



ELA Consolidated Annual Activity Report 2025

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Management Board Assessment

The Management Board of the European Labour Authority (ELA or Authority) takes note of the *Consolidated Annual Activity Report 2025* prepared by ELA for the 2025 financial year and submitted for adoption to the Management Board on 05/05/2025, in accordance with Article 22(4), point (e), of the ELA regulation (EU 2019/1149). The Management Board provides herein its assessment of the report, as required by Article 18(1), point (c), of the ELA regulation.

The Management Board, based on its analysis and assessment of the *Consolidated Annual Activity Report 2025*, recognises the accomplishments of the Authority in delivering on its mandate and achieving the objectives set out in the Single Programming Document for 2025–2027, particularly the 2025 Work Programme. The Management Board takes note of ELA's 2025 achievements and would like to particularly highlight the following:

- The establishment of the Platform against undeclared work, which celebrates its 10 anniversary in 2026, coupled with establishment of ELA and Platform's integration to Authority in 2021, have resulted in the tremendous strides. Many inspectorates and supervisors whose focus was only national before, are now interacting and cooperating across borders. A decade ago, cross-border contacts regarding fair labour were mainly limited to neighbouring countries, now contacts, exchange of data and professional interactions are truly European in nature. This presents and immeasurable quantum leap in institutions' outlook and analysis, in the exchange of knowledge and enforcement practices.
- For the fifth year in a row, there was an increase in the number of concerted and joint inspections (CJIs) - in 2025, ELA supported 138 CJIs. This represents a 17% increase over 2024 (117 CJIs) and is now the highest number of CJIs in a single year since ELA's establishment. The Management Board appreciates that in 2025 all EU Member States were involved in CJIs and that better cross-border cooperation between labour inspectorates and police or transport authorities was observed. The Management Board also appreciates the constantly growing number of targeted inspections and the analytical support of the Authority
- The improvement in the outreach of EU-wide campaigns addressing the HORECA sector and social security, including the use of new communication tools, such as a separate campaign landing page or the mobile-first approach. The Management Board recognizes the Light Commercial Vehicle campaign as a good example of a proactive response to legislative changes in the transport sector.
- Appreciates the implementation of the EURES Portal Strategy. In particular, a new element on country information on employment and support for persons with disabilities was introduced on the EURES portal.
- The growing number of Authority's analytical outputs is well noted, including the increased operational analysis to support the concerted and joint inspections within the limits of ELA's mandate.
- Intensive cooperation with other agencies and the deepening of operational cooperation with other bodies and networks were ongoing in 2025. Furthermore, ELA successfully signed its first cooperation agreement with an EU candidate country, the Republic of Moldova.
- The extension of mutual Learning and Understanding programmes to cover free movement of workers and the continuous contribution of all programmes (POSTING 360, TRANSPORT SUPPORT, IM-PROVE and PROGRESS) to reinforcement of cooperation between Member States when applying the labour mobility rules.

- Appreciates the Authorities' efforts to prepare an Action Plan to address the lessons learned following the first evaluation prepared by the European Commission.
- Appreciates further advances on the development of the digital tools to increase efficiency of the Authority's external PROGRESS portal or database of experts, and further development of the ELA chatbot and remuneration tools.

Almost all planned activities in the 2025 work programme were fully implemented; however, there were certain activities which were not fully implemented, including:

- The further steps towards EMAS certification; however, recognizes that it has not been completed yet and encourages the Authority to step up its effort to complete it in 2026.
- Despite several information initiatives having progressed, the projects related to information needs and seasonal work have not been completed in 2025;
- The further integration of ELA's activities was recognized as one of the lessons learned identified during ELA's evaluation. The Management Board, in this context, invites ELA to further invest in coordination and better integration of its activities.
- Staff turnover exceeded 11 per cent in 2025, including the departure of three heads of unit. The Management Board calls on measures supporting ELA's attractiveness and retention of staff, including full support for the further conversion of SNEs into temporary agent posts.
- A low number of post-inspection reports were submitted (only 32 reports were submitted for 138 CJIs), hindering the comprehensive analysis. The Management Board calls on national authorities to submit post-inspection reports, as provided for in the founding regulation, to strengthen the follow-up to inspections.

The Board also notes that the percentage of implemented activities slightly decreased to 93.5% in 2025 from 95% in 2024. However, the Management Board recognises that the number of outputs is becoming more stable following the Authority's full resources being made available.

The Management Board acknowledges that the ELA's performance in its fifth year of activity reflects an operationally robust authority, which has largely and consistently delivered on the priorities set out in the SPD 2025–2027.

The Management Board notes that ELA has no critical issues to report.

The ELA Management Board, having concluded the above assessment, taking into account Article 18(1), point (c), of the ELA regulation, hereby instructs the Secretariat of the Management Board to finalise the process. Namely, to submit the *Consolidated Annual Activity Report 2025*, together with this assessment, to the European Parliament, the Council of the European Union, the European Commission and the European Court of Auditors, and to make the report public by 30 June 2026.

For the Management Board

Chairperson of the Management Board

Executive summary

In 2025, the European Labour Authority (ELA) completed its second full year operating with its full human and financial resources. The year was marked not only by the further consolidation and expansion of ELA's activities, but also by the Authority's first evaluation, which assessed its effectiveness in delivering on its mandate and identified areas for continued development. ELA further strengthened its work across its six strategic objectives: (1) facilitating access to information and services; (2) enabling cooperation and information exchange; (3) enhancing cross-border enforcement; (4) providing intelligence and foresight; (5) contributing to capacity building; and (6) delivering operational excellence.

In the area of information and awareness raising, ELA concluded the #FairHORECAinEU campaign and, in October 2025, launched the new EU-wide awareness-raising campaign #EU4SocialSecurity, focusing on the social security rights and obligations of mobile workers and their employers. Preliminary results indicate strong engagement, exceeding previous campaigns, with final results expected at the campaign's conclusion in early 2026. Alongside these initiatives, ELA continued to organize local information events, support labour mobility labs, and enhance coherence between information activities and operational actions.

ELA continued to support and coordinate the European network of Employment Services (EURES). ELA continued to actively support the human. During the year, EURES further enhanced the provision of country-specific information, including the introduction of content on employment and support for persons with disabilities. The EURES portal was further developed in line with its long-term strategy, supporting increased visibility and use of EURES services across Member States. ELA also provided support for job matching and recruitment, inter alia, by organising European Job Days (EJD).

The Authority continued to support cooperation and information exchange among national authorities. Through its mutual learning and understanding programmes, including POSTING 360, TRANSPORT SUPPORT, IMI-PROVE and PROGRESS, ELA continued to facilitate structured cooperation on the application and enforcement of EU labour mobility rules. ELA also continued to offer its mediation services and prioritised strengthening the effectiveness and usability of the mediation procedure.

In 2025, ELA supported 138 concerted and joint inspections (CJIs), representing a further increase compared to the previous year and the highest number supported since the Authority's establishment. All inspections focused primarily on transport and construction, while also expanding into new sectors such as care and real estate. The majority of inspections were targeted, addressing specific risks or irregularities, and were complemented by eight thematic weeks of action across several sectors.

ELA also strengthened its analytical capacity in 2025. Two strategic reports related to social security coordination were published, alongside the annual EURES labour shortages and surpluses report. In addition, ELA delivered fourteen operational analytical reports, including analyses supporting CJIs at the request of Member States.

Capacity-building activities continued to expand in line with ELA's capacity-building strategy with the objective of strengthening the administrative capacity of Member States and fostering a common understanding of EU labour mobility rules. In 2025, ELA delivered a broad range of stabilised training programmes, study visits and mutual learning activities

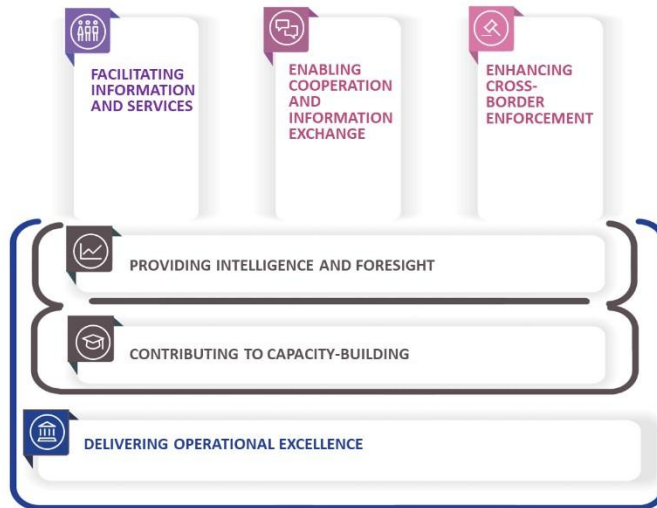
Finally, ELA continued to enhance its internal governance and operational performance. High levels of budget execution and staff occupancy were maintained, internal coordination structures were further strengthened, and digital transformation efforts advanced both operationally and organisationally. In parallel, ELA intensified cooperation with EU institutions, agencies, social partners and external stakeholders, including the signature of its first cooperation agreement with one of the candidate countries.

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**Part I. Achievements
in 2025**

Multiannual Strategic objectives and key performance indicators

The European Labour Authority (ELA) has successfully implemented all planned actions under its six strategic objectives for the 2024 Annual Work Programme. Additionally, most of the Key Performance Indicators (KPIs) set for the 2023-2025 period have reached or exceeded their targets ahead of the 2025 deadline.



Strategic objective 1 – facilitating information and services

Achievements:

- Comprehensive awareness and information-raising initiatives continued across Member States, further improving access of workers, employers and social partners to reliable information on rights and obligations under EU labour mobility and social security coordination rules.
- The EURES portal was further optimised, leading to a 10% increase in unique visitors and a 63% increase in total page views compared to 2024.
- Job-matching functionalities were enhanced, resulting in 93% successful job fairs
- Translation requests were processed on time, ensuring multilingual accessibility for labour mobility resources. The ‘Labour Mobility Labs’ format was expanded, with three thematic sessions organised – two of which were a follow-up to the 2024 edition – and participation from eight Member States.

Positive takeaways:

- Increased clarity and accessibility of information empowered workers and employers to make decisions and achieve voluntary compliance.
- Structured peer learning enhanced the quality of national information and service provision.

Strategic objective 2 – enabling cooperation and information exchange

Achievements:

- Four mutual learning and understanding programmes (POSTING 360, IMI-PROVE, TRANSPORT SUPPORT and PROGRESS) were implemented to support cooperation and the effective application of EU labour mobility legislation.
- Workshops on the posting of third-country nationals were completed, resulting in the preparation of the ELA Handbook on National Legislation and Practices Concerning the Posting of TCNs.

- The PROGRESS Portal supporting the implementation of the EESSI system was launched, attracting nearly 700 registered users from Member States.
- Nine bilateral and multilateral cooperation meetings and seven online meetings were organised to strengthen administrative cooperation between Member States.
- ELA supported Member States in tackling undeclared work through the European Platform Tackling Undeclared Work, including studies, webinars, workshops, peer-learning dialogues and study visits.

Positive takeaways:

- Mutual learning initiatives and cooperation platforms strengthened trust and knowledge exchange among national authorities and social partners and other stakeholders.
- The support for the use of digital tools and platforms (IMI, ERRU, eFTI and EESSI) improved the efficiency and reliability of cross-border information exchange.
- Capacity-building activities enhanced enforcement knowledge and promoted innovative approaches to tackling undeclared work and labour mobility challenges.
- Continued bilateral and multilateral dialogue helped authorities address practical cross-border labour mobility challenges more effectively.

Strategic objective 3 – enhancing cross-border enforcement

Achievements:

- ELA supported **138 concerted and joint inspections (CJIs) in 2025**, representing a **17% increase compared to 2024** and the highest number of CJIs supported in a single year.
- CJIs supported by ELA resulted in **checks of approximately 7,284 workers and 527 companies** across multiple sectors.
- ELA expanded CJIs to **new sectors including care and real estate**, while continuing strong enforcement activity in transport, construction and HORECA.
- Two new **inspection subgroups** were established under the Working Group on Inspections: one focusing on **large events** and another addressing **cross-border social security fraud**.
- Revised **Guidelines for CJIs** were endorsed to simplify procedures, improve reporting and facilitate cooperation between Member States, supported by the development of new digital case-management tools
- 9 analytical reports were prepared at the request of Member States in preparation for inspections.
- 1 CJi was initiated following ELA proposal.

Positive takeaways:

- Cross-border enforcement cooperation between national authorities continued to grow, with participation from all EU Member States and an increasing number of competent authorities.
- The better targeting of the cross-border inspection led to improved inspection efficiency and encouraged greater participation from national authorities
- Cooperation with EU enforcement networks such as **RoadPol, AQUAPOL or EU agencies, such as EUROPOL** strengthens operational coordination at EU level.
- Sustained enforcement presence contributed to deterrence of non-compliance.

Strategic objective 4 – Providing intelligence and foresight

Achievements:

- Two **strategic reports** on social security coordination and digital cross-border services were published, contributing to ELA's thematic focus on social security coordination.

- ELA produced **14 operational analytical reports**, including **nine analyses supporting concerted and joint inspections and two regular reports on CJI outcomes**.
- Analytical projects were completed on **labour inspectorates' competences related to human trafficking** and on a **methodology to identify letterbox companies**.
- In cooperation with the **EU Fundamental Rights Agency**, ELA published a **guidebook for labour inspectors on identifying labour exploitation**.
- Eight **technical workshops and report launch events** were organised to support data collection, risk assessment methods, fraud detection and analysis of complex cross-border cases.

Positive takeaways:

- Operational analysis provided **practical support to national authorities**, particularly in the preparation and evaluation of concerted and joint inspections.
- Collaboration with EU agencies and experts enhanced **knowledge sharing and multidisciplinary approaches to tackling labour exploitation and fraud**.
- Technical workshops helped authorities **improve risk assessment methods and analytical capacities**, including the use of digital tools and AI techniques.
- Strategic reports and thematic analyses contributed to **greater understanding of emerging labour mobility trends and enforcement challenges across the EU**.

Strategic objective 5 – contributing to capacity building

Achievements:

- Annual and modular **training programmes for inspectors and officials** were organised, including courses on EU labour mobility basics and cross-border inspections.
- **59 study visits across 26 Member States** were facilitated, involving over **500 participants**, to promote exchange of practices and cooperation.
- ELA expanded its **digital learning tools**, including new online courses and the e-Learning Platform, which reached **over 1,000 users**.
- Cooperation with **universities, social partners and national training centres** was strengthened through specialised courses and knowledge-sharing initiatives.

Positive takeaways:

- Training and capacity-building initiatives strengthened the **administrative capacity of national authorities** to apply EU labour mobility rules effectively.
- Growing participation in trainings, study visits and online learning reflects **increasing demand for practical knowledge and cooperation**.
- Digital tools and knowledge-sharing platforms improved **accessibility of training resources and exchange of good practices**.

Strategic objective 6 – delivering operational excellence

Achievements:

- Budget execution and staff occupancy remained at a high level, ensuring sound financial management and optimal resource utilisation.
- Digital transformation progressed both organisationally and operationally, streamlining workflows and data management.
- In 2025, ELA continued to expand its operational scope under the SPD 2025-2027, maintaining a high rate of execution of planned initiatives.
- The external relations of the Authority were further developed to other agencies as well as third countries

Positive takeaways:

- Strong governance and financial discipline ensured reliable delivery of the mandate.
- Digitalisation reinforced transparency, accountability and service quality.
- ELA demonstrated sustained growth in operational capacity while maintaining performance standards.

During the year, the Authority planned a total of 634 operational initiatives, of which 593 were successfully implemented. Although the overall number of delivered outputs slightly decreased compared to 2024 (626), the sustained high level of delivery demonstrates ELA’s solid operational capacity and its ability to fulfil its mandate. The results confirm the Authority’s strengthened role in facilitating labour mobility and responding effectively to evolving challenges within the EU.

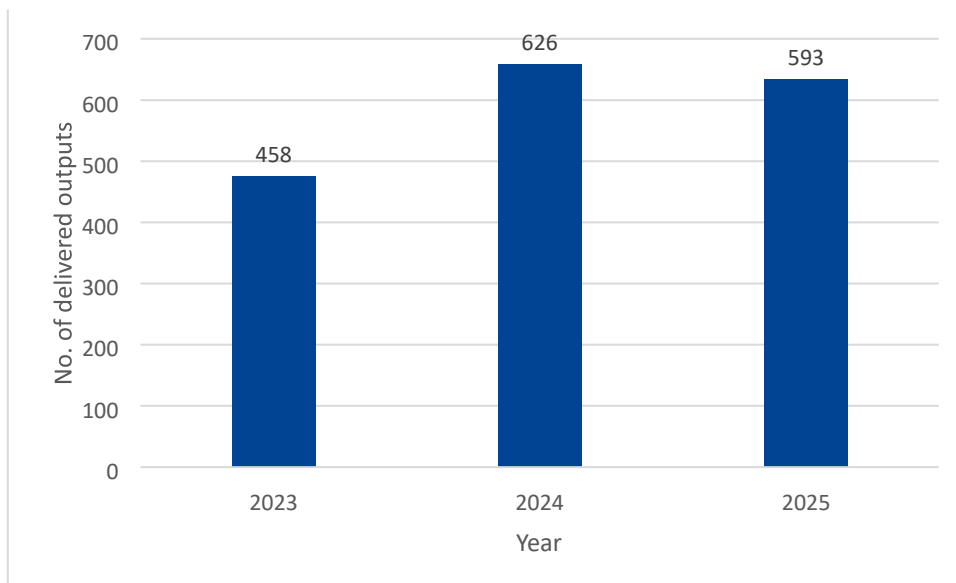


Figure 1 No. of delivered outputs by year

1.1. Activity 1 – Information and services

Under the information and services activity, ELA facilitates access to information on labour mobility for individuals, workers, employers and social partner organisations, and to relevant services to improve the availability, quality and accessibility of information on rights and obligations related to cross-border and transnational labour mobility. ELA’s activities in this field are supported by the Working Group on Information.

In 2025, ELA continued advancing its mission to facilitate access to information and services pertaining to labour mobility across the EU. As part of its respective activities, ELA completed 146 initiatives successfully, focusing on all four regulatory areas of ELA’s mandate: posting of workers, freedom of movement of workers, social aspects of international road transport and social security coordination. The Authority further substantiated and expanded established activities while launching new ones based on demands expressed by stakeholders as well continued gap analysis.

Posting of workers and social aspects of international road transport

ELA continued to contribute to improving national websites and information material on the posting of workers, including those in road transport, by reviewing national sources in a structured and comparable manner. The pool of potential sources and users was constantly expanded, e.g. by a structured call to stakeholders such as national labour inspectorates. The Authority developed targeted checklists for end-users, i.e. workers and employers,

supporting them with relevant guidance on aspects such as documentary requirements in posting or genuine self-employment. Such support was further granted by facilitating tailored information events as well as mutual learning opportunities on information strategies for national authorities and social partners. The development of additional key messages for the information and awareness raising campaign on the construction sector was halted due to limited resources.

