FRA
EUROPEAN UNION AGENCY
FOR FUNDAMENTAL RIGHTS

SINGLE PROGRAMMING DOCUMENT

2026 - 2028

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This document incorporates Amendment No. 1 to the SPD-2026-2028, which was presented at the 51st meeting of the FRA Management Board on 18-19 May 2026.

INTRODUCTION

The FRA's Single Programming Document (SPD) provides a comprehensive framework for planning and programming, connecting FRA's long-term strategic priorities and objectives with its annual operational work. It ensures coherence between strategic objectives, work areas, the key activities and outputs necessary to achieve them, offering a structured approach for both internal and external stakeholders.

The main sections of the SPD are structured as follows:

Section I: General Context

This section positions the SPD within the broader EU policy and legal framework that defines FRA's mandate.

It details the principal institutional priorities, legislative changes, and significant societal trends influencing fundamental rights. Furthermore, it clarifies the relevance of this context for FRA and its impact on decisions taken in multiannual and annual planning.

Section II: Multiannual Programming

This section sets out what we have agreed for the multiannual period: the vision and the strategic priorities, the key delivery modalities and activities through which FRA fulfils its objectives.

It outlines the megatrends affecting fundamental rights and describes their impact on our work. It also details FRA's response, structuring its thematic Work Areas and clusters over multiple years.

It also offers a multiannual perspective on human and financial resources.

Section III: Annual Programming

This section translates the multiannual framework into what we plan to implement in the year ahead.

For each Work Area, it sets out the relevance, added value, the principal partners and beneficiaries, and a concrete work plan of activities and outputs with indicative resources.

It shows how annual activities remain agile and responsive to new needs while staying aligned with the multiannual framework, preserving a clear line of sight from outputs to results.

FRA's Single Programming Document 2026-2028 was drafted based on the guidelines issued by the European Commission on 20 April 2020 [C (2020) 2297 final]

GENERAL CONTEXT

In 2026, the agency will operate in a context where the full and effective protection of fundamental rights will continue to be challenged by the volatility that prevails in the geo-political and socio-economic climate, both globally and in the European Union. If it is to deliver fully on its mandate, the Agency must remain responsive to how shifting EU and national priorities affect rights in practice. The 2024–2029 priorities of the EU - guided by the European Council's Strategic Agenda and the Commission's Political Guidelines - frame the Agency's work. In 2025, the Agency conducted an interim assessment of its Strategic Plan 2023–2028, which confirmed that this plan remains sound and forward-looking; the task for 2026–2028 is to adapt implementation and programming so delivery is sharper, more agile and more impactful within the Agency's remit and resources.

The policy priorities of the European Union have evolved, with a stronger focus on competitiveness, economic security and regulatory simplification sitting alongside a pronounced internal security and defence tilt. Climate and environmental ambitions remain central but are increasingly articulated through a growth and investment lens. Mental health, especially for children and young people, has risen on the agenda, and the framing of the "European way of life" places greater weight on the EU's social model. These shifts are interconnected: they bring opportunities to anchor rights in major initiatives but also risks of crowding out social priorities. The Agency will support the EU and its Member States to ensure that the protection of fundamental rights remains at the core of law- and policy making.

The interim assessment also confirmed that the seven megatrends FRA identified in its Strategic Plan 2023–2028 remain relevant and that they have further evolved, becoming more interlinked and more prominent in several areas: security-driven agendas and the rights–security nexus; threats to democracy and civic space; deepening inequalities and discrimination; the accelerating digital transformation and AI; and climate change. Their combined effects require interdisciplinary, intersectional and intergenerational responses. The Agency's programming will therefore prioritise timely evidence and advice where the Agency has the greatest leverage, strengthen its anticipatory capacity, and focus on uptake - so that its activities can translate into practical safeguards and better decisions.

The external environment also remains demanding. The consequences in the EU of Russia's war of aggression against Ukraine continue to shape policies and needs, including the extension of the Temporary Protection Directive to March 2027. Moldova, Montenegro and Ukraine have applied to participate in the Agency's work as observers, and further applications from other EU candidate countries may follow. Any such participation would have operational implications; the Agency will ensure preparedness so it can offer meaningful support to the EU and its Member States, as well as to observer countries, while maintain the quality of its work and its independence.

In parallel, secondary EU law and policy developments continue to assign or imply specific tasks that must be integrated into programming - ranging from contributions to AI and data governance, advice linked to large-scale IT systems and independent border monitoring, and support to the effectiveness of equality bodies, to inputs across corporate sustainability and related frameworks. These responsibilities come on top of the Agency's ongoing support to sectoral EU strategies and action plans. Given resource constraints set by the legislator, the Agency will prioritise activities most directly relevant to the implementation of EU law, without prejudice to countries that participate as observers in its work. It will emphasise feasibility, timeliness and policy impact; balance flagship surveys and comparative research with shorter, strategically timed outputs; strengthen foresight and data comparability; and use clear communication to make complex issues understandable and usable by decision-makers and the public.

Delivery depends on strong, purposeful partnerships. The Agency will further deepen its ties with EU institutions and agencies; cooperate with international partners to develop synergies and avoid duplications; and engage national authorities, public bodies competent in the field of fundamental rights, courts and civil society in its activities as relevant. Networks established by the Agency - such as the National Liaison Officers and the Fundamental Rights Platform – will remain central to providing targeted support and to connecting EU-level agendas with local delivery. The Brussels Liaison Office will continue to play a significant role in strengthening institutional partnerships, situational awareness and timely engagement around policy windows.

