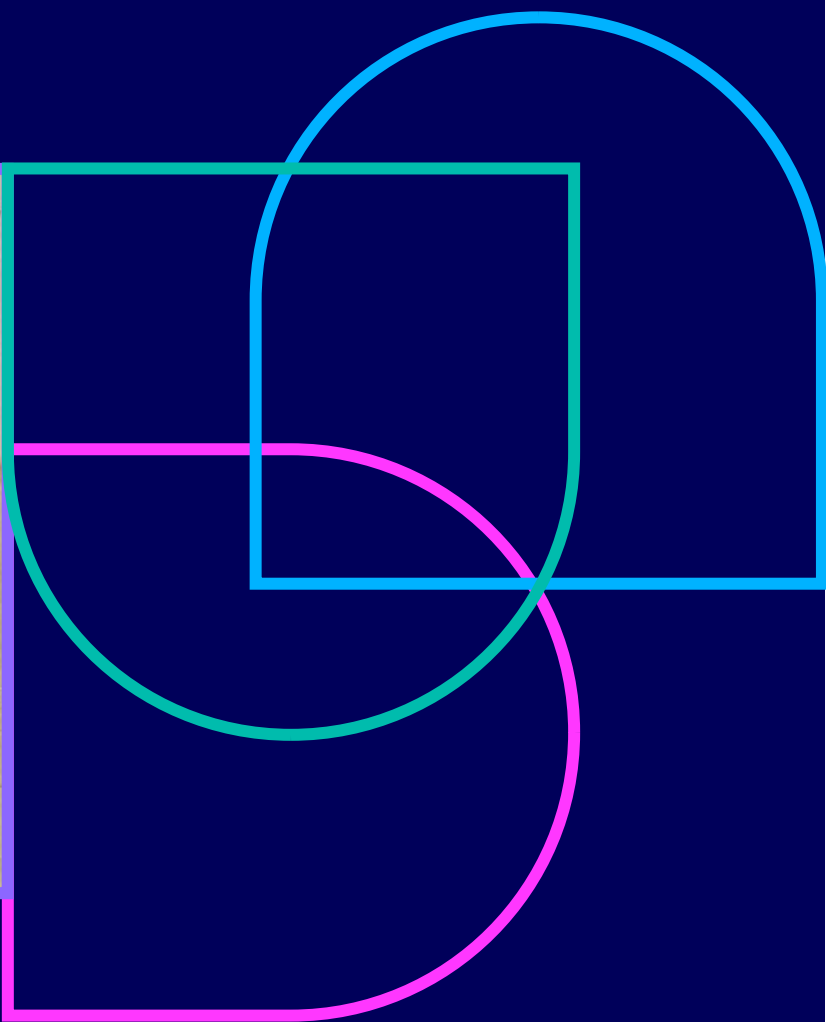


Consolidated Annual Activity Report 2025

Key achievements and governance:
A year in review





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List of acronyms and abbreviations

| | |
|---------------|---|
| ABAC | accrual based accounting (electronic management and accounting system) |
| CA | contract agent |
| CAAR | Consolidated Annual Activity Report |
| CEPOL | European Union Agency for Law Enforcement Training |
| CICAD | Inter-American Drug Abuse Control Commission |
| COPOLAD | Cooperation Programme between Latin America, the Caribbean and the European Union on Drugs Policies |
| DG | Directorate-General |
| ECA | European Court of Auditors |
| ECDC | European Centre for Disease Prevention and Control |
| ECHA | European Chemicals Agency |
| EDAS | European drug alert system |
| EFSA | European Food Safety Authority |
| 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 |
| ENISA | European Union Agency for Cybersecurity |
| ENP | European neighbourhood policy |
| ESCAPE | European Syringe Collection and Analysis Project Enterprise |
| ETAS | EUDA health and security threat assessment system |
| EU | European Union |
| EU-ANSA | European Union Agencies Network on Scientific Advice |
| eu-LISA | European Union Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice |
| EU4MD | EU4Monitoring Drugs |
| EUAA | European Union Agency for Asylum |
| EUDA | European Union Drugs Agency |
| EUPC | European Prevention Curriculum |
| Euro-DEN Plus | European Drug Emergencies Network |
| Europol | European Union Agency for Law Enforcement Cooperation |
| EWS | EU Early Warning System for new psychoactive substances |
| HCIN | Head of Communications and Information Network |
| HDG | Horizontal Working Party on Drugs |
| HR | human resources |
| IAS | Internal Audit Service |
| ICT | information and communication technology |
| IPA | Instrument for Pre-accession Assistance |



| | |
|--------|---|
| IT | information technology |
| JHA | Justice and Home Affairs |
| KPI | key performance indicator |
| LAC | Latin America and the Caribbean |
| MDMA | 3,4-methylenedioxymethamphetamine |
| NFP | national focal point |
| NPS | new psychoactive substance |
| O | official |
| ODP | Organisational Development Plan |
| OLAF | European Anti-Fraud Office |
| 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 |
| SICAD | Serviço de Intervenção em Comportamentos Aditivos e Dependências (Intervention Service in Addictive Behaviours and Dependencies) |
| SLA | service-level agreement |
| SNE | seconded national expert |
| SPD | Single Programming Document |
| TA | temporary agent |
| UN | United Nations |
| UNODC | United Nations Office on Drugs and Crime |
| WHO | World Health Organization |



Foreword



Franz Pietsch
Chair of the EUDA
Management Board



Lorraine Nolan
EUDA Executive
Director

We are proud to present the Consolidated Annual Activity Report of the European Union Drugs Agency (EUDA) for 2025, which provides an overview of the Agency's main achievements during its first full year under the expanded mandate effective since July 2024.

As we reflect on 2025, we stand at the forefront of transformation, guided by a renewed commitment to help the European Union protect the health and security of its citizens against fast-evolving drug-related threats. In that regard, the EUDA's establishment in July 2024 signalled a significant rise in the Agency's capacity to respond to the evolving landscape of drug-related challenges across the EU and ultimately strengthen the EU's preparedness regarding drugs.

To that end, 2025 saw an acceleration of the EUDA's organisational and service transformation. Our commitment to innovation is evident in the development and integration of new data sources – including wastewater analysis, digital platforms and cross-sectoral surveys – strengthening our capacity for near real-time situational awareness and the early detection of emerging risks. By supporting EU Member States with timely, evidence-based analysis and guidance, we have strengthened the European effort to remain vigilant and adaptable in the face of complex drug-related threats. A concrete example of this is the classification of three new synthetic cathinones as controlled drugs under EU law, following the risk assessments carried out on these substances by the EUDA under the EU Early Warning System for new psychoactive substances and risk assessment mechanism.

Contributing to the same goal, in 2025 the Agency also developed new services. For example, three risk communications were released during the year by the European drug alert system: an operational service created to alert the EU to relevant serious drug-related risks and strengthen situational awareness, preparedness and response at the national and EU levels, which entered its delivery phase in 2025. Furthermore, the first pilot threat assessment report, assessing the increased availability, use and harm of highly potent synthetic opioids in the Baltic region, was published in 2025, as a result of work carried out under the EUDA health and security threat assessment system, a new service designed to strengthen Europe's preparedness for serious and emerging health and security drug-related threats. At the request of the European Commission, in 2025 the EUDA also delivered nine



drug precursor assessments, on cross-border public health and security risks linked to precursors used to manufacture synthetic cathinones and amphetamine. This was part of a significant new capability that has developed rapidly under the EUDA's expanded mandate since 2024.

The publication of 35 scientific and institutional works, alongside 24 articles and book chapters, underscores our leadership in knowledge generation. Our training and capacity-building initiatives have empowered more than 2 100 health and law enforcement professionals working in the drug field and reached over 1 200 participants through webinars and online activities, with the ultimate purpose of enhancing the well-being and safety of individuals and communities in the EU and beyond.

Importantly, at the request of the European Commission, the Agency contributed technical input to aid the development of the new EU Drugs Strategy and the EU Action Plan against drug trafficking, which the Commission released on 4 December 2025. Throughout the year, the Agency also provided support for prison policies, cannabis regulation and national drug strategy development and evaluation.

While performing our work, we continued to enhance our culture of collaboration and mutual respect with our key stakeholders and partners. It was in this context that a new Réseau Européen d'Information sur les Drogues et les Toxicomanies (European information network on drugs and drug addiction) (Reitox) Alliance was adopted in 2025 to reinforce cooperation with the Agency's core data providers and partners, the Reitox network of national focal points in the Member States, Norway and Türkiye. A new international cooperation framework was also adopted during the year, to guide the EUDA's future work with international organisations, civil-society organisations, scientific communities and partner countries outside the EU.

At the organisational level, the EUDA put in place a comprehensive development plan and accelerated its digital transformation by setting up an ambitious multiannual agency-wide programme.

As we celebrate these achievements, we express our special thanks to Alexis Goosdeel, who led the EUDA until the end of his mandate on 31 December 2025. His vision and commitment to the Agency and the EU were instrumental to the EUDA's success.

We also wish to extend our heartfelt gratitude to the Reitox network of national focal points, the backbone of the European drug monitoring system; to the EUDA Scientific Committee and members of our Management Board for their guidance, which – more than ever – has been paramount to our success; and to our dedicated EUDA staff, who have made 2025's many achievements possible.

Together, we are building a resilient Europe – one that embraces innovation, remains prepared for the challenges ahead and inspires confidence in citizens and communities. The impact of our work is felt not only in statistics and reports, but in the safer, healthier lives we help foster across the EU.

Looking forward, our resolve remains unwavering. We will continue to advance our strategic priorities, adapt to emerging trends and strengthen our partnerships. The year ahead will bring new opportunities for collaboration, innovation and progress. The EUDA stands ready to support Member States, policymakers and stakeholders in navigating complexity and driving positive change.

Let us build on the foundations laid in 2025, forging ahead with ambition, integrity and hope.

We invite you to read the EUDA Consolidated Annual Activity Report for 2025, a year in review.



Mission statement

Independent science-based information is a vital resource to help Europe understand the nature of its drug problems and better respond to them. On the basis of this premise, and in the face of an escalating drug phenomenon, the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) was established in 1993. On 2 July 2024, Regulation (EU) 2023/1322 on the European Union Drugs Agency (the EUDA Regulation) ⁽¹⁾ came into force, repealing the EMCDDA's founding regulation ⁽²⁾, and the EMCDDA became the EUDA (the Agency).

Mission

Grounded in the consensus that sound information is a prerequisite for the development of effective policies in the drug field, the Agency was first established to support evidence-based decisions and actions at the EU and national levels by providing factual, objective, reliable and comparable information on drugs and drug addiction and their consequences.

While the general objective set out above is still valid under the EUDA Regulation, the mandate has been expanded and strengthened. With a more proactive remit that has been adapted to the current reality, the EUDA is better equipped to support the EU and Member States in addressing emerging issues in the drug field.

The general tasks of the EUDA are to:

- a) provide the EU and its Member States with factual, objective, reliable and comparable information, early warning and risk assessments at the EU level concerning drugs, drug use, drug-use disorders and addictions, prevention, treatment, care, risk and harm reduction, rehabilitation, social reintegration, recovery, drug markets and supply (including illicit production and trafficking) and other relevant drug-related issues and their consequences;
- b) recommend appropriate and concrete evidence-based actions on how to address, in an efficient and timely manner, the challenges relating to drugs, drug use, drug-use disorders and addictions, prevention, treatment, care, risk and harm reduction, rehabilitation, social reintegration, recovery, drug markets and supply (including illicit production and trafficking) and other relevant drug-related issues and their consequences.

In accordance with the EUDA Regulation, to carry out these general tasks the Agency implements specific tasks that cover three key areas: monitoring tasks, leading to better-informed policies; preparedness tasks, leading to better-informed actions; and competence

⁽¹⁾ Regulation (EU) 2023/1322 of the European Parliament and of the Council of 27 June 2023 on the European Union Drugs Agency (EUDA) and repealing Regulation (EC) No 1920/2006 (OJ L 166, 30.6.2023, p. 6, ELI: <http://data.europa.eu/eli/reg/2023/1322/oj>).

⁽²⁾ Regulation (EC) No 1920/2006 of the European Parliament and of the Council of 12 December 2006 on the European Monitoring Centre for Drugs and Drug Addiction (recast) (OJ L 376, 27.12.2006, p. 1, ELI: <http://data.europa.eu/eli/reg/2006/1920/oj>).



development tasks, leading to stronger EU and Member State responses to the drug phenomenon.

The vision of a healthier and more secure Europe, achieved through better-informed drug policy and action, which has guided the Agency since the adoption of the 2025 EMCDDA strategy in 2016 ⁽³⁾, steers our work until a new EUDA strategy is developed by the Agency in 2026 and adopted by the Management Board.

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

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

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

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

Values

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

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

⁽³⁾ EUDA, 'EMCDDA strategy 2025', EUDA website, 31 March 2017, http://www.emcdda.europa.eu/publications/work-programmes-and-strategies/strategy-2025_en.



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 2025.

Following its establishment in July 2024, the EUDA continued its organisational and service transformation in 2025, operationalising new tools and services and embedding its strengthened role across policy domains. The Agency focused on enhancing EU preparedness and response through more integrated monitoring, alerting and assessment mechanisms, while continuing to support Member States with timely, evidence-based analysis and guidance.

The year was also notable for the conclusion of the EMCDDA Strategy 2025, which had provided strategic guidance to the Agency since its adoption by the Management Board in December 2016. This strategic framework set out the vision of creating a healthier and more secure Europe, achieved through better-informed drug policy and action. The Agency assessed the Strategy 2025 and reported its findings to the Management Board in December 2025.

In 2025, the EUDA launched the Communication Strategy 2025–2028, a major step in consolidating the Agency's identity after its transition from the EMCDDA. A new International Cooperation Framework was adopted by the Management Board that will guide the activities of the agency around international cooperation, and reflects the stronger mandate put forward in this area in the EUDA Regulation.

A major milestone during the year was the adoption by the Management Board of the Reitox Alliance operating framework. This new partnership framework aligns the Reitox network's activities with the Agency's expanded mandate, and introduces clearer governance arrangements, a revised co-financing model and a shared vision for delivering timely and high-quality information across Europe.

The Board highlights the launch of the *2025 European Drug Report: Trends and developments* (EDR) on 5 June 2025 at the EUDA headquarters in Lisbon, marking the 30th edition of the EU's flagship annual overview of the drug situation in Europe. The panel of the press conference featured the European Commissioner for Internal Affairs and Migration Magnus Brunner, alongside the Chair of the EUDA Management Board, Franz Pietsch, and the Executive Director of the EUDA, Alexis Goosdeel.

In 2025 the EUDA focused on consolidating the organisational development initiated in 2024 and embedding new processes, systems and capacities required under the extended mandate. A new Head of the Policy, crime and markets unit and a Chief Scientist joined the Agency.

The Agency demonstrated strong operational efficiency, achieving overall very good performance in the implementation of the 2025 work programme. From a financial and administrative perspective, 2025 was marked by continued pressure on both operational and support functions, driven by the scale of activity under the new mandate. The Budget



Committee stressed the improved budget performance with special attention to the execution rate for commitment appropriations of 98.76 %.

In conclusion, the Management Board welcomes the 2025 consolidated annual activity report, which provides a comprehensive overview of the agency's achievements and very good level of performance and implementation of the work programme.

Executive summary

This report presents the implementation of the European Union Drugs Agency's (EUDA's) 2025 work programme, marking the first year of the [2025–2027 Single programming document](#) (SPD). Aligned with the European Monitoring Centre for Drugs and Addiction (EMCDDA) Strategy 2025 it reflects the Agency's activities across its three core drivers: health, security and business.

Following its establishment in July 2024, the EUDA continued its organisational and service transformation in 2025, operationalising new tools and services and embedding its strengthened role across policy domains. The Agency focused on enhancing the EU's preparedness and response through more integrated monitoring, alerting and assessment mechanisms, while continuing to support EU Member States with timely, evidence-based analysis and guidance.

Key facts and figures

In 2025, the EUDA provided timely, high-quality information, strategic and situational analysis and threat assessment support to assist policy and practice under its expanded mandate.

Publications remained a key output for the EUDA, with 35 [scientific and institutional publications](#) produced and 24 scientific articles and book chapters authored or co-authored during the year.

Capacity-building activities continued to expand. More than 2 100 professionals were trained across the various areas of activity of the Agency, including 1 821 participants trained in cooperation with the European Union Agency for Law Enforcement Training, 75 participants in the Summer and Winter Schools, and 111 participants in three Reitox academies. In addition, approximately 1 200 participants were reached through EUDA webinars. 136 professionals attended trainings through the European Prevention Curriculum (EUPC).

The Agency also released 54 news outputs and recorded 2.3 million unique website visitors, illustrating sustained visibility and demand for EUDA evidence.

With 129 staff members, the EUDA implemented a budget of EUR 36.18 million in 2025, reaching a commitment rate of 98.76 %. These figures reflect the EUDA's significant operational growth in 2025 and the organisational commitment to support the launch of new services and the broader mandate.



European Drug Report

The European Drug Report 2025, launched on 5 June 2025, marked the 30th edition of the EUDA's flagship analysis of Europe's drug situation. Drawing on data from 29 countries, the report is a key resource to policymakers and professionals in the field. This edition highlighted rapid changes in drug markets and the growing impact of threats such as synthetic cathinones, highly potent synthetic opioids and potent cannabis products, all of which call for strengthened preparedness across the EU.

The launch event in Lisbon featured the European Commissioner for Internal Affairs and Migration, Magnus Brunner, who underlined the report's long-standing role in providing critical evidence for EU policy. Executive Director Alexis Goosdeel presented the main findings. The Chair of the Management Board called the EUDA stakeholders to use the knowledge gained to drive forward meaningful drug policies and practical interventions.

Substance use, harms and responses

In 2025, the EUDA strengthened public health responses to drug-related challenges, focusing on reducing deaths, preventing infectious diseases among people who inject drugs and supporting evidence-based prevention. These priorities were underpinned by continuous monitoring and analysis based on the EUDA's five key epidemiological indicators, conducted in partnership with the Reitox network of national focal points (NFPs).

Innovative data sources

The EUDA continued to develop and integrate various innovative data collection methods to provide timely and complementary insights into drug use, markets and related harm in Europe. These included wastewater analysis conducted with the Sewage Analysis Core Group Europe (SCORE) network; the European Web Survey on Drugs; hospital emergency data from the European Drug Emergencies Network (Euro-DEN Plus); drug-checking data; syringe residue analysis collated through the European Syringe Collection and Analysis Project Enterprise (ESCAPE); and preparatory work to integrate data from drug consumption rooms continued.

Together, these sources strengthened near real-time situational awareness, supported early detection of emerging risks and enhanced the EUDA's capacity to inform public health responses to an increasingly complex drug situation in a more dynamic way.

Health and social responses

In 2025, the EUDA continued to identify and disseminate best practices in drug-related interventions across the EU and beyond, primarily through the Best Practice Portal. The Best Practice Portal provides up-to-date evidence, guidance and references, with strengthened links to the European Responses Guide. During the year, the guide was expanded with the publication of a new module on harm reduction equipment for high-risk drug use and an update to the cannabis health and social responses module.

Prevention capacity was strengthened through the European Prevention Curriculum (EUPC), delivered via the digital practice training platform (PLATO), using self-paced and live online



formats. Five courses were delivered, including two at advanced level, reaching 136 participants and reinforcing evidence-based prevention skills through structured learning and peer exchange. The training cycle will conclude with a final training-of-trainers session in 2026.

In addition, the EUDA delivered the European Drugs Winter School and the European Drugs Summer School in cooperation with ISCTE – University Institute of Lisbon. The winter school focused on crime prevention and engaged 20 participants, while the summer school, hosted in Lisbon, focused on synthetic opioids and welcomed 55 participants across 30 nationalities.

In 2025, the EUDA continued to promote good practice in harm reduction, with activities focused on strengthening preparedness and responses to drug-related health harm, particularly among people who inject drugs and other high-risk populations.

The EUDA updated the viral hepatitis elimination barometer, supporting Member States in tracking progress towards the World Health Organization's 2030 elimination targets among people who inject drugs. The Agency continued to support improved human immunodeficiency virus and viral hepatitis surveillance to strengthen national data for public-health planning and response. A major milestone was the joint EUDA–European Centre for Disease Prevention and Control publication of the European toolkit for the elimination of viral hepatitis in prisons.

Increased EU preparedness on drugs

In 2025, the EU Early Warning System on new psychoactive substances (EWS) continued to play a central role in detecting and responding to emerging drug threats. During the year, formal notifications of 50 new substances were made through the EWS. In line with the EUDA Regulation, the Agency supported the EU risk-assessment process for 2-methylmethcathinone (2-MMC), 4-bromomethcathinone (4-BMC) and *N*-ethylnorpentadronone (NEP), leading to EU-level control measures for these substances, which are now classified as controlled drugs under EU law.

In addition, six public health-related alerts and advisories and five EWS requests for information were issued to support timely, coordinated responses to emerging risks.

A key milestone in 2025 was the launch of three new EU-level preparedness services under the EUDA Regulation.

The European Drug Alert System (EDAS) was officially launched in November 2025, establishing a new EU service to rapidly raise alerts regarding serious drug-related risks of European relevance across health, social, safety and security domains. In parallel, the EUDA continued to develop its Network of Forensic and Toxicological Laboratories, aiming to strengthen preparedness through enhanced analytical capacity, more standardised approaches, and improved structured information exchange and cooperation among national laboratories, supporting the rapid detection and characterisation of emerging substances. The Agency also operationalised the EUDA health and security threat assessment system (ETAS), reinforcing its capacity to deliver structured, evidence-based threat assessments and actionable recommendations to support coordinated EU and national responses.

Together, these services mark a significant step forward in enhancing EU preparedness for drugs, reinforcing the EUDA's ability to anticipate emerging threats, issue alerts in real time, support response planning and facilitate learning across Member States.



Policy support and analysis

In 2025, the EUDA continued to support drug policy development at the EU and national levels through analytical input, technical advice and evidence-based support. Key deliverables included the provision of technical input into the development of the EU Drugs Strategy and the EU Action Plan against Drug Trafficking (published on 4 December), and expert advice to support ad hoc requests from EU institutions.

Cannabis policy remained a key area of work, with the EUDA monitoring regulatory developments and supporting policymakers facing rapid legislative change. Progress continued on the European cannabis policy toolkit, focusing on clarifying policy objectives, collecting policymaker experiences and developing an initial set of policy indicators. It also included targeted EU- and national-level policy exchanges.

The EUDA [policy evaluation overview](#) includes resources for policy evaluation, a timeline of EU drug strategies and their evaluations, and a database of national drug strategy evaluations.

In addition, the EUDA continued its work on drugs and prisons, focusing on strengthening monitoring and knowledge exchange. In 2025, the EUDA updated key European prison questionnaires, expanded their use across EU Member States and supported expert exchange through technical meetings and partnerships.

The EUDA also continued to integrate cross-cutting perspectives into its work, advancing activities on mental health and comorbidity through its advisory board and strengthening gender-responsive approaches through expert cooperation, internal coordination and the finalisation of [FAQ: gender and drugs in Europe](#).

