EFSA PROGRAMMING DOCUMENT 2025 -2027

efsa
EUROPEAN FOOD SAFETY AUTHORITY

Programming Document 2025-2027

Introduction
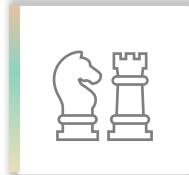
General context

Work Programme 2025 (Highlights)

Resources outlook 2025-2027 (including budget 2025)

Scientific Production

INTRODUCTION ON EFSA PROGRAMMING DOCUMENT 2025-2027

Driven by **EFSA Strategy 2027** and **its implementation plan**

Cascades the Strategy at Multiannual (2025-2027) and Annual (Y2025) level

Addresses the **Commission Opinion 2024** on the draft Programming Document 2025-2027

Includes the **Budget 2025**: statement of revenues and expenditures

3

Programming Document 2025-2027

Introduction

General context

Work Programme 2025 (Highlights)
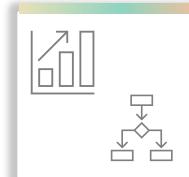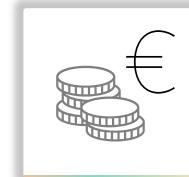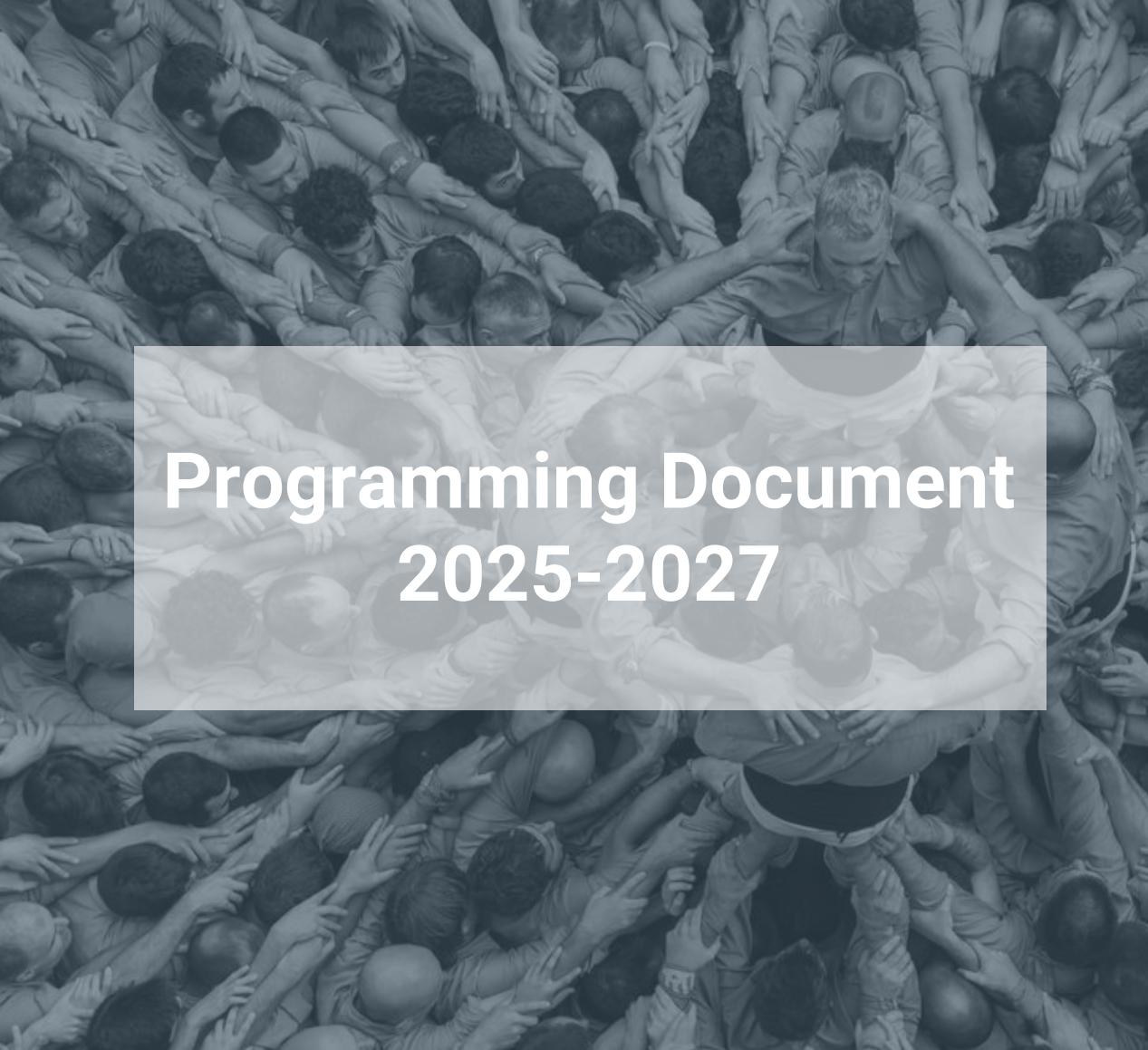
Resources outlook 2025-2027 (including budget 2025)

Scientific Production

The Bigger Picture

External Context:

- Evolving policy/regulations
- Societal trends
- Innovation and competitiveness
- Technological disruption

Internal Context:

- 2nd phase of Strategy 2027
- Adapting operations to new challenges and opportunities
- E2E risk assessment under strain
- Staff engagement and growth

EFSA STRATEGY MID-TERM REVIEW: DRIVERS & RECOMMENDATIONS

General Context Drivers

- Health protection
- Attractive EU market
- Operationalizing EU policies
- Artificial Intelligence & Digitalization
- Staff Engagement & Growth

FOCUS AREAS

- ✓ **Capabilities** development
- ✓ **Flexible operating and funding model**
- ✓ Post-2027 public health **expectations and resources**
- ✓ Risk assessment **speed** and **output**
- ✓ **Sourcing from Member States**
- ✓ Future **structural interventions**
- ✓ **One health research agenda**
- ✓ **One substance one assessment**
- ✓ **Coordinated communication**

- ✓ **Digitalization** of risk assessment
- ✓ Interoperable platforms to **share assets**
- ✓ **AI investments, partnering and expertise**
- ✓ **Cybersecurity**

- ✓ **Culture:** accountability, agility, digital dexterity
- ✓ **Process simplification** and **fit for purpose tools**

