

EUDA Single programming document 2026-2028





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LIST OF ABBREVIATIONS

AD	administrator
AFS	anti-fraud strategy
AI	artificial intelligence
AST	assistant
CA	contract agent
Cannapol	cannabis policy support toolkit
CEOS	Conditions of Employment of Other Servants of the European Union
CEPOL	European Union Agency for Law Enforcement Training
COPOLAD	Cooperation Programme between Latin America, the Caribbean and the European Union on Drugs Policies
ECDC	European Centre for Disease Prevention and Control
ECHA	European Chemicals Agency
EDAS	European Drug Alert System
EEA	European Economic Area
EFSA	European Food Safety Authority
EFTA	European Free Trade Association
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
ESPAD	European School Survey Project on Alcohol and Other Drugs
ETAS	EUDA Threat Assessment System
EU4MDII	EU4Monitoring drugs II project
EU-COMP	Inventory and Library of European Curricula for Competence Development
EUDA	European Union Drugs Agency
EUPC	European Prevention Curriculum
EU-QUALITY	Inventory of European Quality Standards and Implementation Tools to Support Quality Assurance Systems
Europol	European Union Agency for Law Enforcement Cooperation
EWS	EU Early Warning System on new psychoactive substances
FFR	Framework Financial Regulation
FG	function group
Frontex	European Border and Coast Guard Agency
FTE	full-time equivalent
HR	human resources
ICF	international cooperation framework
IPA	Instrument for Pre-Accession Assistance
IPA 8	Instrument for Pre-Accession Assistance Project 8
JHA	Justice and Home Affairs
JHAAN	Justice and Home Affairs Agencies Network
KPI	key performance indicator
MFF	multiannual financial framework
MILOU	monitoring implementation of drug laws outcomes
NDO	national drug observatory



NFP	national focal point
NPS	new psychoactive substances
NSO	new synthetic opioids
O	official
OAP	operational action plan
OLAF	European Anti-Fraud Office
OSI	open-source information
PLATO	practice training platform
POLDEV	policy development and evaluation
Reitox	European Information Network on Drugs and Drug Addiction
SC	secretary
SNE	seconded national expert
SPD	single programming document
SSC	semi-synthetic cannabinoids
TA	temporary agent
UN	United Nations
UNODC	United Nations Office on Drugs and Crime
VAT	value added tax
WHO	World Health Organization

FOREWORD

Statement by Lorraine Nolan, EUDA Executive Director



EUDA Executive Director, Lorraine Nolan

As the new Executive Director of the EUDA, it is both a great pleasure and an honour to take over the responsibility for the implementation of the Single Programming Document (SPD) for 2026-2028.

I would like to begin by recognising the leadership of my predecessor, Alexis Goosdeel. His dedication to the EUDA and his strategic oversight of the work to prepare for the next planning cycle have provided a strong foundation for this new SPD.

I fully recognise that I am joining the EUDA at a time of significant opportunities for the Agency. However, I am also aware that this period presents its own challenges.

As we move to full implementation of the EUDA's expanded mandate, my priority will be to ensure that our ambitions are translated into tangible, timely and high-quality outcomes for our customers and partners. This means continued strengthening of our focus on service delivery for all of our stakeholders but also supporting our staff through this period of organisational change. I am committed to fostering a culture that values collaboration with the EUDA's core partners at both the

EU and national levels, and maintaining our focus on innovation and learning, informed by foresight and research to anticipate emerging trends and risks. In this way we will ensure that the EUDA's new services are not only well designed, but consistently delivered, evaluated and improved — so that the Agency continues to be a trusted, responsive and impactful partner for the European Union and its Member States.

I want to express my gratitude to the Management Board, the Scientific Committee, the Reitox network of national focal points and all our key stakeholders and partners for their ongoing support. I also wish to thank the team at the EUDA for the warm welcome and their support as I have joined the Agency.

I look forward to the year ahead and to our collective efforts in supporting the health and security of EU citizens and communities.



Statement by Alexis Goosdeel, EUDA Executive Director (2016-2025)

I am proud to introduce the single programming document of the European Union Drugs Agency (EUDA) for the 2026–2028 period. This document presents the activities we plan to undertake and the services we aim to deliver in pursuit of the Agency’s mission to strengthen the EU’s preparedness on drugs.

Anticipating future drug-related challenges is central to this mission. To achieve this, we will work with our European Information Network on Drugs and Drug Addiction (Reitox) – under the new Reitox Alliance adopted in December 2025 – and with other partners to streamline reporting processes and improve data management and analysis. Increasing timeliness and reducing the current two-year data gap for national-level data will be key to strengthening EU preparedness. The launch of the new EUDA Drug Survey in 2026 will improve the baseline data available at the European level, including insights into public attitudes on drug policy issues. In the same year, a new, slimline edition of the European drug report will provide timely situational analysis on emerging threats, together with easy access to digital data and graphics related to key trends and developments. These efforts will be complemented by rolling updates of the *EU Drug Markets Report*, produced jointly with the European Union Agency for Law Enforcement Cooperation, and by geostrategic analyses based on non-EU-country data. In this regard, the findings of the pilot international targeted policy analysis, conducted in 2025 with the Peruvian National Commission for Development and Life without Drugs, will be published in 2026. Focused on improving understanding of cocaine-related environmental impacts, this is the first output of our new EUDA geostrategic service, part of the **anticipate** dimension of our work.

Core to our mission of supporting EU preparedness will be our **alert** systems, which are where many of our new services are concentrated. In this context, the critical EU Early Warning System on new psychoactive substances will now be complemented by the fully operational European Drug Alert System (officially launched at the system’s network meeting in November 2025) and by the EUDA Threat Assessment System. Through these systems, the Agency will continue to focus on monitoring and responding to cross-border threats caused by emerging drugs, such as new and controlled synthetic opioids in Europe and uncontrolled semi-synthetic cannabinoids. The new EUDA Threat Assessment System service has already delivered tangible results. In 2025, we published the threat assessment report *Assessing the threat posed by the increased availability, use and harms of highly potent synthetic opioids in the Baltic region*, following a pilot threat assessment initiated in 2024 to provide timely EUDA recommendations and respond to rising fatalities in the Baltic region.

Our work towards helping the EU **respond** to drug-related threats also includes supporting drug professionals to design and deliver effective interventions, particularly in the critically important areas of harm reduction and drug-related treatment. Among other initiatives, our European responses guide will feature podcasts with practitioners sharing their experiences about overcoming barriers to implementing evidence-based interventions.

Closely linked to **respond** is the **learn** dimension of our mission, one of the most innovative and dynamic areas of our work. This fourth pillar of our new delivery model encompasses services such as capacity building, best practice, policy design and evaluation.



To make learning more accessible to frontline workers in the drugs field, many of our training activities are now delivered through the EUDA's online training platform, our key tool for disseminating and implementing the European Prevention Curriculum. The curriculum's training materials will be updated in 2026 with content from the EU-funded project Frontline Politeia, following a cooperation agreement signed by the EUDA in 2024. The accredited residential training on drug markets and crime (strategic analysis), a joint training of the European Union Agency for Law Enforcement Training and EUDA, has become one of our most successful initiatives under the **learn** pillar and we will continue to invest in this important area.

The design and evaluation of drug strategies and policies at the EU and national levels – also part of the **learn** dimension – will be enhanced through two new initiatives: the EUDA's policy development and evaluation support package, which will be rolled out in 2026, and the European cannabis policy support toolkit, which will be rolled out over the 2026–2028 period.

The EUDA system to support the European Commission in monitoring developments related to the diversion and trafficking of drug precursors and to contribute to the implementation of EU law regulations on drug precursors – which is another new service developed by the EUDA under its new regulation – will also be fully implemented in 2026.

During 2026–2028 we will also be responsible for supporting, upon request, the future EU drugs strategy, which will be developed by the Commission in collaboration with the Member States, in line with ProtectEU: a European internal security strategy, which was launched by the Commission in 2025.

Successful delivery of our integrated EUDA services will depend on our effective collaboration with networks and partners. In particular, we are committed to strengthening our support for the Reitox network of national focal points, the backbone of the European drug monitoring system. The new Reitox Alliance, adopted in December 2025 (replacing the current operating framework for the Reitox system dating back to 2003), will align our long-lasting and productive collaboration with the needs of the new EUDA mandate. Our expanded mandate also includes the establishment of the Network on Forensic and Toxicological Laboratories. Fully operational in 2026–2028, this new network will underpin the Agency's work with real-time, evidence-based and analytically verified information.

Paramount to fulfilling our new mission of contributing to EU preparedness on drugs will be our collaboration with other EU bodies – the Commission (especially the Directorate-General for Migration and Home Affairs), the Council of the European Union and the European Parliament, which are our primary customers as an EU Agency – and with other EU partners who support and enhance our work. Significant for 2026 will be the EUDA's chair of the Justice and Home Affairs Agencies' Network, under the overarching theme 'One Safety – building preparedness and resilient communities', which promotes an integrated approach to security, bringing together public health, law enforcement, innovation and societal resilience.

We will also continue our cooperation with non-EU partners under the new International Cooperation Framework adopted in 2025. In 2026 we will finalise the Instrument for Pre-Accession Assistance Project 8 with candidate countries and potential candidate countries in the Western Balkans, continue the EU4Monitoring drugs II project with neighbouring countries and launch the new bilateral technical cooperation project with Peru (EUDA4Peru), supporting the implementation of the working arrangement between the EUDA and the Peruvian National Commission for Development and Life without Drugs.



Our service delivery and communication with partners will be enabled by the new EUDA 2025–2028 communication strategy: a customer-first approach, adopted in June 2025, which underpins the Agency’s core vision of being ‘Your European Union Drugs Agency’.

Finally, our ability to deliver high-quality services will depend on the efficiency and innovation of our internal processes. During 2026–2028, the organisational growth that began in 2024 with the transformation of the European Monitoring Centre for Drugs and Drug Addiction into the EUDA will be brought to completion. To successfully achieve this, we will continue implementing our organisational development plan throughout 2026–2027, following the roadmap established in 2025. Closely linked with the plan will be the Agency’s staff development plan, along with the ambitious multiannual EUDA digital transformation programme, which also started in 2025. By the end of this new programming period, these initiatives will have transformed the EUDA into a more agile, adaptable, customer-centric and impactful organisation – a future-proof EUDA.

Guiding this evolution will be the new EUDA strategy, to be developed by the Agency in 2026 under the leadership of Dr Lorraine Nolan, who will succeed me as the Executive Director of the EUDA on 1 January 2026.

Leaving the Agency at the end of this year, after 26 years of service, is an emotional moment for me. Yet I take comfort in knowing that the EUDA will be in the excellent hands of Dr Nolan.

At this point, I would like to express my gratitude to our Management Board for their unwavering support of the Agency, and to me personally.

My special thanks also go to our Scientific Committee, the guardian of the excellence of our work.

I would also like to convey my total appreciation to the Reitox national focal points and their spokespersons, who have not only been our main partners throughout 30 years of EU drug monitoring, but also the Agency’s trusted allies and friends.

My final and warmest words of gratitude go to my staff – the exceptionally talented and dedicated people who form the EUDA, and whom I have had the honour and the privilege to lead over the past 10 years. By acting today, anticipating tomorrow, they will be the ones who carry forward the EUDA’s vital mission to strengthen EU preparedness on drugs in the years to come.



MISSION STATEMENT

Independent, science-based information is a vital resource to help Europe understand the nature of its drug problems and better respond to it. On the basis of this premise, and in the face of an escalating drug phenomenon, the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) was established in 1993. On 2 July 2024, further to entering into the application of Regulation (EU) 2023/1322 on the European Union Drugs Agency (the EUDA Regulation) ⁽¹⁾ (which repealed the EMCDDA's founding Regulation ⁽²⁾), the EMCDDA became the European Union Drugs Agency (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 and will be retained under the EUDA Regulation, the mandate of the Agency has now been expanded and strengthened. With a more proactive remit that has been adapted to the current reality, the EUDA will be better equipped to support the EU and its Member States in addressing emerging issues in the drug field.

The general tasks of the EUDA will be to:

- a) provide the EU and EU 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

⁽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 (the EUDA Regulation) (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>).



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 will implement specific tasks which cover three key areas: monitoring tasks, leading to better-informed policies; preparedness tasks, leading to better-informed actions; and competence development tasks, leading to stronger EU and Member State responses to the drug phenomenon.

Vision

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⁾, will now steer the work of the Agency until a new EUDA strategy is developed by the Agency in 2026 and adopted by the Management Board.

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

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

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

- the EU institutions and bodies, in particular the European Parliament, the Council of the European Union, the European Commission and the 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, and international organisations and non-EU countries and/or regions.

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



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 (ICF).

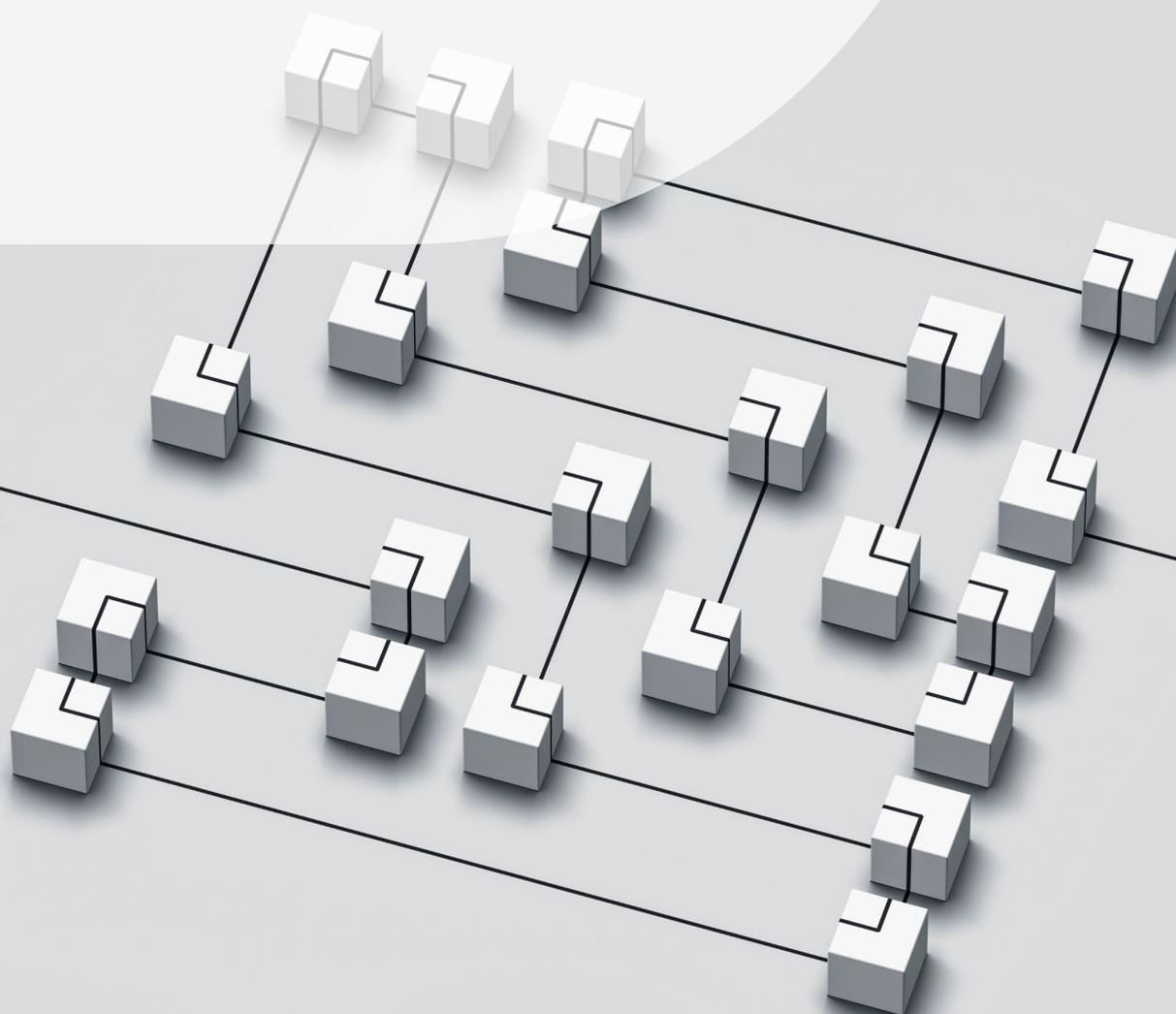
Values

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.

SECTION I

General Context





SECTION I – GENERAL CONTEXT

Responding to EU needs in 2026-2028

Introduction

This single programming document (SPD) covers the period from 2026 to 2028. It is presented in line with the guidelines for the SPD and the consolidated annual activity report of decentralised agencies, which were adopted by the Commission on 20 April 2020 ⁽⁴⁾.

Substantive work is structured around the areas defined in the new EUDA SPD delivery framework (presented in Section II 'Introduction – strategic approach'). The framework aims to reflect the work priorities which are embedded in the EUDA Regulation and ultimately support the Agency's contribution to the EU's preparedness on drugs, via increased customer focus, operational efficiency and internal cooperation and coordination. Within the new model, the work will be organised around three thematic areas: substance use and harms, best practice and responses; the EU Early Warning System on new psychoactive substances (EWS), laboratories network, drug alerts and threat assessments; and policy and society, crime, markets and precursors; with transversal contribution from three cross-cutting areas: partnership and international cooperation; communication and stakeholder engagement; and research, innovation and foresight. Strategic direction, performance management and control will be provided by the corporate governance area. The framework is completed by administration and IT support services that will be essential for successful delivery.

The concrete priorities of work are defined in the 2026 annual work programme, which is presented in Section III of the document.

It is worth noting that this SPD was established and developed during the preparation but before the publication of key strategic documents on drugs that will necessarily influence the future work of the Agency, in particular the EU drugs strategy that will commence in 2026 and the EU action plan on drug trafficking, along with the revision of the legal framework on precursors, that were announced in the new EU internal security strategy, ProtectEU ⁽⁵⁾. Therefore, work planned in this SPD may need to be adjusted to reflect the final, published EU strategic documents.

⁽⁴⁾ Annex 1 to the communication from the Commission on the strengthening of the governance of EU bodies under Article 70 of the Financial Regulation 2018/1046 and on the guidelines for the single programming document and the consolidated annual activity report, COM(2020) 2297 final of 20 April 2020, [https://ec.europa.eu/transparency/documents-register/detail?ref=C\(2020\)2297&lang=en](https://ec.europa.eu/transparency/documents-register/detail?ref=C(2020)2297&lang=en).

⁽⁵⁾ Communication from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on ProtectEU: a European internal security strategy, COM(2025) 148 final of 1 April 2025, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:52025DC0148>.



The role of the EUDA

The enhanced mandate gives a stronger role to the Agency, which is called to 'react effectively to new challenges, provide better support to Member States, and play a stronger international role'.

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

Building on successful foundations

Following on the process initiated in 2024–2025, in the new programming period the EUDA will be engaged in developing, in close cooperation with its stakeholders, a range of new competences, services and products. At the same time, it will be necessary for the Agency to continue providing the high-quality services and competences on which its strong reputation rests. Both practically and methodologically, this is a challenging task that has to be accomplished within tight deadlines. It will be necessary, for example, for the Agency to develop new systems, such as a network of forensic and toxicological laboratories, while at the same time maintaining essential systems and services, such as its EWS and its ongoing monitoring of the drug situation, which are so highly valued by our customers.

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

A critical prerequisite to meet the objectives of the new mandate will be for the EUDA to engage with a greater number of information providers and more complex datasets. At the same time, the customer base for the Agency's work will grow. We also recognise that many who contribute to the knowledge that we generate are also users of the information and analysis that we provide. Our digital-first approach for products and services will enable the EUDA to better exploit its position as the central repository for drug knowledge within the EU, while at the same time serving a more diverse customer group. The creation of digital expert systems and platforms will be a key tool for the achievement of these aims. This undertaking will enable the Agency to provide an integrated new ecosystem that is built around expert systems and platforms set up to meet the specific needs of data providers, communities of practice and the wider group of knowledge customers that the Agency will now serve. The work related to the development of the research platform, in line with Article 21 of the EUDA Regulation, will also be undertaken.

The effort will also include developing a new collaboration platform with the needs of civil society, affected communities and people with lived and living experience in mind. The approach will allow the EUDA to get up to speed in delivering the wide range of activities envisaged by the EUDA Regulation. Our ongoing investment in the tools and processes needed to make our products digital-first will also ensure that the Agency is well placed to



implement new tasks. Building on this approach will increase our future capacity to provide greater multilingual content, more rapid access to data, more open data and user operability, and a better customer experience. It will also facilitate automated data exchanges both within the EU and, where appropriate, with international bodies and third parties.

Many of our successful existing projects have provided a good testing ground to inform the development of new areas set out in detail in the EUDA Regulation. For example, the current EWS provides a proof-of-concept model for signal management and risk communication that is directly applicable to some of the developmental needs required for the European Drug Alert System (EDAS), while the manual-based Trendspotter rapid assessment methodology has provided a multi-method approach to undertake assessments that supports the development of a new threat assessment system that can respond to both direct and indirect health and security-related threats. In addition, the EUDA has pioneered the collection of data using leading-edge indicators that can provide a more rapid, detailed understanding of drug trends and any associated harms to health and security. We have been an early adopter and supporter of wastewater analysis, which has now gained widespread acceptance as an epidemiological tool in disease surveillance. Also, the Agency has developed methods to collect information from syringe residues and online surveys and to gather data from frontline services, such as emergency rooms, drug testing services and low threshold services such as supervised consumption facilities. These activities form a solid foundation for the development of rapid data collection, analysis and reporting required under the new mandate.

Enhancing the value of existing and new partnerships

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

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

It is envisaged that the Agency will work more closely with civil-society organisations – non-profit entities active in EUDA's areas, registered in the EU Transparency Register and including people with living and lived experience – and develop products and services with the needs of these people in mind. The Agency has a strong track record of successfully engaging with external partners and establishing strong and effective partnerships. To work effectively in this area requires good communication, transparency, clear and reasonable processes and a recognition that value must be multidirectional. This is why so much emphasis is placed on ensuring that communication, partnership building and co-production play a central role in the work of the Agency during the period.



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

The Agency exists to provide value by informing better policies and actions in the drug field. Increasing EU anticipation and preparedness to respond to new drug-related threats is a critical theme running throughout the new mandate and it is a priority for the Agency. A principle for developing all new analysis and reporting activities is to ensure that they are made available in a form that has clear benefits for our customers and practical utility in informing policies or actions. The EUDA Regulation also gives the EUDA greater responsibilities in supporting the delivery of health and social responses and sets out new tasks that include supporting policy and service evaluations and playing a greater role in the identification, development and dissemination of evidence-based practice. It also increases the Agency's responsibilities in the areas of training and capacity building, providing new opportunities to deliver services to countries expressing a need. A guiding principle for implementation is that all activities will be reviewed to ensure they provide accessible information or services that meet the needs of our customers.

An important part of building institutional resilience and preparedness for change will be addressed through the continued use of foresight methods and tools, such as horizon scanning and scenario building. The work will aim to increase organisational awareness of changes observed in the wider environment and consider their potential impact on the future of the drug and addiction fields and the implications for the Agency's core tasks of drug monitoring, analysis and policy support. The foresight projects will aim to complement and support the core activities and to inform the longer-term planning and development of the research and innovation agendas.

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

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

Developments that will shape our work

Ensuring Europe's preparedness for evolving drug problems

The European drug market is evolving rapidly as both suppliers and consumers are finding ways to adapt to geopolitical instability, globalisation and technological advances. This appears to be resulting in the availability of a more diverse range of substances, often of high



potency and purity, which are posing new risks to public health. At the same time, global events threaten to push Europe's response capacities to the limit, as the complexity and scale of the problem continue to grow. Analysis of supply-related indicators for illicit drugs in the EU suggests that drug flows appear to be resilient to many market changes, with availability remaining high across all substance types.

The EUDA is committed to increasing Europe's preparedness on illicit drugs and new psychoactive substances (NPS), supporting the EU and its Member States through a new, interconnected service model. The European drug report supports this work by highlighting the latest trends and emerging threats for policymakers and practitioners in the drug field, in order to inform their efforts and support the development of evidence-based and timely responses to new and changing drug problems.

Our latest analysis – the *European Drug Report 2025: Trends and developments* ⁽⁶⁾ – shows cannabis remains the most commonly consumed illicit drug in Europe, with surveys suggesting around 8.4 % or 24 million European adults (aged 15–64) have used cannabis in the last year. An estimated 4.5 million adults consumed cocaine, 3.1 million consumed MDMA (3,4-Methylenedioxymethamphetamine) and 2.3 million consumed amphetamines. It is estimated that 0.3 % of the EU adult population, or around 860 000 people, used opioids in 2023. Opioids, often in combination with other substances, were found in 7 out of 10 cases of fatal overdoses reported in the EU for which toxicological information is available.

The 2025 report also notes that half a million Europeans are estimated to have injected an illicit drug in the last year. This underlines the scale of the ongoing challenges in this area and the fact that reducing the harm associated with injecting drug use remains an important public health priority. People who inject drugs are at greater risk of becoming infected with blood-borne viruses, including HIV (human immunodeficiency virus) and hepatitis B and C viruses, or dying from a drug overdose. Historically, heroin has been the main drug associated with injecting in Europe, but this has been changing. Increasingly today, other drugs, including cocaine, amphetamines, synthetic cathinones, opioid agonist medications and various NPS are also injected, either alone or in combination. This is why growing interest in less explored areas of intervention, such as treatment options for people with psychostimulant use disorders or those experimenting with ketamine and synthetic opioids, will be addressed through coordinated and whole-of-society approaches.

While a greater diversity of people now seek help for drug problems, the long-term nature of opioid agonist treatment means that those receiving it still account for a significant share of the resources invested in drug treatment services in many Member States. Despite this, access to opioid agonist treatment varies across the EU and in some Member States it is inadequate. An estimated 1.7 million people received treatment for problems related to the use of illicit drugs in the EU in 2023. Opioid use was reported as the main reason for entering specialised drug treatment with 72 000 cases in 2023, representing 23 % of all those entering drug treatment in Europe. Overall, an estimated half a million (511 000) high-risk

⁽⁶⁾ EUDA, *European Drug Report 2025: Trends and developments*, Publications Office of the European Union, Luxembourg, 2025, https://www.euda.europa.eu/publications/european-drug-report/2025_en.



opioid users in the EU received some form of opioid agonist treatment in 2023, which remains the main pharmacological treatment approach for people with opioid dependence and may be combined with psychosocial interventions. Harm reduction approaches are now seen as fundamental to reducing HIV transmission among people who inject drugs, particularly the provision of sterile injecting equipment, including in prisons and through pharmacies. Nonetheless, needle and syringe coverage and access remain a challenge, with only 7 of the 25 Member States with available data reaching the World Health Organization (WHO) service provision target in 2023; only five of these Member States also report data on access to opioid agonist treatment.

New psychoactive substances: a growing public health concern

Since 2 July 2024, the EWS and the related risk assessment procedure operate under Articles 8 to 11 of the EUDA Regulation. These articles relate to the exchange of information on and the EWS for NPS, including the initial report on and risk assessment of NPS.

NPS remain a public health challenge in Europe. Not covered by international drug controls, they encompass a broad range of synthetic substances, including cannabinoids, cathinones, opioids and benzodiazepines. The EUDA has been monitoring more than 1 000 NPS that appeared on Europe's drug market since monitoring began in 1997. Despite a decrease in the number of substances newly introduced to the European market each year, approximately 400 previously reported NPS have been identified annually since 2015. This suggests that many substances remain in circulation, which increases the risk of them being sold either deliberately or accidentally as other drugs. In addition, the market in NPS has developed strong links with the market in established illicit drugs, with NPS commonly being used to adulterate established drugs, usually without the knowledge of consumers. Overall, these factors have created a resilient and highly dynamic NPS market. Monitoring and responding to public health, security and social threats caused by NPS requires effective EWSs underpinned by a strong laboratory capability. The information from EWSs is key to strengthening situational awareness, undertaking preparedness planning and informing the need for response measures, which may include issuing targeted public-health alerts on NPS, conducting risk assessments and restricting availability.

New regulatory challenges and concerns have emerged about the potential for interaction between the commercialisation of cannabis derivatives and the recreational drug market. In 2022, semi-synthetic cannabinoids (SSC), not controlled under international drug laws, started to appear on the European drug market for the first time. These substances can be synthesised from CBD (cannabidiol) as a precursor, which in turn is extracted from low-THC (tetrahydrocannabinol) cannabis. After HHC (hexahydrocannabinol) was identified in May 2022 until July 2025, 25 additional SSC have been identified in the EU market through the EWS. These substances may be used by existing cannabis users and new consumers attracted to its effects and legal status, including young and other inexperienced people. In some cases, ease of access (e.g. through CBD and vape shops) may promote use.

Furthermore, the current opioid epidemic in the United States and Canada is largely driven by the use of synthetic opioids. While synthetic opioids currently account for a relatively small share of the drug market in Europe, they are a growing concern, with their use linked to poisonings and deaths. Only very small volumes are needed to produce many thousands of street doses. Moreover, the substances are easy to conceal and transport, creating a challenge for law enforcement and customs. Although they play only a small role in Europe's



drug market, new opioids do pose a serious threat to individual and public health. These substances can be particularly potent, with minute quantities capable of causing life-threatening poisoning from respiratory depression. Concerningly, the available information on seizures, toxicological findings and other sources reported by the Baltic countries to the EWS suggests an increase in availability and harms (including drug-induced deaths) over the course of 2023, particularly related to benzimidazole (nitazene) opioids and the fentanyl derivative carfentanil. In addition, in 2023, outbreaks of poisonings, including deaths, caused by nitazene opioids were reported in Ireland and France. Clearly, there is a need to strengthen preparedness and responses in Europe in this area and to continue engaging proactively in joint activities with other EU agencies (such as the newly re-established European Medicines Agency (EMA) opioid monitoring and crisis prevention task force) and other partners (such as the Global Coalition to Address Synthetic Drug Threats). A call to action from the EUDA titled 'New synthetic opioids: European preparedness and response' ⁽⁷⁾ was delivered by the EUDA's Executive Director, Alexis Goosdeel, at a meeting of the Parliament's Committee on Civil Liberties, Justice and Home Affairs on 30 September 2024.

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

Innovations in drug production are occurring in parallel with increasing sophistication in drug markets. Indeed, drug markets now represent one of the key threats to EU security. Use of the internet creates particular concern in this regard. As shown in the third EMCDDA–European Union Agency for Law Enforcement Cooperation (Europol) strategic analysis, the *EU Drug Markets Report 2019* ⁽⁸⁾, the drug market is becoming ever more globally interconnected and digitally enabled, with consumers increasingly able to access drugs through the surface web, darknet and social media applications. This is confirmed in the analyses of drug markets presented between 2022 and 2025 in the new modular approach for the *EU Drug Markets Analysis 2024: Key insights for policy and practice* ⁽⁹⁾. In addition, innovations noted during the COVID-19 pandemic included the use of home delivery, less reliance on cash as a form of payment, less face-to-face dealing and the potential for more individual drug transactions to take place online – on the darknet, on social media or using encrypted communications apps.

Impact of war and geopolitical instability

Since the Russian invasion of Ukraine on 24 February 2022, neighbouring Member States have continued to provide health and social services to those who have fled Ukraine and now reside in the EU. As of June 2024, around 6 million refugees from Ukraine were

⁽⁷⁾ EUDA, 'Call to action from the European Union Drugs Agency – New synthetic opioids: European preparedness and response' EUDA, 30 September 2024, <https://data.europa.eu/doi/10.2810/561192>.

⁽⁸⁾ EMCDDA and Europol, *EU Drug Markets Report 2019*, Publications Office of the European Union, Luxembourg, 2019, http://www.emcdda.europa.eu/publications/joint-publications/eu-drug-markets-report-2019_en.

⁽⁹⁾ EUDA and Europol, *EU Drug Markets Analysis 2024: Key insights for policy and practice*, Publications Office of the European Union, Luxembourg, 2024, <https://data.europa.eu/doi/10.2810/137611>.



recorded in Europe. Of those who have fled the country, approximately 90 % are women, children and elderly citizens. Millions more are internally displaced within Ukraine.

In the wake of a rapid assessment ⁽¹⁰⁾ to explore how Member States were responding to the needs of displaced persons who use drugs in 2022, the Agency has made technical guidance and reports available in Ukrainian to support service provision in the country, along with resources and links to other sources of support through the [‘EMCDDA 4 Ukraine Health Preparedness Hub’](#).

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

In addition, responding adequately and ensuring continuity of care are made more challenging by the pre-existing low availability of opioid agonist therapy and harm reduction services in many of the countries bordering Ukraine. In these countries, already stretched services have had to respond to increased needs.

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

The resurgence of the Israeli–Palestinian conflict since October 2023 risks further destabilising the Middle East region. It is difficult to predict the conflict’s short-term and long-term impacts on the drug markets in the region and the closest neighbours in the EU, as the conflict is still unfolding, though some positive political developments have recently emerged. In addition, the fall of the Assad regime in Syria in December 2024 may also have consequences for EU drug markets, as the lucrative manufacture of captagon tablets for export to the Middle East that was reportedly propping up the regime may be partially or totally displaced to neighbouring countries or even the EU. The EUDA is monitoring the

⁽¹⁰⁾ EMCDDA, *Responsiveness and preparedness in addressing drug-related needs of displaced Ukrainians in EU countries bordering Ukraine*, Publications Office of the European Union, Luxembourg, 2022, <https://doi.org/10.2810/847636>.



situation to adapt to potential impacts on the drug market and trafficking routes, in particular towards the EU.