Drug markets, crime and precursors

Drug market intelligence and analytical delivery

In 2025, the EUDA strengthened the EU's capacity to anticipate and respond to drug-related security threats by consolidating new mandate-driven capabilities and translating enhanced monitoring into operational and policy-relevant intelligence. Drug market monitoring was reinforced through improved core supply data, open-source intelligence and darknet analysis, and through the delivery of analytical dashboards to Member States.

A major milestone was the establishment of the Agency's new drug precursors function, including the delivery of nine assessments of new precursor substances linked to synthetic drug production in the EU, alongside progress towards a dedicated precursor monitoring and alert capability to support EU-level preparedness.

The EUDA also completed the fourth edition of the joint EUDA–European Union Agency for Law Enforcement Cooperation publication *EU Drug Markets: In-depth analysis* in 2025, with the publication of the final module on the topic of 3,4-methylenedioxyamphetamine (MDMA).



Operational cooperation and security impact

Targeted analytical briefings and high-level engagement further strengthened EU security dialogues. These included support for the EU–China dialogues on drugs and precursors; the first official EUDA visit to Egypt; rapid assessments of evolving risks linked to Syria and Afghanistan; and evidence-based responses to urgent national requests to support timely and informed decision-making. A key focus in 2025 was addressing drug trafficking through logistics hubs and maritime routes. Cooperation with customs and law enforcement communities was deepened through the European Ports Alliance and a strengthened partnership with the Regional Intelligence Liaison Office Western Europe, culminating in the joint publication *Seaports – Monitoring the EU’s floodgates for illicit drugs*.

Throughout the year, the EUDA supported EU and international security initiatives through sustained contributions to the European Multidisciplinary Platform Against Criminal Threats (EMPACT); the EU roadmap against drug trafficking and organised crime; and extensive capacity-building activities, training more than 1 800 law enforcement professionals in cooperation with the European Union Agency for Law Enforcement Training (CEPOL). EUDA analysis was shared across key EU strategic and operational forums, including the Horizontal Working Party on Drugs (HDG), the Standing Committee on Operational Cooperation on Internal Security (COSI), the Maritime Analysis and Operations Centre – Narcotics Board (MAOC-N), EMPACT and the European Union Agency for Law Enforcement Cooperation (Europol) governance structures. The Agency also convened its annual Reference Group on Drug Markets and Crime, in Lisbon.

Work on drug market-related violence was consolidated through dedicated analytical outputs and the launch of a thematic online hub. In addition, the Agency brought policymakers, researchers, law enforcement agencies and practitioners from across Europe together to collaborate in a new multidisciplinary community of practice established to share knowledge and research, and to inform and design future interventions to tackle the recruitment of young people into drug markets.

Overall, 2025 marked a clear shift towards delivery, with the EUDA embedding new tools, partnerships and analyses into EU action against increasingly complex and interconnected drug-related security threats.

Business drivers

Institutional developments

In 2025, guided by the EUDA Management Board, the Agency celebrated one year since EUDA’s launch on 2 July 2024 and continued advancing its new mandate. This period also included preparations for a leadership transition as of 1 January 2026.

In that regard, a significant milestone for the Agency was marked at the EUDA Management Board meeting held on 18 June, when Dr Lorraine Nolan was appointed as the next EUDA Executive Director, to succeed Alexis Goosdeel, who concluded his 10-year leadership of the Agency on 31 December 2025.

The year was also notable for the conclusion of the EMCDDA Strategy 2025, which had provided strategic guidance to the Agency since its adoption by the Management Board in



December 2016. This strategic framework envisaged creating a healthier and more secure Europe through better-informed drug policy and action. The Agency assessed the Strategy 2025 and reported its findings to the Management Board in December 2025.

Advancing the EUDA's communication and customer-centric approach

In 2025, the EUDA launched the Communication Strategy 2025–2028, a major step in consolidating the Agency's identity after its transition from the EMCDDA. The strategy supports the vision of a customer-first organisation and provides a clear framework for delivering faster, clearer and more practical communication. It responds to an evolving drug landscape and the Agency's expanded mandate, ensuring that evidence, analysis and alerts reach the right audiences in accessible and timely formats.

Throughout the year, the Agency focused on enhancing consistency, usability and visibility across its communication activities. Investing in providing content in a wide range of languages across different topics and target groups was an important step towards this goal. Further developments of the EUDA brand and the sub-brand of the EUDA NFPs helped to strengthen the Agency's positioning. The Agency also hosted the Head of Communications and Information Network (HCIN) Digital communication subgroup meeting in Lisbon, together with the European Union Agency for Cybersecurity (ENISA), to exchange best practices on AI-enabled communication, digital publishing and audiovisual storytelling.

Working in partnership

Reitox network and EU partnerships

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. Through annual grant agreements, the Agency supported NFPs in implementing their activities in line with the Reitox Development Framework and the Roadmap 2021–2025.

In 2025, the Agency advanced the new NFP assessment mechanism, conducting 11 assessment missions and supporting countries in developing action plans to address identified needs. In parallel, a timeline and proposed process for revising the assessment methodology and tools, in preparation for the second round of assessments scheduled for 2026, were presented to and agreed with the Heads of NFPs at their November meeting.

A major milestone was the development of the Reitox Alliance operating framework which was adopted by the Management Board during 2025. This new partnership framework aligns the Reitox network's activities with the Agency's expanded mandate and sets out clearer governance arrangements, a revised co-financing model and a shared vision for providing timely and high-quality information across Europe.

In performing its work and achieving its objectives, the EUDA also relies on close cooperation with 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 subnetworks of the EU Agencies Network (EUAN), of which the EUDA is a member.



International cooperation

In 2025, the EUDA continued to advance its broad international cooperation agenda, in line with the Agency's International Cooperation Framework, supporting improved understanding of global drug developments and helping strengthen evidence-based approaches beyond the EU, contributing to shared preparedness. This work drew on engagement with a wide range of non-EU partners through reciprocal partnerships, and included participation in international dialogues, collaboration with regional and global organisations, and exchanges with scientific and research networks.

Technical cooperation projects remained a key component of this wider engagement. In 2025, the EUDA continued implementing the EU-funded Instrument for Pre-accession Assistance technical cooperation and EU4Monitoring Drugs II (EU4MD II) projects. Additionally, the third cooperation programme between Latin America and the Caribbean and the European Union on drugs policies (COPOLAD III) was finalised.

The year also marked an expansion of EUDA's geostrategic services, with the first international targeted policy analysis carried out in collaboration with the Comisión Nacional para el Desarrollo y Vida sin Drogas (National Commission for Development and Life without Drugs) in Peru.

The Agency also continued to strengthen bilateral cooperation with key non-EU partners through working arrangements, which are an important instrument for sustained engagement with key partners. In 2025, one new working arrangement was signed with Canada, formalising cooperation with the Canadian Centre on Substance Use and Addiction and reinforcing collaboration on evidence-based approaches to substance use and addiction.

Engagement with civil society

In line with Article 55 of the EUDA Regulation, which identifies civil-society organisations as key stakeholders, the Agency continued to deepen its engagement with civil-society organisation representatives. In 2025, EUDA established the foundations for structured civil-society engagement by setting up an internal Civil Society Advisory Group and agreeing on a shared working definition of civil-society organisations aligned with the regulation. This was supported by a comprehensive thematic and geographical mapping of relevant civil-society organisations, including in enlargement partner countries. To ensure transparent, consistent and well-managed engagement, the EUDA developed an operational framework. This framework includes guidance for staff and participating organisations to support the 2026 pilot implementation of a dedicated digital space within EUDA Connect to enable structured interaction with civil-society organisations and provide a single, transparent entry point for engagement.

Scientific capacity

In 2025, the EUDA Scientific Committee continued to guide the Agency's scientific direction, meeting twice during the year and electing a new Chair and Deputy Chair. In line with its mandate, the committee delivered a formal opinion on the Single Programming Document 2026–2028 and provided input on major projects and scientific publications.

The Agency further advanced its work in the foresight area, supporting EU-level debate through a dedicated workshop, in cooperation with the Polish Presidency of the EU, at the



National Drug Coordinators' meeting in Warsaw, leading the publishing of the 2025 Foresight Mapping Report and organising Futures Week – a series of events that it arranged in its role as Chair of the 'futures cluster' of the European Union Agencies Network on Scientific Advice (EU-ANSA).

The EUDA also strengthened its contribution to EU research and innovation frameworks by identifying priority knowledge gaps, promoting multidisciplinary research and improving access to information on EU-funded opportunities, such as Horizon Europe. These efforts reinforce the Agency's scientific foundation, support anticipatory governance across sectors and enhance Europe's preparedness for emerging drug-related challenges.

Corporate performance

In 2025, the EUDA focused on consolidating the organisational development initiated in 2024 and embedding the new processes, systems and capacities required under the extended mandate.

Strategic planning and performance monitoring were centred on the efficient implementation of the 2025 annual work programme, which formed part of the SPD 2025–2027. Overall implementation results were strong, with 93 % of level 1 priority results, 72 % of level 2 and 67 % of level 3 achieved, reflecting sustained delivery in a year characterised by high operational demand.

At the same time, the scale and pace of operational activity under the extended mandate continued to impact organisational capacity. As a result, a limited number of activities could not be fully implemented as planned, due to temporary capacity constraints, specific implementation conditions or external factors beyond the Agency's control (see Annex Ia). Nonetheless, the EUDA demonstrated strong operational efficiency, achieving very good performance overall in the implementation of the 2025 work programme while embedding new processes, systems and ways of working.

From a financial and administrative perspective, 2025 was marked by continued pressure on both operational and support functions, driven by the scale of activity under the new mandate. However, the Agency maintained a strong focus on budget execution and financial control, achieving a commitment appropriation execution rate of 98.76 %. While the cancellation rate for payment appropriations reached 13.96 %, this reflected ongoing constraints linked to the timing and absorption capacity associated with the implementation of new activities.

In human resources terms, 2025 represented a year of consolidation following the intensive recruitment phase of 2024. Staffing levels increased to 129 posts in line with the approved plan, with recruitment, onboarding and training activities supporting operational continuity and organisational stability. Across corporate services, including human resources, information and communication technology, facilities and governance functions, the Agency continued to strengthen internal capacity, reinforce resilience and pursue efficiency gains, thereby supporting the transition from organisational transformation to sustained delivery.

PART I

Report of activities: Key achievements of the year



MAIN AREA 1

Health





Main area 1: Health

In 2025, the work of the European Union Drugs Agency (EUDA) in the area of health was increasingly shaped by a preparedness-driven service model that links monitoring, analysis and response. EU-level alerting and threat assessment capabilities were used to support the early identification of health risks, the prioritisation of emerging concerns and timely communication with national authorities.

The EUDA's data ecosystem

The EUDA's data ecosystem combines established monitoring (core indicators and routine reporting) with complementary data sources and digital tools, so the Agency can validate and triangulate signals, detect emerging trends early and provide timely, comparable evidence for prevention, treatment and harm reduction responses.

The EUDA maintains a multi-indicator approach to describe the evolving drug situation and its consequences, building on established epidemiological monitoring (population surveys, estimates of high-risk drug use, treatment demand, drug-related deaths and drug-related infectious diseases) while increasingly complementing these with additional sources and rapid monitoring solutions.

This also includes youth monitoring through the European School Survey Project on Alcohol and Other Drugs (ESPAD), which provides comparable data on substance use and risk behaviours among 15- to 16-year-old students across Europe. It strengthens the EUDA's ability to track long-term trends and emerging risks among adolescents. [Key findings](#) from the 2024 survey wave were published on 20 May 2025, supported by reusable data products (including a data explorer, dataset access and standard tables) to enable cross-country comparison and trend analysis.

In parallel, the Agency expanded adult population monitoring through the European Web Survey on Drugs. In February 2025, we published a dedicated [data factsheet on the Western Balkans](#), based on the 2024 survey wave, providing comparable insights into patterns of drug use, polysubstance use and treatment access across six enlargement partners.

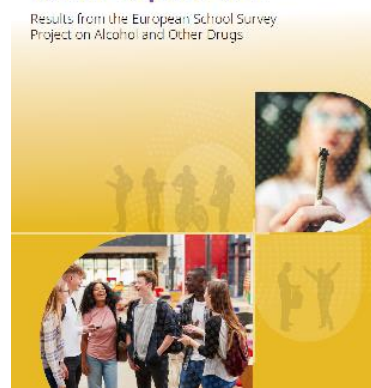
In 2025, EUDA strengthened the evidence base on drug-related deaths by delivering key monitoring and analytical outputs. This included convening the expert meeting on drug-related deaths and publishing [supporting FAQs](#) and technical outputs to ensure continuity and comparability of mortality data between countries.

During the year, the EUDA reviewed and improved key data tools and reporting processes, supported national reporting capacity through the Reitox network, and advanced analytical work to strengthen EU-level insight into trends, emerging threats and health risks. These efforts underpin major outputs such as the European Drug Report 2025, which informs policy and practice on drug trends, harm and responses.



ESPAD Report 2024

Results from the European School Survey Project on Alcohol and Other Drugs





The European Drug Report 2025

The *European Drug Report 2025: Trends and developments* was officially launched on 5 June 2025 at the EUDA's headquarters in Lisbon in a hybrid press conference, marking 30 years of the European Drug Report as the EU's flagship annual overview of the drug situation in Europe. The panel featured Magnus Brunner, European Commissioner for Internal Affairs and Migration, alongside Franz Pietsch, Chair of the EUDA Management Board, and Alexis Goosdeel, Executive Director of the EUDA. The EUDA highlighted that rapid shifts in Europe's drug market are creating new health and security risks and are challenging Europe's preparedness, driven by an increasingly complex and dynamic supply.



'Let me thank also the staff of the EUDA, whose hard work has made this year's European Drug Report such a success. Good policies come from good evidence – this is a core part of our thinking as a European Commission.

Practically, it means we depend on the expertise and analysis of our agencies to form that evidence base. For 30 years, the European Drug Report has provided us with critical evidence to help shape the EU's policies on illegal drugs and our response to the trafficking networks responsible for the supply. This evidence base has helped us to evolve our response to meet the challenges of an ever-more connected EU, and an ever-more connected world.'



Magnus Brunner, European Commissioner for Internal Affairs and Migration, at the launch on 5 June.

To equip stakeholders with the latest evidence, the EUDA published the 2025 Statistical Bulletin 2025 with the most recently available national (and, where relevant, city-level) datasets underpinning the analysis, alongside online report content supported by interactive data visuals and access to the underlying source data. All elements of the report and related press materials are available [online](#).

Innovative data collection methods

In 2025, the EUDA reinforced this ecosystem by making key datasets available through regularly updated interactive products (including data explorers and barometers) alongside detailed analysis, and by advancing work on a rapid monitoring and signal management approach supported by accompanying digital platforms to speed up data collection, triangulation and analysis.

Specifically, the Agency strengthened this ecosystem through the complementary methods presented below.



Web
surveys

On 25 February 2025, the EUDA published the [latest results from the European Web Survey on Drugs](#), based on responses from over 66 000 adults across 35 countries. The release provided updated insights into patterns of use (including cannabis and polysubstance use) and supported the online exploration of the findings.



Wastewater
analysis

On 19 March 2025, together with the SCORE network, the EUDA released the latest [European multi-city wastewater study](#), covering a record 128 cities in 26 countries (24 EU Member States plus Norway and Türkiye), based on a one-week sampling campaign conducted between March and May 2024. The 2025 release highlighted rising detections of MDMA, cocaine and amphetamine alongside a decrease in cannabis detection.



Syringe
residue
analysis

The EUDA continued to consolidate and expand the [ESCAPE](#) workstream as part of its rapid monitoring toolkit, using syringe residue analysis to capture the diversity of injected substances and mixtures and to complement routine reporting.



Hospital
emergencies

The EUDA convened medical professionals from the Western Balkans and European Neighbourhood Policy (ENP) countries in Lisbon to strengthen monitoring and responses to drug-related emergencies (as part of the [European Drug Emergencies Network \(Euro-DEN Plus\)](#)). Representatives from 12 sentinel hospitals exchanged information on data collection and reporting. In December 2025, the EUDA published new European Drug Emergencies Network Plus outputs, including a Europe-focused analysis and a [technical report](#) applying the methodology in the Western Balkans and Southern Neighbourhood countries.



Drug
checking
services

On International Drug Checking Day (31 March 2025), the EUDA spotlighted the role of drug-checking services in identifying dangerous substances or mixtures and preventing acute harm and promoted its guidance on health risk communication strategies for drug-checking services. In parallel, the EUDA continued work to expand drug-checking services as part of its broader rapid monitoring approach.



Drug
consumption
rooms

The EUDA progressed work to continue data collection from [drug consumption rooms](#) as an additional rapid monitoring input, helping to improve the visibility of risks and needs among hard-to-reach populations that routine systems may miss. Data were used in the European Drug Report 2025 analysis, while the data collection template and guidance were updated, and the revised approach was piloted.

Supporting EU preparedness for drug-related threats

Under the EUDA Regulation, the EUDA strengthens EU preparedness by helping the EU and Member States anticipate and respond to emerging drug-related risks through an integrated service model.

Key preparedness mechanisms include the EWS, the European Drug Alert System (EDAS), the EUDA Network of Forensic and Toxicological Laboratories and ETAS, which are closely linked with the EU EWS.



Responding to new psychoactive substances: EU early warning, risk assessments

In 2025, the EUDA continued to operate the EU EWS in close cooperation 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 monitoring were validated, analysed and prioritised via the EUDA's signal management system, supporting timely follow-up (including formal notifications, alerts, intensive monitoring, initial reports and risk assessments). In 2025, 50 new NPSs were reported to the system. In addition, six public health-related alerts and advisories and five EWS requests for information were issued to support timely, coordinated responses to emerging risks.

EU control measures

In 2025, the EUDA translated early warning into decision-ready evidence through the EU risk assessment mechanism, with the Scientific Committee playing a central role in the assessment process. The Agency submitted three initial reports on new synthetic cathinones (NEP, 2-MMC and 4-BMC), to the European Commission on 4 April and then delivered the corresponding risk assessment reports on 27 May, supporting the timely EU-level consideration of control measures.

The Commission subsequently adopted Commission Delegated Directive (EU) 2025/2062 on 14 October 2025 to include 2-MMC, 4-BMC and NEP in the EU definition of 'drug' (by amending the Annex to Council Framework Decision 2004/757/JHA). The directive was published on 23 December 2025 and entered into force on 12 January 2026. These three substances are now classified as controlled drugs under EU law.



Operation of the EU Early Warning System

On 19 November 2025, the EUDA hosted the 25th Annual Meeting of the EU EWS network in Lisbon, which took place in hybrid format. The meeting focused on keeping early warning and response fit for purpose in a rapidly changing market. The meeting reviewed EWS implementation and the EU NPS situation, included updates from the EMA and the European Commission and compared international threat developments.



Expertise and knowledge exchange on new psychoactive substances

Strengthening expertise and sharing insights in Europe

Throughout the year, the Agency contributed to the interservice consultation on the European Commission's proposal for a common position on substance scheduling for the United Nations Commission on Narcotic Drugs at the EU level.

The EUDA reinforced Europe's NPS knowledge base by consolidating practical cooperation among forensic and toxicological experts (see the section 'EUDA Network of Forensic and Toxicological Laboratories' for more details).

The Agency also made NPS insights more accessible through flagship reporting and targeted communications, including the European Drug Report 2025, which highlighted synthetic cathinones, new cannabinoids and new synthetic opioids among emerging threats and helped stakeholders interpret rapidly changing market signals in the context of public health and security.

On 28 July, the EUDA organised an expert meeting on the European impact of generic controls on nitazene opioids in China, which discussed key market impacts, including the shift of the market towards novel alternative opioid families, such as orphines.

On 10 December, the EUDA delivered a webinar on the NPS module of the EU Drug Markets Report, reaching 196 participants and achieving a 98.9 % satisfaction rate. The session also created a reusable training resource that can be revisited and integrated into future learning activities, helping to raise awareness of NPSs among law enforcement and members of the judiciary.

In December 2025, the EUDA and the Polish Central Investigation Bureau of Police co-hosted a two-day expert workshop in Warsaw on synthetic cathinones, bringing together law enforcement and forensic experts to share intelligence and identify areas for further cooperation. Participants attended from 10 Member States and 3 partner countries from the eastern ENP area: Armenia, Moldova and Ukraine.



Participants at the expert workshop, Warsaw.



International cooperation and capacity building

In Ljubljana (7–9 October 2025), the EUDA and the Slovenian national focal point (NFP) co-hosted a study visit for EU enlargement partners focused on practical approaches to developing and managing national EWSs.

On 17 November 2025, the EUDA convened an online exchange with partners from the Western Balkans, ENP countries, Chile and Peru to share experiences of EWSs and NPS responses and to showcase EUDA tools, supporting early warning work beyond the EU.

At the multilateral level, the EUDA and the United Nations Office on Drugs and Crime (UNODC) co-hosted a side event at the 68th session of the Commission on Narcotic Drugs in Vienna (10 March 2025), focusing on preparedness for a changing drug landscape and collaborative approaches to emerging drug-related challenges.

European Drug Alert System

In 2025, the EUDA moved from developing to implementing EDAS, creating an operational service to alert the EU to serious drug-related risks of European relevance and strengthen situational awareness, preparedness and response at the national and EU levels.

EDAS supports rapid information exchange and the dissemination of risk communications (including possible response options). While it complements the EU EWS, EDAS has a broader scope, covering all drugs and serious health, social, safety and security risks associated with the drug phenomenon that are of European relevance.

In 2025, EDAS released three risk communications on:

- an increase in seizures of illicit cannabis originating from North America with potential pesticide contamination;
- signals suggesting an increase in the availability of fentanyl and related harm, which continues to affect Bulgaria since 2024;
- an outbreak of hepatitis A with person-to-person transmission, affecting different populations, including people who use drugs, impacting multiple European countries.

Further work to implement EDAS continued throughout 2025 through regular meetings of the EDAS Implementation Group, supported by the engagement and contributions of EDAS contact points, helping consolidate shared operating arrangements and immediate priorities following launch.

A key milestone came on 18 November 2025, when the EUDA officially launched EDAS at the second annual EDAS network meeting in Lisbon. Experts convened to review implementation progress, share experiences and agree priorities for the year ahead.

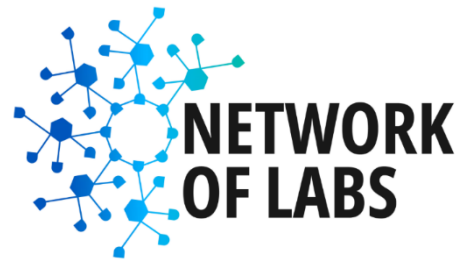


Participants at the EDAS meeting in November, Lisbon.



EUDA Network of Forensic and Toxicological Laboratories

In 2025, the EUDA strengthened the operational roll-out of its Network of Forensic and Toxicological Laboratories, created to enhance information exchange on new drug trends and to reinforce Europe's analytical capacity to detect and respond to emerging drug-related threats. The network brings together 63 laboratories from the Member States, Norway and Türkiye, appointed through the EUDA Management Board.