This Single Programming Document 2026–2028 is the lever through which the Strategic Plan is operationalised. It translates strategic orientation into sequenced outputs, partnerships and uptake pathways, preserves flexibility to accommodate new tasks and crises, and focuses effort where the Agency can best help the EU and its Member States, as well as countries that participate as observers in its work, to uphold fundamental rights in a rapidly evolving context.

SECTION II:

MULTI-ANNUAL PROGRAMMING

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2026-2028

SECTION II includes:

II.1 FRA's strategic priorities and objectives

II.2 FRA's key delivery modalities

II.3 Megatrends that impact Fundamental Rights

II.4 FRA's programming response

II.5 Human and financial resource - outlook for years 2026 - 2028

II.1 FRA's strategic priorities and objectives

The Vision 2023-2028

The EU Charter of Fundamental Rights, together with the EU's legislative priorities and policy objectives for the coming years, provide the foundation for FRA's 2023–2028 strategic plan. This strategy has been conceived as an agile programming mechanism that will allow the agency to adapt to future developments and to address the broader EU strategic agenda, as well as policy shifts that will occur during the EU legislature in 2024–2029. FRA's vision for 2023–2028 builds on its vision for 2018–2022, which was to 'deliver on its responsibilities as the acknowledged, unique and independent centre of reference and excellence for the promotion of the human rights of everyone in the European Union'.

The strategic priorities and objectives

FRA adopts a **policy-lifecycle model**: inform and advise upstream while EU laws and policies are shaped (Priority 1), then help with implementation and practical solutions (Priority 2), underpinned by cross-cutting communication, methods, partnerships and dialogue (Priority 3).

Priority 1 - Support upholding fundamental rights in EU laws and policies

FRA will: **(Objective 1.1)** produce robust, comparable data on the state of rights; **(Objective 1.2)** provide independent advice and opinions to decision-makers, including for ex-ante/ex-post assessments and fundamental-rights conditionality in EU funds; and **(Objective 1.3)** expand foresight to identify opportunities, anticipate threats and build rights resilience.

The emphasis includes large-scale surveys, socio-legal research, better disaggregated data, and exploring big-data use for trend detection, with capacity to respond rapidly to crises.

Priority 2 - Ensure respect for rights under existing EU laws

FRA will: **(Objective 2.1)** support implementation with advice, opinions, research and real time assistance; **(Objective 2.2)** help integrate a fundamental rights perspective in applying EU/national measures and **(Objective 2.3)** assist with practical tools, training and on-the-ground missions that address identified risks. Targeting will focus on where FRA's contribution has greatest impact, mindful of resource constraints and potential new tasks that may emerge from EU law- and policy instruments.

Priority 3 - Cross-cutting support for EU fundamental rights goals

FRA will: **(Objective 3.1)** raise awareness among rights holders and duty bearers **(Objective 3.2)** advance methods and tools (benchmarks, indicators, due diligence and assessment frameworks; **(Objective 3.3)** strengthen cooperation with EU institutions, agencies and multipliers at international, national and local levels; and **(Objective 3.4)** convene dialogue and contribute shaping agendas via platforms such as the Fundamental Rights Forum.

FRA's strategic priorities for 2023–2028

1) To support the upholding of fundamental rights standards in the development of new EU laws and policies.
2) To contribute to ensuring respect, protection and fulfilment of fundamental rights in the fields covered by existing EU laws and policies.
3) To engage in cross-cutting actions to support the realisation of the EU's fundamental rights goals and vision.

Partnerships and stakeholders

Delivery depends on systematic cooperation with: EU institutions (Parliament, Council, Commission); EU bodies and international organisations (Council of Europe, UN, OSCE, OECD); the EEA and Norway Grants; national authorities; public bodies competent in the field of fundamental rights; civil society (esp. through the Fundamental Rights Platform), and non-traditional multipliers across business, sport, culture, academia and faith communities. Partnerships are geared to leverage complementary strengths and to mainstream fundamental rights across the full range of the Agency's areas of activity.

Interim assessment

The strategy includes an interim assessment and ongoing monitoring to adjust priorities in a fast-changing environment. The assessment conducted in 2025 by an independent external consortium was aimed at a forward-looking analysis of the Strategic Plan 2023–2028 to identify how both priorities and objectives should be adapted for sustained effectiveness in a rapidly evolving fundamental-rights landscape**.** The assessment confirmed that FRA's Strategic Plan remains sound and forward-looking; no change to priorities or objectives is required.

The task ahead is to sharpen implementation through the multi-annual and annual programming cycle. Programming will concentrate effort where FRA has the greatest leverage-democracy and the rule of law, the rights–security nexus, inequalities, and digital/AI-while treating migration as a cross-cutting lens and monitoring gaps linked to housing, health, skills and climate justice. Delivery will emphasise feasibility, timeliness and policy impact: a balanced mix of flagship and shorter, actionable outputs; early engagement with EU and national counterparts and partners; and strengthened foresight and Brussels presence

Organisationally, FRA will sustain reform momentum by pooling expertise, enabling internal mobility and targeted recruitment, simplifying processes, and investing in digital/AI skills. Communication will pair rigorous advice with accessible, future-oriented narratives, including for young people. These adjustments operationalise the strategy, ensuring agility and impact as contexts evolve.

II.2 FRA's key delivery modalities

To deliver on its strategic priorities and objectives for 2026–2028, FRA will implement a set of key activities and delivery modalities that are applied flexibly across all thematic Work Areas. These cross-cutting activities enable the agency to respond consistently to the different megatrends and fundamental rights challenges identified in this programming document, while adapting to specific policy contexts and needs in each area.
In the context of its multi-annual programming, these key activities form the backbone of FRA's efforts to promote and protect fundamental rights across the EU. Together, they operationalise the agency's mandate and ensure that its work is evidence-based, legally sound and practically useful for law- and policy makers, practitioners and rights holders.