Delivering on the need for further transparency with respect to applicable remuneration of posted workers, ELA launched preparations for piloting a remuneration tool focussed on freight transport drivers in the road transport sector with the support of national administrations and social partners.

Further activities on the road transport sector included information session online as well onsite (roadshows) to effectively inform drivers and operators. In preparation for the upcoming application of the regulations of Mobility Package I to Light Commercial Vehicles (LCVs), ELA developed key messages and materials for a campaign. A concept was developed to further strengthen dissemination of information materials through the Safe and Secure Parking Areas network.

Free movement of workers

ELA continued its activities related to facilitating access to information and services by organising information events and mutual learning workshops in Member States. The topics covered included, among others, information provision on specific topics to vulnerable communities of mobile workers, with bilateral participation of experts and information providers from interested Member States. Information events involved multipliers rather than end users, to maximise impact. Training on the use of social media in information provision to mobile workers and their employers piloted in January were very well accepted and saw three iterations in 2025, with concepts for 2026 and beyond being developed.

Several studies on the free movement of workers, such as mapping of support instruments on seasonal work and a study on information needs of online platform work done in cooperation with Eurofound, were conducted and will serve in the design of future activities. Furthermore, preparatory steps were taken to map support instruments on return mobility in Member States.

Finally, based on the results of a survey among national stakeholders to identify existing multi-stakeholder fora dealing with the topic of transnational labour mobility (so called 'joint forums on labour mobility') conducted in 2023, a proposal of ways in which ELA can further support them was shared with the identified forums.

Social security coordination

In 2025, ELA further implemented information and services activities related to social security coordination aspects. ELA continued the joint multi-annual programme of activities with the Administrative Commission on improving the online provision of information about the obligations of employers and self-employed persons related to registration for insurance and payment of social security contributions. New website reviews were conducted for two applicant Member States, to result in individual review reports with recommendations for enhancement of the respective information provision, while the collection of the relevant good practices identified during the systematic reviewing process has started. Additionally, in the 2025 Call for Good practices, four examples of good practices (from Belgium, Finland, Portugal, and Slovenia) were selected and published on ELA website.

ELA consistently incorporated aspects of social security coordination in over 13 local information events or mutual learning and exchange activities on information provision (e.g., information on PD A1 in construction events, Labour Mobility Lab on frontier workers etc.), as well as in the preparation of the incoming information and raising awareness campaigns.

Horizontal information and services activities

Key messages for the social security coordination campaign to be run in 2025-2026 and for the long-term care campaign to take place in 2026 were developed: for the latter, preparatory work, including consultations, desk research and focus groups were done in 2025.

‘Labour Mobility Labs’ launched in 2024 continued, each with a distinctive topic, such as frontier work or return mobility. They gathered representatives of labour mobility services – EURES, SOLVIT, the Enterprise Europe Network, Your Europe Advice, national liaison offices for the posting of workers and free movement bodies – but also other relevant factors such as tax and residence authorities, social security institutions and a cross-border partnership.

Through the Translation Facility for Information ELA continued supporting Member States in making information materials available in different languages. To ensure the quality of these services, the corporate terminology glossary project initiated in 2022 continued in 2025 as well.

In January 2025, ELA began developing a pilot solution for a so-called ‘webtool on labour mobility information’ using existing technologies such as Azure, SharePoint and RAG, and defining the business scope and relevant sources for its knowledge base. The pilot focused on the posting of workers, utilising reliable official online resources. Internal user acceptance testing among ELA staff was followed by expert testing by external experts.

ELA also finalised a study on information needs of mobile workers, their families and employers to better understand their information requirements as well as information consumption behaviour. The findings will contribute to designing effective ELA information tools and custom-fit support to Member States and social partners. Following up on requests by social partners, ELA finalised a feasibility study on a help desk on labour mobility information to explore whether and how such a service could be developed and provided by the Authority. Aspects such as operating models, service profile, ELA’s mandate and legal implications, and necessary resources were assessed.

As part of this activity, 157 actions were initiated for 2025, with 146 successfully implemented, as outlined below.

Title	Thematic Area(s)	Action Type	Output Type	No of outputs
Information and awareness raising campaign on social security coordination - scope and key messages	Social security coordination	Information campaigns	Information Material	1
Mapping support services on seasonal work	Free movement of workers	Facilitating access to information	Mapping document	1
Information needs analyses on labour mobility and information initiatives (all topics/areas/target groups)	All	Analysis	Analysis / Study	project not yet completed
Information and awareness raising campaign in the construction sector - preparation of additional key messages	Posting of workers	Information campaigns	Information Material	0
Support of Working Group on Information	All	ELA working structures	Meetings	2

Enhancing the knowledge base for information providers in seasonal work		Analysis	Report	project not yet completed
Feasibility study on a helpdesk on labour mobility	All	Facilitating access to information	Analysis / Study	1
Enhancing the knowledge base on information needs related to virtual labour mobility		Analysis	Report	1
Concept on the cooperation with the Safe and Secure Parking Areas network for information provision to drivers	Road transport	Facilitating access to information	Strategy / Concept Note / Policy Note	1
0 (contractual)		Facilitating access to information	Information Material	0
Developing a concept for 'know before you go' events	All	Facilitating access to information	Information Material	1
Awareness raising on labour mobility services	All	Facilitating access to information	Information Material	1
Exploring the possible scope of a module for a remuneration calculator	Posting of workers	Facilitating access to information	Mapping document	1
Mutual learning events on information provision, Labour Mobility Labs	All	Mutual learning provision	Events	7
Promoting existing information material	All	Information campaigns	Information Material	1
Translation of information material for Member States	All	Translation for MSs	Translated documents	92
			Translation requests	74
			Language versions	393
Action plan based on the findings of the information needs analysis	All	Facilitating access to information	Report	project not yet completed
Local information events	All	Facilitating access to information	Events	14
Information activities targeting Third Country Nationals and their employers	Posting of workers	Facilitating access to information	Strategy / Concept Note / Policy Note	1
Dissemination of information on support services on seasonal work	Free movement of workers	Facilitating access to information	Information Material	Project not yet completed

Developing and promoting common checklists or templates for labour mobility information	All	Developing Guidelines & recommendations	Guidelines / Handbook / Templates	2
Implementation of the information web tool (chatbot)	All	Facilitating access to information	Report	2
			Strategy / Concept Note / Policy Note	1
Developing key messages for an information and awareness raising campaign focused on new social legislation on road transport applicable to LCVs	Road transport	Information campaigns	Information Material	2
Developing key messages for an information and awareness raising campaign on the longterm care sector	Free movement of workers, Undeclared work, Posting of workers	Information campaigns	Strategy / Concept Note / Policy Note	1
Tailor-made support for Member States to enhance information provision activities, e.g. website reviews and workshops on national and EU-level websites	All	Improvement of national and EU information	Report	10

1.2. Activity 2 – EURES

ELA is responsible for managing the EURES European Coordination Office (ECO) and is the system owner of the EURES portal and of the European Job Days (EJD) platform. The Authority continued to facilitate the coordination the EURES network, composed of the European Commission, National Coordination Offices (NCOs), EURES Advisers and staff of EURES Members and Partners, and to maintain and further develop the functionalities of the EURES portal and the EJD platform, hereby providing services for jobseekers, employers and EURES network users.

As regards the governance of the EURES network, ELA organised, chaired and followed up on the EURES Coordination Group (ECG) meetings and its related working group meetings. It supported EURES NCOs in their annual planning activities, in introducing information on the performance of their EURES national networks and in collecting the information for the Performance Measurement System (PMS). Several improvements were introduced in this context, and mutual learning sessions / workshops were organised.

From a strategic perspective, ECO engaged, in close cooperation with the EURES network, in preparatory work for drafting a EURES strategy 2030 – work that started in 2024. This entailed a series of analytical studies, and interviews with external stakeholders. The ad hoc working group - established in 2024 for the development of the strategy - supported the consolidation of the first draft strategy submitted for review to the ECG. Adoption of the strategy is foreseen in 2026.

ELA continued to assist in NCOs’ job matching and recruitment support work by facilitating the organisation of 26 European Job Days (EJD). To further support this, ELA maintained and improved the respective online platform.

ELA engaged in a wide spectrum of communication activities and supported the EURES countries in their outreach activities, for example through the provision of communication support for local campaigns (social and traditional media buying, goodies, multiple activities, and Canva or the exchange of experiences). For the 2025 EURES communication campaign focusing on university and VET students, trainees, apprentices and NEETs, a comprehensive package of communication and awareness-raising activities has been developed, including influencer marketing, traditional media at European level, stakeholder reach on VET and Universities organisations, among other activities. This campaign full range of activities is to be completed in March 2026.

From a forward-looking perspective, the EURES communication strategy 2030 was developed and annexed to the EURES strategy 2030 – pending approval by ECG in 2026.

ELA also continued its activities related to the EURES Academy. Along with the continuous provision of training offers, new webinars were developed, and the quality assurance mechanisms for the training programme were further enhanced. The EURES in Action 2025 attracted about 150 participants and integrated master classes and networking formats, such as market stalls run by the EURES countries – successfully piloted in 2024.

Throughout 2025, ELA oversaw the EURES portal’s operation, focusing on the identification of business needs, translating them into technical specifications and liaising with the technical solutions provider for their implementation. Following the EURES portal strategy 2023 – 2030, these actions included next to technical improvements also the implementation of the synergies between EURES and Europass, as well as the extension of the information provided under ‘Living and working’ with a new element for EURES country information on ‘Employment and support for persons with disabilities’. In addition, ELA, in cooperation with the portal’s technical solution provider, started the exchange and preparation with national EURES representatives of the upcoming, multi-annual exercise to update the EURES data structure for a more efficient and effective implementation of the portal.

Under this activity, 156 actions were initiated for 2025, and 152 of them were successfully implemented, as detailed below.

Title	Thematic Area(s)	Action Type	Output Type	No. of outputs
Information sessions	Free movement	EURES network support	Information Material	3
EURES Line Managers Meetings	Free movement	EURES network support	Meetings	1
Ad hoc Working Group (WG) [EURES strategy 2025-2030 development] meetings	Free movement	EURES network support	Meetings	2
EURES strategy 2025-2030 development: EURES Human network activities	Free movement	EURES network support	Analysis / Study	4
IOC Meeting	Free movement	EURES network support	Meetings	2
EURES Portal Project Charter 2025	Free movement	EURES portal management		1
EURES portal helpdesk services	Free movement	EURES portal management		1
EURES portal strategy 2023-2030 implementation	Free movement	EURES portal management		1

EURES portal operation and maintenance	Free movement	EURES portal management		1
EURES Programming Cycle Workshop 2025	Free movement	EURES network support	Meetings	1
EURES Programming Cycle Roundtable 2025	Free movement	EURES network support	Meetings	1
Input for the Single Market Scoreboard	Free movement	EURES network support	Information Material	1
Input for the Single Digital Getaway	Free movement			2
ECG Meetings		EURES network support	Meetings	4
National and ECO Work Programs 2026 and assessment	Free movement	EURES network support	Programming Document	2
PMS report 2024	Free movement	EURES network support	Report	2
PMS report S1/2024	Free movement	EURES network support	Report	1
EURES network Activity report 2024	Free movement	EURES network support	Report	0
EURES communication working group meetings	Free movement	EURES network support	Meetings	4
EURES Training Academy	Free movement	EURES network support	Training plan / programme	2
			Training events	71
			Reports	69
			Participants	1408
EOJD Mutual Learning Workshops	Free movement	EURES network support	Events	2
European (Online) Job Days	Free movement	EURES network support	Job Fair	26
Input for the Single Digital Gateway	Free movement	EURES network support	Information Material	1
EURES Communication activities	Free movement	EURES network support	Social media posts, articles, newsletters, etc.	2123
			Information Material	54
			Trainings	6

EURES in Action Event 2025	Free movement	EURES network support	Report	1
Extension of the EURES network and facilitation of networking among them	Free movement	EURES network support	Events	1
ECO networking activities	Free movement	EURES network support	Report	1
Review of past and future training needs	Free movement	EURES network support	Event	0
Training Coordinators' Working Group meeting	Free movement	EURES network support	Trainings	1
			Meetings	3

1.3. Activity 3 – Cooperation and National Liaison Officers’ Office

In 2025, ELA further consolidated and specialised its four mutual learning and understanding programmes (MLUPs) in the areas of posting of workers, social security coordination, social aspects of road transport, and EU level digital tools supporting cooperation and exchange of information in the area of EU labour mobility. All activities under the programmes were designed and implemented in close collaboration with the European Commission to support the effective application of the relevant EU legislation. At the same time, ELA continued to assist Member States by supporting bilateral and multilateral initiatives in cooperation with national authorities.

In the field of posting of workers, the **POSTING 360 programme** focused on two key areas in 2025. First, ELA finalised the series of workshops launched in 2024 on the posting of third-country nationals (TCNs), conducted with the participation of social partners and civil society organisations. The work culminated in the preparation of the ELA Handbook on National Legislation and Practices Concerning the Posting of TCNs, a structured knowledge-sharing tool designed to support mutual learning, facilitate comparisons of national approaches, and promote the dissemination of effective practices at EU level. Second, ELA launched a series of peer learning dialogues (PLDs) dedicated to analysing different systems of subcontracting liability in close cooperation with the European Commission. The first session of the PLD held in 2025 focused on the effective design and implementation of liability rules and brought together national experts from nine volunteering EU and EEA countries. An analytical report underpinning the dialogues will be further developed and published in 2026. The findings of these activities, together with other strategic challenges, were discussed in two meetings of ELA’s Forum on the Posting of Workers, bringing together experts from national administrations and the social partners.

The **IMI-PROVE programme** continued to tackle specific aspects of information exchange between national authorities in the areas of posting of workers and the road transport modules through the IMI system. Multiple activity streams focused on streamlining information exchanges to reduce administrative burden, by making the processes faster and more efficient. In 2025, ELA organised the annual meeting of IMI users together with the National IMI Coordinators (NIMICs), primarily dedicated to the posting of workers modules, with the aim of strengthening cooperation between NIMICs and IMI users and enabling in-depth discussions on enforcement challenges and the use of IMI posting modules. In addition, ELA organised six online meetings among IMI users

to foster a common understanding of pre-defined questions, thereby supporting more consistent and effective use of the IMI system. Moreover, a dedicated online workshop on the verification of document authenticity was organised, attracting over 170 participants. On road transport modules, ELA convened its annual meeting with a focus on the interaction between EU digital tools supporting the enforcement of posting of drivers, including ERRU (European Register of Road Transport Undertakings) and eFTI (electronic Freight Transport Information). Furthermore, three practical workshops were organised jointly with the European Commission and the International Road Transport Union (IRU), focusing on enforcement practices related to the remuneration of posted drivers.

Under the **TRANSPORT SUPPORT programme**, four training and information sessions were organised by ELA, in collaboration with the Confederation of Organisations in Road Transport Enforcement (CORTE). These sessions focused on social legislation in road transport, including passenger transport, and covered topics such as driving and rest time rules, the posting of drivers in goods and passengers transport, new challenges arising from the use of light commercial vehicles, and awareness-raising on social security in road transport. Nearly 1,200 enforcement officers from all EU Member States and EEA countries participated. These trainings were complemented by information sessions targeting more than 330 representatives of drivers, operators, and social partners. In addition, ELA and the European Commission organised an online information session on the use of the ERRU, and the common formula for risk rating targeting around 150 ERRU users and national authorities responsible for road transport risk rating systems.

Finally, the **PROGRESS programme** consolidated its support to national authorities in their use of the EESSI (Electronic Exchange of Social Security Information) system and in addressing common operational challenges faced by end users. In May 2025, ELA developed and launched the PROGRESS Portal, offering nearly 700 registered users from the Member States a platform to exchange good practices in the implementation of the EESSI system, map national EESSI landscapes, and identify partners for testing national applications. An online demonstration preceded the launch. Moreover, in cooperation with the European Commission and the Technical Commission on Data Processing, ELA also organised a series of training sessions on the new version of the EESSI Common Data model for each social security branch, reaching approximately 600 participants, alongside an additional online workshop dedicated to horizontal processes. Finally, ELA convened for the first time, 55 EESSI Single Points of Contact (SPOCs) from all Member States to exchange information and support their role in ensuring effective operation and communication within the EESSI system.

At the same time, ELA ensured continued support in response to Member States' requests to organise **bilateral and multilateral meetings**, as well as **national events**, with the aim of strengthening the exchange of information and good administrative cooperation, while discussing common challenges in the field of labour mobility. Under this activity, ELA supported the organisation of nine bilateral and multilateral cooperation meetings and seven online meetings with interpretation, involving different configurations of national authorities. These meetings focused primarily on specific issues related to the application of social security coordination rules and enforcement challenges related to the posting of workers. Among these, ELA supported once again the longstanding cooperation between France, Italy, Spain and Portugal.

ELA also welcomed **delegations of social partners and stakeholders** from Norway, Denmark, Italy and the Foreign Trade Chamber of Germany, providing an opportunity to raise awareness of ELA activities, exchange views on country-specific challenges, and explore opportunities for further cooperation. In addition, ELA supported the organisation of **national and multinational events** in Belgium, Iceland, Bulgaria and Slovakia, dedicated to addressing local and cross-border challenges related to the fight against bogus self-employment, strengthening enforcement cooperation to ensure compliance with labour legislation in the HORECA sector, and tackling labour exploitation involving cross-border workers.

With a view to further exploring opportunities to support cooperation and promote diverse practices, ELA published its **Report on Bilateral and Multilateral agreements between Member States in the field of labour**

mobility, with particular emphasis on the posting of workers. The report analyses how EU Member States design, conclude and implement such agreements, highlighting their added value, challenges encountered, and key success factors.

As part of this initiative, 123 actions were launched for 2025 and successfully executed, as outlined below.

Title	Thematic Area(s)	Action Type	Output Type	No. of outputs
PROGRESS Tool new module & enhancements	Facilitation of digitalisation	MSs digitalisation support	Inventory of documents / Register	1
POSTING 360 - Webtool on national legislation and practices concerning the posting of third-country nationals	Facilitation of digitalisation	MSs digitalisation support	Inventory of documents / Register	1
Analytical Cooperation Reports	Posting of workers	Analysis	Analysis / Study	1
Stakeholders' visits to ELA	All	Stakeholders' engagement	Report	4
National and multinational events	Posting of workers, Undeclared work	Technical workshops	Workshops	5
NLO requests for cooperation and exchange of information cases	All	MSs cooperation support	Written response to cases	69
Provision of logistical and technical support to bilateral or multilateral cooperation support events including for regional cooperation networks	All	MSs cooperation support	Minutes / Summary	25
PROGRESS - Mutual Learning and Understanding Programme on EESSI	Social security coordination	Mutual learning provision	Events	10
POSTING 360 - Mutual Learning and Understanding Programme	Posting of workers	Mutual learning provision	Events	4
TRANSPORT SUPPORT - Mutual Learning and Understanding Programme	Road transport	Mutual learning provision	Events	1
			Trainings	4
IMI-PROVE - Mutual Learning and Understanding Programme	Road transport, Posting of workers	Mutual learning provision	Events	12

1.4. Activity 4 – Mediation

In 2025, ELA continued facilitating a solution in disputes between two or more Member States concerning individual cases of application of EU labour mobility law, offering the possibility to launch a mediation procedure upon request. Throughout the year, nine cases were referred to ELA for mediation (representing an increase of 200% compared to the period 2022-2024). Eight of the cases concerned social security coordination (determination of legislation applicable), while one case related to the free movement of workers. Four out of the nine cases were closed due to the lack of agreement among the Member States concerned to launch the mediation procedure, whilst the remaining five cases are still open.