A key milestone was reached in October 2025, when the EUDA hosted the network's first in-person meeting in Lisbon (21–22 October). The meeting took stock of progress since the network's creation in July 2024, and enabled members to share front-line insights, exchange best practice and discuss strategies to enhance response capacity across Europe.



Participants at the Network of Labs meeting in October, Lisbon

During this meeting, the EUDA launched a new analytical reference standards kit to support laboratories' analytical work. The kit contains reference samples of 14 new synthetic opioids (including nitazenes and orphines) and is intended to support consistency in testing and data generation across all laboratories, helping speed up the detection of emerging substances and strengthening the scientific foundation of monitoring and response.

In 2025, the agency financed several key projects through the EUDA Network of Forensic and Toxicological Laboratories.



EUDA Analytical reference standard kit

These included the delivery of EUDA Analytical reference standards kits, the ongoing collaboration with the Joint Research Centre for the development and quarterly updating of the EUDA–Joint Research Centre GC–MS (gas chromatography–mass spectrometry) Library, and the pharmacological profiling study carried out by a consortium of European academic laboratories with a particular focus on new synthetic opioids.

These projects strengthened the analytical readiness of Member State laboratories and supported the generation of high-quality forensic and toxicological data for EU-level monitoring and response.



EUDA threat assessment capability

In November 2025, the EUDA launched the EUDA Threat Assessment System (ETAS), a new service designed to strengthen Europe's preparedness for serious and emerging drug-related threats and to support coordinated responses. As per the EUDA Regulation, the system was unveiled in Lisbon at the meeting of the Heads of Reitox NFPs, which brought together representatives from across Europe.

A major 2025 highlight was the first pilot [threat assessment report](#), published in June 2025, assessing the increased availability, use and harm of highly potent synthetic opioids in the Baltic region. This report, which was also published in Estonian, Latvian and Lithuanian, demonstrates the practical application of the threat assessment approach under the new mandate.

Health and social responses: knowledge exchange

Best Practice Portal

The EUDA identifies best practices in interventions across the EU and beyond, and the factors that determine their effectiveness. This information is primarily disseminated through the [Best Practice Portal](#), which provides comprehensive, up-to-date references. A core component of the Best Practice Portal is the [Evidence database](#), a key product of the EUDA's health and social responses sector. The portal serves professionals, policymakers and researchers in the drugs field by presenting evidence on drug-related prevention, treatment and harm reduction, with a focus on the European context. Evidence is compiled using an explicit methodological process, and a [new protocol](#) for updating the Evidence database was published in September 2025.

Training and capacity building

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

In 2025, the EUDA and ISCTE – University Institute of Lisbon continued their cooperation by delivering the European Drugs Winter School and the European Drugs Summer School.

- European Drugs Winter School, 10–21 March 2025. This two-week online course welcomed 20 participants and had a special focus on crime prevention, combining live expert lectures with practical exercises and virtual fieldwork tours. Sessions were recorded for later viewing, and academic credit (six European credit transfer system credits) was available for participants completing the assessed components.
- European Drugs Summer School, 23 June to 4 July 2025. This two-week face-to-face course in Lisbon focused on synthetic opioids. It included study visits to a Portuguese commission for dissuasion, mobile methadone units and a drug consumption room. The 2025 summer school welcomed 55 participants across 30 nationalities.

Bursaries for both schools were provided under the technical assistance project EU4Monitoring Drugs (EU4MD) II.



EUPC training: Empowering prevention professionals

The EUDA's European Prevention Curriculum (EUPC) plays a crucial role in strengthening the capacity of prevention workers and enhancing the overall effectiveness of prevention efforts.

In 2025, three basic courses were delivered online with a total of 68 participants.

At the advanced level, two courses were delivered using a blended format combining self-paced learning with online sessions, running from July to October and from September to November. The advanced training courses were attended by 40 and 28 participants, respectively, bringing the total number of participants at this level to 68.

In total, the training programme reached 136 participants across all courses in 2025. The cycle will be completed with a final training-of-trainers session scheduled for 2026.

Training for impact: scaling up skills in prevention

In 2025, the EUDA strengthened workforce capacity in health and social responses by scaling up digital learning and peer exchange through the agency's digital learning platform, PLATO; delivering the EUPC both self-paced and live online; and advancing a European initiative to map competence-building materials on drug issues, identify learning needs and gaps, and guide future training priorities.

PLATO enables the Agency to scale up learning in a structured and sustainable manner while strengthening its community of practice on health and social responses. Learners from across the world can access high-quality content through a blended format that combines self-paced learning with interactive live online sessions, ensuring both flexibility and engagement.

Standardised content, centralised resources and recordings of live online sessions allow participants to revisit and deepen their understanding, supporting sustained learning beyond the classroom. Through course forums and collaborative exchanges, the platform fosters meaningful connections among practitioners, encouraging peer learning, knowledge sharing and ongoing professional dialogue.

“It was truly a pleasure to learn from professionals who deliver state-of-the-art knowledge and challenge us not to give in to the pressure of doing our ... preventive work ... It was also extremely valuable to gain a broader perspective on the cultural implications involved”.

Gizela Cardoso, Clinical Psychologist at Primary Health Care Services



In parallel, the EUDA extended the EUPC to non-EU countries through its international cooperation activities. In 2025, EUPC workshops were delivered in the southern ENP region under the EU4MD II project and adapted for the Latin America and Caribbean (LAC) context under the third cooperation programme between Latin America, the Caribbean and the European Union on drugs policies (COPOLAD III), reaching a substantial number of professionals and supporting the uptake of evidence-based prevention approaches beyond the EU (for more details, see business driver 2: partnership – international cooperation).



Knowledge exchange was further supported through the EUDA inventory of validated training curricula, promoting consistency and quality in capacity-building activities in prevention, treatment and harm reduction.

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 the area of health and security (for more information, see the section ‘Security’). In 2025, these sessions attracted approximately 1 200 participants worldwide, creating a global platform for sharing knowledge, discussing critical issues and shaping the future of drug policy and harm reduction (see Figure 1).



Figure 1. Timeline of EUDA webinars in 2025





Reducing drug-related harm

In 2025, the EUDA expanded its practical guidance and tools to support countries in preventing and reducing drug-related harm, including infections linked to high-risk drug use. This included joint EUDA–ECDC outputs supporting the prevention and control of infectious diseases among people who inject drugs, alongside wider quality support resources for drug services and systems.

Practice-oriented support was further strengthened through the European guide on health and social responses to drug problems, which brings together evidence-based mini guides for policymakers and practitioners. In 2025, the toolbox was expanded with a new [mini guide on harm reduction equipment](#), highlighting the role of sterile, fit-for-purpose materials in reducing injection-related injuries, preventing blood-borne infections and lowering overdose risks when adapted to local needs.



The cannabis mini guide was also updated to reflect evolving patterns of use, new products and regulatory developments, and their implications for prevention, treatment and harm reduction.

To mark World Hepatitis Day in July 2025, the EUDA updated its [viral hepatitis elimination barometer](#) for people who inject drugs. The tool supports the assessment of national progress against 11 epidemiological indicators and showed that most European countries are not on track to meet the 2030 elimination targets. The EUDA also contributed to the publication of a European toolkit for the elimination of viral hepatitis in prison settings (see the upcoming highlight box 'Drug use and prison – main activities and achievements' for more details).

During the year, the EUDA continued to strengthen monitoring and reporting on drug-related infectious diseases within its broader health harm data ecosystem. This included maintaining and updating technical guidance, indicator-based tools and reporting elements used to track infectious disease risks among people who use drugs, particularly in high-risk settings; and supporting more consistent national reporting, EU-level analysis and preparedness through technical exchanges and expert engagement.

The Agency continued to support monitoring of and responses to HIV within its broader drug-related infectious diseases portfolio, including targeted country-level engagement.

In June 2025, the EUDA Executive Director delivered the opening remarks at the Fourth International Symposium on Drug Consumption Rooms in Strasbourg, where EUDA staff also presented findings from the European Drug Report.

Policy support

Supporting drug policy at the EU level

Throughout the year, the EUDA provided technical input into the [EU Drugs Strategy](#) and the [EU Action Plan against Drug Trafficking](#), upon request from the European Commission (published on 4 December 2025). The EU drugs strategy provides the overarching framework for EU drug policy by setting common objectives and priorities across health,



security, prevention and international cooperation, while the action plan translates these priorities into targeted measures to address drug trafficking and organised crime. Through its participation in discussions within the Council of the European Union's Horizontal Working Party on Drugs (HDG) and among national drugs coordinators, the EUDA provided analytical input to support the evidence base underpinning the development of both documents.

The Agency responded to ad hoc requests from EU institutions, offering technical support and expert contributions as required, and contributed to institutional discussions, including within the HDG and the Standing Committee on Operational Cooperation on Internal Security. In addition, the EUDA provided sustained technical input for EU drug policy through institutional engagement, briefings and targeted support for key decision-makers.

The Agency provided technical and knowledge support to the two successive Council of the European Union Presidencies held by Poland and Denmark, respectively, and supported the Council Secretariat, the European Commission and the European External Action Service in both Council work and international events, including the HDG, national drugs coordinators meetings and the Commission on Narcotic Drugs.

In parallel, the EUDA supported national authorities with policy development and evaluation, responding to multiple requests during the year and providing inputs that helped inform national drug strategies and related policy measures. Examples recorded in 2025 include requests linked to Czechia and Georgia, alongside contributions connected to policy dialogues and visits involving national decision-makers, including with authorities from Denmark.

In 2025, the EUDA maintained and updated the [policy evaluation overview](#) as a core resource to support evidence-informed drug policy development and review. The overview brings together resources for policy evaluation, a timeline of EU drug strategies and their evaluations, and a database of national drug strategy evaluations. It was updated during the year to reflect the latest available resources, ensuring continued relevance for policymakers and practitioners.

The EUDA advanced structured policy monitoring and peer exchange through the Legal and Policy Correspondents Network. The annual meeting took place on 23 and 24 September 2025, followed by an online partners meeting on 9 December, covering preparedness topics, such as synthetic opioids and naloxone regulations; emerging policy issues; and a dedicated half-day on cannabis.

Monitoring cannabis policy

In 2025, the EUDA continued to track the policy developments that shape Europe's drug landscape, with particular attention to regulated cannabis models and their implications for monitoring and evaluation. This work supported policymakers who face fast-moving legislative change and growing demand for comparable evidence on what works, for whom and under what regulatory conditions.



European cannabis policy toolkit

The EUDA began developing the European cannabis policy toolkit to address the growing need for support among European policymakers on cannabis policy choices. The toolkit will offer real-world policy examples and resources for informed policymaking, irrespective of whether Member States decide to strengthen or relax local regulations on recreational cannabis.

In 2025, work on the toolkit focused on summarising different cannabis policy objectives and collecting first-hand experiences of policy changes implemented across Europe. Interview data collection with European policymakers began in 2025 and will continue in 2026, providing the foundation for several toolkit components.

In addition, the EUDA hosted a design-thinking workshop to collect and better understand the needs of potential users of different components of the toolkit. Work in 2025 also produced a comprehensive list of cannabis policy indicators, which will be further developed into a catalogue of evidence-based measures across multiple cannabis-related domains to support Member States' assessment of new policy decisions.

In 2026, further work will focus on tailoring the toolkit to the needs of policy stakeholders and gradually releasing its components to European policymakers and those responsible for implementing and evaluating cannabis policy changes.



Other developments

The EUDA supported structured policy exchange at the EU level by drafting a comparative overview of regulating countries to support discussions at several high-level policy events, and by convening a technical meeting on cannabis policies online on 9 September with the European Commission services and EU agencies. This work helped align perspectives on emerging cannabis developments and on where and how cannabis-related products and issues intersect with other policy areas.

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.

Strengthening broader drug policy issues

The Agency's policy area covers drug laws and policies, alongside broader policy areas that affect how drug issues are addressed. In 2025, the EUDA continued reporting on new drug policy trends linked to wider socioeconomic drivers, to strengthen evidence-based and whole-of-government approaches to drug policy. Building on the earlier work on economic recessions, the focus shifted to active labour market policies, including mapping 'active labour policies' relevant to people who use drugs and launching a data collection exercise through the Legal and Policy Correspondents Network to gather information on national approaches and emerging practice.

Prisons and drugs are closely interlinked, with people living in prison reporting high lifetime prevalence rates of drug use and drug-related problems. Drug use is also reported inside prison, and, although many individuals stop using drugs upon entering custody, those who



continue face significant health risks. Signs of an increasing and diversifying drug market inside prison are also closely monitored.

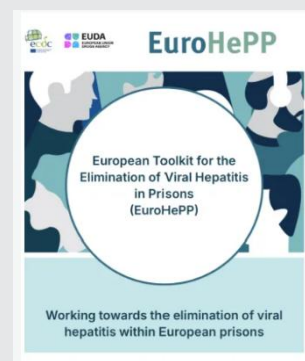
Drug use and prison – main activities and achievements

In 2025, the EUDA made substantial efforts to further improve its monitoring systems by updating the [European Questionnaire on Drug Use among People Living in Prison](#), now available in 14 languages, and the [European Facility Survey Questionnaire – Prison](#). The European Questionnaire on Drug Use among People Living in Prison has now been implemented in 12 countries, resulting in increased comparability of information on drug use and prison in the EU.

The network of European prison and drugs experts represents a key tool to enable actual progress in this field. Progress has been reported in the implementation of evidence-based policies and interventions for people living in prison, although the coverage and speed of implementation remain limited. Partnerships with other European and international organisations were also reinforced, particularly with ECDC and the European Organisation of Prison and Correctional Services.

A technical meeting took place in 2025 addressing prison preparedness in the areas of health and security and facilitating and reinforcing the exchange across countries and professionals.

In 2025, a joint ECDC–EUDA project led to the [joint publication](#) of the *European toolkit for the elimination of viral hepatitis in prisons (EuroHePP) + Models of care*. This is a practical tool for health professionals working in prisons, aimed at eliminating viral hepatitis in custodial settings, which will be followed by practical training in the identified models of care from 5 countries. Competence development on prisons and drugs will be a key objective in the future.



In 2025, the EUDA further strengthened its work on comorbidity by convening its advisory board on mental health and drug-use disorders on a regular basis and using it to steer priority themes and new initiatives. Two milestones were the advisory board meetings on 29 September, focusing on comorbidity in prison settings, and the meeting on 13 November, focusing on a new screening tool project, alongside wider networking and knowledge exchange through participation and presentations at mental health conferences.

In the area of women and drugs, the key output in 2025 was the finalisation and approval of a set of [Gender and drugs FAQs](#), which were transmitted to the European Commission on 28 November 2025 to support institutional dialogue. The FAQs were published in March 2026.

MAIN AREA 2

Security





Main area 2: Security

In 2025, the EUDA reinforced its contribution to the EU's internal security with its analysis of drug markets, trafficking dynamics and associated criminal threats, including those linked to the supply of drug precursors. Alert and threat assessment capabilities were applied to strengthen situational awareness, support prioritisation of emerging risks and inform timely policy and operational discussions at the EU and national levels.

Drug market monitoring and the identification of new trends

In 2025, the EUDA continued to strengthen its drug market monitoring by improving the quality and availability of core supply-related data and analysis, working closely with the Reitox NFPs and Europol.

This core monitoring was complemented by innovative approaches to detect emerging trends faster, including regular open-source intelligence monitoring and analysis of darknet drug supply, with Darknet Drugs dashboards delivered to participating Member States.

Monitoring drug precursors

Following the expanded mandate, the EUDA also advanced its new work on drug precursors and set up dedicated capacity. At the request of the European Commission, the EUDA delivered nine precursor assessments in January 2025 on cross-border public health and security risks linked to precursors used to manufacture synthetic cathinones and amphetamine. In parallel, the EUDA advanced work towards a precursor monitoring and alert capability, designed to integrate precursor intelligence into a wider monitoring and analysis system on drug production, trafficking and market dynamics. Delivered in cooperation with the European Commission and Europol, its focus includes precursors, equipment, safety and environmental impacts.

EU drug markets: in-depth analysis

In 2025, work on the [EU Drug Markets: In-depth analysis](#) series focused on bringing the fourth edition to completion. The main development was the publication of the [MDMA module](#) in March 2025, produced jointly by the EUDA and Europol. This module completed the planned series of drug-specific market analyses.

The MDMA module followed the established structure used in earlier releases, describing production, trafficking, distribution and use, and identifying key issues relevant for policy and operational discussions at the EU and Member State levels.

To accompany the publication, the EUDA also hosted a webinar in March 2025, attended by 240 participants, to present the main findings of the module and provide a forum for exchange with professionals in the field.



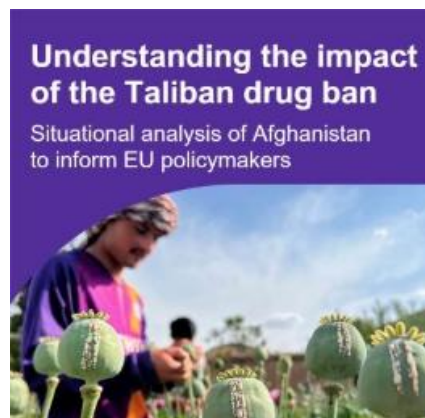


2025 was also dedicated to maintaining and making use of the existing modules published since 2022, including their application in policy support and cooperation activities with EU institutions and partners.

Support policy and operational responses to drug security challenges

In 2025, the EUDA strengthened its support for security dialogues and dialogues outside the EU through targeted analytical briefings and high-level engagement.

The EUDA published a [technical report](#) analysing the impact of the Taliban drug ban on Afghanistan, providing evidence to inform EU policymakers about developments in global drug supply. Drawing on satellite imagery and economic and market indicators, the analysis documented major disruptions to heroin and methamphetamine production, uneven enforcement of the ban and continued market adaptation through stockpiling and trafficking. The report highlighted the implications of these changes for European drug markets and the need for sustained monitoring of supply-side shocks.



Ahead of the first official EUDA visit to Egypt, the EUDA supported cooperation discussions in preparation for the EU–Egypt Senior Officials Meeting on Security. This engagement was underpinned by an in-depth analytical briefing focusing on trafficking dynamics, synthetic drugs and opportunities to strengthen operational and technical cooperation.

In parallel, the EUDA produced a rapid analytical briefing on the evolving drug-related situation in Syria following the change of regime in late 2024. The analysis assessed potential implications for regional and European drug markets, with particular attention to Captagon production and trafficking.

Further policy support included an evidence-based response to an urgent request from the Finnish police, drawing on the European Drug Report 2025 to address questions about changes in drug use and emerging synthetic substances, thereby supporting informed national-level policy and security discussions.

The Agency continued to contribute to key EU drug policy frameworks and initiatives in 2025, including implementation support to the last year of the EU Drugs Strategy and Action Plan 2021 to 2025 and providing technical input to the development of the new EU Drugs Strategy and an Action Plan against drug trafficking, upon the European Commission's request. The Agency also supported the EMPACT operational action plans in the crime areas related to cannabis, cocaine, heroin, synthetic drugs and NPS, participating in 27 operational actions, co-leading in one and leading on two.

The EUDA also contributed to the EMPACT implementation, together with its partner, the European Union Agency for Law Enforcement Training (CEPOL), by supporting the capacity building for law enforcement professionals through joint training activities. In 2025, CEPOL courses using EUDA expertise and materials trained a total of 1 821 participants, reflecting sustained demand for EUDA operational knowledge in the drug-related security field. These activities complemented the Agency's broader analytical support to EMPACT priorities and EU-wide security-focused efforts.



The Agency provided continued support to the Member States and the European Commission in planning the 2026–2027 EMPACT cycle, including technical input for planning and drafting operational actions

EUDA's collaboration with the Regional Intelligence Liaison Office Western Europe

Cooperation between the EUDA and the Regional Intelligence Liaison Office Western Europe was further strengthened in 2025, supporting a more comprehensive understanding of cross-border drug trafficking. The partnership combines the EUDA's strategic drug market analysis with specific customs intelligence, making the best use of existing data to strengthen the evidence base for regional strategic analysis. A key milestone in 2025 was the joint publication [*Seaports: Monitoring the EU's floodgates for illicit drugs*](#).

The report highlights the central role played by the maritime domain in EU drug-trafficking routes and is distinctive in its evidence-based approach, drawing on a large number of individual drug cases, including seizures made around the world but linked to drug flows destined for the EU. This granular, bottom-up approach enables a more robust strategic assessment and was developed to support EU-level initiatives, including the objectives of the European Ports Alliance, a key component of the EU roadmap to fight drug trafficking and organised crime.

Beyond the publication, the EUDA and the Regional Intelligence Liaison Office Western Europe intensified the targeted exchange of structured data and analysis. Cooperation in 2025 also included planning new activities for EMPACT 2026–2027, including a new report about seaports. This strategic partnership is a force multiplier for strengthening the links between drug monitoring and the relevant customs communities.



The EUDA contributed, as required, to the implementation of actions under the EU roadmap to fight drug trafficking and organised crime, adopted by the European Commission in October 2023. A flagship initiative under the EU roadmap is the European Ports Alliance public–private partnership, which brings together relevant public and private actors in the fight against drug smuggling and the criminal infiltration of logistics hubs. European ports are particularly vulnerable to exploitation by high-risk criminal networks. The initiative involves close cooperation between Member States, port authorities, European associations, EU agencies (including Europol and the EUDA) and representatives from customs and law enforcement authorities.

In addition, the EUDA supported a range of technical and policy meetings, including those of key European Commission-led groups, such as the EU Internet Forum. EUDA analysis was also presented at numerous strategic and operational forums, including meetings of the HDG, the Standing Committee on Operational Cooperation on Internal Security, the Maritime Analysis and Operations Centre – Narcotics (MAOC-N) Board, the Europol Drugs Programme Board, EMPACT related meetings, the European Commission Group of Experts



on drug precursors and the EU Crime Fighting Week organised by the European Commission in Brussels.

The annual meeting of the EUDA Reference Group on Drug Markets and Crime was organised on 4–5 November in Lisbon. Leading experts from around the world gathered to share policy updates and foster collaboration on a range of new initiatives addressing key dimensions of the drug market.

In 2025, the EUDA consolidated its work on drug-related violence through the creation of a [dedicated web page](#), bringing together in a single, accessible hub EUDA analyses, activities, events and resources on this important security and social challenge. The web page supports a more integrated understanding of the nature, drivers and impacts of drug-related violence in Europe and improves the visibility of the EUDA's ongoing monitoring, analytical work and partnerships in this area, contributing to strengthened EU-level preparedness and coordination.

The EUDA also contributed to a 'reality check' exercise organised by the European Commission on the [Council Framework Decision](#) on criminal acts and applicable penalties for drug trafficking ⁽⁴⁾, in the framework of the European Judicial Organised Crime Network.