Stronger focus on three transformation priorities
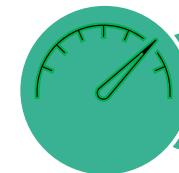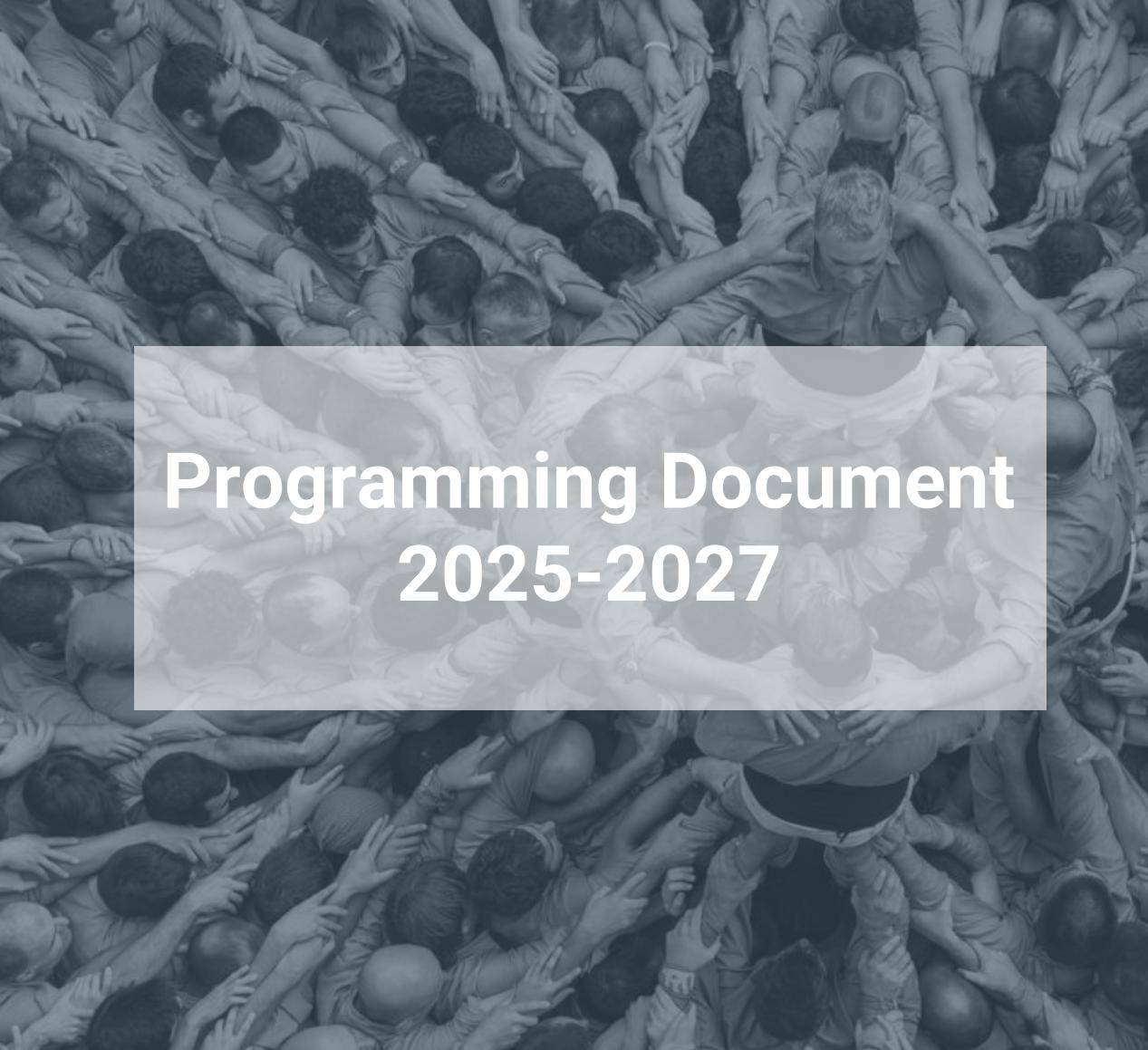
- Increase Speed in RA
- Increase Preparedness for future RA needs
- Digital enablement and cooperation to improve EU RA productivity

Programming Document 2025-2027

Introduction

General context

Work Programme 2025 (Highlights)
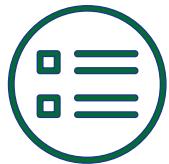
Resources outlook 2025-2027 (including budget 2025)

Scientific Production

Expected Outcome 1.1
Increased relevance and improved reputation of EFSA's scientific advice

262	60.9

EOR 1.1.1 | Assessments for regulated products are delivered with quality and efficiency

- Deliver 360 evaluations – implement action plan to improve speed
- Implement general pre-submission advice for submitting applications or notifications
- Collaborate with ECHA on enhancing IUCLID* for the dossier ingestion and standardisation
- Broaden participation of Member States in the preparation of EFSA's risk assessments

158	29.4

* International Uniform Chemical Information database
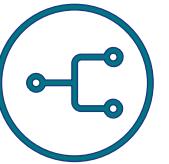
EOR 1.1.2 | Generic scientific advice is delivered with quality and efficiency

- Deliver 250 assessments – implement action plan to improve speed
- Support to DG SANTE and DG AGRI in collaboration with ECHA and EEA **on the presence of products and substances not authorised for use in organic production.**
- Implement cross cutting guidance, newly developed methodologies and improved data streams

104	31.5

SO1 | DELIVER TRUSTWORTHY SCIENTIFIC ADVICE AND COMMUNICATION OF RISKS FROM FARM TO FORK

Expected Outcome 1.2
Increased relevance and improved reputation of EFSA's risk communication

👥	€M
22	8.0

EOR 1.2.1 | Audience oriented Risk communication

- Generate social research insights: Eurobarometer survey on food safety in 2025 and consumer-focussed "flash polls"
- Continue social research efforts to address misinformation
- Strengthen the brand identity and functions of EFSA's digital platforms (website, EFSA Journal, social media channels, Open EFSA, and common platforms (e.g. IUCLID)

| 👥	€M
4	1.0

EOR 1.2.2 | Coordinated Risk communication

- Coordinate with the EC in Crisis Communication (simulation exercises, guarding against fake news) reinforcing the Communication Experts Network,
- Implement shared communication campaigns (#EUChooseSafeFood, #Plant Health4life)
- Support Member States in risk communication efforts

👥	€M
18	7.0

SO2 | ENSURE PREPAREDNESS FOR FUTURE RISK ANALYSIS NEEDS

Expected outcome 2.1
Increased risk analysis capabilities (knowledge, expertise, methodologies, and data)

124	45.9
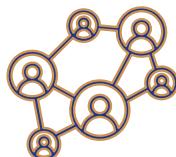
EOR 2.1.1 | Cooperation, expertise & knowledge management

- Strengthen risk assessment capacity (EU Academy, IUCLID training, ISA scheme, EU-FORA)
- Continue to invest in scientific cooperation with Member States through partnerships
- Modernize platforms for improved information exchange and access to scientific data.
- Community management approach to enhance collaboration and efficiency with stakeholders

46	17.4

EOR 2.1.2 | Foresight, Surveillance and Crisis preparedness

- Set up with DG ENV, ECHA and EEA the EU Early Warning and Action System on Emerging Chemicals
- Develop an in-house bioinformatics service for risk assessments
- Continue supporting MS with support in surveillance methodologies (e.g. plant pests)
- Harmonise and automate animal disease data collection within MS
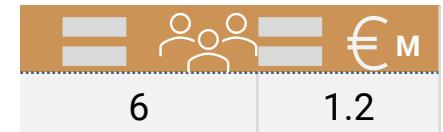
6	1.2

SO2 | ENSURE PREPAREDNESS FOR FUTURE RISK ANALYSIS NEEDS

Expected outcome 2.1
Increased risk analysis capabilities (knowledge, expertise, methodologies, and data)

⬆ 👥	⬇ €M
124	46.9

EOR 2.1.3 | Methodologies and Guidance development

- Chemical risk assessment: Aggregate exposure assessment and integration of human biomonitoring data towards harmonisation across sister agencies

- Environmental risk assessment: exposure characterization of plant protection products, hazards to terrestrial organisms, development of a common risk assessment platform.