A key priority in 2025 was the commitment to strengthen the effectiveness and functionality of the mediation procedure. To this end, ELA continued discussions within the Working Group on Mediation on possible improvements to modernise and simplify the ELA mediation procedure. Additionally, ELA further explored avenues for cooperation with the SOLVIT network, to identify cases which could potentially benefit from mediation.

ELA also fulfilled its reporting obligations under the founding regulation. In 2025, ELA submitted two biannual reports to the European Commission, covering both pursued and unpursued mediation cases.

ELA continued its efforts to expand the knowledge and awareness among national authorities by providing information on the mediation procedure and conducting communication initiatives targeting institutional stakeholders, including national authorities and social partners. During 2025, two info-training sessions were organised in the Netherlands and Lithuania, to support the practical use of the mediation procedure.

In addition, ELA provided dedicated training to the appointed mediators and members of the Mediation Board. This session included exchanges on good practices and insights drawn from mediation experiences, complemented by discussions with other actors involved in dispute resolution in the area of labour mobility, such as the Administrative Commission, the SOLVIT network and the International Labour Organisation (ILO).

In this activity, 21 actions were initiated for 2025, of which 13 were successfully implemented as detailed below.

Title	Regulatory / Thematic Area(s)	Action Type	Output Type	No. of outputs
Coordinating and supporting the meetings of the WG Mediation	All	ELA working structures	Minutes / Summary	3
ELA mediation cases handling	All	Mediation process	Mediation document	4 completed (out of 9 submitted)
Organization of information sessions on the use of mediation in different Member States.	All	Facilitating access to information	Information Material	2
Bi-annual report to the Commission on the outcome of the mediation cases.	All	Corporate monitoring and reporting	Report	2
Amendments to the key documents on mediation, on the basis of the evaluation in 2024	All	Developing Guidelines & recommendations	Guidelines / Handbook / Templates	1

Annual workshop	All	Technical workshops	Minutes / Summary	1
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1.5. Activity 5 – Concerted and joint inspections

Under this activity, ELA continued to deliver on its mandate to coordinate and support CJIs under Articles 8 and 9 of the ELA regulation. In 2025, ELA supported 138¹ CJIs representing a 17% increase compared to number of CJIs supported in the previous year (117 CJIs) and reaching the highest number of CJIs in a single year. An estimated 7 284 individual workers and 527 companies were checked during CJIs supported by ELA. ELA continued its support to several CJIs initiated in 2024 and proposed by ELA based on a request from social partner organisations by organizing dedicated task force meetings and exchanges with social partner organisations. This work led to an initiation of 1 additional case by ELA. Initiation of CJIs by ELA still remains under-utilised in the light of the limited possibilities of ELA to process personal data and collect and assess relevant information on own initiative.

Transport and construction sectors as well as specific domains, such as remuneration continued to dominate among the CJIs. The CJIs in the transport sector mainly focused on road transport, inland waterways. The consolidation of experience on enforcement at cross-border level allowed to increase the number of inspections in aviation sector. CJIs were also supported in sectors such as HORECA, forestry, shipbuilding, meat industry, manufacturing wholesale and retail trade, agriculture, and for the first time ELA expanded its support to new sectors such as care and real estate.

In April 2025 the Working Group of Inspection has established a Subgroup on large events to help national authorities to share information on planning and organizing controls and awareness raising activities before and during major events. The work of the Subgroup started with the first meeting in October 2025 aiming to plan and coordinate enforcement activities during large events and helped to organise the first CJi targeting pre-event preparations for the Winter Olympics 2026.

In November 2026 the Working Group of Inspection has established a Subgroup on cross-border social security fraud that aims to serve as a platform for mutual assistance and cooperation, facilitate information exchange, promote joint and concerted inspections, and strength the capacity of national authorities fighting cross-border social security fraud. The subgroup starts its activities in early 2026.

The majority of CJIs supported in 2025 were targeted inspections, focused on specific cases or one or more preidentified aspects or irregularities. Targeted inspections took place in the following sectors: transport (road transport, inland waterways and aviation), construction, HORECA and other sectors (e.g. manufacturing,). A number of targeted CJIs focused on remuneration issues. General (non-targeted) inspections supported by ELA mainly took place within the thematic enforcement weeks of action organised by ELA. ELA supported 8 weeks of action (enforcement campaigns within a dedicated timeframe) in 2025. During these actions national enforcement authorities carried out 72 inspections across sectors such as road transport, construction, agriculture and HORECA. A dedicated week of action focused on remuneration was organised in 2025. In 2025, ELA cooperated and supported the organisation and execution of joint actions with other enforcement networks, including RoadPol (European Roads Policing Network) and AQUAPOL, and with EUROPOL (under EMPACT action plan). ELA has also started closer cooperation field on enforcement matters in road transport with ECR EGTC.

All EU Member States engaged in CJIs, either as hosts, visiting participants, or both, and the numbers of participation for individual Member States generally increased. The number and type of competent national enforcement authorities engaged in CJIs also increased. Almost all CJIs had the presence of at least one labour

¹ Registered number of CJIs in 2025 reached over 150, however, some cases were postponed or cancelled.

and/or social security institution. Other authorities involved in the inspections included police, tax, customs, migration, maritime authorities as well as municipalities. In the context of road transport, both road transport authorities, and police participated in inspections, while labour and/or social security institutions were involved in most of CJIs in road transport. National authorities seem now to be accustomed to coordinating their actions at the national level with other related enforcement bodies. The same applies at the cross-border level, where we observe cooperation not only between labour inspectorates but also between labour inspectorates and police or road transport authorities. In the view of diverging competences of national authorities in fields as road transport such direct cooperation is crucially important.

In 2025, ELA continued to provide conceptual, logistical, analytical and technical support as well as other services to the Member States carrying out the CJIs. This support routinely continued to include identification of competent authorities in cross-border investigations, organisation and planning of preparatory meetings and follow-up meetings, logistical support such as accommodation and travel for visiting inspectors, deployment of experts and national liaison officers, translation of case-related documents and interpretation, as well as analytical and legal support. The support of the Authority to CJIs requires significant human resources. In addition to regular operational preparatory meetings that were organised before most CJIs, several broader scope preparatory meetings took place in 2025 to prepare for CJIs in aviation, care, construction and HORECA sectors. ELA has substantially advanced in relation to the digitalisation of inspection-related procedures (case management application) and is currently finalizing the gateway for Member States to submit requests for CJIs and post inspection reports, and to monitor ongoing cases. In addition, ELA has offered a digital tool to instantly exchange information during CJIs in a secure way.

Throughout 2025, ELA regularly published information about CJIs to increase awareness about cross-border inspections and their results among enforcement authorities, social partners and the public. A dedicated information material with the overall data on CJIs will be prepared and published on ELA's website covering CJIs in 2025. More detailed information and guidance materials have been made available to the national enforcement authorities as well as the European Commission in the biannual CJI reports.

The submission of post inspection reports (PIR) by the Member States compared to past years improved substantially as only several PIRs are missing for 2025. Nevertheless, the challenge of incomplete data persists. These reports together with internal reports prepared by ELA staff deployed to and in charge of coordinating CJIs, served as one of the key sources for the operational analysis carried out by ELA.

The Working Group on Inspections continued to advise and guide ELA in the CJI-related activities. In 2025, the working group held plenary meetings in April and November. Among other discussions and planning of operational activities, the working group endorsed the revised text of the CJI guidelines to update and simplify the procedures, and to offer clearer guidance for the Member State authorities on the workflows and on how to receive the support ELA can offer. The revised Guidelines for CJIs has also introduced more flexibility in relation to submission of cases by SPOs in particular situations and provisions for improved exchange of data between ELA and its stakeholders. It also revisited the reporting about the results of CJIs mechanism, including the update of PIRs template (general and road transport). This revision, combined with the introduction of a digital platform (case management application) for submitting cases and PIRs, should substantially simplify existing processes and increase efficiency. Revised Guidelines were prepared in close collaboration between experts nominated by the Working Group and ELA in 3 meetings of the Subgroup established for that purpose in 2024.

Actions and outputs under this activity contribute mainly to the achievement of the strategic objective SO3 "Enhancing cross-border enforcement".

As part of this activity, 165 initiatives were planned for 2025, with 151 successfully completed, as indicated below.

Title	Thematic Area(s)	Action Type	Output Type	No. of outputs
Providing conceptual, logistical, legal, technical, and analytical support to CJIs	All	Coordination Support to CJIs	&No. of completed CJI	138
			Number of internal reports:	138
			Number of post - inspection reports received from Member States	131
			Number of translation requests Processed:	5
Propose concerted or joint inspections to Member States based on own intelligence and foresight, including based on cases submitted by social partner organisations at national level	All	Case identification for CJIs	CJI proposal	1
Organize enforcement campaigns targeting specific problematic sectors or irregularities of cross-border nature	All	Coordination Support to CJIs	& No of CJIs within weeks of action	72
			No of weeks of action	8
			Number of press releases and social media posts	30
Make available new or refine efficient existing tools and procedures to facilitate cross border inspections, including to ensure quick, data protection compliant and secure information exchange	All	Developing	Guidelines / Guidelines & Handbook / recommendations Templates	1
Deepen cooperation with strategic partners, including enforcement authorities in third countries	All	Stakeholders'	Events engagement	4
Strengthen the capacity of stakeholders in enforcement to tackle cross-border irregularities	All	Stakeholders'	Report engagement	0

Develop non-binding guidelines to All help to enforce EU mobility legislation		Developing Templates	Guidelines / Guidelines & Handbook / recommendations	1
Coordinating and supporting the meetings of the Working Group on Inspections	All	ELA working structures	Meetings	2 WGI meetings 4 Subgroup meetings
Further development of INSP app	All	Corporate monitoring and reporting	Inventory of documents / Register	1

1.6. Activity 6 – Tackling undeclared work

ELA continued to support Member States in tackling undeclared work while creating and exploiting synergies with its other activities, particularly the concerted and joint inspections, capacity building, knowledge-sharing activities, labour mobility analyses and risk assessments. It focused on both the cross-border aspects and the national dimensions of undeclared work. Trends and policy developments having an impact on the undeclared work in Member States were also considered. The European Platform Tackling Undeclared Work (‘the Platform’) continued to be an important structure supporting ELA’s work in this area.

ELA encouraged Member States to step up their efforts to tackle undeclared work. It supported the development of expertise and analysis, notably by publishing studies on addressing employment misclassification among persons performing platform work and on tackling undeclared work in the courier, express, and parcel delivery sector. Fiches on inspiring national practices relevant for tackling undeclared work were also published on the ELA website.

The Authority aimed to further improve the capacity of various relevant stakeholders to tackle undeclared and bogus self-employment and encouraged and facilitated innovative approaches by fostering mutual learning. It did so through various formats and on various topics, including webinars (e.g. on preventing undeclared work in public procurement contracts), study visits (e.g. on the model of multi-authority cooperation in Norway), workshops (e.g. joint ELA-ILO workshop on the measurement of informality and undeclared work), peer-learning dialogues (e.g. on designing and evaluating communication campaigns aimed at preventing undeclared work) and during the thematic discussions of the Platform (e.g. on addressing undeclared work among third-country nationals).

ELA provided support to national authorities in the form of tailored-made mutual-assistance projects (MAPs) and a targeted analytical support service. One Member State benefited from the support organised in the framework of the MAP; two targeted analyses were concluded, and three new tailored analytical support projects were launched.

The activities of the Platform continued promoting its holistic approach to tackling undeclared work with a view to transforming undeclared work into declared work. ELA set up a Subgroup on the communication campaign promoting declared work and involved national authorities and social partners in designing communication materials.

[As part of this activity, 27 actions were initiated for the year 2025. All actions have been successfully implemented, as detailed below:](#)

Title	Thematic Area(s)	Action Type	Output Type	No. of outputs
Support for the Platform tackling undeclared work	Undeclared work	ELA working structures	Report	2
			Minutes / Summary	4
			Strategy / Concept Note / Policy Note	1
Seminars, workshops, webinars, follow up/study visits and other mutual learning activities	Undeclared work	Mutual learning provision	Report	2
			Minutes / Summary	5
Learning resource papers, output papers and other supporting documents created as a follow up to mutual learning events	Undeclared work	Mutual learning provision	Report (as mentioned above)	4
Supporting the capacity of national authorities and the cooperation between them through peerlearning dialogues and mutual assistance projects	Undeclared work	Mutual learning provision	Report	3
Analysis and studies to improve the knowledge of undeclared work	Undeclared work	Analysis	Analysis / Study	4
Sharing of good practices	Undeclared work	Good practices provision	Good practices document/collection	1
Contributing to the development of information and awareness raising materials	Undeclared work	Information campaigns	Information Material	1

1.7. Activity 7 – Analysis and risk assessment

In 2025, ELA continued to develop and expand its analytical and risk assessment activities. Its core activities in this area can be broadly classified into three categories: the production of strategic analysis reports regarding labour mobility and social security coordination across the EU, the conduct of operational risk assessment and analysis to support the work of ELA and national authorities (operational reports and guidelines and analysis in support of the concerted and joint inspections) and the organisation of technical workshops related to risk assessment in the context of cross-border labour mobility and social security coordination.

Concerning strategic analysis reports, in 2025 ELA worked on eight projects: (1) Social security coordination: Fraud and effort, (2) Digital cross-border services, (3) Aircrew members: Enforcement of labour mobility and social security coordination rules, (4) New forms of employment and social security coordination, (5) Labour intermediaries and enforcement of labour mobility and social coordination rules, (6) Manufacturing, (7) Longterm care and (8) the EURES Labour shortages and surpluses report. The reports on Social security coordination (1) and Digital cross-border services in social security coordination (2) were published in 2025, contributing to the ELA annual thematic focus on social security coordination.

In anticipation of the 2026 thematic focus, ELA began work in Q4 of 2024 on the flagship report on the long-term care sector. The bulk of the work was conducted in 2025, and the report is due for publication in Q1 2026. Similarly, the work for the Manufacturing flagship report commenced in Q4 of 2025, and it is due for publication in Q1 2027 to kickstart the thematic focus of the year. It will concentrate on the manufacturing of food and drink, textile and clothing and metal sub-sectors.

Regarding the operational risk assessment and analysis, in 2025, ELA produced 14 operational reports in total. It prepared nine analytical reports on CJIs at the request of Member States involved. It also prepared two regular reports on CJIs and their outcomes, as required by the ELA regulations. ELA continued its analytical activities on the mapping of labour inspectorate competences, which first started in 2024. In 2025, the main objective was to provide a comprehensive overview of labour inspectorates' competences across the EU and EEA in relation to human trafficking. The analysis of labour inspectorates' competences yielded a summary report to inform ELA's operational work. Another analytical project, started in 2024 and concluded in 2025, was the development and testing of a methodology to identify letterbox companies. The analysis sets out a set of criteria that can be used to identify companies that are of a high risk being letterbox companies. Finally, in cooperation with the EU Fundamental Rights Agency, a guidebook for labour inspectors on identifying labour exploitation was published.

In 2025, ELA organised eight technical workshops and strategic report launch events. In March, ELA organised, together with the European Commission (DG EMPL), an online workshop to support the collection of data from the prior declaration tools. Two workshops related to the analysis of complex legal cases (June in Munich and November in Bratislava) aimed at bringing together experts from EU labour inspectorates, national social security authorities and other relevant bodies to examine complex cross-border cases in the transport sector concerning the posting of third-country nationals. Similarly, the technical workshop on risk assessment and fraud detection using machine learning and AI techniques (June in Munich) aimed to help national authorities enhance their risk assessment methods. The joint ELA/CEPOL workshop (November in Larnaca) on labour exploitation and labour law violations covered, amongst other, the development of common indicators for identifying vulnerable mobile workers. The European Multidisciplinary Platform Against Criminal Threats (EMPACT) meeting took place in May in ELA's premises. Finally, two launch events were organised to mark and promote the publication of the strategic reports published in 2025. The report 'Posting of third-country nationals: contracting chains, recruitment patterns, and enforcement issues and the report 'Social security coordination: Fraud and effort' were both presented in March in Brussels.

In particular, 31 actions were carried out in 2025, and 25 of them were successfully completed as detailed below:

Title	Thematic Area(s)	Action Type	Output Type	No. of outputs
Strategic analysis: Reports on selected issues and sectors	All	Analysis	Analysis/Study	3
Operational reports and guidelines	All	Analysis	Analysis/Study	5
Analytical support to CJIs	All	Operational risk assessment	Analysis/Study	9
Technical workshops: Risk assessment systems and procedures; Launch events	All	Technical workshops	Minutes/Summary	8

1.8. Activity 8 – Capacity building

In 2025, ELA continued to support Member States in strengthening their administrative capacity to ensure the consistent application and enforcement of EU labour mobility law. Assistance was provided across a full range of activities within ELA's mandate, including delivering training programmes targeting different stakeholders and at different levels of expertise, identifying and promoting good practices, facilitating study visits, and developing a mutual understanding of different national systems and practices as foreseen in the founding regulation.

In 2025, ELA developed a series of **sectoral and cross-sectoral training programmes** to address emerging trends, needs and demands across EU Member States and EEA countries. These initiatives aimed to deepen knowledge and strengthen the practical application of EU labour mobility law, with a particular focus on national inspectorates and national social partners, to be better prepared and skilled for engaging in cross-border activities. Building on ELA's comprehensive training needs analysis for national authorities, as well as the findings of the 2024 survey on the capacities of national authorities to train staff responsible for enforcing EU labour mobility rules, ELA developed a toolkit of evidence-based recommendations. The toolkit supports the development of training curricula tailored to the needs of different groups of officials involved in EU labour mobility law. Furthermore, following a separate capacity-building survey targeting national social security institutions, launched in 2024 and concluded in 2025, ELA convened the first **EU-27 training course dedicated to the legislation applicable rules under the EU Regulations on the coordination of social security systems**, with trainings on other branches to follow, guided by the results of the survey.

