



Single Programming Document 2025–2027

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Foreword

In 2025–2027 the European Labour Authority (ELA) will be a trusted authority with full operational capacity, and will strive to deepen the impact of its activities while enhancing its strong operational presence. The authority will have at its disposal all of its human and financial resources and will continue delivering its activities, considering the priorities and expectations of the new Commission and the European Parliament. Furthermore, the authority will consider the conclusions of the first evaluation delivered by the European Commission in 2024 and will follow any developments arising from the evaluation, including a potential review of the scope of its mandate, if proposed by the Commission.

ELA's motto in the years of growth was 'ambitious and realistic'; it will transform into 'efficient, targeted and operationally agile' through the next cycle. The motto reflects the authority's objective of delivering its full potential, efficiently using its full human and financial capacities to provide added value for all stakeholders in 2025–2027. To that end, ELA will continue its actions in support of more effective and developed labour mobility, including the posting of workers, and its comprehensive and action-oriented approach to addressing issues in the application and enforcement of fair labour mobility in the most important economic sectors, leveraging its analytical capacity. Based on the experience with its tools and mandate accumulated during the first five years of its existence, ELA will seek to improve the efficiency and impact of its activities on the ground to better assist Member States and the Commission in their effective application and enforcement efforts to ensure fair labour mobility within the Union. Furthermore, the authority will also rely on its operational agility, evidenced in previous years when addressing issues of an urgent nature, such as its enforcement and information activities reacting to the Russian war of aggression against Ukraine. The combined agility and targeted efficiency will allow the authority to use its resources in line with its mandate and developments in labour mobility, while preserving the capacity to react to unforeseen circumstances.

Building on the close cooperation and expansion of its network in previous years, the authority will continue to implement the partnership principle throughout its activities. The national liaison officers (NLOs) will remain a crucial link between the authority and Member States, whether the Member State organisations are national authorities or social partners. Similarly, the authority will continue to use its existing structures, such as working groups, the European Employment Services (EURES) network or its governing bodies, to maintain strong links with the relevant stakeholders at the national level. The Brussels Liaison Office established in 2024 will remain key in nurturing relations with the stakeholders at the European level. The authority will seek to further broaden the outreach of its activities, covering more institutions and stakeholders in Member States, at not only the national but also the regional level, where relevant. Building on experience from the previous cooperation, information exchange and cross-border enforcement, ELA will continue to further calibrate its activities and tools. As a nodal point for Member States, the European Commission, social partners and all other stakeholders, ELA will continue to provide operational and analytical support, including instruments of enhanced cooperation, in the field of labour mobility and social security coordination. After reaching full speed, the authority will follow the prioritisation approach based on its analytical capacity and the experience acquired during previous years and collaborations, considering the general context and the main trends shaping the authority's activities.

The authority will closely monitor the impact of the green transition, accelerated digitalisation and demographic trends on cross-border mobility and calibrate its activities if needed. Thus, the mega-trends affecting the labour market will continue to shape the authority's activities, while the current developments, such as existing imbalances in the labour market, the longer-term impact of the Russian war of aggression against Ukraine, and migration, will also be reflected in ELA's priorities.

The authority remains committed to being at the forefront of digitalisation of labour mobility, as accelerated digitalisation will continue to shape not only the European labour market, labour force and realities of labour mobility, but also the work (methods) of the relevant authorities, institutions and social partners, and consequently also the authority's activities. Hence, the authority will continue to consolidate its activities facilitating digitalisation in the area of labour mobility. While the ELA Digitalisation Knowledge Hub will continue to focus on facilitating the use of the existing EU-level digital solutions for cooperation, ELA's innovation facilitation will go one step further in knowledge sharing on digital innovation, building on the innovative digital solution employed at the national level and engaging with a broader set of stakeholders under the auspices of ELA TECH Conferences. The transition to an environmentally and socially sustainable economy in the context of reaching the climate objectives and sustainable development goals will also be reflected in the authority's internal processes by implementing the authority's environmental management policy.

The authority will also continue to implement its sector-specific approaches, considering the developments in the EU labour market as well as the input from the Member States, EU institutions and social partners, including sectoral ones, while at the same time ensuring that the main areas under ELA's remit are comprehensively covered. The experience gained through the sectoral focus implemented in previous years (e.g. construction, seasonal work, road transport, and hotels, restaurants and catering) will also be used in future initiatives targeting specific sectors or categories of workers. The authority will, where relevant, continue and update its activities in sectors dealt with in previous years, while also extending its sectoral focus to further sectors, such as healthcare and long-term care or manufacturing. In 2025 the authority will focus its activities more closely on social security coordination.

This document builds on the input received during the consultation with the ELA Stakeholder Group and with the ELA Management Board, including the opinion received by the European Commission.

Abbreviations

Abbreviation	Definition
AD	administrator
AI	artificial intelligence
CA	contract agent
Cedefop	European Centre for the Development of Vocational Training
CJI	concerted and joint inspection
DG	Directorate-General
ECA	European Court of Auditors
ECO	European Coordination Office (EURES)
EEA	European Economic Area
EESSI	Electronic Exchange of Social Security Information
EFTA	European Free Trade Association
ELA	European Labour Authority
ELA DPO	Data Protection Officer of the European Labour Authority
EMAS	Eco-Management and Audit Scheme
EMS	environmental management system
E(O)JD	European (Online) Job Days
ERRU	European Register of Road Transport Undertakings
EURES	European Employment Services
Eurofound	European Foundation for the Improvement of Living and Working Conditions
Eurojust	European Union Agency for Criminal Justice Cooperation
Europol	European Union Agency for Law Enforcement Cooperation
FG	function group
FTE	full-time equivalent
HO	horizontal objective
Horeca	hotels, restaurants and catering
HR	human resources
ICT	information and communications technology
IMI	internal market information
ISO	International Organization for Standardization
IT	information technology
KPI	key performance indicator
NCO	national coordination office (EURES)
NLO	national liaison officer
PMS	performance measurement system (EURES)
Q	quarter
SDG	single digital gateway
SNE	seconded national expert
SO	strategic objective
SPD	single programming document
TA	temporary agent
TCN	third-country national

Mission Statement

The European Labour Authority ('the authority' or 'ELA') is a European Union (EU) body established by Regulation (EU) 2019/1149 of the European Parliament and of the Council (the ELA regulation) to help strengthen fairness and trust in the single market. The free movement of workers and services is one of the key pillars of the EU and seen as one of the main achievements of EU integration. Millions of EU citizens live or work in a Member State other than that of which they are citizens. Free movement provides citizens and companies with the opportunity to seek work and provide services across the EU. Improving access to information for individuals and employers, in particular small and medium-sized enterprises, about their rights and obligations in the areas of labour mobility, the free movement of services and social security coordination is essential to allow them to benefit from the full potential of the EU single market.

ELA's mission is to contribute to ensuring fair and effective labour mobility across the Union and to assist Member States and the Commission in the coordination of social security systems within the Union. To that end ELA will facilitate access to information on rights and obligations regarding labour mobility across the Union and to relevant services, facilitate and enhance cooperation between Member States in the enforcement of relevant Union law, mediate cross-border disputes and facilitate solutions, and support the cooperation of Member States in tackling undeclared work. The authority also has an important role to play in facilitating effective labour mobility in Europe, in particular by coordinating the activities of the European Employment Services (EURES).

Main tasks of ELA include ⁽¹⁾:

- facilitating access to information on rights and obligations regarding labour mobility across the Union, and to relevant services;
- coordinating, through the European Coordination Office, the activities of EURES and supporting Member States in promoting cross-border job matching;
- facilitating cooperation and the exchange of information between Member States, aiming for the consistent, efficient and effective application and enforcement of relevant Union law;
- coordinating and supporting concerted and joint inspections;
- carrying out analyses and risk assessment on issues of cross-border labour mobility;
- supporting Member States to build capacity for the effective application and enforcement of relevant Union law;
- supporting Member States in tackling undeclared work;
- mediating disputes between Member States on the application of relevant Union law.

ELA's vision is to be a trusted partner proactively contributing to efforts to address current labour mobility issues, facilitating concrete and cooperative solutions whereby workers and employers can exercise their rights and obligations seamlessly, and adding value to stakeholders at the Member State and Union levels, while being ready for future challenges in addressing modern labour mobility across the Union.

⁽¹⁾ See ELA Regulation

ELA's corporate values are the cornerstone of its work culture, the core principles under which ELA operates to deliver on its mission and vision:

- **Fairness.** We strive to ensure fair treatment for all workers and companies operating within the European single market. This commitment is anchored in integrity, impartiality and objectivity.
- **Respect.** We act with respect for our stakeholders and employees, and a steadfast dedication to our mission. Embracing their diverse perspectives is a crucial precondition for the effective delivery of our mandate.
- **Partnership and collaboration.** We believe in the power of working together. In our collaborative partnerships, we actively listen to the needs of our stakeholders, foster open and constructive communication, encourage engagement and share a collective commitment to seeking input, sharing information to maintain balance and generating synergies.
- **Transparency.** We cultivate an environment of trust, both within our organisation and with external partners. We believe in well-informed decision-making through clear communication, disclosure and accessibility of information. We are open to innovation and we welcome new ideas to drive progress.
- **Accountability.** We are fully dedicated to upholding and promoting the values of the EU. We take responsibility for our actions and decisions, understanding their impact on our stakeholders and citizens. Our aim is to enhance the functioning of the single market by ensuring fair labour mobility while building a strong reputation and credibility.

I. GENERAL CONTEXT

1. General context

In the time covered by this programming document, the European Labour Authority (ELA) will enter the sixth year of its existence. During 2025–2027, ELA will be active in all areas under its remit and will deepen its activities, using the full financial and human resources at its disposal, with the aim of continuously delivering on its mandate and strengthening its role as a nodal point in the field of labour mobility.

The first evaluation of ELA based on Article 40 of the ELA regulation will provide a valuable input into the programming and calibrating of ELA's activities and operations of the authority. Depending on the outcome of the evaluation, the Commission might decide to propose to review the scope of the ELA regulation. The authority stands ready to provide its support to the Commission building on its practical experience in applying the ELA regulation. The authority will also incorporate the relevant aspects of the new Commission's agenda into its activities, particularly regarding the emphasis on the facilitation of labour mobility, enforcement of the rules, and ELA's role in assisting Member States and the European Commission in their efforts to digitalise social security.

Labour mobility is a structural component of the European labour market, so its fair functioning, benefiting individuals, workers and employers, will remain at the heart of ELA's work. ELA will commence its sixth year of functioning with a stable model of operation in place, as a trusted and recognised partner in the field of labour mobility, and a facilitator of fair and effective implementation and enforcement of the labour mobility rules that make the free movement of workers and services possible in the single market. The initial five years of ELA's existence were dedicated to building the authority as a new organisation, activating a wide range of tools and services for the stakeholders, while delivering impactful targeted actions in the areas and sectors with material issues related to labour mobility, such as seasonal work (e.g. in agriculture or hotels, restaurants and catering (Horeca), road transport, the posting of workers (including a closer focus on the construction sector) or tackling undeclared work. In 2025–2027, ELA will further build on this solid foundation to provide its tools and services in a more efficient manner, with an emphasis on increasing the impact of its activities. This includes building a pool of clearly specified labour-mobility-related data and implementing a more data- and risk-assessment-driven approach to its activities. This will be coupled with continued targeted actions, including in the context of concerted and joint inspections (CJIs), in key sectors and areas. ELA will focus on social security coordination starting in 2025 and will continue to work on posting and on tackling undeclared work in various sectors, such as road transport. It will broaden the scope of work in the area of free movement of workers to additional sectors, such as manufacturing. The activities planned will include a focus on cross-border and frontier workers and on virtual labour mobility (e.g. cross-border telework or online platform work).

The authority will also continue its agile approach to new developments, events or other circumstances with a direct impact on labour flows within the Union. The long-term trends will continue to be constantly considered in developing the authority's priorities and actions for the future. Furthermore, the agile approach and monitoring of policy will be progressively supplemented by the foresight element, seeking to predict the future trends in labour mobility.

The authority's work will continue to contribute to the labour and social policy priorities of the Union enshrined in the European Pillar of Social Rights. Where relevant, and in accordance with its mandate, the authority will also reflect the priorities and initiatives of the new strategic agenda and corresponding priorities of the European Commission and European Parliament, such as the Commission's focus on the strengthening of competitiveness, growth and cohesion, including the right to stay, and their potential consequences for labour mobility. Furthermore, the authority will pay attention to the new proposals stemming from the priorities of the new Commission, including the new action plan on the implementation for the European Pillar of Social Rights, where relevant. The authority stands ready to support their implementation.

The authority will continue to enhance relations with EU institutions and bodies to ensure cooperation in all its activities, avoid overlaps, and promote synergies and complementarity. It will continue to cooperate with other EU agencies, such as the European Foundation for the Improvement of Living and Working Conditions (Eurofound), the European Centre for the Development of Vocational Training (Cedefop), the European Agency for Safety and Health at Work (EU-OSHA), the European Union Agency for Law Enforcement Cooperation (Europol) or the European Union Agency for Criminal Justice Cooperation (Eurojust), while aiming to establish cooperation and information exchange with a broader set of European and international organisations. The

cooperation may potentially be broadened in the future in the light of the identification of joint initiatives, policy or legislative developments. The authority will also seek to develop and, where appropriate, formalise relations with third countries, particularly those granted the status of candidates to join the EU, in close cooperation with the Commission and considering the needs of the Member States. Such cooperation arrangements will have a twofold objective: firstly, cooperation for the benefit of fair labour mobility within the EU and, secondly, assistance with the accession process of the candidate countries.

ELA will closely follow and react to mega-trends shaping labour mobility and the world of work; other developments related to intra-EU mobility trends; labour shortages and surpluses across Europe; the migration of workers from third countries, including the experience of the implementation of the talent pool pilot, if adopted; the movements of third-country nationals within the single market; and related policy developments at the EU level. ELA will also closely follow the reactions to these trends, including the negotiations for the new multiannual financial framework, having in mind both the financing of the Union's priorities for 2028–2035 and ELA resources.

1.1. Major developments that could influence ELA's policy context in the coming years.

This section presents selected (policy) factors that are expected to influence ELA's work in the coming years.

1.1.1. European labour mobility trends

The developments in the labour market will continue to be instrumental for planning the authority's activities. In particular, ELA will base its activity on the intra-EU mobility report but also its own analyses of the trends and issues in the labour market. These sources of information will remain instrumental in identifying mobility trends, key sectors and groups exercising labour mobility. The authority will also continue to look at the groups traditionally associated with labour mobility, such as posted workers, cross-border workers, frontier workers or seasonal workers, also paying specific attention to gender and equal opportunities. As the European labour market is continuously evolving, ELA is monitoring major trends, to be able to respond in its activities. The Annual Report on *Intra-EU Labour Mobility 2023* ⁽²⁾ published by the European Commission indicates that, after the halt caused by the pandemic, the upward trend in the mobility of EU citizens has resumed. Still, mobility has not yet reached the pre-pandemic level. The number of all movers remained stable between 2021 and 2022 (13.7 million). The number of movers of working age remained similarly stable between 2021 and 2022 (almost 10 million). The number of cross-border workers, including frontier workers, increased by 8 % to 1.8 million. Finally, the number of posted workers increased by 27 % between 2021 and 2022, reaching 4.6 million. The largest sectors of employment for EU mobile workers remain similar in 2022 compared with 2021, and include manufacturing, wholesale and retail trade, and construction. Human health and social work, accommodation and food service, and transport and storage are still important sectors. The same sectors remain important for cross-border and posted workers. Return mobility is still a significant component of labour mobility in Europe; it increased by 11 % between 2021 and 2022, and 656 000 movers of working age returned to their countries of origin in 2022. Both personal and socioeconomic factors played a role in this trend.

ELA's first strategic foresight exercise, conducted from autumn 2023 to spring 2024, found that, in the years to come, the European economy and labour market are expected to be characterised by ongoing transformation, resulting in the need for flexibility and adaptation by all those involved. There seems to be a tendency to expect that rural areas and regions in the south of Europe, and the more vulnerable groups among workers and employers, will suffer more negative effects, including challenges related to labour shortages. Facilitating the free movement of workers may become more challenging, because low-skilled workers may find it increasingly difficult to move and integrate abroad, and developments related to the twin transitions could require a different approach to intra-EU mobility. At the same time, the twin transitions may offer new opportunities for labour mobility.

⁽²⁾ European Commission: Directorate-General for Employment, Social Affairs and Inclusion, *Annual Report on Intra-EU Labour Mobility – 2023* Publications Office of the European Union, Luxembourg, 2024, <https://ec.europa.eu/social/BlobServlet?docId=27447&langId=en>.

1.1.2. Labour market imbalances

The authority will continue to monitor the imbalances in the labour market. Its work pointed out that, while the labour force shrinks as a consequence of demographic and societal changes, the economy and demand for labour continue to grow, albeit at a slightly slower pace than in 2022 ⁽³⁾. The tightening of supply in the EU labour market is likely to continue during the programming period 2025–2027. ELA's recent strategic foresight exercise found that the structural labour shortages observed over the last few years are expected to persist, and new shortages might arise in strategic sectors or related to the twin transitions. The north of Europe might be more affected by shortages than the south. Labour surpluses might arise particularly among low-skilled workers and those conducting routine tasks, and are hence likely to further worsen the labour market situation of vulnerable groups. Rural and deserted areas as well as southern Europe might be more characterised by labour surpluses than other regions.

The growing number of third-country nationals, coupled with the initiatives looking at ways to attract talent and qualified migration into the Union, will have an impact on the existing imbalances in the EU labour market. Labour mobility is one of the factors seeking to mitigate the existing imbalances in the EU labour market, including related to frontier workers and cross-border workers in the border regions.

1.1.3. Mobile third country nationals

The number of third-country nationals (TCNs) in the EU labour market is constantly growing. It reached 16.9 million in 2022. Another trend related to the presence of TCNs in the EU labour market that has been continually brought to the attention of the authority by several European and national counterparts is the growing number of TCNs who temporarily move from one Member State to another, particularly posted TCN workers. This trend was confirmed by the ELA report on the challenges and opportunities of cooperation on the posting of third-country nationals ⁽⁴⁾ and by the increasing number of postings within the EU single market and observed in operational activities organised by ELA. This group is more vulnerable than EU mobile workers. Furthermore, their status implies interaction between the posting rules and migration rules. The authority will address those challenges in line with its mandate, specifically focusing on posted TCNs. The cooperation of ELA with the authorities of third countries from which posted workers come to the single market will be an additional element to support fair labour mobility within the single market in line with ELA's mandate. ELA will also follow closely the implementation of the Talent Pool, once approved, and its potential impact on the intra-EU mobility of TCNs in the EU labour market.

1.1.4. Russian war of aggression against Ukraine

While the development of the Russian war of aggression against Ukraine remains uncertain, the prolongation of Council Directive 2001/55/EC of 20 July 2001 on minimum standards for giving temporary protection in the event of a mass influx of displaced persons and on measures promoting a balance of efforts between Member States in receiving such persons and bearing the consequences thereof (the temporary protection directive) until March 2026 (by Council Implementing Decision (EU) 2022/382 of 4 March 2022 establishing the existence of a mass influx of displaced persons from Ukraine within the meaning of Article 5 of Directive 2001/55/EC, and having the effect of introducing temporary protection) implies that those fleeing the war will continue to benefit from the temporary protection granted to them in the EU, including access to social security and the labour market. ELA will continue to support those vulnerable people using the tools to hand and using experience from the last few years of supporting Member States and the Commission in addressing the situation of people fleeing the Russian war of aggression, particularly in supporting access to information on the conditions of the labour market and social security and on the risks of labour exploitation and undeclared work.

⁽³⁾ Report on labour shortages and surpluses.

⁽⁴⁾ European Labour Authority, Report on the cooperation practices, possibilities and challenges between Member States – Specifically in relation to the posting of third-country nationals, <https://www.ela.europa.eu/en/news/cooperation-posting-third-country-nationals-ela-releases-new-report>.

1.1.5. Other trends impacting labour market

The labour market in the EU and globally is affected by other general trends, particularly the technological transformation, the transition to a green economy, the ageing of the population and other societal or geopolitical factors.

The technological transformation, particularly the advancements in artificial intelligence (AI) and digital communication, is reshaping the labour market, bringing both opportunities and challenges, such as the creation of new job roles and the potential displacement of traditional jobs. Furthermore, digitalisation is transforming traditional employment models, with remote work and digital nomadism becoming more common, as well as platform work. While such forms of work bring job opportunities, the digital technology may also bring the risk of precarious working conditions. In terms of facilitated data collection, information exchange and cross-referencing, digitalisation also holds significant potential to improve cross-border monitoring and controls through the strategic use of digital enforcement tools. AI and other digital technologies also bring additional opportunities regarding innovative ways of implementing information exchange and communicating between citizens and authorities, which are already being implemented in the labour mobility field. Similarly, ELA's recent strategic foresight exercise identified 'technology as a matchmaker' as an important factor influencing future developments. That means the use of technology to facilitate labour market information and advice (including through machine translations), recruitment and automated matching. The challenges encompass increasing reliance on digital platforms, a growing risk of cyber threats, data security concerns, and the protection of personal and sensitive information and corresponding ethical and regulatory considerations when using AI such as algorithmic management in platform work. The transition to the green economy is creating new job opportunities and altering existing jobs, with a significant emphasis on sustainability and green skills, and corresponding support for labour mobility in response to growing demand in the green sectors of the economy. Besides the green transition, the increasing frequency and severity of environmental catastrophes, such as natural disasters, climate change and pollution incidents, are affecting labour markets and mobility patterns. Inequalities are expected to materialise across countries and regions because differences in climate exposure will affect certain sectors (e.g. agriculture or tourism) or labour productivity.

The changing demographics of the EU workforce, marked by an ageing population, increased participation of women and greater cultural diversity, imply the need to adapt policies and their implementation to workers' unique needs and contributions to the labour market. For instance, older workers might require different working conditions and opportunities for reskilling, while cultural diversity demands inclusive workplace practices, including an emphasis on the integration of migrant workers. More generally, ELA's recent foresight activities flagged the importance of considering the potentially changing preferences of workers and employers. This might result in increased inequalities whereby workers with in-demand skills can obtain the type of employment they prefer while others face intense competition for the remaining posts, and employers with appealing conditions can attract the most sought-after employees while others have to settle for workers who are less aligned to their preferences. The societal and geopolitical trends continue to have increased impacts on the labour market. These include the ongoing process of globalisation; the need to reinforce the resilience of the EU and emphasise strengthening its supply chains; and the increasing demand for sustainable development. In the societal / social policy field, ELA's recent strategic foresight exercise identified the housing market and housing policy as influential on future labour market developments. Therefore, the availability, affordability and quality of housing, and policies affecting them, were discussed. During the last 10 years, a substantial increase in accommodation costs has been observed, and a further decline in housing affordability is expected in future.

ELA will continue to monitor these trends, conduct strategic analyses and foresight exercises, and reflect on these trends and scenarios in planning its activities.

1.2. Major developments in the EU social and employment policy that could influence ELA's work in the coming years

1.2.1. The implementation of the labour mobility legislation and related policy developments

The focus of ELA on the effective implementation of the reformed rules on labour mobility will continue during the programming period covered by this document, bearing in mind the priorities of the new Commission. This concerns particularly the new Commission's focus on the enforcement and implementation of the labour mobility rules and the digitalisation of social security, as well as other initiatives and objectives following from the new action plan on the implementation of the European Pillar of Social Rights ⁽⁵⁾.

ELA's strategic objectives and priorities in the thematic areas under its remit – posting of workers, free movement of workers, social security coordination, road transport, tackling undeclared work and digitalisation – all seek to support the implementation and enforcement of EU labour mobility rules in line with the Commission's long-term action plan for better implementation and enforcement of single market rules ⁽⁶⁾. Once the new action plan is adopted, ELA will incorporate it in its activities, in line with its mandate.

Supporting the effective implementation of the labour mobility rules is an indispensable element of the authority's mandate and therefore will be mirrored in all its activities. To this end, ELA will also follow and, where relevant, support the Commission's projects on a European Social Security Pass (ESSPASS) and regarding the e-Declaration on the Posting of Workers. ELA will also continue to support the digitalisation efforts in the social security field in line with the communication on digitalisation in social security coordination: facilitating free movement in the single market ⁽⁷⁾. The authority will also closely follow the Commission's implementation report on the revised posting of workers directive ⁽⁸⁾ and will do a proper follow-up to ELA's activities enshrined therein in the context of its activities in the coming years. The Letta report on the future of the single market contains several interesting ideas for the development and further facilitation of free movement in the EU, including the role of ELA. The authority will follow any policy-related developments inspired by the ideas from the report, if decided by the competent institutions.

Member States' implementation of Directive (EU) 2024/2831 of the European Parliament and of the Council of 23 October 2024 on improving conditions in platform work, once it is formally adopted, will be looked at by ELA, having in mind the possible cross-border context of the platform work and its consequences for undeclared work. ELA stands ready to assist Member States and the Commission in the practical aspects of the implementation of the directive, in line with its mandate.

The authority will also consider other implementation reports related to the application of the labour mobility rules, including social security coordination. ELA will also thoroughly take into account the results of its first evaluation. Having in mind the Commission's intention for the ELA to be strong and empowered, the authority will also follow a potential review of its mandate if the Commission so decides.

The authority will also closely follow the activities stemming from the Commission communication – labour and skills shortages in the EU – an action plan (COM(2024) 131 final). In particular, ELA will continue to improve the monitoring of existing shortages and surpluses in the Union, cooperating closely with its sister agencies, and thus feed into the work of the Commission.

⁽⁵⁾ European Commission, 'European Pillar of Social Rights Action Plan', https://ec.europa.eu/info/strategy/priorities-2019-2024/economy-works-people/jobs-growth-and-investment/european-pillar-social-rights/european-pillar-social-rights-action-plan_en.

⁽⁶⁾ Commission communication – Long-term action plan for better implementation and enforcement of single market rules (COM(2020) 94 final), <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=COM%3A2020%3A94%3AFIN>.

⁽⁷⁾ Commission communication on digitalisation in social security coordination: facilitating free movement in the single market (COM (2023) 501 final).

