European Monitoring Centre
for Drugs and Drug Addiction

EMCDDA Strategy 2025




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European Monitoring Centre
for Drugs and Drug Addiction

Praça Europa 1, Cais do Sodré, 1249-289 Lisbon, Portugal
Tel. +351 211210200
info@emcdda.europa.eu | www.emcdda.europa.eu
twitter.com/emcdda | facebook.com/emcdda

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Foreword

Twenty years after the European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) published its first extended annual report on the state of the drugs problem in the European Union, our work is gaining new impetus with the adoption of the EMCDDA Strategy 2025.

Our long-term strategic vision states unambiguously our ambition to contribute to a healthier and more secure Europe by providing sound evidence for policies and actions on drugs. This vision has been built on a structured reflection and analysis: of the lessons we have learned in more than 20 years of existence; of the changing drugs phenomenon; and of developments in the institutional and international environment.

All the members of the Management Board, Scientific Committee, Reitox network of national focal points and staff of the Agency have been consulted and involved in the drafting of this strategy. Their input has been invaluable and has helped build shared ownership of a document to which we will refer up until 2025.

To be successful, the EMCDDA needs more than ever the support of its key partners and expert networks, starting with the Reitox network, but also including the EU Member States in their double capacity as key stakeholders of the agency and main data and information providers. Our communication with professionals working in the drugs field, researchers, civil society and those affected by the drugs problem is also very important, as our work aims ultimately to reduce the burden of drugs on society and on those who are more vulnerable.

This strategy comes at a very important time for the agency and for the European Union: in a period when the European project is coming under increasing internal and external pressure, it is our duty to respond with a clear affirmation of the added value and impact of our work for our stakeholders and for people living in Europe.

Within the context of the EMCDDA's role and areas of competence, this strategy will guide us to produce information that makes a difference.

We hereby invite all our partners and stakeholders to join us in this endeavour and to help us contribute as much as we can to a healthier and more secure Europe.

Laura d'Arrigo
Chair of the EMCDDA Management Board

Alexis Goosdeel
Director of the EMCDDA

Background — towards a long-term strategic approach

The Director, at the start of his mandate, presented a proposal to the Management Board to develop a long-term Strategy for the EMCDDA for the period 2016–2025, in consultation with its key stakeholders. This work has now been completed. The rationale for this new strategy and the detail on its vision, goals, strategic objectives and business drivers are set out below. A roadmap is also included, which creates a clear link between the Agency's new strategic perspective and the planning and operational framework within which it works.

Identifying and building upon the EMCDDA's core strengths was the starting point for developing this strategy. Over the last 20 years, the agency has established itself as the central European knowledge hub for drug-related information. The drugs problem is complex and multifaceted and part of its unique value is its comprehensive coverage of the issue, which ranges from public health and epidemiology to law enforcement, policy developments and legislation. The EMCDDA is now recognised within Europe, and internationally, as a centre of excellence in the drugs field; it is held in high regard by its stakeholders as a source of impartial information; and it has established a solid reputation as an important resource for practitioners working in the drugs area as well as for the scientific community.

We recognise these achievements but we remain mindful of the need to continue to strive to improve the value of our work for our stakeholders. We also recognise that we must accomplish this during a period in which Europe faces new health and security challenges, many of which affect drug use and drug-related problems. The drugs issue has changed in many important ways since the EMCDDA was established. This can be seen in the more complex and rapidly evolving drugs phenomenon we now face and in the new health and security problems this brings with it. It can also be seen in how Europe is responding to these developments, which has resulted in a more dynamic institutional, policy and legal environment.

To remain useful, our work must keep pace with the changes occurring in our external environment. As an information agency, we must pay attention to the evolving global information economy and be alert to how this may affect our established working practices. We must also assess how new information-seeking behaviours and technological developments will change the nature of the products and services we offer. This work must be done within an institutional environment where financial and human resources are likely to be at best stable, and potentially diminishing. The need to address these challenges provides both the context and the rationale for the new strategy, as it is only through adopting a forward-looking and more strategic approach that the agency can guarantee that it will continue to remain policy-relevant and provide added value to stakeholders in the years ahead.

In summary, this new strategy provides the overarching framework for ensuring, first, that the EMCDDA's work continues to reflect the reality of the external environment that Europe faces with respect to drugs issues and the evolving needs of our stakeholders; and, second, that the EMCDDA's substantive activities are supported by an internal business model which adopts a forward and integrated approach to planning, promotes appropriate and efficient working practices, and ensures that core processes are optimised.

EMCDDA strategic and operational framework

The Agency operates within a regulatory and institutional framework which clearly defines its role and mandate, and establishes the framework for planning, implementing and reporting its activities. The basis for the definition of the mission and mandate of the EMCDDA is provided by the recast regulation of 12 December 2006 ([1]). This document provides the agency with both its mandate and its mission and forms the bedrock on which our strategy has been built. It therefore reflects and takes forward the key priorities that the recast regulation gives to the agency in the areas of core monitoring, best practice and knowledge exchange, maintaining a sensitive information system and responding to new psychoactive substances (NPS), and supporting policy at national and EU levels.

While the strategy is intended to provide the long-term perspective necessary to drive our work up to 2025, any long-term approach needs to be sensitive to changing circumstances. For this reason we have planned a mid-term review. This will allow the agency and the Management Board to assess progress made and adjust the strategy to take into account any important new internal or external developments. These include possible constraints or new elements arising from our institutional environment ([2]). It is important to note here the possible implications that a revision of the EMCDDA's Regulation with respect to the Early Warning System on NPS may have on our work, and also that an external evaluation of the agency's activities is scheduled for 2018.

We have developed a Roadmap to facilitate implementation of the strategy and its mid-term review. This roadmap identifies some top-level milestones that we expect to achieve by the end of 2020. Following an assessment by the Management Board of the implementation of the Roadmap 2016–20, it is envisaged that a new Roadmap will be adopted for the period 2021–25.

Furthermore, as set out in the agency's Financial Regulation, every year we will prepare and submit to the Management Board for adoption a detailed planning instrument called the Single Programming Document (SPD). The SPD defines the results expected from EMCDDA activities. The strategy and its roadmap will therefore be used to guide the development of the SPDs and ensure the tasks and priorities given to the agency in its regulation are successfully taken forward.

Together, the long-term strategy, its roadmap and the SPDs comprise the EMCDDA's integrated strategic and operational framework (ISOF) (see Figure 1). This architecture provides the Management Board with the assurance that the documents it is required to adopt every year are fully grounded in the EMCDDA's mandate and that they contribute to reaching the agency's established long-term organisational objectives.

In implementing the strategy, the EMCDDA will take into account the possible risks which may occur in the external and the internal environment, and which may have an impact on the agency's capacity to implement its activities. To that end, a corporate risk assessment exercise will be carried out every year and the findings will be presented in the SPDs.