In 2025, ELA organised the fourth edition of the **annual training on the basics of EU labour mobility**, aimed at introducing all areas of EU labour mobility law to 60 junior professionals and newly recruited officials from various national institutions, including social partners. Furthermore, two editions of the **modular training programme for cross-border inspectors** were launched, providing over 100 labour and social inspectors with a holistic and practice-oriented approach to the EU rules on labour mobility and social security coordination. These training courses are largely designed to enhance inspectors' knowledge, skills and confidence in conducting cross-border inspections. ELA also continued with its training activities targeting the **national free movement bodies** to support the correct application of Single Market rules on labour mobility. In parallel, ELA established a new **Mutual Learning and Understanding Programme on the free movement of workers** - a structured, multiannual platform aimed at strengthening national administrative capacities and improving cross-border cooperation in the application and enforcement of EU free movement rules.

In 2025, ELA continued delivering tailored **national training sessions**. These sessions took place in four Member States (Belgium, Slovakia, Lithuania and Italy), reaching approximately 250 labour inspectors. The sessions covered a wide range of topics, including the posting of workers, temporary work agencies, letterbox companies, the use of the IMI system, social security coordination, undeclared work, road transport and CJIs.

Cooperation with social partners was further strengthened through the delivery of the first specialised training on the posting of workers. The biannual **training for representatives from national SOLVIT centres** focused on social security benefits to support the efficient resolution of cross-border cases.

ELA also deepened **cooperation with the National Training Centres** by organising a workshop with public administration institutions (PAIs) to promote the systematic integration of EU labour mobility topics into annual training programmes. Following such workshop, several PAIs expressed a strong interest in cooperating with ELA.

Another new initiative encompassed **cooperation with universities**. In this context, two pilot editions of an **Advanced Course on EU labour mobility** were organised in partnership with the University of Florence (IT) and Ghent University (BE). These courses were specifically designed for enforcement officers and aimed to combine academic expertise with practical enforcement experience, thereby enhancing advanced-level knowledge and operational capacity in the application of EU labour mobility law. They form part of ELA's broader initiative to establish a recognised certification of competence, to be rolled out from 2026 onwards. In addition, ELA hosted

the 10th edition of the “**Hugo Sinzheimer Moot Court Competition in European and International Labour Law**”, bringing together 125 law students from across 13 European universities to engage in the practical application of complex European and international labour law cases.

During 2025, ELA registered a growing demand for **study visits**. In total, 59 study visits were facilitated across 26 Member States, involving over 500 individuals, with the aim of fostering bilateral and multilateral exchanges in several areas including information provision, EURES, improving cooperation and enforcement in the areas of labour mobility, social security coordination and the fight against undeclared work. In addition, a new short-term secondment scheme was launched in 2025, allowing exchanges of up to three weeks for national authorities who are active in EU labour mobility. This scheme will be piloted in 2026. To promote effective cooperation between national authorities and national and sectoral social partners, ELA continued to support the identification, exchange, dissemination and uptake of **good practices** on topics such as information provision on social security contributions, labour and skills shortages in the health and care sector, national practices to deter bogus self-employment and undeclared work. The 2025 call attracted 27 submissions from 14 Member States. Several exemplary practices were presented at the ELA Tech conference in October 2025. ELA further expanded its digital capacity-building tools. Two online courses in the fields of social security, posting of workers and road transport were made available on the **ELA e-Learning Platform**, which reached more than 1000 users in 2025. ELA also further developed its online **Database of Good Practices** and launched a new Call for expression of interest to establish a **database of experts** to support ELA in delivering its tasks through their specialised expertise. Finally, the new application facilitating the creation of **Communities of Practice** was deployed.

Out of 84 actions initiated for this activity for 2025, 82 actions were successfully completed, as shown in table below:

Title	Thematic Area(s)	Action Type	Output Type	No. of outputs
Building a database of capacity building experts	Facilitation of digitalisation	Training provision	No. of experts on the database	1
			IT tool	1
Free Movement Bodies training workshop	Free movement of workers	Training provision	Minutes / Summary	1
Good Practices Database	All	Good practices provision	Good practices document/collection	1
Interactive application to facilitate the formation of communities of practice for participants of capacity building events	Facilitation of digitalisation	MSS digitalisation support	Training / Learning Material	1
Cooperation with universities to establish a Diploma course and training institutes to organise capacity building activities		Stakeholders’ engagement	Training plan / programme	2
Trainings for national social security institutions	All	Training provision	Training / Learning Material	1

Capacity Building event for national Social Partners on EU labour mobility topic	All	Training provision	Training / Learning Material	1
National trainings in Member States	All	Training provision	Training / Learning Material	4
Cooperation with other European and international stakeholders in the area of capacity building.	All	Stakeholders' engagement	Minutes / Summary	1
Strengthening cooperation with national training centres	All	Stakeholders' engagement	Minutes / Summary	1
Training for national SOLVIT centres on EU labour mobility	All	Training provision	Training / Learning Material	1
Online learning platform and production of online learning content	All	Training provision	Training / Learning Material	2
Good Practices Awards 2025 (at the All ELA annual or tech conference)	All	Good practices provision	Good practices document/collection	1
Good Practices Call 2025	All	Good practices provision	Good practices document/collection	1
			No. of good practices	27
Modular training for cross-border inspectors	All	Training provision	Training / Learning Material	2
Study visits exchange programme and secondment schemes in different areas.	All	MSS cooperation support	Staff exchange/Study visits	59
Basics of EU labour mobility training	All	Training provision	Training / Learning Material	1

1.9. Activity 9 – Social partners liaison function

Social partners, both trade unions and employer organisations, play a significant role in ELA’s activities and can actively contribute to ELA’s mandate. Under Activity 9, ELA engages with social partners at European, national and sectoral levels in a comprehensive and structured way to enhance the cooperation on and input into ELA’s work.

Dedicated staff under this activity provides a secretariat function to the Stakeholder Group to ensure its efficient and compliant functioning. The Stakeholder Group held two meetings in 2025 and had one joint meeting with the Management Board.

SPLF also facilitates the relations with the cross-industry and sectoral social partners organisations. In 2025, another edition of the annual outreach event was organised in Brussels to provide the social partners with updates on ELA’s plans and priorities for 2025. The event focused on presenting ELA activities which support the provision of information, campaigns and CJJ’s. Topics like issues on labour mobility and social security were also covered.

Furthermore, SPLF facilitates the ad-hoc consultations and exchanges with social partners, in relation to specific studies, events or preparation of campaigns. In 2025, ELA welcomed social partner representatives from three different Member States to foster closer cooperation. Through the SPLF ELA organised together with ETF the conference on the application of social security rules in the transport field. SPLF benefited greatly from the functioning of ELA’s liaison office in Brussels, which facilitated multiple meetings and interactions with social partners, including the ELA’s participation at the sectoral social dialogue committees.

Under this activity, ELA planned 6 actions and completed 5 of them for 2025 as detailed in the table below.

Title	Thematic Area(s)	Action Type	Output Type	No. of Outputs
Workshops or seminars with social partners - discussion with sectoral social partners on selected topic	All	Technical workshops	Minutes / Summary	2
Workshops or seminars with social partners	All	Technical workshops	Minutes / Summary	2
Coordination of cases reported to ELA by social partners	All	Case identification for CJIs	Written response to cases	0
Secretariat function to Stakeholder Group	All	ELA working structures	Minutes / Summary	1

1.10. Activity 10 – Facilitation of digital tools supporting labour mobility

In 2025, the Authority pursued its consolidated activities focusing on promoting digitalisation and implementing new ones for the same purpose. In the field of digital innovation, the Authority explored also the possible tools of its support for the Member States, focusing mainly on the practical support of innovation. This entails further exploration of the concept of ELA Tech Labs, which gives IT specialists the medium to see concrete previously identified digital solutions presented in practice, from inception to implementation, deployment and use in daily operations. ELA also continued to foster digital innovation in 2025, leveraging the 2024 mapping of digital use cases from Member States that focused on the use of digital solutions for labour mobility employing Automation and Interoperability technologies, which connected with the impact of the Interoperable Europe Act at national level, and related innovative digital solutions in the field of social security, hosting online and onsite workshops with IT experts from Member States and sharing results and findings with all participants and NLOs either via CIRCA BC or directly.

Following the mapping, dedicated workshops were organised to get further insights from the national authorities on the specificities of the innovative solutions. Building on the call for papers from 2024, ELA also continued to organise conferences to engage stakeholders from governmental and non-governmental organisations, industry and academia, enabling further knowledge sharing and insights about how new digital technologies employing Automation and AI can be used to tackle current and future challenges of labour mobility. The abovementioned activities culminated in the preparation of the third edition of ELA TECH Conference, which brought together representatives of technology industry, Member States and EU institutions, social partners, academia and provided a platform for high-level discussion on the possibilities, consequences, benefits and challenges of employing Automation and AI, the impact on public administration, particularly regarding risk assessment, ethics and bias, improved efficiency and better services to citizens, facilitation of compliance as well as job matching and skills recognition. The Technological Workshop, with IT specialist and IT related profiles from national authorities with the presentation of the innovative digital solutions employing Automation and

Interoperability in labour mobility, including the social security field, was organised back-to-back with the ELA TECH conference. An online workshop occurred in early 2025, and the TECH Conference and Technological Workshop were held back-to-back by year’s end.

ELA also successfully hosted the first edition of ELA TECH Lab, following the preparation from previous year, and also the third edition of the ELA TECH Conference + Technological Workshop, both two-day onsite events, with online attendance possible, for IT specialists and related profiles from national authorities, focusing on digital innovation and knowledge sharing, taking place in the beginning of 2025 and later 2025 respectively.

ELA successfully launched its first Innovation Sandbox using Mobilic’s digital solution from the French public administration for Light Commercial Vehicles. As this is a pilot for the new workstream, the governance model for promoting and sharing it with national authorities will be finalised in 2026.

ELA has also begun preparing for the second ELA Tech Lab in collaboration with the relevant Greek national authorities. The second ELA TECH Lab will focus on digital solutions for social security coordination, that make use of automation and interoperability technologies, offering citizens digital services.

Under this activity, 5 actions were initiated in 2025, of which 5 were successfully completed, as detailed below.

Title	Thematic Area(s)	Action Type	Output Type	No. of Outputs
ELA Sandbox – Pilot use case	Facilitation of digitalisation; Road transport	MSs digitalisation support	Minutes / Summary	1
ELA Tech Labs	Facilitation of digitalisation	Technical workshops	Minutes / Summary	1
ELA Tech Conference	All	MSs digitalisation support	Minutes / Summary	1
Facilitation of knowledge sharing on digital innovative solutions and tools	All	Technological Workshop 2025	Minutes / Summary	1
Update of the mapping of digital solutions supporting labour mobility	All	MSs digitalisation support	Digital solutions	1

1.11. Activity 11 – Governance and coordination

Under Activity 11, ELA focused on strengthening governance, improving the functioning of governing bodies and respecting legal obligations related to programming and reporting.

Following the introduction of the Operational Plan in 2023, in 2025 ELA continuously used this platform to plan and report on its activities, including the monitoring system for KPIS.

Regarding programming, ELA continued to improve the preparation of the SPDs, finalising the SPD for 2026–2028 and the first draft of the one for 2027–2029. In relation to the latter, the Authority decided to further reinforce the thematic focus in its planning by designing its multiannual planning according to thematic areas under its remit. The consolidated annual activity report (CAAR) for 2024 was finalised and submitted for adoption by the Management Board as well.

The thematic taskforces continued to further reinforce the coordination of ELA’s activities. These activities encompassed information exchange, internal programming covering specific thematic areas across units, coordination of horizontal projects, such consolidation of ELA’s follow up to the implementation report on the revised posting of workers directive. In the field of external relations, ELA continued to nurture its relations with stakeholders.

The Brussels Liaison Office improved significantly the cooperation with the EU institutions, including the European Commission, European Parliament and the Council. In particular, ELA, together with Eurofound, provided the back-ground paper for the informal meeting of the EPSCO Council under the auspices of the Danish Presidency in the EU. The paper, elaborated together with the Eurofound looked at the phenomenon of posting of the third country nationals at the EU Labour Market. ELA participated at the regular exchange of views with the Employment and Social Affairs Committee of the European Parliament as well as at the regular forum providing dialogue opportunity between DG EMPL and EMPL agencies. ELA also organised the second annual meeting for the bodies established under the Directive 2014/54/EU (“Free movement bodies”).

ELA continue to nurture and extend its relations with other EU agencies, third countries or international organisations. In that regard, ELA progressed well in 2025 its negotiations with Europol and concluded cooperation instrument with ETF. The working plan were established with the sister agencies to ensure continuous cooperation. Furthermore, ELA signed its first working arrangement with the candidate country, Republic of Moldova, and start negotiations with Ukraine.

Under this activity, ELA continued with the horizontal projects, particularly the terminology project, focused on the extension of database of ELA-specific terms as well as the environmental review as one of the steps necessary to be completed to obtain EMAS certification.

ELA submitted all documents as requested by the regulatory framework (SPDs, CAAR, report on financial management) to the EU institutions. Moreover, ELA provided input for the discharge procedure to budgetary authorities.

Under this activity, 123 actions were scheduled for 2025, and 122 of these actions were successfully completed by the end of the year, as detailed in the table below.

Title	Thematic Area(s)	Action Type	Output Type	No. of outputs
Concluding or updating Memorandums of understanding and/or other forms of cooperation		Stakeholders’ engagement	Cooperation Agreement	1
External relations: Meetings and other engagement activities with stakeholders.		Stakeholders’ engagement	Minutes / Summary	3
			Briefings	55
			Strategy / Concept Note / Policy Note	1
Implementation of ELA environmental strategy and EMAS certification		Internal policy analysis	Strategy / Concept Note / Policy Note	1

Internal Governance framework development and monitoring		Internal governance	Report	1
			Internal procedure (SOPs +CIRCABC)	8
			ED Decisions	29
			Newsletters	4
			Strategy / Concept Note / Policy Note	1
Testing and updating the Business Continuity Plan		Business continuity management	Reports	2
			Minutes / Summary	1
External relations: Engagement related to accountability to the European institutions		Stakeholders' engagement	Minutes / Summary	4
Internal Policy Coordination: Leading internal projects and task forces.		Internal policy coordination	Strategy / Concept Note / Policy Note	1
Operational Plan implementation and monitoring		Corporate monitoring and reporting	Report	3
Draft Multiannual Work Programme 2027-2029		Corporate monitoring and reporting	Programming Document	1
Consolidated annual activity report 2024		Corporate monitoring and reporting	ELA Regulation Report	1
Multiannual work program 20262028		Corporate monitoring and reporting	Programming Document	1
Secretariat function to Management Board	All	Governing bodies coordination	Minutes / Summary	2
Terminology project	All	Developing Guidelines & recommendations	Guidelines / Handbook / Templates	1
Free movement bodies forum	Free movement of workers	MSs cooperation support	Minutes / Summary	1

1.12 Activity 12 – Communication and awareness-raising campaigns

Under this activity, ELA ensured effective internal and external corporate communication on its activities, prepared information and awareness-raising campaign material on issues under its remit and led EU-wide coordinated campaigns on topics related to labour mobility.

In 2025, ELA continued its dissemination and outreach activities, collaborating with national multipliers, including media, in MSs and with EU-level stakeholders. Dedicated communication materials and activities were produced for corporate campaigns on e.g. new legislation, new tools, events, vacancies and procurements (e.g. Light commercial vehicles campaign, e-learning platform campaign, ELA Tech announcements). The annual EU – wide campaign on Social Security was organised towards the end of the year and the results from that campaign are expected in early 2026.

ELA reinforced the production of the communication materials in-house. Such as the corporate communication materials (videos, leaflets). In particular, the ELA website was developed further to provide interactive explanation of regulations (Light commercial vehicles), and more interactive and modern annual campaign pages.

ELA communication sector started in 2025 preparations for modernising its AV productions via staff trainings, and by acquiring of tools for AI production of AV materials, a process which should be completed in first half of 2026. The website underwent in the past two years a complete revamp, including to cover accessibility requirements. Further changes to the architecture, functionalities and content were also made in order to adapt to the AI based searches and tools, to improve the ranking and machine readability of the content. This work will continue in 2026.

Contacts with the media

ELA nurtured its contacts with the journalists and press in 2025. In this context, ELA participated in several press events organised in Member States particularly in connection with joint inspections. A media monitoring activities contract continued and throughout the year monthly reports were received about ELA's media outreach, as well as an annual report.

Media outreach

Based on the annual media monitoring report, ELA maintained high media visibility and was mentioned in the media 2186 times in 2025 compared to 2570 times in 2024. The highest coverage was in Czech Republic followed by Germany, Romania and Bulgaria. EURES was mentioned 9087 times in the media compared to 9797 in 2024.

Digital presence reinforcement

ELA reinforced its digital presence, compared with the previous year, implementing its social media strategy to ensure increased exposure, followers and reach.

ELA had at the end of 2025 to date 45,167 (+27% compared to 2024) followers on its social media channels and an engagement rate from 2 to 7 times higher (compared to 2 to 5) than that of other organisations of the same size. The engagement rate has hence again increased, in particular on LinkedIn, compared to the previous year.

Following the full website revamp in 2024, the website was further developed in 2025, in order to adapt it fully to accessibility standards and create interactive useful content for its audiences. During 2025 ELA Communication sector also undertook further activities to improve the search engine optimisation as regards to structure and content, also taking into account the new challenges posed by AI powered searches. ELA has taken steps to improve AI rating and implemented other activities to lead traffic to website via AI tools. All these activities, in

addition to the 2024 revamp has led to a tremendous increase of traffic on ELA website: In 2525 ELA website sessions increased significantly, reaching 1.21 million (+74.4% compared to 2024). Unique visitors grew to 877,433 (+66.7% compared to 2024), confirming a substantial expansion of the audience. Page views rose to 1.72 million (+65.1% compared to 2024), in line with the growth in visits.

EU-wide coordinated campaigns

ELA launched the #EU4SocialSecurity campaign in October 2025 in Brussels, focusing on social security of mobile workers and their employers.

The campaign ran from **October 2025 to end of February 2026**. Campaign materials were made available in **24 EU languages and several non-EU languages**, and included videos, posters, leaflets and an interactive website.

Preliminary results showed strong engagement, nevertheless the final results were not year available at the time of writing as the campaign was still ongoing.

Member State authority campaign partners have increasingly joined and multiplied ELA campaign activities. For example, and ELA continues to encourage Member States to use and spread the materials it produces, and to actively participate in the meetings and exchanges it organise to adapt campaign to national audiences.

Corporate campaigns

In addition to large-scale campaigns, targeted corporate campaigns on specific topics were executed. As part of information and awareness-raising activities, ELA produced communication and information materials and distributed them via several media channels, also as part of inspection and information events.

In particular, the Light commercial vehicles campaign organised end of 2025 showed excellent results with over 120 million impressions, nearly 2 million website visits and more than 22 million video views. The second phase of this campaign will take place right before the entry into force of the regulation, in June 2026.