Large-scale survey research provides robust, comparable quantitative data on individuals' experiences and perceptions of fundamental rights across Member States, often covering many tens of thousands of respondents. Surveys are a cornerstone of the agency's work, providing essential insights into realities on the ground. By filling data gaps on specific themes and population groups, surveys give EU institutions and Member States an essential evidence base for evaluating laws and developing policies that effectively promote and protect fundamental rights. FRA is currently reviewing its survey model to future-proof this work – including periodicity, coverage and methods – so that, within realistic resource constraints, it can continue to deliver high-quality data on key fundamental-rights issues. *This activity is critical for achieving the objectives under Strategic priorities 1 and 2.*

Socio-legal research and data analysis combine social-science methods and legal expertise to examine how law and policy work in practice. Drawing on primary qualitative research and secondary sources, this work links the lived experiences of different groups – both rights-holders and duty-bearers – to legal and institutional frameworks. It helps to identify structural barriers, understand social and economic drivers of rights violations, and formulate targeted recommendations to EU institutions and Member States. By examining how factors such as socio-economic disparities, cultural contexts, or institutional practices shape individuals' access to and protection under the law, it is possible to understand the barriers to achieving fundamental rights and identify systemic challenges that need to be addressed. *This activity is critical for achieving the objectives under Strategic priorities 1 and 2.*

Legal analysis and legal opinions provide independent assessments of EU legislation, policies and practices from a fundamental-rights perspective. Based on legal assessments and analysis, FRA also provides guidance and recommendations to EU institutions and Member States. Through opinions and position papers, FRA examines compatibility with the Charter and international standards and addresses emerging challenges that may impact fundamental rights, clarifying how safeguards apply in new contexts. *This activity is critical for achieving the objectives under Strategic priorities 1 and 2.*

Building on this evidence and legal work, FRA delivers **evidence-based and expert advice** to EU institutions, Member States, countries that participate in the work of FRA as observers and other stakeholders. The Agency responds to ad-hoc information requests and proactively provides timely, tailored expert advice on pressing issues, whether related to new legislation, policy developments, or emerging societal concerns. This work helps law- and policy makers to integrate fundamental rights "by design" and addresses emerging risks linked to the megatrends identified in this programming document, thereby contributing to the development of fundamental rights-compliant law, policies and practices across the EU. *This activity is critical for achieving the objectives under Strategic priorities 2 and 3.*

Through **capacity-building and tools**, FRA aims to enhance the ability of institutions, organisations, and individuals to effectively promote and protect fundamental rights across the EU. Training, workshops, factsheets and handbooks (including those jointly produced by FRA and the European Court of Human Rights), guidelines, online tools and networking platforms equip public authorities, judges, legal practitioners, public bodies competent in the field of fundamental rights, and civil-society organisations with concrete knowledge and skills. These offer clear and actionable guidance on applying fundamental rights in diverse contexts, actively supporting rights-compliant policies and practices across the EU. A consistent effort is made to mainstream the rights of children, persons with disabilities, women and all groups protected under EU equality law in the activities of the agency. This activity is critical for achieving the objectives under Strategic priorities 1 and 2.

Promotion and awareness raising activities ensure that FRA's findings are visible, accessible and discussed. Comprehensive reports and studies are complemented by concise policy briefs, summaries, infographics and digital content to reach broader audiences. Through targeted media relations, public awareness campaigns and strategic use of digital platforms, FRA enhances the visibility and relevance of its work. This activity is critical for achieving the objectives under Strategic priorities 1, 2 and 3

A key aspect of **stakeholder engagement and outreach** activities is building partnerships with EU institutions, bodies and agencies, Member States, national authorities, public bodies competent in the field of fundamental rights, civil society organisations, and international organisations to strengthen collective efforts to uphold fundamental rights. Structured dialogue through the Fundamental Rights Platform, youth engagement, consultations, national roundtables and the Fundamental Rights Forum, as well as publication launches and thematic conferences, foster exchange of experience, support civic space and encourage the uptake of FRA's work in national and EU debates. This activity is critical for achieving the objectives under Strategic priorities 1, 2 and 3

Finally, **management and support** activities – including governance support, planning and performance monitoring, human resources, finance and procurement, digital services, facilities and quality management – provide the enabling environment for all other activities. They ensure that FRA operates efficiently and transparently, that resources are aligned with strategic priorities, and that the agency can sustain high standards of independence, quality and accountability throughout the 2026–2028 period.

On an annual basis, these key activities translate into a series of concrete outputs under each relevant Work Area. These outputs, detailed in Section III on Annual Programming, ensure that FRA remains responsive to current needs while maintaining a clear focus on its strategic multi-annual objectives.

II.3 Megatrends that impact Fundamental Rights

The FRA Strategic Plan 2023-2028 outlines seven key **trajectories** that impact fundamental rights, identified as megatrends: security-based agendas, threats to democratic values, increasing inequalities and discrimination, shifting migration patterns, economic and social changes, digital transformation including AI, and climate change. These trends pose significant risks to fundamental rights. In 2025, FRA reassessed these trends through its Foresight project, aimed at predicting how fundamental rights may evolve by 2040. FRA's role is to keep these rights central to governance by providing timely evidence and analysis to policymakers.
This section examines each trajectory, outlining its implications for fundamental rights and FRA's strategic response.