⁽⁸⁾ Report on the application and implementation of Directive (EU) 2018/957 of the European Parliament and of the Council of 28 June 2018 amending Directive 96/71/EC concerning the posting of workers in the framework of the provision of services (COM(2024) 320 final).

1.2.2. Other legislative and policy initiatives

Other policy initiatives can directly or indirectly affect ELA's activities. ELA will closely monitor these developments, and other actions and initiatives also linked to the new action plan on the European Pillar of Social Rights. Some of the current and future legislative and policy initiatives are listed below:

- revision of Regulation (EC) No 883/2004 and Regulation (EC) No 987/2009 on the coordination of social security systems ⁽⁹⁾,
- EU strategic framework on health and safety at work 2021–2027 ⁽¹⁰⁾,
- talent and skills package, including proposal for a Talent Pool,
- proposal for a regulation on prohibiting products made with forced labour on the Union market (COM (2022) 453),
- Directive (EU) 2024/1760 on corporate sustainability due diligence,
- Regulation 2021/2115 requiring Member States as of 1 January 2025 at the latest to ensure that farmers and other beneficiaries comply with applicable working and employment conditions or employer obligations arising from EU labour law,
- EU instrument on telework and right to disconnect,
- quality jobs roadmap,
- European affordable housing plan,
- new pact for social dialogue

⁽⁹⁾ Proposal for a regulation of the European Parliament and of the Council amending Regulation (EC) No 883/2004 on the coordination of social security systems and regulation (EC) No 987/2009 laying down the procedure for implementing Regulation (EC) No 883/2004 (COM (2016) 0815 final), <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=CELEX%3A52016PC0815>.

⁽¹⁰⁾ Commission communication – EU strategic framework on health and safety at work 2021–2027 – Occupational safety and health in a changing world of work (COM(2020) 94 final), <https://ec.europa.eu/social/BlobServlet?docId=24122&langId=en>.

II. MULTI-ANNUAL PROGRAMMING 2025-2027

2. Multi-annual Programming 2025-2027

2.1. Introduction

This chapter includes the medium-term planning of ELA activities for 2025–2027, in which the authority will continue to expand and deepen its activities, building from the experience of the previous years and feedback received from its stakeholders, while prioritising where necessary.

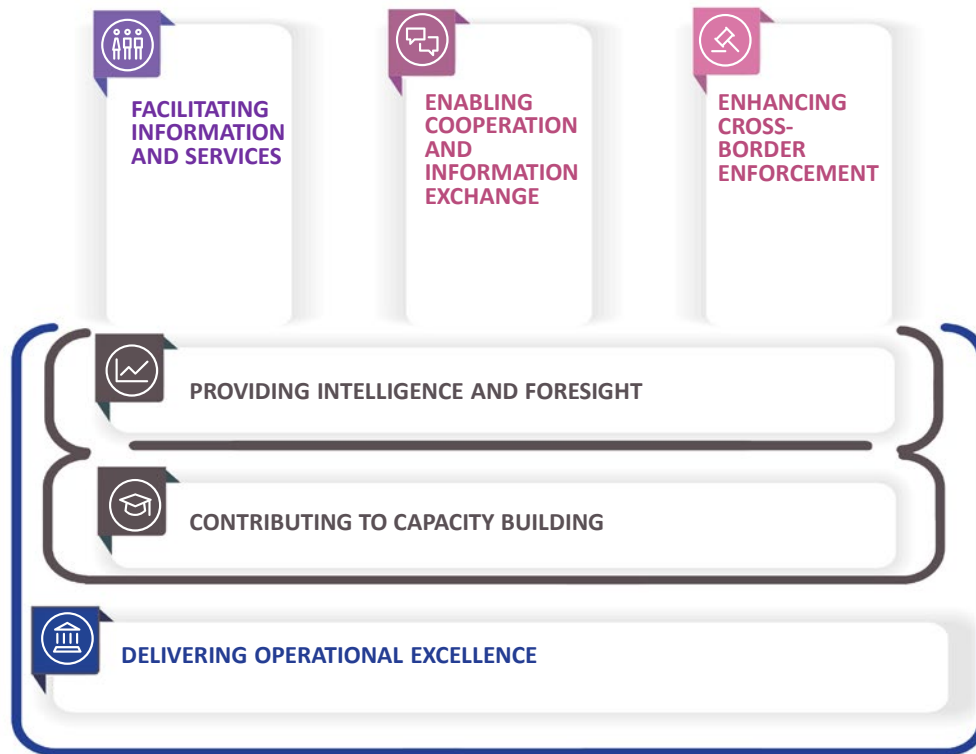
ELA was established to contribute to ensuring fair and effective labour mobility across the Union and assist Member States and the Commission in the coordination of social security systems within the Union. To that end ELA is to facilitate access to information on rights and obligations regarding labour mobility across the Union and to relevant services, facilitate and enhance cooperation between Member States in the enforcement of relevant Union law, mediate cross-border disputes and support Member States in tackling undeclared work. The authority also has an important role to play in facilitating and ensuring effective labour mobility in Europe, in particular by coordinating the activities of the European Employment Services (EURES).

ELA's activities in 2025–2027 will be designed around the key challenges and issues in labour mobility across the Union related to the posting of workers, the free movement of workers, social security coordination, social aspects of road transport and tackling undeclared work. Furthermore, the authority will continue its work in the horizontal thematic area focused on the facilitation of digitalisation. The activities will reflect the observed trends in the labour market, policy and regulatory developments, and the most relevant challenges identified in consultation with the Member States and social partners.

The multiannual planning continues to be built around the five strategic areas of ELA activities and one horizontal area of ELA's operation (Figure 1). The three strategic areas that represent the core of ELA's mandate and the operational nature of its mission are facilitating information and services; enabling cooperation and information exchange; and enhancing cross-border enforcement. Two strategic areas are more horizontal in nature: providing intelligence and foresight; and contributing to capacity building. These support the delivery of the core strategic areas and enable the effective delivery of ELA's mandate. The sixth area – delivering operational excellence – is horizontal and covers ELA's overall operation as an EU agency.

Furthermore, fair and effective labour mobility will contribute to the objective of the European Pillar of Social Rights to achieve a 78 % employment rate among the population aged 20–64 by 2030. It will also contribute indirectly to achieving other objectives of the action plan. These concern the strategic areas of ELA's work, particularly facilitating information and services, enhancing cross-border enforcement, analysis and foresight, and enabling cooperation and information exchange.

Figure 1: Strategic areas of ELA work



2.2. Strategic objectives

Based on the strategic and horizontal areas of work, ELA has defined strategic objectives for 2025–2027 structured under each strategic and horizontal area (Figure 2) and has set key performance indicators (KPIs) to measure progress against the objectives.

Under the strategic area ‘Facilitating information and services’, ELA aims to contribute to individuals’, employers’ and social partners’ better access to relevant information on rights and obligations in the area of labour mobility and related services, and to facilitate EU-wide job matching and recruitment.

The strategic objective for the area ‘Enabling cooperation and information exchange’ is to facilitate and promote effective and efficient cooperation and information exchange among Member States’ authorities and support their effective compliance with cooperation obligations in all areas of labour mobility.

Under the third strategic area, ‘Enhancing cross-border enforcement’, the aim is to enhance the consistency and effectiveness of cross-border enforcement of Union law by Member States in the area of labour mobility, and the effectiveness of tackling undeclared work.

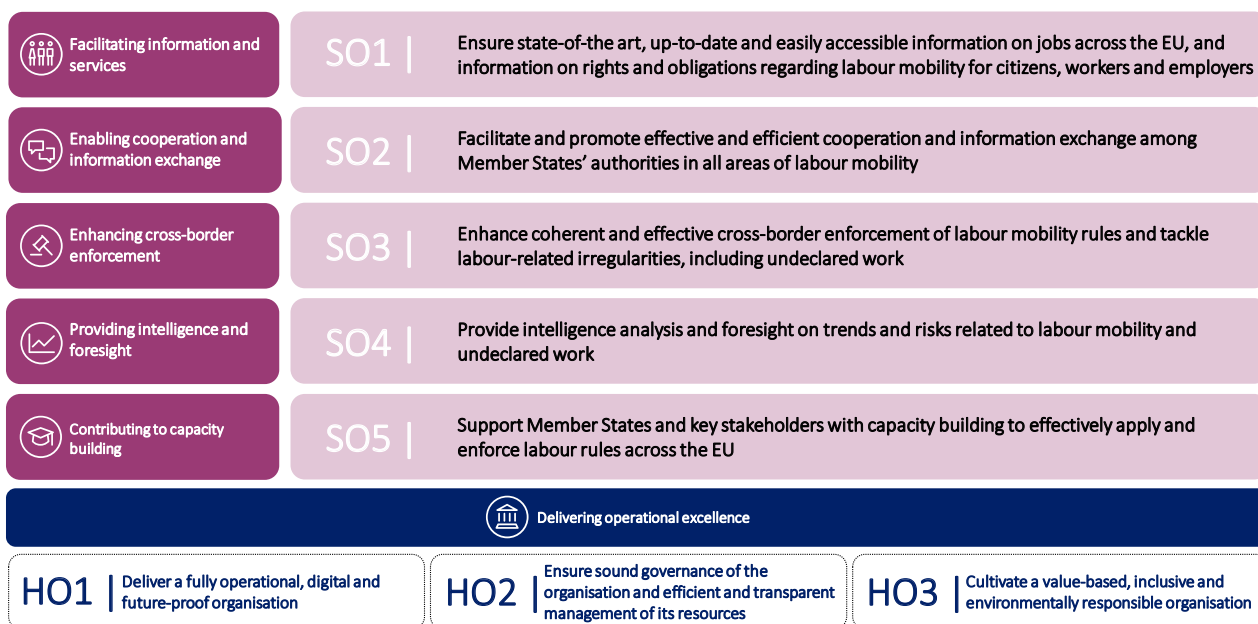
The strategic objective for the strategic area ‘Providing intelligence and foresight’ is to provide intelligence, analysis and foresight on labour-mobility-relevant trends and risks.

Under the last strategic area, ‘Contributing to capacity-building’, the aim is to support Member States and key stakeholders with capacity building for the effective application and enforcement of labour rules across the EU by Member States, and to enhance effective and efficient cross-border cooperation.

Finally, ELA has set three corporate objectives under the horizontal area ‘Delivering operational excellence’:

- deliver a fully operational, digital, and future-proof organisation;
- ensure sound governance of the organisation and efficient and transparent management of its resources;
- cultivate a values-based, inclusive and environmentally responsible organisation.

Figure 2. Strategic and horizontal objectives



NB: HO, horizontal objective; SO, strategic objective.

In the following sections, the strategic and horizontal areas of work and the strategic and horizontal objectives are introduced in more depth, complemented by the KPIs for 2025–2027 for each strategic area. Lastly, the annexes show the corresponding allocations of human and financial resources.

The strategic objectives will be achieved by a set of comprehensive activities related to the regulatory framework under ELA's competence, in particular:

- free movement of workers;
- posting of workers;
- tackling undeclared work;
- social aspects of international road transport;
- coordination of social security systems.

Furthermore, these areas are supplemented by the cross-cutting area 'facilitation of digitalisation'.

ELA activities will be delivered in a horizontally coordinated manner across all strategic areas. Specific objectives for 2025–2027 in each part of the regulatory framework under ELA's remit are included in Boxes 1–6 in Section 2.3.

2.3. Strategic and horizontal areas of work

2.3.1. Strategic area 1: facilitating information and services

Providing reliable and holistic high-quality information about rights and obligations in the areas of labour mobility and social security coordination to individuals, employers and social partners, and facilitating access to relevant services such as cross-border matching of job vacancies with CVs, lies at the heart of the authority's mandate. These tasks are covered by Articles 5 and 6 of the founding regulation, together with the specific provisions of the EURES regulation.

Based on its mandate, ELA is to contribute to the provision of relevant information. It will do so by coordinating the centralisation of information on EU labour-mobility-related matters through the development of a web tool on labour mobility information in all areas under its remit, raising awareness of labour mobility opportunities and related rights and obligations, and by promoting a standardised approach to presenting comprehensive information across its stakeholders.

ELA also supports Member States and the European Commission in their efforts to make relevant information available through efficient and effective ways of communication, and by using appropriate information channels. ELA actively explores and contributes to the development, operation and improvement of digital tools and solutions for information provision and job matching, including the EURES portal and European and national information platforms.

Box 1
ELA's objectives on the free movement of workers

According to Eurostat population statistics, there are 13.7 million people living in a different Member State from the one of which they are citizens. Around 9.9 million of them are of working age. Regarding their mobility status, the following categories of workers fall under the free movement of workers: cross-border, frontier and seasonal workers. According to the EU Labour Force Survey, cross-border and frontier workers account for approximately 1.8 million people. Free movement of workers is a regulatory area where ELA plays a significant role in facilitating labour mobility and helping to address labour market imbalances in the single market. Furthermore, ELA contributes to better understanding and enforcement of the applicable rules.

The key issues with relevance to ELA's mandate in the area of free movement include:

- the efficiency of the functioning of the EU single market, in particular through EU-wide cross-border job matching and recruitment to address labour shortages and surpluses;
- the accessibility of information on rights and obligations related to labour mobility, including provisions relating to applicable legislation on social security, especially for more vulnerable groups of workers (e.g. workers engaged in seasonal work, human health and social work, manufacturing and construction), and employers (small and medium-sized enterprises) that need to comply with the complex legislative and administrative requirements while they have limited compliance resources, also considering opportunities and risks related to new phenomena, such as virtual labour mobility;
- the efficiency of cooperation among national competent authorities.

ELA's main objective in the area of free movement of workers is to support the efficiency and good functioning of the single market, and equal treatment of workers exercising their rights of free movement, by:

- improving awareness of rights and obligations in the area of the free movement of workers (including social security), with a focus on more vulnerable groups (cross-border, frontier and seasonal workers);
- facilitating fair labour mobility, to address labour market imbalances in the single market;
- improving the efficiency of administrative cooperation between relevant authorities and supporting the streamlining of administrative procedures.

ELA should gradually expand the scope of its activities to cover all relevant sectors in which a significant number of workers and employers fall under the free movement of workers rules, while supporting activities aiming to address labour market imbalances. This will also include the sphere of virtual labour mobility, including cross-border aspects of platform work, taking into account the directive on improving conditions in platform work. The scope, focus and target groups will be based on the results of the information needs analysis and the analysis of other sources of information such as Solvit and Your Europe Advice reports and databases. In cooperation with the relevant European Commission services and/or national competent authorities, these activities can also include the additional sectors with relevance for cross-border workers; information needs pertaining to virtual labour mobility; information on the recognition of qualification and skills; frontier workers; and a focus on the application of social security coordination rules in free movement situations and administrative procedures in this field.

In order to achieve the first part of the strategic objective – to contribute to individuals', employers' and social partners' better access to relevant information on labour mobility – ELA will conduct a range of activities, including providing support to national authorities through reviews of available national and EU-level information sources; preparing common templates for information provision, including possible checklists for workers or employers; and providing dedicated training, workshops, translations and other related activities.

In order to achieve the second part of this objective – to facilitate EU-wide job matching and recruitment – ELA will continue providing information on cross-border job opportunities, living and working conditions and labour market information on the EURES portal by maintaining and improving its functioning and use, and by coordinating the EURES network and its multitude of activities. In the context of this objective, ELA will also consider fair recruitment, and related regulations and good practices.

ELA will continue to develop information and awareness-raising materials on issues and sectors relevant to labour mobility (free movement; posting of workers, combining labour and social security coordination; social aspects of international road transport; rights and obligations in terms of social security). In this regard, ELA will also continue expanding its information activities, when relevant and possible, including to new sectors (e.g. manufacturing) or to specific categories of workers (e.g. frontier workers). ELA will also start exploratory work on a remuneration calculator: a tool designed for employers and workers to understand applicable remuneration in specific working situations, in particular the posting of workers. This exploratory work includes analysing the feasibility of such a tool, taking into consideration different employment models and work patterns.

ELA will initiate and coordinate EU-wide campaigns on topics and issues under its remit in multiple languages and with a range of national and regional partners. As the provision of targeted information for workers and employers is one of the key areas of ELA's work, the awareness-raising campaigns will be tailored to specific themes and/or sectors where information gaps have been identified. The range of themes and sectors will include those that involve cross-border workers and target issues (employment-related rights and obligations, social protection, living and working conditions, etc.) identified while conducting its activities (e.g. analysis, enforcement activities, social partner liaison, exchange in and across Member States, EURES). Close and good cooperation with Member States and social partners in preparing and delivering such campaigns is crucial and will be an integral part of these activities. Here, ELA's direct support to Member States will include translations of campaign and information materials into other languages.

Furthermore, the authority will continue to offer hands-on workshops to exchange practices and support the further development of national websites through assistance customised to the needs of individual Member States.

ELA will continue investing in maintaining synergies and partnerships with existing EU-level information providers such as the Your Europe portal, and will support and cooperate with relevant services, either at the EU level, like Your Europe Advice, Enterprise Europe Network and Solvit, or at the national level under EU legislation without central coordination, such as 'free movement bodies', national liaison offices for the posting of workers and social partners' initiatives in this area. The activities of the authority in the field of facilitating access to information will complement and contribute to the Single Digital Gateway (SDG): an online single point of access to information, procedures and assistance services for jobseekers, individuals and employers who want to become active in another Member State. The authority will feed into the SDG by providing inputs to the restructuring and upgrading of the Your Europe portal and the EURES portal as the main EU websites of information on labour mobility. It will promote the development of these EU portals in an integrated, consistent and user-friendly manner.

ELA is ready to continue its activities in supporting Member States to provide targeted and understandable information to displaced people from Ukraine, including through the translation of national information material.

In the area of facilitating EU-wide job matching, ELA's role lies in managing the European Coordination Office (ECO) of the EURES network and the development and operation of the EURES portal. In compliance with the applicable regulation, ELA will help the EURES network to carry out its activities and to further develop them in line with the results of the Commission's 2016–2020 evaluation report on the operation and effects of the EURES regulation ⁽¹¹⁾ and the recommendations of the report from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on EURES activity, July 2020 to June 2022 ⁽¹²⁾. 2025–2027 is expected to be characterised by the first steps of implementing a new overall EURES strategy for 2025–2030, with the aim of ensuring that EURES remains meaningful and future-proof in a changing world of work, and that it is strongly integrated and consistent with other ELA activities. EURES will continue to contribute to information provision through active communication activities such as campaigns targeting jobseekers and employers, and through exploring potential improvements to the information provided on the EURES portal (labour market information, information on labour shortages and surpluses, information on living and working conditions). As regards improvements, ELA will also look for

⁽¹¹⁾ Report from the Commission to the European Parliament, the Council, the European Economic and Social Committee and the Committee of the Regions on EURES activity July 2020–June 2022 (COM(2023) 724 final), <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52023DC0724>.

⁽¹²⁾ Link to be included once it is published.

increased synergies and investigate how this information can benefit other ELA activities to improve in-house labour market intelligence.

ELA will continue to organise and coordinate the governance of the EURES network. This includes assisting the national coordination offices (NCOs) in their needs, and activities to continuously improve the quality of services provided and adapt them to current labour market trends. ELA will also ensure the provision of a common training programme for the staff of EURES members, partners and NCOs.

Communication about EURES services and opportunities will remain an important part of ELA activities. The aim is to further improve the visibility of EURES regarding its activities at the European level and increase the communication support for activities at the national level. The start of the implementation of the 2025–2030 EURES communication strategy will aim to further help achieve these goals.

Furthermore, with the aim of improving and increasing the services offered to jobseekers, workers and employers, ELA will support Member States in identifying and attracting new members and partners to continue expanding the EURES network. ELA will also actively support the organisation of networking opportunities between members and partners across EURES countries for exchanges on approaches and lessons learnt. Under the framework of the EURES regulation and Commission Implementing Decision (EU) 2018/170, ELA will look for improvements to the performance measurement system (PMS) to build a more reliable and high-quality source of information on EURES results and to allow for cross-analysis of indicators, taking into account the requirements of the data and information collection under the SDG that are further specified in Commission Implementing Regulation (EU) 2020/1121.

In the role of the system owner of the EURES portal, ELA will ensure the operation and maintenance of the portal. Furthermore, ELA will continue the implementation of the 2023–2030 EURES portal strategy, adding focus to specific areas as agreed in the strategy. In addition, the authority will continue to analyse user needs and business requirements with a view to further developing the functionalities of the portal and the related information technology (IT) services, improving user experience, data quality, and the portal's usability and interoperability, including with Europass.

The authority will continue the implementation of its legal mandate to report on existing labour shortages and surpluses, including the identification of the potential of labour mobility to address some of the existing imbalances. The authority will continue to improve its reporting to feed into the Commission's work on labour shortages and surpluses. The focus on the authority's care sector planned for 2026 will also be reflected by exploring labour market imbalances in this sector in 2025.

Table 1: KPIs in the strategic area Facilitating information and services

KPIs	Target by 2027
Ratio of supported awareness and information-raising initiatives (e.g. campaigns) to the planned initiatives in the annual work programme	95 %
Ratio of initiatives taken to support Member States in the provision of information on labour mobility, such as peer reviews or common templates, to the planned initiatives included in the annual work programme	95 %
Proportion of translation requests from Member States processed	100 %
Change in the number of visitors to the EURES portal	Increase in number of visits by up to 5 %
Bounce rate between 30 % and 50 %	100 %
Ratio of European Job Days supported by ELA to the planned number in the annual work programme	100 %
Stakeholder satisfaction of end users with the accessibility and usefulness of the information provided on the EURES portal	Qualitative outcome

2.3.2. Strategic area 2: enabling cooperation and information exchange

Under the strategic area of enabling cooperation and information exchange, ELA aims to facilitate and promote effective and efficient cooperation and exchange of information between Member States' authorities and to facilitate solutions in the event of disputes between the Member States regarding individual cases of the application of EU labour mobility law. The scope of actions covers all areas of labour mobility, including social security coordination and tackling undeclared work. More specifically, this area of ELA's mandate is covered by Articles 7, 13 and 32 of ELA's founding regulation, and partly by Article 12.

To facilitate and promote efficient administrative cooperation and timely exchange of information among the Member States' competent authorities, ELA assists and supports Member States in their efforts to improve their bilateral and multilateral cooperation. The authority will further target its actions over 2025–2027. In this context, the network of national liaison officers (NLOs) will continue to play a key role in supporting the cooperation between the Member States on a day-to-day basis in all areas under the ELA remit and supporting their effective compliance with cooperation obligations while considering the interlinkages between various aspects of regulation and types of mobility.

To further strengthen and extend cooperation with specific Member States, ELA will support the formation of dedicated teams aimed at supporting the tasks and activities pertaining to a particular Member State or a group of Member States. The establishment of such teams will be implemented through the secondment of cost-free seconded national experts (SNEs) provided by the interested Member State(s), subject to ELA's agreement and considering available resources. This will be done while ensuring proportionality and the equal consideration of all Member States' needs.

ELA has established a strong NLO network that enables ELA to have direct ties and contacts with the relevant national authorities and other national stakeholders. The network of NLOs also allows for close contacts with national social partners at the cross-industry and sectoral levels. ELA has become a trusted partner and main coordinator to which Member States turn when meeting difficulties related to cross-border cooperation. The authority will continue to support national authorities by following up requests for information, identifying national contact points, providing insights into national law and practices, disseminating good practices and supporting cross-border enforcement procedures related to penalties and fines. To that end, ELA will continue to develop practical internal tools and procedures to improve the exchange of information between Member States, making use of the expertise of the NLOs and their national networks and the expertise of the Administrative Commission for the Coordination of Social Security Systems, where relevant.

Based on the pilot case implemented in 2024, ELA will continue to make it possible to create dedicated teams implemented through cost-free SNEs, aimed at supporting the tasks and activities pertaining to a particular Member State or a group of Member States, including, but not limited to, cooperation and joint or concerted inspections. The possibility remains subject to ELA's agreement and available resources. Through the creation of these national or multinational teams, Member States will have the opportunity to provide ELA with further support when implementing its tasks and services in relation to those Member States, such as with CJIs. Finally, ELA will continue to provide conceptual, logistical and technical support to cooperation events, meetings or projects, including study visits, between two or more Member States on specific topics of interest, making use of all the operational tasks of ELA. ELA will furthermore promote the formation and consolidation of specific cooperation frameworks between groups of interested Member States, with plans for longer-term common initiatives.

Box 2

ELA objectives on social security coordination

Social security coordination is a cross-cutting topic relevant to all thematic areas under ELA's remit. ELA seeks to incorporate social security aspects in the areas of posting of workers, free movement and road transport, as the coordination mechanism is indispensable for protecting the social rights of all mobile workers and contributes to smooth labour mobility in practice.

The following key issues are seen as the most relevant for ELA's work in the coordination of social security:

- efficiency of cooperation between competent national authorities responsible for social security coordination, including electronic exchange of data;
- availability, quality and accessibility of information on applicable rights and obligations of workers and employers (registration and payment).

ELA's main objective in the area of social security coordination is to improve the efficiency of social security cooperation and the understanding of rights and obligations, in particular by:

- further improving the efficiency of cross-border cooperation between Member States' authorities in social security coordination, including through supporting Member States in the use of digital tools, particularly the Electronic Exchange of Social Security Information system;
- supporting Member States in their fight against fraud and error in social security coordination (in cooperation with the Administrative Commission);
- improving sources of information on the rights and obligations of workers and employers.

ELA will implement numerous activities in the area of social security coordination in the upcoming years, starting with a dedicated multiannual information and awareness-raising campaign on rights and obligations under social security coordination rules, which is to be launched in 2025. There will be targeted analytical and enforcement activities focusing on the application of social security coordination rules and pertinent issues, including social security fraud cases. With the aim of improving cross-border cooperation, a number of cooperation-related events and actions will be organised and ELA will work further on supporting the implementation of the Electronic Exchange of Social Security Information system through its Progress programme.

ELA will continue to support the European Commission in promoting the users' knowledge and the use of electronic tools and procedures for exchanging messages between national authorities, in particular the Internal Market Information (IMI) system, the European Register of Road Transport Undertakings (ERRU) and the Electronic Exchange of Social Security Information (EESSI) system. ELA will continue to implement several activities, including through workshops targeting specific challenges with the use of such systems. By identifying issues in the application of EU labour mobility law related to the posting of workers and the international transport sector and by bringing national authorities and social partners together, where appropriate, ELA aims to provide a forum for discussion to find a common approach to resolve these issues. To that end, ELA has set up dedicated Mutual Learning and Understanding Programmes.