ELA Communication sector also managed a campaign promoting declared work in cooperation with the Platform for Undeclared Work, producing videos and a leaflet. The campaign started in February 2026.

Title	Action Type	Output Type	No. of outputs
Targeted campaigns on emerging topics	Information campaigns	Information Material	11
Preparation of information materials on labour mobility issues	Facilitating access to information	Communications material – Produced by Publications Office	15
Follow up ELA campaign on HORECA and other sectors	Information campaigns	Communications material – produced by Publications Office	23
Analysis of campaign results	Information campaigns	Analysis / Study	1

Delivery of EU wide information campaign on social security coordination	Information campaigns	Communications material	6 (5 videos + website landing page)
Production of information and awareness raising campaign material	Information campaigns	Communications material	multiple
Audience analysis for EU wide information and awareness raising campaign	External corporate communication	Analysis / Study	2
Engagement with media and media monitoring	External corporate communication	Analysis / Study	13 Media reports received via contractor
Promotion of ELA conferences and events	External corporate communication	Communications material	Total of 93 initiatives promoted through social media channels.
Production of corporate communication and production material	External corporate communication	Communications material	multiple
Website analysis and further updates	All	Communications material	187 document published 4 quarterly report published
Access to media and research databases as well as e-books	All	Information Material	40 (- number of journals and databases access)

CONSO.

Part II. Management

This section includes updates on the horizontal activities, including governance and coordination, management of resources and ELA's other support activities. It also contains an overview of significant risks and control issues signalled to and discussed with the Management Board and significant items approved or decided by the Management Board.

2.1. Management Board

ELA is governed by a Management Board, which provides strategic orientation, oversees the Authority's activities and meets at least twice a year. The Management Board is composed of one member from each MS, two members representing the Commission, one independent expert appointed by the European Parliament and four members representing cross-industry social partner organisations at EU level, equally representing trade union and employer organisations. A representative of Eurofound, a representative of EU-OSHA, a representative of Cedefop and a representative of the European Training Foundation hold observer status. In 2025, three of the non-EU observer countries (EEA countries Liechtenstein, Norway and Iceland) changed their status from being Observers to becoming Members without voting rights of ELA and the Management Board.

The Management Board met two times in 2025 (in June together with the Stakeholder Group, and in November). In addition, there was an informal meeting of the Management Board in September. Throughout the year, the Board was presented with 42 documents and adopted 19 decisions. The main decisions of the Management Board include:

- Decision No 02 – On the Working arrangements with Moldova
- Decision No 05 – On the extension of the ELA Executive Director's term of office
- Decision No 10 – Adoption of the SPD 2026-2028
- Decision No 13 – On the election of a new Chair and Deputy Chair of the ELA MB
- Decision No 16 – laying down implementing rules on temporary occupation of management posts

2.2. Executive Director

The Executive Director is ELA's legal representative and is responsible for the day-to-day management of the authority and the implementation of the tasks assigned to it by the founding regulation. In 2025 Mr Cosmin Boianiu was officially re-elected for a second term, which started on 16/12/2025. The executive director's re-election was based on a positive performance assessment by the EC and voted upon during the 17th Management Board meeting.

In 2025 the Executive Director adopted 32 decisions related to ELA's daily management.

The Executive Director actively presented ELA at various fora including key stakeholders – national administrations, EU institutions and social partners. The Executive Director attended several national events of the Member States as well as inspections supported by ELA. He also maintained regular meetings with the representatives of social partners. The exchanges have a two-fold objective: Firstly, to exchange input to further shape the ELA activities, with regards to the respective priorities, and secondly to further encourage social partners to make use of the tools ELA has to offer. The Executive Director also met the representatives of the candidate countries to exchange possible areas for future cooperation. ELA successfully signed its first cooperation agreement with Moldova in 2025, making this the first candidate country to have an agreement with.

To maintain a strong link with the EU institutions, the Executive Director participated in an exchange of views with the Members of the European Parliament to update them on ELA's activities and priorities. Furthermore, several meetings were organised with the new Members of the European Parliament as well as the representatives of the Commission and other institutional stakeholders in Brussels, leveraging on the work of ELA's Liaison Office. The relations with other EU agencies were also by regular contacts with the other EU agencies particularly, heads of all EU agencies under the remit of the Directorate-General for Employment, Social Affairs and Inclusion (European Training Foundation, Cedefop, European Agency for Safety and Health at Work and Eurofound).

2.1.3. Stakeholder Group

The Stakeholder Group is composed of two representatives of the Commission and ten representatives of EU level social partners, equally representing trade union and employer organisations, including recognised EU sectoral social partners representing sectors that are particularly concerned by labour mobility issues. The members of the Stakeholder Group are designated by their organisations and appointed by the Management Board.

The Stakeholder Group gives advice and recommendations and may submit opinions on issues related to EU labour mobility, on the annual activity report and on ELA's SPD. In 2025 the Stakeholder Group held three meetings: in February, June (joint meeting with the Management Board) and October. In addition to this, the Stakeholder Group was invited to annual meeting organised by ELA for Social Partners in January. During these meetings, the Stakeholder Group provided input for and discussed the ELA priorities for 2026-2027, as well as the draft Single Programming Document 2027-2029.

2.1.4. Compliance and internal control

Under this activity, ELA ensured that its activities were conducted in a legally compliant way and implemented an effective internal control system.

Legal function

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

Personal data protection

The data protection officer continued in its activities to ensure the compliance of the Authority with the with Regulation (EU) 2018/1725 on the protection of personal data. During the 2024, the main operational activities were focused to cover the following activities:

1. Compliance and governance

Compliance with Regulation (EU) 2018/1725 (EUDPR) and the GDPR was ensured across all relevant processing activities.

Data Protection Impact Assessments (DPIAs) were conducted for high-risk processing activities, and their review and follow-up were supported where required.

Ongoing monitoring of legal, regulatory and technical developments related to data retention was ensured, enabling timely updates to ELA's retention policy.

Continuous monitoring of new guidance, opinions, regulatory updates and policy developments issued by the European Data Protection Supervisor (EDPS), the EU AI Office, the European Data Protection Board (EDPB) and other relevant EU bodies was carried out, and their implications for ELA's data protection and AI governance framework were assessed.

2. Data protection, ICT and cybersecurity integration

Data Protection by Design and by Default was embedded in ICT projects through the definition and application of agreed non-functional requirements and dedicated governance processes for IT and digital initiatives.

Close cooperation with the Local Cybersecurity Officer (LCO) was maintained to ensure alignment of technical and organisational measures with Article 32 GDPR.

Compliance of AI systems with the European AI Act was overseen, including adherence to ELA's AI Standard Operating Procedures (SOPs n21 and n22). Early support was provided to research, development and innovation activities involving AI, including contributions to relevant risk assessments.

The data protection and security implications of emerging technologies, including post-quantum computing developments, were monitored and assessed in coordination with ICT and cybersecurity stakeholders, with a view to ensuring long-term compliance, resilience and cryptographic readiness.

3. Implementation of data protection clauses in existing contractual relations

In line with Article 29 of Regulation (EU) 2018/1725 and Article 11 of the DPO Implementing Rules, formal contracts with external processors were reviewed to ensure that appropriate technical and organisational measures were contractually guaranteed, and consultations with the DPO on draft data protection contractual terms were ensured.

To operationalise these legal requirements, the following actions were carried out:

All external companies and organisations collaborating with ELA were identified (mapping of external contractors and sub-contractors) to verify whether the necessary personal data protection clauses were included in signed and active contracts, with the involvement of all Units.

The **Checklist Accountability and Procurement for Controllers** was updated and applied when engaging new contractors to determine whether personal data, beyond what was necessary for administrative contract management, was processed. Where such processing took place, the following actions were triggered:

- Contractual annexes were added to cover the personal data processing and define the relationship between the parties (e.g. Data Processing Agreement, Joint Controllership Agreement or Data Transfer Agreement);
- Existing records covering the processing were identified or new records were created where necessary.

Framework Contracts (FWCs) and Specific Contracts were verified to ensure that vendor DPAs or GDPR Terms were explicitly referenced.

A list of the most high-risk processors was established.

4. Monitoring of ELA’s personal data processing operations and follow-up

In accordance with Article 31 of Regulation (EU) 2018/1725 and Articles 5(3) and 13(2) of the DPO Implementing Rules, ELA’s records of processing activities were maintained in a central register and made publicly accessible via the ELA intranet and the Europa website.

Prior to the processing of any personal data, descriptions of the relevant processing operations (records) were ensured. These records were drafted by the responsible services acting as Controllers, reviewed and approved by the DPO and, where applicable, submitted to the EDPS.

All records contained the mandatory information required under Article 31(1)(a) and were made available to the EDPS upon request.

The public register of processing activities was updated, existing backlogs were reviewed, and a new structure of records on the ELA website was established.

Existing documentation (including DPIAs, DPAs and records) was reviewed and updated as necessary.

All ongoing and planned processing operations of the EURES Unit were mapped.

5. Reporting, audits and follow-up actions

Some of follow-up actions in response to EDPS audit findings and recommendations were carried out while the audit is ongoing and we have not received the Report yet.

6. Internal control function

The internal control function aims to ensure that ELA has an effective internal control system in place to maximise performance, handle risks and opportunities, and execute tasks efficiently while complying with applicable regulations. Internal workflows and standard procedures were developed to clarify procedures, responsibilities and stakeholders. These policies supported managerial oversight in decision-making processes, ensured appropriate information flow, and enhanced control structures and compliance with the regulatory framework. The development of workflows and procedures was based on internal risk assessments, identified areas of potential internal control deficiencies, and audit findings and recommendations from the Internal Audit Service (IAS) and European Court of Auditors (ECA).

In this activity, 27 initiatives were launched for 2025, and 27 were successfully completed, as detailed below:

Title	Action Type	Output Type	No. of outputs
Complaints and inquiries	Legal advice (Article 24 SR requests and administrative inquiries)	Legal Advice	2
	Handling of Article 90 SR requests and complaints.	No. of complaints	1
	Handling external complaints.	No. of complaints	165
Access to documents requests	Handling of public requests and complaints	No. of requests	3

Consolidate ELA’s internal control framework	Risk management and compliance	Report	6
	Support of external audits (ECA, IAS, EX-POST Audits)	External audits	3
	Handling non-conformity event	Reports	0
	Assessment of ELA’s internal framework	Reports	1
Legal advice	Legal advice	Internal procedures	5
	Legal advice to all units and the ED related to the implementation and interpretation of the Regulation (EU) 2018/1725	Number of legal advice delivered	0
Training/awareness courses in order to implement data protection rules	Training provision	Training / Learning Material	1
Monitor the new processing operations and biannual review of the existing processing operations in ELA units/ sectors	Data protection: Internal and public register	Number of processes identified	12
		Number of processes covered by a record	8
Monitor the restrictions on data subjects’ rights on ELA processing activities (Article 25 of Regulation (EU) 2018/1725)	Data protection	Report	0
Monitor the handling of personal data breaches in line with the legal requirements	Data protection	No. of personal data breaches	0
Monitor the handling of request by data subjects to exercise their rights under Regulation (EU) 2018/1725	Data protection	No. of requests	5
Provision of legal advice regarding the interpretation of Regulation (EU) 2018/1725	Data protection	Report	0
Monitor international data transfers	Data Processing Agreements in place, when requirements are met	Data Processing Agreements	1

Monitor external/internal processes with Data Processing Agreements in place, when requirements are met	Data Processing Agreements	8
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2.3. Major developments

The following sections provide updates on the developments in the financial, human resources (HR), corporate service, communications, and information and communications technology areas, supporting ELA’s growth during 2025.

2.3.1. Budgetary and financial management

ELA’s 2025 budget totalled EUR 52.4 million, with EUR 32.1 million allocated for operational expenditure and EUR 20.3 million assigned to administrative costs. The budget execution rate reached 98%, demonstrating a strong level of commitment and efficient utilisation of available resources. Additionally, the payment execution rate stood at 94%, representing a notable improvement compared to 2024. This achievement can be attributed to regular monitoring of budget and procurement plan implementation, along with timely reporting to management, enabling proactive mitigation measures.

In 2025, ELA was chosen to be among the first agencies to transition its financial management system from ABAC to SUMMA. Despite a high volume of daily financial transactions, the preparation, testing, and migration processes were executed successfully. The new system implementation necessitated the development of an application for paperless budgetary commitment management, which was completed prior to the commencement of the 2026 financial year. As a result of these changes, a revised Standard Operating Procedure (SOP) for budgetary management has been established to incorporate the updated tools and necessary adjustments.

ELA developed its procurement plan for 2025 by considering its needs assessment and work programme priorities. The plan included both operational and administrative contracts, and it was consistently monitored and updated over the course of the year. A total of 26 procurement procedures has been completed (compared to 22 in 2024), with 8 of these being open procurement procedures.

As a result of unexpected supplementary responsibilities, including the SUMMA migration and modifications to the Datawarehouse, the timeline for interactive dashboard development has been deferred to 2026.

The planned initiatives listed below were successfully implemented in 2025.

Title	Action Type	Delivered output	No. of outputs
Ensure excellence in financial governance	Financial management	KPIs development for new contracts Coordinated responses to auditors News and guidance published on Finance and procurement website Introduction of Finance helpdesk	More than 20

Budget plan development, monitoring and reporting	Budget management	Management Board decision on budget, Annual budget report, Budget transfers and amendment Delivered budget implementation reports	10-15
Procurement plan development and monitoring	Financial management	2025 Procurement plan prepared, adopted, regularly monitored and Updated Report on procurement plan implementation to the management	5-10
Provisional and final accounts	Financial management	Provisional annual accounts Final annual accounts	2
Multiannual procurement plan development	Financial management	2025 Procurement plan with 2026 -2027 outlook	1
Development of additional business processes, and provision of training on budgeting, finance and procurement	Financial management	SOP on open procurement procedure Simplified rules for reimbursement of expenses of participants invited by ELA Update of financial and procurement templates New application for paperless budgetary commitment management Organised SUMMA trainings	5-10
Cooperation with EU Agencies in setting up Socially Responsible Procurement	Internal governance	Attendance sustainable procurement	1

2.3.2. Delegation and sub-delegation

The mechanism of delegation is set up through decisions signed by ELA’s Executive Director which identify the scope of responsibilities per budget lines.

The Executive Director serves as the authorising officer. According to the ELA’s financial rules, this officer has delegated authority for managing revenue and expenditure to heads of units for all transactions. For budget lines under their responsibility, these heads of units can approve amounts up to EUR 60,000, although there are no limits on payments. When it comes to transactions on administrative budget, the Head of Unit – Resources possesses unlimited rights, and Head of HR has subdelegated authority for Title I HR payments.

These delegations are issued with no time restrictions. The role of authorising officer by sub-delegation is observed, while co-delegation does not apply.

2.3.3. Human resources management

2025 has been a dynamic year in growth and development with ELA’s HR management contributing to the horizontal objective of delivering operational excellence, ensuring the efficient, transparent and compliant

management of HR, and cultivating a value-based, attractive and inclusive organisation. The main achievements were the following:

Recruitment and onboarding

By the end of the year, ELA successfully closed multiple recruitment procedures and built a reserve list of establishment plan posts. ELA has reached an occupancy rate of 95% due to a higher turnover in 2025, having 138 staff positions occupied (contract agents (CAs) / temporary agents (TAs) / seconded national experts (SNEs) / NLOs) out of 145. ELA welcomed over 60 newcomers (staff, trainees, interims). This required a continuous effort in recruitment, onboarding, HR initiatives and efficiency, considering the significant attractiveness challenges.

HR administration and working conditions

ELA continued developing the necessary HR rules, policies, guidelines, tools and processes. The HR intranet and Sysper modules have been some of the new e-HR tool developments. ELA continued with the timely adoption and implementation of HR rules and regulations, in line with its mission and objectives, and the staff regulations (Article 110). In 2025 ELA closed timely its annual appraisal and reclassification exercises a milestone for staff recognition and development. The ELA well-being survey was conducted, revealing a stable job satisfaction at work with an overall wellbeing index of 71 %. The results shaped various well-being actions being put in place. ELA continued offering support in working conditions, aiming at operational efficiency, business continuity, effectiveness and attractiveness.

Organisational design and development

ELA’s organisational development focused, among other aspects, on the effective development of its staff, work relations and work culture. ELA’s strategic learning and development plan continued to provide staff with numerous opportunities for development. On average, a statutory staff member at ELA has attended 6.7 days of training in 2025. The HR project on talent and knowledge management framework has been implemented, and various actions and developments incl. competency framework, and job descriptions. ELA is strongly committed to continuing the promotion of its values, ethics and integrity, equality, diversity, and anti-harassment as part of its workplace culture.

Data on the job screening / benchmarking methodology, i.e. overheads /operational ratio could be found in Annex IV.

The planned HR activities listed below were successfully implemented in 2025.

Title	Action Type	No. of outputs	
		Output Type	
Organisational Design and Development	Performance management	SOP	1
		Job descriptions	Over 80
	Change management	Proposal	1
		Functional analysis	1
Strategic talent and knowledge management	Talent knowledge management	Strategic talent and knowledge management framework and monitoring mechanism ELA	1
		Competency Framework Review	1
		Staff Exchange programme	1
			1

Annual appraisal exercise	Performance management	Appraisal reports	Over 115
Workforce planning	Strategic Workforce Planning	Strategic Workforce Planning process	1
		Job screening	1
HR rules and policies	HR administration management	Implementing rules	2
		Staff Committee elections	1
		Call for confidential counsellors	1
		SNE rules	1
		SOP	2
Onboarding and support to newcomers	Recruitment, selection and onboarding	O nboarding sessions for newcomers	Over 60
Annual reclassification exercise	Performance management	Annual reclassification exercise	1
HR administration	HR administration management	Various: e.g. Payroll, Leave management, Interims,	Multiple
		Family budget survey, Access to health, Renewal of contracts/secondments, etc.	
Selection, recruitment, and secondment	Recruitment, selection and onboarding	Recruitment procedures	15
		Traineeship programme	1
		Career fair	1
		Assessment centre	1
e-HR/HR transformation	HR administration management	SYSPER NDP module personal files HRT update	87 1
Well-being survey and actions	HR administration management	Well-being Survey	1
		Wel-being Report	1
		Well-being initiatives	Over 5
		Well-being and Workload Action plan 2024-2026	1
Strategic Learning & Development	Talent knowledge management	Annual L&D plan 2025	1
		Training sessions	Over 200
		Annual report	1

2.3.4. Strategy for efficiency gains

ELA continued to implement various electronic systems to improve the efficiency of its internal workflows. Implemented systems include the advanced records system (ARES) for document management, the Sysper system for HR processes, e-procurement, and Speedwell for financial transactions. ELA was also preparing for the transition towards the SUMMA, preparing the deploy of the new system for the Commitment in early 2026. ELA also developed the events app to further support the planning and carrying out of its activities. ELA continued to use and further improve the operational plan and KPI monitoring platform for the monitoring and planning of the Authority’s activities. ELA started to develop its Action Plan to address the lessons learned in its first evaluation, as the evaluation was finalised in June 2025. In this context ELA joined forces with the other agencies under the remit of DG EMPL on addressing similar lessons learned addressed to them. Going beyond that ELA continued to

cooperate with the Commission and other agencies on shared operational projects or use of shared services (e.g. sharing the accountant post). Brussels Liaison Office contributed to further efficiency gains in the outreach to the institutional stakeholders, which is reflected in the better targeting of operational activities as well as the savings of the associated costs.