- Data requirements: Methodology and tool prototype for interpreting transcriptomics data in chemical risk assessment, shifting from the mechanistic understanding in RA

- Methodology management: Preparing an EU library of guidance documents

⬛ 👥	⬇ €M
20	10.2

Expected outcome 2.1
Increased risk analysis capabilities (knowledge, expertise, methodologies, and data)

EOR 2.1.4 | One Health policy and EU Research needs

- Collaborate with sister Agencies (EMA, ECHA, EEA, ECDC) on One-Health approaches.

- Contribute to the EU Chemicals Strategy for sustainability and 'One substance – One assessment' e.g. develop with ECHA the Common Data Platform for chemicals

- Participate to EU partnerships: PARC, One Health AMR, animal health, sustainable EU agriculture, and sustainable food systems.

| | 6 | 1.7 |

EOR 2.1.5 | Data and analytics exploitation

- Engage in data exchange networking groups with EU and international partners,

- Support Member States in data transmission and streamline annual data collections.

- Enhance access to dossier data and expert collaboration (CORSA project)

- Continue development of machine-accessible EFSA data and automate metadata transfer to EU portals (Data Outreach project)

- Increase visibility of EU chemical monitoring data on EU platforms (e.g. IPCHEM).

| | 46 | 15.4 |

12

SO3 | EMPOWER PEOPLE AND ENSURE ORGANISATIONAL AGILITY

Expected outcome 3.1
Improved reputation of EFSA as an accountable institution and an attractive employer

= 👥	⬆ €ᴍ
184	48.6

EOR 3.1.1 | Staff engagement is inspired by EFSA's value system

- <u>Talent Acquisition and Retention</u>: attract diverse talents, maintain a high-occupancy rate, and ensure a required expertise pool

- <u>Competency Building and Leadership Development</u>: elevate leadership development, and enhance digital proficiency, with a focus on AI readiness, and agile working practices

- <u>Digitalisation and Process Improvement</u>: Continue advancing digitalisation efforts, using Sysper tool

⬇ 👥	⬆ €ᴍ
34	6.4

EOR 3.1.2 | User satisfaction and efficiency of enabling services

- Further integrate and automate transactional services, and lean processes

- Ensure stability of IT systems, evolve towards agile product development,

- Continue the evolution of the SMO (Service management office) to a full-service provider (transactional and non-transactional services)

- Develop shared services with the EU Commission and Agencies, and prepare for the adoption of the EC financial management tool, SUMMA

⬆ 👥	⬆ €ᴍ
106	34.1

Expected outcome 3.1
Improved reputation of EFSA as an accountable institution and an attractive employer

|	184		48.6

EOR 3.1.3 | Operational performance

- Complete integration of Management Systems including streamlining internal control and audit schemes
- Implement cohesive planning and reporting for Assurance Management activities
- Enhance certified security processes, achieve full compliance with the new EU Cybersecurity regulation
- Maintain a high standard of workplace health and safety, advancing "greening" efforts
- Ensure implementation of 2021 Anti-Fraud Strategy

	34		6.8

EOR 3.1.4 | Alignment with EU policies and strategies

- Prepare for next Strategy cycle (2028-2035), while supporting DG SANTE with external evaluation of EFSA due in 2026
- Closely follow stakeholder engagement and community building with Institutions, Agencies, and DG SANTE
- Support Institutional relations and contribute to EU Agencies Network activities
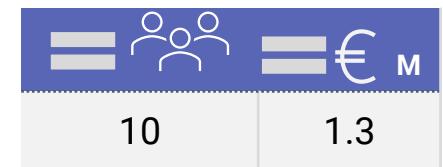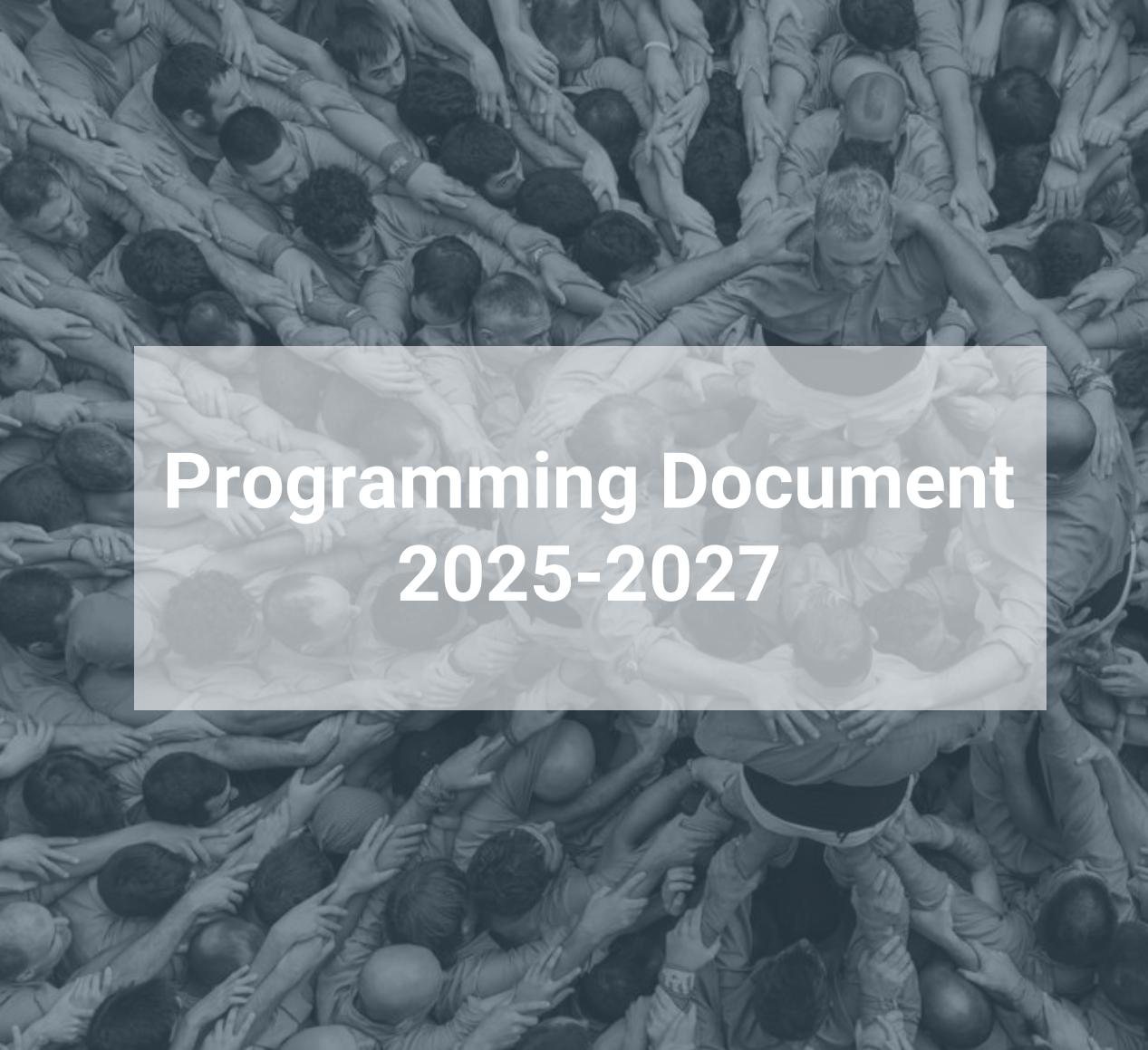
	10		1.3