Challenges to justice and the rise of a security-based agenda

Across Europe, justice and security governance are being reshaped by digitalisation, AI and new forms of transnational cooperation. Law enforcement and border authorities increasingly rely on large-scale databases, biometric systems, predictive analytics and other tech-driven tools that expand the reach and speed of state action. At the same time, emergency and counter-terrorism approaches tend to become permanent, blurring the line between exceptional and ordinary powers and re-interpreting long-standing rights through a preventive, security-first lens. Pressures on judicial independence and rule of law standards persist in several Member States, while strategic litigation, surveillance and restrictions on civic actors weaken scrutiny of public power. New legal debates – for instance around non-human legal personhood, from nature to AI systems – are beginning to challenge traditional understandings of rights-holders and accountability, adding further complexity to the legal landscape.

Implications for fundamental rights. The shift towards a security-based, tech-driven governance model affects how core rights are guaranteed and enforced. Expansive surveillance, large-scale data processing and automated risk assessments can undermine privacy, data protection, equality and the presumption of innocence, particularly where transparency, contestability and independent oversight are weak. Disproportionate impacts on specific groups – such as migrants, racialised minorities, people with a Muslim background and persons in vulnerable situations – risk entrenching discriminatory patterns in policing, border control and criminal justice. Pressures on courts, prosecution services and oversight bodies threaten access to an effective remedy and the practical enforcement of Charter rights. If emergency logics become normalised and civic space shrinks, public trust in justice institutions erodes and space for democratic contestation of security policies narrows.
Why this matters for FRA. FRA's mandate and expertise place it at the centre of these developments. The agency can help calibrate security and justice policies with fundamental rights by providing comparative legal and empirical analysis on surveillance, policing, border management and criminal justice reforms; clarifying safeguards, proportionality standards and effective remedy requirements in data-driven systems; and documenting impacts on specific groups. Through foresight, monitoring and practical guidance, FRA can support EU and national actors in embedding the Charter into evolving security and rule of law frameworks, strengthening judicial independence and accountability mechanisms, and ensuring that innovations in justice and security reinforce – rather than weaken – fundamental rights protection across the Union.

Threats to democratic values

Across the Union, democratic institutions remain, but they operate in an increasingly contested environment. Illiberal and populist movements tap into social frustration and polarisation, while AI-driven disinformation and opaque recommendation systems distort information relied upon by voters and institutions. Hate speech and dehumanising narratives spread more easily and are often framed as legitimate expression. Civil society faces more hurdles accessing funding, organising protests, and avoiding surveillance or strategic lawsuits. Pressures on judicial independence, media pluralism, and watchdogs weaken checks and balances. These trends are exacerbated by global power shifts and the growing influence of non-elected corporate and digital actors, who shape debate and policy without democratic accountability.

Implications for fundamental rights. This landscape threatens core democratic rights: participation, free expression, information, association, assembly, and non-discrimination. Disinformation and manipulation distort debate, undermining informed participation and skewing election results. Hate speech against minorities, migrants, LGBTIQ+ people, and rights defenders fosters exclusion and can lead to violence. Restrictions on civic space hinder the work of rights organisations and journalists. Pressures on courts and independent bodies limit access to remedies and enforcement, while corruption erodes trust in institutions upholding the rule of law.
Why this matters for FRA. FRA's evidence and analysis can help identify early signs of democratic decline and civic space restrictions, highlighting their impact on rights. By documenting attacks, examining surveillance and SLAPPs, analysing hate speech and disinformation, and assessing democracy measures against the Charter, the FRA can support the EU and nations in strengthening their resilience and ensuring that responses remain rights based.

Deepening inequality and increased discrimination

These trends are intensifying and becoming more complex, intersecting with disparities in education, health, digital access, and environmental exposure. AI-driven disinformation and biased algorithms heighten stereotypes and normalise exclusion. Illiberal actors exploit social grievances against migrants, minorities, women, LGBTIQ+ individuals, and other groups, fuelling mistrust in institutions. Demographic shifts, climate stress, and automation exacerbate gaps in welfare, healthcare, housing, and employment, unevenly affecting regions and groups and deepening conflicts along age, class, gender, ethnicity, disability, and migration lines.

Implications for fundamental rights. These trends threaten the enjoyment of rights such as equality, non-discrimination, social security, healthcare, education, decent work, and participation. Algorithmic bias in recruitment, credit scoring, or content moderation can perpetuate hidden structural discrimination. Underfunded welfare and fragmented services hinder vulnerable groups - including poor people, people with disabilities, older people, and single parents - from exercising their rights. Climate and digital transitions may create new winners and losers if the benefits are not shared evenly. The cumulative impact on population groups that face multiple discriminations - Roma, Muslims, racial minorities, migrants, LGBTIQ+ people, youth, older persons, and low-skilled workers - is particularly severe, undermining social cohesion and trust.

Why it matters for FRA. FRA can provide valuable intersectional evidence through surveys, research, and legal analysis on how inequalities evolve. By monitoring policy impacts - from digital and green shifts to fiscal measures - and identifying at-risk groups, FRA supports EU and national authorities in crafting targeted equality policies and preventing measures that worsen exclusion. FRA's work can also inform debates on discrimination linked to algorithms, climate policies, and platform work, thereby anchoring these issues within the EU's fundamental rights framework.

Changing patterns of migration

Migration patterns within and to the EU are evolving due to conflicts, climate stress, demographic shifts, and labour demands. Building on existing trends from the Strategic Plan 2023–2028, new dynamics are emerging quickly. Border management is increasingly relying on AI-driven surveillance, data sharing, and risk analysis, with some control measures being outsourced to third countries and private entities. Smuggling and human trafficking networks adapt swiftly, using digital tools to recruit and deceive migrants. Meanwhile, new forms of mobility, such as virtual migrants offering online services and highly mobile digital workers, challenge traditional concepts of residence, social protection, and taxation. Routes and destination countries within the EU are also shifting, impacting reception, integration, and public perception.