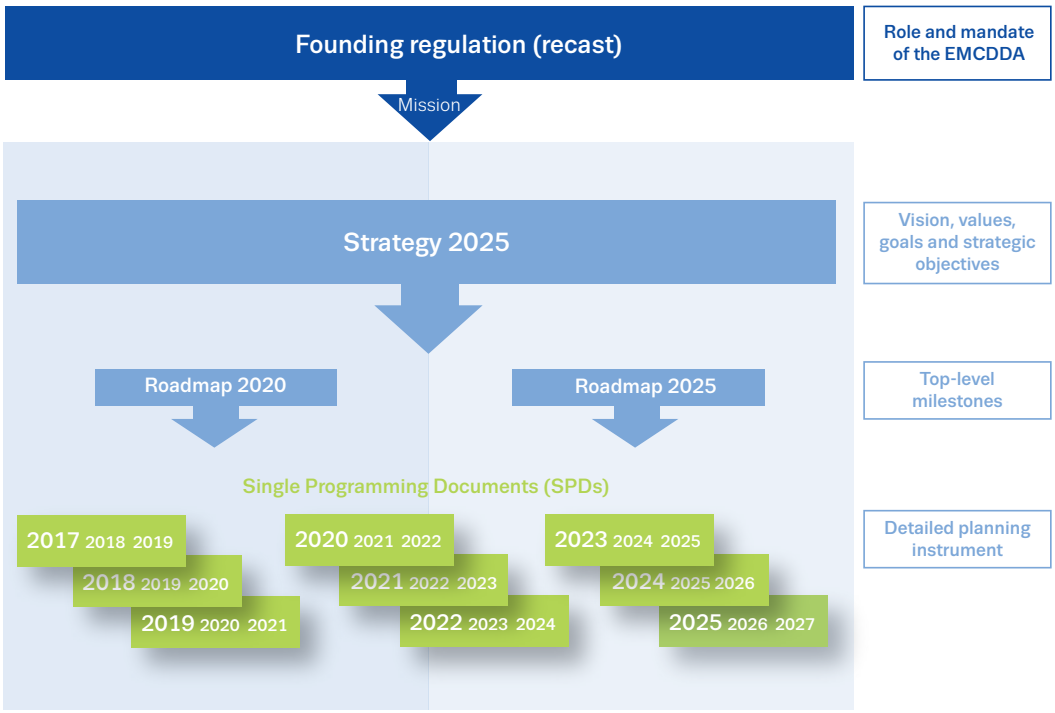
EMCDDA mission, vision and values

The Strategy 2025 presents mission and vision statements that show how the agency sees its role and the value of its work for its European and national stakeholders, and ultimately for EU citizens. These statements build on the EMCDDA's Founding Regulation and are informed by the Strategy and Work Programme 2016–18 adopted by the Management Board in December 2015. A fundamental principle of good governance is that the EMCDDA's work and activities are concentrated in the areas where we can provide maximum added value. Consequently the vision and mission statements identify the primary beneficiaries of our work and their information needs, and match this with an analysis of the main assets at our disposal to fulfil our mandate.

The mission and vision statements provide the framework within which the EMCDDA staff can situate their work and within which our stakeholders can see the added value of the agency and the rationale for products and services delivered. Values guiding how the organisation operates as a whole accompany these statements.

([1]) Available at: www.emcdda.europa.eu/html.cfm/index24218EN.html
([2]) The most relevant ones are the results of the external evaluation of the EU Drugs Strategy and Action Plans, the new multiannual financial perspective, the recommendations of the external evaluation of the EMCDDA, the new European Commission, and the duration of the mandate of the Director.

FIGURE 1
The EMCDDA's integrated strategic and operational framework (ISOF)



Mission

The EMCDDA exists to support evidence-based decisions and actions at EU and national levels by providing factual, objective, reliable and comparable information concerning drugs and drug addiction and their consequences. The EMCDDA's mission is therefore grounded in the consensus that sound information is a prerequisite for developing effective policies in the drugs area.

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 of 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 EMCDDA is committed to providing the information resources necessary for these objectives and we are proud that over the last two decades 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 this complex and important issue.

To achieve this, a central priority for our work remains maintaining, consolidating and further developing the quality and comparability of the data and information collected through the Reitox network of national focal points (NFPs) and other sources of information. Furthermore, to keep pace with developments and the needs of our stakeholders, the EMCDDA is committed to identifying and using appropriate complementary sources of information to keep our knowledge base up to date.

To achieve our mission, we have developed a systemic approach that brings together the human networks, processes and scientific tools necessary for collecting, analysing and reporting on all aspects of the European drugs phenomenon. The EMCDDA now offers a unique European resource that includes:

- A consolidated monitoring and reporting system with harmonised, standardised and comparable data series collected on a yearly basis since 1995 (five key epidemiological indicators extended recently with more comprehensive and robust data on drug supply). The backbone of this system is the Reitox network of NFPs, an established network of 28 EU Member States, Norway and Turkey that provides a direct link to national data and expertise.
- A multidisciplinary, multi-indicator and multimethod approach.
- An established set of core methods, supporting tools and data definitions to provide harmonised reporting.
- A proven track record of developing innovative approaches to data collection and analysis with capacity for the early detection and reporting of new trends.

- An EU-wide early warning system on NPS and risk assessment capability ([3]).
- A growing extended network that includes the Western Balkans and selected neighbouring countries.
- A team of highly qualified and motivated staff committed to working in a European multicultural and multilingual environment.

In addition, the EMCDDA works in partnership with universities, research centres, scientific bodies and EU and international organisations. This has not only allowed the agency to maintain a close and ongoing understanding of developments in the research area, but also supported the development of European and international standards, and facilitated the reporting and interpretation of European data at international level.

Vision

The EMCDDA's vision is a healthier and more secure Europe through better-informed drug policy and action.

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

- the EU institutions;
- national decision-/policymakers; and
- professionals working in the drugs field.

As the agency needs to prioritise activities that will deliver maximum value, we will provide our customers with tailored products and services that enable them to:

- have a strategic, situational and holistic understanding of the European drugs situation and its implications for public health and security;
- anticipate, identify and respond at an early stage to new threats and developments;
- adopt and implement effective interventions informed by sound evidence about the situation and what works;
- build and evaluate national and European policies and strategies.

([3]) It is expected that in 2017 the new proposed legislation Regulation of the European Parliament and of the Council amending Regulation (EC) No 1920/2006 as regards information exchange, early warning system and risk assessment procedure on new psychoactive substances (COM/2016/0547 final - 2016/0261 (COD)) will enter into force. This new legislation will strengthen the early warning system on NPS and the risk assessment mechanism.