International developments influencing the EU drug situation and responses

As the examples above show, the drug problem facing Europe is increasingly influenced by international developments, which makes it critical to understand the global context in order to inform any strategic analysis of the EU drug situation. In addition, reports such as *Drug-related health and security threats in the Western Balkans – Regional report* ⁽¹¹⁾ and *Overview of drug markets in the European Neighbourhood Policy-East and Policy-South countries – Regional report 2022* ⁽¹²⁾ emphasise that drug markets in non-EU countries have a significant impact on EU security.

In addition, and in the current international context, both international organisations and civil-society organisations working in the field of drugs are encountering growing political and financial challenges. Geopolitical tensions, shifting policy priorities and constrained funding environments are placing additional pressure on their ability to operate effectively, advocate for evidence-based approaches and sustain long-term initiatives. These challenges risk undermining progress made in drug policy, public health and human rights, highlighting the urgent need for renewed support and strategic collaboration.

Therefore, it will become increasingly important to identify any trends and developments occurring in neighbouring countries or internationally that could have an impact on the European situation. Monitoring the situation in and around Afghanistan, the main source of heroin for the EU drug market, is becoming increasingly important. In line with the provisions of the EUDA Regulation, in 2025 the Agency adopted a new ICF for relations with non-EU countries and/or regions and with international organisations. The new framework will set the direction for the Agency's efforts to support European preparedness through output-oriented actions with international partners and non-EU countries and/or regions in the period after 2024. The framework will be regularly reviewed and updated, taking into account the relevant policy documents of the EU and developments of the drug phenomenon. The ICF will be operationalised with clear and concrete priorities and targets, informed by initiatives such as the Global Illicit Flows Programme, the Europe–Latin America Programme of Assistance against Transnational Organised Crime 2.0 and the Central Asia Drug Action Programme.

During 2026–2028 the EUDA will also continue and complete the implementation of the technical cooperation projects with the EU's top priority non-EU countries, namely under the Instrument for Pre-Accession Assistance Project 8 (IPA 8) and EU4Monitoring drugs II project (EU4MDII), and negotiate follow-up projects, as relevant and as feasible.

⁽¹¹⁾ EMCDDA, *Drug-related health and security threats in the Western Balkans – Regional report*, Publications Office of the European Union, Luxembourg, 2022, <https://data.europa.eu/doi/10.2810/778614>.

⁽¹²⁾ EMCDDA, *Overview of drug markets in the European Neighbourhood Policy-South countries – Regional report 2022*, Publications Office of the European Union, Luxembourg, 2022, <https://data.europa.eu/doi/10.2810/765393>.



Assessing the impact of cannabis policy changes remains key

Around 1.5 % of adults in the EU (4.3 million people) are estimated to be daily or almost daily cannabis consumers, and these people are most likely to experience problems from using cannabis. The potency of seized cannabis resin remains very high by historical standards, with the average sample now containing 23 % THC, while the average potency of herb remains at 11 % THC. Some products sold on the illicit market as cannabis may be adulterated with potent synthetic cannabinoids, while a number of SSC, such as HHC, have also appeared recently on the commercial markets in some European countries.

The European policy approach to cannabis is also becoming more diverse, as some Member States are considering changing or changing their policy approach to recreational cannabis use by adults, creating legal access to cannabis resin and herb products. In December 2021, Malta legislated for limited home growing, possession of small amounts and private use of cannabis, alongside non-profit communal growing clubs. In July 2023, Luxembourg legislated to permit limited home growing and private use of cannabis, and in February 2024, Germany legislated to allow limited home growing, possession and use of cannabis in small amounts, and non-profit cannabis growing clubs.

The Netherlands is also reviewing its approach, but the cultivation, sale and possession of cannabis remain criminal offences. However, the sale of small quantities of cannabis, up to five grams, to people over the age of 18 in 'coffeeshops' that meet certain criteria, has been tolerated for decades. As cannabis is still supplied from the illicit market, criminal groups benefit from this trade. To address this, the Netherlands is experimenting with a closed cannabis supply chain in 10 municipalities, with cannabis produced in regulated premises available for sale in cannabis coffeeshops.

It is unclear what direction future European policies will take. What is clear, however, is that policy development in this area should be accompanied by an assessment of the impact of any changes introduced. This sort of evaluation requires good baseline data, underlining the need to improve our monitoring of current patterns of use of Europe's most commonly consumed illicit drug.

The EU drug monitoring system must continuously evolve

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

Maintaining, consolidating and further developing the quality and comparability of the data and information collected through the Reitox NFPs and other sources of information remains a central priority for our work in 2026–2028. The Reitox Alliance, co-produced with the NFPs and set for adoption in December 2025 by the EUDA Management Board, sets the



framework for the collaboration between the Agency and the NFPs. The new framework reflects the expanded mandate of the Agency and the experience gained from the previous Reitox development framework. In addition, further progress will be pursued in the implementation of the Reitox NFPs assessment ⁽¹³⁾, which formally acknowledges the competence of an NFP and confirms that it meets the minimum criteria to fulfil the tasks of an NFP as set out in the EUDA Regulation. This will be one of the priorities for development in the 2026–2028 period, as the EUDA Regulation envisages that the first assessment of each NFP will be carried out by the Agency by 3 July 2026 and subsequently at regular intervals.

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

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

EU drug policy context

The need for factual, objective, reliable and comparable information reflects a European consensus that, in a sensitive and complex policy area such as drugs, effective actions have to be based on evidence related to the nature of the problem and what has been shown to work, rather than on moral or value judgements. Moreover, cooperation, coordination and common action are facilitated by comparing, contrasting and sharing national experiences.

The EUDA is committed to providing the evidence and information resources necessary to meet these objectives. We are proud that, over the past 30 years, our work has both helped to support the development of a more rational and effective approach to drug problems across the EU and facilitated a more cohesive policy dialogue on such a complex and important issue.

In 2026–2028, the EUDA will continue delivering its important contribution to implementing EU policy objectives and providing ongoing high-quality expertise, products and services to its stakeholders, especially to the Commission, the other EU institutions and the Member States. The EUDA's role will be strengthened by the EUDA Regulation.

⁽¹³⁾ It was agreed with NFPs that the term 'certification' is kept until June 2026 to ensure equity among all NFPs until the first round of certifications/assessment is finalised. The new scheme for the assessment of NFPs (Article 35 of the EUDA Regulation) is already being prepared.



Of particular importance is our responsibility with respect to the EU drug-related strategic documents post-2025. The Commission launched the ProtectEU: a European internal security strategy in 2025, where it announced to work in close cooperation with the Member States to propose a new EU drugs strategy and an EU action plan against drug trafficking. The EUDA is available, if requested, to provide support to the development of a new EU drugs strategy and an action plan and support the Commission with monitoring the implementation of these initiatives, as appropriate.

Furthermore, the EUDA will continue to support the EU presidencies, in collaboration with the Council Secretariat and the Commission as appropriate, by providing continued technical support to the Presidency's agenda. The EUDA will continue to support the EU in its policy dialogues with international bodies, in particular at the UN level, by providing technical support at UN Commission on Narcotic Drugs events.

This service also includes support for the EU in its policy dialogue with non-EU countries and/or regions, which is a matter of interest for internal security issues and one of the key pillars of the EU's action in the field of drug policies. The Agency's engagement with these initiatives will continue to be developed. This will be done, among other things, through the provision of notes/briefings ahead of the dialogues and concrete/tangible contributions to follow-up activities upon the request of the Presidency.

In cooperation with the Commission and the European External Action Service, international bodies, other EU-funded projects, EU agencies, non-EU countries and regions, the Agency will support European efforts to improve reporting at the global level in line with its mandate and available resources. Through increased cooperation with international partners, the EUDA will be able to further develop its geostrategic analysis of the global phenomenon and its possible impact on the EU situation.

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

The Agency continues its close cooperation and partnership with WHO and the ECDC by providing data for policymaking and intervention planning in the prevention of infectious diseases among people who inject drugs. The Agency will help the Commission in its efforts to support implementation of the UN sustainable development goals by monitoring, reporting and reviewing progress towards their achievement in the EU. The EUDA will also support Member States in reporting on their progress towards goals and targets in relation to the health sector response to viral hepatitis in the WHO European Region.

As mentioned in the previous sections, developments outside the EU influence the evolution of the domestic drug problem, so the next programming period will see an increased focus



on international cooperation in drug policy, particularly with countries in South and Central America.

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

In terms of security aspects of drug policy, the EUDA will contribute as required and fulfil the obligations arising from the EU drugs strategy that will commence in 2026 and the EU action plan on drug trafficking and any other policy documents introduced after the 2021–2025 EU drugs strategy and the 2020–2025 EU security union strategy ⁽¹⁴⁾. These strategies recognised the threats posed to the internal security of the EU by the production, trafficking and distribution of drugs. In doing so, they drew on the evidence provided by the EMCDDA–Europol joint analysis on EU drug markets. The EUDA will also contribute to the internal and external dimensions of EU policies related to security and organised crime in the future. In addition, the EUDA will prepare to take a more central role in the implementation of the 2026–2029 European Multidisciplinary Platform Against Criminal Threats (EMPACT) cycle to strengthen the strategic analysis capabilities at the EU level.

The Agency will fulfil the obligations arising from the EU Western Balkans strategy and support the implementation of related flagship initiatives to strengthen the rule of law and reinforce engagement on security and migration. In addition, it will support the implementation of the renewed partnership with the Southern Neighbourhood called 'A new agenda for the Mediterranean' and the Eastern Partnership policy beyond 2020 called 'Reinforcing resilience – an Eastern Partnership that delivers for all' ⁽¹⁵⁾.

At the end of 2023, the Commission proposed an EU roadmap ⁽¹⁶⁾ to fight drug trafficking and organised crime, recognising the scale and consequences of this serious threat and its worldwide reach. The roadmap sets out 17 actions, five of which mention the EMCDDA (now the EUDA) specifically, to be implemented in 2024 and 2025 in four priority areas: to strengthen the resilience of logistics hubs, to dismantle criminal networks, to increase prevention efforts and to strengthen cooperation with international partners. These actions have provided additional guidance that was taken into account when planning the activities in the current SPD. Between 2026 and 2028, the EUDA will build upon these actions and develop specific work to address the action areas.

⁽¹⁴⁾ See European Commission, 'European security union', https://ec.europa.eu/info/strategy/priorities-2019-2024/promoting-our-european-way-life/european-security-union-strategy_en.

⁽¹⁵⁾ Joint communication to the European Parliament, the European Council, the Council, the European Economic and Social Committee and the Committee of the Regions – Eastern Partnership policy beyond 2020, JOIN(2020) 7 final of 18 March 2020, https://ec.europa.eu/neighbourhood-enlargement/system/files/2020-03/joint_communication_on_the_eap_policy_beyond_2020.pdf.

⁽¹⁶⁾ Communication from the Commission to the European Parliament and the Council on the EU roadmap to fight drug trafficking and organised crime, COM(2023) 641 final of 18 October 2023, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=celex:52023DC0641>.



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

At the end of 2025 the Executive Director Alexis Goosdeel ends his second mandate at the Agency's helm, and, further to the selection carried out by the EUDA Management Board in June 2025, Dr Lorraine Nolan (Ireland) will take over her post as the new EUDA Executive Director as of 1 January 2026.

This new programming period will therefore be implemented under new leadership at the highest level of the Agency. It is expected that the new EUDA Executive Director will establish new mid-term strategic priorities for the Agency, which will have an impact on the future activities and implicitly on the implementation of this SPD.

In 2026, the EUDA will lead the Justice and Home Affairs Agencies Network (JHAAN) in accordance with the priorities identified and agreed by the network and taking into account ad hoc developments in the area of security and migration that may require close cooperation between Justice and Home Affairs (JHA) partners. The work will include strengthening the cooperation of the nine JHA agencies through the organisation of technical and thematic meetings, maintaining the existing sub-networks of JHAAN and ensuring dialogue and reporting to EU institutions and other external stakeholders.

Other relevant developments

As noted earlier, Russia's invasion of Ukraine has resulted in significant consequences – humanitarian, socioeconomic and political – in Europe and elsewhere. While the evolution of the conflict provoked by Russia remained uncertain at the time of preparing this SPD, the war will likely continue to impact the economy of the EU and its Member States, increasing pressure on the resources that are available to implement drug policies effectively, as will the situation in the Middle East.

Since establishing the EU Innovation Hub for Internal Security, the EMCDDA/EUDA has been fully involved in developing the concept and the modalities of work for the hub team. The Agency has provided expertise in areas related to innovation and research in the drug field through the regular meetings of the hub team, annual hub events and joint projects. Work in this area will be strengthened in line with the EUDA Regulation, which mandates the Agency to cooperate closely with innovation stakeholders at the EU level, such as the hub. Building on the results of the technology foresight project launched in 2025 under the auspices of the hub, the Agency will continue to study the potential future impact of emerging technologies on drug markets, delivery of healthcare services, and surveillance and monitoring.

Resources

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

Without prejudice to the decisions that will be taken by the relevant EU authorities on the adoption of the relevant annual budgets, the resources available for the 2026–2028 programming period will be established in accordance with the EU's multiannual financial



framework (MFF) for 2021–2027, the new MFF for 2028–2034 and the Commission’s relevant financial programming.

SECTION II

Multiannual programming 2026-2028





SECTION II – MULTIANNUAL PROGRAMMING 2026-2028

Multiannual work programme 2026-2028

Introduction – strategic approach

Acting today, anticipating tomorrow

Illicit drug use and trafficking are global issues, threatening the health and security of EU citizens. Today's drug situation is complex, with potent substances being produced, trafficked and sold on an unprecedented scale.

The EUDA is part of the response to this phenomenon. We ensure that the EU is ready and able to face the challenges posed by the drug situation, today and in the future. Our actions help to make the streets of Europe safer and to protect and save lives.

From our base in Portugal, we assist the EU institutions and Member States in anticipating and responding effectively to drug-related threats. We provide accurate and comparable information, issue alerts and conduct risk assessments on drug-related issues. And we recommend evidence-based actions to address problems efficiently. Our activities raise awareness and empower those working to make a difference.

Our mission is to strengthen EU preparedness on drugs through four key functions: anticipate, alert, respond and learn. These functions are supported by the Reitox NFPs and a European network of forensic and toxicological laboratories.

EUDA service model: anticipate, alert, respond and learn

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

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

The contribution of the new EUDA to EU preparedness will be organised around four key strategic functions: to anticipate, to alert, to respond and to learn, with several service categories that were established within these functions (see Figure 1).

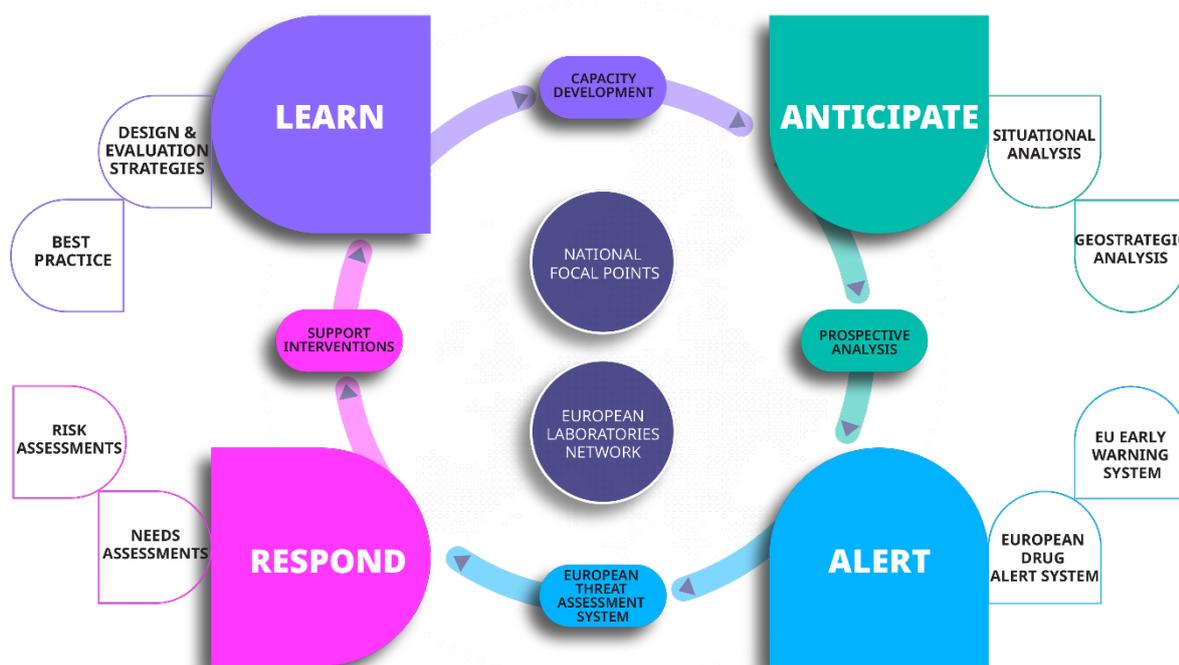


Figure 1. The EUDA's service model: anticipate, alert, respond and learn

To anticipate. We anticipate future drug-related challenges by examining the evolution over the last 30 years, understanding the underlying drivers of the current situation and considering possible scenarios for the years to come. Our unique, comprehensive datasets enable in-depth analysis of long-term patterns, while cutting-edge methods and tools, such as wastewater analysis and web surveys, provide near-real-time insights into the latest shifts. By building on the analysis of past and present trends, we are better equipped to assess future developments. Foresight is central to our work, enabling us to envision potential scenarios and equip EU institutions and Member States with the information they need to make forward-thinking decisions.

To alert. To ensure EU preparedness on drugs, we need to adapt our alert capacity to the recent changes of a very dynamic drug market, and to bring the information to the actors in the field. Building on our experience with the strong and well-established EWS, we are developing a new EDAS that covers all drugs and polysubstance use. The objective is to facilitate the rapid exchange of information when serious drug-related health, social, safety and security risks arise. We want to ensure that information reaches frontline services and helps save lives through a new risk communication network. Our EUDA Health and Security Threat Assessment System will enhance the EU's and the Member States' ability to respond quickly and efficiently to emerging health and security threats.

To respond. EU preparedness on drugs means being able to address and mitigate crises and emerging threats, along with improving existing or developing new evidence-based responses in the long term. Through our risk assessments of NPS, we provide scientific evidence to support decision-making – including control measures – at the European and global levels. Our new responsibility in assessing and supporting responses in the EU is twofold: crisis management and threat mitigation on the one hand; on the other, guiding demand- and supply-reduction responses and longer-term orientations. Building on our drug alerts and threat assessments, we will help the EU and the Member States assess the



availability and quality of their responses in line with the latest scientific standards, and we will assist them in implementing additional safeguards. We will also monitor and stimulate research and innovation in the fields of prevention, treatment, harm reduction and social reintegration to adapt them to emerging or forthcoming needs.

To learn. Together with a new responsibility to support the Member States in addressing new threats comes the necessity to assess how we collectively managed the crisis, to identify what lessons we learned for the future and to potentially determine new best practices. Evidence-based drug policies and interventions, and their evaluation, are more important than ever, and our Agency will provide tools and new services to support its stakeholders in that endeavour. Central to that mission is identifying and defining best practices, promoting science-based interventions, upholding quality standards and offering a wide array of education and training in cooperation with our partner networks and through platforms such as the practice training platform (PLATO) and soon the EU-funded Frontline Politeia project. We assist the Commission and Member States in defining research priorities and shaping EU research and innovation programmes. As part of our enhanced responsibility in capacity development, we have a more important role to support the external dimension of the EU's drugs strategy through international and technical cooperation activities.

Together, **anticipate, alert, respond and learn** operate as a cyclical process, each step nurturing and preparing for the next, integrating the lessons learned in one area to inform the design of new and innovative responses in others. They are sustained by two central components: the Reitox NFPs and the new European network of forensic and toxicological laboratories.

The EUDA service delivery framework

Embedded into the new service model of anticipate, alert, respond and learn, a new framework has been developed to enable service delivery to our customers (Figure 2).

The new framework describes the organisational architecture that will allow the EUDA to design, develop and deliver its services under the expanded mandate of the Agency. Accordingly, this framework has informed the structure of the 2026–2028 SPD.

In that regard, within the new model, the work will be organised around three thematic areas: substance use and harms, best practice and responses; EWS, drug alerts and threat assessments; and policy and society, crime, markets and precursors; with transversal contribution from three cross-cutting areas: partnership and international cooperation; communication and stakeholder engagement; and research, innovation and foresight. Strategic direction, performance management and control will be provided by the corporate governance area. The framework is completed by administration and IT support services that will be essential for successful delivery.

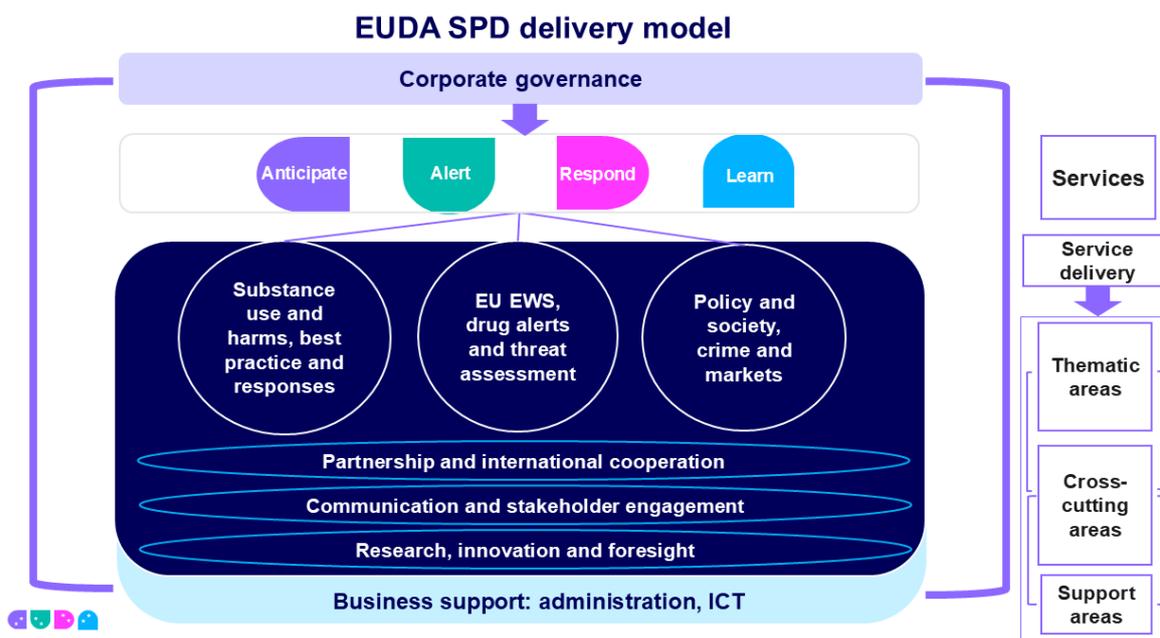


Figure 2. The EUDA SPD delivery framework

Overarching commitments

Over the 2026–2028 period, the EUDA will renew its commitment to contribute to ongoing EU initiatives that aim to make the EU more sustainable, digital and inclusive. The relevant initiatives include the European Green Deal, the policies for shaping Europe’s digital future and the related Web Accessibility Directive (Directive (EU) 2016/2102), the EU AI Act ⁽¹⁷⁾ and the recently adopted European AI strategy ⁽¹⁸⁾.

Strategic objectives, actions and expected results 2026–2028

In line with the applicable SPD template, the following information appears in tables below: the medium-term strategic objectives and areas of work of the Agency, what actions need to be done to achieve the objectives (action areas) and how progress in the achievement of the

⁽¹⁷⁾ Regulation (EU) 2024/1689 of the European Parliament and of the Council of 13 June 2024 laying down harmonised rules on artificial intelligence and amending Regulations (EC) No 300/2008, (EU) No 167/2013, (EU) No 168/2013, (EU) 2018/858, (EU) 2018/1139 and (EU) 2019/2144 and Directives 2014/90/EU, (EU) 2016/797 and (EU) 2020/1828 (Artificial Intelligence Act) (OJ L, 2024/1689, 12 July 2024, ELI: <http://data.europa.eu/eli/reg/2024/1689/oj>).

⁽¹⁸⁾ Communication from the Commission to the European Parliament, the European Council, the Council, the European Economic and Social Committee and the Committee of the Regions – Artificial Intelligence for Europe, COM(2018) 237 final of 25 April 2018, <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52018DC0237>.



objectives is monitored – i.e. key expected results and key performance indicators (KPIs) ⁽¹⁹⁾.

It is worth noting that a review of the existing performance model (KPIs) was initiated in 2025, with a view to aligning the system with the needs of the new mandate (see Annex IX). This review will be continued in 2026, in line with the direction to be set up by the new EUDA strategy, which is planned to be developed during the year. The KPIs defined in Table 1 may therefore need to be adjusted to reflect the outcome of the full review.

⁽¹⁹⁾ More details on the KPIs are presented in Annex IX.



Expected results 2026-2028

Thematic areas

Thematic area: substance use and harms, best practice and responses

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

KPIs

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

Action areas

SHA1. Strengthen the core monitoring system: (a) critically review and develop, as needed, the data collection tools to ensure they remain fit for purpose; (b) support national reporting capacity necessary for routine reporting.

SHA2. Identify and develop new, flexible and timely monitoring tools and approaches to ensure that the monitoring systems reflect contemporary drug patterns and their implications for public health.

Key expected results 2026-2028

- EUDA European drug data collection and reporting models reviewed and strengthened (e.g. by reducing missing data for key indicators and improving timelines of data reporting by Member States) to respond to the needs emerging from the new EU drug policy framework and to support health-related priorities emerging from the new mandate of the Agency (review completed by 2027).
- Technical infrastructure capacity for data storage and retrieval upgraded to reflect and be more responsive to the needs of the Agency.
- Data quality management systems are developed and implemented for all data collections.
- New transversal monitoring framework in place, incorporating the monitoring of drug use, drug-related harms and responses (2028).
- Standard key epidemiological indicators and data from new complementary methods integrated and contextualised in the transversal monitoring framework.
- Rapid monitoring solutions and digital platforms developed to enhance data collection, triangulation and analysis, and timeliness of reporting.
- Enhanced monitoring and analysis activities with more timely solutions in established monitoring areas and new



Action areas	Key expected results 2026-2028
	<p>monitoring capacity developed in priority areas, including polysubstance use, gender and drugs, comorbidity and cannabis-related harms.</p> <ul style="list-style-type: none"> • Enhanced monitoring and analysis activities at the local and the regional level. • New approaches and sources of data reviewed for their potential as indicators to describe drug-related harms to anticipate potential threats and inform responses (e.g. mathematical modelling, national insurance data, prescription monitoring data, hospital admission data). • Regular report on the state of the drug phenomenon and emerging trends and threats alongside more timely updates. • Increased synergies with national reporting efforts and in providing EU data to the international system. • Analysis of drug-related health threats in enlargement and neighbouring countries, and other EU priority countries, covered by EUDA-managed technical cooperation/assistance projects (see cross-cutting area partnership and international cooperation).

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

KPIs

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

Action areas	Key expected results 2026-2028
<p>BPR1. Follow developments from basic research, applied research and implementation science to maintain state-of-the-art understanding of what constitutes effective interventions to both established and emerging drug-related problems.</p> <p>BPR2. Strengthen, maintain and develop the monitoring tools required for describing the delivery of drug-related interventions.</p>	<ul style="list-style-type: none"> • EUDA portfolio of services to support practice developed and updated in line with the new business model and mandate. • European Health and Social Responses mini guides and the Best Practice Portal revamped and integrated in alignment with the Agency’s priorities to support drug-related interventions.



Action areas

BPR3. Facilitate knowledge transfer, the adoption of best practice and successful implementation through development of state-of-the-art resources for professionals and supporting and developing training and capacity-building activities.

BPR4. Provide additional information resources to support decision-making and programme development in areas particularly important for public health, or where innovations are becoming available or the knowledge base is rapidly changing (e.g. hepatitis C treatment, overdose prevention, new pharmacotherapies, e-health and interventions targeting hard-to-reach populations such as migrants and the homeless population) or where new evidence reviews have become available.

Key expected results 2026-2028

- Provision of awareness raising, evidence and implementation materials for responding to priority topics such as:
 - polysubstance, mental health and drugs and associated social consequences including stigma,
 - drug overdose deaths, cannabis-related problems, hepatitis C and prisons, festivals, migrants, etc.
- Joint effort with the United Nations Office on Drugs and Crime (UNODC) and WHO to appropriately respond to psychostimulant use disorders by supporting dissemination of research and facilitating adoption of best practices.
- Provision of mechanisms and tools for the implementation and evaluation of the quality of interventions at the national level (the Inventory of European Quality Standards and Implementation Tools to Support Quality Assurance Systems (EU-QUALITY) project).
- Integration of monitoring health and social responses to drug problems in a transversal and integrated monitoring framework.
- Upscaling of the monitoring of prevention, treatment, harm reduction and social reintegration responses, including through the use of new methods.
- Monitoring of availability of treatment and interventions for cannabis use, psychostimulants, synthetic opioids and polysubstance use extended.
- Scale up existing training provisions, such as the EUPC, through the EUDA e-learning platform PLATO, with expansion to new target groups including crime prevention, treatment, harm reduction and social reintegration.
- Development of new training resources linked to existing EUDA materials (e.g. European responses guide, guidance on people who inject drugs, harm reduction equipment, implementing quality standards guide).
- European Drugs Winter and Summer Schools delivered for professionals,



Action areas	Key expected results 2026-2028
	<p>policymakers and scholars from the EU and non-EU countries.</p> <ul style="list-style-type: none"> • Digital inventory of training materials operational and expanded (the Inventory and Library of European Curricula for Competence Development (EU-COMP)). • Systematic and integrated approaches to harm reduction and crime prevention explored. • Innovative approaches to provide risk and harm reduction interventions pilot-tested, e.g. in digital environments.

Thematic area: EWS, laboratories network, drug alerts and threat assessments

Strategic objective EWS: Identify NPS-related health threats and support rapid responses from the EU and its Member States.

KPIs

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

Action areas	Key expected results 2026-2028
<p>EWS1. Ensure the successful operation of the EWS.</p> <p>EWS2. Ensure timely and high-quality implementation of the risk assessment on NPS.</p>	<ul style="list-style-type: none"> • EWS strengthened and implemented efficiently and effectively (Article 8 of the EUDA Regulation). • Strengthened event-based and aggregated reporting related to detection of NPS, serious adverse events and the related public health, safety and security components of the EWS to increase the responsiveness of the system and the preparedness at the EU and Member State levels. • Strengthened forensic and toxicology reporting related to identification of NPS. • Digitally enabled all-hazards signal management approach conceptualised and implemented, integrating EWS signal management system, open-source information (OSI) monitoring, rapid monitoring, toxicovigilance system and the European Database on New Drugs



Action areas	Key expected results 2026-2028
	<p>(work in progress for 2026, to be completed by 2027).</p> <ul style="list-style-type: none"> • Risk assessment procedure implemented fully and robustly under the auspices of the EUDA Scientific Committee (Article 10 of the EUDA Regulation).

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

KPIs

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

Action areas	Key expected results 2026-2028
<p>EDAS. Ensure the successful establishment of the EDAS.</p>	<ul style="list-style-type: none"> • EDAS implemented efficiently and effectively (Article 13 of the EUDA Regulation). • State-of-the-art alerts issued in a timely manner and tailored for various customers, according to priorities.
<p>Network of forensic and toxicological laboratories. Ensure the successful establishment of the European network of forensic and toxicology laboratories.</p>	<ul style="list-style-type: none"> • European network of forensic and toxicological laboratories operational (Article 15 of the EUDA Regulation). • Competence of forensic drug and toxicology expertise in the EU enhanced, drug-related forensic and toxicological data generated in a timely manner and exchanged rapidly with key Member States partners, EU institutions and agencies and priority non-EU countries. • Quality assurance schemes implemented and data collection and analytical methods harmonised. • Strengthened situational awareness, preparedness and response to cross-border health and security threats caused by synthetic opioids in Europe.
<p>ETAS. Enhance the Agency's threat assessment capacity and conduct threat assessments and rapid reporting exercises</p>	<ul style="list-style-type: none"> • The rapid monitoring data collection mechanism developed to support analytic



Action areas	Key expected results 2026-2028
<p>of new drug-related health and security threats to facilitate appropriate responses (in collaboration with partners, as appropriate).</p>	<p>and threat assessment activities (2027–2028).</p> <ul style="list-style-type: none"> • The EUDA Threat Assessment System (ETAS) conducts regular health threat assessments, with reports and recommendations, in response to the internal detection of threats or requests from the Commission or the Member States. • Systemic review of EDAS, ETAS, EWS and rapid monitoring with a focus on efficiency, effectiveness, stakeholder satisfaction and consistency (2028). • Rapid monitoring capacity extended, based on integrated data platforms triangulating epidemiological indicators, complementary methods and a network of experts. • National preparedness assessments undertaken (2026–2027) and plans developed (2027) to estimate Member States' ability to respond to potential drug-related health and security threats and capacity building priorities.