Implications for fundamental rights include strains on asylum, non-refoulement, liberty, security, data protection, and access to justice. AI triage, surveillance, and outsourced controls complicate the detection of unlawful pushbacks, detention, or force. Outsourcing blurs accountability and hampers oversight. Rapid migration flow changes burden reception systems, affecting housing, healthcare, education, and child protection. Remote work and circular mobility raise questions about equality, social security, and labour rights. Public narratives often frame migration as a security threat, fuelling stigma and discrimination.
Why it matters for FRA. For FRA, ongoing work on migration, borders, and asylum - such as field research, reception and detention analysis, and rights-compliant procedures guidance - remains vital. FRA can aid EU reforms by clarifying rights standards, documenting practices, and advising on the responsible use of technology. Examining the rights of long-term residents, mobile workers, stateless persons, and EU citizens with migrant backgrounds can support holistic, future-oriented approaches to mobility and inclusion.

Economic and social trends

Economic and social trends previously identified in the FRA's Strategic Plan 2023-2028 have intensified and expanded. Digitalisation, climate change, demographic ageing, and geopolitical instability are transforming growth models, labour markets, and welfare systems. In many contexts, priorities such as security, competitiveness, and fiscal consolidation often overshadow social investment and climate adaptation. Protectionism and global economic fragmentation challenge solidarity within and between Member States, while ageing populations pressure systems to ensure intergenerational fairness in pensions, care, and taxation. New issues also emerge, such as unequal access to climate-resilient housing, rising mental health concerns, eco-anxiety (especially among youth), and the potential for tech-driven healthcare to worsen inequalities and privacy risks. However, some positive developments, like experimenting with alternative economic models and school-based health initiatives, offer pathways to balance welfare and sustainability.

Implications for fundamental rights. Economic and social restructuring have a direct impact on social security, healthcare, housing, education, employment, and living standards. When budget and competitiveness priorities override social rights, disadvantaged groups face a greater risk of cutbacks and uneven investments in climate and digital projects. Labour-market transitions - such as reskilling for green and digital jobs or managing platform work - impact employment prospects, working conditions, collective bargaining, and protections against unjust dismissal. Mental health issues and eco-anxiety among youth raise concerns about the system's ability to uphold the right to the highest attainable health standard. Unregulated tech healthcare and data-driven insurance may threaten privacy and non-discrimination.
Why this matters for FRA. FRA can help by documenting how policies - like recovery measures, fiscal decisions, and transition strategies - affect social rights across generations. Through cooperation with EU bodies, FRA can bring a rights-based perspective to debates on competitiveness, industrial policy, and welfare reforms, emphasising distributional impacts and trade-offs. Its work can ensure that governance frameworks, from the European Semester to national reforms, respect fundamental rights, including those of children, older persons, persons with disabilities, and precarious workers.

Digital Transformation and Artificial Intelligence

Digitalisation increasingly shapes nearly every aspect of life, impacting justice, public administration, social protection, education, policing, migration, political communication, and climate governance. AI and data-driven technologies are embedded in daily processes, often outsourced to private providers or part of complex global value chains. Tech-solutionism - the idea that digital tools can fix social and political issues - may limit policy debates, while governance struggles to keep up. Emerging fields like neurotechnology, biometric categorisation, and AI-generated media raise new questions about autonomy and manipulation, with debates on Artificial General Intelligence creating uncertainty about future paths.

Implications for fundamental rights. Digital transformation and AI impact rights such as privacy, non-discrimination, freedom of expression, access to justice, social security, and effective administration. Biased algorithmic systems in policing, border control, credit, recruitment, and welfare can reinforce inequalities, especially affecting marginalised groups. Extensive data collection and surveillance pose challenges to consent and control over personal data. AI-driven content curation influences perceptions, affecting democracy, mental health, and the safety of children. Limited access to digital infrastructure and skills deepens divides between those who can benefit and those who are left out or left behind.
Why it matters for FRA. Regarding FRA's role, its expertise on data protection, surveillance, AI, and online hate positions it to contribute shaping rights-based digital governance. The agency can provide evidence on AI use across various sectors, assess the impacts on rights, and support EU digital legislation by offering guidance. By emphasising youth, online participation, and mental health, FRA can help ensure technological advances are scrutinised democratically and aligned with the Charter.

Climate Change

The climate crisis has worsened since the adoption of the Strategic Plan and is increasingly linked to other megatrends. Efforts to secure energy and manage the green and digital transitions can conflict, creating tensions between energy security, industrial competitiveness, environmental protection, and social justice. Scarcity of resources, including critical raw materials, raises new geopolitical and distributional issues. Climate impacts - such as heatwaves, floods, and environmental degradation - are unevenly distributed, worsening inequalities. Meanwhile, awareness of intergenerational fairness, nature-related rights, and climate-resilient infrastructure is growing, with the concept of a "just transition" offering an opportunity to incorporate rights more deeply into climate and environmental policies.

Implications for fundamental rights. Impacts on rights encompass effects on life, health, housing, water, food, work, property, and cultural life, as well as equality and non-discrimination. People in situations of vulnerability-such as those in poverty, older people, persons with disabilities, migrants, Roma, marginalised communities, outdoor workers, children, and youth-are often more exposed and less able to adapt. Unequal access to resilient housing, green spaces, and clean energy worsens socio-economic divides. Overlooking social impacts can lead to regressive policies, backlashes, and security responses that threaten freedoms of assembly and expression. Debates on legal personhood for nature and environmental rights highlight both opportunities and uncertainties regarding enforcement in the EU.
Why this matters for FRA. FRA can support climate policies within the EU's rights framework by analysing how impacts and measures affect various groups and generations. Collaborating with agencies like the European Environment Agency, FRA can identify risks, illustrate distributional effects, and help embed social justice into adaptation, mitigation, and security strategies. By connecting environmental protection, intergenerational equity, and rights, FRA can promote a rights-based approach to the green transition that bolsters social cohesion and trust.