14

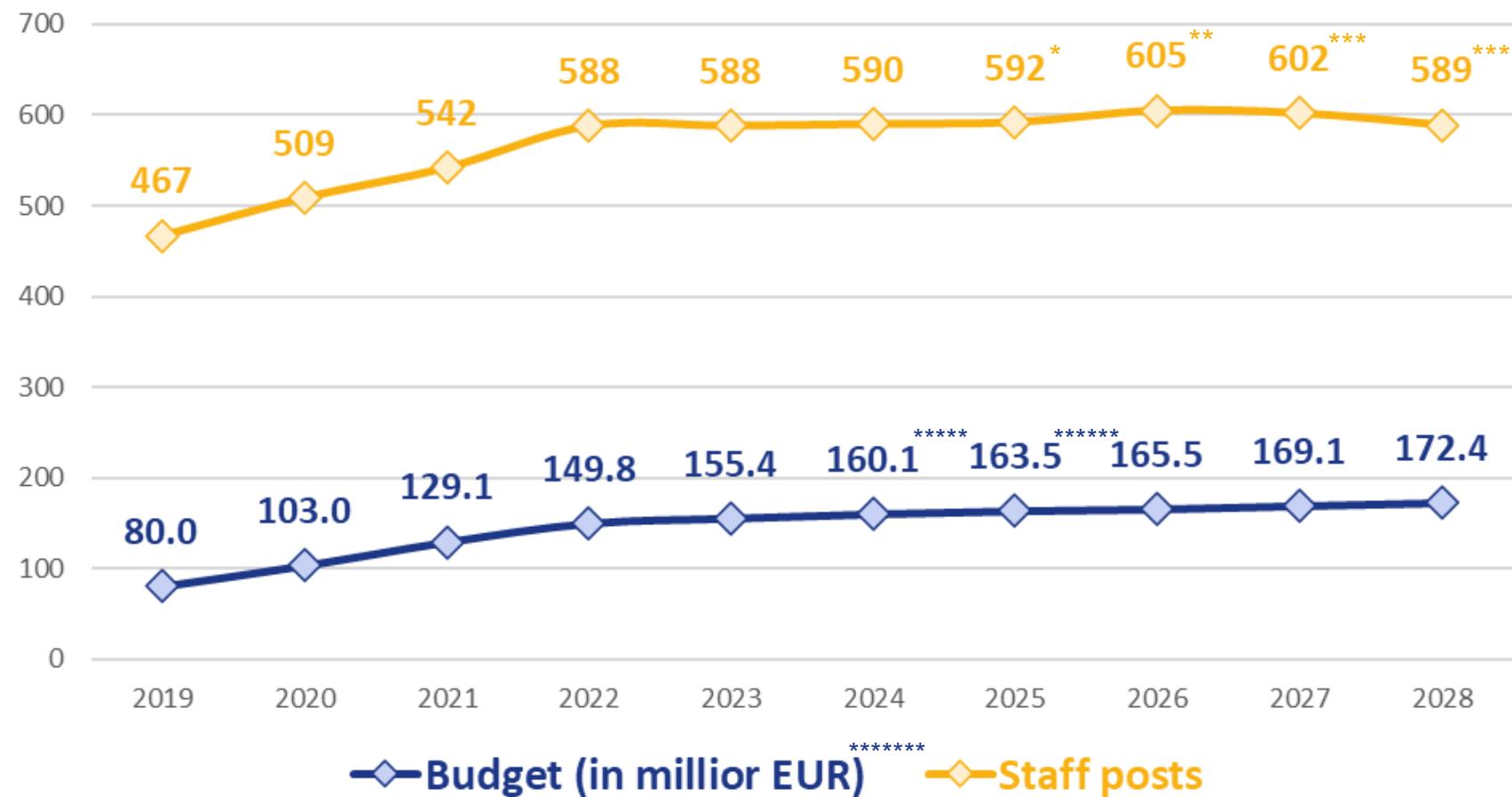# Programming Document 2025-2027

Introduction

General context

Work Programme 2025 (Highlights)

Resources outlook 2025-2027 (including budget 2025)

Scientific Production

MULTIANNUAL VIEW ON RESOURCES

* NGT (+2 posts), Chemical Data Platform (+5 posts), Short term CAs (-5 posts)
** NGT (+3 posts), additional SNEs recruited (+10 posts)
*** AHAW partnership (-2 posts), Pre-accession programme (-1 post)
**** Chemical Data Platform (-3 posts), Short term CAs (-10 posts)
***** Increased due to interests (EUR 645.203,97) received in March 2024
****** 2025 budget presented last year is increased by EUR 1.7M due to contribution on salaries, and by additional EUR 0.4M due to support coming in the context of NGT regulation
******* 2026-2028 are forecast budget. 2028 not part of current MFF, assumed linear increase

BUDGET 2025 OVERVIEW – REVENUES*

Revenue	2024 Revenues estimated by the Agency (M€)	2025 As requested by the Agency (M€) *	VAR 2025/24 (%)
1 REVENUE FROM FEES AND CHARGES (including balancing reserve from previous years surplus)			
2 EU CONTRIBUTION	**147.8**	**147.0**	**-1%**
- of which assigned revenues deriving from previous years 'surpluses	0.7	0.8	20%
3 THIRD COUNTRIES CONTRIBUTION (incl. EEA/EFTA and candidate countries)	**5.3**	**4.0**	**-24%**
- of which EEA/EFTA (excl. Switzerland)	5.3	4.0	-24%
- of which candidate Countries	0.0	0.0	
4 OTHER CONTRIBUTIONS	**0.0**	**0.0**	
5 ADMINISTRATIVE OPERATIONS	**0.6**	**0.0**	
- of which interest generated by funds paid by the Commission by way of EU contribution	0.6	0.0	
6 REVENUES FROM SERVICES RENDERED AGAINST PAYMENT	**0.0**	**0.0**	
7 CORRECTION OF BUDGETARY IMBALANCES	**0.0**	**0.0**	
TOTAL REVENUES (EFSA's EU VOTED BUDGET)	**153.8**	**151.0**	**-2%**
ADDITIONAL EU FUNDING STEMMING FROM AD HOC GRANTS	**0.6**	**0.0**	
ADDITIONAL EU FUNDING STEMMING FROM DELEGATION AGREEMENTS	**0.0**	**0.0**	
TOTAL REVENUES	**0.6**	**0.0**	**-100%**
GRAND TOTAL	**154.4**	**151.0**	**-2%**

* The revenues (as per Financial Regulation) are equal to payment appropriations, which for 2025 are lower than commitment appropriations (EUR 163.5 million) due to differentiated nature of payment credits for scientific cooperation and multiannual IT projects.
** Budget for New Genomic Techniques proposal included, One Health One Assessment proposal funding not included (ad hoc grant agreement expected towards end 2025).