2.4. Assessment of audit and ex-post evaluation results during the reporting year

ELAs internal auditor is the Internal Audit Service of the European Commission (IAS) and the Agency is annually controlled by the European Court of Auditors (ECA). The Agency informs the Discharge Authority on the results of the audits.

In 2025 independent audits were conducted by the Commission's IAS and by the ECA. The IAS finished the audit on the management of EURES and the EURES portal in December 2025. The ECA audit is expected to be finished by Q2 of 2026. External independent audits on the financial accounts and on ex-post controls were also carried out by private audit firms contracted by ELA via a framework contract concluded by the Commission. These audits are also expected to be finished in Q2 of 2026.

2.4.1. Internal Audit Service

In line with ELA's strategic internal audit plan for 2023–2025, the IAS audit process started with the audit on "The management of EURES and the EURES portal" in October 2024. The audit has been finalized in 2025, and IAS submitted the final report in December 2025.

In the report, IAS identified two very important risks related to governance arrangements and IT project management and one important risk related to budget management. The risks and recommendations were accepted by ELA. In early 2026, an action plan is going to be drafted in cooperation with DG EMPL to mitigate the risks identified.

The implementation of the action plan from the IAS audit on ELA's ICF, with a deadline of 31/12/2026, has been closely monitored and reported to IAS.

2.4.2. Internal audit capability (where applicable)

Not applicable.

2.4.3. European Court of Auditors

The ECA report on ELA's annual accounts for the financial year 2024 was published in October 2025. The report provided a favourable opinion on the legality and regularity of transactions and the reliability of annual accounts for the year ended 31 December 2024. The payments linked to ELA's accounts for the year ended 31 December 2024 are legal and regular in all material respects, except for the effects of irregular payments amounting to more than 2% the total payment appropriations available in 2024, which were mainly linked to the implementation of one framework contract which was considered irregular and which resulted in a qualified opinion as the materiality threshold set for the audit was exceeded. The ECA also identified weaknesses in the ex-ante controls, high number of late payments and budget amendment wrongly booked. However, the observations do not call the ECA's positive opinion into question.

For the financial year 2024, ELA has five ECA observations open from the previous year to follow up. These observations refer among others to the high proportion of temporary workers (SNEs and interims), irregular FWC, and ex-ante checks. ELA is continuously improving, implementing actions to close the observations.

The audit process on ELA's annual accounts for the financial year 2025 started with a fieldwork at ELA premises in October 2025 and another fieldwork at ELA premises in February 2026. The ECA audit report for the financial year 2025 will be published in October 2026. The ECA's audit approach comprised analytical audit procedures, direct tests of transactions and an assessment of key components of the authority's supervisory and control systems. This was supplemented by evidence resulting from the work of other auditors, and by an analysis of information provided by ELA's management.

Starting from 2025, ECA introduced a new audit methodology. ECA will provide an overall opinion based on reasonable assurance regarding the legality and regularity of payments, an opinion based on reasonable assurance regarding (i) the reliability of the accounts and (ii) the legality and regularity of revenue, and an opinion based on limited assurance regarding the legality and regularity of payments.

2.4.4. Follow-up of recommendations and action plans for audits and evaluations

The IAS, in line with its strategic internal audit plan for 2023-2025, started the audit on "The management of EURES and the EURES portal" in October 2024. The audit has been finalized in late 2025 and IAS submitted the final report in December 2025. In the final report IAS identified two very important risks related to governance arrangements and IT project management and one important risk related to budget management. The risks and recommendations were accepted by ELA. ELA in close cooperation with DG EMPL will draft an action plan in Q1 2026 to mitigate the risks identified.

Following the recommendations of the IAS on the audit on ICF, ELA developed an action plan and implemented several of the actions during 2023, 2024 and 2025. The implementation of these activities was reported to the IAS together with the supporting documents. During 2025, out of three IAS recommendations, two were closed. The action plan contains activities due by 31/12/2026. The implementation of these actions is closely monitored.

ELA contracted an external private audit firm to perform an ex-post audit for the 2025 financial year. The ex-post audit did not identify any finding. The audit firm proposed one improvement of audit trail in the case of name change of ELA staff.

In line with Article 40 of ELA's founding regulation, the Commission prepared the first evaluation of the European Labour Authority assessing the authority's performance in relation to its objectives, mandate and tasks – see COM(2025) 256 final. The evaluation identified following lessons learned: (1) Improving the monitoring system; (2) Strategic integration and coherence (3) Information (4) Consolidating EURES; (5) Mediation function (6) Capacity building (7) Integration of digital tools and innovations (8) Operational efficiency. The Authority commence its work to address comprehensively the lessons learned through the dedicated action plan, which was submitted for the discussion of the Management Board in November 2025. It should be finalised in 2026. The Action planned identified measures already taken or planned to address the lessons learned. Furthermore, the Commission announced the intention to revise ELA's mandate with the objective to strengthen the Authority.

2.4.5. Follow-up of recommendations issued following investigations by the European Anti-Fraud Office

No investigation was conducted by the European Anti-Fraud Office.

2.5. Follow up of observations from the discharge authority

The following describes the follow-up to the observations made within the framework of the 2023 discharge procedure – the second discharge procedure for ELA. The replies were provided by ELA to the discharge authority in September 2025.

Observation of the discharge authority	Response from and measures taken by ELA	Status/reference
<p><i>Notes that the Court issued an unqualified audit opinion on the reliability of the accounts of all agencies; notes that the Court issued an unqualified opinion on the legality and regularity of the revenue underlying the accounts for all agencies; observes, however, that while an unqualified opinion on the legality and regularity of the payments underlying the accounts was issued for most agencies, exceptions were noted for four agencies: the European Institute of Innovation and Technology (EIT), the European Labour Authority (ELA), the European Union Agency for Cybersecurity (ENISA), and the European Union Agency for the Operational Management of Large-Scale IT Systems (eu-LISA);</i></p>	<p>The Court’s opinion is that payments underlying ELA’s accounts for the year ended 31 December 2024 are legal and regular in all material respects, except for the contract for designing and organising training events, which ELA had awarded after an open procurement procedure. As a consequence, all the subsequent payments under this contract are irregular. The contract in question ended on February 3, 2024, and it wasn’t renewed. A new framework agreement for event management was established in November 2023. The decision to employ an irregular contract until the new one came into force was driven by the need to mitigate risks. By doing so, ELA aimed to safeguard its reputation and maintain a consistent level of service delivery. The irregular contract acted as a bridge, allowing ELA to continue its essential functions without disruption for a limited period of time. The revised tender documents and updated checklist indicate that no similar irregularity has occurred since then. The irregular payments are consequence of specific contracts signed in 2023 but paid in 2024.</p>	<p>Closed</p>

<p><i>Regrets that, concerning ELA, the qualification relates to payments amounting to EUR 1,6 million in 2023, representing 3,8 % of the total payment appropriations available; notes that this amount includes EUR 1,3 million related to a contract deemed irregular in the 2022 audit report due to the awarded value exceeding the established maximum contract limit and EUR 0,3 million associated with deficiencies in ex ante checks on contract implementation; takes note of ELA reply’s explaining that the irregular contract ended on February 2024 and was replaced by a new framework agreement established in November 2023; is aware of ELA’s decision to continue with the irregular contract temporarily to mitigate risks, protect its reputation and ensure uninterrupted service delivery, allowing it to maintain consistent operations and fulfil planned activities until the new agreement took effect;</i></p>	<p>ELA takes note of the observation from the Discharge Authority. See also previous reply.</p>	<p>Closed</p>
<p><i>Insists that although the Financial Regulation does not set ceilings for carryovers, recurrent and excessive levels of carryovers undermine the budgetary principle of annuality and are indicative of structural issues in the budget process and implementation cycle; notes that in 14 Agencies (ENISA, Eurofound, EIGE, eu-LISA, EMA, EUSPA, ELA, FRA, EFCA, ECDC, EU-OSHA, ACER, Frontex and ESA) the level of carryovers affecting all budget titles combined is higher than 15 %; notes that in the case of Frontex and ESA, carryovers reach more than 40 % and 50 % respectively;</i></p>	<p>ELA takes note of the observation.</p> <p>The Financial Regulations permit the carryover of non-differentiated appropriations, and this high rate is attributed to the nature of expenses and the duration of contracts extending beyond the financial year. Every year ELA is reducing the phenomena that originates to the large extend from the budget and services structure on the day of gaining financial independence. In 2024, ELA's budget management showed significant improvements, such as a reduced carryover rates for both Title 1 and Title 2. In addition, a notable improvement in budget management is reflected by the cancellation rate of carried over appropriations on Title 2, which stands at 98%.</p> <p>ELA will make efforts to enhance budget implementation; however ELA will consider reducing the carry-over of non-differentiated only when it aligns with sound business rationale</p>	<p>Ongoing</p>

<p><i>Welcomes the five agencies' (EUROFOUND, CEDEFOP, ETF, EU OSHA, ELA) continued and growing cooperation and sharing of resources among them and with other institutions, including other EU agencies, the Commission and the Parliament;</i></p>	<p>ELA takes note of the observation</p> <p>The Authority continues to invest in the cooperation with the four other agencies under EMPL remit. To that end ELA, also signed a cooperation agreement with the ETF in November 2024, in addition to the cooperation agreements that are already in place with the other three agencies. ELA carries out several initiatives with the agencies under remit of DG EMPL based on the cooperation instruments. Furthermore, ELA cooperates regularly on specific initiatives also with the other EU agencies, such as FRA, EUROPOL or CEPOL.</p>	<p>Ongoing</p>
<p><i>Calls on the Commission to ensure better use of the Agencies' (EUROFOUND, CEDEFOP, ETF, EU OSHA, ELA) expertise in relevant policy areas regarding for example, elaboration of reports and studies, conducting research and surveys, which can allow for more efficient utilisation of existing Union budget resources compared to alternative solutions; appreciates the five agencies' efforts to further develop their digital and online communication in order to increase their visibility and raise awareness of their high-impact work; stresses, in this regard, the unused potential in providing for specific, relevant information and the same quality products as external consultants, when the agencies' mandates allow it;</i></p>	<p>ELA takes note of the observation</p> <p>ELA stands ready to further support the Commission and Member States (in cooperation with the other agencies) to provide expertise in the field of labour mobility and social security coordination for studies, research and surveys.</p>	<p>Ongoing</p>

<p><i>Welcomes the agencies' efforts (EUROFOUND, CEDEFOP, ETF, EU OSHA, ELA) to implement policies on diversity and inclusiveness, particularly when it comes to persons with disabilities; encourages the agencies to enhance comparable data collection on the employment of persons with disabilities; recognises the progress made within the Agencies towards gender balance within their staff: calls for further efforts to ensure gender balance also at the senior management level and to mainstream gender in all their activities;</i></p>	<p>ELA constantly monitors the geographical and gender balance in its recruitment. Statistics with geographical and gender representation are presented to middle and senior management prior to recommendation and decision of a job offer for their consideration. It could be noted that by end of 2024, ELA has recorded 62% female representation among TAs and CAs.</p> <p>ELA is an equal opportunity employer. As part of its commitment to diversity, gender equality and geographical distribution, ELA encourages applications from female candidates and applies a policy of equal opportunities. ELA ensures that its recruitment procedures do not discriminate on the grounds of gender, colour, race, ethnic or social origin, genetic features, language, religion or belief, political or any other opinion, membership of a national minority, property, birth, disability, nationality, age, sexual orientation or gender identity. ELA has adopted by analogy the Commission Decision on Recruitment of disabled persons (C(2004) 1318 of 7/04/2004).</p>	<p>Ongoing</p>
<p><i>Notes that budget monitoring efforts during the financial year 2023 resulted in a budget implementation rate of current year commitment appropriations averaging above 97 %, with the exceptions of CdT and ELA, which had rates of 89,55 % and 93,72 % respectively; notes that the agencies exhibiting the lowest execution rate of current year payment appropriations are as follows, listed in ascending order along with their respective percentages: ESA at 47,61 %, Frontex at 55,37 %, EU-OSHA at 68,83 %, ACER at 70,69 % and ECDC at 71,79 %;</i></p>	<p>ELA makes efforts to enhance budget implementation by regular monitoring and quickly updating plans in response to new opportunities or circumstances. As a result, in 2024, ELA's budget management showed significant improvements, such as an increased commitment (95,42%) and payment execution rate (91,30%).</p>	<p>Ongoing</p>

<p><i>Draws attention to the nine observations of the year made by the Court that affect payments; notes that in the case of ENISA, eu-LISA, as well as for ELA, the irregularities detected, along with those identified in previous audits that resulted in payments in 2023 (only for eu-LISA and ELA), form the basis for a qualified opinion by the Court and have been described under heading “Overview of the audit results” of this resolution;</i></p>	<p>ELA takes note of the observation</p>	<p>ongoing</p>
<p><i>108. Notes that, in 2023, the staff turnover rate was more than 5 % in 18 out of 33 agencies (namely Cedefop, CEPOL, EBA, EFCA, EIGE, EIOPA, EIT, ELA, EUDA, ETF, EUAA, eu-LISA, Eurofound, Eurojust, Europol, EUSPA) and that three of them exceeded the 10 % rate (namely BEREC Office, CdT, Eurojust); commends the agencies that have taken targeted measures to prevent high staff turnover rates; highlights the importance for all agencies to implement measures with a view to improving talent management and retention; counts on EUAN to be a forum for its member agencies with regard to exchanging good practices and, where possible, joining forces in this regard; calls on the Commission to actively support agencies in recruiting the necessary expertise to fulfil their mandates, encouraging closer cooperation with universities and other relevant institutions;</i></p>	<p>ELA takes note of the observation.</p> <p>The turnover rate at ELA has been kept stable as in line with the KPI, i.e. below 10 %.</p> <p>The Authority has taken various actions and initiates to address attractiveness and prevent high staff turnover rates. ELA carries out annually a wellbeing survey as to check the pulse of the organisation and improve further as needed.</p>	<p>ongoing</p>

<p><i>Highlights that some Agencies make extensive use of external consultants, mainly in the ICT area but also in the areas of their core business, which make up significant parts of their operational budget (e.g. ACER, ETF, ELA, etc.); calls on all the agencies to prioritise permanent staff over external consultants and contractual staff in order to guarantee high quality working conditions and to prevent the loss of knowledge and experience; calls, moreover, on the agencies to prevent job uncertainty due to short term contracts and prioritise long-term employment; appeals, in this regard, for flexibility for agencies to convert seconded national expert (SNE) posts into temporary agent posts, ensuring expertise retention, operational functionality and business continuity; further insists on avoiding the externalisation of tasks to consultancies when know-how is available in-house;</i></p>	<p>ELA SNEs represents 38 % of the ELA posts, the highest proportion among all agencies, which is not operationally sustainable.</p> <p>ELA welcomes the support of the budgetary authority for the conversion of seconded national expert posts (SNE) into temporary agent posts. This request has not been taken on board during the budgetary procedure for 2025 budget. The Authority got allocated 5 contract agents posts (CA) replacing 5 SNE posts in 2024. Meaning that the structural issue with the composition of the staff has been addressed only to very limited extent. It is important to emphasize that the high proportion of SNEs brings significant challenges to structural effectiveness, for instance regarding the Authority's attractiveness, business continuity, the operation of ELA in medium and long-term. Therefore, the structure of ELA's workforce should be adapted ideally by additional SNE posts to be converted into TA AD posts to ensure that the Authority has the stability and suitability of posts and expertise, and staff can continue with the effective implementation of ELA's mandate.</p>	<p>ongoing</p>
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<p><i>Notes that gender distribution has improved in 2023 compared to 2022 at the level of senior and middle management and amongst the management board members; notes that the gender balance reported for staff overall) did not change; encourages ACER, BEREC Office, Cedefop, ECDC, ECHA, EFSA, EIOPA, EMCDDA, EMSA, ENISA, ERA, eu-LISA, ELA, Europol, EUAA, EUSPA and Frontex to support women in applying for management positions; reiterates its calls on the Commission and Member States to observe gender balance when nominating and appointing members of the management or administrative boards; recalls the ambition of the agencies to align with the Commission to reach a gender balance of 50 % at all levels of its management by the end of 2025; calls on the agencies to keep taking these aspects into consideration with regard to all future recruitment of staff and to work towards the further improvement of gender balance at senior management level;</i></p>	<p>ELA takes note of the recommendation on senior and middle managers and would like to highlight that the statistics need to be read in the light of low number of these posts (6).</p> <p>It should be highlighted that only the recruitment of the middle managers (HoU) is in the hands of ELA. The management board members are not selected or appointed by ELA.</p> <p>Among all ELA managers (ED, HoUs, HoSs) the ratio between female and male managers is 47%-53 % by end of 2024.</p> <p>ELA welcomes the recommendations to work towards the further improvement of gender balance at management level, and to support women in applying for management positions, and re-assures that when recruiting new staff in its recruitment procedures ELA has considered diversity matters, and geographical and gender balance.</p>	<p>ongoing</p>
<p><i>Notes that out of a total of 116 observations made by the Court corresponding to previous years of the agencies that are part of this resolution, a total of 58 have been closed during 2023, with a total of 53 still open and five partially closed; observes that the number of ongoing observations varies among the agencies, with some having no open observations, as is the case for BEREC Office, EBA, ECHA, EEA, EMSA, ENISA, EU-OSHA, EUSPA and Eurofound, while the highest number of open observations is for eu-LISA, Frontex and ELA with eight, seven and five observations respectively; requests these agencies to take proactive measures to resolve these open issues;</i></p>	<p>ELA takes note of the observation of the discharge authority and is taking proactive measures to resolve the open observations by the Court.</p>	<p>ongoing</p>

<p><i>Takes note that six out of the 53 open observations refer to a high level of carryovers (ACER, ELA, EFCA, eu-LISA, FRA, Frontex); is concerned that in the case of Frontex, this observation remains open since 2018;</i></p>	<p>ELA takes note of the observation . See also the answer to observation 48.</p>	
<p><i>Highlights the importance for the agencies to enhance their presence in the media, on the internet, and across social media to increase public awareness of their work;</i></p>	<p>Can each Agency summarize how they are enhancing their presence in the media? What activities have they undertaken to increase the public awareness of their Agency/Body?</p> <p>Takes note of the observation. ELA has a dedicated long-term communication strategy 2023-2026 aiming to increase its visibility, reputation and awareness about its work; In addition, ELA has improved its website to increase user interaction and awareness of their work, including the introduction of the newsletter subscription function ELA is active on all major social media networks and has included Instagram in this list since 2024. The engagement rate on social media channels constantly increasing, being significantly higher than the that of another organisation of the same size.</p> <p>ELA cooperates and organises joint events with Member States authorities, social partners, other EU Agencies, the European Commission, the European Parliament and other EU institutions to further increase visibility of its work.</p> <p>Furthermore, ELA continues in organising the awareness rising campaigns to inform individuals, including workers and employers on their rights and obligations pertaining to labour mobility. In 2024, ELA focused in particular on HORECA sector and road transport sector The campaigns prepared by ELA achieve one of the highest outreach among EU institutions.</p>	