Beyond meeting the information needs of our key stakeholders, to address our mandate we also need to engage with other stakeholders, which include academic institutions and researchers; the general public, civil society and those affected by drug problems; and international organisations and third countries.

Values

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

Our four core values are the following:

Scientific excellence

The EMCDDA is the centre of scientific excellence in Europe for the collection and analysis of data for the production of knowledge on the drugs phenomenon to facilitate sound decision-making and research.

Integrity and impartiality

The EMCDDA is committed to respecting European ethical values and to accomplishing its mission objectively, impartially, independently, transparently and by promoting evidence-based methodologies and interventions.

Customer focus and service orientation

The EMCDDA is devoted to proactively serving its customers by anticipating their needs and by producing services and products to help them achieve their missions and perform their tasks.

Efficiency and sustainability

The EMCDDA pursues cost-effectiveness in the performance of its tasks and is committed to further enhancing performance. The EMCDDA has an ongoing commitment to ensuring its corporate sustainability and maximising benefits with respect to its social, economic and environmental impact.

Goals, strategic objectives and business drivers

Goals

The EMCDDA has two long-term goals: to contribute, firstly, to a healthier Europe and, secondly, to a more secure Europe. These core goals naturally form the two pillars on which the strategy is built: health and security. It is important to note that the multifaceted nature of the drugs problem means that these goals are interlinked and mutually complementary.

Moreover, the EMCDDA's data collection model recognises that a holistic understanding of the drugs situation is dependent on multisource analysis. Thus health information sources are necessary for understanding some security-related questions such as the quantification of drug markets; similarly, supply-side information can inform an analysis of important health topics. For example, the composition of drugs available on the market can be important for understanding patterns of morbidity and mortality.

An understanding of the agency's role and the external environment within which it operates were important points of departure for the strategy. Drug policy is largely articulated at the European level through cooperation and coordination activities, and the success of our work depends on the conditions in the Member States. We are also committed to, and dependent on, maintaining successful partnerships with European and international organisations. One of our key roles is to be a catalyst facilitating more effective policies and actions that will be delivered by other parties. This is why we give central importance to identifying our customers' needs, developing services and effective communication, as these all represent essential elements for our work to have impact.

Strategic objectives

Each of the two long-term goals is articulated through four strategic objectives. These objectives identify at strategic level the main areas of focus for taking forward work in each pillar.

They were developed by bringing together an analysis of three key factors shaping the EMCDDA's future work: first, the changing nature of the drugs phenomenon; second, the challenges that these changes bring to our current business model; and, third, the implications of these changes for the needs of our customers.

Each objective is accompanied by more specific action areas. These have been developed from an analysis of what is required in the medium to long term to achieve the strategic objectives. A description of the strategic objectives and their action areas is provided in the next sections and a more detailed presentation can be found in Annex 1.

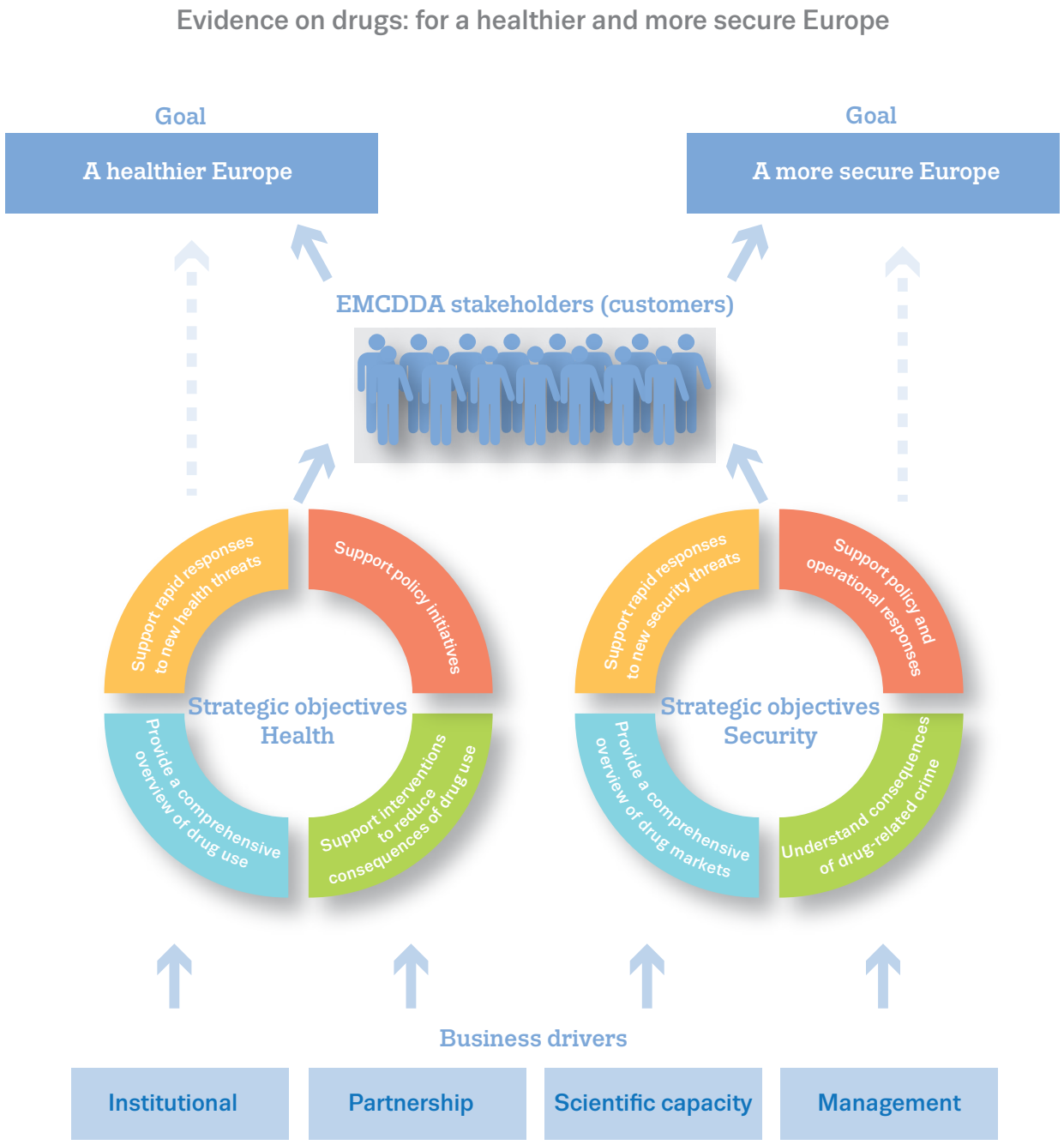
In 2020, progress made in achieving the strategic objectives will be assessed against the key milestones defined in the roadmap. Based on the results obtained, and taking due account of the changes in the institutional environment and in the evolution of the drugs situation, the objectives may be revised and the roadmap adjusted for the period 2021–25.