BUDGET 2025 OVERVIEW – EXPENDITURE

	EFSA budget					Main drivers of change
	2024	2025	2025 vs 2024	2024	2025	
	(€M)	(€M)	(€M)	(%of total budget)	(% of total budget)	
Title 1 | STAFF	**71.8**	**73.2**	**1.4**	**45%**	**45%**	Salaries inflation, trainings
Title 2 | INFRASTRUCTURES	**15.3**	**15.8**	**0.5**	**9%**	**10%**	Run of IT systems (software, hardware, IT security, ...), building adaptations
Title 3 | TOTAL OPERATIONS	**72.9**	**74.5**	**1.6**	**46%**	**45%**	
IT & CONSULTING	16.5	21.3	4.8	10%	13%	Increased expenditures in IT DEV and enhancements in core business (subscriptions, support for existing tools)
SCIENTIFIC OUTSOURCING & COOPERATION	36.9	33.7	-3.2	23%	21%	Modulated investment in G&P, especially in DEV
COMMUNICATIONS & EVENTS	7.1	7.3	0.2	4%	4%	
MEETINGS & LOGITICS	11.2	11.1	-0.1	7%	7%	
OTHER	1.2	1.1	-0.1	1%	1%	
GRAND TOTAL	**160.1**	**163.5**		**100%**		
Plus EU FUNDING STEMMING FROM AD HOC GRANTS	**0.6**	**0.0**		**0%**		

2025 DISTRIBUTION OF RESOURCES BY STRATEGIC OBJECTIVE

		FTEs		Budget	
		2025 plan	Vs 2024	2025 plan	Vs 2024
SO1	▪**Risk assessment**	262	=	60.9	↑
	▪**Risk communication**	22	=	8.0	=
	TOTAL SO1	**284**	**=**	**68.9**	**↑**
SO2	▪**Partnership, Knowledge & Capacity Building**	46	↓	17.4	↑
	▪**Emerging risks, Surveillance & Crisis preparedness**	6	=	1.2	=
	▪**Methodologies and Guidance development**	20	=	10.2	↓
	▪**Preparedness for new EU strategies such as EU Green Deal**	6	=	1.7	↑
	▪**Data and analytics exploitation**	46	↑	15.4	↑
	TOTAL SO2	**124**	**=**	**45.9**	**↓**
SO3	▪**Attracting talent & Developing culture**	34	↓	6.4	↑
	▪**Delivering efficient services and tools**	106	↑	34.1	↑
	▪**Operational performance**	34	↓	6.8	↓
	▪**Strategic planning & Institutional engagement**	10	=	1.3	=
	TOTAL SO3	**184**	**=**	**48.6**	**↑**
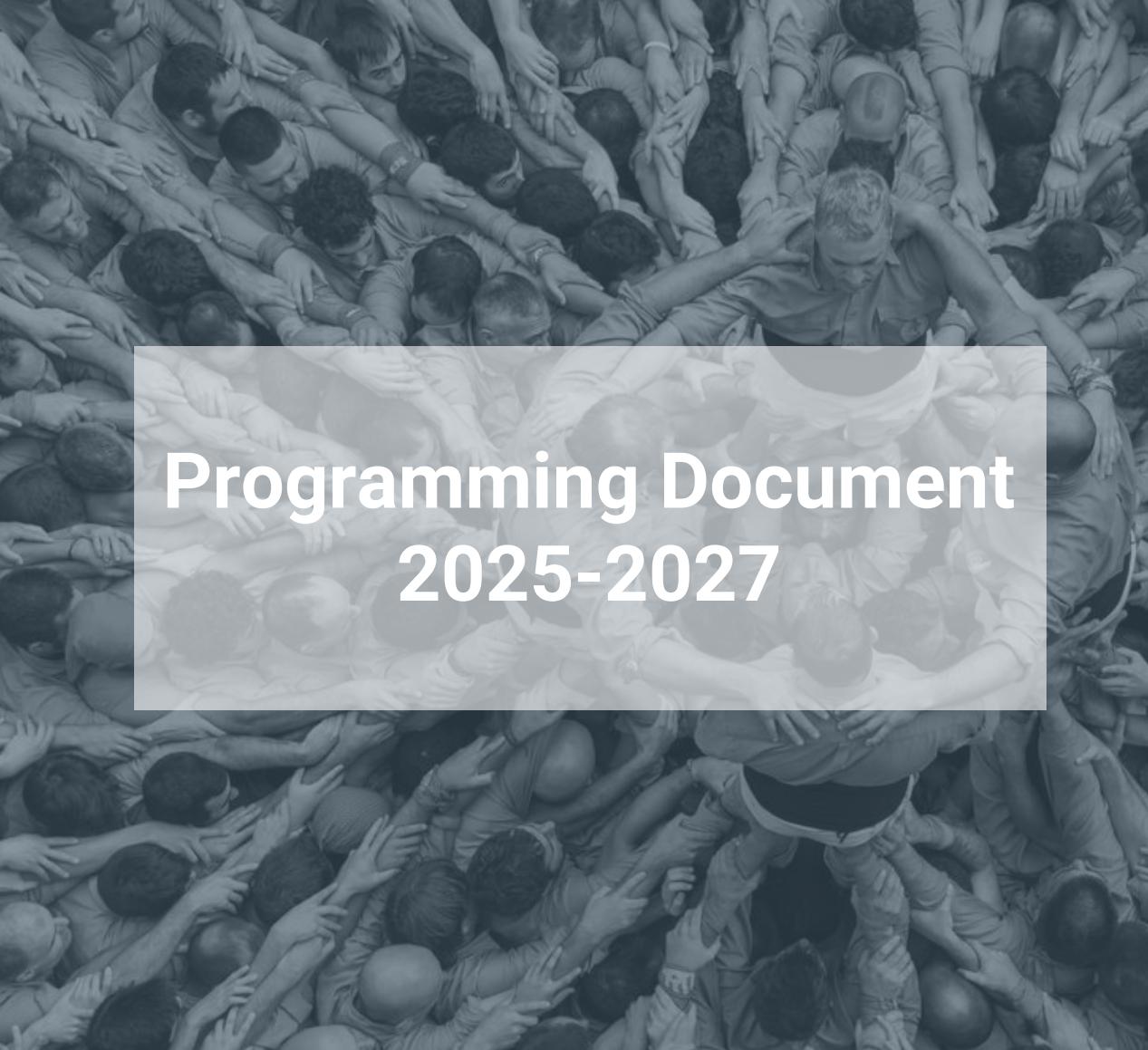
Programming Document 2025-2027