The use of innovative approaches to effective and efficient cross-border cooperation will be further encouraged. This will include the promotion of the possible secure and data-compliant use of electronic exchange mechanisms and databases between Member States to facilitate the access to data in real time and detection of fraud. ELA will suggest, where relevant, further improvements in the use of those possible mechanisms and databases, including on data security and data protection, avoiding duplication and promoting the rationalisation of different electronic tools and procedures.

Part of being a trusted partner in enhancing cooperation between Member States' authorities is also supporting direct engagement of competent authorities, namely national, regional and sectoral social partners from one or more Member States. Such support will continue to vary in scope and will include practical hands-on seminars, awareness raising, and thematic and reflective seminars. The topics of these events will be linked to priority topics and actions for ELA, and issues relevant to the Member States involved. These national or regional events will be used to further disseminate findings and will serve as a basis for further action at the

national or multinational level. The authority will also keep providing ways for the NLOs to remain in close contact with their administration, to expand their national networks, and to stimulate and conduct discussions on issues concerning cross-border labour mobility.

ELA will keep monitoring how the EU's legal framework for labour mobility is applied in various sectors involving cross-border workers, with the aim of identifying existing challenges in cooperation between Member States, continuing to analyse the underlying causes and finding potential solutions to them. This analysis will be followed up by various capacity-building activities, focusing on particular areas and/or target groups.

Box 3 **ELA objectives on road transport**

In the area of international road transport, ELA has a particular mandate, stipulating sector-specific rules for the posting of drivers and social aspects of international road transport stemming from mobility package I.

The key issues are related to the implementation and enforcement of this package – on which ELA has done extensive work since 2022 under its framework for action on road transport – and in general include:

- understanding and enforcing posting rules applicable to drivers, and driving and resting periods;
- understanding rules and efficiency in cooperation among the Member States' authorities.

ELA's main objective in the area of road transport is to improve the understanding and enforcement of rules related to the social aspects of road transport, through:

- continued efforts to improve the availability, quality and accessibility of information on applicable rules in international road transport;
- enhancing cross-border enforcement of applicable rules for road transport through CJIs;
- improving the efficiency of administrative cooperation between Member States' authorities.

ELA will continue its various activities in the area of road transport, building on the experience from the previous years. These will include the CJIs in this sector, which will focus on the main issues and irregularities in the sector; an awareness-raising campaign on the rules applicable to light commercial vehicles; a continuation of the IMI-prove cooperation programme aimed at fostering more effective use of IMI system modules for road transport; training of road transport enforcers; and other information events.

ELA offers mediation services at the request of one or multiple Member States in the event of cross-border disputes. The focus in 2025–2027 will be to continue offering mediation services to the Member States that request to make use of such service. This means that ELA will mediate in individual cases submitted to ELA, but also on its own initiative suggest to Member States cases that could be brought forward for mediation. In addition, ELA wants to make full use of the cooperation agreement with Solvit and regularly coordinate with Solvit if there is a possibility of launching a mediation procedure on referral from Solvit. Alongside that, ELA will review the effectiveness and functionality of the mediation procedure, with the aim of offering a modernised and simplified procedure. As a first step, the authority will adjust its mediation procedure based on experience gathered so far, focusing on revising the practical procedures that do not require a change to the rules of procedure. Any significant changes to the rules, if necessary, will be discussed within the Mediation Working Group, including those resulting from the evaluation report from the European Commission. ELA will continue to train and share knowledge with the mediators and experts of the mediation board, and to promote the mediation procedure through national info-training sessions in the Member States. Finally, ELA will further ensure the visibility of the mediation procedure at the Member State level, by also making use of the NLO network.

Table 2: KPIs in the strategic area ‘Enabling cooperation and information exchange’

KPIs	Target by 2027
Proportion of requests for cooperation and exchange of information managed within one month through ELA’s support	85 %
Ratio of completed activities or initiatives under the mutual learning and understanding framework to the planned ones in the annual work programme	95 %
Proportion of mediation procedures launched to number of requests received concerning cases under ELA’s remit	80 %
Ratio of delivered actions to promote the use of EU digital tools and procedures (e.g. IMI, EESSI and ERRU) to the actions planned in the annual work programme	95 %
Satisfaction of Member States’ authorities and other stakeholders with ELA’s activities in cooperation	Qualitative outcome

2.3.3. Strategic area 3: enhancing cross-border enforcement

The effective and consistent enforcement of labour mobility rules is the fundamental precondition for fulfilling the authority’s mission in helping to ensure and strengthen fair labour mobility within the Union. The responsibility for checking compliance and enforcing the rules remains in the hands of Member States, with the involvement of social partners and in accordance with national law and practice. ELA’s role is to assist Member States in their efforts, including by coordinating and supporting CJIs. More specifically, this area of ELA’s mandate is covered by Articles 8 and 9 of the ELA regulation, and partly by Article 12. In that regard, the participation in CJIs supported by ELA facilitates the work of national enforcement authorities. ELA will continue to support the cross-border enforcement of the rules by providing conceptual, logistical, legal, technical and analytical support to CJIs. The dedicated teams, aimed at supporting the tasks and activities pertaining to a particular Member State or a group of Member States, are composed of cost-free SNEs. They may also support cross-border inspections, in particular those involving the Member States concerned.

The scope of cross-border inspections supported by the authority primarily concerns labour mobility rules and social security coordination, but depending on the specificities of each inspection it may also touch upon compliance with labour law (including applicable collective agreements, in accordance with national law and practice), health and safety at work legislation and tackling undeclared work. The authority seeks to build on the experience of CJIs carried out so far and will proactively support and encourage Member States in intensifying their cross-border enforcement activities. Its ambition is to become the main EU hub for coordinating this type of actions and enhancing cooperation between all relevant actors. This will include the promotion of good practices and lessons learnt in conducting enforcement activities supported and coordinated by ELA, and making sure that a significant share of inspections is targeted and concerns complex cross-border cases in sectors prone to abuses. To this end, ELA will enable the setting-up of relevant coordination structures if necessary to support large-scale multi-authority cross-border inspections. In addition, the operational risk analysis service offered to national enforcement authorities in the context of specific CJIs contributes to strengthening the analytical dimension of these enforcement actions. This analytical support service has enhanced ELA’s risk assessment function. Among other matters, it allows the analysis of cross-border data concerning specific groups of companies, thus contributing to improve the targeting of enforcement activities, including those targeted at actors involved in the posting of workers. The established cooperation with Europol and Eurojust is expected to continue in the relevant areas, and partnerships with other agencies will be developed.

ELA’s enhanced analytical and risk assessment capacity will bolster its proactive approach in proposing inspections and will enable a focus on sectors and topics where significant challenges in the application and enforcement of labour mobility regulations exist. In line with its objective to strengthen cross-border enforcement, ELA will provide systematic data-driven insights into posting patterns, offering valuable intelligence on emerging trends and business models that support inspections, and will continue monitoring trends and mobility patterns in all the areas under its remit. The enforcement activities will cover multiple sectors, including continuation of inspections in seasonal work in agriculture, road transport, construction and Horeca and expanding to other sectors such as healthcare and long-term care. The focus on specific sectors and specific types of topics depends in large part on the demand from the national enforcement authorities.

Based on ELA's own risk assessment and requests from Member States, cross-border enforcement activities will also include inspections specifically targeted at possible social security fraud cases.

Box 4. **ELA objectives in the posting of workers**

Based on the Annual Report on Intra-EU Labour Mobility – 2023 published by the European Commission (<https://op.europa.eu/en/publication-detail/-/publication/31062b94-e5c5-11ee-8b2b-01aa75ed71a1/language-en>), the estimated scope of posting is increasing, with approximately 4.6 million postings involving around 3.1 million workers, of whom 1.4 million are workers active in two or more Member States. The number of postings involving third-country nationals continues to increase as well.

Posting of workers is a regulatory area where ELA plays a key role in supporting implementation and enforcement. The key issues are:

- the availability, quality and accessibility of information on the applicable rules on posting of workers;
- complex mobility patterns (including issues related to temporary work agencies or other employment intermediaries, subcontracting schemes, letterbox companies, bogus posting and bogus self-employment);
- non-compliance with the applicable legislation;
- the understanding of rules and the efficiency of cooperation among the Member States' authorities.

ELA's main objective in the area of posting of workers is to support Member States to improve the enforcement of the existing rules, by:

- improving the availability, quality and accessibility of information on posting of workers;
- enhancing the cross-border enforcement of posting rules through CJIs, building the capacity of enforcement authorities in this field and other actions;
- providing insight into posting patterns;
- improving the efficiency of administrative cooperation between the Member State authorities.

ELA will explore potential new sectors of interest, broadening its scope to encompass emerging economic fields in the posting area, and to address urgent issues identified. New sectors may be pinpointed through statistical analysis or by considering the priorities outlined by Member States and social partners. Moreover, based on the insights gained and feedback received from stakeholders (including the European Commission, Member States and social partners) over recent years, it appears evident that certain issues or sectors involving high mobility patterns demand focused, comprehensive and coordinated attention across all strands of ELA's mandate. These issues include, in particular, subcontracting liability, labour intermediation, the posting of third-country nationals, and the development of effective administrative requirements and control measures related to the posting of workers.

ELA's activities on posting will also cover the target group of third-country nationals who are posted within the EU. The number of postings involving third-country nationals continues to increase. The operational activities of ELA illustrate and respond to this trend, and they will be strengthened by analytical activities related to the posting of third-country national workers.

Furthermore, ELA's future initiatives and priorities in the domain of posting regulation are shaped by the findings and recommendations of the report on the application and implementation of Directive (EU) 2018/957 published by the European Commission (<https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52024DC0320>). This evaluation presents a significant opportunity to assess the effectiveness of implementation of current policies and regulations in the area of posting, enabling ELA to refine its strategies and address any shortcomings identified.

ELA will continue its strategic approach by helping national authorities to target cross-border inspections at areas known to have significant persisting irregularities and by facilitating the development of dedicated tools and further improvements in cross-border inspections. For this purpose, more focused reports covering various thematic areas or concentrating on specific highly mobile sectors will be delivered. This will also be done by

taking into account the issues identified by the European Commission in the context of the implementation report on the revised posting of workers directive ⁽¹³⁾. In addition, an operational task force approach will be established at the request of Member States or on ELA's initiative, to provide analytical and operational support to large-scale cross-border enforcement actions in new or complex sectors (e.g. aviation).

Building on the experience of the previous years, the identification of focus areas and key projects important to address within the scope of ELA's mandate will be also informed by a screening of the national priorities of enforcement authorities in Member States. The repetition of this mapping exercise will be assessed on an annual basis and carried out without any additional burden on Member States, through a screening of publicly available documents combined with a targeted consultation at the technical level.

ELA will continue to actively promote, and suggest initiating, inspections in specific areas of focus, and it will also collaborate in and offer assistance to inspections requested by Member States in other sectors or areas, as long as the requests meet the established criteria and are within the available human and budgetary resources.

Furthermore, the authority will continue to closely follow cases submitted to ELA by the social partners, using clear communication channels provided by the social partners liaison function to inform NLOs and national competent authorities where necessary. After closely analysing the cases, ELA will propose inspections or alternative measures to Member States, where appropriate. Building on experience with the inspections supported by the authority so far, combined with its analytical capacity, ELA will organise and support targeted enforcement activities or weeks of action and help national authorities to tackle irregularities of a cross-border nature in specific sectors or fields in a coordinated manner. Weeks of action can also be organised to tackle specific types of irregularities. In facilitating its proactive approach to inspections, the authority will continue deepening its cooperation with other EU agencies, as well as national and sectoral partner organisations, other committees such as the Senior Labour Inspectors Committee (SLIC), and any other relevant stakeholders, with the objective of comprehensively tackling suspected irregularities in the labour mobility field. In particular, the authority will seek to support Member States in bringing together enforcement authorities from various fields to take part in cross-border inspections, fostering a holistic and multidimensional approach. ELA's well-recognised network of NLOs will remain crucial for organising and carrying out cross-border inspections. The creation of dedicated teams aimed at supporting the tasks and activities pertaining to a particular Member State or a group of Member States within the authority will also provide support to the organisation of the CJIs with the Member States concerned.

ELA will continue to identify a virtual pool of labour and social security inspectors who regularly work in the area of enforcement of labour mobility rules and will offer them a range of capacity-building activities to further consolidate their expertise and experience in cross-border activities. This initiative aims to improve cooperation among enforcers at the cross-border level, and it will enable them to prepare for and carry out inspections in a more agile and effective way. In addition, the authority will provide capacity-building activities for national enforcement authorities, including other relevant stakeholders, with the purpose of enhancing the implementation of labour mobility rules.

To enhance the consistency and effectiveness of cross-border enforcement of Union law in labour mobility and tackle abuses, ELA will take several actions during 2025–2027.

Following the trend of previous years, the number of CJIs and the participation of the Member States is expected to constantly increase in the coming years. This increase has to be matched by the operational capacity and resources for this task. Having reached full speed and operational capacity, combined with its existing experience, will enable ELA to further reinforce its outreach activities, emphasising the added value of inspections and encouraging Member States to use this tool more frequently. Beyond leveraging the network of NLOs and the virtual pool of labour and social security inspectors, ELA will also look at the best practices identified, benefiting from reports on completed inspections.

The experience gained so far will feed into further calibrating and refining the inspection tools and procedures developed, by making the support provided by ELA more tailor-made for the needs, national laws and practices

⁽¹³⁾ Report from the Commission to the European Parliament, the Council and the European Economic and Social Committee on the application and implementation of Directive (EU) 2018/957 of the European Parliament and of the Council of 28 June 2018 amending Directive 96/71/EC concerning the posting of workers in the framework of the provision of services (COM(2024) 320 final), <https://eur-lex.europa.eu/legal-content/EN/TXT/PDF/?uri=CELEX:52024DC0320>.

of the Member States. ELA will also continue looking at improving the availability of the digital tools used for secure and quick information exchange between the Member States in line with the data protection rules.

The growing number of inspections supported by ELA also entails the need for an effective follow-up to cross-border inspections, involving Member States and social partner organisations where relevant and in line with national law and practice. ELA will look at ways to make follow-up more efficient, harvesting the experience gathered from previous inspections. This follow-up and analysis include reporting irregularities that formally fall outside ELA's mandate, but have been detected, to other competent authorities at the national and/or EU levels. Information gathered during inspections, including on detected irregularities, will enable ELA to have a clearer overview of the critical sectors or elements of labour mobility framework, and should contribute to improved data collection on enforcement to support evidence-based policymaking.

The increased number of inspections and stronger analytical capacity will allow ELA to better target its activities under the other strategic areas of its mandate. The critical sectors or issues identified may, where appropriate, lead to targeted actions, including preparing targeted information campaigns, supporting the provision of information or organising specific capacity-building activities. ELA will thus aim to use the relevant information gathered during inspections to better design its own actions, ensuring that all forms of support provided to the Member States are based on solid operational conclusions. The authority will report the results of inspections on a biannual basis to the Management Board, as provided for in the founding regulation.

Furthermore, the authority has the mandate to facilitate cooperation between Member States in tackling undeclared work, covering both the national and cross-border dimensions. The activities cover both EU citizens and third-country nationals.

The European Platform Tackling Undeclared Work (the platform) will continue contributing to fair labour mobility, while also maintaining the activities targeting the national dimension of undeclared work. The platform will enhance its work as the main forum for cooperation among national authorities, with the aim of creating a network effect by ensuring that all relevant national authorities and actors are properly involved when it comes to tackling undeclared work. ELA will focus on the further integration of the European Platform Tackling Undeclared Work with the other operational tasks of ELA, keeping it as a priority to exploit the potential of the platform to aid the other enforcement and analytical activities of the authority, and vice versa.

In addition, the authority will further strengthen the development and dissemination of expertise in tackling undeclared work, by focusing on facilitating the exchange of good practices, training activities, mutual learning and information campaigns, considering sectoral specificities where necessary, and by conducting studies and analyses related to specific areas or aspects of undeclared work.

Table 3: KPIs in the strategic area 'Enhancing cross-border enforcement'

KPIs	Target by 2027
Share of Member States participating in CJIs	90 %
Ratio of inspections supported by ELA to number of proposals submitted/requested by Member States	95 %
Satisfaction of Member States' competent authorities and other stakeholders with ELA's support to CJIs, including analytical support	Qualitative outcome

2.3.4. Strategic area 4: providing intelligence and foresight

Information, intelligence, analysis and foresight about the relevant labour mobility trends and risks are a horizontal area of ELA's work and support the core mandate in the fields of enforcement, cooperation and information. More specifically, this area of ELA's mandate is covered by Article 10 of the ELA regulation, and indirectly touched on by Articles 5, 6, 7, 8 and 12.

ELA will continue to strengthen and develop its analytical and risk assessment capacity, building on the experience and data gathered from previous years. ELA will also continue to collect statistics compiled and provided by the Member States in the areas under the authority's remit in line with its mandate, streamlining data collection and avoiding creating unnecessary burdens for Member States, working as much as possible

with the existing reporting mechanisms. The analytical capacity will also benefit from the ongoing cooperation with the Commission and other bodies that provide useful external sources of data and information (e.g. available data from the existing EU tools and databases). The authority will also use the relevant and authorised data acquired through its operational activities, such as CJIs, EURES, day-to-day cooperation and information exchange with competent authorities, social partner organisations or other relevant stakeholders. This will be underpinned by the efforts to use digital technologies to process the relevant data. Solid and robust information and data are crucial preconditions for producing useful analyses and risk assessments at both the operational and strategic levels. The growing analytical capacity will enable the authority to further step up its foresight efforts, building on the exercise carried out in previous years to gain an insight into future developments in labour mobility.

Box 5 **ELA objectives on undeclared work**

ELA's mandate is to support the efforts undertaken at the national level to tackle undeclared work in its various forms, and falsely declared work associated with it, including bogus self-employment. So far ELA has been focusing on implementing the activities proposed by the European Platform Tackling Undeclared Work, which has been transformed into a permanent ELA working group. The work in this thematic area also covers the cross-border dimension of undeclared work and thus contributes to tackling this phenomenon in the field of labour mobility as well.

The key focus of activities has been on sharing practices and knowledge among national authorities, aiming to deepen the understanding of types of undeclared work and the sectors particularly exposed to it (e.g. in relation to the platform economy, seasonal work, construction, personal and household services, and Horeca) and to increase public awareness of undeclared work. In addition, ELA focused on tools, procedures and instruments that can facilitate the work of enforcement authorities and other organisations, including the social partners, aiming to prevent and deter undeclared work: social/labour ID cards, relevant KPIs, reporting protocols, alert mechanisms, effective penalties, etc.

ELA's main objectives in the area of undeclared work are to:

- enhance cooperation between Member States and other actors in tackling undeclared work more efficiently and effectively;
- improve the capacity of the Member States' authorities to tackle cross-border aspects of undeclared work.

ELA will continue various activities in the area of tackling undeclared work, involving studies, training, exchange of good practices and other capacity building activities. This will include activities related to tackling undeclared work among displaced persons. ELA will continue various activities in the area of tackling undeclared work, involving studies, training, exchange of good practices and other capacity-building activities. This will include activities related to tackling undeclared work among displaced persons coming from Ukraine as a consequence of the Russian war of aggression. Aspects of undeclared work will continue to be part of ELA's information and awareness-raising campaigns.

ELA will provide intelligence and foresight related to labour mobility by carrying out both strategic analysis, on trends and emerging issues, and operational risk assessment, related to individual cases. Using existing analyses and sources at the European level and expanding on the data collected from the sources outlined above will enlarge the authority's capacity to identify strategies or concrete solutions to contribute to fair labour mobility across the EU and will improve knowledge and understanding of undeclared work. The analytical activities will be conducted in cooperation with the Member States and, where appropriate, social partners. ELA thus aims to contribute to labour mobility analysis developed at the national level by adding to it the European perspective. The analytical capacity and data aggregated over time and relevant reports will enable the authority to look deeper at trends in the labour mobility field and will help to provide its stakeholders with intelligence and foresight activities, including streamlining data collection and improving their comparability and compatibility. The work on overall trends will, where relevant, also consider aspects related to the expected labour migration related to possible further enlargements of the EU. This work will also take account of policy developments in other areas relevant to ELA.

The authority will also benefit from developing a network of cooperation with third countries, which may, where relevant, provide useful information on labour-related migration flows, countries of destination and identification of TCNs' movements within the single market. The authority will incorporate the need for the efficient collection and processing of data in the development of its information and communications technology (ICT) systems.

The operational and strategic analytical activities developed in previous years will be continued and mutually reinforced. The operational activities of the authority will feed into its growing analytical capacities. Similarly, the analytical capacity will provide a solid, data-based backbone for the operational activities and will enable further support for the use of analytical outcomes across its operational activities, providing a good basis for a more integrated approach to labour mobility and its specific areas. The growing databases, including the extended operational analytical background, will feed into the strategic analytical activities, providing an opportunity to better understand trends over time and scenarios of future development, be they at the sectoral level or related to specific categories of workers, forms of labour mobility, recurring problems, emerging issues, patterns or good practices / strategies to ensure fair labour mobility. They will also enable ELA to prepare and support its operational activities.

In this regard, ELA is planning several analytical studies targeting specific aspects of labour mobility and new sectors, such as labour intermediaries, healthcare and long-term care, manufacturing and aviation, and also analytical work focusing on specific categories of workers such as posted third-country nationals. Cooperation with Eurofound will be sought to ensure synergies with sectoral analysis provided by Eurofound.

A similar approach will be also used in the area of tackling undeclared work. ELA will work on improving knowledge of undeclared work, including its causes, regional differences and cross-border aspects, by means of shared definitions and common concepts; evidence-based measurement tools and promotion of comparative analysis; developing mutual understanding of different systems and practices to tackle undeclared work; and analysing the effectiveness of policy measures, including preventive measures and penalties. The cross-cutting nature of ELA's analytical capacity will also enable a more integrated approach to undeclared work. The deliverables of the European Platform Tackling Undeclared Work will be also used to support, where relevant, the authority's analytical work.

The increased capacity for analyses and risk assessments, and the increased number of analytical outcomes based on current relevant information and data, will be utilised by the authority to provide analysis and foresight in relation to future trends and developments in labour mobility. Development of future scenarios about labour mobility going beyond the horizon of current developments will not only be a useful input to the authority's planning and calibration of its activities but may also be used by EU and Member State policy actors to define strategies to react to future developments.

In this respect, the outcomes of the first evaluation of ELA and a potential review of its mandate related to operational support to CJIs will be fully considered by the authority in its future work.

Table 4: KPIs in the strategic area 'Providing intelligence and foresight'

KPIs	Target by 2027
Coverage of key topics through analytical activities, intelligence and foresight as depicted and planned in the annual work programme	Reports on key topics that are relevant to ELA and its stakeholders produced
Developing and implementing ELA's strategy to increase abilities in analysis, intelligence and foresight	Strategy agreed
Implementation plan prepared and monitored	qualitative outcome
Satisfaction of Member States' authorities and other stakeholders with ELA's activities in providing intelligence, analysis and foresight	<i>Qualitative outcome</i>

2.3.5. Strategic area 5: contributing to capacity building

Contributing to capacity building is one of the two strategic areas that have a cross-cutting approach and complement the work of the three operational strategic areas of the authority. It therefore covers all tasks under ELA's mandate and the scope of all activities of the authority. More specifically, this area of ELA's mandate is governed by Articles 11 and 12 of the ELA regulation.

To promote a common and consistent approach in the application and enforcement of EU labour mobility legislation, ELA offers its capacity-building support to Member States, and where necessary also to other stakeholders, such as social partners. ELA's capacity-building activities should support competent national authorities in organising administrative cooperation more effectively across borders and implementing EU labour mobility legislation more effectively. Moreover, it should support Member States in tackling undeclared work.

In this regard ELA acts as a facilitator and coordinator to promote cooperation with other institutions at the international, European and national levels, to create synergies and multiply resources available for capacity-building activities. ELA will cooperate with Member States and, where applicable, European, national, regional and sectoral social partners, to foster the necessary capacities within the Member States that support the application and enforcement of fair labour mobility in the EU. In addition, ELA will build on cooperation with its EURES training activities, capacity-building activities in the context of the European Platform Tackling Undeclared Work and other operational activities within the authority. Special attention will be given to strengthening the administrative capacity of national authorities in the field of labour mobility and social security coordination.

In 2025–2027 ELA will build on the work done in the first years of the implementation of the capacity-building strategy and continue to roll out its capacity-building activities across all its operational areas, covering the full range of labour mobility issues and, where relevant, sectoral specificities.

Specific attention will be given to the development of sectoral and cross-sectoral training programmes in sectors with high labour mobility, such as road transport, and to programmes that will respond to emerging trends and challenges, such as the future of (online) cross-border work. In the design and delivery of various capacity-building activities that focus on these specific areas, ELA will keep in mind that its work in this field should fill capacity gaps and complement the capacity-building activities offered by other European and national providers. To complement the work that is already being done at the national level, ELA will create further strategic partnerships and nurture its strong cooperation and synergies with national training centres, by designing and implementing joint capacity-building activities, including training needs analysis, targeting national labour enforcement authorities. Here too, ELA aims to work closely together with its stakeholders, to ensure that the capacity-building activities are demand-driven and serve the needs of the end user. In this light, ELA will explore possible partnerships with other stakeholders, such as educational institutions and universities, to create specialised training programmes that can lead to recognised certification of skills.

This will contribute to ensuring that Member States' national administrative capacities are adequate and possess the specialised knowledge required to deal effectively with cross-border cases. Furthermore, ELA will commence its work on the development of online learning methods. To that end, ELA will establish an e-learning platform and gradually populate it with several online learning modules and online training opportunities in all areas of labour mobility, including social security coordination.

ELA will continue collecting national good practices that will cover all areas of EU labour mobility, as well as various tools, policies and other instruments, with the aim of promoting and disseminating these practices across all Member States, ensuring the highest standards, including in relation to fundamental labour rights in the context of inspections and enforcement activities.