Business drivers

An important part of the work conducted to develop this strategy was a critical review of the strengths and weaknesses of the EMCDDA's current business model, which was informed by an analysis of the challenges and opportunities arising from the external environment in which we operate. This exercise identified both strengths and potential weaknesses, and a set of business drivers has been developed to address them. These business drivers define the resources and processes that the EMCDDA must have in place, and the conditions that the organisation has to meet, to achieve our strategic objectives and attain our long-term goals. They are therefore core elements of our strategic approach because they pinpoint the key factors for successful delivery. A detailed description of the business drivers and their action areas is provided in the next sections and a summary presentation can be found in Annex 2.

The links between the business drivers, the strategic objectives and the long-term goals are illustrated in Figure 2 and further developed in the next sections of the document.

FIGURE 2
The EMCDDA's strategic approach



EMCDDA Strategy to 2025

Goal 1: Contribute to a healthier Europe

Drug use and its consequences are an important direct cause of avoidable morbidity and mortality in the European Union. Indirectly, drug consumption is also associated with other health and social problems, resulting in greater policy and intervention challenges in these areas. The epidemics of heroin use which have historically affected many European countries have left behind an ageing cohort of problem drug users with considerable health needs.

This means that, overall, opioids still account for the greatest proportion of drug-related health costs, although to some extent this is changing. This is because contemporary drug problems are more dynamic and more complex than in the past. Stimulants, cannabis and new psychoactive substances (NPS) are all now major health concerns and causing substantial health costs across the European Union. Moreover, both acute and chronic drug problems are now commonly associated with the consumption of multiple substances (polydrug use, including alcohol and misused medicines). These changes are reflected in, and partly driven by, a more dynamic and globalised drug market.

The last two decades have seen a growth in our understanding of how to respond to drug problems and an acceptance by policymakers of the principle of investing in approaches that are shown to be effective. We are also entering a period in which a range of new approaches to tackling drug problems are likely to become available. Advances in fundamental sciences are resulting in new pharmacotherapies; applied research is resulting in new approaches to monitoring, prevention, treatment and harm reduction; and increased attention to the importance of implementation science and implementation systems is enhancing our understanding of how to translate research evidence into policies and programmes that can be successful in the various real-world settings in which they must be applied.

The multifaceted nature of drug problems and their interaction with other social and health challenges is also affecting the overall policy discussion on drug use and on the policy approaches adopted to reduce the negative health and social impacts of drug use on society. There is no common model here, but in general there is increasing interest in topics such as addressing drug use in a more holistic substance misuse and broader public health perspective; exploring different regulatory approaches; the importance of addressing environmental factors; and developing policy models that are both coherent and mutually supportive across different policy domains. Thus drug use may be an important topic for policy considerations in areas such as housing, employment, crime prevention and even security.

Taken together, these changes pose a clear challenge for the EMCDDA's future work. We must ensure that we have epidemiological surveillance tools that are fit for purpose with respect to both current and future patterns of drug use and the associated health and social problems we will face in Europe. We must accompany them with communication and reporting channels that are innovative, timely and targeted, so that these findings can inform policies and actions better and faster.

We must also keep track of new research findings which are changing our understanding of how substance-use problems develop and which help identify and adopt new intervention options for both established and emerging problems. We must increase the value of our work by supporting the translation of new evidence into practice. This must be packaged together with an understanding of the factors important for ensuring successful implementation in the different contexts, systems and settings across the EU. We must also support the information needs of a more complex and changing policy debate and provide the evidence and tools that can facilitate Member States in selecting and evaluating different policy options.

Addressing these challenges remains the focus for our activities until 2025, and doing so will allow us to make a greater substantive contribution to a healthier European Union.

Strategic objectives

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

A core challenge for the EMCDDA is to ensure that its tools and methods remain fit for purpose in relation to the changing nature of the European drugs phenomenon and accompanying information needs. This requires regular review and revision of existing instruments, as well as the development of new approaches. It will require work to anticipate future challenges and thereby allow the agency to make a long-term plan for developing instruments. The agency also needs to develop more complex reporting and analytical models that reflect drug problems defined by the consumption of multiple substances, including medicines and a rising

number of new synthetic substances bearing potentially high health risks. Furthermore, the European drugs problem is more and more linked to, and influenced by, global developments. Therefore, it will become increasingly important to identify trends and developments occurring in neighbouring countries and worldwide that could have an impact on the European situation.

Action areas:
1.1. Strengthen the core monitoring system
1.2. Identify and develop new flexible and timely monitoring tools and approaches
1.3. Understand the implications for public health of the developing international drugs problem
1.4. Identify future reporting needs

2. Identify new drug-related health threats and support rapid response by the EU and its Member States

The EMCDDA has been entrusted with a key role in monitoring and responding to new psychoactive substances. In collaboration with our partners at national and EU levels (Europol and the European Medicines Agency) the agency operates the EU early warning system on new psychoactive substances (EWS). In addition to its monitoring role, where necessary, the EMCDDA responds in a timely manner to those substances that pose health concerns by undertaking scientific, evidence-based risk assessments. This area is developing rapidly and therefore requires the agency to be proactive and innovative in order to fulfil its responsibilities. Tools and approaches will have to be revised to take account of any changes in the legal framework in this area.

More generally, threat assessment and rapid reporting are likely to play a greater role in our work, reflecting the dynamic nature of the modern drugs problem and the accompanying need for rapid and targeted health responses. Areas of concern here include new risky behaviours; outbreaks of drug-related infectious diseases or other adverse health events; and new consumption patterns with implications for public health. Improving capacity in this area requires greater attention to be given to the development of multisource analytical models and to the use of innovative approaches to identify, track and monitor new drug trends.

Action areas:
2.1. Ensure the successful operation of the EU EWS
2.2. Ensure timely implementation of the risk assessment on NPS
2.3. Develop innovative approaches and extend capacity to identify new trends
2.4. Conduct threat assessments and rapid reporting exercises of new drug-related health threats

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

The EMCDDA has an important responsibility to act as a catalyst for improving the quality and delivery of responses to reduce the health and social consequences associated with drug use. This requires the agency to keep abreast of new prevention, treatment and harm-reduction approaches. We also need to facilitate the identification and adoption of best practices, and to accompany this with improved understanding of what is necessary for successful implementation in diverse national contexts and settings. Special attention will be given to developing resources in areas where drugs have a significant impact on European public health, such as hepatitis C prevention and treatment, and overdose deaths.