II.4 FRA's programming response

Over 2026–2028, FRA's response to the megatrends and fundamental rights challenges set out in the Strategic Plan and in this programming document is organised around **twelve Work Areas**, grouped into **four clusters**. These Work Areas translate FRA's vision, strategic priorities and objectives into a thematic programme that addresses the rise of a security-based agenda, threats to democratic values, deepening inequalities and discrimination, changing patterns of migration, economic and social pressures, accelerating digital transformation and artificial intelligence, and climate change.

The **Multi-annual Programming** provides the strategic frame for FRA's work: it defines what the agency will focus on and why over 2026–2028. On this basis, the **Annual Programming** – starting with the Annual Work Programme 2026 in Section III – specifies how these priorities are implemented each year within the Work Areas. At annual level, activities and outputs are described in more detail and linked to concrete operational objectives, translating the multi-annual orientation into deliverables, timelines and resources.
Together, the clusters, Work Areas and key activities form a coherent multi-annual response to the megatrends and their implications for fundamental rights. The overall structure ensures a clear thematic link between the identified trends and FRA's Work Areas and a sufficient flexibility to adjust annual programming as the context evolves.
In this way, the 2026–2028 programming period positions FRA as a *future-oriented knowledge and advisory hub* that helps the Union and its Member States mitigate the risks – and harness the opportunities – arising from ongoing transformations, so that fundamental rights remain central to decision-making across the EU and the Annual Programming can build each year on a stable, strategically coherent foundation.
To translate this strategic approach into practice, FRA organises its work into **twelve Work Areas (A–L)** grouped in four clusters. This gives a **stable multi-annual framework**, while annual programming can adapt flexibly to emerging developments and policy demands.

Cluster I – Legal foundations, democracy and oversight (Work Areas A–B)

Cluster I underpins the Union's **fundamental rights architecture and democratic resilience**, responding to megatrends such as security-driven governance, democratic contestation and shrinking civic space.
The Work Area A **'EU Charter and international human rights treaties'** ensures coherence between the Charter, the ECHR, the CRPD, the Istanbul and Aarhus Conventions and other instruments. It supports implementation of the Commission's Charter Strategy, the EU's obligations under the CRPD monitoring framework, and the evolving framework around EU accession to the ECHR. Over the multi-annual period, this Work Area will help clarify how established safeguards apply to new contexts shaped by digitalisation, security policies and the green and digital transitions, ensuring that rights are not gradually re-interpreted through a security or purely economic lens.
The Work Area B on **Rule of Law, Democracy and national fundamental rights oversight** focuses on civic space, democratic participation and the institutional landscape that safeguards rights at national level – including NHRIs, ombudspersons, equality bodies and other oversight mechanisms. It generates comparative evidence on civic space and rule of law developments, provides advice on protecting human rights defenders and supports peer learning and capacity-building for national oversight structures. This Work Area is central to addressing pressures from illiberal trends, disinformation and corruption that undermine trust in democratic institutions.

Over the multi-annual period, Cluster I responds directly to security-based agendas, threats to democratic values and the erosion of checks and balances by reinforcing the normative framework, clarifying the interaction between EU and international standards, and supporting resilient, independent national rights infrastructures.

Cluster II – Fundamental rights in people's daily lives (Work Areas C–G)

Cluster II brings together the core thematic areas where people experience rights in everyday life and where megatrends most directly translate into concrete risks and opportunities. It includes the following Work Areas: (C) **Equality, Non-Discrimination, Hate Crime and Hate Speech**; *(D)* **Justice, Victims' Rights and Security**; *(E)* **Migration, Asylum and Borders**; *(F)* **Data, AI and Digitalisation**; and *(G)* **Environmental and Social Sustainability.**

Through these Work Areas, FRA will provide a coordinated response to deepening inequality and discrimination, the security-based agenda, changing migration patterns, digital transformation and climate-related pressures:

- *Address deepening inequalities and discrimination* by sustaining its role in the Union of Equality agenda, supporting implementation of equality directives and equality-body standards, monitoring hate crime and hate speech, and providing robust data on groups at risk, including Roma, migrants and minorities (in particular with a Muslim background), LGBTIQ+ people, Jews, persons with disabilities, women, people at risk of poverty, youth and older people. This work will capture how discrimination is normalised and amplified by illiberal narratives, AI-driven disinformation and algorithmic bias.
- *Support fair and rights-compliant justice and security systems* in a context of digitalisation and evolving security threats, by analysing victims' rights in practice, advising on digital-justice reforms and criminal-law instruments, and providing guidance on data access, surveillance measures and the proportionality of security tools. This responds to the shift towards preventive, data-intensive security and the normalisation of emergency powers.
- *Monitor and advise on migration, asylum and border management,* with particular attention to fundamental rights safeguards in border procedures, reception, detention and returns, as well as the use of new technologies in migration management and their impact on rights. This includes emerging dynamics such as AI-based border surveillance, externalised migration management and evolving forms of human trafficking and exploitation.
- *Address digital transformation and AI* by examining fundamental rights implications of data-driven systems across sectors – from access to justice, public services and the labour market to border control, democratic participation and climate governance. FRA will contribute to the implementation of the EU's digital and AI frameworks and support rights-compliant governance of emerging technologies, including through guidance on fundamental rights impact assessments and oversight mechanisms.
- *Integrate environmental and social sustainability into the fundamental rights agenda,* by analysing the rights impacts of the green transition, climate change and new corporate-sustainability frameworks, and by highlighting the situation of groups most affected by climate and social risks. This includes attention to unequal access to climate-resilient housing and services, intergenerational fairness and the emerging right to a healthy environment.