ELA will continue to support the mutual learning activities aimed at sharing knowledge and experiences of preventing and deterring undeclared work, regarding both the cross-border aspect and the national dimensions of undeclared work, making use of the rich knowledge hub of the European Platform Tackling Undeclared Work. To do so, ELA will organise seminars, thematic review workshops, webinars, peer-learning dialogues and other activities, such as staff exchanges. Key to the work of the platform are the social partners' contributions, in particular their sector-specific knowledge and their practical feedback from the implementation of relevant legislation. Given the nature of undeclared work, the mutual learning activities in this area will have more emphasis on the national dimension, including on enhancing cooperation between key authorities within Member States (e.g. enforcement authorities in the fields of labour law, tax and social security, and social partners at the national and sectoral levels).

Box 6 ELA objectives on facilitation of digitalisation

According to the ELA regulation, the authority should encourage the use of innovative digital approaches to effective and efficient cross-border cooperation and promote the potential use of digital tools to facilitate access to data and the detection of fraud, thus fostering cooperation and exchange of information between Member States and contributing to effective and fair labour mobility. The authority's activities in this field will be structured around two main pillars.

ELA Digitalisation Knowledge Hub. Under this pillar ELA aims to collect and share knowledge on the use of existing tools, at either the EU or national level, to increase their use or help interested stakeholders to use such tools, and to share knowledge on risks and benefits of using innovative technologies (e.g. AI) in a broader context. Target audience for these activities will be the **end users** of digital tools. These include the existing programmes such as IMI-prove and Progress.

ELA Innovation Facilitator. Under this pillar ELA aims to improve knowledge and practical experience in the deployment and use of technologies and innovative solutions, at either the EU or national level, to support efforts towards wider digitalisation. Target audience for these activities will be the **IT specialists and IT-related decision-makers**. New tools will be implemented by ELA to support this objective, such as ELA TechLabs and ELA Sandbox.

Under this thematic area, ELA also would like to support the integration of European digital tools with national digital tools, and to support the digitalisation efforts of administrations in the Member States by sharing knowledge and directly facilitating the implementation of digital tools, and by establishing support networks of experts from Member States involved in digitalisation and other stakeholders

Table 5: KPIs in the strategic area 'Contributing to capacity building'

KPIs	Target by 2027
Ratio of completed capacity-building activities to those planned in the annual work programme	95 %
Participation rate of Member States and other stakeholders in ELA's capacity-building activities	90 %
Satisfaction of Member States and other stakeholders with capacity-building activities provided by ELA (e.g. relevance and added value of the capacity building to their work)	Qualitative outcome

2.3.6. Horizontal area: delivering operational excellence

ELA is dedicated to achieving operational excellence in compliance with its mandate and fostering effective collaboration. It is committed to upholding principles of sound financial management, performance effectiveness and budget transparency. ELA seeks to build strong relationships with key stakeholders, particularly social partners, by achieving cost efficiencies and creating synergies with other EU agencies and institutions.

ELA will continue to be a fully operational, digital and future-proof organisation that excels in providing tailor-made services to its stakeholders. This implies the need to provide a clear governance framework with a robust coordination structure, ensuring compliance and effective use of budgetary and human resources. To cultivate a values-based, inclusive and environmentally responsible organisation (horizontal objective 3 (HO3)), ELA will continue to position itself as an employer of choice, committed to its values and the highest ethical standards while implementing its activities and creating an inclusive, environmentally responsible and values-based culture for its employees.

Externally, the authority will continue to communicate clearly about its activities, while constantly improving outreach and coordination with other EU agencies to support the synergies and avoid duplication and overlap of activities.

Organisational strategy, governance framework, policies, and standards

ELA's governance objective is to ensure efficient, consistent and effective management of the organisation. To achieve this, ELA will maintain rigorous planning and reporting of its activities and resources, ensuring effective coordination of operational activities, information sharing and cooperation workflows within the authority. Additionally, proactive risk assessment and management will be integral to ELA's operations, alongside clear communication channels and active stakeholder engagement. These efforts are crucial for maintaining transparency and trust both within and outside the organisation.

ELA will maintain the strong link with its governing bodies (Management Board and Stakeholder Group) and regularly review and, where appropriate, update their preparation and follow-up. Similarly, based on the review of the working groups' functioning carried out in previous years and the updates of its mandate, ELA will further monitor their functioning and propose, where appropriate, necessary changes to their composition.

Moreover, ELA will further calibrate the internal system for coordinating its operational activities. The experience gained with the internal thematic taskforces covering thematic areas of ELA's work (social security, free movement, road transport, posting of workers, digitalisation) will be further utilised to improve their functioning to play a crucial role in enhancing planning and coordination, ensuring smooth information flows and effectively implementing ELA's activities and strategic objectives.

The business continuity and contingency plan, established in 2023, will undergo a comprehensive assessment to test its efficacy. If necessary, the plan will be updated and extended. This proactive measure guarantees ELA's uninterrupted operations during emergency/crisis situations, enabling a swift and appropriate response to the changing needs of Member States, individuals and employers.

ELA will continue to develop and refine its policies, standards and internal processes. Several initiatives and proposals have been made to improve the efficacy and functionality of ELA's procedures and processes in the past, and they will be also further refined during the programming period. These include further improvement of the consolidated annual activity report to align with strategic objectives and KPIs as outlined in this single programming document (SPD), and a proposal to streamline ELA's working groups.

Advancing digital transformation: internal and external initiatives

ELA continues to progressively implement internal information systems that support its activities and align with its mandate and tasks, building on the groundwork laid in previous years. The design and implementation of these systems will equip ELA to meet business challenges by leveraging top-tier ICT technologies within budget and staffing limits while aligning with the interests of both internal and external stakeholders.

The authority is dedicated to delivering a business and IT strategy that aligns with its mandate, ensuring that its information system effectively supports its activities. This digital strategy will incorporate good practices, positioning ELA as a leader in maximising the use of data related to labour mobility, and streamlining internal processes. Additionally, this strategy will enhance information sharing with stakeholders both within and outside the organisation.

Optimising planning, monitoring and reporting mechanisms

ELA is committed to enhancing the efficiency and effectiveness of its planning, monitoring and reporting processes to ensure transparent, efficient and sound financial management. This effort includes continual improvement of internal processes and procedures, and the integration of new IT tools such as the operational plan application, the mediation application, the events application and the budget implementation reporting platform. These tools, along with the development of additional IT resources for managing process flows within ELA, will facilitate decision-making, knowledge sharing and collaboration within the authority. ELA will maintain and expand its use of the abovementioned applications to improve the planning and coordination of ongoing activities and to manage performance under the established KPIs. This initiative will ensure the timely provision of detailed information to stakeholders. Additionally, ELA will strengthen its internal processes by leveraging the operational plan to efficiently monitor work programme implementation and optimise resource utilisation.

The key functions of the authority are performed by the ELA staff. In addition to the work done directly by the staff members, ELA also uses external suppliers, who contribute specialised knowledge and experience

needed to support the delivery of ELA activities. ELA follows the principle of effectiveness and efficiency when working with the external contractors and regularly reviews the need to use them.

Policies and control mechanisms to ensure compliance with the regulatory framework

ELA's primary objective remains to operate in full compliance with the legal framework outlined in its founding regulation and other relevant regulations. The implementation of the internal control framework, workflows and standard procedures will be supervised, adjusted and, if needed, improved to establish a transparent system of relevant principles, procedures, responsibilities and actors.

The policies will continue to provide managerial oversight in the authority's decision-making process, ensure appropriate information flows, and improve control structures and compliance with the authority's regulatory framework. The focus for the calibration of internal workflows and procedures will be determined by ongoing internal risk assessment and the identification of areas of potential internal control deficiencies, by audit findings and recommendations from the Internal Audit Service and the European Court of Auditors (ECA), and, where relevant, by the recommendations arising from the discharge procedure.

The internal control function will ensure the implementation of an effective internal control system to support risk management, sound financial management, fraud prevention and compliance.

Environmental and sustainability policies and initiatives

ELA will integrate environmental and climate considerations into its decision-making processes across all sectors, carefully assessing the environmental impact of its missions, power consumption, waste production and use of materials. Based on the environmental review conducted in 2024, ELA will aim to develop an environmental management system and strive to achieve Eco-Management and Audit Scheme (EMAS) certification.

Human resources activities

For 2025–2027, various human resources (HR) activities are planned to support the achievement of the horizontal objectives. Attracting, developing and retaining top talent is crucial for ensuring that ELA remains a high-performing, future-ready organisation. By 2024, ELA had reached its full capacity, with 144 staff members; from 2025 to 2027, it will focus on retaining this workforce. The authority will continue to enhance its employer brand and implement strategic initiatives to maintain itself as an employer of choice. Additionally, ELA will further develop its diversity and equality policies and actions, which should also seek to, inter alia, support balanced geographical representation and equality between men and women.

In 2025–2027, ELA will further pursue the consolidation, development and implementation of HR policies, processes, procedures, HR digital tools (e.g. e-HR (Sysper), HR digital transformation) and HR analytics.

Talent and knowledge management activities, including learning and development, will ensure that ELA possesses the expertise, skills and capacity to effectively fulfil its mandate. ELA will continue to implement its talent management framework, ensuring that the right people with the right skills are in the right place, while focusing on knowledge management and retention.

ELA will optimise workforce planning with strategic resource allocation aligned with organisational objectives, sound workload management and enhanced organisational effectiveness. HR activities in organisational development and well-being will also advance, including change management to foster agility and future-readiness. This includes conducting staff satisfaction and well-being surveys, implementing targeted well-being initiatives, and promoting ELA's values and work culture. These activities aim to maintain excellent working conditions and high staff engagement.

Communication and outreach activities

ELA's communication goals for 2025-2027 are:

- **enhanced information access** primarily through improving its website, using multiple channels for campaign activities and strengthening collaboration with multipliers;
- **strengthened stakeholder relationships** by building and deepening relationships with stakeholders and identified target groups;
- **increased visibility** by continuing to promote ELA's work to EU bodies, agencies, networks, relevant national institutions, social partners, individuals, workers and employers.

To achieve these goals, ELA will continuously improve its website, consolidate its presence on the existing social media channels, reinforce cooperation with communication contact points in national authorities that can work as multipliers, and organise and coordinate multiple EU-wide campaigns per year (as envisaged in the annual work programme) covering various aspects of labour mobility and extending the communication channels used for the campaigns. Moreover, ELA will continue to explore and implement possible joint communication activities with other EU institutions and bodies and other relevant stakeholders.

In 2025–2027, ELA will implement the communication and dissemination plan approved in 2023 and prepare a new communication strategy for beyond 2026.

Cooperation agreements with relevant EU agencies and working arrangements with third countries and international organisations

To achieve greater alignment and foster synergies, ELA will continue its collaboration with other EU agencies based on the cooperation instruments concluded during the last few years and corresponding work programmes, or based on cooperation on specific operational activities. Each year, ELA will outline joint activities with agencies with which it has existing cooperation agreements.

Moreover, the authority will intensify its cooperation with relevant EU and institutions and bodies, leveraging the full capacity of its liaison office in Brussels. Given the growing role of third-country nationals in labour mobility within the single market, ELA will strengthen its collaboration with key authorities from third countries, in line with the ELA regulation. ELA will continue its primary focus on EU candidate countries, to support their accession processes. The cooperation may lead, where relevant, to the formalisation of working arrangements, which will be without prejudice to the Member State legislation applicable to third countries and third-country nationals. Building on the first pilot exercise on the working arrangements, ELA will follow the twofold objective of such cooperation: firstly, to assist with the accession processes of the candidate countries and, secondly, to benefit fair labour mobility within the Union. These objectives follow the legal framework of the founding regulation. ELA will regularly update the Management Board on the development of such cooperation.

The authority will implement the stakeholder strategy designed in previous years to have a tailor-made approach to the key institutions, bodies, agencies, social partners and other actors in the labour mobility field.

Table 6: KPIs in the strategic area ‘Delivering operational excellence’

KPIs	Target by 2027
Change in the number of visitors to the ELA website and the number of activities on social media	Increase in number of visits by up to 5 % Bounce rate between 50 % and 70 %
Adoption of an ELA digital strategy and implementation plan	Strategy agreed, Implementation plan prepared and monitored
Turnover rate	Below 10 %
Staff satisfaction with ELA as an employer	Qualitative outcome
Stakeholder perception regarding cooperation with ELA	Qualitative outcome
Number of ‘critical’, ‘significant’ or ‘very important’ findings of external and internal audit bodies	Under 3
Efficient budget management, including achieving the set commitment rate and payment rate	95 % commitment rate 90 % payment rate 90 % of payments on time

2.4. Human and financial resource – outlook for 2025 – 2027

2.4.1. Overview of the past and current situations

The authority's human and financial resources reached their planned capacity in 2024.

Table 7 Overview of past and current human and financial resources

	2024	2025	2026	2027
Staff (full-time equivalents)	144	144 ^(a)	149 ^(b)	149
Budget (EUR)	48 426 694 ^(c)	50 946 705	51 965 639	53 004 742

^(a) Depending on the outcome of the finalisation of the incorporation of the ELA regulation into the European Economic Area agreement, three SNEs may be added, so the total number of ELA staff in 2025 will be (maximum) 147.

^(b) ELA needs an additional two contract agents in function group IV, one for accountancy and one for cybersecurity services, to ensure compliance with forthcoming cybersecurity regulation.

^(c) ELA requested EUR 49 534 000 in the EU's draft budget. However, the European Commission's proposal was EUR 48 426 694.

The tables presented in the annexes provide a detailed overview of the changes in resources, and also indicate the gender balance and geographical balance of staff. As indicated in Annexes III–V, the changes in staff population and budget reflect the growth of the authority and its engagement to deliver on all the tasks assigned to it.

2.4.2. Outlook for 2025-2027

After reaching its full operational capacity in 2024, the authority will embark on the cruising speed period, being operational and equipped to deliver on all the tasks assigned to it.

During 2025–2027, the authority will continue its activities as a mature organisation in terms of human and financial resources. The authority will continue to implement and deepen its core activities and operations, especially in the field of facilitating access to information and services on labour mobility to individuals and social partners, to support and coordinate CJIs, enhance cooperation between the relevant authorities and offer mediation, to conduct labour mobility analyses and risk assessments, and to support Member States with capacity building in the field of labour mobility.

ELA will continue evolving as an operational agency offering high-quality services to its stakeholders. ELA's organisational development, together with talent management and workforce planning, will focus on improving the effective development and deployment of its staff.

2.4.3. Resource programming for 2025-2027

By the end of 2024, the authority will reach 144 full-time equivalents (FTEs): 69 temporary agents (TAs), 20 contract agents (CAs) and 55 SNEs (including NLOs).

More details can be seen in Annex II, covering both human and financial resource allocation to activities covered by this programming document. Furthermore, more details are provided of the budget forecast in Annex III and of the HR forecast in Annex IV.

ELA needs two additional CAs in function group (FG) IV, for accountancy and cybersecurity services, to ensure compliance with forthcoming cybersecurity regulation. This would amount to a total of 146 staff members in 2025.

The estimated total workforce adds up to 144 FTEs. ELA plans to add more SNEs following the incorporation of the ELA regulation into the European Economic Area (EEA) agreement as from 2025. To ensure operational stability and the effective delivery of ELA's mandate, a need to convert a further 10 SNEs into establishment plan TA administrator (AD) posts as from 2025 is forecast. Although in 2024 five SNE posts were converted into five CA FG IV positions, this has not sufficiently addressed the need of the authority to have a stable resource basis for further development and full delivery of the mandate. The conversion of 10 SNE posts as from 2025 would improve the composition of ELA's staff to 79 TAs, 22 CAs and 45 SNEs, and additional SNEs following the incorporation of the EEA extension.

Detailed data on staff changes over the programming period are provided in Table A8 (Annex IV).

2.4.4. Strategy for achieving efficiency gains

The authority is committed to continuous improvement, agility, efficiency and effectiveness, and will continue consolidating its operations, streamlining and simplifying processes, optimising cross-unit collaboration, engaging with its staff, and ensuring optimal compliance with sound financial management, regularity and legality.

The authority will continue to implement the functionalities of the document management system Advanced Records System (ARES), Sysper for some HR processes (HR digital transformation), e-procurement, paperless processes, e-signature, etc., aiming to make systems more efficient and simplify workflows. The authority will continue to cooperate with the European Commission and other EU agencies on shared operational projects and services where relevant. It will continue using digital tools to streamline its work processes and workflows, building on experience gained, such as collaboration and automation solutions based on the Microsoft 365 platform or e-learning tools, and internally build tools for planning and monitoring of activities (e.g. the operational plan).

2.4.5. Negative priorities / decreases in existing tasks

For the period covered by this SPD, the authority will review the scope of its ongoing activities and, where relevant, reduce or discontinue those that do not contribute sufficiently to ELA's main objectives. Considerations will include the outcome of the evaluation of ELA performed by the Commission in 2024.

III. 2025 ANNUAL WORK PROGRAMME

3. 2025 annual work programme

ELA's annual work programme details the work to be carried out in 2025, organised in 10 operational and 6 horizontal activities. Actions, deliverables and other outputs under each activity were defined to make progress towards achieving the multiannual objectives set in the multiannual programming for 2025–2027. Individual operational and horizontal activities contribute to one or more strategic areas of ELA's work.

Each section of the annual work programme includes a short description of the activity, the main scope of work in 2025, a table presenting the expected outputs and estimated timeline of delivery, and how each activity contributes to the multiannual strategic objectives.

The planned allocation of the financial and human resources for each activity is presented in more detail in Annex II of this document.

Actions and outputs under each operational and several horizontal activities are designed around ELA tasks and the regulatory framework under its remit, in particular,

- free movement of workers;
- posting of workers;
- tackling undeclared work;
- social aspects of international road transport;
- coordination of social security systems.

ELA activities will be delivered in a horizontally coordinated manner building on the specific objectives in each part of the regulatory framework under ELA's remit as included in Boxes 1–5 in Section 2.3. These are underpinned by a cross-cutting area of facilitation of digitalisation described in Box 6.

In 2025, ELA will focus its activities on the field of social security coordination, employing all strands of its mandate. The key activities planned for 2025 are the following.

- **Information campaign.** An EU-wide information and awareness-raising campaign will focus on the social-security-related rights and obligations of those engaged in EU (labour) mobility. The campaign will primarily target mobile individuals, in particular workers, including jobseekers and self-employed persons, and employers.
- **Analytical report focusing on social security coordination issues related to frauds and errors.** The study should provide an in-depth analysis of the existing data sources on frauds and errors in the field of social security coordination, including insights into specific issues in tackling frauds and errors.
- **CJIs.** The social security aspects will be taken into account during the targeted inspections. By making use of ELA's own risk analyses, cross-border inspections will be suggested to Member States, including with a focus on social security law.
- **Supporting Member States on the EESSI system.** ELA will continue to implement the Progress mutual learning and understanding programme focused on capacity building, the sharing and uptake of good practices, the mapping of digital systems, and support to the participating countries and their users in the EESSI implementation. Furthermore, under the Posting 360 programme, ELA will conduct a mapping study to examine the national methods of Member States for processing portable document A1 applications concerning the posting of employees and self-employed persons under the social security coordination regulations.
- **Provision of information.** ELA will continue the activities on improving online provision of information about the obligations of employers and self-employed people related to registration for insurance and payment of social security contributions. Recommendations and methodologies for effective information provision and information tools, such as checklists, lessons learnt, templates or sample outlines for state-of-the-art websites, could be developed jointly with the stakeholders. The translation facility will continue to be offered to Member States to translate, where relevant, the relevant labour mobility information, including social security.
- **Capacity building.** The capacity-building activities will focus specifically on addressing the identified training needs of staff members in national social security institutions who deal with the implementation of the coordination regulations.

3.1. Operational activities

3.1.1. Activity 1: information and services

Under the information and services activity, ELA aims to facilitate access to information on cross-border labour mobility for individuals, workers and employers, as well as to relevant services to improve the availability, quality and accessibility of information on rights and obligations deriving from EU legislation. In 2025, ELA will continue to focus these activities on the posting of workers, the free movement of workers, social aspects of international road transport and social security aspects. Established activities will possibly be applied to new sectors, for example manufacturing, and new user groups for the services will be explored, for example website reviews for the free movement bodies or national labour inspectorates. ELA will further adapt its support services to offer tailor-made, targeted support to Member States and EU-level information providers, with the aim of helping them enhance their information provision activities, including their effectiveness. Depending on the outcomes of the 2024 information needs analyses, and further analysis of existing information gaps, new tools might be initiated in cooperation with Member States and social partners.

On the **posting of workers**, ELA will expand its information activities to other economic sectors and address sector-specific issues. This could target the manufacturing sector, as, based on statistics, this is the third biggest sector in terms of posting, after road transport and construction. It could also focus on specific issues, such as posting through temporary work agencies or long supply chains. Member States will be encouraged and supported to use the sample outline for effective information provision on national posting websites, which was developed in 2024. Based on the outcomes of the mapping of information needs of third-country nationals posted in the EU and their employers conducted in 2024, targeted information activities could be designed in cooperation with EU-level and national stakeholders.

In a pilot approach, ELA will explore the possible scope of a module for a remuneration calculator with volunteering Member States and in close cooperation with the relevant social partners. The pilot will focus on a single sector to develop a methodology that would fit other sectors as well.

Depending on the progress of negotiations among Member States and the European Commission on e-declarations, the authority stands ready to accompany implementation in participating Member States by facilitating access to information and guidance for employers throughout the EU.

As regards the **free movement of workers**, ELA will intensify its focus on specific target groups such as frontier workers and workers involved in virtual labour mobility, and their employers, while continuing its work on seasonal workers and their employers. New activities based on the mapping of support services for seasonal workers conducted in 2024 will be developed, for example by compiling a central source with the services available in the Member States. Furthermore, based on the mapping of available data and indicators to measure and characterise (intra-EU mobile) seasonal work, analysis will be conducted in 2025 to serve as background material for EU-level and national information providers to better target their activities and enhance their effectiveness.

In the work on **virtual labour mobility**, cooperation with Eurofound will be continued based on the data collected in the online survey of platform workers conducted jointly by ELA and Eurofound (e.g. potentially a joint publication on the working conditions and information needs of online platform workers). In addition, ELA will start preparations for a new information and awareness-raising campaign on the healthcare and long-term care sector.

In its information activities on **road transport**, ELA aims to develop and implement cooperation with the Safe and Secure Parking Areas network established by the European Commission, to enhance the outreach of its information activities, particularly the local information events. In further developing this activity, the authority will also explore mutual learning and information-sharing events for operators across borders. Good practices in information provision related to road transport identified in 2024 will be disseminated and promoted. Furthermore, ELA will start preparations for a new information and awareness-raising campaign to take account of the legislative changes, with a focus on rules applicable to light commercial vehicles as of 1 July 2026.

ELA will, in cooperation with Member States and social partners, continue the activities on improving online provision of information on the obligations of employers and self-employed people related to registration for insurance and payment of **social security** contributions. Recommendations and methodologies for effective information provision and information tools, such as checklists, lessons learnt, templates or sample outlines for state-of-the-art websites could be developed jointly with the stakeholders.

Building on their successful implementation in the first years of ELA's operation, ELA will continue to offer **established information and services activities**. For instance, the authority will continue to offer on-demand assistance to Member States and EU-level providers to further improve national and EU-level websites and information material through reviews and workshops, for example with a focus on single national websites on posting, websites on the social aspects of mobility package 1 and EURES national websites. In addition, new user groups for this tool will be explored, such as the free movement bodies or national labour inspectorates. Among other purposes, the findings of these reviews will feed the development of checklists, templates and non-binding guidelines for voluntary use by Member States and social partners in various areas under ELA's mandate. For instance, a checklist could be developed compiling key elements related to raising the awareness of self-employed people regarding the potential misclassification of their employment status in a cross-border situation; Member States could adapt it to their national legislations and then use it. The findings of the information needs analysis conducted in 2024 will serve as further guidance for the development of these products.

Local information events for employers and workers in established sectors will be continued and expanded to new target groups in close collaboration with Member States' authorities and social partners. Such expansion could feature information events for seasonal workers and their employers or, in border regions, dedicated to the particularities of frontier work. Depending on the demand from information providers, ELA will also continue to offer mutual learning and exchange workshops. These can focus on individual professional groups, such as labour law consultants, or particular areas, such as seasonal work, posting of workers or virtual labour mobility.

The communication materials of previous campaigns will be maintained and made available for Member States' further use. Additions to existing campaigns could be considered. The available information campaign material on the Horeca sector will be adjusted to cover the summer season as well.

ELA will also continue to offer its **translation facility** to support Member States in implementing information activities in a multitude of EU and non-EU languages and will work on standardising the quality of translations, for example through regular meetings with the national translation coordinators.

With the aim of making ELA information tools more accessible, the authority will continue to develop **infographics** to inform relevant target points, for instance contact points in national administrations.

ELA will continue its **cooperation with EU mobility services**, such as the Your Europe portal and the SDG team, and labour mobility information and services providers coordinated at the EU level, like Your Europe Advice, Enterprise Europe Network and Solvit, or established at the national level under EU legislation without central coordination, such as free movement bodies or national liaison offices for the posting of workers, with the aim of further streamlining and improving the accessibility of labour mobility information and services. A particular focus will be placed on raising awareness of free movement bodies as a go-to service for legal and other advice for workers and their family members. In order to facilitate users' access to labour mobility services, a concept for 'know before you go'-type events will be developed, including considering the role of social partner organisations. ELA will continue to offer to organise 'labour mobility labs', bringing together mobility service providers at the national level, with a view to informing them about applicable rules and promoting fair recruitment practices. ELA will start compiling an overview of relevant services to facilitate accessibility for the end users.

Based on the findings of a feasibility study on an information helpdesk, launched in 2024, an action plan will be developed outlining possible next steps.

Moreover, with a comprehensive and holistic approach in mind, in 2025 ELA aims to start implementing the AI-driven web tool on labour mobility information, based on the preparatory work conducted in 2023 and 2024. This digital tool aims to consolidate national and EU-level information sources, including from the European Commission, EU agencies and European social partners, and to channel the required information to the appropriate information seekers, using advanced technologies (e.g. an AI-driven chatbot). ELA will closely

cooperate with relevant counterparts in the European Commission on the development of such advanced AI-driven ICT tools.