Action areas:
3.1. Maintain state-of-the-art understanding of effective interventions in both established and emergent drug-related problems
3.2. Strengthen, maintain and develop the monitoring tools for describing the delivery of drug-related interventions
3.3. Facilitate knowledge transfer, the adoption of best practice and successful intervention delivery
3.4. Provide additional information resources to support policy development in areas particularly important for public health

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

An important priority for the agency is to provide support to those who define policy at both EU and national levels. Of particular importance here is our responsibility with respect to the EU Drug Strategy and the accompanying action plans on drugs (an activity which is also important for the other pillar of our strategy).

The EMCDDA will provide technical support, upon request, to the EU institutions and the Member States for their activities in international fora (e.g. at the United Nations General Assembly Special Session and the Commission on Narcotic Drugs).

Action areas:
4.1. Support EU and national policy initiatives, with particular priority given to the EU Drug Strategy and its action plans
4.2. Monitor and report on key national, European and international drug-related policy developments to facilitate an informed and up-to-date dialogue at EU level
4.3. Maintain and develop methodologies and resources to support policy development and evaluation

Goal 2: Contribute to a more secure Europe

Under security, the EMCDDA's new strategy has to respond to the same core challenges evident in the health area, namely the need to keep pace with a more dynamic situation; develop and maintain appropriate reporting tools; respond better to new threats; and provide support to policy and operational responses.

Although monitoring tools in the supply area are less well developed than for the demand area, significant progress is being made in improving the quality and comparability of existing core measures, and this work will remain a strategic priority. Collectively, these tools help describe important aspects of the European drug market and the focus will be to further develop and improve capacity to understand developments in drug markets and assess their security implications.

Current approaches, however, have limitations, and some important blind spots exist with respect to the areas in which the security implications of drug markets can be described. For this reason, the monitoring approaches in this area need to be further developed, in order to understand the key drivers of change and to keep pace with innovation. Examples of areas that remain underdeveloped include online drug sales (such as darknets or cryptomarkets), innovation in production processes, and the exploitation of commercial transport and delivery services. Importantly, to inform security responses, the information collected needs to be understood within the broader geographical and geopolitical context, recognising the interaction between the EU drug market and the larger European and global markets. Identifying and understanding important developments outside the EU is therefore vital for anticipating future drug-related security threats and for informing countermeasures.

The linked issue of drug-related crime is also a focus of the security pillar. The consequences of drug-related crime and how these are evolving is still not sufficiently understood. What is clear, however, is that the impact on society is considerable and that concerns are growing in some areas, for example in the interaction between drug trafficking and other serious security threats, such as terrorism, human trafficking and illicit financial flows. The 2016 EU Drug Markets Report, produced jointly with Europol, identified important knowledge gaps. This key resource, together with other sources, will further guide work in this area.

Strategic objectives

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

The EMCDDA and its partners have made significant progress in developing tools and methodologies to monitor the drug markets, including first estimates of the size — in terms of quantity and value — of the EU retail market for the main drugs. The agency will invest in improving, adapting and expanding these methodologies. It will do this by using existing networks and developing new data sources to augment the breadth of analysis in order to establish a state-of-the-art monitoring system comprising a set of core routine data collection, complemented by contextual information, including ad hoc, opportunistic data-collection activities. This system will provide the essential elements for capturing, assessing and prioritising market signals for the timely identification of drug-related security threats, and will consequently provide support for the development of rapid responses.

Action areas:
1.1. Strengthen the core monitoring system on supply and supply reduction indicators
1.2. Develop new and innovative data collection approaches to supplement the existing core data collection systems in this area
1.3. Analyse the impact of the development of the international drugs situation on the European drug market
1.4. Explore the drivers of innovation of synthetic drug production and their impact, and contribute to the European system on drug precursor monitoring

2. Identify new drug-related security threats and support rapid response by the EU and its Member States

Identifying new drug-related security threats and transmitting this information rapidly so that appropriate responses can be developed is a key requirement for Europe to keep pace with the growing security challenges emerging in this area. Threat assessments will be conducted in the context of requests from stakeholders, in close collaboration with Europol, and in the framework of the EU Policy Cycle on Serious Organised International Crime. A key strategic challenge for the agency in this area is to continue to develop the information and analytical tools necessary to identify significant new developments. In particular our observational capacity needs to be extended to address innovation. This is particularly important with respect to synthetic drug production and how information technology developments are providing new

opportunities for the production, marketing and sale of both established and new drugs, including NPS.

Action areas:
2.1. Provide threat assessments and strategic briefings related to transversal security threats linked to production and supply of drugs
2.2. Identify and communicate the threats associated with NPS
2.3. Improve capacity to monitor innovation in the drug markets, in particular online drug markets and darknet drug sales

3. Improve understanding of the nature and consequences of drug-related crime

The European security agenda highlights the need to understand the interactions that exist between drug-related crime and the operation of the drug market, on the one hand, and other areas of criminality, the activities of organised criminal groups and other serious security threats, on the other. This is a challenging area and one in which the EMCDDA needs to work closely with other European bodies with responsibilities in these areas, in particular Europol and Eurojust. Although some core monitoring tools exist, overall this remains a poorly developed area. Improving performance in this field, however, is important and this was highlighted in the EMCDDA–Europol 2016 EU Drug Markets Report, which clearly suggests that threats in this area are increasing, in part because of the changing business models used by transnational organised crime groups. In addition to these major security threats, it is important to support the development of a broader understanding of the ramifications of the drug market, as these can represent significant hidden costs to society.

Action areas:
3.1. Improve the monitoring of drug-related crime and associated responses and countermeasures
3.2. Improve understanding of the links and interactions between drugs and serious criminality, including security threats
3.3. Develop a broader conceptual framework on the wider societal impact of drug markets and drug-related crime

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

The key added value that the EMCDDA can provide here is our knowledge and expertise on drug markets and their consequences. The provision of objective, factual and reliable information and analysis will support capacity building within the EU and beyond; it will assist decision- and policymakers in devising responses to emerging drug-related threats; and it will establish baseline data that will support the evaluation of supply-side interventions.