Thematic area: policy and society, crime, markets and precursors

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

KPIs

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



Action areas	Key expected results 2026-2028
<p>POL1. Support, as requested, EU and national policy initiatives within the EUDA's areas of competence, with particular attention given to the implementation and evaluation of the EU drugs strategy and action plan.</p> <p>POL2. Provide EUDA key customers with timely updates on key policy developments at the national, EU and international levels to facilitate an informed and up-to-date dialogue.</p> <p>POL3. Maintain and develop resources to support policy formulation and evaluation (in close coordination with the support for policymakers provided in the supply area).</p> <p>POL4. Support the development of evidence-based criminal justice policies and strengthen strategic understanding of broader policy areas which affect how drug issues are addressed.</p>	<ul style="list-style-type: none"> • Support provided to the development of new EU drug-related strategic documents post 2025, if requested (2026). • Implementation of allocated actions in the EU drug-related strategic documents post 2025, where appropriate and, in light of priorities and available resources. • Contribution to the monitoring and evaluation of the EU drug-related strategic documents post 2025, as appropriate. • Timely reporting on targeted topics to policymakers. • Portfolio of tools and services maintained and scaled up (policy development and evaluation (POLDEV) and monitoring implementation of drug laws outcomes (MILOU)), in line with EUDA mandate requirements, to support policy development, implementation and evaluation in Member States and non-EU countries. • Cannabis policy support toolkit (Cannapol) rolled out in digital format, including a database of implementation experiences, tools and materials to support the implementation of evidence-based decisions, an interactive cannabis indicator catalogue tool to establish baseline measurements and support the implementation of evidence-based decisions. • Cannapol masterclass for policymakers and other professionals seeking to refine their skills in cannabis policy development and evaluation (2027–2028). • Strengthened prison preparedness, through network building, improved data collection and analysis, signal detection and training initiatives. • Enhanced gender analysis in EUDA outputs. • Scaled up activities in the area of health and social policies.



Strategic objective MAR1: Provide a comprehensive, holistic and up-to-date understanding of the drug market in Europe.

KPIs

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

Action areas

Key expected results 2026-2028

MAR1.1. Strengthen the core monitoring system: improve quality and coverage in the implementation of supply and supply reduction indicators in the Member States and their supporting tools, networks and processes.

MAR1.2. Develop new and innovative data collection approaches to increase the scope and coverage of analysis and provide a cost-effective and practical solution to supplement existing core data collection systems in this area (e.g. open-source intelligence, internet monitoring and web surveys).

MAR1.3. Improve understanding of the impact on the European drug market of developments in the international drug situation, with particular attention given to the countries bordering the EU.

MAR1.4. Support a better strategic understanding of the drivers of innovation in synthetic drug production and their impact, including routes of synthesis and source chemicals, and contribute to the European system on drug precursor monitoring, together with the Commission and Europol.

- Improved set of tools and enhanced, stable data collection and reporting model, fulfilling the needs emerging from the EU drug policy framework and the security-related priorities emerging from the new mandate including darknet monitoring and drug-related violence (2026–2027).
- Updates of the *EU Drug Markets Report's* digital modules and data assets.
- Analysis of drug-related security threats inside and outside the EU.
- Increased understanding of the impact of drugs on the environment and climate change at the EU-level (including through the development of a set of metrics to measure that impact, as feasible).
- System for monitoring, analysis and data visualisation for drug production in the EU developed (replacing current outdated tools and adding functionalities) (2026–2027).
- Innovative methods for monitoring drug-related activities using aerial surveillance, including satellite and high-altitude pseudo-satellite imagery (resource-dependent).
- State-of-the-art secure web-based encrypted geographic information system platform to collect, share and analyse information related to significant drug seizures and drug-related incidents (2026–2027).
- Continue the implementation of the system to monitor the situation regarding drug production in Afghanistan (heroin and methamphetamine) (2026–2027).
- EU precursor monitoring system fully implemented, and support provided to the



Action areas

Key expected results 2026-2028

Commission on the implementation of EU law on drug precursors. This includes implementing additional tasks given to the Agency after any revision of the EU regulations on drug precursors, subject to adequate resources being provided.

Strategic objective MAR2: Identify new drug-related security threats and support rapid responses from the EU and its Member States.

KPIs

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

Action areas

Key expected results 2026-2028

MAR2.1. Provide threat assessments related to transversal security threats linked to the production and supply of drugs.

MAR2.2. Identify and communicate the threats associated with NPS with respect to sourcing, production, transit and marketing, and ensure vigilance and follow-up on threats related to the emergence of newly controlled NPS on the drug market.

MAR2.3. Improve capacity to monitor innovation in the drug market and its impact, giving special attention to the development of online drug markets and darknet drug sales.

- Threat assessments and briefings on new and emerging threats and trends related to drug markets (in cooperation with partners, including EMPACT, as appropriate).
- Information products for stakeholders based on the findings of forensic drug profiling projects.
- Analysis of developments related to the NPS market in general and newly controlled NPS in particular.
- Implementation of innovative signal monitoring, signal management and risk communication system on drug markets based on OSI monitoring programme (surface web and darknet) and other key information sources, and as part of the EU Innovation Hub for Internal Security.
- Real-time supply-side data collection and corresponding threat assessment.
- Showcase EU chemical profiling programmes for strategic drug market analysis in the EU and to boost strategic intelligence.



Strategic objective MAR3: Improve understanding of the nature and consequences of drug-related crime.

KPIs

- 3. Implementation of the EUDA monitoring system
- 8. ICF delivery
- 9. Uptake of EUDA evidence/knowledge through a number of channels
- 10. Uptake of EUDA evidence/knowledge by policymakers

Action areas

Key expected results 2026-2028

MAR3.1. Improve the monitoring of drug-related crime and associated responses and countermeasures and their impact.

MAR3.2. Contribute to an improved understanding of the links and interactions that exist between drugs and serious criminality, including security threats such as illegal financial flows, corruption, trafficking in other illicit cargoes and terrorism.

MAR3.3. Support the development of a broader conceptual framework on the wider societal impact of drug markets and drug-related crime, including environmental impact, implications for community safety and possible unintended negative consequences of interventions.

- Overarching framework for monitoring drug-related crime, including drug-related violence, its wider impact and considerations on what constitutes effective countermeasures (2026–2027).
- Monitoring and analysis of the nature and scope of drug-related violence and homicide in the EU (2026–2027).
- Activities to monitor the environmental impact of production, trafficking and drug use.

Strategic objective MAR4: Support policy and operational responses to the security challenges posed by drugs and drug markets at the EU and national levels.

KPIs

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

Action areas

Key expected results 2026-2028

MAR 4.1. Support the EMPACT cycle's drug priority areas and the most threatening criminal networks and individuals (CRIMENET-I) (through threat assessments, provision of expertise and training). A priority task for the EUDA is to

- Take a prominent role in 2026–2029 EMPACT, in support of the Member States, the Council and the Commission.
- Implementation of allocated actions in the EU drugs strategy documents (Security area), in light of priorities and available resources.



Action areas

maintain an overview of EU drug markets, their ramifications and responses.

MAR4.2. Increase the effectiveness and the impact of EU actions in the security area, including through strengthening and establishing networks of field experts, academics, law enforcement officials, etc.

Key expected results 2026-2028

- Provide support to the Member States, on request, in the evaluation and drafting of security aspects of their national drug policies.
- Support the implementation of the internal and external dimensions of EU policies related to security and organised crime in the future, where appropriate and within available resources.
- Enhance the role of the Reference Group on Drug Markets and Crime.
- Systematic monitoring of scientific literature for emerging evidence of new research and knowledge on drug markets and crime to complement routine monitoring.
- Develop a model that can be rolled-out at the EU-level that identifies young people vulnerable to recruitment into drug markets and drug-related crime (2026).
- Develop a data-driven programme to record, report and contribute to the reduction of drug-related intimidation and violence in the EU (2026–2027).
- Implement a project for assessing the extent of and preventing the online recruitment of young people for drug-market involvement, including committing drug-related violence (2026).



Cross-cutting areas

Cross-cutting area: partnership and international cooperation

Strategic objective RTX: Strengthen the European Drug Information System by fostering cooperative partnerships with the Reitox network.

KPIs

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

Action areas

Key expected results 2026-2028

RTX1. Reitox network support and coordination to implement the Reitox Alliance.

RTX2. Contractual and co-financing management of NFPs contribution to the EUDA tasks.

- Implementation of the new Reitox Alliance as a reference framework for collaboration between the Agency and the NFPs.
- Implement the assessment of Reitox NFPs in line with Article 35 of the EUDA Regulation.
- Development of a new capacity development programme targeting the Reitox NFPs.

Strategic objective CSO: Strengthen collaboration with civil-society organisations.

KPIs

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

Action areas

Key expected results 2026-2028

CSO. Progressively establish collaboration and cooperation with civil-society organisations.

- Inclusion of civil-society organisations in the EUDA partners ecosystem, enhancing value creation and delivery.



Strategic objective IC: Strengthen EUDA international cooperation in line with the ICF and with EU and international stakeholders' needs

KPIs

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

Action areas

Key expected results 2026-2028

IC1. Monitor developments of the international drug phenomenon that might pose a threat or have implications for the EU.

IC2. Support the mutual exchange and dissemination of best practices and research results at the international level.

IC3. Cooperate closely with EU and international partners and stakeholders on drug-related threats emerging from outside the EU.

IC4. Develop technical cooperation with international partners and stakeholders and promote the incorporation of EU-relevant data into international monitoring and drug programmes.

- Minimum three geostrategic analyses drafted, including international targeted policy analyses, briefing notes and others as part of a strengthened geostrategic portfolio.
- Tools for monitoring key drug-related signals in non-EU countries piloted (2027–2028).
- ICF reviewed (2028).
- Capacity building tools and activities developed and tailored for non-EU countries (2028).
- Development of the EUDA international cooperation knowledge exchange platform.
- Timely and relevant proactive and useful support provided to the implementation of EU foreign policies and EU cooperation with non-EU countries.
- Continued implementation of the existing working arrangements with partner countries and international organisations to successfully support EU preparedness on drugs.
- Negotiation of new working arrangements with priority non-EU countries and international organisations in line with ICF priorities and as approved by the Management Board.
- Negotiation and launch of up to four new or follow-up EUDA technical cooperation projects with priority non-EU countries.



Action areas	Key expected results 2026-2028
	<ul style="list-style-type: none"> • Timely implementation of technical assistance projects in line with respective logical frameworks. • By the end of 2028, a national drug observatory (NDO) and national EWS assessment is implemented at least once in each of the EU enlargement partners and other non-EU countries, upon request.

Strategic objective INST: Strengthen the EU response towards the drug-related phenomenon through proactive and ad hoc knowledge and technical support.

KPIs

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

Action areas	Key expected results 2026-2028
<p>INST. Provide technical and knowledge support to the EU, facilitating evidence-based policymaking.</p>	<ul style="list-style-type: none"> • Support provided to discussions at the Horizontal Working Party on Drugs, National Drugs Coordinators, EU dialogues with non-EU countries and other EU drug-related events. • Provide technical and knowledge support to UN and other global forums, while supporting the EU to deliver well-informed policy positions (EU statements, UN resolutions). • Timely provision of quality technical and knowledge ad hoc support provided to EU institutions. • Chairing of the JHAAN (2026).



Cross-cutting area: communication and stakeholder engagement

Strategic objective COM: Position the EUDA as the go-to agency for addressing drug-related issues by ensuring communication is effective, transparent and responsive, and centred on the needs of its stakeholders and customers.

KPIs

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

Action areas	Key expected results 2026-2028
COM1. Communicate in a way that is effective, transparent, targeted and timely.	<ul style="list-style-type: none"> • EUDA communication strategy implemented. • EUDA content available in multiple languages using new technologies in the translation field and a 'quality for purpose' approach implemented. • Web products and services meet the requirements of the Web Accessibility Directive (Directive (EU) 2016/2102), specifically Web Content Accessibility Guidelines (WCAG) 2.1 Level AA standard. • Implementation of the principles of open data for non-sensitive data, making it easier for our customers to find, use and reuse the EUDA's data in their own work (in line with Directive (EU) 2019/1024 on open data and the reuse of public sector information).
COM2. Adopt a customer-centric approach to develop our services and products.	<ul style="list-style-type: none"> • EUDA portfolio of services and products developed in line with the needs of the Agency's customers reflecting the EU's digital and green priorities. • Customer engagement strategy implemented – customers are systematically involved in the design of services and products, using design thinking methodologies and co-creation approaches (by 2027).
COM3. Maintain open and direct communication and engagement with our customers.	<ul style="list-style-type: none"> • A heightened level of interaction and engagement with customers is achieved across communication channels (2026).



Cross-cutting area: research, innovation and foresight

Strategic objective RIF: Strengthen the impact and relevance of EUDA tools, methods and outputs through the integration of research, foresight and innovative approaches.

KPIs

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

Action areas	Key expected results 2026-2028
RIF1. EUDA engagement with research.	<ul style="list-style-type: none"> • Strengthen cooperation with the scientific community and international and European research groups to improve the EUDA's analytical insights on international and European scientific developments. • A stronger engagement and relationship with the scientific community by successfully co-organising the Lisbon Addictions conference (2027). • Increased preparedness and organisational resilience through foresight exercises, deep-dive studies in areas of strategic importance (such as technology and synthetic drugs), capacity building and networking with EU initiatives on futures. • Development and implementation of the EUDA innovations lab (working methods, digital tool, operating procedures, grants scheme) (2027–2028) (subject to resources).
RIF2. Development of the EUDA foresight toolbox.	
RIF3. Uptake of innovation.	



Corporate governance

Strategic objective GOV: Ensure effective corporate governance measures are in place to support the efficient functioning of the EUDA, and its transformation, by 2027, into an agile, adaptable, digital, customer-centric and impactful organisation.

KPIs

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

Action areas	Key expected results 2026-2028
<p>GOV1. Provide support to the EUDA Management Board.</p>	<ul style="list-style-type: none"> • Governance measures to enable the successful implementation of the EUDA Regulation, taken as appropriate. • Management Board, Executive and Budget Committee meetings duly organised and decisions adopted.
<p>GOV2. Enhance the EUDA's scientific capacity through effective guidance and coordination, and efficient quality assurance measures; and strengthen dialogue and cooperation with the scientific community and centres of excellence in the drug field.</p>	<ul style="list-style-type: none"> • Efficient support provided to the Scientific Committee in performing its advisory role. • Scientific quality assurance and coordination processes in place to enable successful implementation of the EUDA mandate.
<p>GOV3. Enhance organisational development through agile strategic planning and effective and innovative business transformation initiatives.</p>	<ul style="list-style-type: none"> • New EUDA strategy developed in consultation with stakeholders and partners (2026). • The 'EUDA organisational development plan' initiative implemented to support the successful transformation of the Agency into a more agile, adaptable, digital, customer-centric, impactful organisation (by 2027).
<p>GOV4. Ensure efficient, integrated planning processes and instruments, guided by the EUDA's strategic priorities, embedded in the EUDA Regulation.</p>	<ul style="list-style-type: none"> • Increase in the maturity of the EUDA strategic planning area, in line with the roadmap that followed the strategic planning benchmark review carried out in 2025. • Planning instruments (e.g. the SPD, EUDA budget) developed efficiently.
<p>GOV5. Strengthen performance management activities and ensure effective internal control and compliance measures</p>	<ul style="list-style-type: none"> • Effective measures in place to provide management assurance on the organisational performance and ensure



Action areas	Key expected results 2026-2028
are applied in line with relevant rules and regulations.	compliance with relevant rules and regulations.



Business support areas

Strategic objective ADM: Ensure that the supporting processes and tools are optimal, to enable efficient and high-quality EUDA services.

KPIs

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

Action areas	Key expected results 2026-2028
<p>ADM1. Further improve cost-effectiveness and optimal allocation of resources, reflecting the priorities identified in the EUDA Regulation.</p> <p>ADM2. Improve people management and implement a sustainable staff training and development programme to ensure that the EUDA has the committed, skilled and motivated human resources (HR) that it requires to implement its mandate successfully.</p>	<ul style="list-style-type: none"> • Resource-related measures and decisions (namely for HR, budget and asset management) designed and prepared as required for the implementation of the new mandate/regulation.

Strategic objective ICT: Deliver digital transformation to enhance EUDA core activities with modern digital products and infrastructure, bolstering cybersecurity and upgrading ICT capabilities to meet future demands.

KPIs

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

Action areas	Key expected results 2026-2028
<p>ICT1. Ensure excellence and innovation in ICT operations and solutions, to enable successful EUDA service delivery.</p>	<ul style="list-style-type: none"> • The core activities of EUDA are enabled with re-platformed, upgraded and additional digital products which sustain organisational growth, enhance capabilities, improve overall IT service quality and support innovation. These series of outputs will be delivered in three stages (2025 – Groundwork preparation, 2026–2028 – Enterprise, data and analytics digital enablement wave, 2028–

**Action areas****Key expected results 2026-2028**

- 2030 – EUDA digital ecosystem augmentation).
- A state-of-the-art technical infrastructure aligned with modern ICT practices and optimised to the context of the Agency needs; IT operations that allow the EUDA community to deliver its activities seamlessly anytime and anywhere. (2026–2028 – Cloud-enabled infrastructure and hybrid sourcing for IT operations wave).
 - An IT cybersecurity programme that ensures the organisation not only complies with EU regulations but also builds a resilient, proactive and future-ready cybersecurity posture; the organisation's assets are protected, stakeholders trust is maintained and business continuity is ensured in the face of evolving cyber threats.
 - ICT capability that has been comprehensively transformed across all areas of the Gartner operating model ⁽²⁰⁾; the IT department consistently follows best practices within the IT sector, ensuring that talent is continually upskilled and prepared to meet evolving technological and regulatory demands.
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⁽²⁰⁾ Gartner, 'How CIOs deliver and show value from the IT operating model', Gartner website, <https://www.gartner.com/en/chief-information-officer/insights/it-operating-model>.



Human and financial resources outlook for 2026-2028

Overview of the past and current situation

Before becoming the EUDA on 2 July 2024, the EMCDDA operated within resource constraints that required the Agency to make major efforts to be able to continue operating successfully and fulfil its mandate. This had a negative impact on the operational development of the Agency and its ability to keep up with and adopt the process and technology updates necessary for the efficient implementation of its operations. While the EUDA will have increased resources at its disposal, upgrading and modernising its systems will not be possible overnight; it will require a gradual adaptation and organisation-wide alignment.

In 2026–2028, the Agency will focus on the effective use of the resources made available for the application of the recently adopted EUDA Regulation (see the next section).

Outlook for 2026-2028

On 30 June 2023, 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 (EUDA Regulation) was published in the *Official Journal of the European Union* ⁽²¹⁾. This was an outcome of the EU's ordinary legislative procedure, which was carried out pursuant to a proposal for the strengthening of the Agency's mandate, including new tasks, that had been put forward by the Commission on 12 January 2022.

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

In this regard, the Agency has been initiating a series of measures that are aimed, among other goals, to strengthen its capacity to make recruitment more effective and efficient, which is being complemented by an analysis of the existing EUDA headquarters to gradually receive new staff members. This work will be ongoing in parallel with the core tasks of the Agency in the coming years.

New tasks

The EUDA Regulation strengthens the mandate of the Agency, bringing new tasks and expanding current ones. As noted earlier, it has its roots in a proposal from the Commission,

⁽²¹⁾ 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>).



which called for a stronger role for the Agency that would empower it to perform the tasks needed to address current and future challenges related to illicit drugs.

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

- develop threat assessment capabilities in the areas of health and security, thereby increasing EU preparedness to identify and react to new threats;
- issue targeted alerts via a new EDAS;
- monitor and address polysubstance use, which is becoming increasingly common and may have detrimental health effects;
- set up a network of forensic and toxicological laboratories to foster information exchange on new trends and developments and train national forensic drug experts;
- develop and promote evidence-based interventions and best practices;
- provide research and support, both on health-related issues and on drug markets and drug supply;
- recommend appropriate and concrete evidence-based actions on how to address, in an efficient and timely manner, the challenges relating to drugs, drug use, drug-use disorders and addictions;
- support the independent evaluation and development of evidence-based policies;
- play a stronger international role and support the EU in drug policy at the multilateral level;
- reinforce the role of the NFPs to ensure that Member States are able to provide relevant drug-related data to the Agency and implement the Reitox assessment scheme;
- set up services to support countries in the assessment of national measures;
- develop a platform for the exchange of information, knowledge sharing and consultation with civil-society organisations.

Growth of existing tasks and additional tasks

As noted above, the work to prepare for the implementation of the EUDA Regulation has been substantial in all areas across the entire organisation. Consequently, it has involved (and will continue doing so until 2027 at least) a growth of the ongoing tasks and put a significant strain on the existing staff who have been performing additional tasks in parallel with the already heavy workload. While most of the transition work was carried out in 2024–2025, the Agency will continue to experience a significant organisational change until 2027, thus over the course of the 2026–2028 programming period.

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



Programming resources for 2026–2028

Financial resources

The year 2026 will be the fifth year of the new EU MFF for 2021–2027, which will determine the level of resources to be made available to the EUDA to implement its activities.

Without prejudice to the actual decision that will be taken by the EU budget authority on the adoption of the EU annual contribution to the EUDA and the establishment plan of the Agency, including additional resources required to cope with newly assigned tasks, the 2026–2028 SPD, in particular Section III, has been prepared in line with the EUDA draft budget for 2026, which was put forward for adoption by the EUDA Management Board in December 2025 (for details, see Section III).

It is worth noting however that the last year of this new programming period – namely the year 2028 – will follow under the next MFF, for 2028–2034, which was not yet adopted at the moment of drafting this SPD.

More detailed data is provided in the tables in Annexes II and III.

Human resources

Developments regarding the EUDA's HR needs for the period in question will rely on the resources made available in accordance with the EU's MFF for 2021–2027 and the EUDA Regulation. Pursuant to the latter, the EUDA will be able to rely on about 40 additional staff over the 2024–2027 period.

Strategy for achieving efficiency gains

As for the efficiency gains, including those from its past and present performance in the use of its assigned resources, the Agency is committed to constantly improving the effectiveness and efficiency of its activities and maximising the use of its resources.

In this context, the EUDA has taken steps to further rationalise and reduce the running costs of its premises, namely through measures to reduce energy consumption and offset the impact of the extension of staff working time pursuant to the entry into force of the revised Staff Regulations of Officials and Conditions of Employment of Other Servants of the European Union (Staff Regulations) (e.g. by installing solar shading on glass, climate control switches on windows and an intelligent lighting system, and by optimising heating and cooling cycles at the EUDA premises). These measures resulted in lower energy consumption in the years 2020 to 2023 compared to the pre-COVID and pre-teleworking period prior to 2019. The energy consumption of the EUDA has been increasing since 2024 due to the new mandate related to an increase in staff and activities in the buildings.

The Agency is engaged in the activities led by Commission services to identify and further develop possible solutions, such as pooling resources through shared services with other agencies, for example in the areas of HR management, procurement and security or ICT matters. The Agency's active participation in the regular meetings at the directorate level is a



demonstration of this commitment. Furthermore, the Agency is providing clear input to the exercises carried out by the Commission with the JHA agencies.

Cooperation and synergies with the European Maritime Safety Agency (EMSA) have been intensified beyond those resulting from the implementation of an agreement in force between the EUDA and EMSA to share the use of common areas in the compound where their headquarters are located (namely, in the underground parking and the conference facilities). In other words, additional cooperation and synergies have been achieved in a joint effort to proactively exploit the opportunities provided by the geographical proximity of the two agencies, while safeguarding the autonomous legal personality and capacity assigned to each agency under EU law.

Specifically, the developments concern the joint procurement of shared services to increase critical mass and obtain better conditions (e.g. for catering, cleaning, security, maintenance services, the travel agency, interim staff and medical services), the joint organisation of training activities of common interest for the staff of both agencies, synergies in staff selection procedures and the sharing of some services or bodies, such as disciplinary committees. Other synergies concern ICT infrastructure and services, with special attention paid to the sharing of common business continuity facilities. Following on from the economies achieved through the common implementation of the above facilities with EMSA since 2015, the EUDA aims at evaluating similar arrangements with EMSA or other agencies for the future, and looking to enlarge the number of ICT services and activities carried out together where appropriate and cost-effective.

Since the entering into application of the EUDA Regulation, the Agency has also increased its efforts to explore opportunities to join new framework contracts established by EU bodies, such as the European Food Safety Authority (EFSA).

Lastly the EUDA will seek to partner with other EU bodies for technological developments, know-how and good practices to achieve further economies by updating its current infrastructure architecture in line with the available resources.

Negative priorities/decrease in existing tasks

Prioritisation of the Agency's activities takes place annually in the context of the planning exercise. This is based on the classification of activities in the work programme into two priority levels, with level 1 (L1) being the highest priority, 'must do' activities (see Figure 3). The work programme also sets different targets for the various levels as follows: 100 % for L1 outputs/results and 80 % for L2 ⁽²²⁾.

⁽²²⁾ For efficiency reasons, the use of level 3 (L3) priority activities will be discontinued starting from the 2026 EUDA work programme.

SECTION III

EUDA work programme 2026





SECTION III – EUDA WORK PROGRAMME 2026

Executive summary

This is the first annual work programme under the 2026–2028 SPD. Its structure reflects the new EUDA service delivery model, which was established to support the effective implementation of the EUDA Regulation as explained in Section II.

The financial resources required for the work programme will be provided by the EUDA budget for 2026. In accordance with the relevant provisions, the budget becomes definitive when adopted by the Management Board and after final adoption of the general budget of the EU, which sets the amount of the EU's contribution to the Agency's budget.

For planning purposes and without prejudice to the decisions that will be taken by the relevant EU authorities, the 2026 work programme has been prepared on the assumption that the EU contribution to the EUDA for 2026 will amount to EUR 35 536 609 and that the EUDA establishment plan for 2026 will include 101 authorised posts. This is in line with the EUDA draft budget for 2026 and the application, from 2 July 2024, of the EUDA Regulation, which strengthens the Agency's mandate and provides for additional human and financial resources to implement it.

The 2026 work programme applies a prioritisation approach to the expected outputs and results, which is based on two levels (level 1 (L1) and level 2 (L2), as presented in Figure 3 below.

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- L1** • L1 outputs and results are 'must do' tasks, which are time-bound and critical for the Agency to fulfil its institutional obligations. These tasks cannot be scaled down, removed from the work programme or postponed to future years without compromising the core performance of the Agency.
 - L2** • L2 outputs and results are necessary to fulfil the key tasks established in the EUDA Regulation. In the event of resource constraints generated by external or internal factors, however, these tasks could potentially be scaled down or delayed without affecting the ability of the Agency to deliver its L1 results in the current work programme.

Figure 3: The EUDA prioritisation approach

THEMATIC AREAS





THEMATIC AREAS

Substance use and harms, best practice and responses

Substance use and harms

In 2026, the Agency will still be in the process of realigning its data collection and monitoring activities to the mandate and priorities of the new organisation. The realignment will draw on the previous years' experience and consultation and collaboration between staff and external partners at the policy, professional and practice, scientific, civil-society and data collection levels. The effort will be underpinned by the development and implementation of new conceptual frameworks and methods for the activity of monitoring between 2026–2028, including a review of data collection and reporting tools in cooperation with the Reitox network of NFPs, the engagement with additional networks of data providers and an assessment on how the Reitox network of NFPs and other reporting sources contribute to the achievement of the tasks of the Agency. One of the main goals of these activities will be to increase the timeliness and relevance of data on national and city levels by reducing the current two-year data gap for national-level data. We plan to work collaboratively with the Reitox network and other partners to streamline the reporting processes and improve data management and analysis.

The Agency started redesigning and adopting a new approach for the European drug report in 2025. The results of this initiative are expected to be available in 2026. The Agency will continue to provide timely information on emerging threats, along with easy access to digital data and graphics related to key trends and developments.

Work will proceed on the development of the Agency's integrated data foundation, accompanied by the commitment of resources to ensure that strong data quality management systems are in place. Importantly, work on data-related standard operating procedures and metadata consolidation will be prioritised alongside the integration of streamlined processes and tools for data protection, extraction, analysis and visualisation. A new data ecosystem will offer access to information in a range of formats and provide a robust foundation on which to build data-driven and evidence-based outputs. Indeed, the online platforms are intended to be one component of the resulting ecosystem. Also, the report on the state of the drug phenomenon and emerging trends for 2026 will continue to offer timely information on emerging threats, along with interlinked access to digital data and graphics on core trends and developments, all linked to source data tables.

In 2026, the transition from the existing online data platforms to new integrated common platforms will begin. The current online platforms are built on three pillars: the collection of information, data visualisation and a virtual community of practice. The platforms provide a forum for co-production between the Agency and data providers. Transition to the new integrated space where all platforms will be situated will be stepwise, incremental and based on evaluated feasibility studies. The ICT tools that support the Agency's monitoring work will be updated in line with the Agency's needs, including a focus on data structures and new user experience. We are particularly excited about the user-friendly interface of these tools, which will ensure that users can navigate them with ease, increasing the timeliness and reliability of outputs.



From a public health perspective, the core monitoring of the drug situation covers the dimensions of prevalence and patterns of use within the general population and among high-risk users, including people entering treatment. It also focuses on harms, primarily in the areas of drug-related deaths and infectious diseases. While each of the dimensions has been supported historically by key epidemiological indicators, new data sources have been added in recent years to the available measures at our disposal. For 2026–2028, new resources provided alongside the new mandate will provide an opportunity to update our monitoring frameworks to improve areas such as monitoring of responses and deepen the insight into polysubstance use and crime prevention. Ensuring that the integration of all data collection keeps focusing on current policy priorities in the context of futureproofing and ensuring relevance to emerging trends and developments will be overarching objectives.

An in-depth understanding of drug consumption prevalence and use patterns is first and foremost informed by data from general population surveys and school surveys, including the European School Survey Project on Alcohol and Other Drugs (ESPAD) and the European University Students Drug Survey. Drug use among school-aged children remains a matter of interest to our customers, and the EUDA will support the ESPAD in disseminating the results from the 2024 data collection. Wastewater epidemiology has also provided important complementary data on substance use at a community level. It can be used not only to confirm survey findings but also to offer additional insights. For example, it is planned to expand the substances covered in annual monitoring to include opioids, other medicines, alcohol and NPS. In addition, a new round of hair testing is planned for 2026. Experience from preliminary work in this area has shown that it can offer an acceptable approach from the perspective of both professionals and service users to fill the gap of monitoring drug use in recreational settings.

Starting with a preparatory phase in 2026, the EUDA Drug Survey will be conducted every three years, in close coordination with the Commission ahead of the publication of results, to ensure efficiency and avoid duplication of efforts, and it will focus on monitoring key trends relevant to the European drug phenomenon.

Alongside the new EUDA Drug Survey, the Agency will continue to support the European Web Survey on Drugs. In 2026, the preparation for a new round of the survey data collection will start, and a new data collection is planned for 2027.

Polysubstance use will be an important focus during the period, both from the perspective of understanding prevalence and patterns of use and in terms of the associated harms. The results of the 2025 study exploring the main dimensions of polysubstance use and priorities for monitoring will be used to scale up monitoring in this area. Reporting tools will be reviewed and updated with a view to enhancing their ability to report on more complex and dynamic patterns of drug consumption and related harms. A scoping of national and European data on the sales, prescription guidelines, diversion and misuse of opioid-containing medicines, benzodiazepines and other psychoactive medicines will be initiated to support analysis in the area. Also important will be the development of a taxonomy and an ontology of polysubstance use (including questions of overprescription, polypharmacy and street drugs), alcohol use and a typology of polysubstance use-related harms and deaths.

In the context of developing a new monitoring framework for the Agency, we will look to establish a new conceptual framework to monitor drug-related harms, in areas such as mental health and comorbidity, drugs and driving, cannabis-related harms and stimulant-related morbidity, and mortality will be explored further. A high priority will be to strengthen the monitoring and reporting of drug-related deaths in Europe, which will focus on enhanced monitoring of overdoses by improving the availability, validity, timeliness, comparability and utility of the data to tackle premature and preventable deaths.



In 2026, work will continue consolidating the networks that provide complementary information in the areas of wastewater analysis, hair testing, syringe residue analysis, hospital emergencies, drug checking and drug consumption rooms. Most networks will be funded to expand their collection to new locations and sites, broaden the number of substances reported, speed up data delivery to the Agency, provide further contextual variables and studies, and engage with the EUDA's digital co-production data platforms. The European Drug Emergencies Network of hospital emergency services will pilot the reporting of full analytical toxicology by some sentinel hospitals. Work will continue to extend the number and nature of sites where data is collected – prioritising sentinel cities or sites where multiple data sources are available – and recruit, where possible, paediatric hospitals.

The integration of core epidemiological monitoring and complementary methodologies will continue to facilitate the development of a reliable knowledge base to support evidence-informed public health policy development. The work will include the development of data platforms to support policymaking, including the EUDA viral hepatitis elimination barometer for assessing progress towards the UN sustainable development goals among people who inject drugs, in collaboration with the ECDC, and the development of data platforms to assist in measuring progress in accordance with the EU drug policy instruments, as required.

A transversal focus for 2026 will continue to be the development of data and practical epidemiological tools for the monitoring of cannabis use, cannabis-related health and social harm, and any related harms and responses. In particular, work will continue on the development of comparable, epidemiologically sound and policy-useful indicators and toolkits in the area. In addition, data collection and analysis on drugs and gender drug use and comorbidity will be further prioritised and integrated into the core monitoring and analysis. In relation to the latter, the reported intentionality of drug-related deaths (accidental, intentional or undetermined) will be further explored and reported, where available.

Expected outputs/results

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

Expected outcomes

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

KPIs

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



Action areas

SHA1. Strengthen the core monitoring system: (a) critically review and develop, as needed, the data collection tools to ensure they remain fit for purpose; (b) support national reporting capacity necessary for routine reporting.