Actions and outputs under this activity contribute mainly to achieving strategic objective 1 (SO1) 'Facilitating information and services'.

Title of the action	Action type	Output	Main regulatory area	Timeline
New actions related to the posting of workers				
Information activities targeting third-country nationals and their employers	Information provision	Information material	Posting of workers	Continuous
Exploring the possible scope of a module for a remuneration calculator	Information provision	Report	Posting of workers	Q4 2025
New actions related to the free movement of workers				
Dissemination of information on support services on seasonal work	Information provision	Information material	Free movement of workers	Continuous
Enhancing the knowledge base for information providers in seasonal work	Analysis	Report	Free movement of workers	Q4 2025
Enhancing the knowledge base on information needs related to virtual labour mobility	Analysis	Report	Free movement of workers	Q4 2025
Developing key messages for an information and awareness-raising campaign on the healthcare and long-term care sector	Information campaigns	Information material	Free movement of workers	Q1–Q4 2025
New actions related to social aspects of road transport				
Concept on the cooperation with the Safe and Secure Parking Areas network for information provision to drivers	Information provision	Concept note	Road transport	Q4 2025
Developing key messages for an information and awareness-raising campaign focused on new social legislation on road transport applicable to light commercial vehicles	Information campaigns	Information material	Road transport	Q1–Q2 2025
New actions related to social security aspects				
Developing checklists, templates or sample outlines for websites	Developing guidelines and recommendations	Guidelines/handbook/templates	Social security coordination	Ongoing

Title of the action	Action type	Output	Main regulatory area	Timeline
Actions related to information and services (for all thematic areas)				
Action plan based on the findings of the information needs analysis	Information provision	Report	All	Q4 2025
Tailor-made support to enhance information provision activities, such as website reviews and workshops on national and EU-level websites	Improvement of national information	Report	All	On demand
Developing and promoting common checklists or templates for labour mobility information	Developing guidelines and recommendations	Guidelines/ handbook/ templates	All	Continuous
Local information events	Information provision	Minutes/ summary	All	On demand
Mutual learning events on information provision, labour mobility labs	Mutual learning provision	Information material	All	On demand
Updating and promoting existing campaign material	Information campaigns	Information material	All	Continuous
Translation of information material for Member States	Translation for Member States	Translated document	All (except EURES regulation)	On demand
Developing infographics on ELA information tools	Information provision	Information material	All	Continuous
Awareness raising on labour mobility services	Information provision	Information material	All	Continuous
Developing a concept for 'know before you go' events	Information provision	Concept note	All	Q4 2025
Feasibility study on a helpdesk on labour mobility	Information provision	Analysis/ study	All (except EURES regulation)	Q2 2025
Action plan based on the findings of a feasibility study on an information helpdesk	Information provision	Report	All (except EURES regulation)	Q4 2025
Implementation of the information web tool (chatbot)	Information provision		All	Continuous

NB: Q1 etc., first quarter etc.

3.1.2. Activity 2: European Employment Services

ELA's EURES activities are mainly related to the thematic areas of the free movement of workers and aspects related to the coordination of social security.

ELA is responsible for managing the EURES ECO and is the system owner of the EURES portal. ECO will, in compliance with the EURES regulation, continue to coordinate the EURES network, and to maintain and further develop the functionalities of the portal for the external (jobseekers and employers) and internal (EURES network) users. ECO aims not only to maintain the established EURES activities, but also to improve them further in close cooperation with the network and relevant stakeholders. For this purpose, the finalisation of the overall EURES strategy for 2025–2030, developed during 2024 to provide a multiannual orientation for the future development of EURES activities, will take place in 2025.

As regards the **EURES network governance**, ECO will continue to organise the EURES Coordination Group meetings, supporting NCOs in their annual planning activities (drafting of national and ECO work programmes, including programming cycle workshop and round table meetings) and compiling the information required for

the annual activity report, and to collect the information for the PMS. Building upon the work done in previous years, reporting procedures will be further optimised in close cooperation with the network. ECO will also continue providing EURES input to the Single Market Scoreboard and the SDG.

Building on activities started since 2021, ECO will further support NCOs in their efforts to extend the network (e.g. through organising mutual learning and exchange among NCOs on the topic) and facilitate networking and exchange on specific topics (e.g. EURES service provision, digitalisation, greening, addressing specific target groups like young people and people with disabilities with a view to promoting equal opportunities) or among certain actors in the network (e.g. meetings for line managers, facilitation of bilateral meetings and study visits among NCOs or members and partners). ELA will continue to help with job matching and recruitment support in the EURES countries through, inter alia, the EURES portal or by offering them the opportunity to organise European (Online) Job Days (E(O)JD). ECO will maintain the platform, facilitate the planning and implementation of the events, and organise E(O)JD mutual learning workshops for the network.

ECO will further enhance its stakeholder relationship management by having regular exchanges and looking for active cooperation with the Directorate-General (DG) for Employment, Social Affairs and Inclusion, NCOs, EU-level social partners, the European Network of Public Employment Services, DG Communication and other relevant stakeholders. To further expand its stakeholder relationships, ECO aims to enhance its cooperation with the Committee of the Regions, Cedefop and Eurostat.

To further improve EURES's visibility, ELA will continue its communication on EURES activities at the European level and support the communication activities at the national level (including through meetings of the EURES Communication Working Group), following the newly established multiannual EURES communication strategy and the outcomes of the EURES visibility study conducted in 2024. In addition, lessons learnt from the EURES 30th anniversary communication activities will be taken into consideration when choosing communication channels, messages and specific user groups to be addressed.

In 2025, ECO will also continue to run the EURES Training Academy, including reviewing and updating the training offer and implementing the training programme as well as the annual EURES in Action event. The enhanced quality assurance mechanisms related to the training provision introduced in previous years will be maintained and, if applicable, further improved. The year will also be devoted to taking stock of the past and exploring future needs and training provision mechanisms (in cooperation with ELA capacity building), with a view to preparing a new multiannual framework contract for providing the services. The EURES network will also have access to ELA's support for staff exchanges between participating countries, to gain better insight into work organisation and procedures in partner organisations and to learn through first-hand experience of good practices.

The **EURES portal** will be operated and maintained in continuous cooperation with the technical solution provider, the European Commission's DG Employment, Social Affairs and Inclusion and DG Digital Services, and the NCOs (or their respective technical teams).

ECO will continue to provide the EURES portal helpdesk services and translations of EURES portal information.

Further actions resulting from the EURES portal strategy for 2023–2030 will be implemented, either continuing from the previous year or newly started in 2025. This might include improving the accessibility and user-friendliness of the portal, and the information available in the sections 'Living and Working Conditions (LWC)' and 'Labour Market Information (LMI)', to make them more relevant to recent trends/topics and the needs of the portal users, including employers and workers. Furthermore, the implementation activities in 2025 might relate to actions aiming to improve data quality and to establish further cooperation between the EURES portal and identified partners. As in the previous year, ECO will implement the strategy through annual implementation plans and thereby contribute to the exchange with the technical solution provider, DG Employment, Social Affairs and Inclusion, to finalise related annual technical implementation documentation (e.g. IT project charter files).

ELA will also work on using the synergies and complementarities of EURES with other ELA activities, such as communication and training (including mutual learning and exchange).

ELA considers **EURES's information strand** one of the important EU-level information portals and will include it in activities mentioned in activity 1, such as the exploration of potential improvements to EU-level information sources or reviews of national websites. In 2025, a specific focus could be on, for example, potential information gaps identified through ELA's information need analysis or on improving the information

related to virtual labour mobility on the EURES portal sections on labour market information and living and working conditions.

ELA will continue to engage in analytical activities associated with information and data from the EURES portal. It will prepare and publish data on labour shortages and surpluses under the EURES mandate, with the aim (among others) of supporting the development of NCOs' work programmes and hence of improving EURES's contribution to tackling labour market imbalances in Europe. Depending on the progress of preparatory work in previous years, 2025 could be devoted to further enhancing the reporting framework as regards content (more robust and informative data on labour market imbalances, further exploration of causes and mitigation measures) and presentation of findings. This could be explored in cooperation with Cedefop, Eurostat and Eurofound (building on joint work on the topic in 2023 and 2024), the European Network of Public Employment Services, national statistical offices and others.

Actions and outputs under this activity contribute mainly to achieving SO1 'Facilitating information and services' and SO4 'Providing intelligence and foresight'.

Title of the action	Action type	Output	Main regulatory area	Timeline
Actions related to the overall coordination of EURES				
EURES strategy for 2025–2030 and EURES communication strategy	EURES network support	Strategy document	EURES regulation	Q3 2025
Meetings of the EURES Coordination Group and its working groups	EURES network support	Minutes/summary	EURES regulation	Q1-Q4 2025
EURES 2025 programming cycle workshop and round table	EURES network support	Minutes/summary	EURES regulation	Q1-Q4 2025
National and ECO work programmes for 2025	EURES network support	Programming document	EURES regulation	Q1-Q2 2025
PMS and activity reports	EURES network support	Report	EURES regulation	Q1-Q4 2025
Input for the SDG	EURES network support	Information material	EURES regulation	Q1- Q4 2025
Input for the Single Market Scoreboard	EURES network support	Information material	EURES regulation	Q1-Q4 2025
ECO networking activities	EURES network support	Minutes/summary	EURES regulation	Continuous
Provision of the EURES Training Academy and review of training needs	EURES network support	Training plan/programme	EURES regulation	Continuous
European (Online) Job Days	EURES network support	Job fair	EURES regulation	Continuous
E(O)JD mutual learning workshops	EURES network support	Minutes/summary	EURES regulation	Q1-Q4 2025
EURES communication activities	EURES network support	Information material	EURES regulation	Continuous
EURES in Action event 2025	EURES network support	Minutes/summary	EURES regulation	Q1-Q2 2025
Support for EURES countries to expand the network and facilitation of networking	EURES network support		EURES regulation	Continuous
EURES report on labour shortages and surpluses	EURES network support, analysis	Report	EURES regulation	Q1 2026

Title of the action	Action type	Output	Main regulatory area	Timeline
Actions related to the EURES portal				
EURES portal strategy 2023-2030 implementation	EURES portal management		EURES regulation	Continuous
EURES Portal Project Charter 2025	EURES portal management		EURES regulation	Q1-Q4 2025
EURES portal operation and maintenance	EURES portal management		EURES regulation	Continuous
EURES portal helpdesk services	EURES portal management		EURES regulation	Continuous

3.1.3. Activity 3: Cooperation and NLOs Office

The authority will continue building upon the consolidated practices and tools for promoting enhanced cooperation and information exchange between the Member States, to further its work on specific thematic fields related to the key focus areas of **posting of workers, the free movement of workers, social aspects of international road transport and social security coordination**. With this objective, the authority will use both the cooperation instruments and the capacity-building instruments that are illustrated in this section.

To further strengthen and extend cooperation with specific Member States, ELA will support the formation of dedicated teams aimed at supporting the tasks and activities pertaining to a particular Member State or a group of Member States. The establishment of such teams will be implemented through the secondment of cost-free SNEs provided by the interested Member State(s). The establishment of such specific teams and the secondment of the cost-free SNEs will be contingent on the evaluation of factors such as the volumes of labour mobility, the added value of such teams for operational support, the uptake of services offered, the intensity of cooperation between ELA and the Member State(s) in question, the interest of the Member State(s) in ELA's tasks and the extent of its/their engagement in them, and the availability of resources to support such enhanced cooperation. This will be done while ensuring proportionality and the equal consideration of all Member States' needs.

In the first place, ELA will continue to provide the Member States with assistance to consolidate cross-border cooperation projects. It will promote the set-up of **regional cooperation networks for labour mobility** between groups of interested Member States, aimed at consolidating cross-border cooperation projects with multiannual strategic planning, including capacity-building activities and other common initiatives in relation to ELA's tasks. ELA will continue promoting and providing **logistical and technical support** to bilateral or multilateral meetings between national authorities and/or with the social partners, and **national and multinational events** to discuss cooperation priorities, practices and challenges for the Member States. ELA will also support **visits to ELA by national stakeholders, including authorities and social partners**, with a view to promoting better understanding of and enhancing dialogue on specific issues or activities. The network of NLOs will be crucial for the development and implementation of these initiatives. The **translation facility** will continue to support the translation of relevant documents for the purposes of internal exchange and supporting cooperation between national administrations.

ELA will continue to offer general-purpose tools and instruments to improve and facilitate the exchange of information between the Member States while complying with its reporting obligations. To promote effective exchanges, the authority will consolidate the use by the NLOs of the **application to manage requests** for support from the Member States, and will improve it where necessary. ELA will continue to **report on unresolved requests** twice a year, as mandated by Article 7(1)(e) of the ELA regulation. Based on the established **cooperation with the Solvit network**, ELA will continue offering its support, through the NLOs, to find solutions to unresolved cases in the areas of EU labour mobility and social security coordination, where relevant and indicated by the Solvit network. The NLOs may liaise with the NLOs of other Member States and the competent authorities to offer ELA's services (e.g. mediation), aiming to facilitate the resolution of such cases. ELA will also continue to provide **information to support Member States** on issues regarding the application of labour mobility law, at the request of any Member State, while developing more extensive

support to investigate cross-border cooperation practices or challenges in line with the thematic priorities of the year.

ELA will continue working on its four **mutual learning and understanding programmes** dedicated to the topical areas under ELA's remit and to its focus areas.

The **IMI-prove programme** will continue fostering more effective use of the IMI modules for the posting of workers and road transport, while the **Progress programme**, which initially focused on supporting the activities of Member States in areas related to the EESSI system, will be extended to offer general capacity-building activities, namely providing training on the EU social security coordination rules, in cooperation with the European Commission and the Administrative Commission for the Coordination of Social Security Systems. The programme will continue assisting the Member States and the European Commission on various aspects related to the ongoing work pertaining to the EESSI system, supporting continuous improvements with a focus on capacity building, sharing of good practices, mapping of national implementations and support to end users. ELA will also explore potential synergies through workshops relating to the IMI and EESSI systems and consider possible interactions from a practitioner's point of view.

Furthermore, ELA will continue and expand the activities related to cooperation in the field of the posting of workers through the **Posting 360 programme**, which is dedicated to strengthening cooperation in the field of posting of workers between Member States, European Commission and social partners, both from a labour law and a social security perspective, and in the field of transport under the **Transport Support programme**, focusing on road transport and civil aviation, as well as other transport sectors, depending on needs. The authority will further refine the Posting 360 programme considering the relevant conclusions of the report from the Commission on the application and implementation of the posting of workers directive ⁽¹⁴⁾, for example on the posting of third-country nationals or subcontracting liability. Transport Support will focus on offering training to national authorities on passenger transport and light commercial vehicles once ELA has assessed the work carried out under the programme in 2024. In addition, support will continue to be provided on the use of the ERRU system. ELA will continue monitoring and analysing the needs of its stakeholders, and in parallel will aim to modernise and supplement the above cooperation-led programmes to address in the best way possible any emerging needs and requests by the stakeholders. An **analytical report** will be prepared to explore the potential for ELA's action in a specific field. A mapping study will examine the national methods of Member States for processing portable document A1 applications concerning the posting of employees and self-employed persons under the social security coordination regulations. ELA will continue strengthening cooperation with its stakeholders. In 2025, together with the **Administrative Commission** and other bodies under its remit (in particular, the Technical Commission and the Cooperation and Conciliation Board), ELA aims to explore new areas of cooperation and continue implementing the agreed joint actions of cooperation in relation to the coordination of social security.

Actions and outputs under this activity contribute to achieving SO2 'Enabling cooperation and information exchange'.

⁽¹⁴⁾ COM/2024/320 final.

Title of the action	Action type	Output	Main regulatory area	Timeline
NLO requests for cooperation and exchange of information cases	Member States cooperation support	Written response to cases	All	Q1–Q4 2025
Translation instrument to assist cooperation and exchange of information between Member States	Member States cooperation support	Report	All	Q1–Q4 2025
Visits by NLOs to the Member States for the execution of the cooperation and liaison functions	Member States cooperation support	Minutes/summary	All	Q1–Q4 2025
National events (facilitated by the NLOs) aimed at promoting enhanced cross-border cooperation and at improving ELA's outreach in the Member States	Technical workshops	Minutes/summary	All	Q1–Q4 2025
Provision of logistical and technical support, including translation and interpretation services, and bilateral or multilateral cooperation support events, including for regional cooperation networks	Member States cooperation support	Minutes/summary	All	Q1–Q4 2025
Support to visits by national stakeholders to ELA	Member States cooperation support	Minutes/summary	All	Q1–Q4 2025
Provision of information to support Member States in the effective application of EU labour mobility legislation	Member States information exchange support	Written responses to cases	All	Q1–Q4 2025
Report(s) on unresolved requests for cooperation and exchange of information cases handled by the NLOs	Member States cooperation support	Report	All	Q1–Q4 2025
Analytical report on cooperation-relevant challenges	Analysis	Study	All	Q4 2025
Progress – mutual learning and understanding programme on EESSI	Mutual learning provision	Training/learning material	Social security coordination	Q1–Q4 2025
Posting 360 – mutual learning and understanding programme	Mutual learning provision	Training/learning material	Posting of workers	Q1–Q4 2025
Transport Support – mutual learning and understanding programme	Mutual learning provision	Training/learning material	Road transport	Q1–Q4 2025
IMI-prove – mutual learning and understanding programme	Mutual learning provision	Training/learning material	Road transport	Q1–Q4 2025

3.1.4. Activity 4: mediation

The authority will continue providing its mediation services aimed at facilitating solutions in cases of disputes between two or more Member States regarding individual cases of application of EU labour mobility law.

In 2025, on the basis of the **evaluation by the European Commission** in order to assess the experience gained, in accordance with Article 40(1) of the ELA founding regulation, and the evaluation of the effectiveness and functionality of the rules of procedure for mediation, in accordance with Article 22(1) of the rules of procedure for mediation ⁽¹⁵⁾, both carried out in 2024, the Working Group on Mediation will be reactivated, with a revised mandate to help the authority propose changes with a view to modernising and simplifying the rules of procedure, and to reflect upon recommendations resulting from the evaluation by the European Commission. Subsequently, this may necessitate a review of the **general guidelines and workflows for the mediation procedure**, as well as guidance for Member States, for mediators and the Mediation Board, and for the interaction between ELA and the Administrative Commission for the Coordination of Social Security Systems.

Moreover, the authority will continue **promoting the ELA mediation function**, as a tailor-made and voluntary mechanism offered to Member States when they have divergent viewpoints regarding individual cases of application of EU labour mobility or social security coordination legislation and are unable to resolve them through direct contact and dialogue. ELA will continue organising **information sessions** in the Member States, to increase awareness and inform the relevant institutional actors, including national authorities and social partners, about ELA's mediation procedure.

In addition, the authority will continue **building up the knowledge** of the mediation actors. On one hand, it will continue organising **training sessions** for the relevant national actors that may request the launch of a mediation procedure or be party to it. These training sessions will be tailor-made in accordance with the requirements of the requesting Member States and will also provide the option of **exercises simulating** mediation cases. The NLOs will have a central role in assisting in the organisation of these sessions. On the other hand, the appointed mediators and members of the mediation board will also take part in an **annual meeting** to share and discuss good practices and experiences gained from mediation, including by other stakeholders dealing with dispute resolution in the area of labour mobility, such as the Administrative Commission and the Solvit network. In 2025, ELA will start working on the production of an **online learning module dedicated to mediation**, to be placed on ELA's e-learning platform.

Actions and outputs under this activity contribute mainly to achieving SO2 'Enabling cooperation and information exchange'.

⁽¹⁵⁾ Decision No 17/2021 of 10 November 2021 of the Management Board on the Rules of Procedure for mediation of the European Labour Authority (ELA/MB/2021/075), https://www.ela.europa.eu/sites/default/files/2022-02/Decision%2017_2021%20ROPM_EN.pdf.

Title of the action	Action type	Output	Main regulatory area	Timeline
ELA mediation cases	Mediation process	Mediation document	All	Q1–Q4 2025
Organisation of information sessions on the use of mediation in different Member States	Training provision	Minutes/summary	All	Q1–Q4 2025
Production of online module on mediation cases	Internal governance	Inventory of documents/register	All	Q1–Q4 2025
Biannual report to the Commission on the outcome of the mediation cases	Corporate monitoring and reporting	ELA regulation report	All	Q1 and Q3 2025
Report to the Management Board on the implementation by the Member States of the opinions and recommendations delivered during the first and second stages of the mediation procedure	Corporate monitoring and reporting	Report	All	Q4 2025
Amendments to the key documents on mediation, based on the evaluation in 2024	Internal governance	Strategy/concept note/policy note	All	Q1–Q4 2025
Review of the guidance and the workflow for the mediation procedure	Developing guidelines and recommendations	Guidelines/handbooks/templates	All	Q1–Q4 2025
Annual workshop with mediators and experts from the mediation board, and other stakeholders dealing with dispute resolution in labour mobility	Technical workshops	Minutes/summary	All	Q1–Q4 2025
Coordinating and supporting the meetings of the working group on mediation	ELA working structures	Minutes/summary	All	Q1–Q4 2025

3.1.5. Activity 5: concerted and joint inspections

Under this activity, the authority will continue to coordinate and support CJIs by providing conceptual, logistical and technical support, and legal expertise, including interpretation services and translation of inspection-specific documentation. It will continue to digitalise as much as possible the established tools and procedures to facilitate the planning, execution and follow-up of inspections. In addition, if a tool enabling secure, smooth and data-protection-compliant exchange of information relevant to inspections is already in place, ELA will assess its functioning, with a view to further enhancing enforcement activities at the operational level. ELA's activities in this area will be supported by the Working Group on Inspections, in line with its updated mandate.

Thanks to its growing capacity for labour mobility analyses and risk assessments, ELA will be able to launch broad enforcement activities targeting specific problem sectors or irregularities of a cross-border nature.

Targeted training activities (covered under activity 8) will support enforcement authorities in attaining the necessary knowledge and skills to prepare and efficiently take part in joint enforcement actions. In parallel with these intelligence-led and more programmed enforcement actions, ELA will continue working closely with NLOs and Member States' authorities to identify and support any other regional, sectoral or circumstantial priority areas requiring cross-border coordination and support.

The authority will also deepen its cooperation with other EU agencies, national and sectoral partner organisations, relevant committees such as the SLIC, and other stakeholders, with the purpose of enhancing the effective application and enforcement of labour mobility rules. This will include cooperation with the relevant third countries and international organisations (e.g. the International Labour Organization) in the priority areas requiring cross-border coordination as described above.

ELA will continue supporting projects and initiatives to build the capacity of stakeholders, other than public enforcement authorities, that are active in the enforcement of the labour mobility acquis and that assist enforcement authorities to efficiently tackle cross-border irregularities.

Cross-border cooperation in enforcement in complex cases should lead to increasingly systematic and targeted CJIs, fully exploiting the potential of analyses and risk assessments available both in Member States and at ELA, and contribute to expanding their geographical and sectoral scope. ELA will emphasise the need for appropriate follow-up to inspections based on results indicated in the post-inspection reports, considering that the ultimate responsibility for sharing inspection-related data remains with the national competent authorities. The information that ELA obtains from various sources (complaints, data provided by social partners, data from previous inspections, etc.), including its own risk analyses, will be used to suggest that Member States carry out cross-border inspections, focusing on regional or sector-specific issues, systemic risks and challenges in relation to the application of relevant EU labour mobility and social security law, and any other situations falling under ELA's mandate that put at risk mobile workers' rights and/or the proper functioning of the internal labour market. Furthermore, this information will be used to identify the main compliance issues for employers, which may be further utilised in the other operational activities of ELA. Building on experience from previous years, a range of sectors (e.g. construction, agriculture, transport) and issues (e.g. posting of workers, free movement, social security coordination, cross-border undeclared work) will be covered.

Actions and outputs under this activity contribute mainly to achieving SO3 'Enhancing cross-border enforcement'.

Title of the action	Action type	Output	Main regulatory area	Timeline
Proposing CJIs to Member States	Case identification for CJIs	CJI proposal	All	Continuous
Providing conceptual, logistical, legal, technical, and analytical support to CJIs	Coordination of and support to CJIs	Completed inspection	All	Continuous
Organising enforcement activities targeting specific problem sectors or irregularities of a cross-border nature	Coordination of and support to CJIs	Completed inspection	All	Continuous
Making available new or refining existing tools and procedures to facilitate cross-border inspections, including to ensure secure information exchange	Developing guidelines and recommendations	Guidelines/templates		Q4 2025
Developing non-binding guidelines to help to enforce EU mobility legislation	Developing guidelines and recommendations	Guidelines		Q4 2025
Deepening cooperation with strategic partners, including enforcement authorities in third countries	Stakeholders' engagement			Continuous

3.1.6. Activity 6: tackling undeclared work

ELA will continue its activities supporting Member States in tackling undeclared work, while creating and exploiting synergies with the other activities of the authority, particularly the CJIs, capacity building, knowledge-sharing activities, labour mobility analyses, and risk assessment and information activities. ELA will focus on the cross-border aspects of undeclared work and continue to support Member States in relation to the national dimensions of undeclared work. Analysis of drivers of undeclared work, trends and policy developments that have an impact on the phenomenon of undeclared work in Member States will also be considered. The European Platform Tackling Undeclared Work will continue to be an important ELA working structure supporting the work in this area.

ELA aims to enhance cooperation and information exchange, including on good practices, between relevant authorities and other actors involved, to more efficiently and effectively tackle undeclared work in its various

forms, and falsely declared work associated with it, including bogus self-employment and letterbox companies. ELA will research new areas and build its knowledge base on undeclared work; among the possible topics to be covered are undeclared work in the private security services sector, and existing national laws and practices regarding employment presumption and reclassification of employment relationships. ELA will aim to further improve the capacity of different relevant authorities and actors to tackle undeclared work, and among possible topics it will cover policies and tools used to prevent and deter undeclared work, including interinstitutional cooperation within the Member States. In addition, ELA will continue supporting the exchange and cooperation between the Member States on tackling undeclared work by means of activities such as staff exchange and peer-to-peer learning. Other activities will aim to increase public awareness and knowledge of issues relating to undeclared work.