Action areas:
4.1. Support the EU Policy Cycle on Serious Organised International Crime and provide expertise on the European Multidisciplinary Platform against Criminal Threats (EMPACT) drug priority areas
4.2. Increase the effectiveness and impact of EU actions in the security area
4.3. Develop capacity for evaluating, upon request, law-enforcement responses to drug supply interventions

The environment for successful delivery: the EMCDDA's business drivers

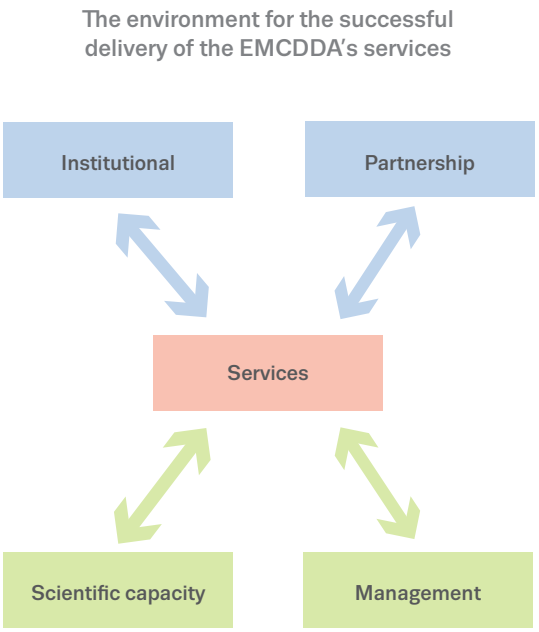
The success of this strategy will rely on our capacity to provide our stakeholders with services that match their evolving needs. This will be possible only if the agency is performing optimally, both substantively and operationally. This requires us to ensure that the EMCDDA is forward looking, analytical and resource-efficient, and focused on delivery.

The results of the strategic and critical analysis carried out as part of the preparatory work for developing the Strategy 2025 highlighted that the organisation has key strengths, particularly in its human capital. In addition, however, a number of important internal and external challenges were identified that if not adequately addressed could affect the agency's performance.

Based on this analysis, we have identified a set of business drivers (B.1–B.4) that address external and internal factors critical for our performance: the institutional framework, effective partnerships, scientific capacity and the agency's overall management capabilities.

These four business drivers are interlinked and jointly contribute to the successful delivery of our services (Figure 3).

FIGURE 3
The EMCDDA's business drivers



B.1. Institutional

Anticipate, and respond promptly to, institutional developments and needs

The EMCDDA operates in a complex institutional environment and its capacity to respond promptly to changing developments and needs is therefore a critical requirement for optimal performance. This requires a proactive approach to identifying where our work can provide value and ongoing attention to ensuring that services are delivered in the appropriate form. Understanding needs clearly, communicating effectively and using targeted delivery channels are central to serving our stakeholders successfully. As advances in technology present new opportunities and also bring with them new expectations, we will need to regularly review our services to ensure they remain relevant.

Action areas:
B.1.1. Continue to analyse the external environment and how it relates to current and future stakeholder needs
B.1.2. Configure services to ensure they are timely, of a high professional standard and delivered in a form coherent with our stakeholders' needs
B.1.3. Prepare the agency for ongoing and potential future revisions of its mandate

B.2. Partnership

Strengthen the European Drug Information System through effective and mutually beneficial partnerships and synergies with our data providers, communities of knowledge, relevant European and international organisations and cooperation with third countries

The EMCDDA can be the leading EU provider of evidence on drugs only if we develop our services in partnership with the national, European and international actors working in the drugs field. We recognise that the fundamental principles for effective partnership include transparency, mutual benefit and clarity with respect to roles and responsibilities and are committed to respecting them.

In the area of data collection, and for maintaining an ongoing dialogue with national experts and data providers, our main partners are the Reitox network of national focal points (NFPs). The Reitox network acts as a central conduit for structured data sets required by the EMCDDA and supports the development of harmonised and comparable data collection tools. The focal points also provide an important resource for supporting the standing technical expert groups needed for EMCDDA activities. The EMCDDA recognises the importance of the Reitox network in ensuring a European drug information system and also that involvement in European activities should provide tangible benefits and value at the national level. A new Reitox Development Framework, which will define the main priorities of the network and guide its future work, is being developed.

In addition to Reitox, the EMCDDA needs to work directly with a number of specialist data providers and research collaborations, such as the European School Survey Project on Alcohol and Other Drugs (ESPAD) Group.

At the European and international levels, pursuing synergies and maintaining effective working arrangements with other relevant EU agencies and international organisations, especially members of the UN family active in drugs issues, will always be critical for the EMCDDA's performance. Cooperation with the agencies working in the Justice and Home Affairs area (particularly Europol, Eurojust and the European Union Agency for Law Enforcement Training, CEPOL) and in the health field (namely the European Medicines Agency and the European Centre for Disease Prevention and Control) will remain a priority.

The activities in the area of international cooperation will be guided by the new EMCDDA International Cooperation Framework, which is planned to be developed in 2017 and submitted for adoption to the Management Board. This will update the EMCDDA Strategy on International Cooperation adopted in 2007.

Action areas:
B.2.1. Develop, jointly with the NFPs, the new Reitox Network Development Framework, and support its implementation by the NFPs
B.2.2. Strengthen national drug expert networks, in cooperation with the NFPs, and develop if necessary new networks
B.2.3. Strengthen cooperation with EU and international partners

B.3. Scientific capacity

Have in place the scientific capacity (resources, processes and tools) to meet current analytical needs, and innovate to keep pace with changes in the drugs situation and the corresponding institutional needs

The multifaceted nature of the drugs situation requires the EMCDDA to have both sufficient in-house expertise and access to experts working elsewhere to ensure adequate scientific capacity for its work. As the information needs of the agency are changing, this also implies that it must develop expertise in new areas that are required to fulfil its mandate. As, over the course of the strategy, scientific developments are likely to impact on our understanding of the aetiology and epidemiology of drug problems and result in new pharmacotherapies and social interventions, the agency will have to invest more in maintaining an ongoing dialogue with the research and scientific community, in both the drugs area and related disciplines, such as addiction science and criminology. The EMCDDA's Scientific Committee is an important resource in this respect.

The growing demands placed on the agency mean that the EMCDDA's scientific teams will need to adopt working processes that are efficient, flexible and driven by clear priorities.

Action areas:
B.3.1. Maintain and develop the EMCDDA's scientific capacity and ensure that it reflects the expertise required for the agency to fulfil its mandate
B.3.2. Optimise the allocation and use of scientific resources
B.3.3. Strengthen the quality management of scientific activities
B.3.4. Strengthen dialogue and cooperation with the scientific community and centres of excellence in the drugs field

B.4. Management

Ensure that the organisational structure and supporting processes are optimal, to deliver efficient and high-quality services

Excellent performance cannot be achieved if it is not supported by a healthy work environment and by good governance. It also requires that support services, such as administration and information and communication technologies, perform at a high level. The EMCDDA will therefore ensure that the optimal organisational structure and supporting processes are in place and that their performance is regularly reviewed and developed in order to maintain a business environment commensurate with the long-term requirements of the strategy.

Action areas:
B.4.1. Put in place the new organisational structure and other measures necessary for the successful implementation of the Strategy 2025
B.4.2. Further improve cost-effectiveness and optimal allocation of resources, reflecting the priorities identified in the Strategy 2025
B.4.3. Strengthen performance management at all levels
B.4.4. Improve people management and implement a sustainable staff training and development programme

Roadmap 2020

The tables below present the key milestones for the EMCDDA to implement the strategy until 2020. Unless otherwise indicated, the milestones are to be achieved by 2020.