Outputs/results

- Annual core national data submitted by the NFPs to the EUDA is reviewed, validated and made available to inform analysis and outputs. (L1)
- Implementing data quality assurance initiatives. (L1)
- Integrating the existing data platforms for complementary data sources with standard epidemiological indicators, as appropriate. (L2)
- Upgrading technical infrastructure capacity so that it is more responsive to evolving business needs, data protection requirements and the Agency's mandate. (L1)
- Activities to support NFP data collection efforts, including quality assurance, in line with the new Reitox Alliance (see also cross-cutting area 'Partnership and international cooperation'). (L1)
- Publication of the slimline EUDA report on the state of the drug phenomenon and emerging trends. (L1)
- Core web sections are maintained and regularly updated. (L2)
- Development of the new integrated framework for monitoring drug use, drug-related harms, drug markets and responses underway. (L2)
- Network building activities and network meetings supported. (L2)
- Improved monitoring capacity in selected priority areas (e.g. polysubstance use, gender, drug use and psychiatric comorbidity, cannabis developments, drug use among migrants, and city-level drug-use harms and health and social response monitoring). (L2)
- Improved baseline data available at the European level, including on understanding public attitudes on drug policy issues by conducting the EUDA Drug Survey every three years starting in 2026, and coordination with the Commission ahead of the publication of the survey results. (L2)
- Start piloting reporting model to improve synergies of EUDA data collection activities with international reporting obligations and reduce the burden on Member States (progress dependent on collaboration with UNODC and Member States). (L2)
- Enhanced data reporting from city networks, sentinel cities and web surveys of drug users. (L2)

Action areas

SHA2. Identify and develop new, flexible and timely monitoring tools and approaches to ensure that the monitoring systems reflect contemporary drug patterns and their implications for public health.

Outputs/results

- Enhanced monitoring and analysis in established areas and new monitoring approaches explored in priority areas, including polysubstance use and its consequences, gender and drugs, comorbidity, cannabis policies and cannabis-related harms. (L2)



- Mathematical modelling and other predictive methods trialled to estimate treatment needs, gaps in services and preparedness levels. (L2)

Action areas

SHA3. Better understand the implications for public health of the evolving international drug problem, with special attention to the countries bordering the EU, within the Agency's mandate.

Outputs/results

- Continued support for drug-related public health issue investigations and data collection in technical support projects with non-EU countries (see also cross-cutting area 'Partnership and international cooperation'). (L2)

Best practice and responses

The implementation of the EUDA mandate and the operationalisation of the new mission, focused on contributing to EU preparedness on drugs through four main actions: anticipate, alert, respond and learn, require a transformation of some established protocols for outputs.

The European responses guide will include podcasts with interviews with practitioners about overcoming barriers to the implementation of evidence-based interventions. In addition to the evidence for action updated in the Best Practice Portal, systematic gap-map analyses will indicate areas for further investigation and pockets of underused evidence available for potential evidence synthesis.

It will be possible to know which interventions are available and what the expected outcomes are to help decision-making, through a consolidated monitoring of responses for a wider range of interventions for prevention, treatment, risk and harm reduction and social reintegration. In addition, mapping of services for people in conditions of increased vulnerability will be continued in collaboration with qualified networks.

Treatment remains a key priority, addressing emerging challenges, such as psychostimulant use, and ensuring the delivery of evidence-based, quality-assured responses, including opioid substitution treatment, social reintegration and therapeutic communities, supported by a wide and growing range of reintegration strategies and services.

The emerging issue of psychostimulant-use disorders, and the need to promote research and coordinated action in this area, is being addressed through a joint initiative by the EUDA, UNODC and WHO, in the context of the #ScaleUp project, a multi-country initiative on combined psychosocial and pharmacological treatment of stimulant-use disorders, focusing on its feasibility, safety and effectiveness in various contexts.

Quality of interventions will be supported by the EU-QUALITY project to improve the availability of existing quality standards, to promote adaptation to the local context of international standards and to share knowledge about quality assurance mechanisms.

Competence development and e-learning will be strengthened by the Agency's e-learning platform PLATO through the existing curricula (EUPC) and more offers in various subject



areas – via a dedicated inventory of curricula developed through the EU-COMP project, including crime prevention, risk and harm reduction, and treatment of people with psychostimulant, cannabis or synthetic opioid use disorders, or with a comorbid substance-use and mental health disorder. The EUPC training materials will be updated with content from the Frontline Politeia project, recently taken over by the EUDA, addressing prevention for frontline workers and law enforcement professionals.

Best practices for reducing substance-use risks and promoting safer behaviours in music festivals and other recreational settings will be collected and shared. Principles for effective awareness campaigns on new substances and associated risks will be co-created and disseminated with Member States, ensuring alignment with the evidence base, core European values and proven effectiveness.

Artificial intelligence (AI) opportunities and risks will be explored by testing its applicability to evidence retrieval analysis and monitoring, and by following the regulatory approach of the EU in close collaboration with other EU agencies. In addition, an interactive dashboard for decision-makers will explore ways to bring together evidence for action, implementation tools and evaluation methods, developed in close collaboration with the IT digital transformation team.

Expected outputs/results

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

Expected outcomes

- Optimisation of tools to monitor and evaluate drug interventions and their outcomes.
- Better and more informed policy and practice on the available evidence base and effectiveness of interventions in drug demand reduction within the EU.
- Availability of effective interventions to prevent and reduce drug use, drug-related morbidity and mortality, and other harms, including drug-related crime, and to promote social reintegration.
- Availability of training options in a variety of formats (face to face and e-learning), for the prevention, treatment, harm reduction and social reintegration, knowledge sharing, decision-making and implementation of evidence-based interventions, etc.
- Identification, adoption or development of tools and quality standards to support Member States in setting objectives for quality improvement of their services and systems.
- Principles for effective awareness-raising campaigns developed.
- Crime prevention to reduce the role of drugs in gender-based violence; strategies to address the intersection of substance use and violence, with a focus on prevention, early intervention and support for affected individuals.

KPIs

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



10. Uptake of EUDA evidence/knowledge by policymakers

Action areas

BPR1. Follow developments from basic research, applied research and implementation science to maintain state-of-the-art understanding of what constitutes effective interventions to both established and emerging drug-related problems.

Outputs/results

- Best Practice Portal scientific protocol reviewed to reflect the Agency's priorities and evidence updated accordingly. (L1)
 - European responses guide enriched with implementation experiences (podcasts and videos). (L1)
 - EU-QUALITY project on quality standards for services implementation rolled out as planned. (L2)
 - Application of AI tools for evidence retrieval and synthesis explored. (L2)
 - Collaboration with UNODC and WHO on the #ScaleUp project focusing on prevention, treatment and care approaches in the area of psychostimulant use. (L2)
-

Action areas

BPR2. Strengthen, maintain and develop the monitoring tools required for describing the delivery of drug-related interventions.

Outputs/results

- Enhanced monitoring of prevention, treatment and harm reduction responses drawing on expert elicitation approaches. (L2)
 - Monitoring of treatment outcomes (project OPTIMUS) tested and piloted, and their application beyond opioids explored. (L2)
 - Treatment service mapping exercise continued and results published in interactive maps. (L2)
-

Action areas

BPR3. Facilitate knowledge transfer, the adoption of best practice and successful implementation through the development of state-of-the-art resources for professionals and supporting and developing training and capacity-building activities.

Outputs/results

- PLATO scale-up rolled out. (L1)
 - EU-COMP collection of curricula for professional training based on needs analysis progressively implemented. (L2)
 - EUPC updated and training sessions delivered at all levels from basic to the training of trainers. (L2)
-



- Frontline Politeia project contents for frontline workers and law enforcement professionals integrated into the training materials. (L2)
- European Drugs Winter and Summer Schools delivered and evaluated. (L2)
- Design of training opportunities for new areas, for example polysubstance use, mental health and dual diagnosis, psychostimulants, synthetic opioids and cannabis use, initiated as feasible. (L2)
- Support provided to Member States for the development and implementation of awareness campaigns, depending on resources. (L2)

Action areas

BPR4. Provide additional information resources to support decision-making and programme development in areas particularly important for public health, or where innovations are becoming available or the knowledge base is rapidly changing (e.g. hepatitis C treatment, overdose prevention, new pharmacotherapies, e-health and interventions targeting hard-to-reach populations such as migrants and the homeless population) or where new evidence reviews have become available.

Outputs/results

- Translating and adapting information materials into learning and e-learning opportunities (via EU-COMP and PLATO scale-up). (L1)
- Promotion of forums for information exchange and dialogue among professionals on key topics (webinars, meetings, etc.). (L1)
- Application of AI explored to support decision-making and programme development in areas important for public health, laying the foundation for the development of a dynamic decision-support platform. (L2)

EU Early Warning System on new psychoactive substances, laboratories network, drug alerts and threat assessments

EU Early Warning System on new psychoactive substances

In 2026, new and existing areas of work will be increasingly integrated and interlinked to strengthen national and EU resilience to cross-border health and security threats. Overall, this work will support national and EU-level situational awareness, preparedness and responses to NPS and controlled drugs with analytically confirmed information and will support interventions to reduce the availability of harmful substances, prevent and reduce drug use, drug-related morbidity and mortality, and other harms. Work in this area will serve a range of customers, from national partners, EU institutions, practitioners, law enforcement agencies (police and customs), forensic and toxicological laboratories, policymakers, scientists, non-EU countries and international organisations to, ultimately, people who use drugs and people who reside in Europe.



The provisions related to the information exchange on and the EWS for NPS, including the initial report on and risk assessment of NPS, remained unchanged in the EUDA Regulation. In 2026, the EUDA, together with its partners in the Member States (the Reitox network of EWS correspondents), Europol, the EMA, the ECHA, the EFSA and the ECDC, will continue to ensure robust implementation of the EWS and risk assessment of NPS, in accordance with EU drug policy priorities. The monitoring and response on NPS will continue to be instrumental in supporting evidence-informed legislation, policymaking and practice at the EU level and in the Member States.

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

The provisions of Article 28(c) of the [Regulation \(EU\) No 1235/2010](#) will continue to be implemented in close cooperation with the EMA. These will ensure that the EU maintains its world-leading capacity and capability to detect, assess and respond to public health and social threats caused by NPS. Additional cooperation with the EMA will be considered, for instance related to the EUDA's participation in the Opioid Monitoring and Crisis Prevention Task Force, the use of big data, or in the area of medicines misuse (including in polysubstance use) and signal management.

The Agency will continue to implement its all-hazards approach to early warning and response, allowing it, its partners and the EU to rapidly detect, assess and respond in a timely manner to both existing and new emerging threats.

In 2026, a range of projects to support early warning, risk assessment, preparedness and response activities of the EUDA and the Member States will be implemented. Projects undertaken in these areas will continue focusing on threats posed by synthetic opioids in Europe. Threats posed by uncontrolled SSC, which may be used by existing cannabis users attracted to their effects and legal status, along with other new emerging threats, will also be addressed.

In 2026, work will continue on developing, conceptualising and integrating existing and new reporting and monitoring tools into a new modular digital platform. In line with the new mandate, the modules that will be developed will also allow reporting of forensic and toxicology data on NPS, timely communication of notifications, and threats and alerts to targeted partners, allowing different levels of access and including non-EU countries and key international organisations. The new digitally enabled, comprehensive expert system will allow more efficient implementation and communication with partners and will encompass quality assurance, performance monitoring, risk management and gap analysis functionalities. It will integrate dynamic datasets and customised dashboards that allow tailored visualisation of complex, interlinked datasets to different EUDA customers.

Cooperation with UNODC and the WHO Expert Committee on Drug Dependence, and priority non-EU countries, will continue to take place in line with the existing arrangements and the ICF, respectively.



Expected outputs/results

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

Expected outcomes

- Effective implementation of the EWS and the EU risk assessment mechanism on NPS in order to support and strengthen national and EU-level preparedness and responses.

KPIs

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

Action areas

EWS1. Ensure the successful operation of the EWS.

Outputs/results

- EWS implemented fully, efficiently and effectively under the EUDA Regulation. (L1)
- Initial reports prepared as required under Article 9 of the EUDA Regulation. (L1)
- Digitally enabled all-hazards approach conceptualised, integrating EWS signal management system, OSI monitoring, risk communication, toxicovigilance system and the European Database on New Drugs. (L1)
- Further development of the European Database on New Drugs, including new and strengthened functionalities. (L2)
- State-of-the-art EWS risk communications; updates and issues in focus on NPS available and tailored for different customers, according to priorities. (L1)
- Provision of ongoing support provided to the Commission and the Member States on scientific and technical matters, as required. (L1)
- Working arrangements with EU partner agencies (Europol, EMA, ECHA, ECDC and EFSA) implemented. (L1)
- Data exchange with UNODC and WHO to support prioritisation, scheduling discussions and information exchange activities, with the objective of facilitating notifications and avoiding unnecessary burden for Member States. (L1)
- EWS data and expertise shared and linked to, as relevant, other relevant new/existing systems, both external and internal, and with key partners. (L2)
- Proactive engagement with scientific networks and researchers; participation in international conferences, presenting EUDA analyses and contributing to the NPS debate. (L2)



Action areas

EWS2. Ensure timely and high-quality implementation of the risk assessment on NPS..

Outputs/results

- Risk assessment procedure implemented fully and robustly under the auspices of the EUDA Scientific Committee under the EUDA Regulation. (L1)
- Effective information exchange with EMA, including formal notifications and public health-related risk communications, and responses to formal information requests, in line with Article 28(c) of the [Regulation \(EU\) No 1235/2010](#). (L1)

Drug alerts, laboratories network and threat assessments

In 2026, new areas of work established within the chapter of preparedness under the new mandate will be operational. In these areas, the Agency will continue to focus on monitoring and responding to cross-border threats caused by emerging drugs, such as new and controlled synthetic opioids in Europe and by uncontrolled SSC.

Developmental work will be initiated to conceptualise an integrated signal detection and management system that enables interoperability between existing and emerging preparedness services, supported by ongoing digital advancements.

European Drug Alert System

The EDAS will be fully operational in 2026. The EDAS will strengthen national and EU resilience to serious drug-related risks by supporting preparedness and response activities through rapid information exchange and targeted alerts and other risk communications by using the integrated all-hazards approach.

In 2026, the EUDA will conceptualise the basis of an acute poisoning surveillance network that supports, in near real time, hospital emergency departments, clinical toxicology laboratories and poison centres, and will develop a programme of work to strengthen preparedness and response to drug-related outbreaks of acute poisoning in the EU. The feasibility of establishing a drug-related deaths surveillance network that supports, in near real time, forensic laboratories and forensic medicine and toxicology agencies will be assessed.

Additional projects developed with the aim of empowering key customers with relevant, timely and actionable information on priority substance groups will be implemented. For instance, authoritative and up-to-date information on emerging substances, such as new synthetic opioids (NSO) and SSC, targeted at different groups (including healthcare professionals, law enforcement officers and laboratories) will be produced and disseminated. This will support preparedness and response to emerging health and security threats related to these substances.



Laboratories network

The network of forensic and toxicological laboratories, fully operational in 2026, will underpin, with real-time, evidence-based, and analytically confirmed information, much of the Agency's work. The work of the network will assist national laboratories in the timely elucidation and reporting of new NPS, determination of purity, profiling, pharmacological profiling and setting quality standards and criteria for analytical identification of substances, among other things. The work of the network will be key in identifying timely emerging threats and assessing these threats based on an evidence-based approach.

The EUDA will continue to share curated libraries using various techniques and instruments to keep the network of laboratories up to date, drug profiling of substances of interest, provision of reference standards to assist Member States in the identification of emerging substances, such as NSO and SSC, and pharmacological profiling. Training and competence development for forensic and toxicology laboratories, along with the organisation of proficiency tests, will be key to enhancing competence in this area and to supporting the implementation of quality assurance schemes. Additionally, the network will have a key role in supporting the identification of priority projects and research questions that need to be addressed.

The provision of analytical reference standards and supporting analytical data libraries to the network will be scaled up in 2026. This project will support the analytical identification of new substances, with a focus on substance groups such as NSO and SSC. Complementing this project, a proficiency testing and structural elucidation scheme drawing from the expertise and established practice of existing forensic networks will be facilitated for the network. This scheme will further support laboratories in their capacity to identify NPS.

Pharmacological profiling of emerging NPS will continue to be conducted. Through this project, data on the basic pharmacological mechanism of action of NPS, particularly receptor binding and activation studies, which also provide comparative data to relevant controlled drugs, will be generated in order to support evidence-based decision-making at all three steps of the EU response to threats caused by NPS.

In 2026, test purchase projects will continue to be implemented. This will include the analytical characterisation of the composition of edibles for which there is limited information. Such information is critical to characterise potential individual and public health risks. A specific focus will be on products containing substances of concern, such as NSO and SSC.

The work of the network of laboratories will underpin the work of the EWS, EDAS, the monitoring datasets and threat assessments. To this purpose, a database to store, analyse and make available the information and data collected or generated by the network will start being conceptualised and additional functionalities be implemented in the European Database on New Drugs (see also Section III 'EU Early Warning System on new psychoactive substances, laboratories network, drug alerts and threat assessments').

EUDA Threat Assessment System

The objective of the EUDA health and security threat assessment capabilities, as defined in Article 12 of the EUDA Regulation, is to enhance the preparedness of the Member States to



respond to new threats in an effective and timely manner. This objective is achieved through three main features of the threat assessment capability, which involve (1) monitoring and threat identification, (2) the threat assessment study and (3) the response to threats. Threat assessments can be launched at the Agency's own initiative, or at the request of the Commission or a Member State. The ETAS will draw on an expert network that will be engaged for regular interactive surveillance.

Alongside the network, we will develop a pool of scientific and academic experts whose role is to contribute to and draft threat assessment report sections, conduct on-site assessments and advise on recommendations to mitigate threats. The system will have the capacity to monitor signals from multiple EUDA data sources, other EU agencies and open-source data. This system will enable the EUDA to launch threat assessments on the Agency's own initiative, to objectively evaluate requests for threat assessments from the Commission or Member States and to use standardised procedures to prioritise. In 2026 we plan to further develop our portfolio of methods that can be used to evaluate different types of threats in the security and health area. The aim is to have a list of various methods that can be implemented in different timeframes (from a few weeks to several months), depending on the type and scope of the potential threat.

The 2026 to 2028 period will see their further improvement and implementation, including collaboration with other Agency initiatives, to develop approaches for the development of recommendations, based on insights from implementation science.

Phase II of rapid monitoring will be explored, using integrated data platforms consisting of standard epidemiological indicators, complementary methods and networks of experts. We will also explore the development of vulnerability and preparedness assessments to estimate Member States' ability to respond to different types of threats and the need for capacity building.

We will continue to develop and update guidance that includes good practices and processes to produce recommendations for health and security responses to drug-related threats. The guidance will be based on a review of existing threat assessment reports from the relevant EU agencies and national and international agencies in the drug field, which account for national capacities and legal frameworks and are aimed at policymakers.

Expected outputs/results

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

Expected outcomes

- Rapid information exchange of targeted alerts and other risk communications.
- Timely identification and assessment of health and security threats related to known drugs and NPS.
- Competence of forensic drug and toxicology expertise in the EU enhanced.
- Strengthened situational awareness, preparedness and response to cross-border health and security threats caused by synthetic opioids.
- Increased analytical capacity to detect NSO in Europe.
- Drug-related emerging trends and threats captured and reported in a timely manner.



- Strengthened capacity of the EU and its Member States to rapidly respond to new drug-related health and security threats.

KPIs

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

Action areas

EDAS. Ensure the successful establishment of the EDAS.

Outputs/results

- EDAS implemented efficiently and effectively under Article 13 of the EUDA Regulation. (L1)
- State-of-the-art alerts issued in a timely manner and tailored for different customers, according to priorities. (L1)
- Development of a risk communication framework for serious drug-related risks. (L2)
- Conceptualisation of an acute poisoning surveillance network. (L2)
- Development of responses to strengthen preparedness and response to drug-related outbreaks of acute poisoning in the EU. (L2)
- Initiate the conceptualisation of an expert information system that allows the management of data, information exchange, signals and risk communications. (L2)
- Development of OSI monitoring surveillance system for drug emergencies and outbreaks. (L2)

Action areas

LABS. Ensure the successful establishment of the European network of forensic and toxicological laboratories.

Outputs/results

- European network of forensic and toxicological laboratories operational under Article 15 of the EUDA Regulation. (L1)
- Drug-related forensic and toxicological data generated in a timely manner and exchanged rapidly with key Member States partners, EU institutions and agencies and priority non-EU countries. (L1)
- Quality assurance schemes under implementation and data collection and analytical methods under harmonisation. (L1)
- Increased situational awareness, preparedness and response to cross-border health and security threats caused by NSO. (L2)



- Conceptualisation of an expert system / digital platform with functionalities addressed to forensic and toxicological laboratories. (L2)
- Projects identified by the network supported, as relevant. (L2)
- Assistance on analytical matters related to detection of drugs, NPS and/or their precursors and metabolites in seizures, biological samples, samples collected from users and/or test purchases. (L2)
- Annual meeting of laboratory network organised. (L2)
- Proactive engagement with forensic and toxicology networks and researchers; participation in international conferences, presenting EUDA analyses and contributing to the NPS debate. (L2)

Action areas

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

Outputs/results

- Regular health and security threat assessments conducted, with reports and recommendations based on the signals detected by the Agency or by requests from the Commission or the Member States. (L1)
- Continual assessment and improvement of the ETAS undertaken. (L1)
- Integrated rapid monitoring mechanism operational to support analytic and threat assessment activities. (L2)
- Proposal developed for upgrade of rapid monitoring, which uses integrated data platforms that consist of standard epidemiological indicators, complementary methods and a network of experts. (L1)
- Preparedness assessment tools under development to estimate the ability of Member States to respond to different types of threats and needs for capacity building. (L2)
- Joint health-related assessments with partner EU agencies upon request and dependent on the availability of resources. (L2)
- Article 20 of the EUDA Regulation serious cross-border threats to health tasks developed and risk assessments implemented on request. (L1)
- Health-related threat assessments and studies as part of priority non-EU countries' projects, if resources are available. (L2)

Policy and society, crime, markets and precursors

Policy and society

The EUDA monitors drug laws and policies across various governance levels and disciplines, examines how they are implemented and how they interact with broader societal developments. To better support decision-makers and implementers in the drug field, the EUDA also provides EU-level policy analyses, capacity-building activities and practical tools for the design, monitoring and evaluation of drug-related policies.



Monitoring drug policies and detecting emerging policy trends

For 2026–2028, the new resources provided under the enhanced mandate will offer an opportunity to revise the Agency’s drug policy monitoring frameworks, with a particular emphasis on strengthening the Agency’s ability to detect emerging trends in drug policy.

The Agency’s core monitoring in the policy and society area covers the areas of drug laws, strategies and evaluations alongside broader policy areas – such as health, social policy and criminal justice – which affect how drug issues are addressed. Recognising the multidisciplinary nature of the drug phenomenon, the Agency monitors developments across these interconnected policies to support a balanced and integrated understanding of the situation.

With additional resources, the Agency will be able to strengthen its capacity in the policy domain, allowing it to better and proactively identify emerging drug policy trends. This will cover activities such as revamping the Agency’s legal and policy correspondents network, strengthening existing expert networks in the policy and society area and setting up a network of city-level decision-makers.

The annual meeting of the legal and policy correspondents will be redesigned. The new legal and policy correspondents will improve preparedness through the sharing of knowledge and expertise among Member States. The annual meeting will be complemented, where feasible, by technical meetings to make information exchange between national experts timelier and improve the EUDA’s understanding of new policy trends.

Over the 2026–2028 period the Agency will strengthen its collaboration with city-level drug policymakers and networks. New trends and threats often manifest first at the local level, and the development of innovative policies and responses is often initiated locally. The city-level stakeholders often play a fundamental role in drug policymaking, as they are at the forefront when it comes to dealing with the consequences of global drug markets. The first EUDA city-level network meeting is planned for 2026.

Drug policies can have a significant impact on people with social vulnerabilities, including those who face challenges such as poverty, social exclusion or other inequalities. In 2026 the Agency will scale up its activities on social vulnerabilities and social policies, including through strengthened collaboration with expert networks in this area.

Many people with problems related to drug use pass through the criminal justice system. Prisons are important settings for understanding and addressing the drug phenomenon from security, public health and social perspectives. In 2026, the Agency will focus on ‘prepared prisons’, covering activities such as strengthened monitoring, training initiatives and network building. This will include strengthening the prison network as a sentinel system for detecting changing drug trends in prison settings.

These elements will help strengthen the Agency’s drug policy monitoring frameworks. The main goals are to respond rapidly to changing policy priorities, ensure preparedness for the future and remain alert to emerging trends and developments.

Better services for decision-makers

The new resources provided under the revised mandate will enable the EUDA to offer better services to decision-makers and planners. This includes delivering reliable and timely drug



policy analysis; providing high-level technical policy support as appropriate; and offering a range of tools and resources for designing, implementing and evaluating drug policies, including a European cannabis policy toolkit.

In 2026, the Agency will continue to contribute to the implementation of EU policy objectives and provide ongoing high-quality expertise to its key institutional customers: the EU institutions and Member States. At the level of EU institutions, the Agency will support sound policymaking through high-quality technical input to requests, events, processes and relevant institutional meetings, as appropriate and when required.

Of particular importance is our responsibility with respect to the EU drug-related strategic documents post 2025. The Commission launched the 'Protect EU internal security strategy' in 2025, where it announced to work in close cooperation with the Member States to propose a new EU drugs strategy and an EU action plan against drug trafficking. The EUDA is available, if requested, to provide support to the development of a new EU drugs strategy and action plan and support the Commission with monitoring the implementation of these initiatives, as appropriate.

The EUDA will support governments, upon their request, with the independent evaluation of drug policies and the development of evidence-based drug policies in line with EU strategic documents. The EUDA's package to support policy development and evaluation is flexible, including a range of levels of support provided to decision-makers and planners that can be adjusted to the needs of different stakeholders. The roll-out of the EUDA's POLDEV project will occur in 2026. The POLDEV project will include online and interactive materials to support decision-makers and planners with drug strategy and action plan development, practical tools to support local-level drug policies, case studies, and a policy design and evaluation training programme. Standard operating procedures will be operational to deal with requests, within available resources.

Driven by a customer-centric approach, the EUDA will put special focus on cannabis policies in 2026. Some Member States have changed, or are considering changing, their approach to the regulation of cannabis use, creating the possibility of greater access to the drug for some consumers or under certain conditions. In Europe and elsewhere, the current dynamic public and policy debate on how cannabis should be regulated is likely to continue. Recent developments in Europe and elsewhere show that various options exist, including systems with criminal penalties for use or supply, systems with permissions for home growing and/or use in private or non-profit growing clubs, and systems with state-controlled or commercial production and sales. Within this evolving context, controlling cannabis use in road traffic remains a key concern. In order to protect public health and public safety, any policy development in this area should be supported by robust monitoring and evaluation frameworks capable of analysing the impacts of regulatory changes.

The European cannabis policy toolkit will be rolled out over the 2026–2028 period and will include a registry of implementation experiences to facilitate information exchange, practical tools and materials to support the implementation of evidence-based decisions, a user-friendly cannabis indicator catalogue that will allow evaluators to assess the impact of cannabis policy changes and a masterclass for policymakers and other professionals seeking to refine their skills in cannabis policy development and evaluation. It is unclear what direction future European policies will take. What is clear, however, is that any policy development in this area should be accompanied by an assessment of the impact of any changes introduced.



In the context of inter-agency collaboration on cannabis issues, the EUDA will continue to meet with other agencies, including the EMA, the EFSA and the Community Plant Variety Office, to discuss and exchange views on recent developments in the cannabis area and on where and how cannabis products have already featured in the work of the agencies.

The Agency will launch the MILOU project, focusing on the outcomes for people who use drugs and come into contact with the criminal justice system. This project will provide a key evaluative step between policy design and policy impact.

Strengthen the integration of a gender perspective in drug data and analysis

Gender differences can influence patterns of drug use, the impacts of drug policies and the effectiveness of health and social interventions. The Agency has paid increasing attention to the intersection of gender and drugs by including topics such as sex and gender differences in drug-use analysis and providing outputs on health and social responses for women. Although a gender dimension is not systematically included in the drug field, efforts have been made by the Agency in that direction.

Expected outputs/results

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

Expected outcomes

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

KPIs

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

Action areas

POL1. Support, as requested, EU and national policy initiatives within the EUDA's areas of competence, with particular attention given to the implementation and evaluation of the EU drugs strategy and action plan.

Outputs/results

- Support provided to the development of new EU drug-related strategic documents post 2025, if requested. (L1)



- Implementation of allocated actions in the EU drug-related strategic documents post 2025, where appropriate and in light of priorities and available resources. (L1)
- Contribution to the monitoring and evaluation of the EU drug-related strategic documents post 2025, as appropriate. (L1)
- High-quality expertise provided to EUDA key institutional customers, through briefings and other technical inputs. (L1)
- Support other initiatives in areas covered by EU institutional documents and relevant to the EUDA. (L2)

Action areas

POL2. Provide EUDA key customers with timely updates on key policy developments at the national, EU and international levels to facilitate an informed and up-to-date dialogue.

Outputs/results

- Alignment of the data collection and analysis model in the policy area with EUDA needs. (L1)
- Annual core national policy data reviewed, validated and made available to inform analysis and outputs. (L1)
- Revamped meeting of the legal and policy network. (L2)
- First EUDA city-level network meeting. (L2)
- Thematic workshops on emerging trends in drug policies organised. (L2)
- Tailored reporting on new drug policy trends, including on cannabis and other emerging topics. (L2)
- MILOU project launched. (L2)

Action areas

POL3. Maintain and develop resources to support policy formulation and evaluation (in close coordination with the support for policymakers provided in the supply area).

Outputs/results

- Portfolio of tools and services scaled up, in line with EUDA mandate requirements, to support policy development, implementation and evaluation in Member States and non-EU countries (POLDEV project). (L2)
- Support provided to national drug policy evaluations, upon request. (L2)
- Gradual roll-out of EUDA cannabis policy toolkit to support national initiatives linked to cannabis policy development and evaluation (Cannapol), through the following outputs:
 - a database of implementation experiences; (L2)
 - tools and materials to support the implementation of evidence-based decisions; (L2)
 - an interactive cannabis indicator catalogue. (L2)



Action areas

POL4. Support the development of evidence-based criminal justice policies and strengthen strategic understanding of broader policy areas which affect how drug issues are addressed.

Outputs/results

- European Questionnaire on Drug Use among Prisoners data collection and analysis improved, through national study support and a common database. (L2)
- Pilot project for drug-related signal detection in prisons. (L2)
- Scale up activities in the area of health and social policies, including through strengthened collaboration with expert networks. (L2)
- Targeted awareness-raising activities for enhanced gender analysis in EUDA outputs, in collaboration with the European Group on Gender and Drugs. (L2)
- Projects launched on drug-related gender-based violence. (L2)

Crime, markets and precursors

By 2026, the capacity of the security/crime, markets and precursors area of the EUDA will be reinforced by more staff and resources. The result will be improved services for EUDA customers, adding value at the EU and national levels. In 2026, the EUDA system to support the Commission in monitoring developments related to the diversion and trafficking of drug precursors and contributing to the implementation of EU regulations on drug precursors will be fully implemented. The network of forensic and toxicological laboratories established in 2024 (for details, see Section III 'EU Early Warning System on new psychoactive substances, laboratories network, drug alerts and threat assessments') will be a crucial element of the new monitoring system and central to the work in the crime and markets area. A reinforced Agency backed by a network of networks in the Member States will provide a robust foundation to drive the work forward. The work on drug-related violence undertaken since the launch of the EUDA, including initiatives stemming from the first European Conference on Drug-related Violence held in 2024, will continue and the EUDA's Presidency of the JHAAN in 2026 will be used to showcase these activities. The online recruitment of young people into drug markets in the supply and distribution chain, or to commit violent acts, will be a priority area in the coming years.

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

One of the main concerns at the time of drafting this work programme is how the situation in Afghanistan is evolving under Taliban rule and what its evolution will mean for drug production in the country, in particular heroin and methamphetamine, and what impact this will have on drug markets in Europe. Implementing the system for systematic monitoring will ensure that the EU and its Member States have reliable information available to make decisions and prepare responses that can mitigate any impact. Another major concern is the threat posed globally by synthetic drugs, in particular synthetic opioids and



methamphetamine. Not only do these substances represent a major health and security threat, but their production also threatens our environment and contributes to Europe's carbon and water footprints. In 2026–2027, the EUDA will have a dedicated stream of work on drug production and precursors, including, importantly, on the environmental impacts.

When conceiving the complementary monitoring systems, a strong focus has been placed on collecting geolocated data. Such geographic information is essential to understand the dynamics of trafficking routes and identify emerging hotspots of drug market activity, including violence, at an early stage. The EUDA will take a more central role in EMPACT to strengthen the strategic analysis capabilities at the EU level, supporting Member States. The EUDA will also provide the Commission with data and expertise to assist with the Schengen cycle, for example by contributing to the Schengen Barometer+.

Recognising that threats can be multidimensional, efforts to address them must be transversal. Signals of drug market changes will be identified through the various data sources in the new monitoring system and will be regularly assessed and developed in accordance with the frameworks developed at the Agency level for signal management. The system will triage the signals in line with a set of rules and may trigger the EDAS and potentially a threat assessment. The security/crime and markets components of these systems will be integrated from the outset (see Section III 'EU Early Warning System on new psychoactive substances, laboratories network, drug alerts and threat assessments').

The EU roadmap to fight drug trafficking and organised crime from 2023 recognised the scale and consequences of this serious threat and its worldwide reach. The roadmap set out 17 actions, 5 of which specifically mentioned the EMCDDA (now the EUDA), implemented in 2024 and 2025 in four priority areas: to strengthen the resilience of logistics hubs; to dismantle criminal networks; to increase prevention efforts; and to strengthen cooperation with international partners. Between 2026 and 2028, the EUDA will build upon these actions and develop specific work to address the action areas.