Introduction

General context
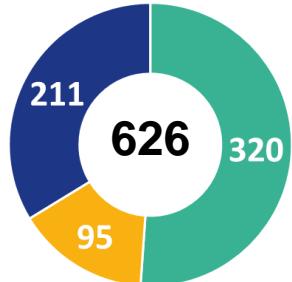
Work Programme 2025 (Highlights)
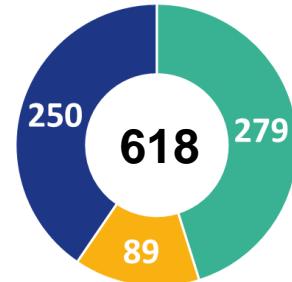
Resources outlook 2025-2027 (including budget 2025)

Scientific Production

20
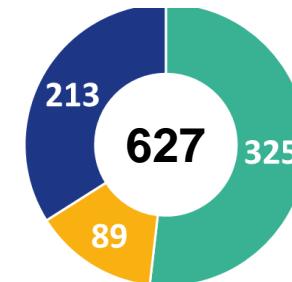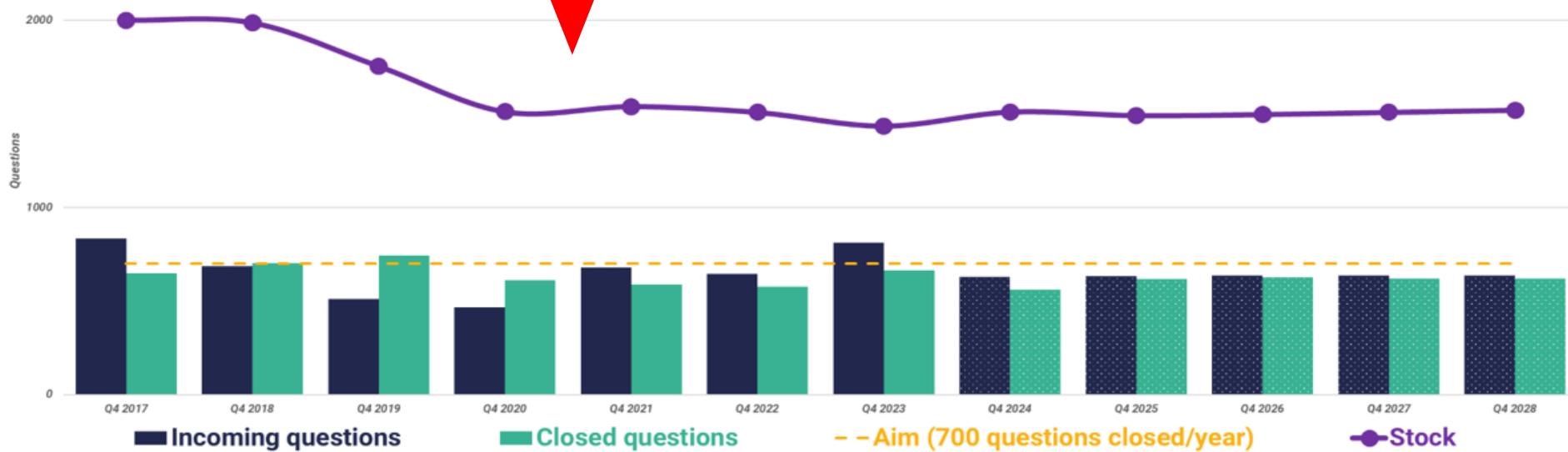
POINTS OF ATTENTION

Confidentiality

FTEs

Production

Quality of inputs

Right first time*

*# of SO1 questions closed without any need for clockstop/AdR/RfI

Partnerships

G&P expenditure

Legend: G&P - science, G&P - cooperation,..., G&P DEV, TOTAL EFSA
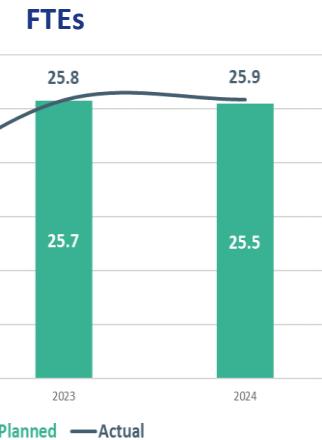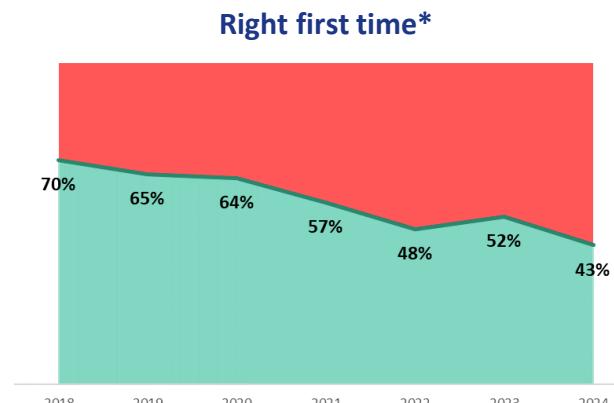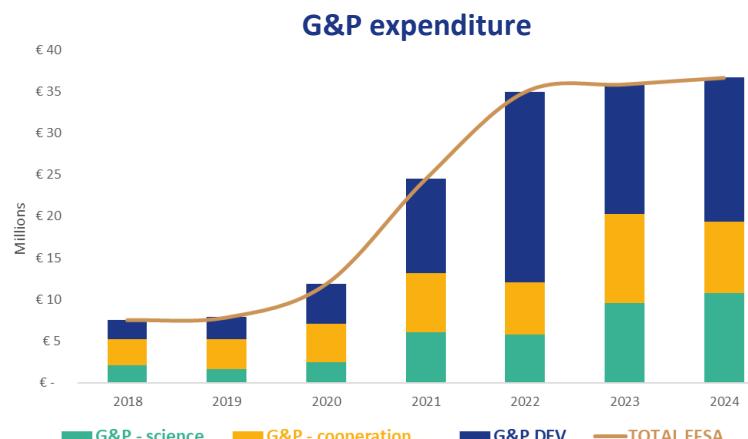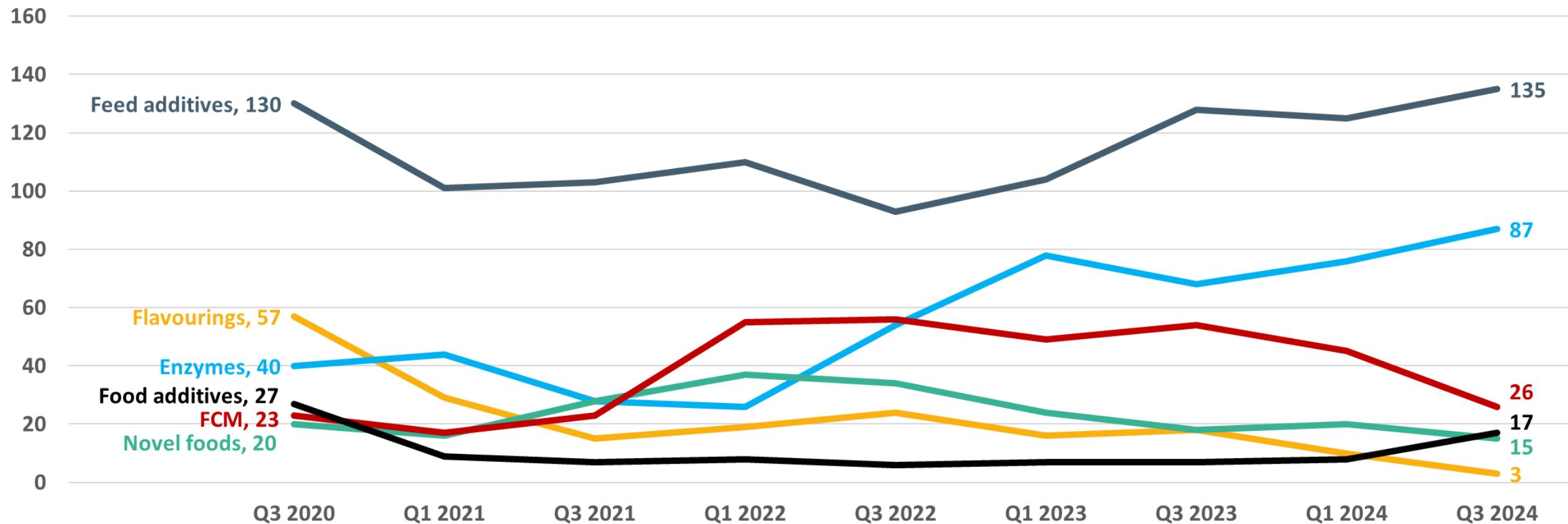
Scientific complexity