⁽⁴⁾ Council Framework Decision 2004/757/JHA of 25 October 2004 laying down minimum provisions on the constituent elements of criminal acts and penalties in the field of illicit drug trafficking (OJ L 335, 11.11.2004, p. 8, ELI: http://data.europa.eu/eli/dec_framw/2004/757/2022-08-18).

MAIN AREA 3

Business drivers





Main area 3: Business drivers

Business driver 1: Institutional

Governance and institutional developments

In 2025, guided by the EUDA Management Board, the Agency celebrated its first anniversary on 2 July 2024 and continued advancing its new mandate. This period also included preparations for a leadership transition on 1 January 2026.

Leadership transition at the EUDA: Dr Lorraine Nolan appointed as the next Executive Director to succeed Alexis Goosdeel



Alexis Goosdeel (EUDA Executive Director, 2016–2025) and Lorraine Nolan (EUDA Executive Director as of 1 January 2026).

A significant milestone for the Agency was marked at the EUDA Management Board meeting held on 18 June, when Dr Lorraine Nolan was appointed as the next EUDA Executive Director, succeeding Alexis Goosdeel, who concluded his 10-year leadership of the Agency on 31 December 2025. This appointment was the result of a competitive public recruitment process that commenced in September 2024.

With more than 25 years of senior leadership experience, spanning science, public service and regulatory affairs, Dr Nolan brings a wealth of expertise to the role. Her previous positions include 10 years as Chief Executive of Ireland's Health Products Regulatory Authority, and her career encompasses national, European and international responsibilities.

Notably, she served as Chair of the Management Board of the European Medicines Agency from 2022 to 2025 and acted as a key adviser to the Irish Ministry of Health on regulatory and drug policy development.

Throughout her career, Dr Nolan has successfully led and empowered multidisciplinary teams, managed complex organisational change and delivered strategic, digital and operational transformation programmes. She has established a strong reputation for effective resource management, financial performance and corporate governance and is recognised for promoting positive working cultures and high-performing organisations.



On taking up the position on 1 January 2026, Dr Nolan said: 'It is a great honour to take on the leadership of the EUDA at this exciting stage of its development. I look forward to guiding the Agency in strengthening Europe's capacity to anticipate and respond effectively to evolving drug challenges, while driving innovation and organisational transformation. By promoting collaboration across national, European and international partners and communities, we can enhance resilience, improve preparedness and support healthier, safer societies. The Agency has a long history of scientific excellence. I am so proud to join such a highly committed team at a time when strong facts and evidence-based decision-making matter more than ever.'

Dr Nolan is the fourth person to lead the Agency and the first woman to hold this prominent position.



Conclusion of the EMCDDA Strategy 2025: reflecting on 10 years of strategic guidance and transformation



EMCDDA Strategy 2025



The year was also notable for the conclusion of the EMCDDA Strategy 2025, which provided strategic guidance for the Agency since its adoption by the Management Board in December 2016. This strategic framework envisioned creating a healthier and more secure Europe through better-informed drug policy and action.

The Agency assessed Strategy 2025 and reported its findings to the Management Board in December 2025. Below are key highlights.

Embedding customer-centricity

Throughout this period, the Agency placed the customer at the core of its operations, as the foundation for delivering value to stakeholders.

Innovation and expansion of initiatives

The Agency innovated its monitoring methods, launched new initiatives – including training curricula, webinars, foresight exercises and policy support tools – and expanded its partnerships and networks. It also incorporated insights drawn from the lived experiences of people and communities affected by drugs. These actions contributed to building a holistic knowledge base and expertise, which were shared with over 11 000 policymakers and professionals in health and law enforcement across the EU and beyond through training activities.

Commitment to scientific excellence

Scientific excellence was a foundational value of the Strategy 2025 period, demonstrated by more than 400 publications and over 180 scientific articles authored or co-authored by EUDA staff. The Agency strengthened its engagement with the scientific community in Europe and internationally, notably co-organising four editions of the European Conference on Addictive Behaviours and Dependencies (Lisbon Addictions).

Organisational transformation and digital focus

The Agency underwent a profound organisational transformation during the years covered by the Strategy 2025. Starting in 2020, a new business model initiative elevated customer-centricity and digital focus. In 2024, the new EUDA mandate significantly expanded operational scope, increasing staff by 40 % and budget by 80 %. This expansion initiated a large-scale organisational development plan, central to which was an ambitious digital transformation programme launched that year. The plan also supported a new communication strategy, enhancing the Agency's ability to reach customers and partners effectively.



Strengthening strategic communication and stakeholder engagement

In 2025, the Agency launched its new communication strategy, a cornerstone supporting its vision of being ‘your European Union Drugs Agency’. By enhancing preparedness, visibility and customer-centricity, the EUDA is reinforcing its position as the leading authority on drug-related issues in Europe.

EUDA Communication Strategy 2025–2028

In 2025, the Agency launched the *EUDA Communication Strategy 2025–2028: A customer-first approach*, setting a clear direction for how the Agency will engage with its customers while strengthening its role as the main authority on drug preparedness in Europe.

The strategy responds to a fast-changing drugs situation and an expanded mandate. NPSs, polysubstance use, digital drug markets and emerging public health and security risks require communication that is faster, clearer and more practical than before.

The strategy aims to ensure that the EUDA’s evidence, analysis and alerts reach the right audiences at the right time in the right format and are delivered with a strong, cohesive brand and voice. It strengthens the EUDA’s role as a trusted source of science-based information, supports informed decision-making at the EU and national levels and increases the impact of the Agency’s services. It also promotes consistency, transparency and coherence across all communication activities.



Figure 2. EUDA stakeholders and communication



A customer-focused approach means designing services and communication around user needs. The EUDA identifies the different requirements of policymakers, practitioners,



researchers, media and the public, and tailors content accordingly. The focus is on clarity, relevance and usability, supported by feedback to ensure that products are practical and fit for purpose.

A mix of channels and products will be implemented to deliver clear, timely and accessible communication. These include reports, alerts, briefings, digital and visual tools, and engagement through networks and partners. All communication is evidence-based, accessible by design and focused on turning science into action across Europe and beyond.

The strategy is [available](#) in 25 languages (23 EU languages, plus Norwegian and Turkish).

Multilingualism and accessibility

Multilingualism remains central to the EUDA's mission and operations, ensuring broad reach and maximising impact through the delivery of evidence-based information in multiple languages.

In 2025, the EUDA continued to expand its multilingual offer through the web translation module and other translation services. The Agency provided content in a wide range of languages across different topics and target groups. This included translations of the European Drug Report and related news releases (available in 24 languages), the threat assessment report on synthetic opioids in the Baltic Member States (available in their languages), key findings from the European School Survey Project on Alcohol and Other Drugs (available in 32 languages) and the foresight framework scenarios on drugs (available in 24 languages), and subtitles for the drug-related violence video (available in 24 languages), among others.

The Agency also increased its support for more technical and specialised translations, particularly for professionals working in the fields of drug-related infectious diseases and prisons. This included translating the drug-related infectious diseases technical protocol and questionnaires, and methodological guidelines and questionnaires for the European Questionnaire on Drug Use among People Living in Prison and the European Facility Survey Questionnaire – Prison. Making these tools available in national languages provides invaluable support to practitioners in their daily work. In addition, the Agency further promoted the use of automatic translation tools and supported NFPs in translating their own materials.

All actions align with EU accessibility requirements and open-data standards, ensuring that content is inclusive and accessible by design.

Digital maturity and content delivery

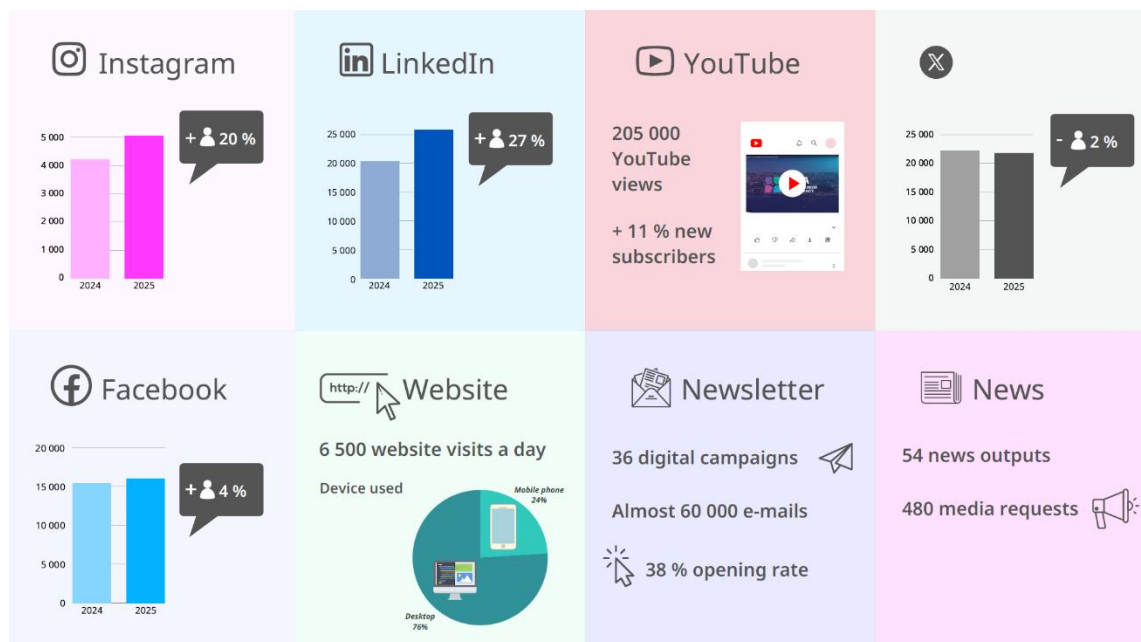
The EUDA continued to strengthen its digital capabilities in 2025, enhancing the delivery of timely, relevant and user-friendly content through digital channels. Ensuring that core products and services, including webinars and digital product launches, are accessible and effectively delivered online remained a priority (see 'Main area 1: Health' and 'Main area 2: Security' for details). The Agency released 35 scientific and institutional publications during



the year ⁽⁵⁾. The Agency also recorded 2.3 million unique website visitors, illustrating sustained visibility of and demand for EUDA evidence. Additionally, the EUDA authored or co-authored 24 scientific articles and book chapters ⁽⁶⁾.

Online communication channels were further developed to drive engagement with key audiences. In July, the Agency expanded its presence on Bluesky, complementing existing platforms and broadening outreach. Further details are provided in Figure 3 and Annex Ib.

Figure 3. EUDA online communication channels



In 2025, the Agency strengthened both the external visibility and internal adoption of its new brand, reinforcing the EUDA’s voice and positioning. An [EUDA visual identity manual](#) was published on the intranet and public website, and new designs were rolled out throughout the year across corporate materials. Work also progressed on a complementary EUDA brand guide, presenting the EUDA’s mission, vision and values, which will be further refined in 2026 in alignment with the EUDA’s 2030 strategy.

Internally, significant efforts were made to embed the brand across the organisation through ‘Bringing the brand to life’ initiatives and supporting policies. Strategic collaboration with the Reitox network also led to the development of an NFP sub-brand and toolkit. In parallel, targeted branded materials were produced to support key initiatives, including the 30-year European Drug Report campaign and the launch of the Network of Forensic and Toxicological Laboratories.

⁽⁵⁾ A full list of publications is available on the EUDA website: https://www.euda.europa.eu/publications_en.

⁽⁶⁾ A full list of scientific articles and book chapters authored and/or co-authored by EUDA staff can be found here: https://www.euda.europa.eu/activities/scientific-articles-euda-staff_en#2025



Exploring new trends in digital communication



Participants at the HCIN Digital Communication Subgroup meeting in October, Lisbon.

The EUDA hosted the Heads of information and communication network (HCIN) Digital Communication Subgroup meeting in Lisbon in October, in partnership with the European Union Agency for Cybersecurity (ENISA). The event brought together more than 50 participants from EU agencies for a two-day hybrid

event focused on strengthening digital communication across the EU. Experts exchanged insights on social media best practices, AI-enabled strategies, innovative digital publishing and audiovisual storytelling. The experienced underscored the value of collaboration, innovation and knowledge sharing in building a resilient and future-oriented digital presence across EU institutions.

Business driver 2: Partnership

Reitox network activities

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

In 2025, the activities of the Reitox network continued to be defined through the annual grant agreements signed by the EUDA with each NFP. As in previous years, the implementation of these activities was guided by the longer-term strategic objectives of the Reitox Development Framework (RDF) and complemented by the milestones outlined in the Roadmap 2021–2025. Within this framework, the EUDA continued to support the network in the implementation of its activities, enabling NFPs to carry out their mandated functions, including the annual production of comparable, scientifically sound data and participation in EU-level monitoring mechanisms. The information and analyses reported by NFPs in 2025 fed directly into the Agency's outputs, including the European Drug Report and the Statistical Bulletin.

Building on the RDF and the Roadmap 2021–2025, and in response to its strengthened mandate, the Agency developed the Reitox Alliance operating framework, endorsed by the EUDA Management Board in December, to align the EUDA and the Reitox NFPs under the Agency's new mandate.



Reitox Alliance: a stronger partnership for EU preparedness on drugs

What is the Reitox Alliance, and why does it matter?

The Reitox Alliance is a new partnership framework between the EUDA and the NFPs of the Reitox network. It replaces the previous operating framework (the RDF, in place since 2003) and sets out the scope of cooperation, core tasks, governance arrangements and partnership principles. It aligns the network's activities with the EUDA's expanded mandate, and it establishes the network as an integral part of the Agency's management structure. Building on decades of shared experience, the alliance marks an important step in reinforcing Europe's preparedness for drug-related challenges, strengthening cooperation and supporting a coordinated European response.



What changes in practice for NFPs under the new framework?

At the heart of the alliance is a shared vision: ensuring that policymakers, professionals and citizens in Europe have access to timely, high-quality information to navigate an increasingly complex drug landscape. The common mission is to collect robust and comparable data, transform those data into meaningful analysis and real-time intelligence, and empower national and EU-level actors to respond swiftly and effectively.

The alliance is reinforced by a transparent and sustainable financing model. Core NFP activities are co-financed annually by the EUDA through dedicated grant agreements, matched by national budget contributions to ensure adequate human and financial resources and infrastructure. Additional EUDA funding may be provided for specific projects or complementary tasks, enabling innovation, expanded data sources and targeted responses to emerging needs.

How does the alliance help Europe anticipate and communicate serious drug-related risks more quickly?

The Reitox network plays a central role in Europe's drug monitoring system. Acting as a key link between national authorities and the EUDA, the NFPs support shared standards, joint monitoring systems and cooperation between countries. Coordinated by the EUDA, the network enhances Europe's ability to anticipate emerging drug trends, respond to new threats and support effective, health- and security-focused interventions.

“ ‘The Reitox Alliance operating framework marks a milestone in over 30 years of cooperation between EMCDDA/EUDA and the Reitox network of NFPs, confirming the network as an integral part of the Agency's structure. We greatly appreciate the close collaboration with EUDA colleagues and the co-creation of this important document.’



From left to right: Mimmi Eriksson Tinghög, Head of the Swedish NFP; Ioulia Bafi, Head of the Greek NFP, Deputy Spokesperson; and Katri Abel-Ollo, Head of the Estonian NFP.



Network coordination and activities in 2025

To support ongoing cooperation within the network, regular coordination meetings were held with the Reitox spokesperson's team, with the minutes shared across the network to facilitate communication.

Two meetings of the Heads of NFPs took place in 2025 in Lisbon, namely the:

- 72nd meeting on 6–8 May;
- 73rd meeting on 25–27 November.

These were complemented by two technical meetings held on 18–19 March (online) and 7 October (hybrid). These events provided opportunities to discuss key topics, including the development of the Reitox Alliance, the key figures and principles of co-financing, the future perspectives for EUDA monitoring and the NFPs tasks under the 2026 grant cycle.

Management of Reitox grants

The management of Reitox grants remains a central component of the Reitox network's work. Through annual grant agreements, the Agency co-finances the NFPs' contribution to EUDA activities.

In 2025, the maximum annual co-financing allocated to each Reitox NFP remained set at EUR 100 000. During the year, 27 grant agreements were concluded and signed, representing a total investment of approximately EUR 2.6 million. To further strengthen financial oversight and operational assurance, four field verifications (on-site audits) were carried out by the EUDA, in Finland (28–29 January), Portugal (27–28 May), Ireland (5–6 June) and Sweden (10–12 September). These activities enhanced accountability, transparency and the effective use of EU funds, while reinforcing trust and performance across the Reitox network.

Capacity building

National focal point assessments

According to Article 35 of the EUDA Regulation, the Agency is required to establish a new mechanism for the assessment of the NFPs and to complete the assessment of all NFPs by July 2026, and regularly thereafter.

In 2025, a timeline and proposed process for revising the NFP assessment methodology and tools, in preparation for the second round of assessments scheduled for 2026 were presented to, and agreed with, the Heads of NFPs at their November meeting.

In 2025, 11 assessment missions were carried out in (in chronological order) Finland, Denmark, Czechia, Luxembourg, Portugal, Latvia, Sweden, Germany, Bulgaria, Lithuania and Türkiye.

Since 2024, seven NFPs – those of Czechia, Denmark, Luxembourg, Hungary, Malta, Portugal and Finland – have met the requirements for a successful assessment. They agreed with the EUDA recommendations, and corresponding action plans were prepared. The remaining countries are currently undergoing assessment.



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, ENP countries and other priority non-EU countries.

In terms of training activities, three Reitox Academies took place for the network in 2025, benefiting 111 participants in total. The results of the evaluation carried out at the end of two of the academies (Reitox Academy on drug use and evidence-based prevention among youngsters, and Reitox Academy on data visualisation) showed an average satisfaction rate of 97.50 %.

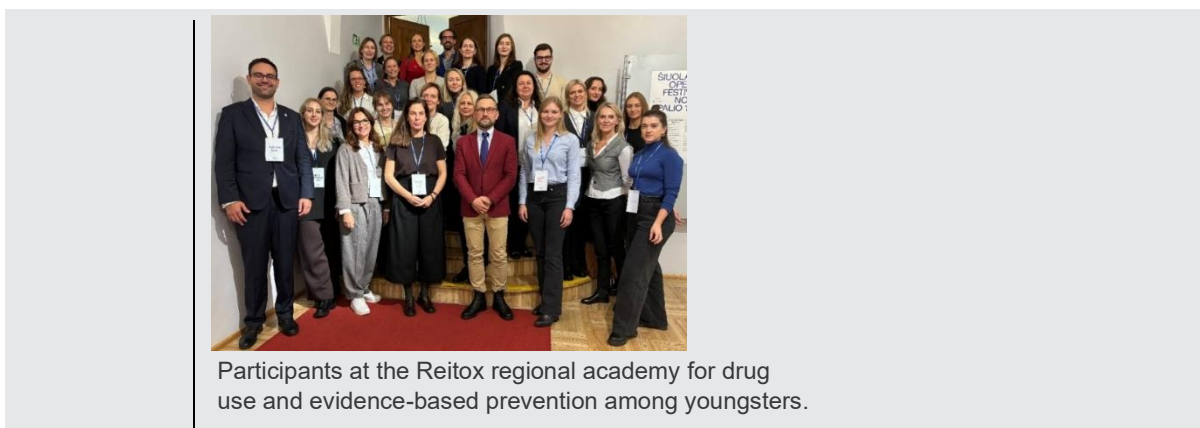
More details on the events are presented below.

Reitox national academy on drug checking

| | |
|--------------|---|
| When | 13 May |
| Where | Zagreb, Croatia |
| Why | To learn about the practices of setting up drug checking, and legal and quality requirements, and to share national experiences. The academy focused on the implications of drug checking for health and market information, particularly within the EU EWS and EDAS. |
| Who | 70 participants from Croatia. |

Reitox regional academy on drug use and evidence-based prevention among youngsters

| | |
|--------------|--|
| When | 23–24 October |
| Where | Vilnius, Lithuania |
| Why | To share and discuss experiences on monitoring drug use among young people in the Baltic region; to examine the strengths and limitations of the available data; to exchange knowledge on evidence-based prevention approaches and practices; and to present progress on EUPC implementation in the participating countries, including the dissemination of related standards. |
| Who | 17 participants from 4 Member States: Estonia, Latvia, Lithuania and Poland. |



Reitox academy on data visualisation

| | |
|--------------|---|
| When | 24–25 November |
| Where | Lisbon, Portugal |
| Why | To improve the analytical and communicative power of data visualisations in the drugs policy field and to provide tailored advice on ongoing data projects, charts, dashboards and reporting needs. |
| Who | 24 participants from 17 Member States: Belgium, Czechia, Estonia, Greece, Croatia, Italy, Cyprus, Latvia, Lithuania, Luxembourg, Hungary, Malta, Austria, Portugal, Romania, Slovenia and Sweden. |

Cooperation with EU agencies and international partners

EU agencies

Cooperation with EU agencies was further strengthened in 2025, in particular with the ECDC, ECHA, EFSA, EMA, the European Union Agency for Asylum (EUAA), Europol and CEPOL. The Agency also had exchanges with the European Union Agency for Fundamental Rights (FRA) on civil society and fundamental rights aspects relevant to the EUDA’s work.

The EUDA contributed to the Justice and Home Affairs (JHA) Agencies Network through preparatory work for chairing the network in 2026, including drafting a project proposal and a priority paper for the 2026 EUDA presidency programme, developing a communication strategy and presenting the programme at the Heads of JHA agencies meeting in December.

The EUDA also remained active in cross-agency technical cooperation, contributing to the EU Innovation Hub for Internal Security through participation in team meetings, engagement in the AI and foresight clusters, attendance at the annual hub event in Brussels and participation in the hub steering group.

Within the European Union Agencies Network on Scientific Advice (EU-ANSA), the EUDA co-chaired the ANSA futures cluster, including delivering the first cluster meeting on 30 June, followed by a second meeting held in Lisbon as part of the EUDA’s Futures Week (see the



box discussing the EUDA's foresight activities in the section 'Scientific capacity' in 'Main area 3: Business drivers' for more details).

Cooperation with CEPOL continued through EUDA expert contributions to CEPOL training activities and webinars in 2025 (see the section 'Support policy and operational responses to drug security challenges' in 'Main area 2: Security').

International organisations

In 2025, the EUDA continued to cooperate closely with global partners, in particular the UNODC and the World Health Organization (WHO), to support international data comparability and strengthen responses to emerging drug-related threats. Practical collaboration included ongoing technical exchanges on data collection and inter-agency coordination, and the maintenance of a structured data exchange with the UNODC and the WHO regarding new psychoactive substances.

Cooperation with the UNODC progressed through work on preparing a new working arrangement, with the aim of supporting Member States in reporting to UN systems and facilitating notifications. In parallel, the EUDA, together with the European Commission, developed a new internal template to streamline the negotiation of working arrangements with international organisations.

At the operational level, the EUDA exchanged data with the WHO upon request and provided advice to the WHO Expert Committee on Drug Dependence. In cooperation with the UNODC, the EUDA submitted data on behalf of Member States upon request, including formally notified NPSs, in line with the UNODC's early warning processes.