The EUDA Regulation requires the Agency to support the Member States to assess their drug policies; provide training; improve international cooperation and provide technical assistance; and contribute to research and innovation. In addition, support will be provided, as required, to the Commission in terms of the security aspects of the evaluation of the EU drugs strategy and action plan.

Looking forward to 2027 and 2028, the EUDA will build on existing data, knowledge and systems to develop frameworks for understanding the value chains associated with different drug types. As a complementary exercise, we will also activate the network of forensic laboratories to provide detailed information about the operation of retail markets in all the Member States.

Throughout this period, the relationship with the European Union Agency for Law Enforcement Training (CEPOL) will be enhanced and training delivery tailored to the needs identified in accordance with now well-established strategic planning processes. Projects being implemented locally or nationally on the topic of drugs and security will be developed more widely, including, for example, the projects aimed at preventing young people from becoming involved in drug market activity and the projects on recording and acting on drug-related intimidation and violence. Through targeted application in the EU, such projects, some of which already receive EU funding, have the potential to contribute to a safer and more secure Europe. In addition, the portfolio of capacity-building activities for law enforcement will be enhanced for the Member States and non-EU countries in the framework of technical cooperation projects.



Expected outputs/results

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

Expected outcomes

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

KPIs

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

Action areas

MAR1.1. Strengthen the core monitoring system: improve quality and coverage in the implementation of supply and supply reduction indicators in the Member States and their supporting tools, networks and processes.

Outputs/results

- Annual core national quantitative and qualitative data reviewed, validated and made available to inform analysis and outputs. (L1)
- Contribution to EUDA reports on the state of the drug phenomenon and emerging trends. (L1)
- Modernisation of data collection tools in line with the new business architecture. (L2)
- Activities to support Reitox network data collection efforts, in line with the Reitox Alliance, including quality assurance. (L1)

Action areas

MAR1.2. Develop new and innovative data collection approaches to increase the scope and coverage of analysis and provide a cost-effective and practical solution to supplement existing core data collection systems in this area (e.g. open-source intelligence, internet monitoring and web surveys).

Outputs/results

- Availability of tools for monitoring drug supply via darknet markets. (L2)



- Data from darknet markets available for analysis and outputs. (L2)
- Continue the development of a system to collect data from open sources on significant drug market events such as large seizures, drug-related violence/homicides and outbreaks of poisonings. (L2)
- Research and develop innovative methods for monitoring drug-related activities using aerial surveillance (link to EU Innovation Hub for Internal Security). (L2)

Action areas

MAR1.3. Improve understanding of the impact on the European drug market of developments in the international drug situation, with particular attention given to the countries bordering the EU.

Outputs/results

- Support for investigations of drug-related security issues and data collections among technical assistance projects with non-EU countries. (L2)
- Situation reports regarding drug production in Afghanistan (heroin and methamphetamine). (L2)

Action areas

MAR1.4. Support a better strategic understanding of the drivers of innovation in synthetic drug production and their impact, including routes of synthesis and source chemicals, and contribute to the European system on drug precursor monitoring, together with the Commission and Europol.

Outputs/results

- Annual data collection on sites related to synthetic drug production submitted and reviewed, validated and made available to inform analysis and outputs (including intensive monitoring of synthetic opioid production in the EU). (L1)
- Annual precursors data from the Commission validated and made available to inform analysis and outputs. (L1)
- Adapt the procedures and processes for activities related to drug precursors in anticipation of the revised EU precursors regulation. (L1)
- Continue the development of the system for monitoring, analysis and data visualisation for drug production in the EU. (L2)
- Information exchange and collaboration with partners, in particular Europol, the Commission and the International Narcotics Control Board, on drug production and precursors (and related substances). (L1)

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

Expected outcomes

- Security-related emerging trends and threats captured and reported in a timely manner.



- Increased capacity of the EU and its Member States to rapidly respond to new and re-emerging drug-related security threats.

KPIs

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

Action areas

MAR2.1. Provide threat assessments related to transversal security threats linked to the production and supply of drugs.

Outputs/results

- Analyses of EU drug markets (updates to EU drug market modules produced). (L1)
- Conduct threat assessments and prepare briefings on new and emerging drug-related security threats (with partners, for example Europol, Frontex (the European Border and Coast Guard Agency) and Eurojust (the European Union Agency for Criminal Justice Cooperation)) on the basis of emerging needs. (L2)
- Produce a situation report on drug precursors. (L2)

Action areas

MAR2.2. Identify and communicate the threats associated with NPS with respect to sourcing, production, transit and marketing, and ensure vigilance and follow-up on threats related to the emergence of newly controlled NPS on the drug market.

Outputs/results

- Provision of drug market-related information to support the initial report phase of the EWS. (L1)
- Support operational activities set out in the EMPACT operational action plan (OAP) for 2026–2027 related to synthetic drugs and NPS. (L2)

Action areas

MAR2.3. Improve capacity to monitor innovation in the drug market and its impact, giving special attention to the development of online drug markets and darknet drug sales.

Outputs/results

- Availability of data on drug supply via online drug markets and integration of the information into EUDA products. (L2)



- Support Commission efforts to reduce the availability of illicit drugs online (EU Internet Forum). (L2)
- Ad hoc analyses of data responding to the needs of stakeholders in EU institutions and the Member States. (L2)

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

Expected outcomes

- Better understanding of drug-related crime and its link with other serious crimes.
- Improved comprehension of the wider societal impact of drug markets and drug-related crime.

KPIs

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

Action areas

MAR3.1. Improve the monitoring of drug-related crime and associated responses and countermeasures and their impact.

Outputs/results

- Collection and analysis of data on drug-related homicide in selected Member States. (L2)
- Continue working on monitoring and responding to drug-related intimidation and violence, building on the conclusions of the European Conference on Drug-related Violence held in 2024. (L2)

Action areas

MAR3.2. Contribute to an improved understanding of the links and interactions that exist between drugs and serious criminality, including security threats such as illegal financial flows, corruption, trafficking in other illicit cargoes and terrorism.

Outputs/results

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



Action areas

MAR3.3. Support the development of a broader conceptual framework on the wider societal impact of drug markets and drug-related crime, including environmental impact, implications for community safety and possible unintended negative consequences of interventions.

Outputs/results

- Use the findings of the contract to develop a broader conceptual framework on the wider societal impact of drug markets and drug-related crime and assess the possibility of initiating ad hoc data collection on the topics that emerge. (L2)
- Act upon the findings of the study to assess the environmental damage pathways of drug production, trafficking and consumption. (L2)

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

Expected outcomes

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

KPIs

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

Action areas

MAR4.1. Support the EMPACT cycle's drug priority areas and the most threatening criminal networks and individuals (CRIMENET-I) (through threat assessments, provision of expertise and training). A priority task for the EUDA is to maintain an overview of EU drug markets, their ramifications and responses.

Outputs/results

- Full integration of the EUDA in EMPACT (cannabis, cocaine and heroin, synthetic drugs and NPS, and the most threatening criminal networks and individuals priorities). (L1)
- Contribute to the EU Serious Organised Crime Threat Assessment, in support of Europol and Member States. (L2)
- Promote EMPACT in EUDA activities, publications and events. (L1)



- Delivery of accredited CEPOL–EUDA residential training on drug markets and crime (strategic analysis); and supporting the implementation of the working arrangement between CEPOL and EUDA. (L1)
-

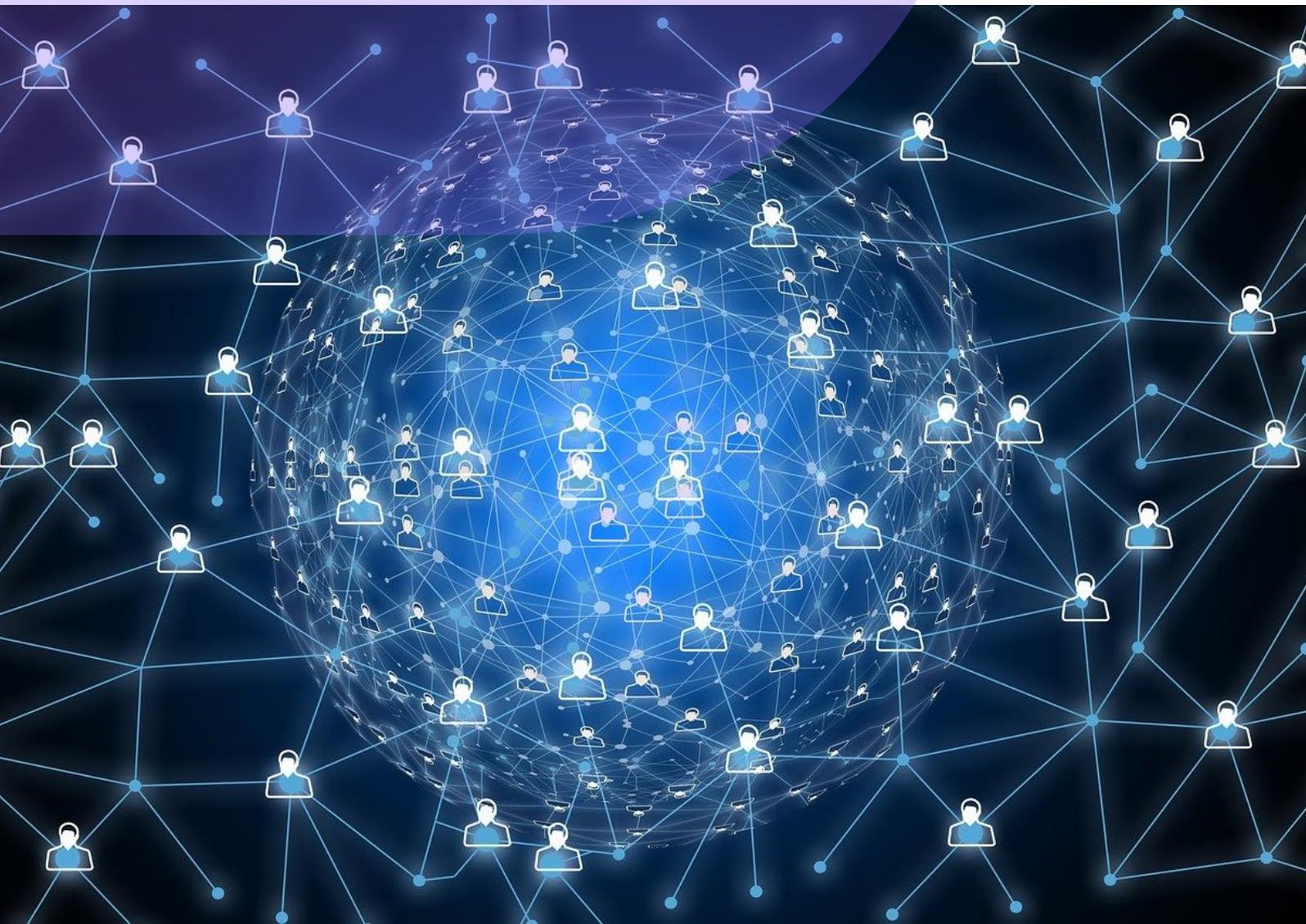
Action areas

MAR4.2. Increase the effectiveness and the impact of EU actions in the security area including through (a) strengthening/establishing networks of field experts, academics, law enforcement officials, etc.

Outputs/results

- Annual meeting and proceedings of the Reference Group on Drug Markets and Crime. (L1)
 - Support the implementation of the EU roadmap to fight drug trafficking and organised crime (or policy initiatives that succeed the roadmap), in particular the Ports Alliance. (L2)
 - Proactive engagement with expert networks of forensic scientists, law enforcement officials, judicial networks and academics for information gathering and checking knowledge, analysis and interpretation. (L2)
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CROSS- CUTTING AREAS





CROSS-CUTTING AREAS

Partnership and international cooperation

Strategic realignment

In 2026, the partnership and international cooperation area will be in a position to realign a series of strategic core activities after the entry into force of the EUDA Regulation. This will particularly be the case for the implementation of the new Reitox Alliance and of the new ICF, both adopted in 2025, and for expanding the collaboration and engagement with civil-society organisations.

Strengthening Reitox

The Reitox NFPs are the primary partners of the EUDA in the Member States, Norway and Türkiye, and they serve as the Agency's core data providers. As the Agency further focuses on the provision of services on preparedness, supported by monitoring, capacity development and international cooperation, the ultimate goal for the EUDA–Reitox cooperation needs to be adapted accordingly, while ensuring that NFPs have the resources they need to expand their role as the backbone of the EUDA information system. The EUDA digital transformation programme (see Section III, 'Information technology management') will open new possibilities for shortening the current reporting cycle via the use of technology. The Agency will start implementing the newly adopted Reitox Alliance, which will be established as the new reference framework for collaboration. Quality assurance mechanisms, including the assessment scheme, will be prioritised to meet the requirements set out in the EUDA Regulation.

Expanding collaboration and civil-society engagement

In 2026, the Agency will develop a collaborative framework and an online platform to facilitate consultation, information exchange and knowledge sharing between the EUDA and civil-society organisations. Collaboration with civil-society organisations active in the drug field will be enhanced, as outlined in Article 55 of the EUDA Regulation, thus reinforcing our commitment to inclusive and participatory policymaking.

Enhancing international cooperation

As the new EUDA ICF was adopted in 2025, the Agency's work with international and EU partners and stakeholders in 2026 will be fully informed by its strategic objectives, principles and immediate priorities. To effectively address the complex and rapidly changing drug phenomenon, while promoting the EU's balanced and multidisciplinary approach to drugs, in 2026 the EUDA will continue to enhance its capabilities to monitor the international drug phenomenon, to cooperate with international and EU partners and stakeholders on drug-related threats emerging from outside the EU, to support the mutual exchange and dissemination of best practices and implementable research findings and to develop and



implement its technical cooperation portfolio. The work will focus on thematic priorities and will be informed by a regular assessment of international developments, the EU priorities for drug-related matters and foreign policy developments. The ICF annual implementation report will be presented and discussed on an annual basis at the geostrategic discussion organised with the EUDA Management Board members and the representatives of the EUDA partner countries on the margins of the EUDA Management Board meeting.

In 2026, the EUDA will continue to develop and implement new services. Particular focus will be placed on the development of geostrategic analysis of international drug developments, where relevant, in co-production with key partners. These analyses will be tailored to key customer groups as per the Agency's new mandate and the renewed ICF. In 2026, the Agency will also continue producing briefing notes to support the Commission, the European External Action Service and EU delegations during dialogues with non-EU countries. Additionally, the Agency will expand its role in drug policy dialogues and related follow-up activities. A new bilateral technical cooperation project with Peru (EUDA4Peru) will be launched in 2026, supporting the implementation of the working arrangement between the EUDA and the Peruvian National Commission for Development and Life without Drugs.

To support the EU enlargement process, the Agency will also continue implementing and further developing assessments of the functionality of the enlargement partners' NDOs and their EWSs and related data collection and submission systems. This assessment will, among other things, feed the EUDA contribution to the enlargement package, providing a focused analysis to the Commission on the capacities of the enlargement partners' NDOs and national EWSs, and the alignment of their national drug information systems with EU standards. On an ad hoc basis, such methodology will also be applied to the other priority partners.

In 2026, the IPA 8 project with candidate countries and potential candidates in the Western Balkans will conclude, with timely actions taken to ensure continued support for EU enlargement partners under the Instrument for Pre-Accession Assistance (IPA), from 2027 onward. Apart from the support provided to the EU enlargement partners in further aligning their national drug information systems with the EU *acquis* on drugs, emphasis will be placed on cross-border analyses regarding health and security threats in the Western Balkans. The EU4MDII project will continue, focusing on supporting partners in developing national outputs on drug situations and responses inspired by the EU drug monitoring and response framework and relevant to their national drug policies. The project will also invest in culturally adapted exchanges of best practices in prevention, treatment, and risk and harm reduction, along with knowledge exchange targeted at international law enforcement partners.

The EUDA will continue improving its knowledge and monitoring capacities regarding the drug situation in non-EU countries, understanding implications for public health in the EU and supporting the development of their drug policies. This will involve fostering dialogue, exchanging information with non-EU countries, strengthening the capacities of priority partners and formalising working arrangements. The collaboration with non-EU countries will focus on consolidating efforts to monitor the global drug situation, ultimately improving national, regional and EU responses. In 2026, as the EUDA will gradually put in place new tools and networks and it will also explore conditions for association of key priority non-EU countries, with the EDAS and laboratories network, for example (see Section III 'EU Early Warning System on new psychoactive substances, laboratories network, drug alerts and threat assessments').



The abovementioned activities will be carried out in the framework of the ongoing bilateral working arrangements, EU-funded regional technical cooperation projects implemented by the EUDA (such as IPA 8 and EU4MDII) and in the framework of the EUDA contribution to the regional EU-funded programmes, as resources allow.

Cooperation with other regional partners, such as with UNODC and WHO on the harmonisation approaches to data collection, sharing information and analysis, and developing synergies, the Pompidou Group of the Council of Europe and the Inter-American Drug Abuse Control Commission of the Organization of American States, will also be pursued.

Within available resources and in the framework of its new mandate and ICF, the Agency will continue cooperating with other non-EU countries and regions bilaterally and as part of regional EU-funded programmes.

Supporting EU institutions and policy

The Agency will maintain its commitment to providing technical and knowledge support to the EU and its Member States through proactive and on-request assistance. This will be achieved by participating in and supporting relevant institutional meetings and processes, ensuring the provision of up-to-date data and analysis and facilitating evidence-based policymaking. In 2026, the Agency will support the Cypriot and Irish presidencies of the Council and assist the Commission, the European External Action Service and EU and Member State delegations during dialogues with non-EU countries and regions. Additionally, the Agency will expand its role in drug policy dialogues and related follow-up activities.

Upon request, the Agency will support the EU institutions and Member States in international forums such as the UN Commission on Narcotic Drugs. Technical and scientific input will be provided to high-level EU documents and processes, including guidance to steering committees and advisory boards of external scientific partners.

The Agency will prioritise continued collaboration and dialogue with (1) other decentralised EU agencies in the framework of the EU agencies network; (2) other JHA agencies in the framework of the JHAAN, which EUDA will chair in 2026. The latter will include strengthening the cooperation of the nine JHA agencies through the organisation of technical and thematic meetings, maintaining the existing sub-networks of JHAAN and ensuring dialogue and reporting to EU institutions and other external stakeholders.



Expected outputs/results

Strategic objective: Strengthen the European Drug Information System by fostering cooperative partnerships with the Reitox network.

Expected outcomes

- Efficient coordination of the Reitox network to ensure improved contribution of the NFPs to a coordinated EU action on drugs and a good performance in the implementation of the financial support provided to NFPs.

KPIs

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

Action areas

RTX1. Reitox network support and coordination to implement the Reitox Alliance.

Outputs/results

- New Reitox Alliance implemented as a reference framework for collaboration between the Agency and the NFPs, in close collaboration with the Reitox network. (L1)
- Agreement with NFPs on the national reporting package. (L1)
- Selected NFPs assessed in line with the Reitox assessment scheme. (L1)
- Capacity development programme, such as the RTX Academies, targeting the Reitox NFPs implemented and further adjusted, in line with evolving NFPs needs. (L2)

Action areas

RTX2. Contractual and co-financing management of NFPs contribution to the EUDA tasks.

Outputs/results

- NFPs grant agreements adequately managed within a three-year cycle. (L1)
- Grant expenditure of selected NFPs financially audited. (L2)

Strategic objective: Strengthen collaboration with civil-society organisations.

Expected outcomes

- Incremental inclusion of civil-society organisations in the EUDA partners ecosystem to enhance value creation and delivery.



KPIs

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

Action areas

CSO. Progressively establish collaboration and cooperation with civil-society organisations.

Outputs/results

- Roadmap for the collaboration with civil-society organisations piloted. (L2)

Strategic objective: Strengthen EUDA international cooperation in line with the ICF and with the EU and international stakeholders' needs.

Expected outcomes

- Enhanced synergies with EU and international bodies working in drug-related areas.
- Increased EU capacity to address drug threats, informed by signals and data coming from non-EU countries.
- Assessment of the technical capacities of candidates and potential candidates in line with the established procedures.
- Enhanced capacity of priority non-EU countries to monitor and respond to the drug situation and address drug threats through the sharing of EU/EUDA expertise and tools.
- Strengthened geostrategic analytical services with a focus on international developments with relevance for the EU.

KPIs

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

Action areas

IC1. Monitor developments of the international drug phenomenon that might pose a threat or have implications for the EU.

Outputs/results

- Geostrategic analysis of international drug developments. (L2)



- Concept plan for monitoring key drug-related signals in non-EU countries relevant to international drug developments. (L2)
- Organisation of the geostrategic discussion meeting with EUDA Management Board members and partner countries. (L2)
- Regular ICF implementation report and update of the ICF, as required. (L2)

Action areas

IC2. Support the mutual exchange and dissemination of best practices and research results at the international level.

Outputs/results

- Capacity-building tools and activities tailored to relevant international cooperation partners initiated. (L2)
- Contribute to the implementation of EU drug-related regional programmes. (L2)

Action areas

IC3. Cooperate closely with international and EU partners and stakeholders on drug-related threats emerging from outside the EU.

Outputs/results

- Existing working arrangements implemented and new opportunities for collaboration explored with other partners. (L2)
- Support provided to the EU institutions and Member States in the implementation of their foreign policies and their cooperation with non-EU countries – briefing notes and policy briefings provided as required and relevant. (L1)

Action areas

IC4. Develop technical cooperation with international partners and stakeholders and promote the incorporation of EU relevant data into international monitoring and drug programmes.

Outputs/results

- IPA 8 technical project completed in line with the agreed logical framework. (L2)
- EU4MDII technical project implemented in line with the agreed logical framework. (L2)
- EUDA4Peru technical project implemented in line with the agreed logical framework (to be confirmed). (L2)
- Ad hoc support provided to the COPOLAD III top-up project (in line with the resources available). (L2)
- New datasets for core and complementary methods from non-EU countries available for and integrated into EUDA products, as appropriate. (L2)
- Assessment of NDOs and national EWSs in priority non-EU countries to support the EU enlargement process and upon request, as stipulated in the EUDA Regulation. (L2)



- Criteria, processes and guidelines for the association of EU candidates and potential candidates and non-EU countries to new EUDA networks and mechanisms. (L2)
- New or follow-up technical cooperation projects (bilateral or regional) negotiated and agreed in line with the priorities of the EU, the European External Action Service, the EUDA and the ICF, and subject to resources. (L2)
- Follow up on the required actions related to the working arrangement with the UNODC. (L2)

Strategic objective: Strengthen the EU response towards the drug-related phenomenon through proactive and ad hoc knowledge and technical support.

Expected outcomes

- Contribution to EU institutions and bodies in relevant drug policy debates.
- Timely provision of technical and knowledge support provided to EU institutions and bodies in the UN and other global forums.
- Increased timely and quality response to ad hoc requests.

KPIs

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

Action areas

INST. Provide technical and knowledge support to the EU, facilitating evidence-based policymaking.

Outputs/results

- Support provided to the Cypriot and Irish presidencies, Member States, the Council Secretariat, the Commission and the European External Action Service, both for their tasks within the Council and for international events (e.g. Horizontal Working Party on Drugs, National Drugs Coordinators). (L1)
- Further promote the institutional relationship with the Parliament (the Committee on Civil Liberties, Justice and Home Affairs and the Committee on the Environment, Public Health and Food Safety). (L1)
- Contribute to EU high-level/institutional meetings, as requested and relevant, by enriching policy debates with proactive and on-request, up-to-date data and analysis. (L1)
- Provide technical and knowledge input to the UN and other global forums, while supporting the EU to deliver well-informed policy positions (EU statements, UN resolutions). (L1)
- Chairing of the JHAAN. (L1)



Communication and stakeholder engagement

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

Your European Union Drugs Agency

Activities in the communication area will underpin our vision for creating 'Your European Drugs Agency' and will focus on:

- contributing to EU preparedness on drugs, to save lives by acting today and anticipating tomorrow;
- positioning the EUDA as the go-to agency for drug-related issues;
- building and maintaining the EUDA's reputation by enhancing visibility and customer engagement;
- ensuring people have access to easily available and quality information on the drug situation that they can trust;
- optimising communication channels for effective outreach.

Our activities aim to meet three strategic objectives.

- We communicate in a way that is effective, transparent, targeted and timely.
- We adopt a customer-centric approach when developing our services and products.
- We maintain open and direct communication and engagement with our stakeholders and customers.

Implementing our new communication strategy

Our new communication strategy, approved by the Management Board in June 2025, reflects the needs of our broader set of tasks, customers and networks, and sets out how the Agency's activities and results are developed and shared. The communication strategy is accompanied by an annual action plan that enables its objectives to be reached across the Agency. In 2026, we will concentrate on implementing this strategy and action plan.

Developing the EUDA brand

We will continue to work on the EUDA brand to reflect the Agency's new identity and its strengthened remit. As products and services develop, we will provide the necessary tools



and resources, adding to the existing brand guide, visual identity manual and online toolkit developed in 2025. A focus of our work will be to help create the ‘EUDA experience’ – an experience that can be felt across the services and products delivered throughout the Agency.

We will continue to run EUDA branding sessions for staff and partners to carry on developing the EUDA culture together. The EUDA will still be growing in 2026, and it will be important for us to share experiences, developments and new ideas.

In 2026, we will also focus on further developing our EUDA sub-branding for the EUDA NFPs. With the NFP visual identity created in 2025, the next step will be to consolidate the sub-brand and compile a dedicated communication toolkit.

Rolling out our content strategy

The Agency’s content strategy and its implementing mechanism, developed in 2025, will guide the planning, development and release of content and campaigns.

From the many topics the Agency covers, it will be important to decide on the priority topics for 2026 and to develop and apply key messages. Identifying communication and campaign opportunities upstream will enable us to serve our stakeholders and customers with relevant content in a coherent and timely way.

Designing products and services with a customer-focused approach

Interacting with our customers and identifying their needs is one of our central tasks. As we develop our EUDA products and services portfolio, we will apply our customer-focused approach with an emphasis on value creation and moving forward with our digital transformation goals. The methodology and guidelines we developed in 2025 will be our reference for this work. Involving customers systematically in the concept, design and testing phases is a key aspect that will help us use the right tools and/or channels to communicate with them.

Beyond the well-established customer groups of EU and national policymakers and practitioners in the drug field, we will begin to deliver products that meet the needs of the scientific community, civil-society organisations and people who use drugs. We expect co-creation to play an important role.

Indeed, a series of focused events that cater to the needs of the various groups is envisaged over the course of the year.

Serving the media

The media are important channels for reaching our customers. Media requests continue to grow with our broader remit and heightened visibility as the EUDA. The constantly evolving drug problems and geopolitical situation are driving increased interest too. Our robust and proactive media relations service will not only respond to the many enquiries expected but also anticipate and provide self-service resources. A blend of traditional public relations with



new technological solutions and innovative storytelling will help the Agency stay ahead of the challenges posed by the evolving drug landscape while maintaining public trust and a strong reputation across the EU. A more proactive and timely approach to our knowledge creation and dissemination activities may bring risks to our reputation. Reputation management and crisis communication will be key aspects of our work.

Developing our communication services

We will develop our communication services in line with best practice in our field, using the technologies we have at our disposal to create more efficient, accessible and personalised communication experiences. We will also explore the use of AI to scale up and automate some of our services.

Multilingual

Having our content available in the languages of our customers across Europe is essential if we are to reach them effectively. We will pilot the EUDA multilingual approach, which we are developing based on the communication strategy. We will continue to expand our multilingual offer, using the new technologies available and ongoing innovations in the translation field. We will prioritise developing the multilingual aspects of our website to bring it in line with the recommendations on multilingualism of the EU Ombudsman. We will continue to research the language needs of specific customer groups and satisfy them as far as our budget permits.

Digital

Our digital strategy will ensure that the changes and opportunities provided by developing digital technologies are leveraged in a strategic and prioritised way across the EUDA's channels, including social media and audiovisual channels. We will continue to optimise our social media channels to increase engagement and encourage staff as ambassadors. We envisage increased investment in audiovisual products and in data visualisation and other visual assets, in line with customer preferences and broader developments in the communication landscape.

Our public website will continue as the go-to platform for key content and resources for the full range of the EUDA's stakeholders and customers. We will enhance customer experience through providing higher levels of interaction and engagement with the content. We will also invest in the technical developments needed for the backend of our content management system to facilitate its use by internal stakeholders and partners. Improving the digital production process is a priority and we will make the necessary investment in these technical developments in 2026.

Our 2025 website content review highlighted new areas of content needed by our customers, such as timely information on current drug issues and information on our new services and activities. We will develop this content through cross-unit collaboration.

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



generative engine optimisation study we commissioned and our ongoing monitoring of the situation.

Accessibility and open data

Accessibility in our products is crucial because it ensures that all users, regardless of their physical or cognitive abilities, can engage with and benefit from the technology. By designing with accessibility in mind, we create inclusive experiences that accommodate a wide range of users, including those with disabilities. Furthermore, accessible design often leads to improved usability for all users, fostering better engagement and customer satisfaction. We will ensure our web products and services meet the requirements of the EU Accessibility Directive (Directive (EU) 2016/2102), specifically Web Content Accessibility Guidelines (WCAG) 2.1 Level AA standard.

Open data fosters transparency, innovation and collaboration by making information freely accessible to everyone. We will continue to implement the principles of open data for non-sensitive data, making it easier for our customers to find, use and reuse the EUDA's data in their own work (in line with Directive (EU) 2019/1024 on open data and the reuse of public sector information).

Digital empowerment and communication upskilling

Digital empowerment and communication upskilling activities focus on equipping staff with the tools, knowledge and confidence to effectively navigate and utilise digital technologies. With several communication tasks decentralised across the EUDA, we will develop digital empowerment activities and a communication upskilling programme with appropriate training and guidelines. The training needs that have been identified so far include representing the EUDA; clear writing and writing for the web; working in a web content management system; data visualisation; how to be a good social media ambassador; and training in other efficiency-enhancing digital tools.

We will underpin this initiative with a strong internal communication and change management strategy and action plan. We will use a variety of channels to implement the action plan, in particular the Agency's intranet platform, HumHub.

Expected outputs/results

Strategic objective: Position the EUDA as the go-to agency for addressing drug-related issues by ensuring communication is effective, transparent and responsive, centred on the needs of its stakeholders and customers.

Expected outcomes

- Increased capacity of the EUDA to meet stakeholder and customer needs through tailored products and services, which are provided through optimised communication channels.

KPIs

1. Budget execution



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

Action areas

COM1. Communicate in a way that is effective, transparent, targeted and timely.

Outputs/results

- New communication strategy implemented via its action plan. (L2)
- Principles of the EUDA branding and identity embedded within the culture of the Agency. (L1)
- Promotion of Agency to all stakeholder/customer groups. (L2)
- Events and campaigns on priority topics conceived and delivered. (L2)
- Website developed as the go-to platform for EUDA knowledge. (L2)
- All content developed for the website meets basic accessibility and mobile-friendly criteria. (L2)
- Datasets are made available on the public website in a format that can be easily reused and shared. (L2)

Action areas

COM2. Adopt a customer-centric approach to develop our services and products.

Outputs/results

- EUDA products and services portfolio further developed. (L2)
- Stakeholder/customer engagement and experience strategy implemented. (L2)
- More multilingual content on the website, reflecting customer needs. (L2)
- Guidelines for creating customer-focused products and services implemented. (L2)
- Evolving customer needs and feedback from customers is analysed and integrated in products and services where appropriate and feasible. (L2)

Action areas

COM3. Maintain open and direct communication and engagement with our customers.

Outputs/results

- EUDA NFPs sub-brand developed and communication toolkit conceptualised. (L2)
- Communication and dissemination channels (including website, media relations, social media, audiovisual) are further optimised and measured for their effectiveness. (L2)
- Internal communication strategy implemented via its annual action plan. (L2)
- Communication upskilling programme designed and implemented. (L2)



Research, innovation and foresight

Between 2026 and 2028, the Agency will continue developing and consolidating its new competencies in the area of research, innovation and foresight in order to keep the EUDA tools and methods fit for purpose in the context of changing external environment and new information needs.

The new capabilities in this area will allow the Agency to keep up to date with the latest developments in science and technology, identify knowledge gaps and, most importantly, inform decision-making, policy formulation and future research directions.

On request of the Commission and respecting the EUDA Regulation, the Agency will contribute to the development and implementation of the EU framework programmes for research and innovation (such as the health and security clusters of Horizon Europe) and other Commission funding programmes (such as EU4health, the Internal Security Fund and the Migration Fund). The EUDA will also contribute to the work of the EU Innovation Hub for Internal Security.

The Agency will give special attention to supporting the Commission and Member States in identifying knowledge gaps and research priorities, conducting and commissioning studies to address critical knowledge gaps in the context of the EU strategic documents and identifying and adopting innovation in areas relevant to the Agency's mandate. An important part of the work will be dedicated to developing and maintaining the EUDA research platform and accompanying digital tools to support research networking, gap analysis and research auditing.

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

The work will focus on the further application of foresight methods and tools, such as horizon scanning and scenarios building, to increase the organisational preparedness with regard to changes observed in a wider environment, considering their potential impact on the future of drugs and addictions field, and the effect this would have on the Agency's core responsibilities in the drug monitoring, analysis and policy support. The foresight projects will aim to supplement and support core activities and inform longer-term planning and the development of the research and innovation agendas.