This cluster is where the *interplay between megatrends* – for example, digitalisation and inequality, security agendas and migration, or climate change and social rights – is most visible in practice. FRA's multi-annual work in these areas will maintain an *intersectional and interdisciplinary focus*, paying close attention to how different trends converge for particular groups and territories.

Cluster III – Cooperation, enlargement and communication (Work Areas H–J)

This cluster ensures that FRA's evidence and expertise are **taken up across the EU and beyond**, so that responses to megatrends are shaped by fundamental rights considerations.

The Work Area H on **Institutional cooperation, dialogue with civil society and youth engagement** anchors FRA in the EU policy cycle and underpins its engagement with EU institutions, other agencies, national authorities, civil-society organisations, national human rights bodies and youth actors. It allows FRA to respond quickly to requests, contribute to high-level and expert groups, and maintain structured dialogue through networks such as the Fundamental Rights Platform and National Liaison Officers. In a context of shrinking civic space, polarisation and contestation of rights, this Work Area supports a vibrant, rights-based ecosystem and meaningful participation, including of young people.

The Work Area I on **International cooperation and enlargement** supports alignment with EU fundamental rights standards in candidate and potential candidate countries and in the agency's observer states. It contributes to the external dimension of the megatrends identified – for example, in relation to migration, security, digital governance and environmental challenges – and to the resilience of the wider European fundamental rights space.

The Work Area J on **Communication and awareness-raising** translates FRA's findings into tailored messages and products for different audiences, in line with FRA's Communication Strategy 2023–2028. It plays a critical role in countering disinformation, promoting informed public debate and supporting a culture of rights and values, particularly in areas where polarisation, hate speech and distrust undermine democratic resilience.

Over the multi-annual period, Cluster III will help ensure that FRA's response to megatrends *does not remain confined to reports and opinions*, but feeds into real-time policy discussions, cross-border cooperation, youth participation and broader societal awareness.

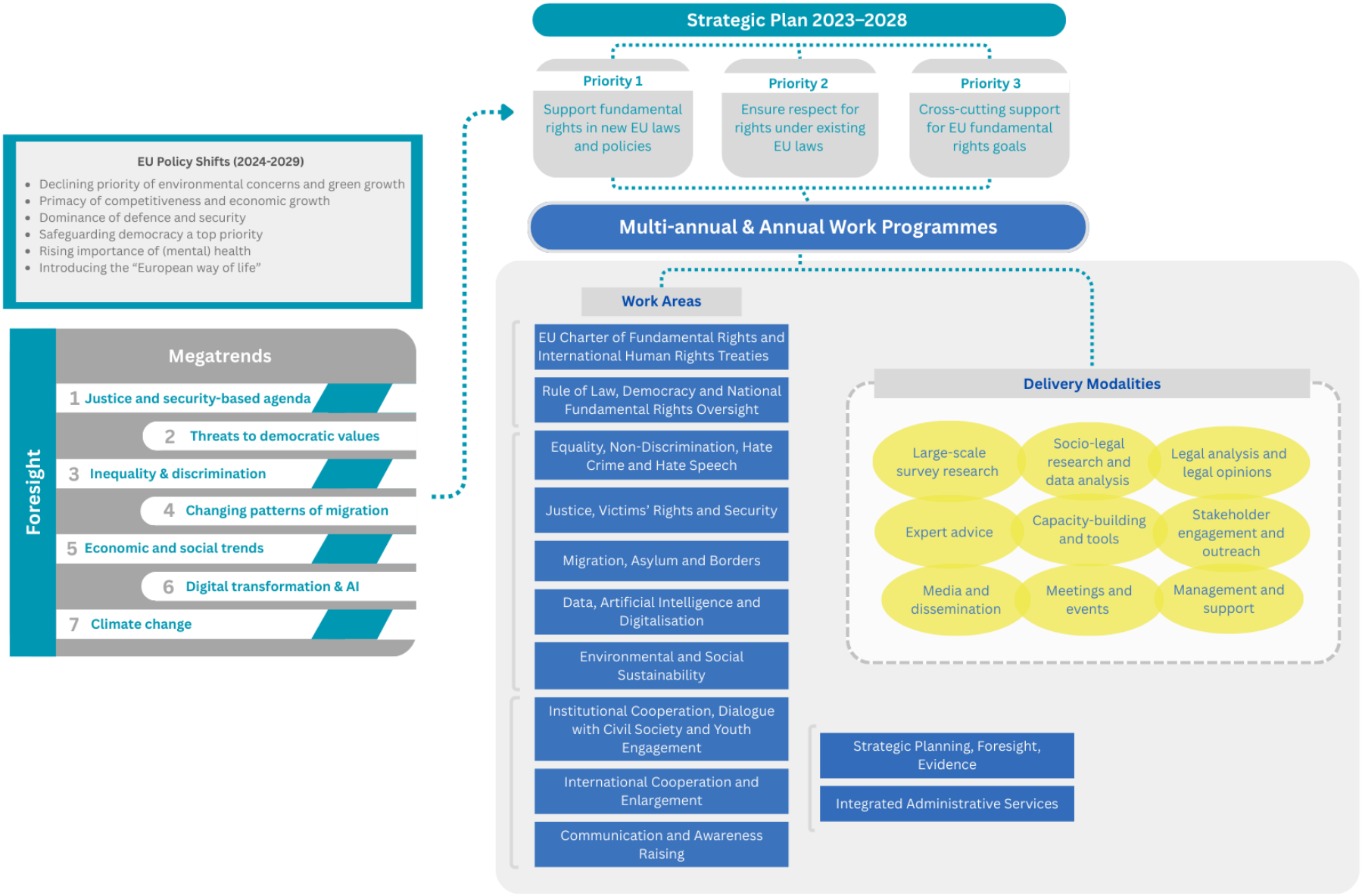
Cluster IV – Strategic planning, foresight and enabling environment (Work Areas K–L)

This cluster comprises the **Strategic planning, Foresight, Evidence Governance** and **Integrated Administrative Services** Work Areas. It provides the **strategic and operational backbone** that allows FRA to remain agile, anticipatory and impact-oriented in a fast-changing environment.