Strategic objectives

Goal: Healthier Europe	
Strategic objectives	**Key milestones 2020**
1. Maintain a state-of-the-art understanding of the extent of drug use, its patterns and trends and their impact on public health	New conceptual framework for data collection in place: ▪ systemic review (2019) ▪ review of performance of individual reporting tools and gaps analysis (2019) Technical infrastructure capacity: specifications for new Fonte 2 architecture: ▪ data collection processes mapping (2017) ▪ action plan modelling, quality assurance and risk management for data collection (2018–20) EMCDDA report on future priorities for drug monitoring and reporting to support policy dialogue on drugs: ▪ foresight exercise (2017–20) • inception of Lisbon Addictions (2017) • technical review of Lisbon Addictions (2019) • policy workshop (2020)
2. Identify new drug-related health threats and support rapid response from the EU and its Member States	EWS and risk assessment mechanisms (supporting tools, processes and activities) operating under the new legal basis: ▪ measures necessary to comply with the new legal basis (2018) ▪ European Database on New Drugs upgraded to reflect new reporting needs (2019) ▪ guidelines, processes and tools updated (2020) New integrated framework for threat identification and reporting in place (health pillar elements): ▪ rapid information assessment tools (developed by 2018 and tested by 2020) ▪ communication model for threat and rapid reporting
3. Support interventions to prevent and reduce drug use, drug-related morbidity, mortality and other harms, and support recovery and social reintegration	Consolidated evidence and implementation framework to support delivery of drug-related interventions: ▪ holistic conceptual model for identifying and planning responses (European Drug Responses Report – EDRR 2017) supported by update of Best practice portal (BBP) ▪ extension of BBP platform to include identification of effective programme examples (2017–20) ▪ set of implementation support tools developed for selected response areas (2017–20) Tools for self-accreditation of quality standards available Operationalise existing minimum quality standards for monitoring implementation levels (2017–19) State-of-the-art review of new challenges and opportunities for responding to drug problems (EDRR 2020) informed by foresight exercise
4. Support the development, implementation, monitoring and assessment of policies aimed at addressing the health and social consequences of drug use	EMCDDA reporting system aligned to support EU-level policy articulation, in particular the new EU action plan 2017–20, the 2013–20 EU strategy evaluation and formulation of the new EU Drug Strategy 2021–27 Portfolio of tools and services to support policy development, implementation and evaluation in the Member States and priority third countries

Goal: More secure Europe	
Strategic objectives	**Key milestones 2020**
1. Provide a comprehensive, holistic and up-to-date understanding of the drug market in Europe	Assessment of progress made in core and new tools, indicators embedded in the overall EMCDDA conceptual framework for data collection and analysis, and priority areas for future needs identified Strategic overview of the European drug market, identification and assessment of internal and external drivers: ▪ EU Drug Markets Report (EDMR) (2019) ▪ Project Inter-LINK (starting in 2018)
2. Identify new drug-related security threats and support rapid response by the EU and its Member States	New integrated framework for threat identification, assessment and reporting in place (supply pillar elements): ▪ threat assessment tools (developed by 2018 and tested by 2020) ▪ communication model for threat and rapid reporting (2019–20)
3. Improve understanding of the nature and consequences of drug-related crime	Overarching conceptual framework for monitoring drug-related crime, its wider impact and what constitutes effective countermeasures
4. Support policy and operational responses to the security challenges posed by drugs and drug markets at EU and national levels	EMCDDA, working with Europol, is recognised as an integral drug information resource to support policy and action at EU level on serious organised international crime

Business drivers

	Business drivers	Key milestones 2020
External	**Institutional** Anticipate, and respond promptly to, institutional developments and needs	EMCDDA positively evaluated and follow-up recommendations addressed Framework for proactively identifying and responding to stakeholders' needs in place Revised EMCDDA Regulation (EWS and risk assessments) implemented, rules of procedures and guidelines published Strategic analysis of consequences of potential future changes in EMCDDA Regulation on the basis of EMCDDA and EU Strategy and Action Plan evaluations
	Partnership Strengthen the European Drug Information System through effective and mutually beneficial partnerships and synergies with our data providers, communities of knowledge, and relevant European and international organisations and cooperation with third countries	New Reitox Network Development Framework Corporate network and partners' management approach in place Joint work programmes with partner European and international organisations updated in line with priorities for implementation of the strategy in 2016–20
Internal	**Scientific capacity** Have in place the scientific capacity (resources, processes and tools) to meet current analytical needs, and innovate to keep pace with changes in the drugs situation and the corresponding institutional needs	Project management planning and implementation approach in place for scientific areas Mechanism for cooperation with established scientific centres of excellence in the drugs field established Comprehensive quality assurance framework for scientific activities, informed by the recommendations of audits where relevant
	Management Ensure that the organisational structure and supporting processes are optimal, to deliver efficient and high-quality services	New organisational structure fully operational (2018) Staff development programme in place Overall project management framework operational and 80% of the Level 1 (L1) and Level 2 (L2) activities in the SPD implemented as projects Planning instruments fully aligned with the Strategy 2025 (2018) Roadmap 2020 assessed and Roadmap 2025 prepared

Annexes

ANNEX 1
At a glance: the EMCDDA's strategic objectives and accompanying action areas

GOALS	STRATEGIC OBJECTIVES	ACTION AREAS
Healthier Europe	1. Maintain a state-of-the-art understanding of the extent of drug use, its patterns and trends and their impact on public health	1.1. Strengthen the core monitoring system: (a) critically review and develop, as needed, the data collection tools to ensure that they remain fit for purpose; (b) support national reporting capacity necessary for routine reporting
		1.2. Identify and develop new flexible and timely monitoring tools and approaches to ensure that the monitoring system reflects contemporary drug patterns and their implications for public health
		1.3. Better understand the implications for public health of the developing international drugs problem, with special attention to the countries bordering the European Union, and within the agency's mandate
		1.4. Identify future reporting needs through a foresight exercise and appropriate follow-up activities
	2. Identify new drug-related health threats and support rapid response by the EU and its Member States	2.1. Ensure the successful operation of the EU EWS
		2.2. Ensure timely and high-quality implementation of the risk assessment on NPS
		2.3. Develop innovative approaches to identifying and reporting on new trends, and enhance the EMCDDA's capacity for timely data collection and analysis
		2.4. Conduct threat assessments and rapid reporting exercises of new drug-related health threats in order to facilitate appropriate responses (in collaboration with partners, as appropriate)
	3. Support interventions to prevent and reduce drug use, drug-related morbidity, mortality and other harms, and support recovery and social reintegration	3.1. Follow developments from basic research, applied research and implementation science to maintain state-of-the-art understanding of what constitute effective interventions in both established and emergent drug-related problems
		3.2. Strengthen, maintain and develop the monitoring tools required for describing the delivery of drug-related interventions: (a) in established areas and settings; (b) in new settings and developmental areas
		3.3. Facilitate knowledge transfer, the adoption of best practice and successful implementation, by developing state-of-the-art resources for professionals and supporting and developing training and capacity-building activities
		3.4. Provide additional information resources to support decision-making and programme development in areas particularly important for public health, where innovations are becoming available or the knowledge base is rapidly changing (such as hepatitis C treatment, overdose prevention, new pharmacotherapies, e-health and interventions targeting hard-to-reach populations) or where new evidence reviews have become available
	4. Support the development, implementation, monitoring and assessment of policies aimed at addressing the health and social consequences of drug use	4.1. Support as requested EU and national policy initiatives within the EMCDDA's areas of competence, with particular attention given to the implementation of the EU Drug Strategy and its action plans
		4.2. Monitor and report on key policy developments, occurring nationally, at EU level and internationally, to facilitate an informed and up-to-date dialogue
		4.3. Maintain and develop resources to support policy formulation and evaluation (in close coordination with the support to policy provided in the supply area)