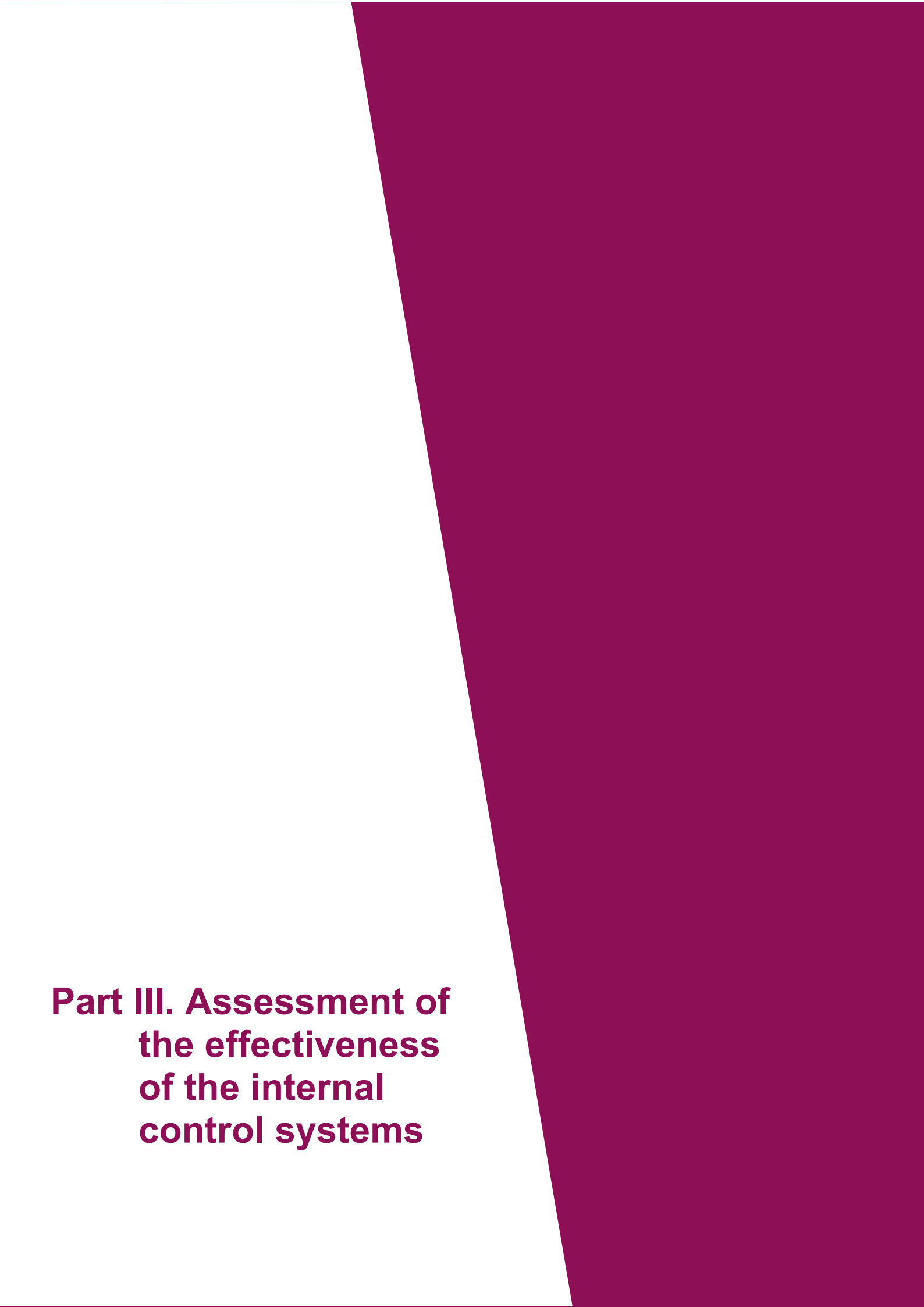
<p><i>Notes that the EIT Director, speaking on behalf of the EU Agencies Network, agreed on 4 December 2024, during the Committee on Budgetary Control, to conduct research on the types of contracts for cleaning personnel working at the decentralised agencies; asks the EU Agencies Network to inform the discharge authority on the types of contracts of the cleaning personnel working at the decentralised agencies, including the proportion of long-term and short-term contracts;</i></p>	<p>Can each Agency provide information on the types of the cleaning personnel working at the decentralised Agency, including the proportion of long-term and short-term contracts?</p> <p>After completing a procurement process, ELA entered into a four-year direct service contract for cleaning services commencing in 2024. The contractor is responsible for providing and employing the necessary cleaning personnel.</p>	
<p><i>Recalls that the 2022 discharge (horizontal) report pointed to 14 agencies still not having the corporate sustainability plans in place; notes that for the 2023 financial year Court’s report did not provide updated figures on the issue; reiterates the importance of all agencies having the corporate sustainability plans in place; urges agencies to report to the Commission about the energy performance of their buildings; Notes with concern that, despite the general trend of progress, some agencies faced difficulties integrating sustainability into their corporate strategies due to procedural inefficiencies and insufficient resource allocation; stresses therefore the need for a more cohesive and actionable framework to ensure long-term sustainability in agency operations</i></p>	<p>Does your Agency have a corporate sustainability plan in place?</p> <p>How has your Agency integrated sustainability into the corporate strategies and operations?</p> <p>ELA actively works on its corporate sustainability and reducing its environmental impact. A project, in cooperation with an external contractor, has been ongoing since 2022, when an environmental report on ELA has been prepared. The project has currently evolved into its next phase, preparing ELA for EMAS certification. As a part of the preparation for this milestone, the Executive Director has adopted a decision, outlining ELA’s environmental policy, and the establishment of an internal horizontal environmental team. The aim is to ensure compliance with applicable legislation and standards, and further help ELA prepare for EMAS certification.</p>	

2.6. Environment management

Annex VII provides information on the actions taken by ELA to reduce its carbon footprint, including efforts seeking to measure and limit the environmental impact of its activities.

2.7. Assessment by management

In 2025 the Authority entered into the second five-years cycle of its activities, fully equipped with the financial and human resources. This provides the further stabilisation of Authority's activities, while keeping the full implementations of its mandate and the activities. The Authority worked towards further coordination of its internal activities, considering the conclusions of the first evaluation of the founding Regulation carried out by the European Commission. ELA also progressed in the strengthening of the internal control framework and standardisation of its processes through the adoption of several internal acts. The financial management, planning and budget implementation was also improved. The Authority will work towards increasing the impact of its activities and effectiveness of its processes and planning in coming years.

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**Part III. Assessment of
the effectiveness
of the internal
control systems**

3.1. Effectiveness of internal control systems

With Decision No 26/2020 of 15 December 2020, the Management Board adopted ELA's ICF, which is in line with the Commission's revised ICF. ELA's ICF consists of five components and 17 principles. The internal control principles (ICPs) were adapted to ELA's specificities, adopted by the Executive Director, through Decision No 2/2024 on further implementation of ELA's ICF principles and its performance indicators, which was amended by the Executive Director Decision no 31/2025.

The methodology applied for the assessment of the ICF is compliant with the Commission's implementation guide. In line with this guide, the assessment of the internal control system (ICS) is performed based on two approaches, ongoing and periodic assessment. The ongoing monitoring of the effective functioning of the ICS is built into business processes and performed on a real-time basis at all levels of the organisation. This enables the authority to react in a timely manner to changing conditions and to correct deviations from intended performance and effectiveness levels. The periodic assessment is conducted by the management team to provide a global overview on the state of play of their internal control at a given moment in time. The scope and frequency of the periodic assessment is decided by management, but it shall be performed at least once a year.

The ICS assessment was carried out at the following three levels.

- At the level of principles, based on the analysis of the detected strengths and deficiencies. This includes:
 - a review of the compliance documents available at ELA for each ICP;
 - the analysis of the set of 70 internal control monitoring indicators and their results for the year 2025;
 - 100% implementation of the action plan for the ELA's Antifraud Strategy 2023-2025;
 - the review of the functioning of the 17 ICPs and the identification of the improvements needed;
 - other sources of information such as audit results (ECA, IAS, *ex-post* audit), internal surveys, self-assessment and consultation with responsible staff members.
- At the level of the internal control components, based on an analysis of the results at principal level.

The review of the functioning of the 17 ICPs shows that, none of the control components have been assessed as partially or not functioning (category 3 or 4, respectively, based on the principles classification). In 2025, three components fell under category 1 (the principle is present and functioning well) and two components fell under the category 2 (the principle is present and functioning, but some improvements are needed). This shows and improvements compared to 2024, where only one principle fell under category 1 and four components fell under category 2.

The assessment of the ICF shows that several deficiencies identified in 2024, have been resolved. The list of deficiencies for 2025, has been updated with the risks identified by IAS regarding the management of EURES and EURES portal. The severity of certain deficiencies has been reassessed, due to the existence of other compensating controls, or because in spite of the identified deficiencies, activities are implemented and ELA goals are achieved, and/or due to developments related to certain deficiencies identified by audits, or simply because the action linked to the deficiency is under finalization.

Following the reassessment, none of the deficiencies fell under category 3 (major). All the deficiencies fell under the severity category 2 – moderate and the severity category 1 – minor. The controls linked to these deficiencies can be considered effective due to the nature of the risks identified, current compensating controls and

improvements made since the identification of the deficiencies by audits and/or self-assessment, which ensure that the authority can reach its objectives.

- The internal control framework as a whole, based on an analysis of the results at component level.

Based on the points above, it can be stated that ELA's internal control system is present and functioning. All the components are present and functioning for their intended purpose, but improvements are needed. Based on the methodology and the assessment performed, and the deficiencies identified, the main areas for improvements are the following:

- Continue strengthening ex ante controls;
- Lower the number of late payments;
- Further develop financial guidance materials;
- Integrate existing controls into a comprehensive control strategy;
- Further strengthen the implementation of the risk action plan;
- Continue addressing the challenges resulting from the large number of temporary staff (SNEs and interim workers) in comparison to statutory staff.
- Develop Policy on Sensitive Functions;
- EURES management and EUREs portal and personal data protection.

3.2 Conclusions of assessment of internal control systems

Based on the analysis of the five internal control components and 17 principles, using both quantitative and qualitative elements and including a set of 70 internal control indicators, it is assessed that the components of the ICF were present and functioning, but improvements are needed. The assessment concluded that the ICS effectively reduced to an acceptable level the risk of not achieving ELA's annual and multiannual objectives related to operations, reporting, and compliance, and necessary improvements and reinforcements are being implemented.

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

ELA does not have a dedicated position of manager in charge of risk management and internal control. This is a shared management responsibility, where the Executive Director is supported by the heads of units. The process is facilitated by the internal control and audit specialist. Within the annual activity report preparation process, each manager shall produce a statement serving to support the Executive Director's declaration of assurance.



Part IV. Management assurance

4.1. Review of the elements supporting assurance

The building blocks of assurance underpin the reasonable assurance provided by the authorising officer in his declaration of assurance in the CAAR. The reliability of the information contained in this report is supported by the following building blocks of assurance:

- the director's own knowledge of the management and control system in place;
- the regulatory achievements;
- the review of the functioning of the 17 ICPs, identification of deficiencies and need for improvements;
- the results of the risk assessment and action plan;
- analysis of the non-conformity reports for 2025;
- implementation of the antifraud action plan for 2025;
- outcomes of the internal and external audits performed for 2024-2025 (ECA, IAS, *ex-post* audit);
- observations of the discharge authority;
- accounting officer's report on the validation of the local system.

The information provided in the report result from a systematic analysis of the evidence available. This approach provides sufficient guarantees as to the completeness and reliability of the information reported and results in a complete coverage of the budget delegated to ELA's Executive Director.

In conclusion:

- There were no reservations listed in the 2024 CAAR;
- IAS recommendations from the ICF audit are addresses through a dedicate action plan, it's implementation regularly monitored and reported;
- IAS recommendation on the management of EURES and EURES portal will be addresses by a dedicated action plan, implementation monitored and reported;
- at the time of drafting the annual report, the ECA's opinion on legality and regularity of transactions, as well as on reliability of annual accounts for the financial year 2025 is not available but the preliminary findings do not indicate critical irregularities;
- Observations from the European Parliament have been considered.

4.2. Reservations

The authority analyses major weaknesses, if any, in achieving its objectives, reputational risks, any significant weaknesses in the control system and recurrent errors. These weaknesses might involve the use of resources, sound financial management and the legality and regularity of transactions. The significance of a weakness is evaluated on the basis of:

- the nature and scope of the weakness;
- the duration of the weakness;
- the existence of mitigating controls which reduce the impact of the weakness;
- the existence of effective corrective measures (action plans and financial corrections).

Based on the European Court of Auditors annual report for the financial year 2022, a contract for designing and organising training events was considered irregular because the winning financial offer was higher than the maximum contract value of the tender specification. As a result, all payments under this contract were

considered irregular. Although the irregular amount is material, being above the accepted threshold of 2 %, its use was considered necessary to achieve ELA's operational objectives.

The decision as to whether a weakness is significant is made by the authorising officer. In this evaluation the overall impact of a weakness needs to be identified, and an assessment needs to be made on whether the issue is material enough to have an influence on the decisions or conclusions of the users of the assurance declaration.

The management decision to employ an irregular contract until the new one came into force was driven by the need to mitigate risks. By doing so, ELA aimed to safeguard its reputation and maintain a consistent level of service delivery. ELA's commitment to executing planned activities remained unwavering. The irregular contract acted as a bridge, allowing ELA to continue its essential operational functions without disruption. Payments made for contracts signed in 2023 under the irregular framework contract resulted in the irregular amounts, with invoices paid in 2024. The revised tender documents and updated checklist indicate that no similar irregularity has occurred since then. The preliminary audit findings of ECA for the financial year 2025, do not indicate critical irregular amounts.

Based on the facts presented in the preceding sections, and in the light of the opinion expressed by the European Court of Auditors on the reliability of the accounts and the legality and regularity of the transactions linked to the accounts, it can be stated that the authority has established a working environment where risks are managed and the internal control system works effectively (although improvements are needed) and contributes to the achievement of the objectives. The agency's management has reasonable assurance that the resources assigned to the activities described in the CAAR have been used for their intended purpose and in accordance with the principles of sound financial management, and that the controls put in place can provide the necessary guarantees concerning the legality and regularity of the underlying transactions.

This conclusion takes stock of ELA's efforts to strengthen existing controls, maintain full compliance with the requirements of the ICF and ensure that it will continue to achieve the objectives set out in its work programmes in the years to come.

Part V. Declaration of assurance

Statement of the Executive Director

Declaration of assurance

I, the undersigned, Cosmin Boiangiu,

Executive Director of European Labour Authority (ELA),

In my capacity as Authorising Officer,

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

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

This reasonable assurance is based on my own judgement and on the information at my disposal, such as the results of the self-assessment, ex-post controls, [the work of the Internal Audit Service – delete this if not applicable] [and the lessons learnt from the reports of the Court of Auditors – delete this if not applicable] for years prior to the year of this declaration.

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

Place Bratislava

Date 30.6.2026

(signature)

Cosmin Boiangiu

Statement of the Head of Unit

I, the undersigned, Malcolm Scicluna,

Head of Cooperation Support Unit within the European Labour Authority (ELA),

*In my capacity as Authorising Officer by Delegation for the operating (administrative) budget /
Authorising Officer by Delegation for the operational budget,*

*I hereby certify that the information provided in Section 1 / Section 2 of the present annual activity
report and in its annexes is, to the best of my knowledge, accurate and complete.*

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

*Declare that in accordance with ELA's internal control framework, I have reported my advice and
recommendations on the overall state of internal control to the Executive Director.*

Place Bratislava date 30.6.2026

(signature)

Malcom Scicluna

Statement of the Head of Unit

I, the undersigned, Jacek Saldan,

Head of Resources Unit within the European Labour Authority (ELA),

*In my capacity as Authorising Officer by Delegation for the operating (administrative) budget /
Authorising Officer by Delegation for the operational budget,*

*I hereby certify that the information provided in Section 1 / Section 2 of the present annual activity
report and in its annexes is, to the best of my knowledge, accurate and complete.*

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

*Declare that in accordance with ELA's internal control framework, I have reported my advice and
recommendations on the overall state of internal control to the Executive Director.*

Place Bratislava date 30.6.2026

(signature)

Jacek Saldan

Statement of the Head of Unit

I, the undersigned, Balazs Lengyel,

Acting Head of Information and EURES Unit within the European Labour Authority (ELA),

*In my capacity as Authorising Officer by Delegation for the operating (administrative) budget /
Authorising Officer by Delegation for the operational budget,*

*I hereby certify that the information provided in Section 1 / Section 2 of the present annual activity
report and in its annexes is, to the best of my knowledge, accurate and complete.*

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

*Declare that in accordance with ELA's internal control framework, I have reported my advice and
recommendations on the overall state of internal control to the Executive Director.*

Place Bratislava date 30.6.2026

(signature)

Balazs Lengyel

Statement of the Head of Unit

I, the undersigned, Jan Drahokoupil,

Acting Head of Enforcement and Analysis Unit within the European Labour Authority (ELA),

*In my capacity as Authorising Officer by Delegation for the operating (administrative) budget /
Authorising Officer by Delegation for the operational budget,*

*I hereby certify that the information provided in Section 1 / Section 2 of the present annual activity
report and in its annexes is, to the best of my knowledge, accurate and complete.*

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

*Declare that in accordance with ELA's internal control framework, I have reported my advice and
recommendations on the overall state of internal control to the Executive Director.*

Place Bratislava date 30.6.2026

(signature)

Jan Drahokoupil

Statement of the Head of Unit

I, the undersigned, Jozef Ksinan,

Acting Head of Governance and Coordination Unit within the European Labour Authority (ELA),

*In my capacity as Authorising Officer by Delegation for the operating (administrative) budget /
Authorising Officer by Delegation for the operational budget,*

*I hereby certify that the information provided in Section 1 / Section 2 of the present annual activity
report and in its annexes is, to the best of my knowledge, accurate and complete.*

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

*Declare that in accordance with ELA's internal control framework, I have reported my advice and
recommendations on the overall state of internal control to the Executive Director.*

Place Bratislava date 30.6.2026

(signature)

Jozef Ksinan

Annexes

Annex I. Core business statistics

The statistics provided here relate exclusively to the main action types planned by ELA and logged within its Operational Plan Application. These recordings are essential for assessing the progress of our key strategic objectives and operational activities.