Growth of evidence

Addition of assessment criteria
1) endocrine disrupting properties, 2018
2) uncertainty, 2018
3) effect of chemical mixtures & genotoxicity, 2019
4) toxicology of engineered nanoparticles, 2021
5) effect of xenobiotics on biodiversity, 2022
6) recycled plastic materials, 2022
7) protocol development, 2023

APPLICATIONS – EVOLUTION OF PRODUCTION OVER TIME

Feed additives, 130 ... 135

Flavourings, 57 ... 3

Enzymes, 40 ... 87

Food additives, 27 ... 17

FCM, 23 ... 26

Novel foods, 20 ... 15

Lines show rolling 1-year average of production

Q3 2020 Q1 2021 Q3 2021 Q1 2022 Q3 2022 Q1 2023 Q3 2023 Q1 2024 Q3 2024

23

PESTICIDES – EVOLUTION OF PRODUCTION OVER TIME
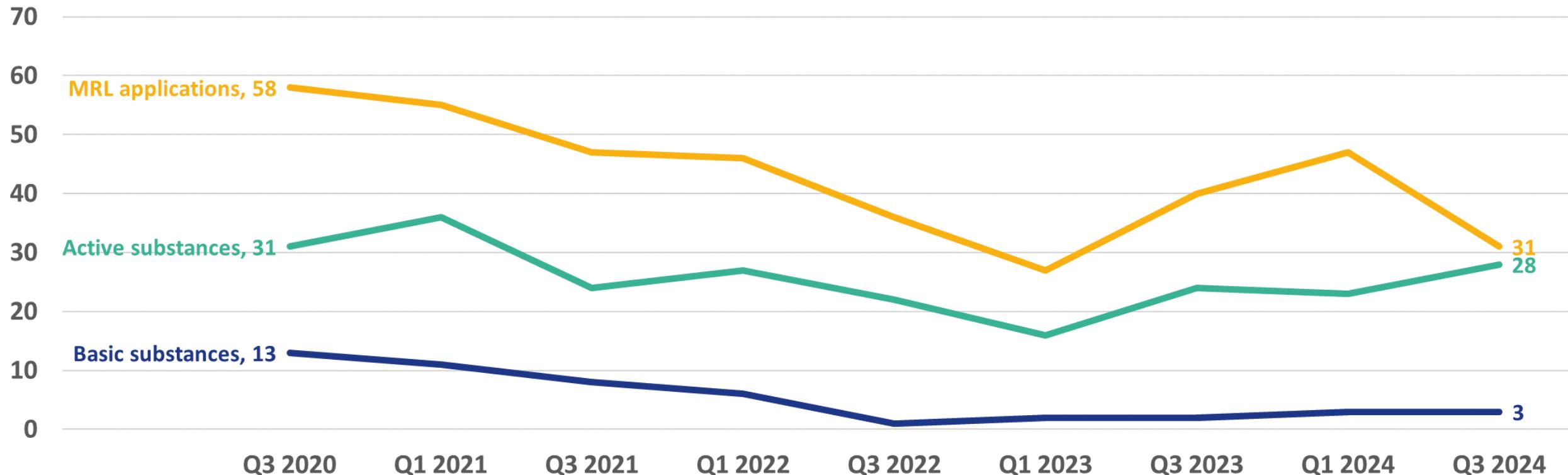
MRL applications, 58