GOALS	STRATEGIC OBJECTIVES	ACTION AREAS
More secure Europe	1. Provide a comprehensive, holistic and up-to-date understanding of the drug market in Europe	1.1. 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
		1.2. 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; web surveys)
		1.3. Improve understanding of the impact on the European drug market of developments in the international drugs situation, with particular attention given to the countries bordering the EU
		1.4. Support a better strategic understanding of the drivers of innovation in synthetic drug production and their impact, including routes of synthesis and source chemicals, and contribute to the European system on drug precursor monitoring, together with the European Commission and Europol
	2. Identify new drug-related security threats and support rapid response from the EU and its Member States	2.1. Provide threat assessments related to transversal security threats linked to the production and supply of drugs
		2.2. 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
		2.3. Improve capacity to monitor innovation in the drug market and its impact, with special attention given to the development of online drug markets and darknet drug sales
	3. Improve understanding of the nature and consequences of drug-related crime	3.1. Improve the monitoring of drug-related crime and associated responses and countermeasures and their impact
		3.2. Contribute to an improved understanding of the links and interactions between drugs and serious criminality, including security threats, such as illegal financial flows, corruption, trafficking in other illicit cargoes and terrorism
		3.3. 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
	4. Support policy and operational responses to the security challenges posed by drugs and drug markets at EU and national levels	4.1. Support the EU Policy Cycle on Serious Organised International Crime and provide expertise on the EMPACT drug priority areas (through threat assessments, provision of expertise and training). A priority task for the EMCDDA is to maintain an overview of EU drug markets, their ramifications and responses
		4.2. Increase the effectiveness and impact of EU actions in the security area including by (a) strengthening/establishing networks of field experts, academics, law-enforcement officials, etc. and (b) defining criteria for identifying, understanding and prioritising emerging threats (including external, current and future) stemming from drug market activity, integrating uncertainty, projected trends and scenario planning
		4.3. Develop capacity for supporting the evaluation, upon request, of law-enforcement responses to drug supply interventions (in close coordination with policy support provided to health interventions)

ANNEX 2
At a glance: the EMCDDA's business drivers and accompanying action areas

ENVIRONMENT	BUSINESS DRIVERS	ACTION AREAS
External	**B.1. Institutional** Anticipate, and respond promptly to, institutional developments and needs	B.1.1. Continue to analyse the external environment and how it relates to current and future stakeholder needs
		B.1.2. Configure services to ensure they are timely and are delivered professionally and in a form coherent with our stakeholders' needs
		B.1.3. Prepare the agency for ongoing and potential future revisions of its mandate, in line with the recommendations of the external evaluation to be performed in 2018, and the conclusions of the evaluation of the EU Drugs Strategy and Action Plan
	B.2. Partnership Strengthen the European Drug Information System through effective and mutually beneficial partnerships and synergies with our data providers, communities of knowledge, and relevant European and international organisations and cooperation with third countries	B.2.1. Develop, jointly with the NFPs, and guided by the EMCDDA Strategy 2025, the new Reitox Network Development Framework, and support its implementation by the NFPs
		B.2.2. Strengthen national drug expert networks and develop, if necessary, new networks to ensure that the agency has sufficient expertise to accomplish the strategy's objectives
		B.2.3. Strengthen cooperation with EU and international partners in line with work priorities defined by the Strategy 2025 and emerging needs of stakeholders
Internal	**B.3. Scientific capacity** Have in place the scientific capacity (resources, processes and tools) to meet current analytical needs, and innovate to keep pace with changes in the drugs situation and the corresponding institutional needs	B.3.1. Maintain and develop the EMCDDA's scientific capacity and ensure it reflects the expertise required for the agency to fulfil its mandate
		B.3.2. Optimise the allocation and use of scientific resources through clear prioritisation, adoption of more flexible working practices and the use of external resources where cost-efficient
		B.3.3. Strengthen the quality management of scientific activities
		B.3.4. Strengthen dialogue and cooperation with the scientific community and centres of excellence in the drugs field to ensure that the EMCDDA maintains a state-of-the-art understanding of developments in its areas of competence
	B.4. Management Ensure that the organisational structure and supporting processes are optimal, to deliver efficient and high-quality services	B.4.1. Put in place the new organisational structure and other measures necessary for successful implementation of the Strategy 2025
		B.4.2. Further improve cost-effectiveness and optimal allocation of resources, reflecting the priorities identified in the Strategy 2025
		B.4.3. Strengthen performance management at all levels
		B.4.4. Improve people management and implement a sustainable staff training and development programme to ensure that the EMCDDA has the committed, skilled and motivated human resources it requires to achieve its long-term objectives

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About the EMCDDA

The European Monitoring Centre for Drugs and Drug Addiction (EMCDDA) is the central source and confirmed authority on drug-related issues in Europe. For over 20 years, it has been collecting, analysing and disseminating scientifically sound information on drugs and drug addiction and their consequences, providing its audiences with an evidence-based picture of the drug phenomenon at European level.

The EMCDDA's publications are a prime source of information for a wide range of audiences including: policymakers and their advisors; professionals and researchers working in the drugs field; and, more broadly, the media and general public. Based in Lisbon, the EMCDDA is one of the decentralised agencies of the European Union.

About EMCDDA Strategy 2025

This strategy sets out an ambitious course of travel for the agency to 2025. It presents a vision to contribute to a healthier and more secure Europe, through better informed drug policy and action. Adopted unanimously by the agency's key stakeholders in 2016, the strategy is the result of a year-long, in-depth analysis of the environment in which the EMCDDA operates. This analysis focused, in particular, on customer needs and a critical review of our internal capacity to meet them.

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