The EUDA also contributed to multilateral dialogue with UN partners, including a side event co-hosted with the UNODC at the 68th session of the Commission on Narcotic Drugs in March 2025, focused on preparedness for a changing drug landscape.

In 2025, cooperation with the Council of Europe's Pompidou Group continued in the form of joint work on human rights and drug policy. The EUDA contributed to the Council of Europe's draft work on human rights and drug policies in Paris on 18 December and applied the Pompidou Group's self-assessment tool to human rights and drug policy as the basis for an internal EUDA mapping exercise.

Cooperation with the Inter-American Drug Abuse Control Commission (CICAD) also continued in 2025 under the existing working arrangement, although activities were more limited than planned due to the current geopolitical situation at CICAD. The EUDA nonetheless maintained engagement through ad hoc participation in CICAD institutional meetings, and the working arrangement remained under implementation.

Civil society

In 2025, the EUDA strengthened cooperation with civil-society organisations by laying the foundations for a more structured and scalable engagement model. Preparatory work was completed for a civil-society roadmap and a consultation and knowledge-sharing platform, including the creation of a dedicated civil-society space on EUDA Connect and preparatory work for a digital space linking the EUDA to a broad range of identified civil-society organisations.

During 2025, the EUDA put in place the core building blocks for structured engagement with civil society. An internal Civil Society Advisory Group was established to support coordination



across the Agency, ensure alignment with the EUDA's core tasks and provide feedback on the emerging collaboration model. In parallel, the EUDA agreed on a shared working understanding of civil-society organisations, aligned with the EUDA Regulation and encompassing non-governmental, voluntary, non-profit and community-based actors, including organisations representing affected communities and people with lived and living experience, informed by exchanges with the Civil Society Forum on Drugs and NFPs.

To underpin this work, the EUDA conducted a comprehensive mapping of relevant civil-society organisations, drawing on desk research and existing networks, and categorising organisations by geographical scope, thematic focus and type of activity, including those active at the national, European and enlargement-country levels.

Cooperation was further strengthened through collaboration with FRA on civil-society aspects, including a working visit to the agency in Vienna on 14 October 2025 to assess civil-society relations and establish cooperation on civil-society organisation engagement.

Cooperation with non-EU countries

The EUDA's international cooperation activities are guided by its International Cooperation Framework. Following a review of the 2018–2025 framework launched in 2024 and conducted in close consultation with key partners, a new framework was adopted by the Management Board in June and published in September.



The EUDA's International Cooperation Framework: strengthening preparedness through international partnerships

Drugs and the challenges linked to them are inherently transnational, as new substances, shifting trafficking routes and changing policy landscapes can rapidly influence the situation in Europe. Recognising this, the EUDA's mandate places international cooperation at the centre of its mission. The 2025 [International Cooperation Framework](#) sets out how the Agency works with partners worldwide to better anticipate, raise alerts regarding, learn about and respond to international developments with potential impacts on health and security in the EU.

The framework brings together a broad network of partner countries and organisations, including EU enlargement and neighbourhood partners, other countries with which the EUDA has signed working arrangements, key international organisations such as the UNODC, civil society and scientific communities outside the EU. These partnerships provide early insights into emerging trends outside the EU, from new synthetic substances and evolving precursor flows to prevention and treatment practices and make a clear contribution to EU and shared preparedness.

Technical assistance projects in the Western Balkans and the ENP region have helped strengthen national drug observatories and EWSs, while exchanges and capacity building with LAC have supported the expansion of evidence-based EU approaches, notably in prevention and treatment, and generated intelligence that was fed directly into the Agency's geostrategic analysis.

By building reciprocal and collaborative relationships with international partners, grounded in the roadmap, the Agency ensures that global insights strengthen the EU's understanding of drug trends. In return, EU expertise supports partners in reinforcing



their own systems, enabling earlier action, more effective responses and safer, healthier communities within and beyond the EU.

The EUDA cooperates at the bilateral level with key non-EU countries within the framework of working arrangements. Adopted by the Management Board following the European Commission’s approval, these working arrangements express the willingness and commitment of both sides to work together for mutual benefit. They provide a structured basis for cooperation in the collection, processing, summarising and analysis of information on the drug situation at the national level.

In November 2025, the EUDA signed a working arrangement with the Canadian Centre on Substance Abuse and Addiction, formalising cooperation and strengthening transatlantic exchange on shared drug-related challenges. This agreement builds on existing collaboration and supports sustained cooperation in areas of mutual interest.

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

In 2025, the EUDA continued to implement the EU-funded technical assistance projects Instrument for Pre-accession Assistance (IPA) 8 (IPA8) and EU4Monitoring Drugs (EU4MD II) for beneficiaries from the Western Balkans and the ENP area. Implemented 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 support national and regional readiness to identify and respond to drug-related health and security threats.

In addition, 2025 saw the closure of the COPOLAD III project, of which the Agency became an official partner in 2022. The EUDA also provided ad hoc support to the Central Asia Drug Action Programme (CADAP), including participating in the programme’s Steering Committee meeting in July 2025 in Dushanbe, Tajikistan.

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

(*) This designation is without prejudice to positions on status and is in line with UNSCR 1244/1999 and the ICJ Opinion on the Kosovo declaration of independence.



Main achievements and highlights

Throughout 2025, the EUDA's cooperation with the Western Balkans under the IPA8 project significantly strengthened shared preparedness, operational reach and analytical capacity in line with the International Cooperation Framework. The project advanced the integration of the enlargement partners into the EUDA's scientific and policy processes through their participation in epidemiological expert meetings, the Legal and Policy Correspondents Network and the Drug Supply Reference Group, improving data quality and supporting gradual integration into EU early warning and monitoring systems.

A co-organised training course entitled 'Drug trafficking: use of new technologies' was attended by 26 experts from the Western Balkans in Lisbon on 1–5 December. This training contributed to strengthening regional law enforcement capabilities and aligned with the EUDA's growing focus on synthetic drugs and technological enablers of organised crime. Work on security and violence was also strengthened through contributions to a regional conference on violence and the launch of a study of drug-related violence, generating new knowledge, mobilising national experts and elevating the visibility of drug-related violence as a policy concern in the region.

By deepening cooperation with key regional stakeholders, including the UNODC, law enforcement and customs authorities, the project enhanced the EUDA's ability to monitor emerging threats and support evidence-based policymaking. Overall, IPA8 made a substantial contribution to the EUDA's international cooperation mandate by expanding partnerships, improving regional preparedness and reinforcing the scientific foundations of EU policies on drugs and related security threats.

EU4MD II project

| | |
|----------------------|--|
| Beneficiaries | Algeria, Armenia, Azerbaijan, Egypt, 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 |

(*) 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.

Main achievements and highlights

In 2025, the EU4MD II project continued to contribute to the implementation of the EUDA's International Cooperation Framework strategic objectives and principles by engaging with partners across ENP countries. The project trained 42 law enforcement professionals through six specialised multi-country activities promoting law enforcement cooperation between the EU and the neighbouring countries.



‘With my deepest thanks and appreciation, words fall short of expressing how grateful I am for the effort and dedication shown. In simple terms, this was truly one of the most exceptional and valuable trainings – we learned so much. Thank you from the bottom of my heart.’

Ez El Dine Musa, Ministry of Health, Palestinian Authority, EUPC training participant (online, May).

Furthermore, online training on key epidemiological indicators delivered for the partners from Georgia, Moldova and Ukraine was described by participants as exceptionally valuable for enhancing their participation in the EU-wide drug information system. The project also made progress promoting the exchange of effective health-based responses. Three EUPC workshops were delivered in the southern ENP region in Arabic and French and reached more than 50 professionals. This activity supports the wider uptake of evidence-based prevention principles among the partners.

Close collaboration with Reitox NFPs in delivering the Agency’s international cooperation mandate was further developed throughout the year. For instance, the EUDA partnered with the Slovenian NFP to implement an EWS study visit, which was seen by participants as a valuable platform for collaboration and exchange of best practices. The Greek NFP hosted the annual Project Advisory Committee Meeting of the EU4MD II project, which was attended by 10 partner countries, reinforcing dialogue and regional coordination. The EUDA’s partners consistently highlight how the EU4MD II project’s activities continuously support their role at the national level and enhance their preparedness to respond to the challenges posed by drugs, thus contributing to the EUDA’s renewed mandate.

COPOLAD III project

Beneficiaries

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

Objective

To support the Fundación para la Internacionalización de las Administraciones Públicas and the Italo-Latin American International Organisation in strengthening the technical capacity and role of the national drug observatories, 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: end-of-project highlights

The EUDA’s participation in COPOLAD III marked a significant milestone in advancing evidence-based drug policy cooperation among the EU and LAC.

A key achievement was the support for the launch of the Jamaican EWS. The project also contributed significantly to demand reduction, including adaptation and delivery of the EUPC for the LAC context. More than 230 professionals were trained, supported by a virtual community of practice. In Brazil, COPOLAD III launched *Evidencia Viva*, an online resource providing access to evaluated prevention interventions in Portuguese and Spanish. Mini



guides and webinars further expanded health and social responses, with particular attention to gender issues and prison settings.

On the supply side, achievements included an expert meeting in June 2023 in the Netherlands on the chemical concealment of cocaine, resulting in a multilingual technical report. The EUDA and CEPOL training strengthened strategic analysis, while a mapping exercise across 19 LAC countries provided an overview of regional forensic capacity.

Through enhanced cooperation, the EUDA and its partners improved monitoring and prevention capacities and strengthened comprehensive, evidence-based drug policy approaches. This collaboration, guided by the International Cooperation Framework, was further reinforced through formal working arrangements with Chile, Colombia, Ecuador and Peru, supporting continued engagement in geostrategic discussions and the long-term impact of COPOLAD III. A summary of the project results is available [here](#), and a video capturing the project's added value is available [here](#).



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 Management Board's meetings.



The EUDA Scientific Committee at its meeting in January, Lisbon.

During the year, the newly established EUDA Scientific Committee held its first meeting in Lisbon on 23–24 January, electing Marieke Liem as Chairperson and Fernando Rodríguez de Fonseca as Deputy Chairperson, followed by a second meeting on 19–20 May.

The January meeting was the final Scientific Committee session attended by the former EUDA Scientific Director, Paul Griffiths.



For more than two decades (2002-2025), Paul Griffiths was part of the EMCDDA and later the EUDA, where he served as Scientific Director until 2025. During this time, he shaped much of the Agency's work and its external engagement. Together with partners from 'Instituto para os Comportamentos Aditivos e as Dependências' (Institute for Addictive Behaviours and Addictions, ICAD), he co-created the European Conference on Addictive Behaviours and Dependencies (Lisbon Addictions), which started in 2015 with just over 600 participants and by 2024 had grown to more than 2 100 participants from 95 countries. His contribution has left a lasting imprint on the Agency's work and its collaboration with partners across Europe and beyond.



Paul Griffiths, former EMCDDA/EUDA Scientific Director.

In mid-2025, the Committee adopted a formal opinion on the EUDA's SPD 2026–2028, providing input on the Agency's main projects and scientific publications.

Strengthening scientific capacity and 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, envisaging possible future scenarios to equip EU institutions and Member States with the information they need to ensure preparedness, forward-thinking decisions and effective responses.

Below is an overview of the highlights of the Agency's foresight activities in 2025.

Strategic foresight to support EU debate on the future of drug policies

At the National Drug Coordinators meeting in Warsaw in April 2025, the EUDA – in cooperation with the Polish Presidency of the EU – designed and facilitated a dedicated foresight workshop to anticipate drug policy challenges and opportunities, kick-starting the discussions on the scope and building blocks of the future EU drug policies.

Foresight within science advice

Under the EUDA's lead, the [2025 foresight mapping report](#) was published in autumn 2025. The report is a 60-page stocktake of how 13 EU-ANSA members have embedded foresight into their agencies. The publication was launched as part of the remit of the European Strategy and Policy Analysis System conference and Foresight Practitioners' Day co-hosted by the European Parliament and the European Commission.



In November, the EUDA, in its role as Chair of the futures cluster of the EU-ANSA, organised a [Futures Week](#), a series of events held in Brussels and Lisbon. The events included:

- a two-day workshop, led by EFSA, bringing together European agencies from the ANSA futures cluster and other institutions, to explore how foresight practices can strengthen cross-agency cooperation and anticipatory governance under the 'one health' paradigm;
- the 10th EU-ANSA foresight cluster meeting;



- the launch of the [EUDA foresight framework scenarios](#) in 25 languages, which explore the future(s) of drugs and addiction in the EU by 2040 and help to anticipate emerging opportunities and threats in a rapidly evolving global drug landscape.

In 2025, EUDA also proactively contributed to the European Commission's [2025 Strategic Foresight Report](#) on resilience, which incorporated agency input gathered through the informal foresight correspondents network. More information on the EUDA's foresight activities is available [here](#).

As part of its expanded mandate, the Agency contributed to multidisciplinary drug-related research in the EU by identifying knowledge gaps, defining research priorities and centralising information on EU-funded research, in close cooperation with the European Commission and Member States.

These efforts aimed to improve the transparency and accessibility of research results; encourage collaboration among researchers, policymakers and practitioners; and support the dissemination of innovative multidisciplinary research. Information on funding opportunities was updated, including Horizon Europe calls under clusters 1 and 3 and the Marie Skłodowska-Curie actions.

Business driver 4: Management

Advancing the EUDA's transformation: Organisational Development Plan

The outcome of a project that was carried out between 1 September 2024 and 1 March 2025, the Organisational Development Plan (ODP) was conceived to underpin coherent and consistent organisational development, enabling the Agency to efficiently manage the significant operational growth and expanded mandate introduced in July 2024. Scheduled for completion by 2027, the ODP is designed to deliver a series of key outcomes and benefits for both the Agency and its stakeholders. Specifically, it is aimed at:

- enhancing strategic alignment;
- developing operational excellence;
- increasing workforce transformation;
- facilitating digitalisation and information technology (IT) modernisation;
- strengthening stakeholder engagement;
- enhancing communication and awareness building;
- building value-driven service delivery.

The programme was organised across seven workstreams, as shown in Figure 4.



Figure 4. ODP workstreams

EUDA Organisational development plan (ODP)
 Workstreams (WS): focused areas of effort that drive progress towards the ODP business objectives



In 2025, the Agency made advances across several workstreams, including the following.

- **WS1 – strategy and governance.** A comprehensive review of the strategic planning function, processes and tools was undertaken, resulting in the creation of a roadmap to gradually increase maturity in this critical area.
- **WS2 – people and culture.** Multiple policies were revised over the year, and a project to establish a staff competency framework was launched.
- **WS3 – IT and digitalisation.** Progress was achieved in all initiatives within this workstream, with particular emphasis on digital transformation and cyber security.
- **WS7 – programme & change management.** An organisation-wide change management training initiative commenced in 2025, culminating in the training of 68 % of the Agency's staff by 31 December, with activities continuing into 2026.



Managing transformation through targeted staff training and coaching

Managing significant organisational change is a central component of the ODP. In this context, a major training initiative was launched in September 2025, continuing until February 2026. It aims to equip all EUDA staff with the tools necessary to successfully adapt to the Agency's transformation.

The training programme explores several foundational themes for successful transformation, including human reactions to change; what change management is and why it matters; building organisational resilience and adaptability; and becoming catalysts for change.

In total, seven training sessions were held in 2025, comprising two sessions for managers and five for general staff. These sessions engaged 88 participants, representing 68 % of EUDA's workforce of 129 staff.



'It was truly meaningful for me to contribute to the organisation of the change management training as part of the ODP, which represented the Agency's first large-scale training initiative. This achievement marked an important milestone in how we approach learning and development, setting a new standard for future activities involving staff at such scale. Hearing colleagues' reflections during and after the sessions, as well as receiving thoughtful feedback, was particularly impactful. It clearly demonstrated how providing knowledge, tools and space for open discussion can foster positive and empowering change across the organisation.'



Aitana Garcia, EUDA Training Support Officer.



João Pedro Matias, EUDA Principal Scientific Analyst.

'As we just finished the change management course, I would like to just say it was really good and useful. Most probably one of the best internal courses I have participated in. Not only was the trainer really good but the content was tailored to our context. So, huge congratulations!'

Strategic planning and corporate performance monitoring and reporting

Regarding operational planning and monitoring, the EUDA ensured the efficient implementation of the 2025 annual work programme, which was part of the SPD 2025–2027. The Agency achieved 93 % of the results defined in the work programme as level 1 priorities, 72 % of the level 2-priority results and 67 % of the level 3-priority results (see Annexes Ia and Ib).

The next SPDs, for 2026–2028 and 2027–2029 (preliminary draft), were delivered in a timely manner to the EUDA's stakeholders, and the Management Board adopted both documents in December 2025.



The main corporate reporting output was the [Consolidated Annual Activity Report 2024](#) (CAAR), adopted by the Management Board through written procedure and published in May 2025.



In addition, for the first time, the EUDA complemented the formal CAAR with a publicly accessible online snapshot '[2024: a year of transformation](#)'. The

snapshot presents key achievements from 2024 in a timely and user-friendly format. This online snapshot provided stakeholders and the wider public with an accessible overview of the agency's progress and transformation, enhancing the visibility and usability of CAAR information beyond the traditional report format.

Financial resources management

In 2025, the priorities in financial resources management were the effective and timely planning, monitoring and execution of the EUDA budget, together with the optimisation of related financial and administrative processes. These objectives were supported by the efficient use of resources and strengthened budgetary monitoring throughout the year.

The implementation of the EUDA mandate continued to drive a high level of operational activity, with sustained pressure on both operational and support functions. In this context, the Agency maintained a strong focus on budget execution and financial control. The execution rate for commitment appropriations reached 98.76 %, exceeding the minimum target set for the year.

The cancellation rate for payment appropriations amounted to 13.96 %, corresponding to total payment appropriations of EUR 43 952 903. This reflected ongoing constraints in the absorption of payments linked to the scale and timing of operational expansion and the implementation of new activities under the extended mandate. A more anticipatory approach has been taken for 2026 to define the needs for payments appropriations, and the planning and execution of the operations required for their use, namely for expenditure concerning staff and procurement-related activities. Furthermore, the Agency is investing in strengthening its internal capacity in this area, while assessing the possibility of supporting this capacity with targeted outsourcing solutions.

The Agency continued to manage a high volume of procurement and contractual activity in 2025, building on the increased workload resulting from the new mandate. Financial planning and monitoring tools, including KPI tracking and quarterly budget performance reporting, supported informed decision-making and risk management throughout the year.

The final [EUDA annual accounts for the 2024 financial year](#) were drawn up and signed off by the Accounting Officer on 28 May 2025. The Management Board's favourable opinion was given on 19 June 2025. These final annual accounts, together with the opinion of the Management Board, were transmitted by the EUDA Director to the European Parliament, the Council of the European Union, the European Commission's Accounting Officer and the European Court of Auditors (ECA) on 20 June 2025.



Human resources management

As required by the applicable Staff Regulations and their implementing provisions, the EUDA ensured the sound management of its staff.

The human resources (HR) function continued to support the organisation following the entry into application of the new EUDA mandate in July 2024. While 2024 focused primarily on preparation and transition, 2025 concentrated on embedding revised HR processes and supporting staff growth in day-to-day operations. By the end of the year, the Agency's workforce had grown to 129 staff members, in line with the approved staffing plan.

Recruitment activity remained high throughout 2025. A total of 28 positions were filled, including 13 temporary agent posts and 15 contract agent posts, using a combination of new vacancy notices and reserve lists. Recruitment continued to support priority areas across the Agency. The average time to fill a vacancy remained at approximately 4.5 months, slightly above the target defined in the relevant KPI, reflecting the sustained recruitment workload following the intensive recruitment phase of the previous year.

In 2025, the EUDA hosted 12 trainees across 8 nationalities. Feedback collected from trainees, some of which is presented here, highlights the overall quality of the programme. Recruitment for the 2026 traineeship recorded a 22.7 % increase in applications, reflecting strong employer branding and a new sourcing strategy that successfully expanded outreach across additional channels.

FEIJE TEMPEL
UX Design Trainee

RIM SIDKI
Trainee, EU4Monitoring
Drugs project

DIANA RIBEIRO
Trainee, Partnerships
& Innovation Unit

Alongside recruitment, continued attention was paid to onboarding, training and staff development. A blended onboarding approach, combining structured in-person sessions with a self-paced online pathway, was further implemented in 2025, helping to ensure consistent support for newcomers. Training activities continued to expand, with 143 training courses delivered and an average of 4.6 training days per staff member (see KPI 2.3), with increased emphasis on leadership development and change management.

Throughout the year, HR-related information and updates on policies, procedures and ongoing initiatives were communicated regularly to staff, supporting engagement and continuity during a year when there was a significant focus on cultural and operational change.

A new element introduced in 2025 was the Agency's participation in staff exchanges under the JHA Agencies Network. During the year, five EUDA staff members took part in short-term staff visits to partner agencies, while the EUDA hosted seven staff members from other JHA



agencies. These exchanges supported knowledge sharing, inter-agency cooperation and professional development, complementing existing training and learning activities.

In September, an EUDA staff member took part in the JHA Agencies Network staff visits programme, spending time at the European Union Agency for the Operational Management of Large-Scale IT Systems in the Area of Freedom, Security and Justice (eu-LISA) in Strasbourg.



‘It is a valuable opportunity to broaden perspectives, share practices and strengthen collaboration between EU bodies. The visit offered insights into HR and operational practices, including talent management, staff development and well-being. It also helped strengthen inter-agency collaboration and build direct connections with peers across the JHA family.’

Marisa de Oliveira, Head of Human Resources at the EUDA.

Gender equality, diversity and inclusion

In 2025, the EUDA continued to implement its commitments to gender equality, diversity and inclusion in line with the EU Agencies Network Charter on Diversity and Inclusion and the applicable staff regulations.

The Agency’s Gender Equality, Diversity and Inclusion Forum remained active throughout the year, meeting regularly and acting as a focal point for gender equality, diversity and inclusion-related matters. Its work in 2025 focused on supporting onboarding, addressing staff and administrative queries and contributing to awareness-raising activities on topics such as disability inclusion, gender-based violence and respectful workplace behaviour.

A key activity in 2025 was the continuation of the participatory gender audit carried out in cooperation with the International Labour Organization. During the year, the on-site phase of the audit was completed through staff interviews and workshops involving a broad range of participants. The final internal audit report was presented to the Management Board in December, providing an overview of how gender equality, diversity and inclusion principles are reflected in the Agency’s policies, practices and working environment, and offering a structured basis for further reflection at the governance level.

Facilities support services

In 2025, logistics and infrastructure management continued to focus on ensuring a healthy, safe and functional working environment, while supporting the Agency’s ongoing staff growth following the expansion linked to the new EUDA mandate.

Health and safety remained a core priority throughout the year. No workplace accidents were recorded, and facilities-related risks continued to be monitored and updated through the Agency’s risk management framework, including adjustments to the risk registry following the annual assessment.

Facilities services also supported the adaptation and optimisation of office space to respond to increased staffing levels and evolving operational needs. At the same time, efforts continued to improve efficiency, increase cost awareness and pursue synergies with the European Maritime Safety Agency (EMSA) in the area of infrastructure and support services.