The EUDA will work towards strengthening its dialogue with the scientific community by investing in submissions to learned and scientific journals, where possible, and supporting open access to papers reporting on the Agency's work. Moreover, investment will be made in improving preparedness and providing a comprehensive set of future-oriented tools to support scientific publishing in areas related to the EUDA mandate, focusing on the needs of early career researchers and those from low- and middle-income countries.



Expected outputs/results

Strategic objective: Strengthen the impact and relevance of EUDA tools, methods, and outputs through the integration of research, foresight and innovative approaches.

Expected outcomes

- Improved capability to continually monitor and integrate the latest developments in science and technology.
- Enhanced contribution to the EU knowledge cycle through the identification of knowledge gaps and future research priorities.
- Strengthened engagement and communication with the scientific community, research institutions and centres of excellence.

KPIs

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

Action areas

RIF1. EUDA engagement with research.

Outputs/results

- Development of a research database and accompanying digital tools to support research networking, gap analysis and research audit. (L2)
- Piloting the EUDA operational model for research priority setting in the drug field. (L2)
- Engagement with the scientific community, research institutions, centres of excellence and early career researchers, in the framework of the Lisbon Addictions Conference and preparatory work for Addictions 2027. (L2)

Action areas

RIF2. Development of the EUDA foresight toolbox.

Outputs/results

- Implementation of foresight exercises and deep-dive studies in areas of strategic importance. (L2)
- Capacity building and networking with EU initiatives on futures. (L2)



Action areas

RIF3. Uptake of innovation.

Outputs/results

- Contribution to the work of the EU Innovation Hub for Internal Security. (L2)
-

CORPORATE GOVERNANCE





CORPORATE GOVERNANCE

EUDA Management Board

Upon completion of the second mandate of Executive Director Alexis Goosdeel, Dr Lorraine Nolan (Ireland) will take the helm of the Agency as the EUDA's new Executive Director as of 1 January 2026, further to her election by the EUDA Management Board in June 2025.

The priority of the Management Board will therefore be to ensure the necessary guidance and support is provided to the new Executive Director in taking up her duties and leading the organisation in the first year of her mandate.

This guidance will be even more important in the context of the ongoing transformation of the EUDA, with its main organisational growing phase to be completed by 2027.

EUDA Scientific Committee and quality assurance of scientific activities

The Scientific Committee will ensure the scientific rigour of the EUDA's work and the continual improvement of its main scientific outputs. Also, under the leadership of the new EUDA Chief Scientist, who started his work with the Agency in October 2025, the scientific quality assurance and coordination processes will be reviewed and revised as necessary to reflect the EUDA's digital transformation, its new business model and its new mandate. The work will focus on the implementation of the internal mechanism for the coordination of research, innovation and foresight (see Section III 'Research, innovation and foresight'). At the same time, the EUDA will continue to ensure the quality of its analyses and outputs across all key areas of work.

The EUDA will remain an active member of the EU Agencies Network on Scientific Advice, profiting from its rich pool of expertise on scientific matters, synergies between members' work and exchanges on ways to enhance the quality of the scientific advice provided by EU agencies. Last but not least, the Agency, as one of the main partners in the programme and organising committees, will coordinate the work on the scientific programme for the Fifth European Conference on Addictive Behaviours and Dependencies, which is set to take place in the autumn of 2027.

Strategic planning and business transformation

In 2026 the Agency will continue its transformation that started in July 2024, when the EUDA replaced the EMCDDA. This transformation entails not only a substantial increase in operations, but also a new organisational identity and expected cultural change (see also Section III, 'Communication and stakeholder engagement').

To manage this significant organisational growth phase, which is expected to last until 2027, the EUDA organisational development plan (ODP) initiative started in 2024. This initiative aims to ensure that the Agency can effectively meet the new demands and responsibilities outlined in its expanded mandate. An action plan to oversee the transformation of the EUDA into a more agile, adaptable, digital, customer-centric and impactful organisation was put in



place in 2025, for implementation until 2027. The year 2026 will be the second year of implementation of this action plan.

A key work stream of the ODP is strategic planning. Further to the strategic planning benchmark exercise carried out in 2025, a roadmap which aims to increase the maturity of the area until 2028 will start being implemented.

However, the most significant development at the strategic level will be the preparation of a new EUDA strategy under the leadership of the new Executive Director. The document, which will be developed in consultation with key EUDA stakeholders and partners, will establish the EUDA high-level mid-term priorities; subject to its adoption by the EUDA Management Board in December 2026, it will reshape the EUDA's activities as of 2027.

The new strategy will also inform the 2027–2029 SPD, which will be submitted to the Management Board for adoption as per the established procedure, after having obtained the opinion of the Commission. At the same time, the 2028–2030 preliminary draft SPD will also be presented to the Management Board.

The operational planning will be fully integrated with the budget planning – in that regard, the EUDA 2027 draft budget and 2028 preliminary draft budget will be prepared and submitted for adoption by the Management Board in a timely manner.

Performance management, internal control and compliance assurance

The EUDA will ensure the efficient implementation of the annual 2026 work programme, which is part of the 2026–2027 SPD.

The new performance management system will be developed further. In that regard, the KPI review that started in 2025 will be completed in 2026, integrated with the work to develop the new EUDA strategy.

The performance in implementing the 2026 work programme and the corresponding internal management plan will be assessed and discussed within the framework of the performance reviews, which will be carried out every quarter with the support of the dedicated management information system.

The *Consolidated Annual Activity Report 2025* will be prepared, adopted by the Management Board and published, in line with the EUDA Regulation.

Transparency, lawfulness and internal control

The EUDA has a strong commitment to transparency and to safeguarding its public image as a trustworthy and accountable organisation. This will be done inter alia and where needed, by adopting the decisions and putting in place the mechanisms required by the EUDA Regulation to comply with the EU legal framework on the processing of personal data and the prevention of fraud, corruption and other illegal activities, along with fostering an ethics culture across the Agency, as per its 2025–2027 anti-fraud strategy (AFS).

The EUDA will continue to strengthen its internal control measures in line with the applicable internal standards for effective management and control. Furthermore, the recommendations



arising from the previous audits performed at the EUDA will be followed up on and implemented in line with the action plans adopted by the Management Board.

Expected outputs/results

Strategic objective: Ensure effective corporate governance measures are in place to support the efficient functioning of the EUDA, and its transformation, by 2027, into an agile, adaptable, digital, customer-centric and impactful organisation.

Expected outcomes

- The EUDA is organised to respond to the demands of the new mandate and other relevant institutional and political developments.
- The scientific quality of the EUDA's work is consolidated through appropriate quality assurance measures and the provision of support and guidance by the Scientific Committee.
- Successful stepwise business transformation, in line with the action plan developed under the ODP initiative.
- Good performance in implementing the 2026 EUDA annual work programme (based on relevant KPI).

KPIs

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

Action areas

GOV1. Provide support to the EUDA Management Board.

Outputs/results

- EUDA Management Board and Executive Board/Budget Committee meetings duly organised and decisions adopted. (L1)

Action areas

GOV2. Enhance the EUDA's scientific capacity through effective guidance and coordination, and efficient quality assurance measures; and strengthen dialogue and cooperation with the scientific community and centres of excellence in the drug field.

Outputs/results

- Efficient support provided to the Scientific Committee in performing its advisory role. (L1)
- Lead the measures to ensure and enhance the scientific quality of the EUDA's work. (L2)



Action areas

GOV3. Enhance organisational development through agile strategic planning and effective and innovative business transformation initiatives.

Outputs/results

- New EUDA strategy developed. (L1)
- Effective implementation of the EUDA ODP (which was put in place in 2025), to support the transformation of the Agency into a more agile, adaptable, digital, customer-centric, impactful organisation (by 2027). (L2)
- Roadmap to increase the maturity of the strategic planning area implemented. (L2)

Action areas

GOV4. Ensure efficient, integrated planning processes and instruments, guided by the EUDA's strategic priorities, embedded in the EUDA Regulation.

Outputs/results

- 2026–2028 SPD published. (L1)
- 2027–2029 draft SPD finalised, taking into account the results of the consultation of key EUDA stakeholders and partners, and submitted to the Management Board for adoption. (L1)
- 2028–2030 preliminary draft SPD prepared and submitted to the Management Board for adoption. (L1)
- 2027 draft budget and 2028 preliminary draft budget prepared and submitted for adoption by Management Board. (L1)
- 2026 management plan in place. (L2)

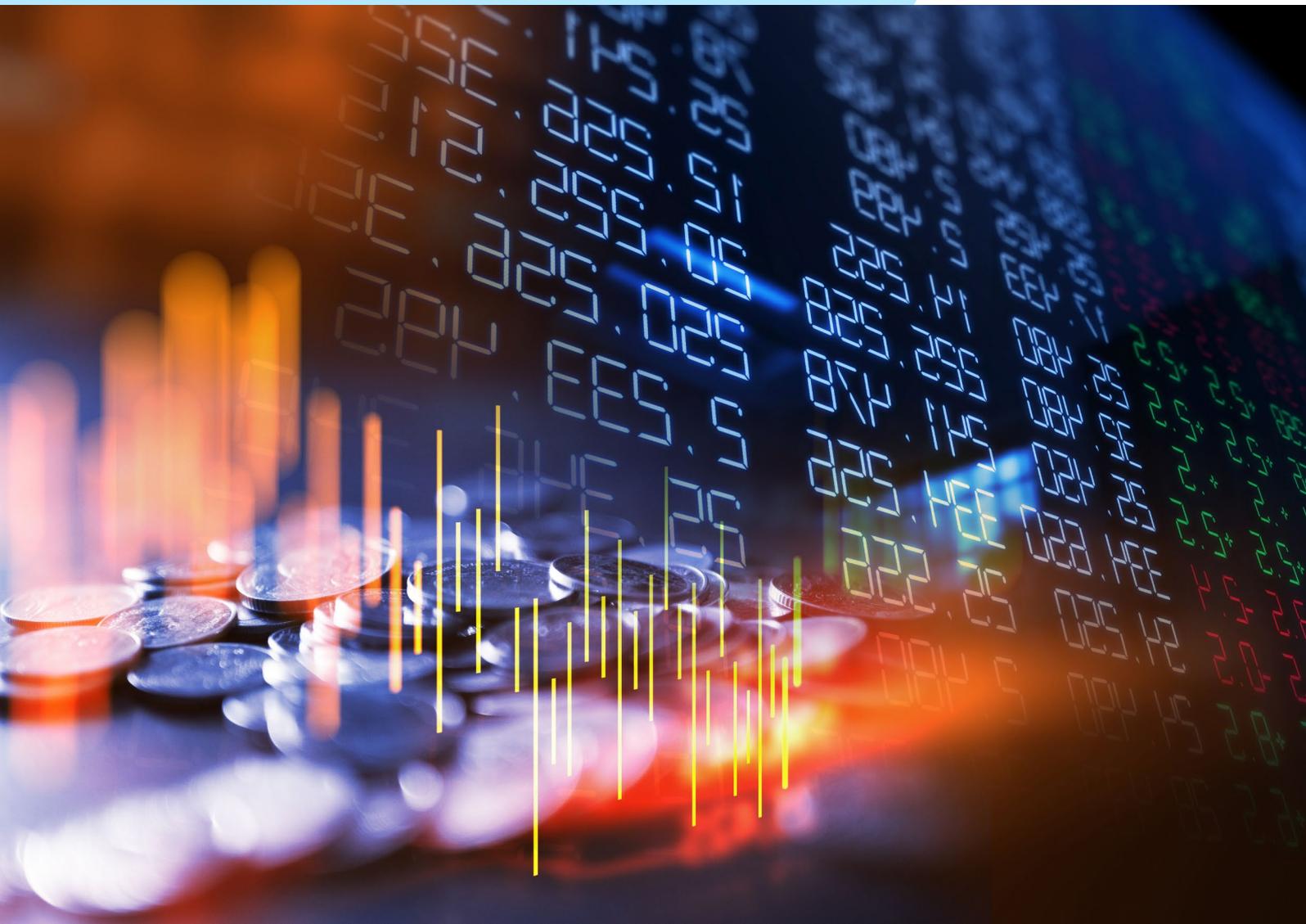
Action areas

GOV5. Strengthen performance management activities and ensure effective internal control and compliance measures are applied in line with relevant rules and regulations.

Outputs/results

- Work to revise the Agency's performance model completed, in alignment with the new EUDA strategy (planned for 2026). (L1)
- Quarterly performance reviews informing implementation decisions. (L2)
- *Consolidated Annual Activity Report 2025* published. (L1)
- Internal control mechanisms and activities in the areas of data protection, public access to documents and prevention of fraud implemented in line with existing EU regulations and practices. (L1)
- Risk management activities implemented in line with existing EU regulations and practices. (L2)

BUSINESS SUPPORT AREAS





BUSINESS SUPPORT AREAS

Administration and resources management

The EUDA will ensure that optimal supporting processes are in place, and that their performance is regularly reviewed and developed to ensure a business environment that allows for the effective implementation of the EUDA mandate.

In this context, one of the main objectives of this business driver will be to ensure that the implementation of the activities planned across the different areas of the annual work programme is supported by effective and efficient management of the available resources.

Financial management

Budget and financial management-related operations will continue to focus on the effective and timely forecast, planning, monitoring and use of the EUDA's resources and on the optimisation of the relevant processes. A key target will be to maintain, as much as possible, the excellent level of performance achieved in the budget execution in previous years. Efficiency of processes will be pursued, in line with the relevant financial rules, to contribute to ensuring the sound implementation of the EUDA's mandate.

Human resources management

The management of HR will encompass the sound management of existing processes, as required by the applicable Staff Regulations and their implementing rules. Special attention will be paid to the recruitment of the additional HR required for the effective implementation of the EUDA's mandate and to actions for staff training and development.

Infrastructure and logistics

Action will be pursued to ensure a safe working environment and to guarantee the efficient use of the EUDA premises and infrastructure, with special attention paid to the control of utilities-related costs and to possible synergies with EMSA, in particular for the management of the shared premises and services, including in the ICT area. Special attention will also be paid to the adjustments that the EUDA's premises and infrastructure require for the implementation of its new mandate, namely to accommodate the additional staff to be recruited for this purpose, by relying on the full exploitation of the available premises, and in particular the Palacete building.



Expected outputs/results

Strategic objective: Ensure that the supporting processes and tools are optimal, to enable efficient and high-quality EUDA services.

Expected outcomes

- Sound management of the EUDA's resources in compliance with applicable rules and procedures and in line with organisational needs.
- Safe and environmentally friendly workplace, which prevents work accidents, promotes the use of renewable energy and avoids the waste of resources.

KPIs

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

Action areas

ADM1. Further improve cost-effectiveness and optimal allocation of resources, reflecting the priorities identified in the EUDA Regulation.

Outputs/results

Financial resources management

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

External audits

- Timely and effective follow-up to observations/ recommendations from external audits, as required and agreed. (L2)
- Timely report on measures taken in light of the observations accompanying the annual discharge from EU budget authority. (L2)

Facilities support services

- Safe, secure and environmentally friendly workplace, which prevents work accidents, promotes use of renewable energy and avoids waste of resources. (L2)
- Efficient use of available facilities, equipment, infrastructure and utilities, with special attention to the adjustments that the EUDA's premises and infrastructure for the implementation of its mandate. (L2)

Synergies and efficiency gains

- Synergies with other EU bodies, including through participation in interinstitutional framework contracts, in inter-agency networks, activities and joint procurements and via the sharing of technical infrastructure and services (with EMSA in particular). (L2)



Action areas

ADM2. Improve people management and implement a sustainable staff training and development programme to ensure that the EUDA has the committed, skilled and motivated HR that it requires to implement its mandate successfully.

Outputs/results

HR management

- Sound management of EUDA HR, in accordance with the applicable rules and in line with organisational needs. (L1)
 - Successful recruitment for positions essential to executing the new mandate. (L1)
 - Implementation of a comprehensive transition plan for employees approaching retirement to ensure seamless transition, business continuity and retention of institutional knowledge. (L1)
 - Development and execution of a robust training plan aimed at enhancing and adapting internal competencies and capacity to meet evolving needs while providing opportunities for upskilling and reskilling. (L1)
 - Implementation of a comprehensive competency framework for EUDA to ensure the consistent and objective evaluation of skills and performance. (L2)
 - Implementation of a project to incorporate gender equality, diversity and inclusion perspectives into the EUDA (project GEDI). (L2)
-



Information technology management

The EUDA will set new IT foundations for achieving the strategic outcomes of the Agency, which will include transforming how IT operates, commencing the re-platforming of its digital solutions, delivering the first data platform modules based on a robust architecture model and using a cloud-enabled state-of-the-art technical infrastructure relying on a cybersecurity framework aligned to the Cybersecurity Regulation's demands ([Regulation \(EU, Euratom\) 2023/2841](#)). This evolution reflects strengthened governance, more structured demand management and advisory services, greater functional integration, and enhanced collaboration across agencies in support of digital transformation.

Infrastructure and digital workplace capabilities will be reinforced to support business continuity, remote work and collaboration. This includes a range of possible enhancements – such as a review of the disaster recovery site, completion of a foundational hybrid cloud infrastructure, modernised audiovisual systems and upgraded productivity tools – tailored to meet evolving organisational needs.

Expected outputs/results

Strategic objective: Deliver digital transformation to enhance EUDA core activities with modern digital products and infrastructure, bolstering cybersecurity and upgrading ICT capabilities to meet future demands.

Expected outcomes

- Robust foundational ICT capabilities are established to support organisational growth, enhance service quality and promote innovation while ensuring security and regulatory compliance.
- The ICT systems of the EUDA are maintained at an optimal level of operability, delivering reliable performance and seamless functionality to meet organisational needs.

KPIs

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

Action areas

ICT1. Ensure excellence and innovation in ICT operations and solutions, to enable successful EUDA service delivery.

Outputs/results

- **ICT Operating Model:** The maturity of the ICT operating model will advance, guided by benchmarking insights and partially implemented recommendations. (L2)
- **Digital Solutions:** The agency-wide digital transformation programme will begin and the first minimum viable products will be developed to improve user experience and support data driven decision-making, fostering a cohesive digital ecosystem that empowers the Agency to meet evolving demands effectively. (L1)



- **Infrastructure and Operations:** The infrastructure and operations environment will be fully configured to support an expanding range of services and increasing organisational demands, including technical scalability and the strategic use of outsourcing to ensure resilience, efficiency and responsiveness to emerging needs. (L1)
 - **Cybersecurity:** The cybersecurity plan will be established, security measures will be implemented and the organisation's security posture will be maintained in line with the Cybersecurity Regulation and guidelines. (L1)
 - **Digital Workplace Enhancements:** Digital workplace capabilities will be reinforced to support business continuity, remote work and collaboration. (L2)
-

Annexes



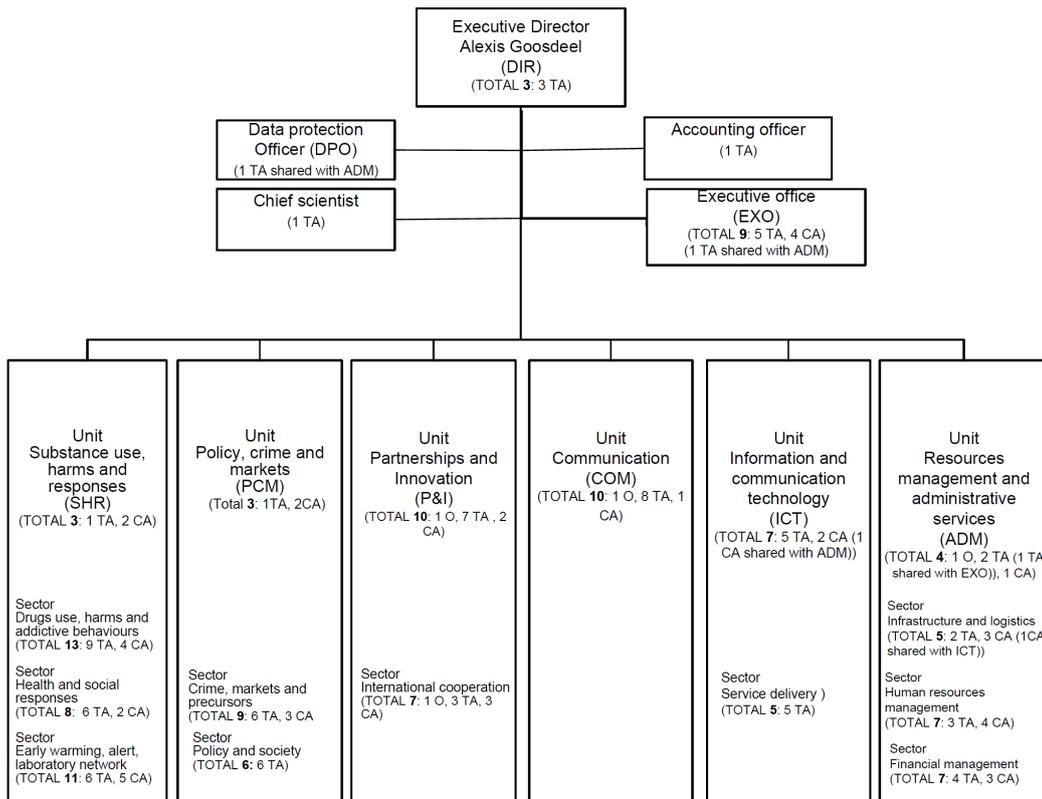


ANNEXES

Annex I. Organisation chart

31 December 2025

EUDA organisational chart



NB: TA = temporary agent, CA = contract agent.



Annex II. Estimated resource allocation per activity 2026–2028

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

	2025				2026				2027				2028			
	O	TA	CA & SNE (FTE)	Budget allocated	O	TA	CA & SNE (FTE)	Budget allocated	O	TA	CA & SNE (FTE)	Budget allocated	O	TA	CA & SNE (FTE)	Budget allocated
TA1 – Substance use and harms, best practice and responses	0.32	18.87	8.06	7 015 051	0.32	18.87	8.06	7 191 486	0.32	18.87	8.06	7 351 648	0.32	18.87	8.06	7 690 580
TA2 – EU Early Warning System on new psychoactive substances, laboratories network, drug alerts and threat assessments	0.22	13.12	6.61	5 135 790	0.22	13.12	6.61	5 264 959	0.22	13.12	6.61	5 382 215	0.22	13.12	6.61	5 630 351
TA3 – Policy and society, crime and markets	0.32	20.26	6.83	7 056 241	0.32	20.26	6.83	7 233 711	0.32	20.26	6.83	7 394 813	0.32	20.26	6.83	7 735 736
CC1 – Partnership and international cooperation	0.77	9.26	5.52	4 003 084	0.77	9.26	5.52	4 103 765	0.77	9.26	5.52	4 195 160	0.77	9.26	5.52	4 388 570
CC2 – Communication and Stakeholder engagement	0.57	5.79	2.50	2 280 857	0.57	5.79	2.50	2 338 222	0.57	5.79	2.50	2 390 297	0.57	5.79	2.50	2 500 497
CC3 – Research, innovation and foresight	1.07	4.59	2.42	2 080 059	1.07	4.59	2.42	2 132 374	1.07	4.59	2.42	2 179 865	1.07	4.59	2.42	2 280 363
GOV – Corporate governance	0.18	9.75	3.58	3 477 921	0.18	9.75	3.58	3 565 393	0.18	9.75	3.58	3 644 799	0.18	9.75	3.58	3 812 834
BS – Administration and resources management	0.30	6.36	3.45	2 602 648	0.30	6.36	3.45	2 668 107	0.30	6.36	3.45	2 727 529	0.30	6.36	3.45	2 853 276
BS – IT management	0.25	7.00	3.03	2 646 412	0.25	7.00	3.03	2 712 971	0.25	7.00	3.03	2 773 392	0.25	7.00	3.03	2 901 254
Total	4	95	42	36 298 064	4	95	42	37 210 990	4	95	42	38 039 718	4	95	42	39 793 461
Additional HR to implement the new mandate [1] (ALL AREAS)	—	—	—	—	—	—	—	—	—	2	1	—	—	2	1	—
Grand total	4	95	42	36 298 064	4	95	42	37 210 990	4	97	43	38 039 718	4	97	43	39 793 461

NB: O = official, SNE = seconded national expert, FTE = full-time equivalent.



Table II.2. Resources allocation for the implementation of technical assistance projects with non-EU countries and for agreements concluded by the EUDA in the framework of other non-EU countries' projects, for the 2026 work programme

Project	Allocated HR ⁽²³⁾					Allocated budget resources – assigned appropriations (EUR)
	O	TA	CA	SNE	Total HR	
IPA 8			3		3	—
EU4MDII			5		5	733 090
EUDA4Peru			2		2	500 000
Total			10		10	1 233 090

⁽²³⁾ These figures include only staff recruited for the projects and paid from the corresponding assigned appropriations.



Annex III. Financial resources (tables) 2026–2028

While drafting this SPD, the discussions on the next MFF for 2028–2034 were ongoing. The budget estimates for the years 2028 and beyond are considered solely for illustrative purposes and cannot pre-judge the provisions of the next MFF.

Table III.1. Revenue

General revenue

(All revenue values are given in euro.)

Revenue	2025	2026
	Revenue estimated by the Agency	Budget forecast
EU contribution	34 418 911	35 536 609
Other revenue	1 635 800	1 674 381
Total revenue	36 054 711	37 210 990

Revenue	General revenue						
	Executed budget 2024	Budget 2025	Draft budget 2026		VAR	Envisaged n + 2 2027	Envisaged n + 3 2028
			Agency request	Budget forecast			
1. Revenue from fees and charges (including balancing reserve from previous years' surpluses)	—	—	—	—	—	—	—
2. EU contribution	27 131 775	34 418 911	35 536 609	—	—	36 327 821	38 000 000
of which assigned revenue deriving from previous years' surpluses	58 239	12 144	—	—	—	—	—



Revenue	General revenue						
	Executed budget 2024	Budget 2025	Draft budget 2026		VAR	Envisaged n + 2 2027	Envisaged n + 3 2028
			Agency request	Budget forecast			
3. Non-EU countries contribution (including EEA/EFTA and candidate countries)	1 424 013	1 635 800	1 674 381	—	—	1 711 897	1 793 461
of which EEA/EFTA (excluding Switzerland)	884 509	1 023 694	1 038 105	—	—	1 061 454	1 113 078
of which candidate countries	539 504	616 264	636 276	—	—	650 443	680 383
4. Other contributions	—	—	—	—	—	—	—
5. Administrative operations	236 097	239 195	—	—	—	—	—
of which interest generated by funds paid by the Commission by way of the EU contribution (FFR Article 58), internal assigned revenue, etc.	236 097	239 195	—	—	—	—	—
6. Revenue from services rendered against payment	—	—	—	—	—	—	—
7. Corrections of budgetary imbalances	—	—	—	—	—	—	—
Total revenue	28 791 885	36 298 064	37 210 990	—	—	38 039 718	39 793 461

NB: EEA = European Economic Area, EFTA = European Free Trade Association, FFR = Framework Financial Regulation (Commission Delegated Regulation (EU) 2019/715).



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

Revenue	2025	2026
	Revenue estimated by the Agency	Budget forecast
Total revenue	730 849	1 233 090

Revenue	Additional EU funding: ad hoc grants and delegation agreements						
	Executed budget 2024	Budget 2025	Draft budget 2026		VAR	Envisaged N+2 2027	Envisaged N+3 2028
			Agency request	Budget forecast			
Additional EU funding stemming from grant agreements (FFR Article 7)	931 843	730 849	1 233 090	—	—	771 704	—
Additional EU funding stemming from contribution agreements (FFR Article 7)	—	—	—	—	—	—	—
Additional EU funding stemming from service-level agreements (FFR Article 43(2))	—	—	—	—	—	—	—
Total	931 843	730 849	1 233 090	—	—	771 704	—

Table III.2. Expenditure

Expenditure	2025		2026	
	Commitment appropriations	Payment appropriations	Commitment appropriations	Payment appropriations
Title 1 – Staff expenditure	17 291 001	17 291 001	19 803 292	19 803 292
Title 2 – Infrastructure and operating expenditure	7 407 232	7 407 232	4 958 642	4 958 642
Title 3 – Operational expenditure	11 599 831	11 599 831	12 449 056	12 449 056
Total expenditure	36 298 064	36 298 064	37 210 990	37 210 990



Expenditure	Commitment appropriations						
	Executed budget 2024	Budget 2025	Draft budget 2026		VAR	Envisaged n + 2 2027	Envisaged n + 3 2028
			Agency request	Budget forecast			
Title 1 – Staff expenditure	15 256 725	17 291 001	19 803 292	—	—	20 327 704	20 846 054
Salaries and allowances	14 838 720	16 913 776	19 551 254	—	—	20 076 014	20 605 876
of which establishment plan posts	12 549 962	13 771 416	15 570 653	—	—	16 012 772	16 493 152
of which external personnel	2 288 758	3 142 360	3 980 601	—	—	4 063 242	4 112 724
Expenditure relating to staff recruitment	51 770	40 000	40 038	—	—	51 690	40 178
Employer's pension contributions	—	—	—	—	—	—	—
Mission expenses	—	—	—	—	—	—	—
Socio-medical infrastructure	—	—	—	—	—	—	—
Training	366 235	337 225	212 000	—	—	200 000	200 000
External services	—	—	—	—	—	—	—
Receptions, events and representation	—	—	—	—	—	—	—
Social welfare	—	—	—	—	—	—	—
Other staff related expenditure	—	—	—	—	—	—	—
Title 2 – Infrastructure and operating expenditure	7 159 274	7 407 232	4 958 642	—	—	5 398 400	6 160 220
Rental of buildings and associated costs	2 308 398	2 513 417	2 053 602	—	—	2 422 276	2 654 369
Information, communication technology and data processing	4 377 163	4 495 495	2 569 445	—	—	2 620 105	3 054 148
Movable property and associated costs	266 734	173 000	126 240	—	—	130 590	182 514
Current administrative expenditure	94 800	125 800	67 500	—	—	70 140	73 968



Postage/telecommunications	44 217	51 800	73 320	—	—	85 853	90 887
Meeting expenses	—	—	—	—	—	—	—
Running costs in connection with operational activities	—	—	—	—	—	—	—
Information and publishing	—	—	—	—	—	—	—
Studies	—	—	—	—	—	—	—
Other infrastructure and operating expenditure	67 962	47 720	68 535	—	—	69 436	104 334
Title 3 – Operational expenditure	9 264 690	11 599 831	12 449 056	—	—	12 313 614	12 787 187
Information and publishing	1 225 543	1 817 330	1 046 500	—	—	1 056 500	1 077 630
Studies	3 938 801	5 523 660	5 727 837	—	—	5 468 970	6 221 483
Reitox	2 583 291	2 570 663	3 847 500	—	—	3 912 300	3 978 396
Mission expenses	424 559	453 296	397 000	—	—	397 000	404 940
Meeting expenses	1 090 871	1 231 882	1 427 219	—	—	1 475 844	1 101 738
Receptions and events	1 625	3 000	3 000	—	—	3 000	3 000
Total general expenditure	31 680 689	36 298 064	37 210 990	—	—	38 039 718	39 793 461
Expenditure related to IPA projects	459 919	—	—	—	—	—	—
Expenditure related to EU4MD projects	1 513 304	730 849	733 090	—	—	771 704	—
Expenditure related to Peru project	—	—	500 000	—	—	—	—
Expenditure related to COPOLAD project	502 771	—	—	—	—	—	—
Total expenditure for additional EU funding projects	2 475 994	730 849	1 233 090	—	—	771 704	—
Total	34 156 683	37 028 913	38 444 080	—	—	38 811 422	39 793 461



Expenditure	Payment appropriations						
	Executed budget 2024	Budget 2025	Draft budget 2026		VAR	Envisaged n + 2 2027	Envisaged n + 3 2028
			Agency request	Budget forecast			
Title 1 – Staff expenditure	14 923 097	17 291 001	19 803 292	—	—	20 327 704	20 846 054
Salaries and allowances	14 796 573	16 913 776	19 551 254	—	—	20 076 014	20 605 876
of which establishment plan posts	12 549 962	13 771 416	15 570 653	—	—	16 012 772	16 493 152
of which external personnel	2 246 611	3 142 360	3 980 601	—	—	4 063 242	4 112 724
Expenditure relating to staff recruitment	24 325	40 000	40 038	—	—	51 690	40 178
Employer's pension contributions	—	—	—	—	—	—	—
Mission expenses	—	—	—	—	—	—	—
Socio-medical infrastructure	—	—	—	—	—	—	—
Training	102 199	337 225	212 000	—	—	200 000	200 000
External services	—	—	—	—	—	—	—
Receptions, events and representation	—	—	—	—	—	—	—
Social welfare	—	—	—	—	—	—	—
Other staff related expenditure	—	—	—	—	—	—	—
Title 2 – Infrastructure and operating expenditure	3 677 129	7 407 232	4 958 642	—	—	5 398 400	6 160 220
Rental of buildings and associated costs	1 901 690	2 513 417	2 053 602	—	—	2 422 276	2 654 369
Information, communication technology and data processing	1 519 163	4 495 495	2 569 445	—	—	2 620 105	3 054 148
Movable property and associated costs	67 126	173 000	126 240	—	—	130 590	182 514
Current administrative expenditure	90 155	125 800	67 500	—	—	70 140	73 968
Postage/telecommunications	38 467	51 800	73 320	—	—	85 853	90 887



Meeting expenses	—	—	—	—	—	—	—
Running costs in connection with operational activities	—	—	—	—	—	—	—
Information and publishing	—	—	—	—	—	—	—
Studies	—	—	—	—	—	—	—
Other infrastructure and operating expenditure	60 529	47 720	68 535	—	—	69 436	104 334
Title 3 – Operational expenditure	5 879 658	11 599 831	12 449 056	—	—	12 313 614	12 787 187
Information and publishing	1 269 493	1 817 330	1 046 500	—	—	1,056 500	1 077 630
Studies	1 000 032	5 523 660	5 727 837	—	—	5 468 970	6 221 483
Reitox	2 210 482	2 570 663	3 847 500	—	—	3 912 300	3 978 396
Mission expenses	421 061	453 296	397 000	—	—	397 000	404 940
Meeting expenses	976 878	1 231 882	1 427 219	—	—	1 475 844	1 101 738
Receptions and events	1 712	3 000	3 000	—	—	3 000	3 000
Total general expenditure	24 479 884	36 298 064	37 210 990	—	—	38 039 718	39 793 461
Expenditure related to IPA projects	385 186	—	—	—	—	—	—
Expenditure related to EU4MD projects	1 266 335	730 849	733 090	—	—	771 704	-
Expenditure related to Peru project	—	—	500 000	—	—	-	-
Expenditure related to COPOLAD project	402 119	—	—	—	—	—	—
Total expenditure for additional EU funding projects	2 053 640	730 849	1 233 090	—	—	771 704	—
Total	26 533 524	37 028 913	38 444 080	—	—	38 811 422	39 793 461



Table III.3. Budget out-turn and cancellation of appropriations, 2021–2023 ($n - 4$ to $n - 2$)

Budget out-turn	2021	2022	2023
Reserve from the previous year's surplus (+)	108 036	113 656	58 239
Revenue actually received (+)	18 979 543	18 859 198	21 848 327
Payments made (-)	-17 937 215	-19 385 462	-20 228 212
Carry-over of appropriations (-)	-2 624 764	-1 567 846	-2 604 710
Cancellation of appropriations carried over (+)	9 701	58 482	11 655
Adjustment for carry-over of assigned revenue appropriations from previous year (+)	1 687 750	2 094 183	986 150
Exchange rate differences (+/-)	-1 360	-317	-1 066
Adjustment for negative balance from previous year (-)	-108 036	-113 656	-58 239
Total	113 655	58 238	12 144

NB: In accordance with the relevant accounting rules and procedures (and required reporting timeline), the reference reporting years in this table are as follows: $n - 2 = 2023$; $n - 3 = 2022$; $n - 4 = 2021$.