ELA will encourage Member States to step up their efforts to tackle undeclared work. It will also support developing expertise and analysis, and encourage and facilitate innovative approaches. To fulfil those objectives, the activities of the European Platform Tackling Undeclared Work will continue promoting its comprehensive approach to tackling undeclared work with a view to achieving its transformation into declared work. Relevant findings and outcomes of the work under this activity will be used when planning and implementing other operational activities.

Actions and outputs under this activity contribute mainly to achieving SO2 'Enabling cooperation and information exchange', SO3 'Enhancing cross-border enforcement', SO4 'Providing intelligence and foresight' and SO5 'Contributing to capacity building'.

Title of the action	Action type	Output	Main regulatory area	Timeline
Support for the European Platform Tackling Undeclared Work	ELA working structures	Minutes/summary	All	Q1–Q4 2025
Contributing to the development of information and awareness-raising materials	Information campaigns	Information material	All	Q1–Q4 2025
Seminars, workshops, webinars, follow-up/study visits and other mutual learning activities	Mutual learning provision	Minutes/summary	All	Q1–Q4 2025
Learning resource papers, output papers and other supporting documents created as a follow-up to mutual learning events	Mutual learning provision	Report	All	Q1–Q4 2025
Supporting the capacity of national authorities, and cooperation between them, through peer-learning dialogues and mutual assistance projects	Member States cooperation support	Report	All	Q1–Q4 2025
Analysis and studies to improve the knowledge of undeclared work	Analysis	Analysis/study	All	Q1–Q4 2025
Sharing of good practices	Good practices provision	Good practices document/collection	All	Q1–Q4 2025

3.1.7. Activity 7: analysis and risk assessment

ELA will continue carrying out analyses and risk assessments on issues related to cross-border labour mobility and social security coordination. This includes a range of tasks related to enforcement as well as information provision, EURES and capacity building.

ELA will continue to support CJIs through operational risk assessments. The analytical and risk assessment function provides analytical support to CJIs in the form of analytical reports produced at the request of Member States involved. This analytical support, included in ELA's risk assessment function and triggered by a request from national authorities involved in CJIs, can be calibrated to focus specifically on certain companies, for example those involved in posting of workers. It is also available to support decisions on the follow-up of cases

suggested by social partner organisations. The analytical function also covers work on the biannual report on CJIs.

ELA will continue developing its strategic analysis capabilities to keep track of emerging trends and identify sector-specific challenges and recurring problems in the application of labour mobility and social security legislation. As far as focused in-depth analyses and studies to investigate specific issues are concerned, ELA will finalise and publish the report on trends and challenges in the healthcare and long-term care sector, possibly also covering domestic work. In the context of strategic analysis, ELA will continue to focus on sectors or types of structures strongly associated with the posting of workers, such as labour intermediation, including temporary work agencies. ELA will also analyse the application of posting rules in the aviation sector. Such analyses will inform the activities of all ELA's operational units in 2025 and afterwards.

The collection of statistical data compiled and provided by Member States is crucial for effectively implementing the mandate to carry out labour mobility analysis. ELA will therefore continue developing cooperation with the Commission and the Administrative Commission for the Coordination of Social Security Systems on the collection and analysis of statistics on labour mobility and social security cooperation. The administrative statistics will be analysed together with data available through cooperation with Eurostat.

Closely intertwined with the analytical activities, ELA will continue organising outreach activities for national competent authorities involved in implementation and enforcement of labour mobility and social security coordination legislation in the Member States. These activities will enhance risk assessment capacities and the knowledge and mutual understanding of different systems and practices. ELA's technical workshops will contribute to the development of an analytical and risk assessment capacity in labour mobility and social security cooperation, in cooperation with Member States and, where appropriate, EU institutions, international organisations and social partners. In this context, ELA will continue to work on the use of AI and other new technologies in risk assessment, and related risks and opportunities (see also activity 10).

In cooperation with other relevant stakeholders (e.g. the European Union Agency for Law Enforcement Training, the European Union Agency for Fundamental Rights), ELA will also continue supporting and encouraging multidisciplinary cooperation between labour inspectorates and other law enforcement organisations, and building their capacity to deal with instances of labour abuse or exploitation with cross-border elements, for example, or in relation to tackling undeclared work.

To inform ELA activities and stakeholders about potential future developments as regards labour mobility, ELA will continue with strategic analysis and, where possible, foresight exercises in the form of the development of future scenarios related to labour mobility.

Finally, ELA will continue to conduct further analytical activities, where relevant, such as mapping exercises and analyses in the fields of labour mobility and social security coordination across the Union. Such analysis will inform ELA's activities supporting enforcement, information provision, capacity building and cooperation among the Member States. It will also allow for the continuous review and prioritisation of its activities in close consultation with its main stakeholders and based on their own priorities, to ensure alignment with Member States' operational needs, but also to ensure flexibility and responsiveness to any changes in the EU labour mobility and social security coordination landscapes.

Actions and outputs under this activity contribute mainly to achieving SO4 'Providing intelligence and foresight'.

Title of the action	Action type	Output	Main regulatory area	Timeline
Operational risk assessment: technical and analytical support to CJIs	Operational risk assessment	Analysis/study	All	Continuous
Technical workshops: risk assessment systems and procedures	Technical workshop	Minutes/summary	Posting of workers; Free movement of workers Social security coordination	Q1 2025 to Q1 2026
Strategic risk assessment: reports on selected relevant issues and sectors	Analysis	Analysis/study		Q1 2025 to Q3 2027

3.1.8. Activity 8: capacity building

In 2025, ELA will continue with the implementation of the capacity-building strategy, with the long-term vision of becoming, by 2030, a preferred partner for Member States in matters related to EU labour mobility, providing authoritative information and expertise on the application and enforcement of EU labour mobility law. In line with this strategy, the authority will continue supporting Member States with capacity building aimed at fostering, and improving, consistency in the application of Union law.

The authority aims to strengthen the capacity of national authorities by enhancing the knowledge, skills and capabilities of individuals, organisations or systems to perform their functions effectively across the activities covered by ELA's mandate and in the key focus areas of **posting of workers, the free movement of workers, social aspects of international road transport and social security coordination**. This includes, inter alia, the provision of training opportunities for different target groups according to their training needs, developing practical guidelines, establishing training and peer learning programmes, identifying and promoting the exchange of good practices and knowledge, promoting study visits, and a mutual understanding of different national systems and practices, as established in the founding regulation.

In 2025, Member States will continue to receive various forms of support aimed at strengthening the capacity of their national authorities in the areas of labour mobility and social security coordination. This will be ensured through, for instance, the provision of **various training programmes** to respond to emerging trends, needs and demands in the Member States, and with a view to addressing the challenges and opportunities linked to the future of work. This training will be for labour inspectorates and social partners, among others, in line with Article 11 of the founding regulation.

With a view to promoting mutual learning on the application of EU labour mobility law, the authority will aim to **promote the collection and dissemination of good practices**, experiences and knowledge in its different areas of operation. The authority will also continue developing **communities of practice**, ensuring that participants have a platform where they can remain in contact to enhance their networking and mutual learning, before, during and after capacity-building events.

Moreover, in cooperation with national authorities and the social partners where appropriate, the authority will seek to develop specialised training, common non-binding guidelines, shared definitions and common concepts, building on relevant work at the national and Union levels, for use by Member States and the social partners. From 2025, the authority will focus specifically on addressing the **identified training needs of staff members in social security institutions** who deal with the implementation of EU rules on social security coordination. Separate **annual events for national Solvit centres and targeting the national social partners** will be organised, with the topic(s) identified in consultation with Solvit at the EU level and the social partners.

The authority will continue to improve cooperation and the effective application and enforcement of EU rules in the labour market by supporting **study visits and mutual learning and assistance**. Based on the experiences gained in the previous years, these programmes will be reviewed to better meet the needs of the participants from the Member States.

Furthermore, the authority aims to increase and strengthen cooperation and create **strategic partnerships with other stakeholders** in capacity building, including with existing training facilities at the Member State and EU levels, through workshops, seminars, training courses and other events. The authority will continue to develop **e-learning modules and self-paced tools** with the aim of improving the accessibility, reach and delivery methods of the stakeholders, through the **ELA online learning platform**. Synergies with other existing online platforms will be explored to ensure a **single entry point** for all online learning offered by ELA.

In addition, the **database of experts** will continuously be reinforced and updated to ensure stable access to experts with specialised up-to-date knowledge and expertise in EU labour mobility law, including from a practical point of view, focusing on the application and enforcement of such rules, to supplement ELA's resources during capacity-building activities. The authority will also continue its efforts in guiding Member States on **potential funding opportunities** to strengthen their capacity.

For all its capacity-building activities, the authority will continue developing its **evaluation framework to assess the impact and effectiveness of the capacity-building initiatives** in each area, by collecting

feedback from participants and stakeholders and monitoring the application of acquired skills and knowledge and measuring the progress towards desired outcomes.

Finally, in line with the capacity-building strategy, ELA will start **exploring new approaches, methodologies, innovations and technologies** to enhance capacity building, through the implementation of pilot projects. For example, it will also explore possible partnerships with educational institutions and universities that can be leveraged to create specialised training programmes that can lead to **recognised certification of competences**.

Actions and outputs under this activity contribute mainly to achieving SO5 'Contributing to capacity building'.

Title of the action	Action type	Output	Main regulatory area	Timeline
Basics of EU labour mobility training – 2025	Training provision	Training/ learning material	All	Q1–Q4 2025
Modular training on cross-border inspections – 2025	Training provision	Training/ learning material	All	Q1–Q4 2025
National training in Member States (upon request)	Training provision	Training/ learning material	All	Q1–Q4 2025
Cooperation with other European and international stakeholders in capacity building	Member States cooperation support	Minutes/ summary	All	Q1–Q4 2025
Strengthening cooperation with national training centres for labour inspectors	Member States cooperation support	Minutes/ summary	All	Q1–Q4 2025
Online learning platform and production of online content	Training provision	Training/ learning material	All	Q4 2025
2025 good practices call and awards	Good practices provision	Good practices document/ collection	All	Q4 2025
Database of experts (Title in the operational plan application 'Capacity-building pool of experts')	Training provision	Training/ learning material	All	Q4 2025
Study visits exchange programme and secondment schemes in different areas	Member States cooperation support	Staff exchange	All	Q1–Q4 2025
Capacity-building event for social partners	Training provision	Training/ learning material	All	Q1–Q4 2025
Training for national Solvit centres on EU labour mobility	Training provision	Training/ learning material	All	Q1–Q4 2025
Cooperation with universities to establish a diploma course in EU labour mobility	Training provision	Training/ learning material	All	Q1–Q4 2025
Social security training	Training provision	Training/ learning material	All	Q1–Q4 2025
Interactive application to facilitate the formation of communities of practice for participants in capacity-building events	Member States digitalisation support	Training/ learning material	All	Q4 2025

3.1.9. Activity 9: social partners liaison

ELA will continue close cooperation with the social partners, which are among its key partners for the implementation of its mandate. The social partners liaison function will continue to engage with social partners in a comprehensive and structured way to enhance their cooperation and input into ELA's work. Staff dedicated to this activity will continue to carry out three basic functions: firstly, to provide a secretariat function to the Stakeholder Group to ensure its efficient and compliant functioning; secondly, to be the first contact point for European social partners; finally, to help handle the cases reported to ELA under Article 8 of the ELA regulation and facilitate social partners' engagement with ELA's operational activities. Based on experience from previous years, the procedures will be reviewed in close cooperation with the authority's inspection team.

The social partners liaison function will further deepen the cooperation with sectoral social partners in the sectors with high shares of mobile workers, specific categories of mobile workers or specific issues in the labour mobility field, which are thus subjects of ELA's sectoral focus. ELA will not only proactively seek social partners' expertise for designing and providing additional, hands-on experience on various sectors/issues in the labour mobility field, but also engage in follow-up activities to see the developments in the sectors already addressed by the authority in previous years, to see emerging trends and their impacts or to facilitate identification of the new trends or issues in specific sectors. This will be done through organising workshops, seminars and outreach events, involving social partners active in specific sectors, or proposing studies to social partners. More specifically, in 2025, preparatory activities to gather input from the social partners for the work on the healthcare and long-term care sector will be organised.

Based on further structuring of the cooperation with the sectoral social dialogue committees supported by the Commission, ELA will seek to establish with them a platform for regular exchange of information and experience, focusing on the sectors most relevant to labour mobility. ELA will also explore possibilities of holding regular exchanges with the cross-sectoral organisations at the EU level. The social partner liaison function will also look to support NLOs in outreach activities targeting the national social partners.

Actions and outputs under this activity contribute mainly to achieving SO1 'Facilitating information and services', SO3 'Enhancing cross-border enforcement', SO4 'Providing intelligence and foresight' and HO2 'Ensure sound governance of the organisation and efficient and transparent management of its resources'.

Title of the action	Action type	Output	Main regulatory area	Timeline
Coordination of cases reported to ELA by social partners	Case identification for CJIs	Written response to cases	All	Continuous
Secretariat function to Stakeholder Group	ELA working structures	Minutes/summary	All	Continuous
Workshops or seminars with social partners – follow-up workshop on Horeca	Technical workshops	Minutes/summary	All	Q4 2025
Workshops, seminars or outreach events with social partners – discussion with sectoral social partners on selected topic (e.g. long-term care)	Technical workshops	Minutes/summary	All	Q1–Q4 2025

3.1.10. Activity 10: facilitation of digital tools supporting labour mobility

Under this activity, the authority will build on the consolidated approach to its digitalisation activities introduced in 2024, covering both the existing EU system and the facilitation of its use by national authorities, and the facilitation of digital innovation. The latter will be achieved by enabling the collection and sharing of knowledge on the use of innovative technology-driven approaches to effective and efficient cross-border cooperation, easier access to information on rights and obligations regarding labour mobility, better enforcement of labour mobility rules (e.g. more targeted inspections thanks to the processing of large quantities of data), access to data and detection of fraud. Both strands are underpinned by ELA's efforts to bring together the relevant stakeholders – IT experts and IT decision-makers as well as end users and policy experts from the institutions developing and implementing labour-mobility-relevant solutions under ELA's remit.

ELA's Digitalisation Knowledge Hub will provide a comprehensive framework to share knowledge about the use of the digital tools that exist at the EU level and are relevant to labour mobility, such as IMI, EESSI or ERRU. Similarly, the knowledge hub will also provide opportunities to exchange experience with the use of innovative digital technologies, such as AI.

ELA's Innovation Facilitator will seek to support the technical aspects of digital innovation by implementing relevant practical activities (sandboxes based on business use cases identified in previous studies, hands-on technological workshops, etc.) to facilitate the practical use and implementation of digital innovation in the labour mobility field.

ELA will continue to **promote the digital tools for the exchange of information** and cross-border cooperation between national authorities in the area of EU labour mobility, in particular in the focus areas of posting of workers, road transport and coordination of social security, aiming to achieve the full potential of the **IMI system, the EESSI system** and the **ERRU**, mainly through its mutual learning and understanding programmes included under activity 3.

Building on initial experience in mapping and collecting innovative solutions supporting labour mobility, carried out in 2022 and, with a specific focus on AI, 2023, in 2024 ELA carried out a mapping exercise and organised a call for papers taking a closer look at digital solutions providing automation and interoperability, and then organised the ELA TECH Conference to take place in the first half of 2025. ELA will also engage with the national authorities to identify possible areas to map in future. ELA will also explore opportunities to further reinforce the link with the digitalisation efforts at the Union level by close coordination with the European Commission, including the need to introduce a digital tool to ensure secure communication between the enforcement authorities during CJIs.

Actions and outputs under this activity contribute to achieving SO1 'Facilitating information and services', SO2 'Enabling cooperation and information exchange', SO3 'Enhancing cross-border enforcement', SO4 'Providing intelligence and foresight' and HO1 'Deliver a fully operational, digital and future-proof organisation'.

Title of the action	Action type	Output	Main regulatory area	Timeline
Mapping of digital solutions supporting labour mobility focused on automation and interoperability	Member States digitalisation support	Mapping document	All	Continuous
ELA TechLabs	Member States digitalisation support	Minutes/summary	All	Q1–Q4 2025
ELA Sandbox – pilot use case	Member States digitalisation support	Good practices document/ collection	All	Continuous
Facilitation of knowledge sharing on digital innovative solutions and tools – database of digital solutions	Member States digitalisation support	Report	All	Q4 2025
ELA TECH Conference	Member States digitalisation support	Minutes/summary	All	Q2 2025

3.2. Horizontal activities

3.2.1. Activity 11: governance and policy coordination

Under this activity, the authority will facilitate the sound governance of the organisation, help its governing bodies to function well and ensure compliance with the legal requirements as regards programming and reporting obligations and documents. As part of sound governance, ELA will further develop its internal processes, services delivery model, business continuity framework, performance management system and related monitoring tools, and provide effective and efficient horizontal policy coordination. Externally, this function will ensure relations and engagement with relevant stakeholders at the European and national levels, fully leveraging the work of the Brussels Liaison Office. In 2025, ELA will start to implement the stakeholder strategy developed in 2024.

One of the key priorities is to ensure the good functioning of ELA's management structures (Management Board, Stakeholder Group, working groups) and efficient internal processes. Processes and procedures supporting the management structures and functioning of the governing bodies will be reviewed and adjusted where needed, reflecting the experience of previous years.

As regards planning, programming and reporting activities, ELA will continue to prepare the SPD and the consolidated annual activity report, and, as part of that work, to evaluate progress towards the set objectives and targets. Oversight of the implementation of the 2025 work programme and budget will be conducted, ensuring compliance with the regulatory framework. ELA will also look at improving its programming and reporting documents. As part of sound governance, ELA will continue to monitor the efficiency of internal processes and to implement components and improvements needed for an efficient model of service delivery.

Under policy coordination, ELA will continue to ensure adequate horizontal coordination of its operational activities, coordinate strategic policy, deepen external relations with key stakeholders (sufficient engagement with EU institutions and social partners, and aiming to conclude cooperation agreements or memoranda of understanding with relevant institutions or agencies) and implement the cooperation agreements or memoranda of understanding. Horizontal coordination of operational activities will be supported by the internal coordination structures in the form of thematic task forces and managerial committees, with the aim of ensuring better planning of specific activities, information flow between the operational units and consistent delivery of activities in line with the organisational objectives. These coordination structures will also prepare internal documents (e.g. roadmaps, action plans) to support the practical coordination of planning and delivering ELA's operational activities. The internal coordination structures correspond to the thematic areas under ELA's mandate.

ELA will also work on reinforcing cooperation with third countries, with priority given to the countries covered by the EU enlargement process and the countries most relevant to labour mobility patterns in the EU and EEA countries.

Actions and outputs under this activity contribute mainly to achieving HO1 'Deliver a fully operational, digital and future-proof organisation', HO2 'Ensure sound governance of the organisation and efficient and transparent management of its resources' and HO3 'Cultivate a values-based, inclusive and environmentally responsible organisation'.

Title of the action	Action type	Output	Main regulatory area	Timeline
Multiannual work programme for 2026–2028	Corporate monitoring and reporting	Programming document	All	Q1–Q4 2025
2024 consolidated annual activity report	Corporate monitoring and reporting	ELA regulation report	All	Q2 2025
Draft multiannual work programme for 2027–2029	Corporate monitoring and reporting	Programming document	All	Q4 2025
Operational plan implementation and monitoring	Corporate monitoring and reporting	Report	All	Continuous
Secretariat function to Management Board	Governing bodies coordination	Minutes/ summary	All	Continuous
Policy coordination – leading internal projects and task forces	Internal policy coordination	Strategy/ concept note/ policy note	All	Continuous
Free Movement Bodies Forum	Member States cooperation support	Minutes/ summary	Free movement of workers	Q1 2025
External relations – engagement related to accountability to the European institutions	Stakeholder engagement	Minutes/ summary	All	Continuous
Testing and update of business continuity plan	Business continuity management	Training/ learning material		Continuous
Internal governance framework development and monitoring	Internal governance	Internal procedures		Continuous
Implementation of ELA environmental strategy and EMAS certification	Internal policy coordination	Strategy		Q4 2025
External relations – meetings and other engagement activities with stakeholders	Stakeholder engagement	Minutes/ summary		Continuous
Concluding or updating memoranda of understanding and/or other forms of cooperation arrangements, including with third countries	Stakeholder engagement	Cooperation agreement		Continuous
Terminology project	Analysis	Database/ glossary		Q4 2025

3.2.2. Activity 12: compliance and internal control system

Under this activity, the authority will ensure that its activities are conducted in a legally compliant way and that an effective internal control system is put in place.

The legal function provides legal advice on the implementation and interpretation of the founding regulation and ELA's institutional framework and supports the compliance of the authority's activities with its regulatory framework, such as the staff regulation and the financial regulation. It also provides legal advice to ELA's operational and horizontal units concerning the legal and regulatory framework for their activities and concerning ELA's external cooperation with EU partners, third countries, international organisations and other stakeholders.

The Data Protection Officer of the European Labour Authority (ELA DPO) ensures, in an independent manner, the application of the data protection regulation for the European institutions, bodies and agencies (i.e.

Regulation (EU) 2018/1725). In particular, the ELA DPO monitors the implementation of ELA's personal data protection plan, provides information and advice to the ELA units and sectors, and investigates processing operations that are the subjects of complaints from individuals.

The tasks of the ELA DPO are divided into three main clusters: monitoring, consultative and investigative activities.

To ensure compliance with the data protection rules, the ELA DPO will continue to provide appropriate support to ELA staff and ensure proper record keeping.

Following the European Data Protection Supervisor's instructions to review the records of processing operations on a regular basis so that the related information is continuously updated, a biannual exercise of reviewing records of processing operations was launched in 2024 and will, where relevant, continue in 2025. This review exercise will help to identify new processing operation activities, recurrent issues, and systemic weaknesses and/or risks.

New specific guidelines will be issued to support ELA staff in registering personal data breaches.

Where an envisaged processing operation is likely to result in a high risk to the rights and freedoms of individuals, the unit/sector concerned has to carry out a data protection impact assessment. The ELA DPO will support the specific unit/sector to perform the specific documentation for these processes.

Consultative activities of the ELA DPO aim to inform and advise the controllers and operational controllers in ELA of their obligations under the data protection rules. This includes the ELA DPO putting in place structural guidance, to ensure a harmonised approach to data protection in ELA, in particular regarding:

- responsibilities and functions of the operational controllers;
- records of processing operations;
- privacy statements.

The internal control function aims to ensure that the authority can rely on an effective internal control system in place to optimise the organisation's performance and ability to handle risks and opportunities, while executing its tasks efficiently and complying with the applicable regulations.

Internal workflows and standard procedures will be further developed to clarify applicable procedures, responsibilities and actors. Such policies will support managerial oversight of the authority's decision-making process, ensure an appropriate information flow, and enhance control structures and compliance with the regulatory framework of the authority. The focus for the development of such workflows and procedures will result from the outcome of internal risk assessment and the identification of areas of potential internal control deficiencies, and from the audit findings and recommendations of the Internal Audit Service and the ECA.

Based on the observations from the ECA, ELA will in particular enhance its *ex ante* checks by thoroughly reviewing and formalising the process for assessing key parameters. Furthermore, ELA will assess its budgetary processes, from drafting to implementation, and identify any structural issues and analyse patterns that contribute to high rates of carry-overs and cancellations.

Actions and outputs under this activity contribute to HO2 'To ensure sound governance of the organisation and efficient and transparent management of its resources' and provide support to other objectives.

Title of the action	Action type	Output	Main regulatory area	Timeline
Complaints and inquiries	Internal control	Written responses to cases	All	Continuous
Access to documents requests	Handling of public requests and complaints	Written responses to cases	All	Continuous
Consolidating ELA's internal control framework	Risk management and compliance	Report	All	Q4 2025
Legal advice	Legal advice		All	Continuous
Monitoring the new processing operations and biannual review of the existing processing operations in ELA units/sectors	Data protection	Report		Q1–Q4 2025
Monitoring the restrictions on data subjects' rights on ELA processing activities (Article 25 of Regulation (EU) 2018/1725)	Data protection	Report		Q1–Q4 2025
Monitoring the handling of personal data breaches in line with the legal requirements	Data protection	Written responses to cases		Q1–Q4 2025
Monitoring the handling of requests by data subjects to exercise their rights under Regulation (EU) 2018/1725	Data protection	Written responses to cases		Q1–Q4 2025
Monitoring processes with external/internal processors	Data protection	Report		Q1–Q4 2025
Training/awareness courses on implementing data protection rules	Training provision	Training/learning material		Q1–Q4 2025

3.2.3. Activity 13: communication and awareness-raising campaigns

Under this activity, the authority ensures effective internal and external communication about its activities, prepares information and awareness-raising campaign material on issues under its remit and leads the EU-wide coordinated campaigns on topics related to labour mobility. In particular, a targeted information and awareness-raising campaign on social security issues arising in the context of labour mobility is planned for 2025, involving EU-level and national stakeholders.

In 2025, ELA will continue its dissemination and outreach activities and will consolidate its collaboration with national multipliers, including media, in EU Member States, as well as with EU-level stakeholders. Dedicated communication materials and activities will be produced for events, such as the ELA TECH Conference. This will be coupled with the monitoring of media and analysis of statistics from all communication and campaign activities.

ELA will continue to strengthen its digital presence compared with the previous year, implement its social media strategy to ensure that its exposure, numbers of followers and reach increase, and further consolidate its presence on the social media channels in use. The ELA website will be maintained and developed, in particular for multilingualism and accessibility.

ELA will continue to prepare EU-wide coordinated information and awareness-raising campaigns on selected labour mobility issues and aim to achieve larger-scale campaigns to reach out to broader audiences than in previous years (see also activity 1). In 2025, ELA will implement a large-scale campaign focused on social security coordination (to be delivered in Q3–Q4 2025). In the first half of 2025, ELA will continue to implement an EU-wide campaign focused on the Horeca sector.

To better target and design the campaigns, the target audience analysis, dissemination strategy, and media and social media strategy will be set up as in previous years. Campaign material in multiple languages and formats will be prepared for the campaign partners to use at the national level. ELA will conduct the campaigns in the relevant media and coordinate dedicated periods of action with the campaign partners. To further facilitate the effectiveness of the campaigns' outreach, ELA will continue to analyse the results of past campaigns and use the findings to plan future campaigns.