Total number of action types and their delivery status in 2025

Action Type	Planned	On track	Delayed	On hold	Cancelled	Finished	Total
<i>Analysis</i>	1	4		1		13	19
<i>Budget management</i>						1	1
<i>Business continuity management</i>						3	3
<i>Coordination & Support to CJIs</i>	1		6	4	3	150	164
<i>Case identification for CJI</i>							0
<i>Corporate monitoring and reporting</i>		1				8	9
<i>Data protection</i>						6	6
<i>Developing Guidelines & recommendations</i>		2				3	5
<i>ELA working structures</i>						12	12
<i>EURES network support</i>				2	1	140	143
<i>EURES portal management</i>						4	4
<i>External corporate communication</i>						6	6
<i>Financial management</i>						5	5
<i>Good practices provision</i>						3	3
<i>Governing bodies coordination</i>						2	2
<i>Handling of public requests and complaints</i>						3	3
<i>HR administration management</i>						4	4
<i>ICT Cloud, Infrastructure and Operations</i>						2	2
<i>ICT Security Management</i>						1	1
<i>ICT Governance</i>						3	3
<i>Improvement of national information</i>						15	15
<i>Information campaigns</i>		1	1	1	1	6	10
<i>Information provision</i>			2	1	1	20	24

<i>Internal control</i>						7	7
<i>Internal governance</i>			1			9	10
<i>Internal policy coordination</i>						1	1
<i>Legal advice</i>						6	6
<i>Media relations</i>						1	1
<i>Mediation process</i>		5				4	9

<i>MSs cooperation support</i>						23	23
<i>MSs digitalisation support</i>						5	5
<i>MSs information exchange support</i>							0
<i>Mutual learning provision</i>						48	48
<i>Operational risk assessment</i>						4	4
<i>Performance management</i>						3	3
<i>Recruitment, selection and onboarding</i>						2	2
<i>Risk management and compliance</i>						3	3
<i>Stakeholders' engagement</i>						16	16
<i>Strategic Workforce Planning</i>						1	1
<i>Talent knowledge management</i>						3	3
<i>Technical workshops</i>						15	15
<i>Training provision</i>	1					23	24
<i>Translation for MSs</i>						1	1
Total	3	13	12	7	6	593	634

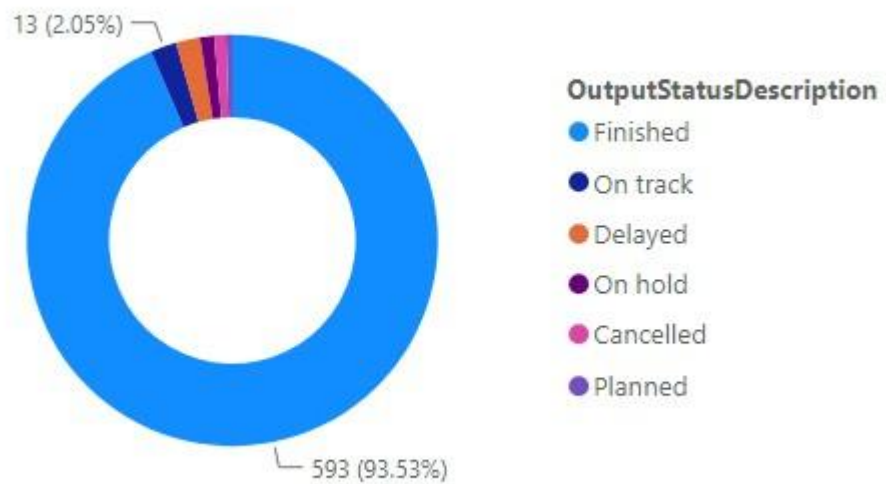


Figure 2 Implementation Actions by Output Status (2025)

Percentage of KPIs for the core business activities in 2025

KPI Code	KPI Title	KPI %	numerator	denominator
KPI1	Information awareness and raising initiatives	94%	29	31
KPI10	Mediation procedures	44%	4	9
KPI11	Actions to promote EU digital tools & procedure	100%	1	1
KPI13	MSs participating in CJJ	100%	27	27
KPI14	MSs proposed/requested CJJ	92%	138	150
KPI16	Labour mobility analytical activities	86%	6	7
KPI2	Information provision initiatives	92%	12	13
KPI20	Capacity Building activities	100%	25	25
KPI21	MSs participating in Capacity Building Activities	100%	32	32
KPI6	Supported European Online Job Days (EOJDs)	93%	26	28
KPI8	MSs requests for cooperation	96%	66	69
KPI9	MLUF completed activities	100%	27	27

Count of KPI-driven actions and their delivered outputs for 2025

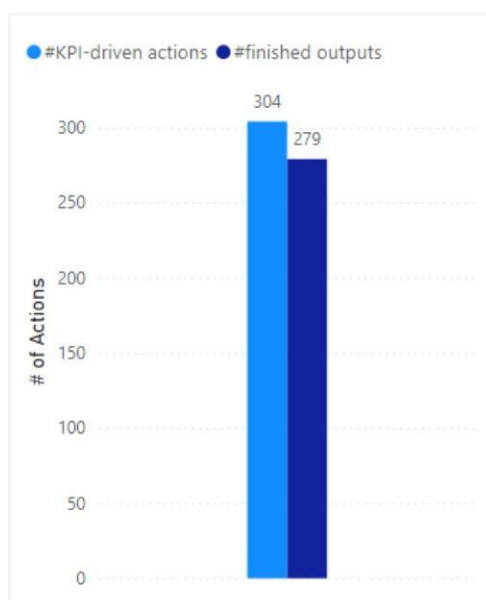


Figure 3 KPI-Driven Actions and Delivered Outputs in 2025

Table II.1. Budget execution (C1)

Title	Committed (EUR)		Committed (%)	Paid (EUR)		
	Commitment appropriation (EUR)			Payment appropriation (EUR)	Paid (%)	
	<u>16 704 000</u>	16 485 786	98.69	16 704 000	16 008 051	95.83
<i>Title 1</i>	<u>3 173 500</u>	2 962 928	93.36	3 173 500	1 782 762	56.17
<i>Title 2</i>	<u>31 972 857</u>	31 353 903	98.06	30 000 816	29 480 841	98.26
<i>Title 3</i>						
<i>Total</i>	<u>51 850 357</u>	<u>50 802 617</u>	<u>97.97</u>	<u>49 878 316</u>	<u>47 271 654</u>	<u>94.77</u>

Table II.2. Budget out-turn and cancellation of appropriations (EUR)

Budget out-turn	2024	2025
<i>Revenue received (+)</i>	39 388 263	50 035 849
<i>Payments made (-)</i>	35 918 822	47 615 491
<i>Carry-over of appropriations (-)</i>	3 298 728	1 815 435
<i>Cancellation of appropriations carried over (+)</i>	493 378	182 223
<i>Adjustment for carry-over of assigned revenue appropriations from the previous year (+)</i>	27 643	343 838
<i>Exchange rate differences (+/-)</i>	158	-296
<i>Total</i>	<u>691 893</u>	<u>1 130 688</u>

Table II.3. Commitments carried over from previous years to 2025 (C8)

Title	Carried over (EUR)	Decommitments (EUR)	Paid (EUR)	Outstanding amount at year-end 2025 (EUR)	
				Outstanding amount at year-end 2025 (EUR)	Paid / carried over (%)
Title 1	687 489.53	108 098.59	579 390.94	0	84.28%
Title 2	2 267 400.46	74 124.57	2 193 275.89	0	96.73%
Title 3	31 614 644.48	7 736 914.05	21 159 873.25	2 718 857.18	66.93%
Total C8	34 569 534.47	7 918 137.21	23 932 540.08	2 718 857.18	69.23%

Table II.4. Appropriations from internal assigned revenue received in 2025 (EUR)

Title	Commitment appropriation	Committed	Payment appropriation	Paid
Title 1	52 532.56	0.00	52 532.56	0.00
Title 2	0.00	0.00	0.00	0.00
Title 3	105 000.00	0.00	0.00	0.00

Table II.5 Appropriations from internal assigned revenue carried over from 2024 to 2025 (EUR)

Title	Committed		Paid
	CA carried over	PA carried over	
Title 1	76 977.07	76 977.07	76 977.07
Title 2	0.00	0.00	0.00
Title 3	0.00	0.00	0.00

Table II.6. Outstanding commitments at year-end corresponding to commitments made in 2025 (EUR)

Title	Committed amount	Paid amount	Amount carried over
<i>Title 1</i>	16 485 786.82	16 008 050.57	477 736.25
<i>Title 2</i>	2 962 927.74	1 782 761.83	1 180 165.91
<i>Title 3</i>	31 353 903.28	8 320 967.75	23 032 935.86
TOTAL	50 802 617.84	26 455 617.79	24 690 838.02

Annex III. Organisational chart

Organisational chart valid on 31 December 2025



The circular shape of the organisational chart highlights the cooperation and interconnectivity of ELA’s activities. Ensuring fair labour and effective mobility is a multi-faceted endeavour that requires the pooling of expertise (labour and social security law), coordination and complementarity between enforcement, mediation, the provision of information and service, and the tight involvement and support of EU, national and social partners. No part is sufficient on its own. The pooling of all resources into one permanent structure is what provides a strengthened forum for cooperation and joint activities, creating the valuable synergies necessary for ensuring and enabling fair and effective labour mobility.

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

Staff	Year N-1 (2025)
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Establishment plan posts	Authorised budget	Filled as of 31 December 2025	Occupancy rate (%)
Administrators (ADs)	52	49	94
Assistants (ASTs)	15	14	93
Assistants/secretaries (AST/SCs)	2	2	100
Total establishment plan posts	69	65	94
External staff	Full-time equivalent authorised budget	Full-time equivalent as of 31 December 2025	Execution Rate (%)
Contract agents (CAs)	20	19	95
Seconded national experts (SNEs)	56	54	96
Total external staff	76	73	96
Total staff	145	138	95

Information on recruitment grade / function group for each type of post

Key functions	Type of contract (official, TA (temporary agent) or CA)	Function group (FG), grade of recruitment	Indication whether the function is dedicated to administrative support and coordination, operational or neutral
Executive Director (level 1 in the structure)	TA	AD14	Operational
Head of Unit (level 2 in the structure)	TA	AD 9-11	Operational or administrative support and coordination

Head of Sector (level 3 in the structure)	TA	AD8	Operational or administrative support and coordination or neutral
Senior Officer (including Business Manager)	TA	AD7	Operational
Officer	TA, CA	AD5-AD6 FG IV	Operational or administrative support and coordination or neutral
Assistant/Specialist	TA, CA	AST3 AST4 AST/SC 2 FG III	Operational or administrative support and coordination or neutral

Job screening/benchmarking (year 2025) ELA

Job type (sub)category	2025 (%)
Administrative support and coordination	14.48
Administrative support	9.66
Coordination	4.83
Operational	80.00
General operational	11.72
Programme management	66.21
Top level operational coordination	1.38
Evaluation and impact assessment	0.69
Neutral	5.52
Finance/control	5.52
Linguistic	0.00

Total	100.00
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Annex V. Human and financial resources by activity

The table below provides the allocation of the resources per activity.

2025					
No	Activity	TA	CA	SNE	Budget (EUR) ²
1	Information and services	5	0	5	3,593,084
2	EURES	5	3	3	15,656,400
3	Cooperation and NLOs office	5	1	31	7,798,838
4	Mediation	2	0	0	453,517
5	Concerted and joint inspections	7	0	7	4,060,318
6	Tackling undeclared work	3	1	2	1,825,851
7	Labour mobility analysis and risk assessment	6	1	2	3,493,778
8	Capacity building	3	2	3	3,051,968
9	Social partners liaison	0	0	0	118,380
10	Facilitation of digital tools supporting labour mobility	0	0	1	414,248
11	Governance and policy coordination	6	2	0	1,725,468
12	Compliance and internal control	5	2	1	1,234,468
13	Communication and awareness raising campaigns	3	1	1	4,406,442
14	Financial resources	5	3	0	1,234,468
15	Human resources	5	2	0	1,980,159
16	ICT and corporate services	2	2	0	617,234
17	Management and support	7	0	0	1,980,159
	Total	69	20	56	51,850,357

² Executed budget

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

ELA has not entered into any contribution, grant and framework partnership agreement. The table below shows the service level agreements that have been signed and are still valid.

Signature date	Legal entity	Subject
2019	Directorate-General for Informatics (DIGIT)	IT procurement, website, NDP, EU CV Online, EU signature and sealing certificates, ARES support
2019	DIGIT	Digital workplace services
2019	Directorate-General for Human Resources and Security	Sysper and related services, learning and development, medical services, complaints
2019	Translation Centre for the Bodies of the European Union	Translation and other language services
2019	European Personnel Selection Office	Hiring employees
2019	European School of Administration	Training
2019	Directorate-General for Interpretation	Conference interpretation
2019	Paymaster Office (PMO)	Insurance service in the context of workrelated travel
2019	PMO	PMO IT services
2019	EUAN Shared Support Office (SSO)	Inter-agency service level agreement of the EUAN SSO
2019	Directorate-General for Budget	Accrual-based accounting (ABAC) system, Treasury services
2020	British International School	Schooling services

2020	Office for Infrastructure and Logistics, Brussels (OIB)	Renting premises in Belgium, OIB staff
2021	Ministry of labour, Social Affairs and Family of the Slovak Republic	Assistance services
2021	American International School Vienna	Schooling services
2021	Agreement with St Michal's Hospital on cooperation in the provision of healthcare services	Medical services
2021	Primary School – Základná škola Beňovského 1	Schooling services
2021	Lycee Francais in Vienna	Schooling services
2021	Cambridge International School	Schooling services
2021	Montessori Kindergarten – The Children's House	Pre-schooling services
2021	Funiveristy Kindergarten Bratislava	Pre-schooling services
2022	French International School in Bratislava	Schooling services
2022	Quality International School Bratislava	Schooling services
2022	Kindergarten Anjelic	Pre-schooling services
2022	Danube International School	Schooling Services
2022	Vienna International School	Schooling Services

2022	DIGIT	Cloud Brokering
2022	DIGIT	e-Procurement services
2022	Handprints International	Pre-school services
2022	Fairyland Kindergarten Bratislava	Pre-school services
2022	HR	Building, staff and information security policy
2023	European Research Council Executive Agency	Speedwell, Bluebell
2023	European Union Agency for Fundamental Rights	Accounting services
2023	International School of Budapest	Schooling services
2023	Kindergarten Schmetterling	Pre-schooling service
2023	Ministry of Labour, Social Affairs and Family of the Slovak Republic	Assistance services
2023	Zahrajda Kindergarten	Pre-schooling services

Annex VII. Environment management

In 2023, ELA conducted a project to exercise the environmental review of the authority. The project, among other things, provided an overview of the applicable legal requirements, the environmental aspects analysis considering the following parameters such as the energy use, green-house gas (GHG) emissions, material consumption waste management, water management air emissions, soil and biodiversity, transport and mobility procurement and training of staff. Based on the analysis, the direct and indirect aspects were identified, and their significance was assessed. Furthermore, the existing processes, practices and procedures in ELA were assessed. 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.

Following the aforementioned review, ELA continued with the project in 2024 by starting the preparations for EMAS certification. An internal horizontal “green team” has been established to help provide data, be trained on best practices, and deepen the environmental consciousness in the organisation.

In 2025, ELA has further progressed with the environmental projects scope, updating existing documents and preparing the formal environmental policy, which was approved the Executive Director and is available online. ELA has also passed the legal audit as part of the ongoing efforts for EMAS certification.

Following the adoption environmental policy, further work has been done internally, including setting of environmental objectives, from the necessary requirements for EMAS certification. With this, ELA aims to undergo internal audit and external verification in 2026.

The seat of the authority is in a newly constructed building, Landererova 12, completed in 2018. The building was awarded a Leadership in Energy and Environmental Design (LEED) 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 annum, with primary energy 116 kWh/m² per annum, and CO₂ emissions of 13.9 kg/. Features include recharging stations for electric vehicles, showers and changing rooms for cyclists, and good connections to surrounding cycle routes.

In an effort 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 policy that discourages 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 its reliance on business trips and the toll these have on the environment.
- Technical equipment meets the requirements of LEED certification parameters such as efficiency of temperature control or water consumption in sanitary facilities.
- The authority promotes the sorting of recyclable waste, setting up adequate collection containers on the premises for the collection of the several 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 helped reduce the number of business trips 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 is anchored in the authority’s calls for tenders, to engage service providers and vendors that aim for environmental excellence.

Annex VIII. Annual accounts

Please consult ‘Annual accounts’ as a separate document.

Annex IX. List of abbreviations

AC	Administrative Commission for the Coordination of Social Security Systems
AD	administrator
AST	assistant
AST/SC	assistant/secretary
CA	contract agent
CAAR	consolidated annual activity report
CdT	Translation Centre for the Bodies of the European Union
Cedefop	European Centre for the Development of Vocational Training
CEOS	conditions of employment of other servants
CEPOL	European Union Agency for Law Enforcement Training
CJI	concerted and joint inspections
CORTE:	Confederation of Organisations in Road Transport Enforcement
DG DIGIT:	(EC) Directorate General for Informatics
DIGIT 2023)	Directorate-General for Informatics (Directorate-General for Digital Services since November
ECA	European Court of Auditors
ECG	EURES Coordination Group
ECA	European Court of Auditors
EEA	European Economic Area
ELA	European Labour Authority
EMS	environmental management system
E(O)JD	European (Online) Job Days
ETF:	European Training Foundation
EU	European Union
EUAN	EU Agencies Network
EUAN SSO	EUAN Shared Support Office
EURES	European Employment Services

EU-OSHA	European Agency for Safety and Health at Work
Eurofound	European Foundation for the Improvement of Living and Working Conditions
Europol	European Union Agency for Law Enforcement Cooperation
EUSR	staff regulations of officials of the European Union
FRA	European Union Agency for Fundamental Rights
GDPR	general data protection regulation
GHG	greenhouse gas
HR	human resources
IAS	Internal Audit Service
ICF	internal control framework
ICS	internal control system
ICT	information and communications technology
IMI	internal market information system
IT	information technology
LEED	Leadership in Energy and Environmental Design
MS	Member State
NCO	National Coordination Office (EURES)
NLO	National Liaison Officer
NTC	national training centre
PMO	Paymaster Office
PMS	Performance Measurement System (EURES)
SNE	Seconded National Expert
SOLVIT	solving in the internal market; online service provided by the national administration in each MS and in Iceland, Liechtenstein and Norway, dedicated to problem-solving in the internal market
SOP	Standard Operating Procedure
SPD	Single Programming Document
TA	temporary agent

WP Work Programme; part of SPD