Cancellations of commitment appropriations

In 2024 commitment appropriations amounted to EUR 31 681 699 (commitment appropriations from C1 fund source).

The EUDA was able to commit EUR 31 680 688 of these appropriations. The non-committed amount from the whole 2024 financial envelope is EUR 1 010. This corresponds to a rate of execution of commitment appropriations of 100 00 % and a rate of cancellation of C1 commitments of 0 00 %.

Cancellation of payment appropriations for the year

The payment appropriations for 2024 amounted to EUR 32 406 483, out of which:

- EUR 31 681 699 from C1 fund sources;
- EUR 138 600 from C4 fund sources;
- EUR 3 600 from C5 fund sources;
- EUR 582 584 from C8 fund sources (i.e. appropriations carried forward from 2023 in budget titles 1 and 2).

In line with the excellent performance of the previous years, the EUDA was able to use 89 51 % of these appropriations, i.e. EUR 29 005 448, as follows:

- EUR 24 479 884 from 2024 C1 fund sources for payments executed in 2024;
- EUR 3 600 from 2024 C5 fund sources (C4 credits carried over from 2023) for payments executed in 2024;
- EUR 567 592 from C8 fund sources (committed in 2023) for payments executed in 2024;
- EUR 3 815 772 carried forward to 2025 for payments to be executed in 2025;
- EUR 138 600 of C4 fund sources carried over to 2025.

In this context the 2024 payment appropriations non-consumed amount to EUR 3 401 035 (10 49 % of total payment appropriations for 2024). Out of this amount, EUR 3 385 119,38 are expected to be carried over by decision of the EUDA Management Board in accordance with Article 12 of the FFR applicable to the EUDA. As a result, the 2024 payment appropriations cancelled amount to EUR 15 915.15, i.e. 0 05 % of total payment appropriations for 2024.

This outcome was reached in a context where the actual use of a significant part of the EU 2024 subsidy to the EUDA, as entered into the initially adopted 2024 budget, was de facto limited / not possible until 02 July 2024. This limitation concerned EUR 14 137 000 stemming from the EUDA's new mandate, of which its use depended on the entering into application of the EUDA Regulation on 02 July 2024.

Cancellation of payment appropriations carried over

Without considering the assigned appropriations, no payment appropriations were carried over from 2023 to 2024 and cancelled.



Budget out-turn

The amount of budget out-turn was limited as a result of the very high rate of budget execution in 2024.



Annex IV. Human resources: quantitative

While drafting this SPD, the discussions on the next MFF for 2028–2034 were ongoing. The budget estimates for the years 2028 and beyond are considered solely for illustrative purposes and cannot pre-judge the provisions of the next MFF.

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

A. Statutory staff and SNEs

Staff	Year $n - 1$ 2024			Year n 2025	Year $n + 1$ 2026	Year $n + 2$ 2027	Year $n + 3$ 2028
	Establishment plan posts	Authorised budget	Actually filled as of 31.12. $n - 1$	Occupancy rate %	Authorised staff	Envisaged staff	Envisaged staff
Administrators (AD)	61	57	93.44 %	67	70	72	72
Assistants (AST)	28	27	96.43 %	31	31	31	31
Assistants/secretaries (AST/SC)	0	0	0	0	0	0	0
Total establishment plan posts	89	84	94.38 %	98	101	103	103
External staff	FTE corresponding to the authorised budget	Executed FTE as of 31.12. $n - 1$	Execution rate %	Headcount as of 1.12. $n - 1$	FTEs corresponding to the authorised budget	Envisaged FTE	Envisaged FTE
Contract agents (CA)	34	30	88.24 %	35	40	41	41
Seconded national experts (SNE)	1	1	100.00 %	1	2	2	2
Total external staff	35	31	88.57 %	36	42	43	43
Grand total staff	124	115	92.74 %	134	143	146	146



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

Human resources	Year <i>n</i>	Year <i>n</i> + 1	Year <i>n</i> + 2	Year <i>n</i> + 3
	2025	2026	2027	2028
	Envisaged FTE	Envisaged FTE	Envisaged FTE	Envisaged FTE
Contract agents (CA)	11	11	8	2
Seconded national experts (SNE)	1	2	2	2
Total	12	13	10	4

C. Other human resources

Structural service providers

	Actually in place as of 31 December 2024 (<i>n</i> – 1)
Security/receptionist	4
IT	0
Other (specify): maintenance staff	2

Interim workers

	Total FTEs in year <i>n</i> – 1
Number	3



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

FG and grade	Year 2024	Year 2025	Year 2026		Year 2027	Year 2028						
	Authorised budget		Actually filled as of 31 December 2024		Authorised budget		Envisaged		Envisaged		Envisaged	
	Permanent posts	Temporary posts	Permanent posts	Temporary posts	Perm. posts	Temp. posts	Perm. posts	Temp. posts	Perm. posts	Temp. posts	Perm. posts	Temp. posts
AD 16	—	—	—	—	—	—	—	—	—	—	—	—
AD 15	—	1	—	1	—	1	—	1	—	1	—	1
AD 14	—	2	—	1	—	2	1	2	1	2	1	2
AD 13	1	3	1	3	1	3	—	3	—	3	—	3
AD 12	3	7	—	7	1	9	1	9	1	9	1	9
AD 11	1	9	—	8	—	10	—	10	—	10	—	10
AD 10	—	10	2	8	—	10	—	10	—	10	—	10
AD 9	—	8	—	7	—	8	—	8	—	8	—	8
AD 8	—	7	—	7	—	7	—	7	—	7	—	7
AD 7	—	1	—	1	—	1	—	1	—	1	—	1
AD 6	—	8	—	11	—	14	—	17	—	19	—	19
AD 5	—	—	—	—	—	—	—	—	—	—	—	—
AD Total	5	56	3	54	2	65	2	68	2	70	2	70
AST 11	—	1	—	1	—	1	—	1	—	1	—	1
AST 10	—	2	—	—	—	3	—	3	—	3	—	3
AST 9	1	6	—	5	1	6	1	6	1	6	1	6
AST 8	1	5	—	4	1	5	1	5	1	5	1	5
AST 7	—	6	1	7	—	6	—	6	—	6	—	6
AST 6	—	3	—	1	—	2	—	2	—	2	—	2
AST 5	—	—	1	1	—	—	—	—	—	—	—	—
AST 4	—	1	—	2	—	1	—	1	—	1	—	1
AST 3	—	2	—	2	—	5	—	5	—	5	—	5
AST 2	—	—	—	2	—	—	—	—	—	—	—	—
AST 1	—	—	—	—	—	—	—	—	—	—	—	—



FG and grade	Year 2024	Year 2025	Year 2026		Year 2027	Year 2028						
	Authorised budget		Actually filled as of 31 December 2024		Authorised budget		Envisaged		Envisaged		Envisaged	
	Permanent posts	Temporary posts	Permanent posts	Temporary posts	Perm. posts	Temp. posts	Perm. posts	Temp. posts	Perm. posts	Temp. posts	Perm. posts	Temp. posts
AST Total	2	26	2	25	2	29	2	29	2	29	2	29
AST/SC 6	—	—	—	—	—	—	—	—	—	—	—	—
AST/SC 5	—	—	—	—	—	—	—	—	—	—	—	—
AST/SC 4	—	—	—	—	—	—	—	—	—	—	—	—
AST/SC 3	—	—	—	—	—	—	—	—	—	—	—	—
AST/SC 2	—	—	—	—	—	—	—	—	—	—	—	—
AST/SC 1	—	—	—	—	—	—	—	—	—	—	—	—
AST/SC	—	—	—	—	—	—	—	—	—	—	—	—
Total	7	82	5	79	4	94	4	97	4	99	4	99
Grand total	89		84		98		101		103		103	

NB: FG = function group.

External personnel

Contract agents

CAAs	FTE corresponding to the authorised budget <i>n</i> - 1 2024	Executed FTE as of 31.12. <i>n</i> - 1 2024	Headcount as of 31.12. <i>n</i> - 1 2024	FTE corresponding to the authorised budget <i>n</i> 2025	FTE corresponding to the authorised budget <i>n</i> + 1 2026	FTE corresponding to the authorised budget <i>n</i> + 2 2027	FTE corresponding to the authorised budget <i>n</i> + 3 2028
FG IV	8	8	8	9	14	15	15
FG III	10	14	14	10	10	17	17
FG II	14	7	7	14	14	8	8
FG I	2	1	1	2	2	1	1
Total	34	30	30	35	40	41	41

CAAs (financed from ad hoc grants, contributions or service-level agreements)



CA _s	FTE corresponding to the authorised budget $n - 1$ 2024	Executed FTE as of 31.12. $n - 1$ 2024	Headcount as of 31.12. $n - 1$ 2024	FTE corresponding to the authorised budget n 2025	FTE corresponding to the authorised budget $n + 1$ 2026	FTE corresponding to the authorised budget $n + 2$ 2027	FTE corresponding to the authorised budget $n + 3$ 2028
FG IV	6	4	4	6	6	4	1
FG III	3	1	1	3	3	2	0
FG II	2	0	0	2	2	2	1
FG I							0
Total	11	5	5	11	11	8	2
Grand total	45	35	35	46	51	49	43

Seconded national experts

SNEs	FTE corresponding to the authorised budget $n - 1$	Executed FTE as of 31.12. $n - 1$	Headcount as of 31.12. $n - 1$	FTE corresponding to the authorised budget n	FTE corresponding to the authorised budget $n + 1$	FTE corresponding to the authorised budget $n + 2$	FTE corresponding to the authorised budget $n + 3$
Total	1	1	1	1	2	2	2



Table IV.3. Recruitment forecasts $n + 1$ following retirement/mobility or new requested posts (information on the entry level for each type of post: indicative table), 2026

Job title in the Agency	Type of contract (Official, TA or CA)		TA/Official		CA
			FG/grade of recruitment internal and external (single grade) envisaged for publication		Recruitment FG (I, II, III or IV)
	Due to envisaged retirement/mobility	New post requested due to additional tasks	Internal	External	
Enterprise architect	—	Yes	AD5–7	AD6	—
Scientific analyst	—	Yes	AD5–7	AD6	—
Policy management officer	—	Yes	AD5–7	AD6	—
Administrative agent	—	Yes	—	—	FG II
Administrative agent	—	Yes	—	—	FG II
Administrative agent	—	Yes	—	—	FG II
Procurement and financial management analyst	—	Yes	—	—	FG IV
Procurement and financial management analyst	—	Yes	—	—	FG IV
Deputy accounting officer	Yes	—	AST2–7	AST3	—
HR support officer	Yes	—	—	—	FG III
Project analyst (Peru project)	—	Yes	—	—	—
Administrative agent (Peru project)	—	Yes	—	—	—
Data document officer	Yes	—	AST2–7	AST3	—
SNE law enforcement	Yes	—	—	—	—
Cost-free SNE drug policy	—	Yes	—	—	—

NB: Number of inter-agency mobility in year n from and to the Agency: 2.

Annex V. Human resources: qualitative

A. Recruitment policy

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

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

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

Detailed vacancy notices. Our notices clearly define responsibilities, eligibility and selection criteria, the recruitment process, contract type, duration and recruitment grade. They also reaffirm EUDA's commitment to diversity and inclusion and state that reasonable accommodation will be provided, upon request, to candidates at all stages of the recruitment procedure.

Formation of selection committees. A selection committee is established, typically comprising between three to five members. This committee includes a representative from the EUDA Staff Committee and ensures gender balance and broad geographical representation. External experts may be invited when specialised knowledge is needed for the selection process. The full list of committee members is publicly disclosed in accordance with Regulation (EC) No 45/2001, as required by the European Ombudsman.

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

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

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

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

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

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

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

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

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

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

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

In accordance with the relevant provisions of the Staff Regulations and within the confines of the approved budget and establishment plan, the EUDA applies a grading system inspired by the rules employed by the Commission to classify officials, TAs and CAs. As a general practice, the EUDA recruits TAs within the AST FG at grades from AST 1 to AST 4, and within the AD FG at grades from AD 5 to AD 8.

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

Duration of employment

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

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

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

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

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

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

The EUDA's staff policy must therefore rise to the challenges faced by all centres of excellence: to attract strong talent, to build on strong previous work, to retain valued expertise and, ultimately, to ensure business continuity. A key aspect in meeting these challenges is that the Agency must have at its disposal the means to offer staff-appropriate job security and career prospects, with long-term or permanent prospects.

(a) Officials and temporary agents in long-term employment (long-term staff)

The EUDA employs officials and TAs in the long term to carry out its scientific, technical and administrative tasks of a permanent or long-term nature. In short, these tasks are:

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

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

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

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

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

(b) Temporary agents in short-term employment (short-term staff)

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

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

(c) Contract agents in long-term employment (long-term staff)

The EUDA employs CAs in long-term employment to carry out scientific, technical and administrative tasks of a permanent or long-term nature. In accordance with the FGs and grades defined by Article 80 of the CEOS, the EUDA's contract staff are typically assigned to tasks aimed at providing administrative, linguistic, scientific and drafting support to the work of officials or TAs in FG I, FG II and FG III. The use of contract staff in FG IV is limited to situations where it is necessary to recruit very specific, high-level technical or scientific expertise.

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

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

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

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

(d) Contract agents in short-term employment (short-term staff)

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

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

(e) Seconded national experts

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

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

Implementing rules in place

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

B. Appraisal and reclassification/promotions

Implementing rules in place

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

Table V.1. Reclassification of temporary agents/promotion of officials

Average seniority in the grade among reclassified staff							
Grades	Year $n - 4$ 2021	Year $n - 3$ 2022	Year $n - 2$ 2023	Year $n - 1$ 2024	Year n 2025 ⁽²⁴⁾	Actual average over five years ⁽²⁵⁾	Average over five years (in accordance with Decision C(2015) 9563)
AD 5	—	—	—	—	—	—	2.80
AD 6	—	3.00	—	2.90	3.60	3.13	2.80
AD 7	3.00	—	4.50	2.00	—	2.88	2.80
AD 8	4.67	3.00	—	3.67	6.00	4.25	3.00
AD 9	3.33	4.75	3.00	3.33	—	3.8	4.00
AD 10	3.25	2.00	3.50	3.67	—	3.32	4.00

⁽²⁴⁾ Data for 2025 to be provided after the completion of the year in question.

⁽²⁵⁾ The average introduced here has been calculated over four years. The average for five years will only be possible to determine after the result of the reclassification procedure for 2025.



Average seniority in the grade among reclassified staff							
AD 11	7.00	6.00	7.00	—	10.00	8.14	4.00
AD 12	7.00	—	—	6.00	—	6.5	6.70
AD 13	—	10.25	16.00	—	7.00	10.06	6.70
AST 1	—	—	—	—	—	—	3.00
AST 2	—	—	—	—	2.90	2.90	3.00
AST 3	—	4.00	—	—	—	4.00	3.00
AST 4	5.00	—	—	2.00	3.00	3.33	3.00
AST 5	5.00	—	—	—	4.00	4.50	4.00
AST 6	5.00	—	3.50	4.00	7.00	4.56	4.00
AST 7	4.00	5.00	—	3.00	4.00	4.00	4.00
AST 8	—	4.00	—	—	4.00	4.00	4.00
AST 9	—	—	—	—	—	—	N/A
AST 10 (Senior assistant)	—	—	—	—	—	—	5.00

Table V.2. Reclassification of contract staff

FG	Grade	Staff in activity as of 1.1.n - 2	How many staff members were reclassified in year n - 1		Average number of years in grade of reclassified staff members	Average number of years in grade of reclassified staff members in accordance with Decision C(2015) 9561
		2024	2025			
CA IV	17	—	—	—	—	Between 6 and 10 years
	16	7	—	—	—	Between 5 and 7 years
	15	1	1	1	4.00	Between 4 and 6 years
	14	3	—	—	—	Between 3 and 5 years
	13	1	—	—	—	Between 3 and 5 years
CA III	12	1	—	—	—	Between 6 and 10 years
	11	1	—	—	—	Between 6 and 10 years
	10	8	4	4	3.33	Between 5 and 7 years
	9	3	1	1	6	Between 4 and 6 years



FG	Grade	Staff in activity as of 1.1.n - 2	How many staff members were reclassified in year n - 1		Average number of years in grade of reclassified staff members	Average number of years in grade of reclassified staff members in accordance with Decision C(2015) 9561
		2024	2025			
	8	1	—		—	Between 3 and 5 years
CA II	7	2	—		—	Between 6 and 10 years
	6	2	1		3.33	Between 6 and 10 years
	5	3	—		—	Between 5 and 7 years
	4	—	—		—	Between 3 and 5 years
CA I	2	—	—		—	Between 6 and 10 years
	1	1	—		—	Between 3 and 5 years

C. Gender representation

Table V.3. Data on statutory staff only (officials, temporary agents and contract agents), 2024

		Official		TAs		CAs		Grand total	
		Staff	%	Staff	%	Staff	%	Staff	%
Female	AD	—	—	30.00	25.21 %	—	0.00 %	30.00	25.21 %
	AST and AST/SC	2.00	1.68 %	12.00	10.08 %	—	0.00 %	14.00	11.76 %
	CAs (FG IV)	—	—	—	—	6.00	5.04 %	6.00	5.04 %
	CAs (FG I-III)	—	—	—	—	16.00	13.45 %	16.00	13.45 %
	Total	2.00	1.68 %	42.00	35.29 %	22.00	18.49 %	66.00	55.46 %
Male	AD	3.00	2.52 %	24.00	20.17 %	—	—	27.00	22.69 %
	AST and AST/SC	—	—	13.00	10.92 %	—	—	13.00	10.92 %
	CAs (FG IV)	—	—	—	—	6.00	5.04 %	6.00	5.04 %
	CAs (FG I-III)	—	—	—	—	7.00	5.88 %	7.00	5.88 %
	Total	3.00	2.52 %	37.00	31.09 %	13.00	10.92 %	53.00	44.54 %
Grand total		5.00	4.20 %	79.00	66.39 %	35	29.41 %	119.00	100.00 %

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

	<i>n</i> – 5		<i>N</i> – 1	
	2019		2024	
	Number	%	Number	%
Female managers	2	22 %	3	33 %
Male managers	7	78 %	6	67 %

The EUDA is committed to addressing the gender imbalance among its senior staff. The commitment is enshrined in all the policies currently applicable at the EUDA. In particular, the Agency's implementing rules on recruitment and the general guidelines on recruitment that are made available to the general public make clear that the EUDA encourages applications from women, and they express the Agency's commitment to preventing any form of discrimination. As of 2026, middle and senior management posts at the EUDA are expected to be occupied by 50 % men and 50 % women.

Mobility policy

(a) Mobility within the EUDA

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

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

(b) Mobility among EU agencies

Most of the EUDA's staff is composed of TAs, as is the case with the staff of most other EU agencies. To date, inter-agency mobility has been achieved through the recruitment of staff previously employed at other agencies by applying the standard selection procedures used for all candidates. So far, the EUDA has recruited 15 temporary and contract agents who were previously engaged by other EU agencies. Similarly, nine of the EUDA's former temporary and contract agents have been engaged by other EU agencies.

With the entry into force of the new Staff Regulations in 2014, the legal framework changed. Owing to the introduction of a new category of TA (under Article 2f of the CEOS) and the introduction of Article 55 of the CEOS, career continuity for TAs is assured. In 2025, the EUDA recruited two TAs from other EU agencies using the abovementioned articles.

(c) Mobility between the EUDA and the EU institutions

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

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



D. Geographical balance

Table V.5. Explanatory figures to highlight nationalities of staff (split by AD/CA FG IV and AST/CA FG I, II, III); data as of 31 December 2024, for statutory staff only (officials, temporary agents and contract agents)

Nationality	AD and CA FG IV		AST/SC; AST and CAFG I, CA FG II, CA FG III		Total as of 31 December 2024	
	Number	% of total staff members in AD and FG IV categories	Number	% of total staff members in AST SCAST and FG I, II and III categories	Number	% of total staff
Belgian	6	8.70 %	5	10.00 %	11	9.24 %
British	5	7.25 %	0	0.00 %	5	4.20 %
Bulgarian	2	2.90 %	1	2.00 %	3	2.52 %
Croatian	1	2.00 %	0	0.00 %	1	0.84 %
Czech	1	1.45 %	0	0.00 %	1	0.84 %
Dutch	1	1.45 %	1	2.00 %	2	1.68 %
Finnish	1	1.45 %	0	0.00 %	1	0.84 %
French	6	8.70 %	2	4.00 %	8	6.72 %
German	8	11.59 %	2	4.00 %	10	8.40 %
Irish	4	5.80 %	1	2.00 %	5	4.20 %
Italian	9	13.04 %	5	10.00 %	14	11.76 %
Latvian	1	1.45 %	0	0.00 %	1	0.84 %
Lithuanian	1	1.45 %	0	0.00 %	1	0.84 %
Luxembourgish	1	1.45 %	1	2.00 %	2	1.68 %
Polish	3	4.35 %	2	4.00 %	5	4.20 %
Portuguese	13	18.84 %	25	50.00 %	38	31.93 %
Romanian	3	4.35 %	0	0.00 %	3	2.52 %
Spanish	2	2.90 %	5	10.00 %	7	5.88 %
Swedish	1	1.45 %	0	0.00 %	1	0.84 %
Total	69	100 %	50	100 %	119	100 %

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

Most represented nationality	n – 5 2019		n – 1 2024	
	Number	%	Number	%
Portuguese	35	32.7 %	38	31.93 %

E. Schooling

Agreement in place with the European School(s): ongoing process				
Contribution agreements signed with the Commission on type I European schools	Yes		No	x
Contribution agreements signed with the Commission on type II European schools	Yes		No	x
Number of service contracts in place with international schools	six agreements in place			
Description of any other solutions or actions in place: schooling services for the children of EUDA staff based on DEC/DIR/2011/17 and amendment decision DEC/DIR/2024/085.				

Annex VI. Environment management

The European Green Deal ⁽²⁶⁾ establishes an ambitious target of net-zero greenhouse gas emissions in Europe by 2050. Furthermore, the Commission aims to become carbon neutral by the end of 2030 ⁽²⁷⁾. The Agency is also pursuing a longer-term environmental strategy to become a carbon-neutral administration by 2026.

The Agency's 2021–2025 environmental strategy was based on a set of goals that aimed to reduce its carbon footprint and offset its residual carbon sources by the end of 2025.

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

In addition to the 2021–2025 strategy, which focused on carbon emissions, the management process of the Agency focuses on the efficiency of its premises management. The EUDA follows a philosophy in its operations that focuses not only on growth but also on values and the promotion of environmentally sustainable business practices.

A new EUDA environmental strategy, for the period 2026–2031, is being prepared.

⁽²⁶⁾ European Commission, 'The European Green Deal: Striving to be the first climate-neutral continent', Commission website, https://commission.europa.eu/strategy-and-policy/priorities-2019-2024/european-green-deal_en.

⁽²⁷⁾ Simon, F., 'EU Commission lays out plan to become climate neutral by 2030', Euractiv website, 29 September 2024 (created 6 April 2022), <https://www.euractiv.com/section/energy/news/eu-commission-lays-out-plan-to-become-climate-neutral-by-2030/>.

Environmental policy

Following the adoption of the EUDA's first environment policy, DEC/DIR/2014/08 ⁽²⁸⁾, a yearly policy compliance report and a report on the progress on environmental measures, will be produced as part of the annual work plan review process. Furthermore, the Executive Director has appointed the Working Group on Environment. After nine years in place, the environmental policy was updated to reflect the EMAS registration of the EUDA (as adopted on 16 March 2023, Decision DEC/DIR/2023/007) ⁽²⁹⁾.

In view of the EU's commitment to the environment, notably through the European Green Deal, the Agency 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;
- continually improve individual and collective environmental performance;
- establish environmental objectives and tasks, defining clear responsibilities and openly providing information;
- comply with all environmentally relevant legislation and obligations, and 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 to its public procurement procedures;
- minimise the use of paper;
- minimise the production of waste and optimally manage its waste;
- encourage, train and involve staff to achieve these goals.

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

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

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

⁽²⁸⁾ EMCDDA, 'Environment policy of the EMCDDA', 4 June 2014, https://www.emcdda.europa.eu/system/files/publications/13385/Environmental%20Policy%20of%20the%20EMCDDA_2014.pdf.

⁽²⁹⁾ https://www.euda.europa.eu/publications/ad-hoc-publication/environmental-policy-2023_en.

Eco-management and audit scheme registration

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

The registration was successfully carried out in 2025, while the certification process is still ongoing, at the moment of drafting this document.

Overview of the Agency's environmental management system

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

Environmental aspects, indicators and targets

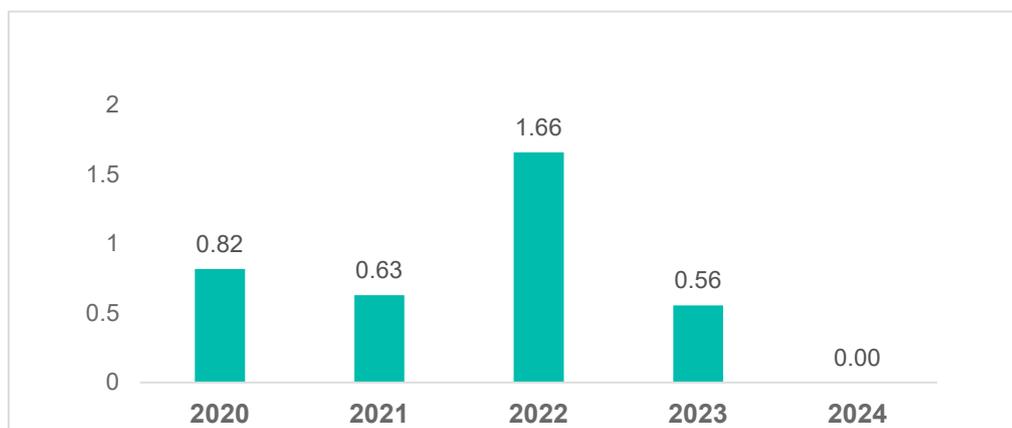
The EUDA's annual environmental report is produced by the infrastructure and logistics sector. It covers the following indicators, which are usually key for public administrations working mostly in an office environment. The indicators below are based on the United Nations Framework Convention on Climate Change standard for the calculation of an organisation's carbon dioxide (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. Over the years, continual improvement cycles have reduced its CO₂ footprint in comparison with the established baseline of 2014. The results shown below in Figure VI.1 were published in 2025, using

data from 2022, 2023 and 2024. The 2024 data reflects the already implemented 'Offset all carbon emissions by 2025' portion of the 2021–2025 strategy.

Figure VI.1. Evolution of the EMCDDA's CO₂ footprint in tonnes CO₂/FTE between 2020 and 2024



Actions to improve and communicate environmental performance

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

Owing to the application of green public procurement measures, contract renewals related to utilities and consumables have been replaced with more environmentally friendly solutions.

For example, as of 2025, the electricity provider delivers electricity from 100 % renewable energy sources, compared with the 60/40 split of the previous provider in 2024. The Working Group on Environment has recommended reducing electricity consumption and installing solar power cells on the roof of the EUDA's premises. Also, the installation of electric car and bike charging stations has been implemented to promote the purchase of electric cars and bicycles. The EMAS registration will promote and help visualise the environmental performance of the EUDA to its stakeholders and improve corrective measures and corporate follow-up on environmental matters.

Annex VII. Building policy

Since 2009, the EUDA has rented its main office building from the Lisbon Port Authority, together with a second office building, the Relógio Building, which is located next to the main building in the centre of Lisbon. Both buildings are part of a complex of four buildings that are interconnected by an underground car park, where the EUDA rents 61 parking spots. The complex is shared with EMSA. In early 2016, the company Bensaude concluded a contract to sublease parts of the Relógio Building. The date of effect of the contract was 1 May 2016, and it had an initial duration of five years, which was extended for an additional period of five years. The end date of the contract was 1 December 2025.

Future outlook

The EUDA is going to pay special attention to the adjustments that the Agency's premises and infrastructure may require for the implementation of its new mandate. The new applicable rules on staff telework and hybrid work should allow for some optimisation of office space requirements, together with a corresponding adjustment in the relevant needs. Without prejudice to this, the Agency's needs will require the use of the areas currently subleased to Bensaude until April 2026 latest. The EUDA negotiated with EMSA the exclusive use of the Palacete Relógio Building in 2023 and with Bensaude an early release of some of the rented areas in 2025.

The Agency is also in the process of developing a concept for both buildings that will take into account the impact of the teleworking policy on the optimisation of office space requirements, the viability of implementing open-space offices and the application of activity-based workspaces.

	Building name and type	Location	Surface area (m ²)			Rental contract					Host country (grant or support)
			Office space	Non-office	Total	Rent (EUR/year)	Duration of the contract	Type	Break-out clause Y/N	Conditions attached to the breakout clause (if applicable)	
1	Two office buildings, rented	Praça Europa 1, Cais do Sodré, 1249-289 Lisboa, Portugal	5 846	674	6 520	EUR 1 214 017.42 from 2025, without prejudice to the annual indexation of the rent as required by relevant legislation	25 years	Rental for 25 years with purchase option	Y	Force majeure	The host country supported the installation by providing the office furniture for the headquarters.
Total			5 846	674	6 520	1 214 017.42					

Building projects in the planning phase

An architect was hired in 2024 to develop an office concept for both buildings that takes into account the future needs of the EUDA and its mandate. The viability of open-space offices and activity-based workspaces within the existing two buildings will be explored. Based on the outcome, potentially considerable licensing, certification and remodelling needs might be identified. The architect provided an initial design and collected feedback from the EUDA. Based on the feedback received, an improved concept is under development. The approval of the design is expected in 2026.



Building projects submitted to the Parliament and the Council

Once the project for the buildings is developed and approved by the EUDA, the building project will be submitted to the Parliament and the Council if the required budget exceeds EUR 3 million.