The EUDA continued to monitor the efficient use of its infrastructure and utilities consumption. In 2025, the utility cost ratio increased compared with the previous year, mainly due to the increase in occupied surface area linked to staff expansion and the termination of a lease arrangement under which part of the utility costs had previously been shared. These changes reflected structural adjustments associated with organisational growth rather than inefficiencies in facilities management.

In 2025, the Agency completed all preparatory work required for certification under the Eco-Management and Audit Scheme (EMAS). Building on activities initiated in previous years, the EUDA finalised the relevant processes, controls and documentation during the year, including the publication of the [2025 EMAS environmental statement](#). This work enabled the Agency to obtain EMAS certification in early 2026.

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

Information and communication technology services

A core information and communication technology (ICT) function in 2025 remained the provision of a stable, secure operating environment supporting basic and advanced services. This included continued support for drug-related data services; priority digital platforms underpinning the EUDA mandate; corporate solutions; and internal and external collaboration environments, including extranet, intranet and community applications.

Digital transformation at the EUDA



In 2025, the EUDA designed its five-year digital transformation journey, turning the strategic direction set in previous years into a concrete action

plan. Building on the ICT maturity benchmarking completed in 2024, the Agency began operationalising a structured digital transformation roadmap to strengthen governance and modernise the ICT infrastructure and service landscape to ultimately better align digital capabilities with business needs. This work became a key enabling strand of the broader 2025–2027 ODP.

A central focus was to ensure that ICT architecture, services and governance could support delivery of the EUDA's expanded mandate. Priority was given to reinforcing core digital platforms and data-intensive services underpinning health and security activities, while maintaining the stability and reliability of existing systems, including internal and external collaboration environments and digital tools for cross-agency cooperation and information exchange.

At the same time, digital transformation was closely linked to strengthening resilience and trust in EUDA digital services. The adoption of a cybersecurity risk management framework, in line with European cybersecurity regulatory requirements, became an integral part of the transformation agenda.



Cybersecurity remained a key operational priority in 2025, embedded as a core component of the Agency's digital transformation and organisational development agenda. By integrating cybersecurity considerations into ICT governance, service delivery and staff awareness activities, the EUDA sought to ensure that digital innovation progressed in parallel with compliance, risk management and operational resilience. This approach contributed to the reliability, trustworthiness and continuity of the EUDA's digital services, supporting the Agency's mandate.

ICT services also initiated the Nous AI project, aimed at streamlining the adoption of AI technologies in the Agency. The project focuses on the creation of an AI strategy, the establishment of AI governance and the change management needed for general adoption by all EUDA staff.

Data protection, public access to documents and fraud prevention

Following the EUDA Management Board's adoption of the internal rules for the application of the EU Institutions Data Protection Regulation (Regulation (EU) 2018/1725)⁽⁷⁾ in December 2024, these rules were implemented and applied during 2025. The adoption of the rules fulfilled the requirement set out in Article 47 of the EUDA Regulation, which mandates the establishment of measures for the application of Regulation (EU) 2018/1725. In line with the regulation, the European Data Protection Supervisor was consulted during this process.

In parallel, and in accordance with Regulation (EC) No 1049/2001 regarding public access to documents, the EUDA maintained its commitment to reactive transparency in 2025 by granting access to documents upon request throughout the year. The Agency continued to consistently apply the relevant provisions concerning access to documents and record-keeping.

Lastly, the Management Board continued to oversee compliance with data protection and transparency obligations as part of its governance responsibilities.

The external activities of the Executive Director

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

In his final year as Executive Director, Alexis Goosdeel strengthened the EUDA's visibility and strategic positioning through targeted external engagements, while supporting delivery of the Agency's mandate and annual work programme. These activities focused on keeping key stakeholders informed, reinforcing institutional and operational cooperation and communicating the EUDA's scientific evidence to the EU, Member States and international partners.

⁷ 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, and repealing Regulation (EC) No 45/2001 and Decision No 1247/2002/EC (Text with EEA relevance.) <https://eur-lex.europa.eu/eli/reg/2018/1725/oj/eng>



Sustained dialogue with EU bodies

At the EU level, the Executive Director engaged extensively with European institutions and EU agency networks, contributing to policy discussions in the fields of drugs, organised crime, preparedness and internal security. These activities included high-level exchanges with the European Parliament, the European Commission and Council of the European Union and participation in JHA policy processes.

A significant milestone in this institutional dialogue occurred on 11 November 2025, when Mr Goosdeel delivered his final intervention to the Committee on Civil Liberties, Justice and Home Affairs of the European Parliament. Drawing on the findings of the *European Drug Report 2025*, he presented an overview of the drug situation in Europe and engaged in discussion with Members of the European Parliament on current trends and policy implications.

Throughout the year, the Executive Director maintained regular exchanges with European Commission services, notably the Directorate-General (DG) for Migration and Home Affairs, including participation in meetings between senior Commission management and the Executive Directors of JHA agencies.

Close engagement with Member States

At the Member State level, the Executive Director engaged with ministers, national drug coordinators, parliaments and senior authorities through official visits, parliamentary hearings, policy dialogues and participation in national and regional conferences. These engagements addressed emerging drug-related challenges, preparedness and evidence-based policy responses, and supported national efforts in implementing EU drug policy priorities.

The Executive Director maintained close contact with national authorities in preparation for major European events in the field of addictions and contributed to exchanges on strategic and operational cooperation. He also welcomed national delegations and senior representatives of Member States at the EUDA, including drug commissioners, ambassadors and parliamentary committees, strengthening cooperation with Member States and raising awareness of the EUDA's mandate. In 2025, the Executive Director was awarded the Gold Medal of the Order of Merit of Spain's National Plan on Drugs in recognition of his long-standing contribution to drug policy and his close collaboration with Spanish authorities. The award was formally presented in Madrid in March 2025.



Alexis Goosdeel receiving the Gold Medal of the Order of Merit, Madrid.

Strengthening international cooperation

Internationally, the Executive Director represented the EUDA in key multilateral forums and bilateral engagements, including at the Commission on Narcotic Drugs and cooperation with a wide range of international partners. These activities focused on preparedness, evolving drug markets, emerging threats and community-based responses, and contributed to strengthen the EUDA's international profile.



The Executive Director undertook official visits and hosted high-level delegations from non-EU countries and international organisations to advance structured cooperation and explore areas of mutual interest.

During a two-day visit to Egypt in October, Alexis Goosdeel met with senior Egyptian authorities and relevant institutions to strengthen cooperation on drug-related challenges under the EU-funded EU4MD II project. Discussions confirmed a shared commitment to deepen cooperation in line with the EUDA International Cooperation Framework, with support from the EU Delegation in Egypt.



The EUDA delegation visiting the Ministry of Health and Population, General Secretariat of Mental Health and Addiction Treatment, Egypt.

International engagement resulted in tangible outcomes, including signed working arrangements and stronger cooperation frameworks with key partners. Through conference contributions, keynote interventions and recorded statements, the Executive Director further reinforced the EUDA's role as a reference point for evidence-based drug policy at the global level.

A Special Tribute to Our Former Executive Director

For more than a quarter of a century, Alexis Goosdeel played a defining role in the development of the EMCDDA and its evolution into the EUDA.

As Director of the EMCDDA from 2016 and later Executive Director of the EUDA, he led the Agency through a period of exceptional transformation, responding to profound changes in Europe's drug landscape while strengthening its scientific authority, operational preparedness and international standing.

As his mandate ended, Alexis Goosdeel played an important role in ensuring continuity for the Agency. He supported the transition to new leadership and maintained strong links within the wider JHA agency community. His final year, therefore, marked both the conclusion of a long period of leadership and a structured handover, reinforcing institutional stability and continuity for the EUDA.

Reflecting on the significance of the Management Board meeting on 11 December 2025, the Chair of the Management Board, Dr Franz Pietsch, said: 'Today marks both an ending and a beginning. We extend our heartfelt thanks to Alexis Goosdeel for his exceptional service – 35 years dedicated to European drug policy and a decade guiding the Agency through profound transformation. Alexis' integrity, vision and unwavering dedication have strengthened the Agency and the European response to drugs. As we welcome Dr Lorraine Nolan, we look forward with confidence to the next phase of growth, innovation and impact.'

In his [final statement](#) as the Executive Director of the EUDA, Alexis Goosdeel said: 'As I conclude my mandate, I am deeply grateful for the commitment of my colleagues and partners across Europe and beyond. I remain convinced that Europe has the tools, knowledge and partnerships required to confront the challenges ahead. The threat



Alexis Goosdeel.



posed by the modern drug phenomenon is multifaceted – criminal, social and public-health-related. Addressing it requires unity, realism and determination, as well as the ability to innovate and adapt.’

Alexis Goosdeel, 2016–2025 EUDA Executive Director.

PART II A

Management





Management⁸

2.1 Management Board

Main decisions

The third meeting of the EUDA Management Board took place on 17–19 June 2025, and the fourth meeting on 11–12 December 2025, chaired by Dr Franz Pietsch (Austria).

The June meeting was composed of a regular session on 17 June, a restricted session on 18 June and an extended session on 19 June.

During the regular session, the Executive Director updated the Board members on the implementation of the EUDA Regulation since the last Management Board meeting, and the genesis of the EUDA in 2024. He also informed the Board of the progress of discussions on the roles and obligations of NFPs in preparation for a new Reitox Alliance.

The Management Board adopted the EUDA Communication Strategy and the EUDA International Cooperation Framework. The Management Board mandated the Executive Director to negotiate working arrangements between the EUDA and Armenia, Moldova and the United Kingdom.

The Board adopted its opinion on the EUDA's final accounts for the 2024 financial year, and the Executive Director highlighted the main elements of the Agency's performance for that year.

During the restricted session on 18 June, the Management Board elected Professor Dr Hendrik Streeck, Federal Drug Commissioner for Drug and Addiction Policy and member for Germany on the EUDA Management Board, to the EUDA Executive Board. Ms Gražina Belian, alternate for Lithuania on the EUDA Management Board, was elected to the Budget Committee. Lastly, the Management Board appointed Dr Lorraine Nolan from Ireland as EUDA Executive Director for a five-year term starting on 1 January 2026.

On 19 June the Management Board held an extended session with representatives from candidate countries, potential candidate countries, non-EU countries and partners with which the EUDA has concluded working agreements, and the Chair of the Civil Society Forum on Drugs, for a geostrategic discussion on monitoring the environmental damage caused by illicit drugs in an international context.

At the meeting on 11–12 December 2025, the Executive Director presented the results of the assessment of the implementation of the EMCDDA Strategy 2025. The Management Board congratulated the Executive Director and the Agency on the achievements reached over the past 10 years, despite many external upheavals (e.g. COVID-19, Brexit and Russia's war in Ukraine) and internal challenges (e.g. internal reorganisation, a new business model, a new

⁸ While the Business driver 'Management' presents, in line with the SPD 2025-27, among others, information on strategic planning, corporate performance, facilities support services; Part II 'Management' includes, among others, information on Management Board decisions, budgetary and financial management, assessment of audit and ex post evaluation results, in line with Annex 1 to the Communication from the Commission on the strengthening of the governance of EU bodies under Article 70 of the Financial Regulation 2018/1046 and on the guidelines for the single programming document and the consolidated annual activity report (C(2020) 2297).



mandate and transformation to the EUDA). Mr Goosdeel also gave an overview of the delivery of the main EUDA services to ensure EU preparedness on drugs and summarised the main elements of the Agency's business transformation since 2016.

The Management Board adopted the EUDA Reitox Alliance to develop a shared understanding of the Reitox partnership. It identified three tasks for the NFPs: core tasks, complementary tasks and ad hoc tasks. The Management Board further adopted the Reitox co-financing scheme, based on a proposal by a working group composed of members of the Management Board and EUDA representatives.

Dr Lorraine Nolan had the opportunity to share some reflections on the beginning of her mandate as Executive Director on 1 January 2026 with the members of the Management Board, pointing out some priorities for collaboration with external partners for 2026 and her wish to establish a leadership approach in close collaboration with the Chief Scientist and heads of units and the collective work of the whole EUDA staff.

As usual at the December meeting, the Management Board adopted the EUDA's 2026 budget and preliminary draft budget for 2027. In line with the provisions of Article 32 of the Framework Financial Regulation applicable to EU agencies and of the EUDA Financial Regulation, the Management Board adopted the EUDA's 2026–2028 SPD, including the 2026 work programme. The Board also adopted the EUDA's preliminary draft SPD for 2027–2029, which includes the preliminary draft work programme for 2027.

The Management Board was updated on the implementation of the EUDA International Cooperation Framework and discussed data sharing between the EUDA and the UNODC. The Board agreed with an EUDA technical cooperation project with Peru for 2026–2028.

The Management Board took note in both meetings 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 year 2025 marked an important step in the development of the EUDA, following its establishment on 2 July 2024. Following the entry into application of the EUDA Regulation, the Agency further implemented its expanded mandate and reinforced its organisational, scientific and operational capacities.

A key institutional development in 2025 was the appointment of Dr Lorraine Nolan by the EUDA Management Board on 18 June as the next Executive Director of the EUDA. Alexis Goosdeel concluded his ten-year leadership of the Agency on 31 December 2025. The year also marked the conclusion of the EMCDDA Strategy 2025, which had guided the Agency since 2016, with the assessment of the strategy presented to the Management Board in December.

At the EU level, 2025 was marked by the publication by the European Commission of the EU Drugs Strategy and the EU Action Plan against Drug Trafficking on 4 December. These documents provide an important policy context for EU action in the drugs field.

The year was also marked by the adoption of three strategic frameworks supporting the Agency's future development and partnerships: the Communication Strategy 2025–2028, the EUDA International Cooperation Framework and the Reitox Alliance operating framework.



In parallel, the Agency continued its organisational development, with digital transformation supporting the introduction of the new processes, systems and capacities required under the extended mandate.

Overall, 2025 was a year marked by the implementation of the expanded mandate, the further roll-out of preparedness-related services, progress in strategic and partnership frameworks, and preparations for the change in leadership at the start of 2026.

2.3 Budgetary and financial management

The report provides information on budgetary and financial management included in the EUDA's annual accounts for 2025 (see Annex VIII).

In terms of procurement execution, the 2025 procurement plan was implemented in line with resources, in close collaboration with all units. The negotiated procedures launched during the year are outlined in Tables 1 and 2.

Table 1. EUDA negotiated procedures in 2025

| Tendering | 2025 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 EU (exceptional procedures) | 5 | 4 | 1 |
| Negotiated procedure – single tender ^(a) | 96 | 96 | 0 |
| Negotiated procedure – at least three candidates | 15 | 15 | 0 |
| Negotiated procedure – at least five candidates | 6 | 6 | 0 |
| Open procedures | 11 | 5 | 6 |
| Interinstitutional frameworks joined ^(b) | 4 | 3 | 1 |

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

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

**Table 2. EUDA negotiated procedure values in 2025**

| | Works | | Supplies | | Services | | Total for 2025 | | | |
|---|---------------------|---------------------------|---------------------|---------------------------|---------------------|---------------------------|---------------------|-----|---------------------------|-----|
| | 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 | 9 | 35 764 | 13 | 54 811 | 74 | 649 350 | 96 | 79 | 739 925 | 30 |
| EUR > 15 000 and ≤ 60 000 | 1 | 57 488 | 0 | 0 | 14 | 570 880 | 15 | 12 | 628 368 | 26 |
| EUR > 60 000 and ≤ 144 000 | 0 | 0 | 0 | 0 | 6 | 739 000 | 6 | 5 | 739 000 | 30 |
| Negotiated procedure (Annex I Section 11 .1(a)) | 0 | | 0 | | 0 | 0 | 0 | 0 | | 0 |
| Negotiated procedure (Annex I Section 11 .1(b)) | | | | | 3 | 81 983 | 3 | 2 | 81 983 | 3 |
| Negotiated procedure (Annex I Section 11 .1(c)) | | | | | 1 | 60 000 | 1 | 1 | 60 000 | 2 |
| Negotiated procedure (Annex I Section 11 .1(d)) | | | | | 1 | 180 000 | 1 | 1 | 180 000 | 7 |
| Total | 10 | 93 252 | 13 | 54 811 | 99 | 2 281 213 | 122 | 100 | 2 429 276 | 100 |

Summary of budgetary operations, revenue and expenditure

Information about the appropriations transferred in 2025 can be found in the report on budgetary and financial management, as included in the Agency's annual accounts for 2025 (see Annex VIII).



The results achieved under the main financial/performance indicators for 2025 are 98.76 % execution of commitment appropriations, 82.89 % implementation of payment appropriations, 98.96 % execution of appropriations carried forward from 2024 and 13.96 % cancelled/unused payment appropriations.

Information on grants, contributions and service-level agreements

Pursuant to the decision taken by the relevant EU authorities, in 2025 the Agency received EUR 730 849 from the EU budget as the third annual instalment of EU financing for the third year of execution of the EU4MD II project.

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 2025 for this project.

Concerning service-level agreements (SLAs) concluded by the EUDA, the following were in force in 2025:

- 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 (accrual based accounting, ABAC);
- SLA with the European Commission (DG Digital Services) 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 Digital Services) 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

The 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 units. 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 3 and 4 below).

- The 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 payment authorisation).
- The financial management team undertakes financial and procurement planning and monitoring, checking for consistency with the SPD. Financial and contractual support officers provide assistance preparing 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 from the authorising officer.
- The verifying officer from the executive office unit carries out *ex ante* financial verification.
- The 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.

In line with the operating framework for the Reitox system 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. The purpose is to certify that any financial documents submitted to the EUDA comply with the financial provisions of the agreement, the costs declared are the actual costs, and all receipts have been declared.



Table 3. Key features of the EUDA’s partially decentralised management model

| 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 4. 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. |
| | 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. |
| Central level (administration unit) | HR management team | Defines rights and checks compliance with staff regulations for staff-related management and expenditure. |
| | Financial management team | Prepares the required financial and legal supporting documents, controls compliance with applicable regulations and processes the required financial operations. Implements all of the Agency’s financial |



transactions (commitments, payments, recovery orders).

In line with the principle of sound financial management, the Agency pursues its operations in due time, procuring items in the appropriate quantity, of the appropriate quality and at the best price

| | | |
|--|--|--|
| 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 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 European Commission's Internal Audit Service (IAS) (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 Regulation),
- agreements with the European Commission for implementing the staff regulation rules (one agreement for each rule),
- consent from 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 (EU) 2018/1725 (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 2025 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.

2.5 Human resources management

Human resources developments

As regards the EUDA's 2025 establishment plan, the total number of authorised posts increased from 89 to 98. This reflects the posts authorised to implement 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 2025 EUDA 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 75.04 % of the EUDA's HR capacity was devoted to operational activities in 2025, and 15.04 % was allocated to administrative support and coordination. The remaining 9.92 % was assigned to operations considered neutral.

2.6 Strategy for efficiency gains

The EUDA is committed to constantly improving the effectiveness and efficiency of its activities and to maximising 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 (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 continued to evolve, reflecting the changing needs of the EUDA following the adoption of the new mandate in 2024. Key developments include the joint procurement between both agencies 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 occupational health and disciplinary committees. In light of the financial savings achieved through the common implementation of a shared business 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 savings by updating its current IT infrastructure. Progress in this area will depend, however, on the availability of resources.

Other focus areas for collaboration and synergy during the year included EMSA's assistance to the EU EMAS certification process for the EUDA.



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

Internal Audit Service

No IAS engagements were carried out in 2025.

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

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 2024 annual accounts, the ECA issued the following observations.

Observations on the legality and regularity of transactions

ECA observation 3.32.8. In 2024, the EUDA awarded three contracts in relation to an event co-organised with Portuguese authorities in Lisbon. One of the contracts related to venue rental, and the other two contracts related to catering costs borne by the EUDA. The aggregated value of those three contracts was EUR 210 668. These procurements were affected by several shortcomings.

- The use of three smaller contracts contravened the rules on contract splitting, as set out in Article 160(2) of the EU Financial Regulation, as it allowed the EUDA to avoid an open procurement procedure.
- Key documentation was lacking, including justification for the choice of the venue, tender specifications, evaluation reports and award decisions.
- Non-respect of requirements for procurement publicity and of rules on the delegation of powers.
- For each of the split procedures, the EUDA opted for a negotiated procedure without prior publication of a contract notice, as an exception allowed for the protection of exclusive rights under point 11.1(b)(iii) of Annex I to the EU Financial Regulation. We consider that the use of this exception was unwarranted because it is only applicable when there is no reasonable alternative or substitute, which is clearly not the case for the provision of catering services in Lisbon.



Therefore, we conclude that the split contracts are irregular, as are the associated payments, which, in 2024, amounted to EUR 193 063.

Agency answer. As documented, the referred Portuguese authorities (SICAD/ICAD) were responsible for the organisation of the event. This included the choice and contracting of the premises for the venue. This choice, and the associated exclusive rights affecting the contracting by the EUDA of the services required (for side events to be organised in the same venue), determined and imposed the conditions for the choice of the three negotiated procedures referred to, with no reasonable alternative. These procedures addressed the provision of services of different natures, to be provided by different contractors / economic operators. These services were not part of one whole contracting operation whose total amount was unduly split. In this context, the execution of the resulting contracts was processed within the limit of the delegations granted to the relevant EUDA deputy authorising officer.

Without prejudice to the above, the EUDA acknowledges the need for follow-up action to ensure the full documentation of the different phases/elements of the negotiated procedures referred to, while ensuring the due execution of the contracts at stake, to honour the valid legal obligations that result from the latter.

ECA observation 3.32.9. In 2024, the EUDA launched a negotiated procedure without prior publication of a contract notice with an estimated maximum value of EUR 410 000, for the provision of services to establish a reporting system on the production and trafficking of specific drugs. We have noted several shortcomings, including the absence of:

- proper justification for using a negotiated procedure under point 11.1 of Annex I to the EU Financial Regulation, in particular the choice of inviting a single economic operator to participate;
- any description in the tender specifications of the award criteria and award method, as required under Article 166(2) and point 16.3 of Annex I to the EU Financial Regulation;
- an actual tender from the contractor, including a financial offer and a description of how the requested services would be provided (methodology, timeline, staffing);
- an evaluation committee as required by Article 150 of the EU Financial Regulation.

In view of these shortcomings, we conclude that the contract is irregular and so are the associated payments, which, in 2024, amounted to EUR 60 000.

Agency answer. As documented, the contract referred to aims to ensure the provision of services whose performance has to be accompanied by special security measures. The total estimated cost for these services amounts to a maximum of EUR 410 000 for 2024–2027, and the execution of the contract is organised in four successive annual phases. The execution of each phase depends on the written agreement of the EUDA pursuant to the validation of the progress achieved in the execution of the preceding phase.

Without prejudice to the acknowledgement of the missing information and documents referred to, the written technical specifications of the operation provided for a comprehensive description and documentation of the purpose and scope of the contract, including objectives, deliverables and timeline. In this context, the choice of the service provider was based on the assessment of its very significant background and extensive and specific relevant professional experience.