Active substances, 31

Basic substances, 13

31
28
3

70
60
50
40
30
20
10
0

Q3 2020 | Q1 2021 | Q3 2021 | Q1 2022 | Q3 2022 | Q1 2023 | Q3 2023 | Q1 2024 | Q3 2024

Lines show rolling 1-year average of production

24

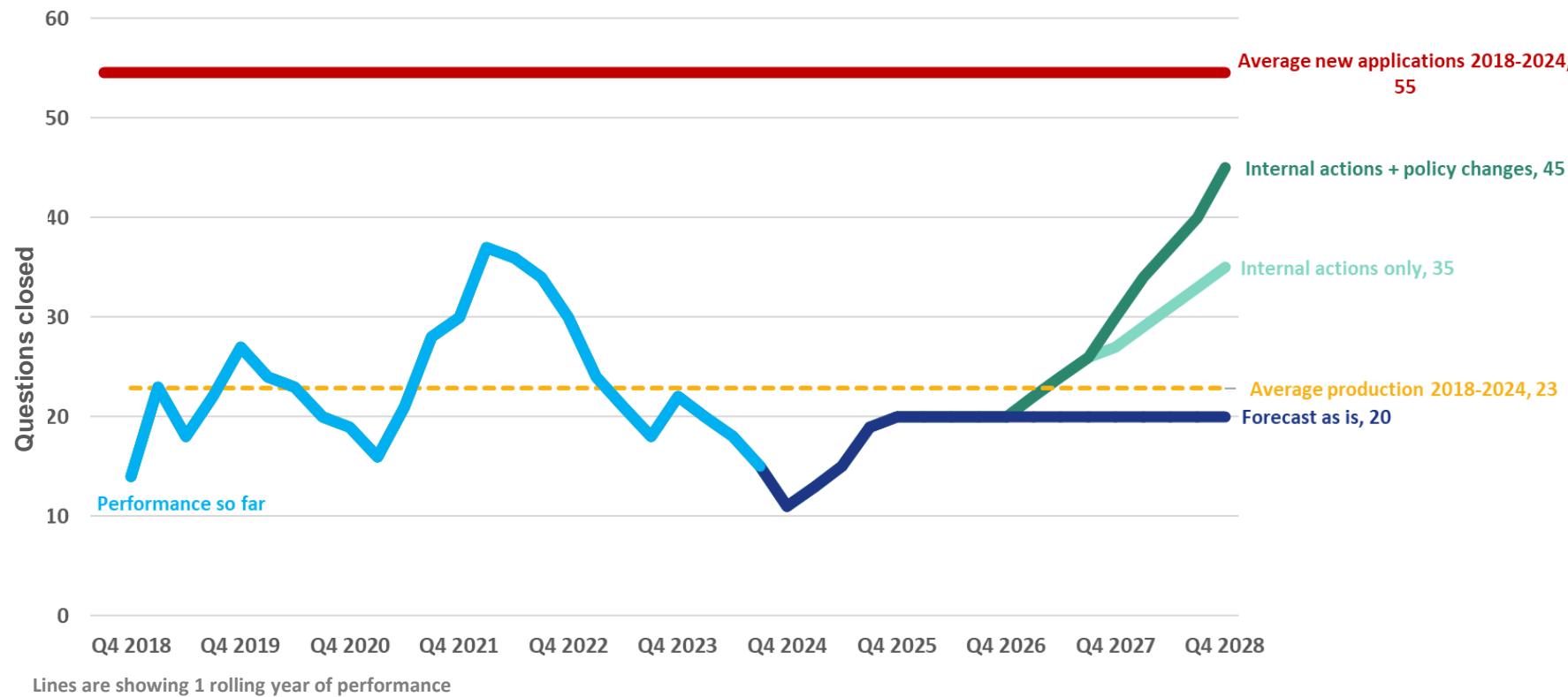# NOVEL FOOD − SPEED OF RISK ASSESSMENT CASE STUDY
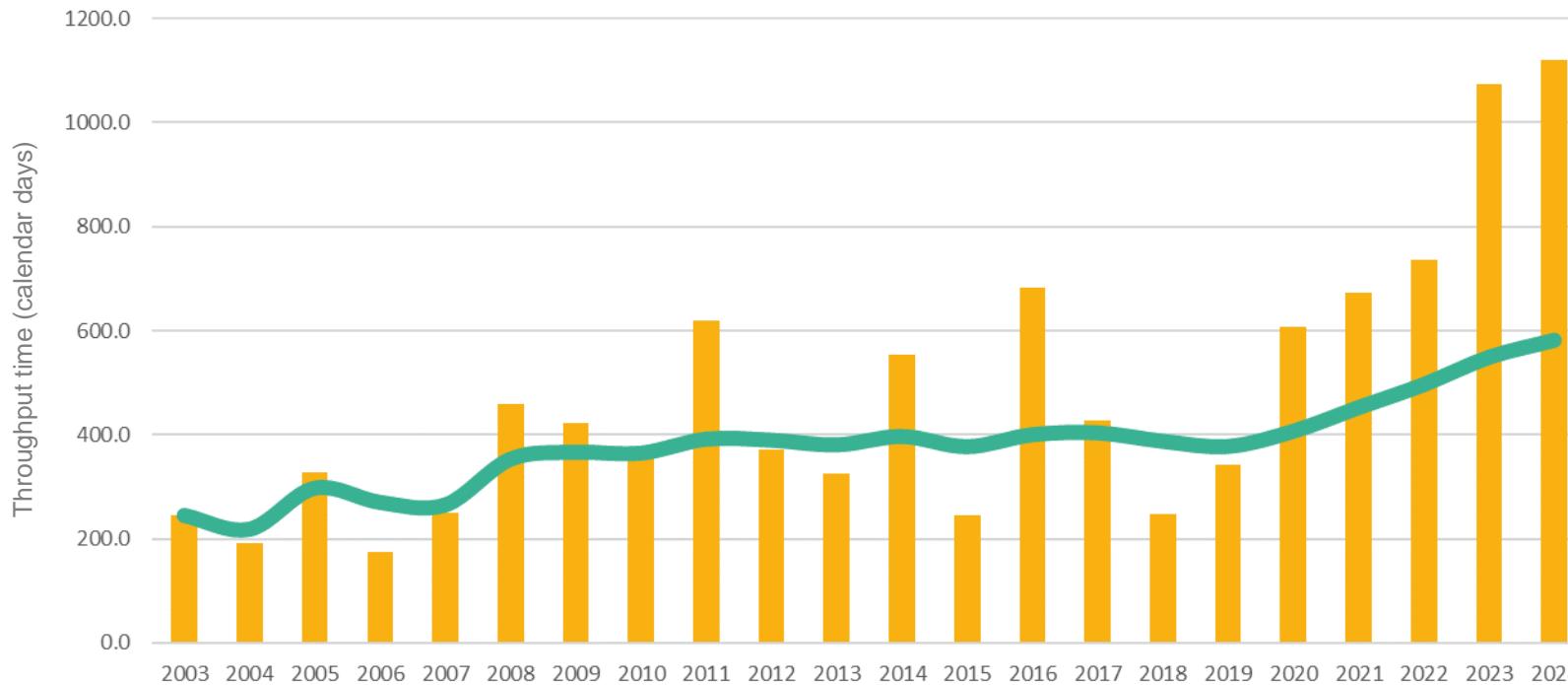
Yellow bars represent the average time (from receiving the dossier to the adoption of the opinion) needed to close NF questions in the year or reference
Green line represents the cumulative average time needed to close a NF question (from receiving the dossier to the adoption of the opinion)

Since the **new regulation** (2018) the average time that takes to close an opinion is increasing, with EFSA working on applications received in 2018 still today, owing to **increased complexity** (*regulatory, diversity of applicants, diversity of type of expertise required* to address the incoming mandates) and **increased workload** (due to increased volume of mandates reaching EFSA)

NOVEL FOOD – SPEED OF RISK ASSESSMENT CASE STUDY

Average new applications 2018-2024, 55

Internal actions + policy changes, 45

Internal actions only, 35

Average production 2018-2024, 23

Forecast as is, 20

Performance so far

Questions closed

Q4 2018 Q4 2019 Q4 2020 Q4 2021 Q4 2022 Q4 2023 Q4 2024 Q4 2025 Q4 2026 Q4 2027 Q4 2028

Lines are showing 1 rolling year of performance

Type of action	Achieved via	Main yield
Internal actions	Higher Framework Partnership Agreement usage Improving dossier quality Working group reorganisation	Capacity increase (up to 13 questions/year)
Policy changes	Scientific PSA Stricter rules on clockstops	Faster throughput time (≈25% of throughput time)

DOCUMENTS FOR ADOPTION AND ENDORSEMENT

FOR ADOPTION:

Final **Programming Document 2025-2027** including final Work Plan 2025

Statement **of Revenues and Expenditures 2025** (Budget 2025)

FOR ENDORSEMENT:

Draft **Programming Document 2026-2028** including draft Work Plan 2026

STAY CONNECTED

SUBSCRIBE TO
efsa.europa.eu/en/news/newsletters
efsa.europa.eu/en/rss
Careers.efsa.europa.eu – job alerts

LISTEN TO OUR PODCAST
Science on the Menu –Spotify, Apple Podcast and YouTube

FOLLOW US ON TWITTER
@efsa_eu   @methods_efsa
@plants_efsa   @animals_efsa

FOLLOW US ON LINKEDIN
Linkedin.com/company/efsa

FOLLOW US ON INSTAGRAM
@one_healthenv_eu

CONTACT US
efsa.europa.eu/en/contact/askefsa

efsa
EUROPEAN FOOD SAFETY AUTHORITY