Annex VIII. Privileges and immunities

Agency privileges	Privileges granted to staff	
	Protocol of privileges and immunities / diplomatic status	Education / day care
<p>The Portuguese government granted the EMCDDA diplomatic status by means of the conclusion of a seat agreement on 26 June 1996 (Protocol between the Portuguese Government and the EMCDDA regarding the Functioning of the Agency in Portugal and the Installation of its Headquarters in Lisbon). Through this agreement, which entered into force in May 1998, the Portuguese government applies the Protocol on the Privileges and Immunities of the European Communities to the EMCDDA, exempting the Agency from payment of all national, regional or municipal rates and taxes as regards the fixed assets it owns or rents, and from customs duties and from any other taxes, prohibitions or restrictions on goods of any kind which it imports or exports in the exercise of its official business (value added tax (VAT), etc.).</p>	<p>The Protocol on the Privileges and Immunities of the European Communities is applicable to Agency staff. The Protocol between the Portuguese Government and the EMCDDA regarding the Functioning of the Agency in Portugal and the Installation of its Headquarters in Lisbon grants the Agency staff the same privileges and immunities, exemptions and facilities granted by the Portuguese state to members of a diplomatic corps in Portugal. As a consequence, Agency staff members are entitled to purchase furniture and/or household aids VAT-free. This exemption does not cover expenditure on food supplies and beverages, property works (including materials), water, gas, electricity, food and beverages services, hotels or similar services, or fixed-line telephone services. Limited exemption is granted from the payment of the Portuguese tax and VAT on the purchase and registration of vehicles.</p>	<p>There is no European or accredited school that can be attended free of charge in the area where the Agency has its seat. As per the memorandum of understanding signed in 2004 by the Portuguese government, the EMCDDA and EMSA concerning the common premises of the two agencies in Lisbon, the Portuguese government has committed itself to do its utmost (jointly with EMSA and the EUDA) to find the best possible solution to providing schooling for the children of EMSA and EUDA staff. In this context, works are ongoing for the establishment of a European School in Lisbon.</p> <p>Existing measures on the matter at stake are governed by Decision DEC/DIR/09/18 of 27 August 2009 on schooling services for the children of EUDA staff as last amended by Decision DEC/DIR/2024/007 of 12 March 2024. The EUDA may bear the actual eligible costs for the provision of schooling services provided by educational establishments in the area of Lisbon, pursuant to the agreement concluded between the EUDA and the latter and as required to meet the educational needs of each child/dependent of EUDA's staff, subject to budget availability and up to a maximum annual ceiling per each entitled child/dependent.</p> <p>The aforementioned eligible costs encompass just registration and attendance fees and expenditure for transport from home to the educational establishment and back.</p>



Agency privileges	Privileges granted to staff	
	Protocol of privileges and immunities / diplomatic status	Education / day care
		<p>The above referred maximum annual ceiling corresponds to the average cost per pupil per annum across the European Schools, as indicated every year in the <i>Annual Report of the Secretary-General to the Board of Governors of the European Schools</i>, plus EUR 2391.91, with this amount reflecting the average expenditure for transport per entitled child, as incurred by EUDA staff.</p> <p>This ceiling may be adjusted for each school year as follows: by applying the 'Índice Preços Consumidor (IPC) – Educação', as published by the relevant statistical authorities, to the amount corresponding to the average cost per pupil per annum across the European Schools, as indicated in the latest <i>Annual Report of the Secretary-General to the Board of Governors of the European Schools</i>, by considering the evolution of this index between 1 September of year n – 1 and 31 August of year n, by applying the 'Índice Preços Consumidor (IPC) – Transportes', as published by the relevant statistical authorities, to the amount reflecting the average expenditure for transport per entitled child, by considering the evolution of this index between 01 September of year n – 1 and 31 August of year n.</p>

Annex IX. Evaluations

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

Further to the entry into application in July 2024 of the EUDA Regulation, which repeals and replaces the EMCDDA's recast founding regulation, the external evaluations of the Agency will be now carried out in line with Article 51 on evaluation and review, which states '1. By 3 July 2029, and every five years thereafter, the Commission shall assess the Agency's performance in relation to its objectives, mandate, tasks and location in accordance with Commission guidelines.' It is therefore expected that the next external evaluation of the Agency will take place in 2029.

Internal monitoring and evaluation system

The current performance framework of the Agency was set up in 2018 (see Figure IX.1); it identifies a limited number of KPIs (10) that are used to measure effectiveness in delivering the desired outputs and efficiency in using the resources allocated to that end, along with the outcome and impact of the Agency's activities.

It is worth noting however that while the EUDA will ensure high-quality delivery of its products and services in line with its mandate and resources, their uptake by the Agency's key stakeholders (outcome) and any consequent changes to EU drug policies and legislation (first-level impacts) are beyond the Agency's control.

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

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

In that regard, to respond to the needs which emerged from the entry into application of the EUDA Regulation, a review of the performance model was initiated in 2024, to be carried out in phases and completed in 2026. Among other aims, the review will seek to define KPIs that can capture in a clearer manner the contribution of the new Agency to the implementation of EU policies (while taking into account the accountability ceiling described above), the new strategic objectives which will be established under the new EUDA strategy (to be developed in 2026), along with the significant EUDA organisational transformation and growth that is expected to end in 2027.

The revision exercise is structured in two phases. The first phase, which was implemented in 2025, focused on reviewing and updating performance indicators in areas expected to remain broadly stable after the adoption of the new strategy (see Table IX.1). This initial revision also targeted areas where significant developments occurred in 2025, which made the old indicators unsuitable – for example the adoption of the new EUDA ICF in June 2025, which triggered the review of KPI 8, or the transformations in the ICT area, which required the review of the concerned indicators.



The second phase, which will take place in 2026, will be integrated with the development of the Agency’s new strategy and will ensure that the revised KPIs will reflect and help measuring the new EUDA strategic objectives.

This new performance model will be reflected in the 2027–2029 final draft SPD, which will be presented to the EUDA Management Board for adoption in December 2026.

Figure IX.1. The corporate performance model

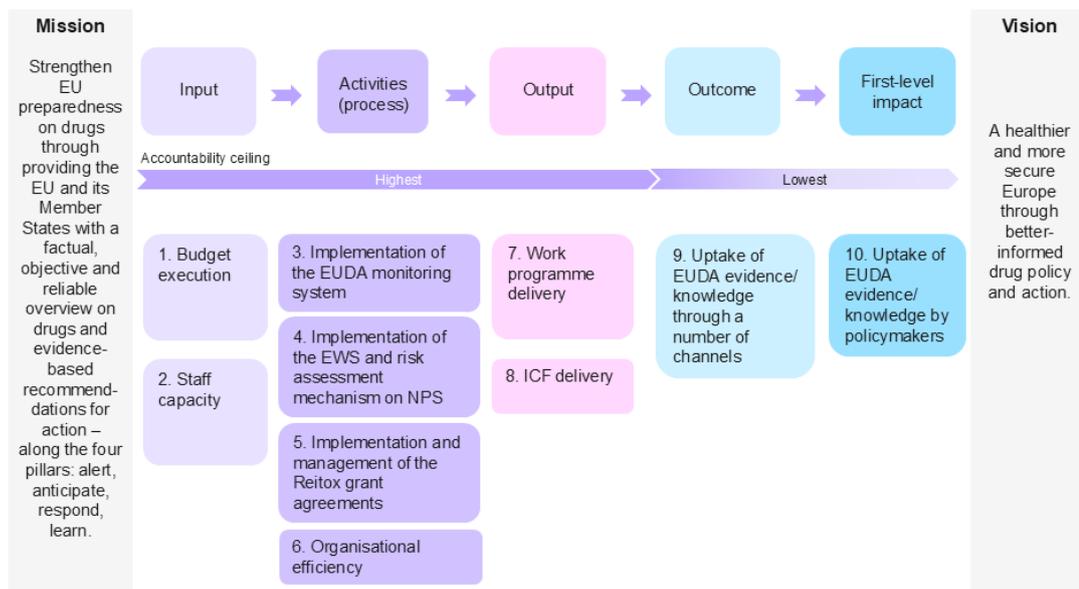




Table IX.1. KPI architecture

Category	KPIs	Performance indicators and metrics	Performance indicator targets / metrics definition
Input	1. Budget execution	1.1. Commitment appropriations	≥ 95 % of implementation of commitment appropriations
		1.2. Cancellation rate of payment appropriations	≤ 5 % of cancellation of payment appropriations
Activities (process)	2. Staff capacity	2.1. Occupation rate (implementation of the establishment plan)	≥ 95 % of the establishment plan posts (officials, temporary agents) filled at the end of the year
		3.1. Availability of statistical outputs	Statistical bulletin published on the public website alongside the EUDA report on the state of the drug phenomenon and emerging trends
	3. Implementation of the EUDA monitoring system	3.2. Assessment of Reitox NFPs	100 % of NFPs assessed within the agreed timeline
		4.1. Formal notifications on NPS and public health-related warnings issued to the EWS network	In line with the EUDA Regulation and the applicable standard operating procedures
	4. Implementation of the EWS and risk assessment mechanism on NPS	4.2. Formal reports (EUDA initial reports on NPS and risk assessment reports) submitted to stakeholders (as appropriate)	
		5.1. Execution rate (commitments) of the grant agreements budget	95 % of legal and financial commitments for the NFP co-financing (mandatory tasks) finalised by May each year
	6. Organisational efficiency	6.1. Effectiveness of the Executive Director in providing support to the Management Board in performing its tasks	100 % of the supporting documents for the Management Board meetings uploaded to the Management Board extranet at least two weeks before the meetings (except for documents related to events occurring within this timeframe)
		6.2. Effectiveness of the Executive Director in providing support to the Scientific Committee in performing its tasks	100 % of the supporting documents for the Scientific Committee meetings uploaded to the Scientific Committee extranet at least two weeks before the meetings (except for documents related to events occurring within this timeframe)
		6.3. Degree of implementation of internal audit recommendations	100 % of the internal audit recommendations ('critical' and 'very important') implemented within the deadline set out in the follow-up action plan endorsed by the Management Board
		6.4. Strategic planning development	Implementation in line with the roadmap established by the Strategic planning benchmark project carried out in 2025
6.5. Degree of implementation of the ODP		80 % of the ODP initiatives progressing as planned (measured against the priorities defined by the EUDA for 2026)	
6.6. Staff engagement		70 % of positive responses (agree/strongly agree) in the staff engagement survey (as applicable – it is envisaged that staff surveys are carried out every two years, with the next one in 2026)	



Category	KPIs	Performance indicators and metrics	Performance indicator targets / metrics definition
		6.7. EMAS certification	EMAS certification in place by 2026, with yearly implementation thereafter
		6.8. Infrastructure and operations	Average uptime of critical IT services Target 2026: 99.5 %
		6.9. IT operating model	Level of the IT score reached by the Agency Target 2026: 2.3
Output	7. Work programme delivery	7.1. Degree of implementation of the 2026 work programme	(a) 100 % of the expected outputs/results listed as Level 1 priority achieved (b) 80 % of the expected outputs/results listed as Level 2 priority achieved
		8. ICF delivery	8.1. Degree of implementation of the ICF
	8.2. Efficient implementation of technical assistance projects budgets		(a) 85 % of the total budget committed (IPA 8) (b) 70 % of annual budget committed (EU4MDII)
	8.3. Co-production with non-EU countries as part of international cooperation		10 out of 22 (45 %) of EUDA technical assistance project partners and countries with signed working arrangements involved in the co-production of outputs
	Outcome	9. Uptake of EUDA evidence/knowledge through a number of channels	9.1. Audience reached through the website
9.2. Publishing of scientific articles in peer-reviewed journals			Impact score 30 or higher (impact score = the journal impact factor × the number of scientific articles published in 2026)
9.3. Training provided by the EUDA			(a) Number of people trained (by categories of training) (b) ≥ 80 % satisfaction rate (average score calculated based on all the training evaluation reports for the applicable trainings)
9.4. Audience reached through social media			(a) Average engagement rate equal or higher than the industry benchmark (government)
9.5. Media reached			(a) 100 % of media requests answered within two days of reaching the press office (first response) (b) Total number of media items mentioning the EUDA
9.6. Uptake of EUDA expertise at enlargement-partner-countries level			5 out of 9 (55.5 %) of the EUDA enlargement partner countries report at least four core and one sentinel dataset in line with EUDA methodology



Category	KPIs	Performance indicators and metrics	Performance indicator targets / metrics definition
Impact	10. Uptake of EUDA evidence/knowledge by policymakers	10.1. Council implementing decisions to subject NPS to control measures and criminal penalties throughout the EU (within the mechanism established by the EUDA Regulation)	Established by need
		10.2. EMPACT cycle for the 2026–2029 period: implementation of the OAP for 2026 and support provided to the Commission and the Member States in formulating the OAP for 2027	Established by need
		10.3. <i>EU Serious and Organised Crime Threat Assessment</i> informed by the EUDA (including through the <i>EU Drug Markets Report</i>)	Established by need
		10.4. Other EU and national policies and legislation, and UN documents, informed by the evidence produced by the EUDA	Established by need
		10.5. Other evidence of uptake of EUDA knowledge by policymakers (to be defined)	Established by need

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

Internal control framework

Pursuant to Article 45(2) of the FFR applicable to the EUDA, the EUDA Executive Director, in their capacity as EUDA authorising officer, will put in place the organisational structure and the internal control systems suited to the performance of their duties, in accordance with the minimum standards for effective management and control adopted by the Management Board, on the basis of equivalent standards laid down by the Commission, and having due regard for the risks associated with the management environment.

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

The 2017 communication to the Commission from Commissioner Oettinger ⁽³⁰⁾ set up a new internal control framework consisting of five internal control components and 17 principles, based on the Committee of Sponsoring Organizations' 2013 internal control integrated framework. At the time, it was necessary and opportune for the EMCDDA Management Board to adopt a revised internal control framework for the EMCDDA, on the basis of the new internal control framework adopted by the Commission and based on best international practices. On 15 December 2017, the EMCDDA Management Board adopted the revised EMCDDA internal control standards that are currently in place (DEC/MB/17/19). Since then, the implementation of the decision has been pursued and monitored in a systematic manner.

Anti-fraud strategy

As a follow-up to the Commission 2019 AFS, the Agency reviewed and updated its 2016 AFS, adopting its 2021 AFS in December of that year. As per its closing provisions, which stated that 'three years after its adoption, or, any time sooner, in the case a new founding Regulation of the Agency is adopted and enters into force', the EUDA Management Board adopted a new AFS for the Agency in December 2024. The new 2025–2027 AFS took into account the latest methodology and guidance provided by the European Anti-Fraud Office (OLAF) in May 2024 and was sent to the Commission (OLAF and the Directorate-General for Migration and Home Affairs) for consultation/information prior to submission to the EUDA Management Board.

To deliver on its anti-fraud and ethics commitments, the EUDA's 2025–2027 AFS sets out three strategic objectives for that period, as follows: (1) foster an anti-fraud and ethics culture across the Agency through providing targeted training and awareness initiatives for leadership and staff, reinforcing ethical standards and discouraging behaviours that could harm the Agency's integrity and reputation; (2) strengthen oversight and internal control and reporting mechanisms through a right-tone setting by the management, promoting and embodying integrity, transparency and fairness through

⁽³⁰⁾ 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.

action, including securing staff concerns reporting channels and ensuring early detection and proper follow-up/remedial action; (3) work closely with OLAF to improve EUDA capacity to prevent, detect, investigate and correct fraud by making the best use of OLAF's expertise to help strengthen the Agency's capacity to detect fraud and implement the necessary corrective measures.

A dedicated action plan accompanies the AFS, with defined objectives, concrete actions and a timeline, to address/mitigate, among other things, the following fraud risks: misuse of financial and human resources; inadequate governance and oversight; favouritism in the promotion of staff; manipulation of the recruitment process to favour given candidates; lack of engagement with key stakeholders and customers; undue access or disclosure of sensitive or critical information; insufficient fraud prevention and detection.

By having acceded on 31 May 1999 to the Interinstitutional Agreement of 25 May 1999 concerning internal investigations by OLAF ⁽³¹⁾ and by having adopted the appropriate provisions applicable to its employees, the Agency is in line with the provisions on combating fraud in the new EUDA Regulation.

Prevention of conflicts of interest

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

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

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

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

- The revised FFR entered into force in 2018 and it further improved the existing measures to protect the EU's financial interests and strengthened the rules on conflicts of interest.
- The Commission then issued new guidance on the avoidance and management of conflicts of interest under the Financial Regulation ⁽³²⁾, which aims to raise awareness and promote a uniform interpretation and application of the rules on avoidance of conflicts of interest.

⁽³¹⁾ Interinstitutional Agreement of 25 May 1999 between the European Parliament, the Council of the European Union and the Commission of the European Communities concerning internal investigations by the European Anti-Fraud Office (OLAF) (OJ L 136, 31.5.1999, p. 15, ELI: http://data.europa.eu/eli/agree_interinstit/1999/531/oj).

⁽³²⁾ Commission notice – Guidance on the avoidance and management of conflicts of interest under the Financial Regulation (OJ C 121, 9.4.2021, p. 1, <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52021XC0409%2801%29>).



- Regulation (EU) 2023/1322 establishing the EUDA, which entered into application on 2 July 2024, incorporates the concept of conflict of interest, expands its reach and commits the Management Board to annually publish on the Agency's website the declarations of interests of the Management Board members:

The members of the Agency's administrative and management structure ⁽³³⁾ shall not have any financial or other interests that could affect their impartiality. They shall act in the public interest and carry out their activities in an independent, impartial and transparent manner. They shall make an annual declaration of their interests, which may be accessible upon request.

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

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

This policy includes a set of controls to assess conflicts of interest of EUDA's staff, who are subject to the Staff Regulations (e.g. at the moment of taking up duty, in relation to any conflicts of interest of spouses, acceptance of a decoration or honour). Section 3 of EUDA's guidelines on the recruitment of EUDA staff, which was last updated in October 2024, also includes provisions on conflicts of interest to be acted upon by the members of the selection committees during recruitment processes, together with the template for the declaration of absence of conflict of interest and of confidentiality.

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

⁽³³⁾ This includes the Management Board, Executive Board, Executive Director, Scientific Committee and Reitox network.



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

	General information					Financial and HR impacts				
	Actual or expected date of signature	Total amount	Duration	Counterpart	Short description		2025	2026	2027	2028
Grant agreements										
GA.25.RTX .001 – Austria	1 April 2025	100 000	31 December 2025	Gesundheit Österreich	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
GA.25.RTX .002 – Belgium	9 September 2025	100 000	31 December 2025	Sciensano	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
GA.25.RTX .003 – Bulgaria	2 April 2025	90 629	31 December 2025	National Center of Public Health and Analyses	—	Amount	90 629	120 000	122 400	124 848
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
GA.25.RTX .004 – Cyprus	1 April 2025	100 000	31 December 2025	Cyprus National Addictions Authority	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
GA.25.RTX .005 – Czechia	18 July 2025	100 000	31 December 2025	Česká republika	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
GA.25.RTX .006 – Denmark	1 April 2025	100 000	31 December 2025	Danish Health Authority	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
GA.25.RTX .007 – Estonia	1 April 2025	100 000	31 December 2025	National Institute for Health Development	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
GA.25.RTX .008 – Finland	6 May 2025	100 000	31 December 2025	Finnish Institute for Health and Welfare	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	—	—	—	—



General information						Financial and HR impacts				
						Number of SNEs	—	—	—	—
GA.25.RTX .009 – France	1 April 2025	100 000	31 December 2025	Observatoire Francais des Drogues et des Toxicomanies	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
GA.25.RTX .010 – Germany	1 April 2025	100 000	31 December 2025	IFT Institute for Therapy Research	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
GA.25.RTX .011 – Greece	1 April 2025	100 000	31 December 2025	University Mental Health, Neurosciences and Precision Medicine Research Institute Costas Stefanis	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
GA.25.RTX .012 – Hungary	6 May 2025	50 000	31 December 2025	Magyarország	—	Amount	50 000	120 000	122 400	124 848
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
GA.25.RTX .013 – Ireland	2 April 2025	100 000	31 December 2025	The Health Research Board	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
GA.25.RTX .014 – Italy	21 March 2025	100,000	31 December 2025	Repubblica Italiana	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
GA.25.RTX .015 – Latvia	1 April 2025	72 760	31 December 2025	SPKC Disease Prevention and Control Centre of Latvia	—	Amount	72 760	120 000	122 400	124 848
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
GA.25.RTX .016 – Lithuania	19 May 2025	100 000	31 December 2025	Drug Tobacco and Alcohol Control Department	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
GA.25.RTX .017 – Luxembourg	1 April 2025	100 000	31 December 2025	Groussherzogtum vu Letzebuerg	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—



General information						Financial and HR impacts				
GA.25.RTX .018 – Malta	19 May 2025	91 852	31 December 2025	Repubblika ta Malta	—	Amount	91 852	120 000	122 400	124 848
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
GA.25.RTX .019 – Netherlands	6 May 2025	100 000	31 December 2025	Stichting Trimbos-Instituut, Netherlands Institute of Mental Health and Addiction	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	100 000	120 000	122 400	124 848
						Number of SNEs	100 000	120 000	122 400	124 848
GA.25.RTX .020 – Poland	2 April 2025	100 000	31 December 2025	Krajowego Biura Do Spraw Przeciwdziałania Narkomanii	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	100 000	120 000	122 400	124 848
						Number of SNEs	100 000	120 000	122 400	124 848
GA.25.RTX .021 – Portugal	6 May 2025	100 000	31 December 2025	Republica Portuguesa	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
GA.25.RTX .022 – Romania	14 October 2025	50 000	31 December 2025	National Agency for Policies and Coordination in the Field of Drugs and Addictions	—	Amount	50 000	120 000	122 400	124 848
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
GA.25.RTX .023 – Slovakia	8 July 2025	100 000	31 December 2025	Slovenska Republika	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	100 000	120 000	122 400	124 848
						Number of SNEs	100 000	120 000	122 400	124 848
GA.25.RTX .024 – Slovenia	19 May 2025	100 000	31 December 2025	National Institute of Public Health	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	100 000	120 000	122 400	124 848
						Number of SNEs	100 000	120 000	122 400	124 848
GA.25.RTX .025 – Spain	2 April 2025	100 000	31 December 2025	Reino de Espana	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	100 000	120 000	122 400	124 848
						Number of SNEs	100 000	120 000	122 400	124 848
GA.25.RTX .026 – Sweden	2 April 2025	100 000	31 December 2025	The Public Health Agency of Sweden	—	Amount	100 000	120 000	122 400	124 848
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
GA.25.RTX .028 – Croatia	1 April 2025	90 000	31 December 2025	Republika Hrvatska	—	Amount	90 000	120 000	122 400	124 848
						Number of CAs	—	—	—	—



General information						Financial and HR impacts				
						Number of SNEs	—	—	—	—
Total grant agreements						Amount	2 545 241	3 240 000	3 304 800	3 370 896
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
Contribution agreements										
NDICI-GEO-NEAR/2022/438-917	21 December 2022	4 000 000	31 December 2027	European Commission	—	Amount	730 849	733 090	771 704	—
						Number of CAs	6	6	6	—
						Number of SNEs	—	—	—	—
2022/436-162	20 December 2022	1 500 000	31 December 2026	European Commission	—	Amount	—	—	—	—
						Number of CAs	3	3	—	—
						Number of SNEs	—	—	—	—
COPOLAD	15 July 2022	800 000	31 March 2025	Organizzazione Internazionale Italo-Latino Americana	—	Amount	—	—	—	—
						Number of CAs	2	—	—	—
						Number of SNEs	—	—	—	—
EUDA4PERU	—	500 000	—	European Commission	—	Amount	—	500 000	—	—
						Number of CAs	—	2	2	2
						Number of SNEs	—	—	—	—
Total contribution agreements						Amount	730 849	1 233 090	771 704	—
						Number of CAs	11	11	8	2
						Number of SNEs	—	—	—	—
Service-level agreements										
SLA-PMO	—	87 164.60	—	European Commission	—	Amount	—	—	—	—
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
SLA-DIGIT (hosting, procurement, e-prior, Rachel, cloud, etc.)	—	65 747.00	—	European Commission	—	Amount	—	—	—	—
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
SLA-DG BUDG (ABAC, SUMMA, reporting solutions)	—	274 000.00	—	European Commission	—	Amount	—	—	—	—
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
SLA EUDA-DG HR	—	40 869.00	—	European Commission	—	Amount	—	—	—	—
						Number of CAs	—	—	—	—



	General information					Financial and HR impacts				
(SYSPER, etc.)						Number of SNEs	—	—	—	—
SLA EUDA CDT (translations)	—	900 000.00	—	Translation Centre for the bodies of the EU	—	Amount	—	—	—	—
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
SLA-Training	—	10 000.00	—	European Commission	—	Amount	—	—	—	—
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
Rent joint centre – SLA EMCDDA/EMSA Agreement	—	90 000.00	—	European Maritime Safety Agency	—	Amount	—	—	—	—
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
SLA ID cards	—	4 000.00	—	European Commission	—	Amount	—	—	—	—
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
EMCDDA-EMSA Cooperation Agreement on ICT	—	26 008.80	—	European Maritime Safety Agency	—	Amount	—	—	—	—
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
SSO costs	—	8 479.84	—	European Commission	—	Amount	—	—	—	—
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
EMCDDA-SLA CERT-EU-060 – 2024–2025	—	37 044.00	—	European Commission	—	Amount	—	—	—	—
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
Total service-level agreements						Amount	—	—	—	—
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—
Total						Amount	—	—	—	—
						Number of CAs	—	—	—	—
						Number of SNEs	—	—	—	—



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

The EMCDDA's ICF (adopted in 2017) was succeeded by the [EUDA's new ICF](#), adopted by the EUDA Management Board in June 2025 and showcased publicly on 25 September 2025.



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

Pursuant to the applicable FFR, this annex presents the procurements for non-administrative activities that have been envisaged for the implementation of the EUDA work programme for 2026 of which the value is not lower than EUR 60 000 and of which the execution relies on the appropriations earmarked for this purpose in the EUDA budget for 2026.

Main area	Scope / subject matter	Procurement procedure	Type of contract	Total contract value (EUR)	Estimated budget for 2026
Communication and stakeholder engagement	External editing/proofreading support	Negotiated procedure	Framework service contract	130 000	40 000
	Corporate identity – EUDA branding development and design	Open procedure	Framework service contract	800 000	40 000
Corporate governance	Development of EUDA strategy post 2025	Interinstitutional / joint procurement	Service contract	200 000	200 000
	Development of a scientific quality assurance system	Negotiated procedure	Service contract	90 000	40 000
EU Early Warning System on new psychoactive substances, laboratories network, drug alerts and threat assessments	Test purchases and analytical characterisation of emerging substances	Negotiated procedure	Service contract	140 000	140 000
	Rapid analysis to respond to emerging drug-related risks (e.g. risk assessment, threat assessment)	Negotiated procedure	Service contract	80 000	80 000
	MASSIVE (metabolite study)	Negotiated procedure	Service contract	190 000	190 000
	Pharmacological profiling	Negotiated procedure	Service contract	100 000	100 000
	Methamphetamine profiling	Negotiated procedure	Service contract	100 000	100 000



Main area	Scope / subject matter	Procurement procedure	Type of contract	Total contract value (EUR)	Estimated budget for 2026
	Proficiency testing and structural elucidation scheme on NPS	Negotiated procedure	Service contract	60 000	60 000
	Support provided to analytical identification of newly emerging substances – reference standards	Negotiated procedure	Service contract	140 000	140 000
	Pilot sentinel network of European poison control centres	Negotiated procedure	Service contract	100 000	100 000
Policy and society, crime, markets and precursors	Recruitment of young people through social media for acts of violence (previous name 'Exploration of drug-related violence data sources')	Negotiated procedure	Service contract	60 000	60 000
	Pilot project for drug-related signal detection in prisons	Negotiated procedure	Service contract	60 000	60 000
Substance use and harms, best practice and responses	ESPAD support	Open procedure	Service contract	350 000	50 000
	Drug consumption room workshop and data collection	Open procedure	Service contract	245 000	45 000
	Hair analysis	Negotiated procedure	Service contract	80 000	50 000
	Expert elicitation (EKE)	Negotiated procedure	Service contract	140 000	35 000
	Development of a new monitoring framework for the EUDA – needs assessment and business case for the new integrated monitoring framework	Interinstitutional / joint procurement	Service contract	130 000	130 000
	EU Drug Survey	Interinstitutional / joint procurement	Service contract	500 000	500 000



Main area	Scope / subject matter	Procurement procedure	Type of contract	Total contract value (EUR)	Estimated budget for 2026
	Awareness raising for drug-related issues support countries through dos and don'ts of evidence-based campaigns	Negotiated procedure	Service contract	80 000	80 000
Transversal	EUDA scientific framework	Open procedure	Framework service contract	8 000 000	500 000

NB: Procurements are planned on a multi-year basis with a tender launch and contract signature during the year 2026. The column 'Estimated budget for 2026' provides only the amount of the concerned contract that is to be executed during the 2026 financial year.



Annex XIV. Risk factors

Several risk factors that could affect the Agency's ability to implement the 2026–2028 SPD have been identified through the annual risk assessment exercise. An overview is provided below. As in the previous year, the main driver of the risk assessment is the EUDA Regulation. This regulation gives the Agency a new mandate with expanded tasks and activities. It also involves a substantial budget increase of 91 % between 2023 and 2025 ⁽³⁴⁾, along with a significant rise in staff numbers of 29 % between the 2023 and 2025 establishment plans ⁽³⁵⁾. These trends will continue into 2026.

These are challenges that affect EUDA's internal organisation, resources and operations. They are reflected in the 2026 risk assessment as the implementation of the new mandate progresses during what is expected to be a transition period from 2024 to 2027.

A. External risks

Geopolitical dimension

- Russia's invasion of Ukraine, launched in February 2022, is still raging with no end in sight. This military aggression may impact the Agency directly – for instance, in terms of services to be provided to Ukrainian migrants to the EU, who are vulnerable to drug use – and indirectly, because of the economic consequences of a long-lasting war on the borders of the EU (with a potential shift in the allocation of resources at the EU level).
- Hybrid attacks, political and economic instability inside and outside of the EU, disruptive events and shifting of EU priorities.
- Regardless of recent developments and the peace agreement in the Middle East conflict, which started in October 2023, uncertainty and volatility still persist, with unpredictable consequences for regional and global economic and political stability.
- Political instability and insecurity, government restructuring and lack of engagement from the beneficiary countries of EUDA's technical assistance projects (outside the EU). This harms the effectiveness of these projects and limits capacity-building activities at the national level.

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

Member States dimension

The EUDA Regulation envisages additional and innovative tasks that are to be agreed with the NFPs. There is a risk of insufficient NFPs' capacity to comply with Member States' legal and

⁽³⁴⁾ Statement of revenue and expenditure for the 2025 financial year – European Union Drugs Agency (EUDA) (OJ C, C/2025/324, 31.1.2025, ELI: <http://data.europa.eu/eli/C/2025/324/oj>); EUDA preliminary draft budget for 2025 (core budget).

⁽³⁵⁾ Statement of revenue and expenditure for the 2025 financial year – European Union Drugs Agency (EUDA) (OJ C, C/2025/324, 31.1.2025, ELI: <http://data.europa.eu/eli/C/2025/324/oj>); and Statement of revenue and expenditure for the 2023 financial year – European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) 2023/C 38/04 (OJ C 38, 31.1.2023, p. 19, https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv%3AOJ.C_.2023.038.01.0019.01.ENG&toc=OJ%3AC%3A2023%3A038%3AFULL).



contractual obligations to the EUDA, affecting the quality and/or the quantity of the data reported by the network, the capacity of the NFPs to support decision-making at the national level and ultimately the EUDA's ability to have a comprehensive view to support decision-making at the EU level. This risk might be due to a lack of adequate financial resources, of additional expertise or competencies, and/or to constraints stemming from different planning cycles in the EUDA and NFPs. The new regulation includes the mandatory assessment of all NFPs, which envisages that in case an NFP does not fulfil its tasks, the Management Board could take a decision to suspend the co-financing.

B. Internal risks

Changes in leadership and senior management

The Executive Director will complete the second mandate in December 2025, and a new Executive Director will take office on 1 January 2026. In addition, one Head of Unit and the Chief Scientist assumed their roles during the last four months of 2025, while another Head of Unit had already taken up duties in 2024.

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

Change management

The transformation of the EMCDDA into the EUDA in 2024 involved a significant organisational transformation. The Agency changed not only its name, but also part of its identity and culture. This is accelerated as the Agency experiences a major growth in HR, and many new colleagues will be expected to leave their own mark on its changing culture.

The shift from Observatory (EMCDDA) to Agency (EUDA), that is, from monitoring to advice to action, requires a transformation of work processes, the adoption of new technology, the reorganisation of services and overall increased organisational agility. The adaptation, which will take time and effort, may carry risks of resistance, organisational fatigue and inefficiencies if not properly managed.

Pressure on existing human resource capacity

Among other things, the surge in the Agency's budget translates into an increase in the procurement activities, in number, value and technical aspects. It is essential to ensure that there is the appropriate capacity and technical expertise in place to deal with the additional workload and avoid bottlenecks in the workflow. This is to prevent delays in the execution of the procurement plan, the underlying activities and unsound financial management. The new budget envelope also includes an increase in the establishment plan. While up to 40 new posts are expected to be filled by 2027, recruiting the new staff members, onboarding them and preparing them to lead important projects will require additional effort from existing staff members. The latter will be required to manage the transition to the new Agency, while continuing to deliver on the Agency's core commitments and potentially learning to work in new areas and serve more diverse customer groups.

Planning and coordination capacity to support the implementation of the new mandate

While the Agency's new regulation has been applicable since 2 July 2024, the adaptation and transition to the expanded mandate will be gradual throughout the 2024–2027 period. The success of this transition will also depend on the EUDA's planning capacity. It is essential that planning is well resourced in order to act, together with senior management, towards mitigating the risks related to the incomplete identification and prioritisation of business needs, insufficient internal communication and coordination, ineffective prioritisation of tasks and/or overlapping tasks and processes, which if materialised could jeopardise the clear definition of a step-by-step approach to



accomplish the new mandate as envisaged, in terms of outputs, calendar and reputation. This is a high-level endeavour pursued at the managerial level and involving all units.

Gaps in cybersecurity resilience and ICT capabilities

The EUDA relies heavily on the operationality and effectiveness of its IT infrastructure for the development of its activities and, with the addition of new ICT-enabled services stemming from the new mandate, this dependency is growing even more. Regardless of its likelihood, the impact of materialised threats with regard to cybersecurity vulnerabilities can be extremely pervasive and lead to the disruption of services and operations and loss of data. Furthermore, compliance with the Cybersecurity Regulation presents its own challenges in terms of timely alignment of requirements. The Agency must maintain and further develop its resilience to these challenges, namely in the context of the new mandate, increased tasks and stakeholders' expectations.

C. Cross-cutting risks

High expectations on the part of stakeholders and customers

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

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

Engagement with new stakeholder groups

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

Availability of qualified external expertise to support the new activities

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



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