In addition to the large-scale campaign, smaller and targeted ELA campaigns on specific topics are planned. In 2025, the authority will implement a mini-campaign focused on light commercial vehicles and another on the posting of workers, particularly in the context of social security. As part of its information and awareness-raising activities, ELA will produce communication and information materials, which will be distributed using a number of media channels and handed out directly during inspections and at information events.

Actions and outputs under this activity contribute mainly to achieving SO1 'Facilitating information and services' and HO1 'Deliver a fully operational, digital and future-proof organisation'.

Title of the action	Action type	Output	Main regulatory area	Timeline
Targeted campaigns on emerging topics	Information campaigns	Information material	All	Continuous
Preparation of information materials on labour mobility issues	Information provision	Communications material	All	Continuous
Follow-up ELA campaign on Horeca and other sectors	Information campaigns	Communications material	All	Q2 2025
Analysis of campaign results	Information campaigns	Analysis/ study	All	Q4 2025
Delivery of EU-wide information campaign on social security coordination	Information campaigns	Communications material	All	Q3–Q4 2025
Production of information and awareness-raising campaign material (various topics)	Information campaigns	Communications material	All	Continuous
Audience analysis for EU-wide information and awareness-raising campaign	External corporate communication	Analysis/ study	All	Q1 2025
Engagement with and monitoring of media	External corporate communication	Analysis/ study	All	Continuous
Promotion of ELA conferences and events	External corporate communication	Communications material	All	Continuous
Production of corporate communication and promotional material	External corporate communication	Communications material	All	Continuous
Website analysis, development and further updates	External corporate communication	Communications material	All	Continuous
Access to media and research databases, and e-books	Media relations	Information material	All	Continuous

3.2.4. Activity 14: financial resources

Under this activity, the authority will continue working on ensuring sound financial management and the legality and regularity of its budget implementation.

This will be achieved through the following activities:

- prepare and regularly monitor annual budget;
- ensure timely budget reporting, and review reports to identify possible mitigating measures;
- provide a compliant, effective and efficient financial framework and procedures;
- prepare and regularly monitor annual procurement plan;
- provide compliant, effective and efficient procurement system and procedures;
- provide a reasonably assured true and fair view of the financial position of ELA in all material aspects.

In 2025, regular follow-up on ELA's budget and procurement procedures will be continued and strengthened to ensure its full implementation and timely and effective reporting to ELA's management and other stakeholders.

For more efficient execution of procurement procedures, ELA aims at the full use of all functionalities of the Public Procurement Management Tool and parts of the e-submission tool (e-request, e-ordering and e-invoicing).

With reference to the ELA strategy on data, the authority will also develop a set of interactive dashboards for ELA's units and stakeholders, to simplify the access and use of financial information. These dashboards cover various aspects of finance and procurement and will support planning and execution of the budget.

Actions and outputs under this activity contribute mainly to achieving HO2 'To ensure sound governance of the organisation and efficient and transparent management of its resources' and provide support to other objectives.

Title of the action	Action type	Output	Main regulatory area	Estimated end date
Ensuring excellence in financial governance	Financial management			Q1–Q4 2025
Budget plan development, monitoring and reporting	Budget management	Report		Q1–Q4 2025
Procurement plan development and monitoring	Financial management	Report		Q1–Q4 2025
Provisional and final accounts	Financial management	Report		Q2 2025
Multiannual procurement plan development	Financial management	Report		Q4 2025
Development of additional business processes, and provision of training on budgeting, finance and procurement	Training provision; financial management	Training/ learning material		Q1–Q4 2025
Cooperation with EU agencies in setting up socially responsible procurement	Internal governance	Internal procedures		Q1–Q4 2025

3.2.5. Activity 15: human resources

Under this activity, the authority will continue working on HR management to support the fulfilment of its organisational objectives and deliver operational excellence.

Attracting and retaining staff of the highest standards of ability, expertise and qualification, ensuring diversity and equal opportunities, including broader geographical representation and promoting equality between men and women, as well as inclusiveness, is a continuous priority. ELA will continue to work on recruitment, secondment, and strategic workforce planning to maintain staffing at full capacity. ELA will continue using interim services to support the organisation's needs. It will continue with its traineeship programme and explore further talent acquisition possibilities.

ELA has a significant number of SNEs, including 27 NLOs, among its total workforce. Therefore, secondment to the authority will remain a key area, and ELA will further consolidate and implement specific measures to ensure business continuity, knowledge sharing and retention, as well as to attract cost-free SNEs as a way of increasing human resources to support its expanding operations. From 2025, ELA should add SNEs from EEA countries, if the incorporation of its founding regulation into the EEA agreement is finalised. The authority will continue to implement the option for national authorities to second cost-free SNEs to ELA.

ELA will continue the consolidation and modernisation of HR processes, HR policies and HR digital tools supporting its organisational objectives and the efficient and effective delivery of its mandate. Examples include the HR intranet, further implementation of digital e-HR (following on the digital transformation of HR) and HR analytics.

ELA will continue, deepen and expand its activities in all HR areas to sustain a fully operational, future-proof, high-performing organisation, to ensure sound governance and cultivate a values-based responsible organisation.

ELA will continue implementing the HR actions from the horizontal services roadmap. One of its priorities will remain the further implementation of the talent management framework and working conditions, including aspects relating to the well-being of staff, to maintain its high performance, support employee engagement and continue to be an employer of choice. Implementation of the schooling and pre-schooling options for staff, and of targeted social measures, will continue. Assistance and support adapted to the host country will continue (i.e. implementation of relevant provisions under the Seat Agreement with the Republic of Slovakia).

Finally, ELA will continue ensuring the effective adoption and implementation of HR rules and regulations, ensuring compliance with legality, and in line with the authority's mission and objectives and the staff regulations (Article 110).

ELA will continue its social dialogue with staff, implementing informal confidential support to staff, protecting the dignity of the person, and preventing psychological and sexual harassment at work.

Actions and outputs under this activity contribute mainly to HO3 'Cultivate a values-based, inclusive and environmentally responsible organisation' and provide support to HO1 'Deliver a fully operational, digital and future-proof organisation' and HO2 'Ensure sound governance of the organisation and efficient and transparent management of its resources'.

Title of the action	Action type	Output	Main regulatory area	Timeline
Selection, recruitment, secondment and onboarding	Recruitment, selection and onboarding			Q1–Q4 2025
e-HR / HR transformation	HR administration management			Q1–Q4 2025
HR rules and policies	HR administration management	Internal procedures		Q1–Q4 2025
HR administration	HR administration management			Q1–Q4 2025
Annual appraisal exercise	Performance management			Q3 2025
Annual reclassification exercise	Performance management			Q4 2025
Organisational design and development	Performance management			Q1–Q4 2025
Well-being survey	HR administration management	Survey		Q4 2025
Workforce planning	Strategic workforce planning	Strategy / concept note		Q4 2025
Talent and knowledge management actions	Talent knowledge management			Q4 2025
Strategic learning and development plan	Talent knowledge management	Training plan/ programme		Q1 2025

3.2.6. Activity 16: ICT and corporate services

Under this activity, the authority will implement and develop its ICT policy and digital strategy to deliver necessary supplies and services to support ELA staff to operate effectively in the office environment, and to collaborate efficiently in the remote environment.

ICT infrastructure. ELA will continue to operate the ICT infrastructure, monitor the KPIs already established and assess them to ascertain whether additional performance measures are necessary or applicable. Some additional KPIs may be readily available through the cloud-based infrastructure that ELA uses. Following successful migration of all cloud broker services to self-managed services and some services available through the DIGIT Cloud II framework contract and other framework contracts, ELA will further enrich its portfolio of cloud-based services. The single cloud vendor approach will be reviewed to balance related risks and management efforts. ELA will build on its technological capabilities and strengthen the security of its infrastructure, data and data processing. The business continuity of the ICT infrastructure set-up will continue to be tested to ensure that ELA can continue work in most adverse circumstances. A specific aim is to conduct business continuity tests on at least an annual basis to ensure that aspects of the infrastructure and services that have changed during the year can continue to function normally during an incident.

Ongoing improvements to the ICT operations will be investigated through planned assessments of the security measures and services and in response to any findings of ICT studies, outcomes of third-party penetration testing and requirements of the cybersecurity regulation. This will translate into changes in the means for managing and monitoring the ICT Infrastructure, deployment of technology and services, and processes such as change management, service management, incident reporting, operational management, business continuity and critical incident management. Small upgrades of central infrastructure and end users' equipment will be required to maximise the effectiveness of infrastructure use and enable state-of-the-art means of interaction in the office, remote and hybrid environments.

ICT solutions. ELA will continue to develop ICT solutions to meet the operational and administrative needs of the authority and of its business tasks. Outsourcing development, based on the software development life cycle developed in 2022 will be a key method of delivering solutions when no product already on the market can fulfil the task. ELA changed its solution development supplier in 2024, and the strict use of the software development life cycle and related tooling will be a major factor in the success of that change. ELA will continue to depend on outsourced development, but with a strong focus on continuity by keeping the code and knowledge of the development environment in-house. The prioritisation of development will be based on the key directions of ELA's digital strategy. The approach to ICT solutions portfolio management will be developed in close conjunction with activity 10 'Facilitation of digital tools supporting labour mobility' to maximise synergies and speed up functionality development. An EU-sponsored innovation lab environment will be used to test innovative solutions and prepare proofs of concepts that can help ELA's mission.

Significant ICT resources, and resources of key stakeholders, will have to be allocated to meet the continued demands and requirements of cybersecurity and information security legislation. Cooperation with other EU institutions and the use of external consultants will be required to meet the continuing demand to fulfil these new obligations. The structural need for establishment plan resources resulting from these activities over the next few years will be assessed.

Corporate services. Ongoing maintenance of ELA premises and office-management-related services will continue to be provided under this activity. ELA will adapt its services to the growing number of staff.

Under the corporate travel services, ELA will continue to maintain its travel policies, manage and set up the MIPS application tool and booking tool, and provide related training and ongoing support to staff. Other activities conducted under corporate services involve implementing ELA's facilities-related and social policies, processes related to the ELA seat agreement, and logistical and technical support for events and meetings.

A consolidated approach to event management and related IT tools will be developed further to minimise effort for staff in operational units, to ensure that event conflicts do not occur and to give all staff visibility of events across the entire organisation.

Environmental impact. ELA will consider the environmental impact of its decisions across all sectors, in active cooperation with the procurement team in particular. It will reflect on environmental and social responsibility when launching new calls, taking due account of the impact on the environment when considering power consumption, waste products and materials consumed. Examples include printing policy, cloud services and enabling technologies that promote online collaboration and thus reduce reliance on missions. Based on the environmental review conducted in 2024, ELA will aim to develop an environmental management system and strive to achieve EMAS certification.

ELA will implement its environmental management system, which will enable better monitoring of the carbon footprint and better implementation of offsetting activities.

ELA's policy on hybrid working contributes to reducing CO2 emissions arising from staff commuting and the resulting congestion, and therefore contributes to the EU's objective of becoming climate-neutral by 2050.

Actions and outputs under this activity contribute mainly to achieving HO1 'Deliver a fully operational, digital and future-proof organisation' and HO3 'Cultivate a values-based, inclusive and environmentally responsible organisation'.

Title of the action	Action type	Output	Main regulatory area	Timeline
Facilities management	ICT governance			Q1–Q4 2025
Travel policy and management of corporate travel services	ICT governance			Q1–Q4 2025
Corporate services	ICT governance			Q1–Q4 2025
Cybersecurity risk assessment	ICT security management			Q3 2025
Corporate reporting platform implementation	ICT cloud, infrastructure and operations			Q2 2025
Migration of cloud broker framework contract services	ICT cloud, infrastructure and operations			Q3 2025

IV. ANNEXES

4. Annexes

Annex I. Organisation chart

ELA organisation chart valid as of 1 November 2023 is presented here below.



Table A1: ELA staff at 31 December 2023

Unit	TA	CA	SNE	Grand Total
Executive Director	5	2	1	8
Governance and coordination	10	1	5	16
Information and EURES	12	2	9	23
Enforcement and analysis	17	1	11	29
Cooperation support	12	1	34	47
Resources	13	8	0	21
Total	69	15	60	144

Annex II. Resource allocation per activity 2024-2027

Table 2 Resources allocation per activity

No	Activity	2024				2025				2026				2027			
		TA	CA	SNE	Budget	TA	CA	SNE	Budget	TA	CA	SNE	Budget	TA	CA	SNE	Budget
	Operational activities	45	11	54	43,248,376	45	11	54	44,668,934	53	11	46	47,211,527	53	11	46	48,190,105
1	Information and Services	5	1	5	3,703,338	5	1	5	3,812,423	7	1	3	4,054,529	7	1	3	4,147,410
2	EURES	5	3	3	12,472,716	5	3	3	13,512,423	5	3	3	14,915,570	5	3	3	15,203,110
3	Cooperation and NLOs Office	5	1	30	7,032,925	5	1	30	7,467,931	5	1	31	7,904,324	5	1	31	8,044,735
4	Mediation	2			554,607	2			600,441	2			615,369	2			628,602
5	Concerted and joint inspections	7	1	7	4,664,552	7	1	7	4,503,305	9	1	4	4,497,582	9	1	4	4,595,913
6	Tackling Undeclared Work	2	1	2	1,876,233	2	1	2	1,921,102	3	1	1	2,108,422	3	1	1	2,158,605
7	Labour mobility analysis and risk assessment	6		2	2,858,428	6		2	2,671,763	8			2,831,475	8			2,895,508
8	Capacity building	4	1	3	2,968,428	4	1	3	2,731,763	4	1	3	2,891,475	4	1	3	2,957,308
9	Social partners liaison		1		312,303		1		300,080		1		296,934		1		302,101
10	Facilitation of digital tools supporting labour mobility			1	332,303			1	500,160	1			287,614	1			292,501
11	Governance and coordination	6	1		1,526,124	6	1		1,511,542	6	1		1,873,371	6	1		1,904,307
13	Communication and awareness raising campaigns	3	1	1	4,946,417	3	1	1	5,136,002	3	1	1	4,934,860	3	1	1	5,060,005
	Horizontal support activities	17	9	1	4,112,194	17	9	1	4,325,948	19	11	0	5,030,533	19	11	0	5,103,029
12	Compliance and Internal Control	4	2	1	1,066,124	4	2	1	1,121,542	6	2		1,341,475	6	2		1,360,808
14	Financial Resources	5	3		1,218,428	5	3		1,281,763	5	4		1,509,160	5	4		1,530,909
15	Human Resources	5	2		1,066,124	5	2		1,121,542	5	2		1,173,791	5	2		1,190,707
16	ICT and facilities	3	2		761,517	3	2		801,102	3	3		1,006,107	3	3		1,020,606
	Management and support	7	0	0	1,066,124	7	0	0	1,121,542	7	0	0	1,173,791	7	0	0	1,190,707
	Management and support	7			1,066,124	7			1,121,542	7			1,173,791	7			1,190,707
	TOTAL	69	20	55	48,426,694	69	20	55	50,116,425	79	22	46	53,415,851	79	22	46	54,483,840

NB: Allocation of resources is based on the structure of 16 activities included in the annual work programme. FTEs are allocated based on their prevailing activity. The workforce allocation for 2026–2027 is initial and indicative, as the final allocation might be adjusted later. In addition, after the incorporation of the ELA regulation into the EEA agreement, additional SNEs may be provided for. The budget for each activity is allocated as the sum of the FTE equivalents for Title 1 and Title 2, and the amount allocated per activity in Title 3.

Annex III. Financial resources, 2025–2027

Table A3: Revenue

Revenues	2025 Budget	2026 Budget	2027 Budget
EU contribution	50 116 425	51 965 639	53 004 742
Other revenue	p.m.	p.m.	p.m.
Total revenue	50 116 425	51 965 639	53 004 742

Table A4: General revenues

Revenues	Executed Budget 2023	Budget 2024	Budget 2025	Variance N + 1/N (%)	Envisaged in 2026	Envisaged in 2027
1. Revenue from fees and charges						
2. EU contribution	37 462 062	48 964 912	50 116 425	2.35	51 966 000	53 005 000
<i>Of which assigned revenues deriving from previous years' surpluses</i>			934 046			
3. Third countries' contributions (including EEA/EFTA and candidate countries)					1 449 851	1 478 840
<i>Of which EEA/EFTA (excluding Switzerland)</i>					1 449 851	1 478 840
<i>Of which candidate countries</i>						
4. Other contributions						
5. Administrative operations						
<i>Of which interest generated by funds paid by the Commission by way of the EU contribution (Article 61 of the financial regulation)</i>						
6. Revenues from services rendered against payment						
7. Corrections of budgetary imbalances						
Total	37 462 062	48 964 912	50 116 425	2.35	53 415 851	54 483 840

Table A5: Expenditure

Expenditure	2024 Commitment Appropriations	2024 Payment Appropriations	2025 Commitment Appropriations	2025 Payment Appropriations
Title 1 – Staff expenditure	15 707 700	15 707 700	17 048 000	17 048 000
Title 2 – Infrastructure and operating expenditure	4 234 000	4 234 000	3 526 500	3 526 500
Title 3 – Operational expenditure	28 484 994	15 534 994	29 541 925	27 623 410
Total expenditure	48 426 694	35 476 694	50 116 425	48 197 910

Table A6: Commitment appropriations

Expenditure	Executed Budget 2023	Budget 2024	Budget 2025	VAR N + 1/N (%)	Envisaged in 2026	Envisaged in 2027
Title 1 – Staff expenditure	12 108 205	15 707 700	17 048 000	8.53	18 257 200	18 579 000
11. Salaries and allowances	9 294 365	11 465 000	12 240 000	6.76	13 412 200	13 680 400
<i>of which establishment plan posts</i>	6 246 931	7 115 000	7 100 000	– 0.21	8 800 000	8 976 000
<i>of which external personnel</i>	3 047 434	4 350 000	5 140 000	18.16	4 612 200	4 704 400
12. Expenditure relating to staff recruitment	225 553	35 000	30 000	– 14.29	40 000	40 800
13. Mission expenses	370 000	330 000	300 000	– 9.09	350 000	357 000
14. Socio-medical infrastructure	1 081 469	1 700 700	1 860 000	9.37	2 130 000	2 172 600
15. Training	178 192	400 000	440 000	10.00	460 000	469 200
16. External services	949 259	1 707 000	2 168 000	27.01	1 845 000	1 845 000
17. Receptions and events	9 367	70 000	10 000	– 85.71	20 000	14 000
Title 2 – Infrastructure and operating expenditure	4 547 470	4 234 000	3 526 500	– 16.71	4 002 412	3 988 440
21. Rental of buildings and associated costs	206 501	369 000	395 500	7.18	330 912	337 530
22. Information and communication technology	2 680 871	3 176 000	2 331 000	– 26.61	2 901 000	2 959 020
23. Movable property and associated costs	96 251	76 000	65 000	– 14.47	27 000	27 540
24. Current administrative expenditure	394 112	238 000	248 000	4.20	117 500	119 850
25. Postage	7 200					
26. Meeting expenses	2 501	75 000	187 000	149.33	326 000	244 500
27. Information and publishing	674 775	300 000	300 000	0.00	300 000	300 000
28. Other administrative expenditure	485 259					
Title 3 – Operational expenditure	20 806 387	28 484 994	29 541 925	3.71	31 156 239	31 916 400
31. Enforcement	3 519 274	5 134 716	4 610 000	– 10.22	4 910 000	5 057 300
<i>of which CJIs</i>	1 016 500	2 380 000	2 100 000	– 11.76	2 150 000	2 214 500
<i>of which analysis and risk assessment</i>	1 280 598	1 640 000	1 390 000	– 15.24	1 490 000	1 534 700
<i>of which tackling undeclared work</i>	1 222 176	1 114 716	1 120 000	0.47	1 270 000	1 308 100
32. Cooperation	2 744 216	3 550 000	3 430 000	– 3.38	3 530 000	3 635 900
<i>of which cooperation – NLOs</i>	852 536	1 550 000	1 700 000	9.68	1 700 000	1 751 000
<i>of which capacity building</i>	1 842 560	1 750 000	1 450 000	– 17.14	1 550 000	1 596 500
<i>of which mediation</i>	49 120	250 000	280 000	12.00	280 000	288 400
33. Information	11 309 178	12 825 378	13 800 000	7.60	15 281 041	15 608 300
<i>of which EURES</i>	10 677 499	10 797 378	11 750 000	8.82	13 071 041	13 332 000
<i>of which information and services</i>	631 679	2 028 000	2 050 000	1.08	2 210 000	2 276 300
34. Governance and operational communications	3 233 720	6 974 900	7 701 925	10.42	7 435 198	7 614 900
<i>of which social partners and committees</i>	157 179	160 000	139 860	– 12.59	129 250	132 000
<i>of which governance and policy coordination</i>	374 977	460 000	390 000	– 15.22	699 580	713 600
<i>of which communication and awareness-raising campaigns</i>	2 436 325	4 184 900	4 334 900	3.58	4 096 438	4 209 500
<i>of which facilitation of digital tools</i>	265 239	180 000	339 940	88.86	119 930	122 400
<i>of which operational digital solutions</i>		1 990 000	2 497 225	25.49	2 390 000	2 437 400
Total expenditure	37 462 062	48 426 694	50 116 425	3.49	53 415 851	54 483 840

Table A7: Payment appropriations

Expenditure	Executed Budget 2023	Budget 2024	Budget 2025	VAR N + 1/N (%)	Envisaged in 2026	Envisaged in 2027
Title 1 – Staff expenditure	12 108 205	15 707 700	17 048 000	8.53	18 257 200	18 579 000
11. Salaries and allowances	9 294 365	11 465 000	12 240 000	6.76	13 412 200	13 680 400
<i>of which establishment plan posts</i>	6 246 931	7 115 000	7 100 000	– 0.21	8 800 000	8 976 000
<i>of which external personnel</i>	3 047 434	4 350 000	5 140 000	18.16	4 612 200	4 704 400
12. Expenditure relating to staff recruitment	225 553	35 000	30 000	– 14.29	40 000	40 800
13. Mission expenses	370 000	330 000	300 000	– 9.09	350 000	357 000
14. Socio-medical infrastructure	1 081 469	1 700 700	1 860 000	9.37	2 130 000	2 172 600
15. Training	178 192	400 000	440 000	10.00	460 000	469 200
16. External services	949 259	1 707 000	2 168 000	27.01	1 845 000	1 845 000
17. Receptions and events	9 367	70 000	10 000	– 85.71	20 000	14 000
Title 2 – Infrastructure and operating expenditure	4 547 470	4 234 000	3 526 500	– 16.71	4 002 412	3 988 440
21. Rental of buildings and associated costs	206 501	369 000	395 500	7.18	330 912	337 530
22. Information and communication technology	2 680 871	3 176 000	2 331 000	– 26.61	2 901 000	2 959 020
23. Movable property and associated costs	96 251	76 000	65 000	– 14.47	27 000	27 540
24. Current administrative expenditure	394 112	238 000	248 000	4.20	117 500	119 850
25. Postage/telecommunications	7 200	—	—	—	—	—
26. Meeting expenses	2 501	75 000	187 000	149.33	326 000	244 500
27. Information and publishing	674 775	300 000	300 000	0.00	300 000	300 000
28. Other administrative expenditure	485 259	—	—	—	—	—
Title 3 – Operational expenditure	9 703 528	15 534 994	27 623 410	77.81	43 945 673	29 919 050
31. Enforcement	2 279 479	3 816 994	5 287 061	38.51	5 697 500	4 951 925
<i>of which CJIs</i>	818 167	1 714 994	2 065 032	20.41	2 237 500	2 191 925
<i>of which analysis and risk assessment</i>	669 461	1 022 000	1 590 341	55.61	1 940 000	1 490 000
<i>of which tackling undeclared work</i>	791 851	1 080 000	1 631 688	51.08	1 520 000	1 270 000
32. Cooperation	1 601 617	3 020 000	3 898 103	29.08	4 630 000	2 925 185
<i>of which cooperation – NLOs</i>	678 986	920 000	1 778 636	93.33	2 300 000	1 700 000
<i>of which capacity building</i>	671 036	2 000 000	1 752 506	– 12.37	2 050 000	1 037 725
<i>of which mediation</i>	251 595	100 000	366 961	266.96	280 000	187 460
33. Information	4 891 117	6 018 000	11 989 053	99.22	23 011 500	14 489 936
<i>of which EURES</i>	4 116 364	5 318 000	9 095 813	71.04	21 255 000	12 236 841
<i>of which information and services</i>	774 753	700 000	2 893 240	313.32	1 756 500	2 253 095
34. Governance	931 314	2 680 000	6 449 193	140.64	10 606 673	7 552 004
<i>of which social partners and committees</i>	8 252	175 000	100 456	– 42.60	123 993	131 038
<i>of which governance and policy coordination</i>	67 155	300 000	623 475	107.83	534 727	708 693
<i>of which communication and awareness-raising campaigns</i>	855 907	1 500 000	4 484 310	198.95	5 662 685	4 169 928
<i>of which facilitation of digital tools</i>	—	295 000	441 414	49.63	77 285	121 536
<i>of which operational digital solutions</i>	—	410 000	799 538	95.01	4 207 984	2 420 810
Total expenditure	26 359 203	35 476 694	48 197 910	35.86	66 205 285	52 486 490

The 2025–2027 SPD, including the 2025 ELA annual work programme, is equivalent to a financing decision for the activities it covers, in line with Article 72 of ELA's financial rules. The implementation of the decision is subject to the availability of budget appropriations for the 2025 financial year.

Administrative appropriations will be implemented without a prior financing decision, in line with Article 72(1) of ELA's financial rules.

The estimated global budget reserved for procurements related to the operational activities referred to in Part III of this document is EUR 47 500 000 ⁽¹⁶⁾.

⁽¹⁶⁾ Estimated value of four-years contracts.

Table A8: 2025 procurement plan

<	Type of procurement service	Type of contract	Estimated amount for four years
Activity 2 EURES	Service	FWC, SC	17,000,000
Activity 6 Tackling undeclared work	Service	FWC, SC	17 000 000
Activity 5 C.JIs	Service	FWC, SC,OF	10 000 000
Activity 8 Capacity building	Service	FWC, SC, OF	1 500 000
Activity 11 Governance and policy coordination	Service	FWC, SC, OF	3 000 000
Activity 13 Communication and awareness-raising campaigns	Service	FWC	16 000 000

NB: FWC, framework contract; OF, order form; SC, specific contract.