Without prejudice to the above, the EUDA acknowledges the need for follow-up action to address the shortcomings referred to, while ensuring the due execution of the contract in question, to honour the valid legal obligations that result from the latter.

ECA observation 3.32.10. We have audited three payments made in relation to the EUDA's first Management Board meeting and relating to the EUDA's inauguration ceremonies. The payments amounted to EUR 95 527, while the legal commitment underpinning those payments amounted to EUR 81 520. The amount of EUR 14 007 charged to the EUDA's budget in excess of the corresponding contract value contravened Article 73 of the EUDA's Financial Regulation and is therefore irregular. In addition, the EUDA did not provide evidence about the checks made with regard to the authorisation of the excess payments.

Agency answer. The auditee acknowledges that the referenced order form was not properly updated to formally reflect the final services agreed upon and ordered. Indeed, and as documented, the scope and cost of these services were adjusted – at the EUDA's request and with its agreement – up to the date of the event to meet the requirements of the latter. The auditee also acknowledges that the order form reflected a cost calculation that did not properly take into account the specific national value added tax rules applicable to the contracted service provider. In this context, the payments authorised covered the actual costs incurred by the contracted service provider (as invoiced) and were backed by the necessary budget commitment. Such payment was duly verified in line with the applicable rules and procedures, as confirmed and documented by the corresponding operations in ABAC.

Without prejudice to the above, the EUDA acknowledges the need for follow-up action to address the shortcomings referred to, while ensuring the due execution of the contract at stake, to honour the valid legal obligations that result from the latter.

ECA observation 3.32.11. The EUDA carried out a low-value negotiated procedure for an amount of EUR 10 000 for the provision of data collection in Ukraine in the context of the European School Survey Project on Alcohol and Other Drugs. We found that the tender specification did not make any reference to award criteria and that there was no award decision prior to the signature of the contract; both required for low-value procedures (below 15 000) by Article 167 and point 30 of Annex I to the EU Financial Regulation. Therefore, the contract and the related payment of EUR 10 000 made in 2024 are irregular.

Agency answer. Independently of the materiality of the situation at stake, the auditee acknowledges the referred shortcomings and the need for further action to ensure the full formalisation and documentation of the different elements of the procedure, as required by the applicable rules. In this context, the EUDA will ensure the due execution of the contract at stake, to honour the valid legal obligations that result from the latter.

Observations on management and control systems

ECA observation 3.32.12. A negotiated procurement procedure for the provision of interim services with an estimated value of EUR 100 000 had several shortcomings.

- The *ex ante* publicity for this procurement procedure did not respect the requirements for procedures below the threshold set out in Article 163(2) of the EU Financial Regulation. The EUDA's 2023–2025 single programming document, published on the EUDA's website, did not contain any information on the procurement procedure to allow a potential contractor to identify a future need for interim services, nor did it mention the intention to procure such services or an indicative schedule.



- The staff opening and evaluating the tender did not sign declarations of absence of conflict of interest. We noted similar shortcomings in another negotiated procedure in our 2023 report (paragraph 3.32.9).

Agency answer. Without prejudice to the considerations consistently expressed in the past on the issues referred to, the auditee acknowledges the need and opportunity to take further measures that may allow for full and better compliance with the provisions/requirements referred to.

Follow-up action is in progress for this purpose, by also taking into account the situations where the relevant provisions aim at reducing and simplifying the formalities of the procurement procedure.

Observations on budgetary management

ECA observation 3.32.13. In 2024, the EUDA processed 2 644 payment requests, of which 336 (12.7 %), for an amount of EUR 766 241 (6.0 %), were paid after the legal deadline. A total of EUR 296 was charged in late-payment interest. The late payments were higher in number but lower in value than in 2023, when the EMCDDA processed 1 573 payment requests, of which 164 (10.4 %), for an amount of EUR 734 959 (9.7 %), were paid late but accrued no late-payment interest.

Agency answer. Some measures have already been successfully implemented on this matter to solve problems affecting the parameterisation of the ABAC system, the entry of the relevant data into this system, and the capacity to monitor possible late payments and allow for necessary remedial and prudential measures. Further measures are envisaged to more efficiently address the issues referred to, while coping with the needs and constraints entailed by the doubling of the EUDA's annual budget and the very substantial increase in its financial transactions, without a corresponding increase in the relevant processing capacity of the Agency. In this context, it is envisaged to consider a more articulated and efficient use of the different deadlines for payment set by the applicable financial rules.

Internal Audit Service

The IAS report on HR management and ethics (an HR audit), issued in 2021, made six recommendations. As of 31 December 2025, there was an outstanding recommendation on workload and performance management. It had an initial target date of 31 December 2023, which was revised to 31 December 2025. The delay occurred in the context of the transition from the EMCDDA to the EUDA and the inherent operational and organisational changes. The recommendation included action points related to workload assessment, monitoring staff working time, the competency framework and underperformance. It was submitted for the IAS review in February 2026.

The IAS report on the coordination between DG Migration and Home Affairs (DG Home) and the EU decentralised agencies, issued in 2023, made two recommendations. As of 31 December 2025, there was an outstanding recommendation on multiannual planning. It had an initial target date of 31 December 2024, which was revised to 30 June 2026. It is neither a critical nor a very important recommendation, and the EUDA considers that the risk involved does not affect the overall effectiveness of the internal control system. The EUDA has implemented the action point on the traceability of key changes made in the draft SPD, as well as the matters related to the identification and presentation of workload drivers in the



SPD, in early 2026. At the time of drafting this report, this is the only pending recommendation to be submitted for the IAS review before the revised target deadline.

The second recommendation of this report included items related to the traceability of the status of implementation of the IAS recommendations, the agenda of the Management Board preparatory committees, meeting arrangements between DG Home and EUDA and the Agency's communication strategy. It was submitted for the IAS review in December 2025, as per the initial target date, and closed in March 2026.

The IAS report on international cooperation in the EUDA, issued in 2023, made three recommendations. One recommendation on the audit trail of international cooperation requests and events was closed in July 2025. The other two recommendations, on monitoring progress towards achieving the international cooperation objectives and standardised project reporting, had an initial target deadline of 30 June 2025, which was revised to 31 December 2025 due to the recent adoption of the International Cooperation Framework. As of 31 December 2025, both recommendations had been submitted for the IAS review. They were closed in March 2026.

In February 2026, the IAS sent a note to the EUDA on 'open significantly delayed recommendations' acknowledging the updated status of the HR audit recommendation (ready for review) and taking note of the pending recommendation from the report on the coordination between DG Home and the EU decentralised agencies.

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

The EUDA was not the subject of an OLAF investigation in previous years; 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 EUDA for the 2023 financial year

Report on measures taken in light of the observations accompanying the European Parliament decision of 7 May 2025 on discharge in respect of the implementation of the budget of the European Union Agency for the Cooperation of Energy Regulators for the financial year 2023 (2024/2030(DEC)) with observations forming an integral part of the decisions on discharge in respect of the implementation of the budget of the European Union Agencies for the financial year 2023 (2024/2030(DEC)).

Observation No 49 of the discharge decision

'Recalls that the regulatory framework mandates that agencies make payments within specific deadlines; notes that any failure to meet these deadlines may result in creditors



being entitled to late-payment interest; observes that, for the year 2023, the Court reports that while the total amount of late-payment interest incurred was considered immaterial, it is noteworthy that nine agencies (ACER, ECDC, EEA, EUDA, ENISA, ERA, EU-OSHA, Eurojust and Frontex) frequently failed to meet their payment deadlines; asks the agencies in question to ensure adherence to legal time limits for payments; highlights that although the amount of late-payment interest incurred was minor, the high frequency of delayed payments may negatively impact the agencies' reputations.'

Measures taken by the EUDA to follow up on observation No 49

The EUDA has implemented some measures to solve problems affecting the correct parametrisation of payment operations in the ABAC system, the relevant data entry into this system, and the capacity to monitor possible late payments and allow for necessary remedial and prudential measures.

Further measures are going to be implemented to more efficiently address the matter at stake, in a context where the very substantial increase in the EUDA's annual budget and financial transactions has not been accompanied by a corresponding increase in the Agency's relevant processing capacity. A more articulated and efficient use of the different deadlines for payment that are set by the applicable financial rules is expected to be developed.

Observation No 109 of the discharge decision

'Notes that, in 2023, the staff turnover rate was more than 5 % in 18 out of 33 agencies (namely Cedefop, CEPOL, EBA, EFCA, EIGE, EIOPA, EIT, ELA, EUDA, ETF, EUAA, eu-LISA, Eurofound, Eurojust, Europol, EUSPA) and that three of them exceeded the 10 % rate (namely BEREC Office, CdT, Eurojust); commends the agencies that have taken targeted measures to prevent high staff turnover rates; highlights the importance for all agencies to implement measures with a view to improving talent management and retention; counts on EUAN to be a forum for its member agencies with regard to exchanging good practices and, where possible, joining forces in this regard; calls on the Commission to actively support agencies in recruiting the necessary expertise to fulfil their mandates, encouraging closer cooperation with universities and other relevant institutions.'

Measures taken by the EUDA to follow up on observation No 109

Several measures were taken by the EUDA to address the matter in question, in particular to enhance the clarity, inclusivity and efficiency of recruitment, onboarding and training processes. These measures included:

- the revision of recruitment guidelines to align with best practices;
- clearer and more transparent calls for applications, designed to be more inclusive and accessible to a diverse range of applicants;
- the creation of a dedicated online recruitment page explaining the recruitment process in detail;
- training and improved HR technical support given to members of selection panels;
- the development of a talent-sourcing strategy, focusing on improving candidate experience, expanding outreach and streamlining internal workflows;



- accepting all requests for reasonable accommodations;
- the creation of an onboarding and buddy programme to ensure proper integration and reduce turnover;
- the revision of training policy to ensure better investment in staff, including a specific training plan for soft and technical skills;
- revamping the traineeship programme to attract young talent to the EUDA;
- the organisation of Mental Health Week, mental health support and mental health training.

Observation No 115 of the discharge decision

'Notes that gender distribution has improved in 2023 compared to 2022 at the level of senior and middle management and amongst the management board members; notes that the gender balance reported for staff overall did not change; encourages ACER, BEREC Office, Cedefop, ECDC, ECHA, EFSA, EIOPA, EMCDDA, EMSA, ENISA, ERA, eu-LISA, ELA, Europol, EUAA, EUSPA and Frontex to support women in applying for management positions; reiterates its calls on the Commission and Member States to observe gender balance when nominating and appointing members of the management or administrative boards; recalls the ambition of the agencies to align with the Commission to reach a gender balance of 50 % at all levels of its management by the end of 2025; calls on the agencies to keep taking these aspects into consideration with regard to all future recruitment of staff and to work towards the further improvement of gender balance at senior management level'.

Measures taken by the EUDA to follow up on observation No 115

The EUDA is committed to ensuring gender balance in its senior and middle management positions. This commitment is enshrined in all the policies currently applicable at the EUDA. In particular, the Agency's implementing rules on recruitment and the general guidelines on recruitment, which are made available to the general public, make clear that the EUDA encourages applications from women, and they express the Agency's commitment to preventing any form of discrimination.

In this context, 38.5 % of the EUDA's senior and middle management positions will be occupied by women by the end of 2025. At the beginning of 2026, this rate reached 50 % with the taking up of the duties of the newly appointed female Executive Director of the EUDA.

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 was completed in February 2026.

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 management assessment concludes that the EUDA's internal procedures for budget execution and internal control are fully effective and function well. This has taken into consideration the implementation of a partially decentralised management model, in accordance with the EUDA Financial Regulation, which transposes Commission Delegated Regulation (EU) No 2019/715 on the framework financial regulation for EU agencies (see the section 'Delegation and sub-delegation of the powers of budget implementation to the agency's staff' above).

PART II B

External evaluations





External evaluations

Following the 2018 external evaluation of the EMCDDA, the European Commission issued improvement recommendations that led the Management Board to adopt an action plan in December 2019. Most measures were implemented by December 2022 and subsequently informed the regulation establishing the EUDA, which entered into application on 2 July 2024.

Under the new regulation, the EUDA's mission is to strengthen the EU's preparedness to address the drug phenomenon by ensuring that the EU is ready and able to face current and future challenges. Through enhanced capacities for anticipation, alerting, response and learning – supported by reinforced infrastructure, additional staff and updated governance initiatives – the Agency's work contributes to making Europe's streets safer and saving lives. The EUDA intends to fully deliver its expanded responsibilities by 2027, with the next external evaluation scheduled to happen by 3 July 2029 in accordance with Article 51 of the EUDA Regulation.

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 adopted the Agency's internal control framework in December 2017, underpinning an effective system of internal control, suited to the performance of the duties of the authorising officer, as provided for in Articles 30 and 45 of the EUDA Financial Regulation. The internal control framework was transposed by analogy and is fully consistent with the equivalent standards, principles and guidelines laid down by the European Commission ⁽⁹⁾. Therefore, the status of compliance with the internal control framework is the basis for assessing the effectiveness of the internal control system at the EUDA.

The internal control framework consists of 5 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 internal control framework ⁽¹⁰⁾, which covers all control principles and components: the 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;

⁽⁹⁾ Communication to the Commission from Commissioner Oettinger – Revision of the internal control framework, C(2017) 2373 final of 19 April 2017, https://commission.europa.eu/system/files/2018-10/revision-internal-control-framework-c-2017-2373_2017_en.pdf.

⁽¹⁰⁾ This is irrespective of ad hoc updates on the basis of need and opportunity.



- budget execution.

The annual assessment is duly documented and provides a comprehensive overview of the state of play of implementation of the 17 internal control framework principles. The result of the 2025 assessment is that all components are present and functioning. As of December 2025, the assessment had identified five internal control framework principles where some improvements may be needed, as follows.

Control environment

Internal control framework 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 a 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.

Internal control framework 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 competences to support the achievement of objectives. The shortcoming under this principle relates to the fact there is no definition or assessment of an updated competency framework for each job profile, considering the needs the Agency's new mandate entails.

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

Risk assessment

Internal control framework 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 are related to the development of objectives for international activities using SMART criteria (specific, measurable, achievable, relevant and time-bound) and the development of KPIs to support the measurement of the objectives to be set up in the internal control framework.

These issues could prevent the EUDA from optimally monitoring and demonstrating its performance with regard to its international activities.

Control activities

Internal control framework 10. Selects and develops control activities.

The underlying standard is that the EUDA selects and develops control activities that contribute to reducing risks to acceptable levels related to the achievement of objectives. The shortcomings under this principle are related to the lack of a formal process to assess the units' workloads through objective workload indicators and to monitor the working time spent on relevant projects. For example, the Agency 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.

There is a 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

Internal control framework 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 are related to an outdated communication strategy. However, a new communication strategy was adopted by the EUDA Management Board in 2025. It is designed to reflect the needs of the EUDA's broader set of tasks, stakeholders, partners and networks and to enhance how the Agency's activities and results are shared.

Further shortcomings are a lack of documentation and the frequency of the annual meeting between DG Migration and Home Affairs and the EUDA at the director level ⁽¹¹⁾, and an outdated financial memorandum of understanding between DG Migration and Home Affairs and the EUDA.

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

Conclusions

These shortcomings were highlighted by the IAS, and none was considered critical. At the end of 2025, there were five IAS open recommendations referring to the HR management audit, the audit on the coordination between DG Migration and Home Affairs and the EU decentralised agencies and the international cooperation audit. Most of the issues have been addressed by the EUDA, as three recommendations were submitted for the IAS review in December 2025. In February 2026, the IAS communicated to the EUDA that these recommendations have been adequately and effectively implemented and will therefore be closed. Because the closure only happened in year $n + 1$, the underlying issues are still taken into account for the 2025 assessment.

Therefore, at the time of drafting the 2025 CAAR, there was a recommendation regarding monitoring staff working time, which became 'ready for review' in February 2026; and another recommendation, on the definition of workload drivers, with a revised target deadline of June 2026.

Overall, the EUDA has acknowledged that some areas could be improved, but 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 in value or by nature, and they are recorded. Delays in addressing the IAS recommendations – namely regarding workload, performance

⁽¹¹⁾ As provided for in the 'Working arrangements for cooperation on external action between DG HOME and EUDA'.



management and resources estimation – were due to their inherent complexity, which became more tangible in the context of the exponential growth of the Agency. The EUDA adheres consistently to the internal control framework as a reference for continuous improvement and adaptation to new circumstances. This process is to happen in tandem with the transition period from the EMCDDA to the EUDA.

In this perspective, the EUDA considers that the internal control framework 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 weakness in the internal controls. The register documents the events that constitute a deviation from any written rules 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 2025. 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 is equipped with an anti-fraud strategy, which was last revised in December 2024. This was preceded by an assessment of the Agency's 2021 anti-fraud strategy (which was largely implemented): a thorough exercise in 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. The EUDA's degree of exposure to the risk of fraud can be generally considered relatively low ⁽¹²⁾. Since its creation, there have been no cases of fraud at 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 conflicts of interest, as provided for 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 2025, 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 ECA and the IAS.

⁽¹²⁾ The risk of fraud is deemed relatively low owing to the following factors: within the remit of its mandate, mission and tasks, the EUDA does not have regulatory powers affecting economic operators; most of the members come from and are appointed by the Member States' national administrations 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 (i.e. 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 the European Public Prosecutor's Office (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; and salary calculations are performed by the European Commission's Paymaster's Office.



In 2025, the EUDA outsourced the periodic validation of the Agency's accounting system, and the conclusion was that certain deficiencies detected do not significantly impact the capacity to provide data to the central accounting system in accordance with the validation criteria.

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 enables it to achieve its main outputs and strategic objectives while complying with the applicable regulatory framework and sustaining a robust control environment. The EUDA 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 in 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 the 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 4 May 2026

Helder Vasco Travado

Risk Assessment Management Officer

PART IV

Management assurance





Management assurance

4.1 Review of the elements supporting assurance

The authorising officer's declaration of assurance 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 2025 provisional accounts,
- assurance provided by the ECA audit: no preliminary observations likely to affect the audit opinion ⁽¹³⁾,
- assurance provided by the IAS audit: no 'critical' recommendations outstanding from the IAS audits at year-end, and all but one recommendation submitted to the IAS, as 'ready for review' at the time of drafting the 2025 CAAR,
- status of implementation of 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.

⁽¹³⁾ As at February 2026.



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 European Parliament, the Council of the European Union, or the European 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 management as critical to the achievement of the organisational objectives.

None of these risks materialised at the EUDA in 2025.

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 2025, 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 efficient implementation of the Agency's new mandate; gaps in cybersecurity resilience; insufficient capacity for data collection, analysis and response from the EUDA; and insufficient capacity for data delivery from the NFPs and other networks. The EUDA has taken the necessary mitigating actions to tackle these risks.

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 IAS and the lessons learned from the reports of the ECA 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 1 June 2026

Lorraine Nolan

Executive Director

ANNEXES





Annex I. Core business statistics

Annex Ia. Implementation of the 2025 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 5. Budget outturn and cancellation of appropriations

| Budget outturn | 2023 | 2024 | 2025 |
|--|---------------|--------------------|------------------|
| Reserve from the previous years' surplus (+) | 58 239 | 12 144 | 2 554 932 |
| Revenue actually received (+) | 21 848 327 | 29 988 357 | 37 129 690 |
| Payments made (-) | - 20 228 212 | - 26 028 003 | - 31 194 283 |
| Carry-over of appropriations (-) | - 2 604 710 | - 8 747 810 | - 4 984 951 |
| Cancellation of appropriations carried over (+) | 11 655 | 14 992 | 3 424 788 |
| Adjustment for carry-over of assigned revenue appropriation from previous year (+) | 986 150 | 2 218 091 | 1 524 076 |
| Exchange rate differences (+/-) | - 1 065 | - 559 | - 328 |
| Adjustment for negative balance from previous year (-) | - 58 239 | - 12 1244 | - 2 554 932 |
| Total | 12 144 | - 2 554 932 | 5 898 992 |



Descriptive information and justification

Use of commitment appropriations

The rate of execution of 2025 commitment appropriations amounted to 98.76 % (95 % is the KPI mentioned in the SPD, and the rate considered by the European Commission as the threshold below which a 2 % budget penalisation can be applied). In this context, EUR 35 631 965 was committed out of EUR 36 398 841 available (EUR 450 594 was not committed in 2025).

Cancellation of payment appropriations

The rate of cancellation of 2025 payment appropriations amounted to 13.96 %, corresponding to the cancellation of EUR 6 136 734 (5 % is the KPI mentioned in the SPD and the rate considered by the European Commission as the threshold above which a 2 % budget penalisation can be applied).

The following data outline the EUDA's performance in the execution/use of its 2025 payment appropriations (these data do not concern the aforementioned KPIs).

- For 'C1' payment appropriations, the 2025 rate of execution amounted to 82.89 %, corresponding to EUR 29 993 142 paid out of EUR 36 182 560 available.
- For 'C8' payment appropriations, the 2025 rate of execution amounted to 98.96 %, corresponding to EUR 3 776 104 paid out of EUR 3 815 772 available.
- EUR 3 385 119 were carried forward from 2024 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. This carry-over of payment appropriations from 2024 were not consumed in 2025.

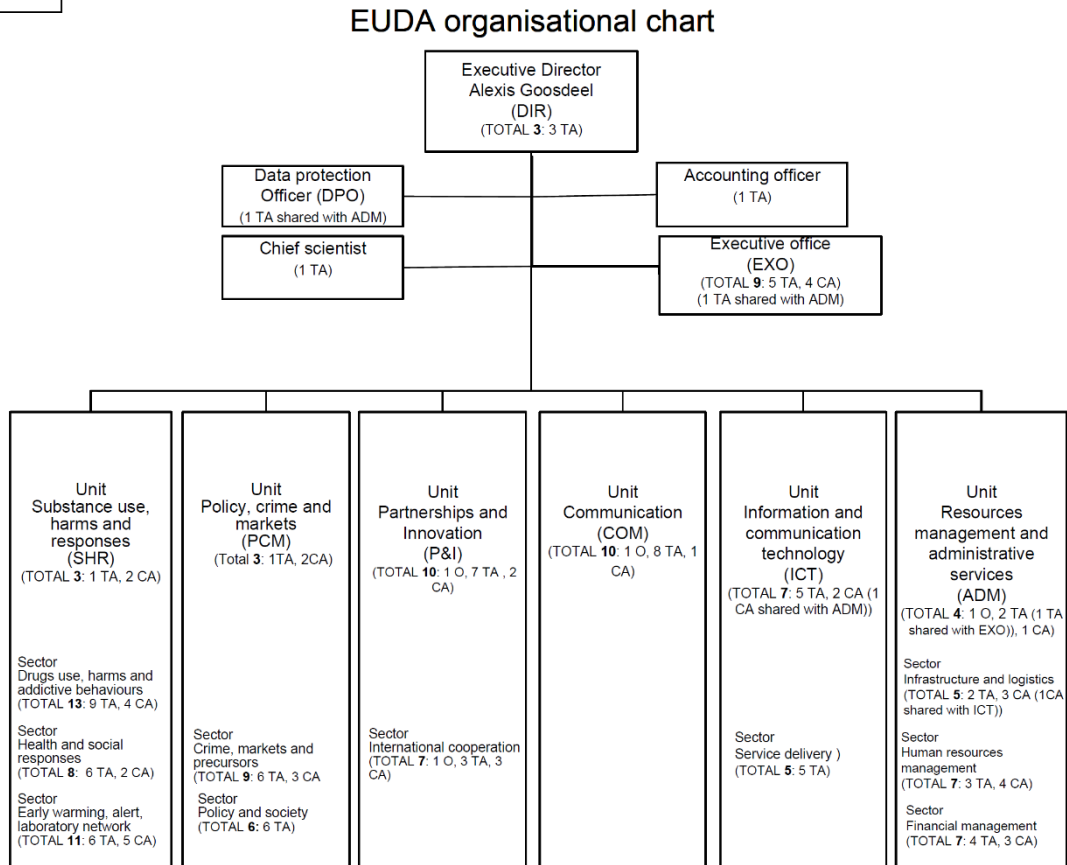
As a consequence of the above, the EUDA 2025 budget outturn amounted to EUR 5 898 992.