Annex IV. Human resources – quantitative

FWC, framework contract; OF, order form; SC, specific contract.

Table A9: Staff population and its evolution – overview of all categories of staff

Staff	Year N – 1 (2023)			Year N (2024)	Year N + 1 (2025)	Year N + 2 (2026)	Year N + 3 (2027)
	Authorised budget	Filled as of 31 December 2023	Occupancy rate (%)	Authorised staff	Envisaged staff	Envisaged staff	Envisaged staff
Administrators (AD)	52	50	96	52	52	62	62
Assistants (AST)	15	15	100	15	15	15	15
Assistants/secretaries (AST/SC)	2	2	100	2	2	2	2
Total establishment plan posts	69	67	97	69	69	79	79
External staff	FTE authorised budget	FTE as of 31 December 2023	Execution rate (%)	Envisaged FTE 2024	Envisaged FTE 2025	Envisaged FTE 2026	Envisaged FTE 2027
Contract agents (CAs)	15	14	93	20	20	22	22
Seconded national experts (SNEs)	60	59	98	55	55 (a)	48	48
Total external staff	75	73	97	75	75	70	70
Total staff	144	140	97	144	144	149	149

(a) Depending on the finalisation of the incorporation of the ELA regulation into the EEA agreement, 3 SNEs may be added, so the total number will be 58.

Other human resources

Table A10: Structural service providers

	Actually in place as of 31 December N – 1 (2023)
Security	
IT	5
Other (specify) EURES	3
Other (specify) Communication	1
Other (specify)	

NB: Service providers are contracted by a private company and carry out specialised outsourced tasks of a horizontal/support nature. At the Commission, the following general criteria should be fulfilled: (1) no individual contract with the Commission; (2) on the Commission premises, usually with a personal computer and desk; (3) administratively followed by the authority (badge, etc.); and (4) contributing to the added value of the Commission.

Table A11: Interim workers

	Total FTEs in year N-1 (2023)
Number	14

Table A12: Multiannual staff policy plan, years *N + 1*, *N + 2* and *N + 3*

Function group and grade	Year <i>N – 1</i> (2023)						Year <i>N</i> (2024)		Year <i>N+1</i> (2025)		Year <i>N+2</i> (2026)		Year <i>N+3</i> (2027)	
	Authorised budget		Modifications in 2023 (flexibility rule)		Actually filled as of 31 December 2023 ^(a)		Authorised budget		Envisaged		Envisaged		Envisaged	
	Perm. posts	Temp. posts	Perm. posts	Temp. posts	Perm. posts	Temp. posts	Perm. posts	Temp. posts	Perm. posts	Temp. posts	Perm. posts	Temp. posts	Perm. posts	Temp. posts
AD 16	—	—	—	—	—	—	—	—	—	—	—	—	—	—
AD 15	—	—	—	—	—	—	—	—	—	—	—	1	—	1
AD 14	—	1	—	—	—	1	—	1	—	1	—	—	—	—
AD 13	—	—	—	—	—	—	—	—	—	—	—	—	—	—
AD 12	—	—	—	—	—	—	—	—	—	1	—	2	—	5
AD 11	—	3	—	2	—	5	—	5	—	4	—	3	—	1
AD 10	—	3	—	-2	—	0	—	1	—	1	—	2	—	4
AD 9	—	1	—	1	—	3	—	5	—	5	—	11	—	13
AD 8	—	14	—	-1	—	11	—	14	—	14	—	21	—	14
AD 7	—	10	—	—	—	10	—	8	—	8	—	16	—	18
AD 6	—	18	—	1	—	19	—	18	—	18	—	6	—	6
AD 5	—	2	—	-1	—	1	—	—	—	—	—	—	—	—
AD TOTAL	0	52	0	0	0	50	0	52	0	52	0	62	0	62
AST 11	—	—	—	—	—	—	—	—	—	—	—	—	—	—
AST 10	—	—	—	—	—	—	—	—	—	—	—	—	—	—
AST 9	—	—	—	—	—	—	—	—	—	—	—	—	—	—
AST 8	—	—	—	—	—	—	—	—	—	—	—	—	—	—
AST 7	—	—	—	—	—	—	—	—	—	—	—	—	—	—
AST 6	—	—	—	—	—	—	—	—	—	—	—	1	—	2
AST 5	—	1	—	1	—	2	—	2	—	6	—	7	—	11
AST 4	—	6	—	—	—	5	—	12	—	9	—	7	—	2
AST 3	—	8	—	-1	—	8	—	1	—	—	—	—	—	—
AST 2	—	—	—	—	—	—	—	—	—	—	—	—	—	—
AST 1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
AST TOTAL	0	15	0	0	0	15	0	15	0	15	0	15	0	15
AST/SC 6	—	—	—	—	—	—	—	—	—	—	—	—	—	—
AST/SC 5	—	—	—	—	—	—	—	—	—	—	—	—	—	—
AST/SC 4	—	—	—	—	—	—	—	—	—	—	—	—	—	—
AST/SC 3	—	—	—	—	—	—	—	—	—	2	—	2	—	2
AST/SC 2	—	2	—	—	—	2	—	2	—	—	—	—	—	—
AST/SC 1	—	—	—	—	—	—	—	—	—	—	—	—	—	—
AST/SC TOTAL	0	2	0	0	0	2	0	2	0	2	0	2	0	2
TOTAL	0	69	0	0	0	67	0	69	0	69	0	79	0	79
GRAND TOTAL	69		0		67		69		69		79		79	

^(a) Modification to the establishment plan within the flexibility rule. The data include reclassified staff in 2023.

External personnel

Table A13: Contract agents

Contract agents	FTE corresponding to the authorised budget for N – 1 (2023)	Executed FTE as of 31 December N – 1 (2023)	Headcount as of 31 December N – 1 (2023) ^(a)	FTE corresponding to the authorised budget for N (2024)	FTE corresponding to the authorised budget for N + 1 (2025)	FTE corresponding to the authorised budget for N + 2 (2026)	FTE corresponding to the authorised budget for N + 3 (2027)
Function Group IV	9	6	6	14	14	17	17
Function Group III	6	8	9	6	6	5	5
Function Group II	—	—	—	—	—	—	—
Function Group I	—	—	—	—	—	—	—
TOTAL	15	14	15	20	20	22	22

^(a) Including one CA FG III FTE – temporary replacement assignment under Article 38(2) of the financial regulation.

Table A14: Seconded National Experts

SNEs	FTE authorised budget for 2023	Executed as of 31 December 2023	Headcount as of 31 December 2023	FTE authorised budget for 2024	FTE authorised budget for 2025	FTE authorised budget for 2026	FTE authorised budget for 2027
TOTAL	60	59	59	55	55 ^(a)	48	48

^(a) Depending on the finalisation of the incorporation of the ELA regulation into the EEA agreement, 3 SNEs may be added, so the total number will be 58.

Additional cost-free SNEs may be seconded to the authority. For 2025, the authority preliminary expects up to 10 cost-free SNEs.

Annex V. Human resources – qualitative

Recruitment policy

Table A15: Implementing rules in place

		Yes	No	If no, which other implementing rules are in place
Engagement of CA	Model Decision C (2019)3016	x		
Engagement of TA	Model Decision C (2015)1509	x		
Middle management	Model decision C (2018)2542	x		
Type of post and post titles	Model Decision C (2018)8800	x		

Appraisal and reclassification

Table A16: Implementing rules in place

		Yes	No	If no, which other implementing rules are in place
Appraisal of TA	Model Decision C (2015)1513	x		
Appraisal of CA	Model Decision C (2015)1456	x		
Reclassification of TA	Model Decision C (2015)9560	x		
Reclassification of CA	Model Decision C (2015)9561	x		

Table A17: Reclassification of temporary staff (TA)A / promotion of officials:

Grades	Average seniority in the grade among reclassified staff				
	Year N – 3 (2021) (°)	Year N – 2 (2022)	Year N – 1 (2023)	Actual average over five years	Average over five years (according to Decision C(2015)9560)
AD05	—	1.6	1.6	—	2.8
AD06	—	—	—	—	—
AD07	4	—	1.4	—	2.8
AD08	—	—	2.4	—	3
AD09	—	—	—	—	—
AD10	3	1.2	1.4	—	4
AD11	—	—	—	—	—
AD12	—	—	—	—	—
AD13	—	—	—	—	—
AD14	—	—	—	—	—
AST1	—	—	—	—	—
AST2	—	—	—	—	—
AST3	—	2.1	1.6	—	3
AST4	—	2	1.3	—	3
AST5	—	—	—	—	—
AST6	—	—	—	—	—
AST7	—	—	—	—	—
AST8	—	—	—	—	—
AST9	—	—	—	—	—
AST10 (Senior assistant)	—	—	—	—	—
AST/SC1	—	—	—	—	—
AST/SC2	—	—	—	—	—
AST/SC3	—	—	—	—	—
AST/SC4	—	—	—	—	—
AST/SC5	—	—	—	—	—

(^a) ELA's first reclassification exercise for TAs was carried out in 2021.

Table A18: Reclassification of contract staff (CA)

Function group	Grade	How many staff members were reclassified in year N – 1 (2023)	Average number of years in grade of reclassified staff members	Average number of years in grade of reclassified staff members according to Decision C(2015) 9561
CA IV	17	—	—	Between 6 and 10
	16	1	1.8	Between 5 and 7
	15	—	—	Between 4 and 6
	14	—	—	Between 3 and 5
	13	—	—	Between 3 and 5
CA III	11	—	—	Between 6 and 10
	10	2	1.8	Between 5 and 7
	9	1	1.2	Between 4 and 6
	8	1	1.2	Between 3 and 5
CA II	6	—	—	Between 6 and 10
	5	—	—	Between 5 and 7
	4	—	—	Between 3 and 5
CA I	2	—	—	Between 6 and 10
	1	—	—	Between 3 and 5

NB: ELA's 1st reclassification exercise for CAs was carried out in 2022.

Gender representation

Table A19: Data as of 31 December 2023 – statutory staff (only TA and CA)

Staff		Temporary Agents		Contract agents		Grand total	
		%	Staff	%	Staff	%	Staff
Female	Administrator level (AD & FG IV)	29	43	4	29	33	41
	Assistant level (AST & FG III)	12	18	6	43	18	22
	Total Female	41	61	10	71	51	63
Male	Administrator level (AD & FG IV)	21	31	2	14	23	28
	Assistant level (AST & FG III)	5	7	2	14	7	9
	Total Male	26	39	4	29	30	37
Grand Total		67	100	14	100	81	100

Table A20: Changes in gender balance in middle management

	N – 1 (2023)		N (2024)	
	Number	%	Number	%
Female managers	2	33	2	33
Male managers	4	67	4	67

NB: Heads of Unit and the Executive Director. If Heads of Sector are included, the ratio of female to male managers is 47 % to 53 %.

Geographical Balance

These are explanatory figures to highlight nationalities of staff (split between administrator / CA FG IV and assistant / CA FGs I–III).

Table A21: Data as of 31 December 2023 – statutory staff only (TA and CA)

Nationality	AD + CA FG IV		AST/SC- AST + CA FG I–		TOTAL	
	Number	% of total staff members in AD and FG IV categories	Number	% of total staff members in AST SC/AST and FG	Number	% of total staff
Austrian	4	7	0	0	4	5
Belgian	1	2	0	0	1	1
Bulgarian	3	5	2	8	5	6
Croatian	2	4	0	0	2	2
Czech	4	7	1	4	5	6
Dutch	1	2	0	0	1	1
Finnish	1	2	0	0	1	1
French	1	2	0	0	1	1
German	3	5	0	0	3	4
Greek	1	2	1	4	2	2
Hungarian	2	4	3	12	5	6
Italian	4	7	1	4	5	6
Latvian	1	2	0	0	1	1
Lithuanian	1	2	2	8	3	4
Luxembourgish	1	2	0	0	1	1
Maltese	1	2	0	0	1	1
Polish	4	7	2	8	6	7
Portuguese	4	7	0	0	4	5
Romanian	4	7	3	12	7	9
Slovak	12	21	9	36	21	26
Spanish	1	2	1	4	2	2
Total	56	100	25	100	81	100

In 2023, ELA increased the geographical representation among TAs and CAs to 21 nationalities.

Table A22: Trend over five years in the most represented nationality (TA, CA)

	N – 2 (2022)		N – 1 (2023)	
	Number	%	Number	%
Slovak	13	21	21	26

Schooling

Table A23: Agreements in place with European school(s)

Agreement in place with the European School(s)	Contribution agreements signed with the European Commission	
	Yes	No
Contribution agreements signed with the European Commission on type I European schools		x
Contribution agreements signed with the European Commission on type II European schools		x

NB: Number of service contracts in place with international schools: 17.

Description of any other solutions or actions in place. Schooling is a key factor in fostering multilingualism and enabling ELA to attract and retain diverse qualified staff. The authority will continue recruiting on the broadest possible geographical basis from among the nationals of the Member States. In the area of the seat of the authority, there is no European school. Therefore, the authority is continuing to implement the Management Board decisions on costs of schooling and pre-school facilities for the children of ELA staff.

Annex VI. Environmental management

While the authority has implemented several steps towards EMAS certification, its overall environmental policy and management system have to be defined more fully. In 2024, ELA finalised the environmental review and analysis. This project provided, among other things, an overview of the applicable legal requirements, the first legislative evaluation of compliance, the identification of interested stakeholders and interested parties, and scrutiny of the building. It also analysed environmental aspects, considering parameters such as energy use, greenhouse gas emissions, material consumption, waste management, water management, air emissions, soil and biodiversity, transport and mobility procurement, and training of staff. The review concluded that, while the set-up of environmental procedures in ELA is at a very good level, a formal environmental management system (EMS) has not been implemented so far. Several procedures and operations that are in place were identified as needing to be integrated into the implementation of the envisaged EMS (see the next paragraph for some of the measures and procedures implemented so far). The environmental review also identified several proposals for the improvement of the EMS, such as setting up environmental objectives, assessing the trend in environmental KPIs, formalising the environmental policy and assigning an environmental team with defined roles and with the task of pursuing EMAS certification. To address these recommendations, ELA launched a project to design its environmental policy and prepare for EMAS certification. The objective is to finalise EMAS certification in 2025, actively monitor the authority's environmental performance and adjust measures to implement the environmental strategy.

The seat of the authority is in a newly constructed building, Landererova 12, completed in 2018. This building received the Leadership in Energy and Environmental Design gold certificate. The building uses 32 % less primary energy and 50 % less drinking water than conventional buildings, resulting in a total consumption of energy of 75 kWh/m² per year, with primary energy: 116 kWh/m² per year; CO₂ emissions 13.9 kg/m² per year. Features include recharging stations for e-cars, showers and changing rooms for cyclists, and good connections to surrounding cycle routes.

As a joint tenant of the building, the authority intends to integrate its certified management systems with those already installed by the landlord, as an effective way of managing resources more efficiently in the context of the authority's sustainability strategy. It will simplify several activities associated with these systems' maintenance and improvement. Those integrated management systems could have the following certifications: International Organization for Standardization (ISO) 9001 (quality), ISO 27001 (information security), ISO 10002 (complaints handling), Occupational Health and Safety Assessment Series (OHSAS) 18001 (health and safety), European standard (EN) 170001 (universal accessibility) or ISO 14001 (environmental management). They could also be registered with EMAS.

To maintain a sustainable environment, the authority has already implemented some initiatives contributing to limiting its environmental impact. Examples are as follows.

- The authority has adopted a printing policy that discourages physical printing and aims to reduce colour printing, by limiting the number of colour printers to one. Personal printers are not permitted on the premises.
- The authority avoids ICT infrastructure on the premises, taking greater advantage of cloud services, thereby sharing power consumption with other customers.
- The authority promotes digitalisation and enabling technologies that promote online collaboration, thus reducing the reliance on missions and the toll these have on the environment.
- Technical equipment meets the requirements of Leadership in Energy and Environmental Design certification parameters such as efficiency of cold production or water consumption in sanitary facilities.
- The authority promotes the sorting of recyclable waste and has set up appropriate containers on the premises for collecting the various types of recyclable waste.
- The authority aims to reduce its carbon footprint. It is tracing the carbon footprint of its missions. The establishment of the Brussels Liaison Office should also offset several missions carried out to Brussels.
- The authority supports green modes of transport by contributing to the expenses incurred by its staff for the use of such transport.
- Green public procurement will be anchored in the authority's calls for tenders, to engage service providers and vendors in aiming for environmental excellence.

Annex VII. Building policy, 2025

Table A24: Details of rented ELA premises in 2025

Building name and type	Location	Surface area (m ²)			Rental contract					Host country (grant or support)
		Office space	Non-office space	Total	Rent (EUR/year)	Duration of the contract (years)	Type	Termination clause (yes/no)	Conditions attached to the termination clause (if applicable)	
Landererova 12, administrative building	Landererova 12, Bratislava 1, 81109, Slovakia	3 436.70	1 282.40	4 719.10	1 200 ⁽¹⁾	20	Sublease	Yes	If ELA ceases to exist, if ELA relocates, if Slovakia ceases to be an EU Member State ⁽²⁾	Slovakia

⁽¹⁾ As of the 11th year of the contract, ELA will pay regular rent.

⁽²⁾ There are further conditions attached to these events depending on whether they occur in the first 10 years of the sublease or not.

The provisions for the seat of the authority are established by Decision (EU) 2019/1199 ⁽¹⁷⁾ and the headquarters agreement between ELA and the Government of the Slovak Republic. ELA moved to its permanent location in Bratislava, Slovakia, in September 2021. In the premises of Landererova 12, ELA has a lettable floor space of 4 719.1 m², of which approximately 1 282.4 m² is dedicated to a conference centre for ELA. The building was newly constructed in 2018 and ELA is the first tenant of its assigned floors. The building fits the authority's needs for its specific installations, equipment, conference centre and office space. The office space and infrastructure were gradually made available during 2021, and the conference facilities were finalised in Q2 2022. Possible future adjustments of the premises will consider the experience with its current use and further calibration to the authority's needs.

The lease for Landererova 12 lasts 20 years, with an option to break the lease under certain circumstances.

The building has a shared tenancy arrangement, with the authority occupying 4 floors of the available 14 lettable floors.

⁽¹⁷⁾ ELA takes note of the decision of the Court of Justice of the European Union in Case C-743/19, *European Parliament v Council*. ELA will respect all future steps taken by the competent EU institutions on that matter.

Annex VIII. Privileges and immunities

The negotiations for the headquarters agreement with the Government of the Slovak Republic as the host Member State were finalised in mid July 2021. The joint signature of the agreement took place on 4 October 2021. Under its provisions, Slovakia provides full compliance with the protocol on the privileges and immunities of the European Union in terms of ELA staff and their relatives, and Slovakia has also granted temporary tax measures that will facilitate the integration of ELA staff in Bratislava.

Annex IX. Evaluations

ELA's evaluation policy currently consists of a mixture of ex ante and ex post controls (involving following the four eyes principle, verification of the financial circuits, operational and financial verification functions, and exceptions reporting) and a modular approach rather than the conventional ex ante / interim / ex post evaluation approach, focusing on the activity level of the work programme, and relying on narrative reports linked to the specific activities.

ELA collects and reports on various other metrics to support efficient and effective operations at the process and functional levels, notably regarding its communication and its financial performance.

Monitoring is carried out internally, including by the Management Board, which is informed at least two times per year of the status of the implementation of the annual work programme. ELA has also consolidated its monitoring tools to provide regular updates to its management, building on the operational plan developed in previous years. Finally, the Management Board conducts an annual analysis and assessment of the Executive Director's activity report.

KPIs are used to evaluate the overall and long-term success of ELA. Indicators are in place to evaluate the success of a particular objective of an activity ELA is engaged with, linked to the work programme.

According to Article 40 of the founding regulation, the Commission was to assess the authority's performance in relation to its objectives, mandate and tasks by 1 August 2024. The authority supported the process when requested by the Commission (e.g. by providing evaluation data). Once the evaluation report is finalised, the authority will take into account its recommendation.

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

Organisational management

ELA is headed by the Executive Director, who is accountable to the Management Board. The Management Board consists of a member from each Member State, two members from the European Commission, an independent expert appointed by the European Parliament and four members from EU-level social partners, two representing the trade unions and two representing the employer organisations. The Management Board also has several observers from European Free Trade Association (EFTA) member states and ELA's EU sister agencies.

The Management Board provides the strategic orientation of ELA and adopts ELA's SPD, the annual budget, and the consolidated annual activity report on ELA's activities and other activities related to working groups and expert panels. The Management Board meets at least two times a year to ensure good governance of ELA's activities.

The Executive Director is responsible for management of the authority.

Internal control

The Executive Director – supported by managers and the internal control and legal functions – oversees the internal control systems within each unit/function. At the level of units, all managers are accountable for the achievement of objectives, and report in accordance with the applicable reporting arrangements within ELA.

ELA implements the internal control framework adopted by the Management Board in December 2020. The framework comprises 5 internal control components and 17 principles and is based on the internal control framework of the European Commission. KPIs for monitoring the internal control framework have been adopted, and the annual assessment of ELA's internal control system for the 2023 financial year has been performed. ELA is continuously strengthening its internal control system, including by relying on the recommendations of the Internal Audit Service, ECA and an external audit company. ELA has introduced an internal horizontal task force to increase the expertise and knowledge on financial processes and internal control issues within ELA.

ELA carries out an annual risk assessment, considering the residual risk environment in which the authority operates and specific activities and processes. At the corporate level, the assessment exercise involves the Executive Director and management supported by the internal control function. During the year, the risk register, the risk action plan and related reporting are regularly reviewed, with feedback provided to senior management.

Since 2022, ELA has taken part in the peer review exercise on risk management in decentralised agencies launched by the European Commission. ELA has in place an internal procedure to report and register nonconformity events, which are reported yearly to the Executive Director. To support its ethical and organisational values, ELA has adopted and implements the following key ELA documents: Management Board Decision No 5/2022 on the code of good administrative behaviour, Management Board Decision No 3/2021 on ELA's anti-fraud strategy and Management Board Decision No 11/2021 on guidelines on whistleblowing.

ELA's updated anti-fraud strategy for 2024–2026, adopted by Management Board Decision No 16/2023 of 21 November 2023, aims to provide a framework addressing the issue of fraud at the authority with the overall purpose of improving the detection, punishment and prevention of fraud, and will support ELA's ongoing efforts to further reduce fraud committed against the EU budget. The action plan attached to the strategy formulates the actions to be taken to implement it, which will cover all the stages of the anti-fraud cycle: prevention, detection, investigation and corrective measures.

Every staff member is to submit a certificate of good conduct or lack of a criminal record before taking up their duties.

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

Not applicable.

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

The ELA regulation stipulates that representatives from third countries that apply EU law in areas covered by the regulation may participate in the meetings and deliberations of the Management Board as observers. Therefore, the EEA/EFTA countries have been invited to ELA Management Board meetings from the outset.

Regarding EEA countries, the process of incorporating the ELA regulation into the EEA agreement has progressed substantially during recent years. The incorporation was adopted by the joint committee at the end of 2023⁽¹⁸⁾, and it is expected that it will enter into force soon. Its entry into force will allow the full participation of Liechtenstein, Iceland and Norway in ELA's activities, for instance appointing NLOs or conducting CJIs in the territory of EEA countries. Even before the incorporation, given the importance of EEA countries to the single market and following a request by the EFTA Secretariat, EEA countries have been allowed to participate in the ELA working groups (inspections, mediation, information) since 2021. In light of the progress of the ELA regulation's incorporation into the EEA agreement, ELA has allowed the participation of EEA countries in a wide range of its activities and tools. The EEA countries also participate as observers in the European Platform Tackling Undeclared Work. Finally, as ELA manages the EURES ECO, the EEA countries and Switzerland participate in EURES activities.

Financial contributions by the EEA/EFTA countries are set by the EEA agreement (Protocol 31) and based on annual proxies. Pending confirmation of any such contributions, having in mind the expected entry into force of ELA incorporation, the ELA budget indicates what is pro memoria. Until the incorporation of the ELA regulation into the EEA agreement, any costs incurred for any of the activities in which EEA countries have been allowed to participate on an ad hoc basis prior to the incorporation of the ELA regulation into the EEA agreement should be borne by the countries concerned.

The participation of Switzerland in ELA activities beyond the Management Board can only take place once the EU–Switzerland agreement on the free movement of people is amended. Advance participation such as that granted to the EEA countries is thus not possible at this stage.

Beyond the EEA countries and Switzerland, ELA focuses on cooperating with the candidate countries, with a twofold objective: firstly, to support fair and effective labour mobility within the Union and, secondly, to support the process of accession to the EU. This approach also reflects the Commission's call⁽¹⁹⁾ to further intensify the participation of enlargement countries in EU agencies, including collaboration with ELA. The authority's interaction with third countries has been based either on an ad hoc approach, such as visits by experts from the third countries to ELA, or on their participation in expert capacity in ELA's events, where relevant. ELA has been working towards more structured cooperation with candidate countries, piloting such an approach with the Republic of Moldova. The cooperation arrangement is expected to be finalised and made operational during 2025. This will be followed by a similar mode of cooperation with other interested candidate countries.

ELA has also continued ad hoc working relations with international organisations, be it through joint projects or mutual participation at the meetings (e.g. with the International Labour Organization or the Organisation for Economic Co-operation and Development, strictly following ELA's mandate. Some activities have been intensified, particularly regarding the Russian war of aggression against Ukraine.

Cooperation with third countries and international organisations, including concluding instruments of cooperation, will be based on close coordination with the European Commission and guidance from the ELA Management Board, and will respect the applicable legal framework, particularly Article 42 of the founding regulation.

⁽¹⁸⁾ Decision of the EEA Joint Committee No 319/2023 of 8 December 2023 amending Annexes V (Free movement of workers) and VI (Social security) and Protocol 31 (On cooperation in specific fields outside the four freedoms) to the EEA agreement [2024/1409].

⁽¹⁹⁾ COM(2024) 146 final.



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