Annex III. Organisational chart

Figure 5. Organisational chart

31 December 2025



NB: CA, contract agent; O, official; TA, temporary agent.



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

Table 6. 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 14 (external) | Operational |
| 2 – Head of unit | O, TA | AD 9 (internal, inter-agency, external) | Operational |
| 3 – Head of department | 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 10 – AD 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 | O, TA | AD 8 | Administrative |



| | | | |
|---------------------------|-----------|--|-------------------------------|
| | | (internal, inter-agency, external) | |
| Head of Finance | 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 (internal, inter-agency, external) | Administrative |
| Accounting Officer | O, TA | AST 3 (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 7. Job screening/benchmarking against previous year's results, as per methodology for agencies job screening (2014)

| Job type (sub)category | 2024 (%) | 2025 (%) |
|--|--------------|--------------|
| Administrative support and coordination | 11.28 | 15.04 |
| Administrative support | 10.74 | 14.42 |
| Coordination | 0.54 | 0.62 |
| Operational | 80.13 | 75.04 |
| Top-level operational coordination | 3.89 | 4.50 |
| Programme management and implementation | 65.50 | 60.47 |
| Evaluation and impact assessment | 0 | 0 |
| General operational | 10.74 | 10.08 |
| Neutral | 8.59 | 9.92 |
| Finance/control | 8.59 | 9.92 |
| Linguistics | 0 | 0 |



Annex V. Human and financial resources by activity

Table 8. Human and financial resources per activity

| Work program me action areas | Main actors for implemen- tation/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 |
|---------------------------------------|---|--|--------------|------------------|-------------|---|--|---|
| | | Offici- al | TA | CA and SNE | Total HR | Total budget (EUR) | Total budget (EUR) | Total budget execution (EUR) |
| Main area: Health | SHR, PCM, P&I, COM, ICT, DRO/EXO | 1.00 | 45.65 | 16.05 | 62.70 | 16 786 128 | 16 845 651 | 9 971 456 |
| Main area: Security | PCM, SHR, P&I, COM, ICT, DRO/EXO | 0.85 | 20.83 | 8.80 | 30.48 | 8 357 600 | 8 387 236 | 4 423 876 |
| Main area: Business drivers | DRO/EXO, COM, P&I, ADM, ICT, SHR, PCM | 2.15 | 25.52 | 11.15 | 38.82 | 10 910 983 | 10 949 673 | 21 236 633 |
| Total | | 4.00 | 92.00 | 36.00 | 132 | 36 054 711 | 36 182 560 | 35 631 965 |



Annex VI. Contributions, grants and service-level agreements: financial framework partnership agreements

Table 9. Contributions and grants in 2025

| General information | | | | | Financial and HR impacts | | | | |
|--------------------------------------|--------------------|----------|--------------|---|---------------------------|------------------------|---------------------------|------------------------|---------|
| Actual or expected date of signature | Total amount (EUR) | Duration | Counter-part | | 2024 | 2025 | | | |
| Grant agreements | | | | | | | | | |
| | | | | | Commitment Appropriations | Payment Appropriations | Commitment Appropriations | Payment Appropriations | |
| Grant RTX – Austria | 1.4.2025 | 100 000 | 31.12.2025 | Gesundheit Österreich GmbH | Amount CA/PA (EUR) | 100 000 | 84 000 | 100 000 | 100 000 |
| | | | | | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| Grant RTX – Belgium | 9.9.2025 | 100 000 | 31.12.2025 | Sciensano | Amount CA/PA (EUR) | 100 000 | 84 000 | 100 000 | 100 000 |
| | | | | | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| Grant RTX – Bulgaria | 2.4.2025 | 90 629 | 31.12.2025 | National Center of Public Health and Analyses | Amount CA/PA (EUR) | 100 000 | 83 999 | 90 629 | 100 000 |
| | | | | | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |



| | | | | | | | | | |
|---------------------|-----------|---------|------------|---|--------------------|---------|--------|---------|---------|
| | | | | | Amount CA/PA (EUR) | 100 000 | 84 000 | 100 000 | 100 000 |
| Grant RTX – Cyprus | 1.4.2025 | 100 000 | 31.12.2025 | Cyprus National Addictions Authority | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| | | | | | Amount CA/PA (EUR) | 100 000 | 84 000 | 100 000 | 100 000 |
| Grant RTX – Czechia | 18.7.2025 | 100 000 | 31.12.2025 | Česká Republika | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| | | | | | Amount CA/PA (EUR) | 100 000 | 84 000 | 100 000 | 100 000 |
| Grant RTX – Denmark | 1.4.2025 | 100 000 | 31.12.2025 | Danish Health Authority | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| | | | | | Amount CA/PA (EUR) | 100 000 | 83 882 | 100 000 | 95 380 |
| Grant RTX – Estonia | 1.4.2025 | 100 000 | 31.12.2025 | National Institute for Health Development | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| | | | | | Amount CA/PA (EUR) | 100 000 | 84 000 | 100 000 | 100 000 |
| Grant RTX – Finland | 6.5.2025 | 100 000 | 31.12.2025 | Finnish Institute for Health and Welfare | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| | | | | | Amount CA/PA (EUR) | 100 000 | 84 000 | 100 000 | 100 000 |
| Grant RTX – France | 1.4.2025 | 100 000 | 31.12.2025 | Observatoire français des drogues et des | Number of CA | | | | |



| | | | | toxicomanies GIP | Number of SNEs | | | | |
|---------------------|-----------|---------|------------|--|--------------------|---------|--------|---------|---------|
| Grant RTX – Germany | 1.4.2025 | 100 000 | 31.12.2025 | Therapy Research Institute | Amount CA/PA (EUR) | 100 000 | 84 000 | 100 000 | 100 000 |
| | | | | | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| Grant RTX – Greece | 1.4.2025 | 100 000 | 31.12.2025 | Research University Institute of Mental Health, Neurosciences and Precision Medicine Kostas Stefanis | Amount CA/PA (EUR) | 100 000 | 84 000 | 100 000 | 100 000 |
| | | | | | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| Grant RTX – Hungary | 6.5.2025 | 75 422 | 31.12.2025 | Magyarorszag | Amount CA/PA (EUR) | 69 577 | 84 000 | 75 422 | 66 205 |
| | | | | | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| Grant RTX – Ireland | 2.4.2025 | 100 000 | 31.12.2025 | The Health Research Board | Amount CA/PA (EUR) | 100 000 | 84 000 | 100 000 | 100 000 |
| | | | | | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| Grant RTX – Italy | 21.3.2025 | 100 000 | 31.12.2025 | Repubblica Italiana | Amount CA/PA (EUR) | 100 000 | 81 730 | 100 000 | 102 194 |
| | | | | | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| Grant RTX – Latvia | 1.4.2025 | 72 760 | 31.12.2025 | The Centre for Disease | Amount CA/PA (EUR) | 72 760 | 67 656 | 72 760 | 72 760 |



| | | | | | | | | | |
|-------------------------|-----------|---------|------------|--|--------------------|---------|--------|---------|---------|
| | | | | Prevention and Control of Latvia | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| | | | | | Amount CA/PA (EUR) | 100 000 | 84 000 | 100 000 | 100 000 |
| Grant RTX – Lithuania | 19.5.2025 | 100 000 | 31.12.2025 | The Drug, Tobacco and Alcohol Control Department | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| | | | | | Amount CA/PA (EUR) | 100 000 | 84 000 | 100 000 | 100 000 |
| Grant RTX – Luxembourg | 1.4.2025 | 100 000 | 31.12.2025 | Großherzogtum vu Lëtzebuerg | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| | | | | | Amount CA/PA (EUR) | 50 954 | 51 387 | 91 852 | 80 382 |
| Grant RTX – Malta | 19.5.2025 | 91 852 | 31.12.2025 | Repubblika Ta Malta | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| | | | | | Amount CA/PA (EUR) | 100 000 | 84 000 | 100 000 | 100 000 |
| Grant RTX – Netherlands | 6.5.2025 | 100 000 | 31.12.2025 | Stichting Trimbo Institute | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| | | | | | Amount CA/PA (EUR) | 100 000 | 84 000 | 100 000 | 100 000 |
| Grant RTX – Poland | 2.4.2025 | 100 000 | 31.12.2025 | Krajowe Biuro Do Spraw Przeciwdziałania Narkomanii | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |



| | | | | | | | | | |
|-------------------------------|------------|---------|------------|--|--------------------------|---------|--------|---------|---------|
| Grant RTX – Portugal | 6.5.2025 | 100 000 | 31.12.2025 | SICAD | Amount CA/PA (EUR) | 100 000 | 84 000 | 100 000 | 100 000 |
| | | | | | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| Grant RTX – Romani a | 14.10.2025 | 50 000 | 31.12.2025 | The National Anti-Drug Agency | Amount CA/PA (EUR) | 100 000 | 83 828 | 50 000 | 69 964 |
| | | | | | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| Grant RTX – Slovakia | 8.7.2025 | 100 000 | 31.12.2025 | Slovenska Republika | Amount CA/PA (EUR) | 100 000 | 84 000 | 100 000 | 100 000 |
| | | | | | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| Grant RTX – Slovenia | 19.5.2025 | 100 000 | 31.12.2025 | National Institute of Public Health | Amount CA/PA (EUR) | 100 000 | 84 000 | 100 000 | 100 000 |
| | | | | | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| Grant RTX – Spain | 2.4.2025 | 100 000 | 31.12.2025 | Reino de España | Amount CA/PA (EUR) | 100 000 | 84 000 | 100 000 | 100 000 |
| | | | | | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| Grant RTX – Sweden | 2.4.2025 | 100 000 | 31.12.2025 | The Public Health Agency of Sweden | Amount CA/PA (EUR) | 100 000 | 84 000 | 100 000 | 100 000 |
| | | | | | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |



| | | | | | Number of SNEs | | | | |
|---|----------------|---------------|------------|--|--------------------------|---------------|---------------|-----------|-----------|
| Grant RTX – Croatia | 1.4.2025 | 90 000 | 31.12.2025 | Croatian National Institute of Public Health | Amount CA/PA (EUR) | 90 000 | 78 000 | 90 000 | 90 000 |
| | | | | | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| | | | | | Amount CA/PA (EUR) | 2 583 29 1 | 2 210 84 2 | 2 570 663 | 2 576 884 |
| Total RTX grant agreements | | | | | Number of CA | | | | |
| | | | | | Number of SNEs | | | | |
| NDICI- GEO- NEAR/2 022/438- 917 | 21.12.202 2 | 4 000 00 0 | 31.12.2027 | European Commis sion | Amount CA/PA (EUR) | 1 513 30 4 | 1 266 33 5 | 955 240 | 638 745 |
| | | | | | Number of CA | 4 | 4 | 4 | 4 |
| | | | | | Number of SNEs | | | | |
| | | | | | Amount CA/PA (EUR) | 459 919 | 385 186 | 432 456 | 321 774 |
| 2022/43 6-162 | 20.12.202 2 | 1 500 00 0 | 31.12.2026 | | Number of CA | 3 | 3 | 3 | 3 |
| | | | | | Number of SNEs | | | | |
| | | | | | Amount CA/PA (EUR) | 502 771 | 402 119 | 103 733 | 103 733 |
| COPOL AD III | 15.7.2022 | 800 000 | 30.11.2024 | Italo-Latin American Internation al Organisati on | Number of CA | 1 | 1 | 1 | 1 |
| | | | | | Number of SNEs | | | | |

NB: CA, commitment appropriations; PA, payment appropriations;

**Table 10. Service-level agreements**

| SLA | Total amount (EUR) | Counterpart | | 2024 | | 2025 | |
|---|--------------------|---------------------|--------------------|--------|--------|---------|---------|
| | | | | | | | |
| SLA-PMO | 87 417 | European Commission | Amount CA/PA (EUR) | 87 417 | 87 417 | 87 165 | 87 165 |
| | | | Number of CA | | | | |
| | | | Number of SNEs | | | | |
| SLA-DIGIT (hosting, procurement, e-PRIOR, Rachel, etc.) | 36 788 | European Commission | Amount CA/PA (EUR) | 36 788 | 36 788 | 50 175 | 50 175 |
| | | | Number of CA | | | | |
| | | | Number of SNEs | | | | |
| SLA-DG BUDG (ABAC) | 55 000 | European Commission | Amount CA/PA (EUR) | 55 000 | 55 000 | 274 000 | 274 000 |
| | | | Number of CA | | | | |
| | | | Number of SNEs | | | | |
| SLA-Training | 10 190 | European Commission | Amount CA/PA (EUR) | 10 190 | 10 190 | 10 000 | 10 000 |
| | | | Number of CA | | | | |
| | | | Number of SNEs | | | | |
| Joint centre rent – SLA EMCDDA-EMSA agreement | 9 000 000 | EMSA | 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) | 4 696 | 4 696 | 6 820 | 6 820 |
| | | | Number of CA | | | | |
| | | | Number of SNEs | | | | |
| EMCDDA-EMSA cooperation agreement on ICT | 26 009 | EMSA | Amount CA/PA (EUR) | 26 009 | 26 009 | 26 009 | 26 009 |
| | | | Number of CA | | | | |



| | | | Number of SNEs | | | | |
|-----------------------------|--------|------------------------|-----------------------|---------|---------|---------|---------|
| 2020 SLA CERT– EU/EMCDDA | 35 960 | European Commission | Amount CA/PA (EUR) | 35 960 | 35 960 | 42 844 | 42 844 |
| | | | Number of CA | | | | |
| | | | Number of SNEs | | | | |
| Total SLAs | | | | 346 060 | 346 060 | 587 013 | 587 013 |
| | | | | | | | |
| | | | | | | | |

NB: CA, commitment appropriations; PA, payment appropriations;

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 Home Affairs. As such, the EUDA has no direct mandate related to the environment. The EUDA recognises that, as a public institution, it needs to actively monitor its environmental performance and implement appropriate measures to reduce its impact on the environment. Following the adoption of the EUDA's environmental policy in 2014 and its revision in 2023, a yearly policy compliance report (a management review) and a report on the progress of environmental measures (the 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 in place, the environmental policy was updated in 2023 to reflect the agency's EMAS registration (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 ISO 14001 frameworks.*

More specifically, the EUDA is committed to:

- *minimise carbon dioxide emissions;*
- *promote the efficient use of energy and minimise electricity consumption;*
- *apply environmental criteria in its public procurement procedures;*
- *minimise 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 EUDA 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 EMAS.

Since 2014, the environmental policy has framed the Agency's intention 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 Agency's environmental performance in 2015. The main service providers – the infrastructure and logistics 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 EUDA's environmental performance is reported within the annual work plan review process through KPIs and in 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 EUDA's annual environmental statement is produced by the infrastructure and logistics sector. It covers the following indicators, which are usually key points for public

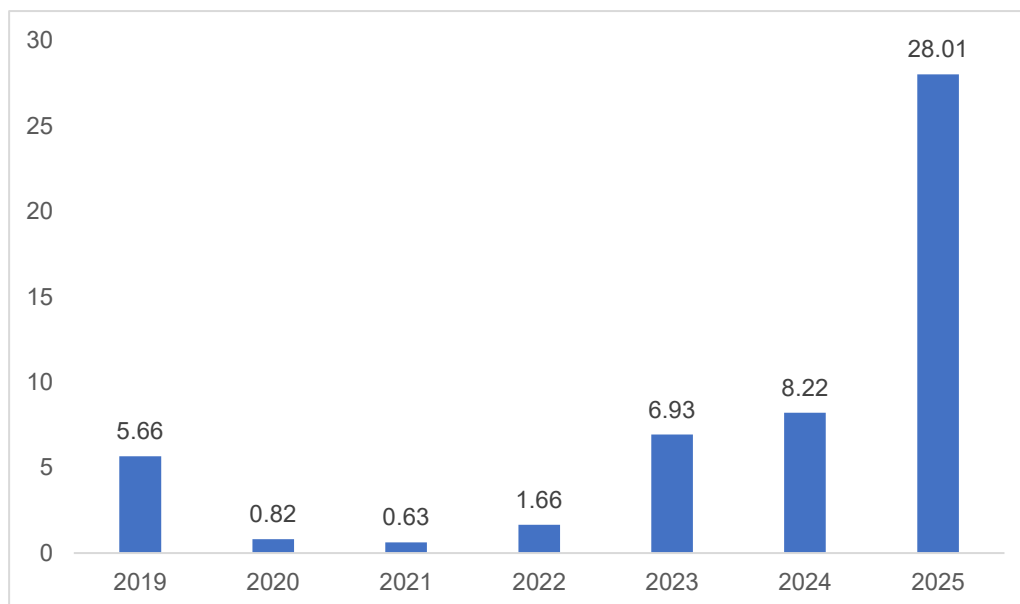


administrations working mostly in an office environment and are based on the UN Framework Convention on Climate Change standard for the calculation of an organisation’s CO₂ footprint:

- 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 EMAS reporting requirements, 2019 is considered the baseline to better compare pre-COVID-19 data with the following years during and after the pandemic (see Figure 6).

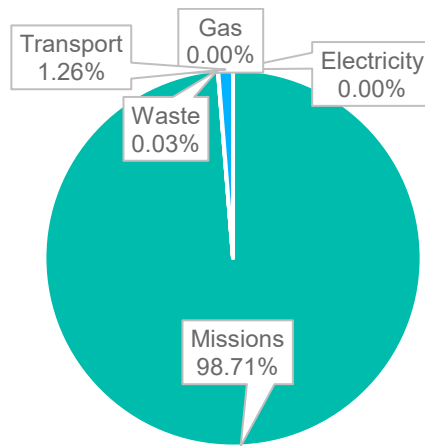
Figure 6. Tonnes of CO₂ per person from 2019 to 2025 before carbon offset



The results for 2025 reflect the full rebound of operations after the COVID-19-related slowdown. The main contributor to the CO₂ footprint was mission-related travel, representing 98.71 % of the 2025 figures before carbon offset (see Figure 7).



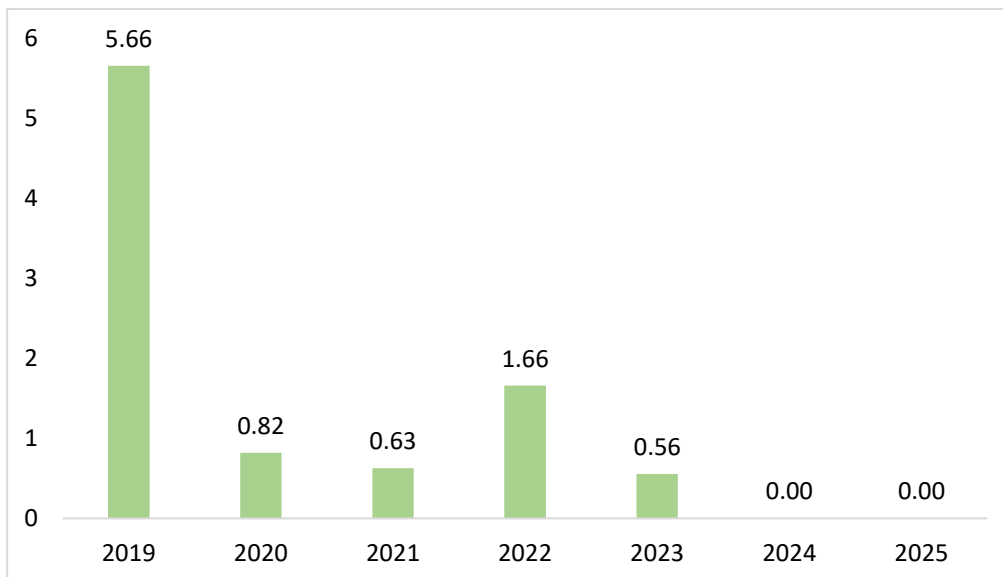
Figure 7. CO₂ distribution by category for 2025 before carbon offset



The weighting of the factors clearly shows that most of the Agency’s carbon footprint before offsetting came from missions (98.71 %), while the proportions from transport (1.3 %) and waste (0.03 %) remained very low. The ‘green’ electricity used in 2025 and the solar power generated on the roof of the main building reduced the Agency’s footprint but were not able to compensate for the significant increase in mission-related CO₂, resulting in a higher carbon footprint in 2025 than in 2019. Solar power cells produced 3.37 MWh, equivalent to an offset of 3.030 tonnes of CO₂, in 2025. The EUDA ended its natural gas consumption at the end of 2024.

Due to the implementation of voluntary carbon offsetting in 2025 and the carbon offsetting of the photovoltaic solar panels, which produced electricity that counted towards official transport, the EUDA became carbon neutral for the second time (see Figure 8).

Figure 8. Tonnes of CO₂ per person from 2019 to 2025 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 2025 compared with 5.66 tonnes in 2019.



Environmental 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.

1. Install solar electric power cells on the roof of the EUDA no later than 2021.
2. Promote the use of private electric cars and bicycles by installing charging points in the garage in 2021.
3. Take the necessary measures to change the current fuel-based official cars of the EUDA to hybrid or electric cars in 2022.
4. Take the necessary measures to engage a travel agency for missions and events that provides a carbon-offsetting programme in 2022.
5. Implement the EMAS framework and obtain certification by the end of 2023.
6. Offset mission-related carbon emissions by 2023.
7. Take the necessary measures to reduce and finally offset official and private transport-related carbon emissions in 2024.
8. 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 among staff.

The Working Group on Environment recommended for 2025 the installation of electric car-charging stations to promote the purchase of private electric cars. 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 prevented any such implementation, due to a 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 all relevant documents were given to the Portuguese Environmental Authority in December 2025. Based on the documentation provided, the Portuguese Environmental Authority issued the registration certificate in February 2026.

The travel agency contract includes a carbon-offsetting scheme for generated emissions. The contract started in January 2023.

The EUDA replaced its combustion engine vehicle fleet with one hybrid car and one electric car in 2023.



Annex VIII. EUDA accounts: 2025 financial year

This annex is available online ⁽¹⁴⁾.

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



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