The foresight and strategic-governance functions identify megatrends and emerging risks, integrate them into multi-annual and annual planning, and coordinate survey innovation, upstream legal analysis, impact management and governance support for the Management Board and Scientific Committee. This ensures that the programme can be adjusted as developments unfold – for example, in digital technologies, security threats, democratic dynamics or climate impacts – and that FRA's evidence base remains fit for the questions policymakers will face in the coming decade.

By investing in foresight, strategic planning and organisational development, Cluster IV ensures that FRA can sustain its multi-annual response to megatrends even under resource constraints and evolving institutional expectations. Integrated administrative services-including human resources, finance, quality management, and digital services establish the foundation for effective delivery by ensuring a skilled and well-supported workforce within the system.

FRA Single Programming Logic (Linking foresight, policy and strategic priorities to work areas, delivery modalities and annual outputs)



II.5 Human and financial resource - outlook for years 2026 - 2028

This section aims to provide a comprehensive overview of the current state and historical context of Financial and Human Resources. It highlights the anticipated developments for the years 2026-2028, focusing on the introduction of new tasks, the expansion of existing tasks, and the challenges posed by negative priorities. Additionally, it outlines the resource programming strategies for the same period, emphasising the management of both financial and human capital. Finally, it details the strategic approach to achieving efficiency gains, ensuring that resources are utilized effectively to meet the agency's objectives.

Overview of the past and current situation

A) Financial Resources

The current multiannual financial framework (MFF) for the period 2021–2027 foresees a steady annual increase of the EU subsidy of 2%, evolving from €24 293 698 in 2021 to €26 639 755 in 2025 (an increase of 9.66% in 5 years, whereas the cumulative inflation rate in the EU was approximately 25.74%)
The high inflation between 2021 and 2024 directly impacted salary increases, title 1 (Staff expenditure) being increased by 18.08% in 2024 compared to 2021. To partly compensate for this extraordinary increase, an additional one-off increase of the EU subsidy amounting to €400,000 was provided in 2024, representing 1.48% of staff expenditure, which fell short of mitigating the negative effect of this increase on FRA's operational budget. Additionally, another one-off contribution of €1.4 million was received in 2024, which was specifically designated for the operational budget allocated to the costly Roma Survey in this year and therefore did not offset the significant increases resulting from inflation.
The result has been a progressive decrease of the budget allocation for Title III (operational expenditures) since 2007. It went from 54% (€7 540 200) to 20% (€5,216,582) of the total budget in 2025. The Title III budget will be stretched further through the increase of costs of the large-scale surveys on population groups.
Also, since the subsidy increase did not fully cover risings cost sparked by higher inflation expectations, particularly noticeable in massive increases of rental and energy costs, FRA needed to implement substantial reductions across all areas of its operations.

Evolution of budget from 2021-2025

Year	2021	2022	2023	2024	2025
Title I	€14,670,000	€14,735,000	€15,604,000	€17,321,000	€17,323,675
Title II	€2,292,553	€2,451,000	€3,220,000	€3,828,000	€4,100,000
Title III	€7,331,145	€7,109,170	€6,694,395	€6,020,000	€5,216,080
Total	**€24,293,698**	**€24,295,170**	**€25,518,395**	**€27,169,000**	**€26,844,662**

B) Human Resources

In terms of human resources, the Agency's establishment plan has remained frozen for almost a decade.
In the last years, the agency has seen a significant growth in its tasks due to social and geopolitical developments and the adoption of new EU law instruments, which assign new roles and responsibilities to the agency but have not considered the resource implications of these new responsibilities.
The amendment of the agency's Founding Regulation brought an increase in workload across several key areas. In addition, multiple revised and new EU laws have assigned additional tasks to the Agency and led to increased requests from European Institutions, bodies, and agencies in the areas of digitalisation and artificial intelligence, EU's Green Deal and police and judicial cooperation. Also, the recent European internal security strategy highlights FRA's expertise on protecting fundamental rights in the development and implementation of security policies.

Neither the amendment of the Founding Regulation nor the various new legislative acts that assigned new responsibilities to FRA were supported by a legislative financial statement indicating the anticipated resource impact of the proposals. Collectively, these new and revised legal instruments generate a notable increase in work for the Agency that ought to be assessed. In addition, the growth in stakeholders' needs for the agency's expertise has not been matched by a proportionate resourcing of the agency, leading to missed opportunities for the agency to properly contribute to the EU priorities. The agency is therefore unable to fulfil the various demands with the same level of human resources as in 2017.

FRA is the only JHA Agency which has not been allocated any additional establishment plan posts to address new or growing tasks. All have benefitted from additional staffing to meet additional needs. The EU has focussed on strengthening the law enforcement response and operational agencies, which have seen substantial growth in recent years. However, comparable investment has not been made as regards fundamental rights, despite the importance of these values to the Union.

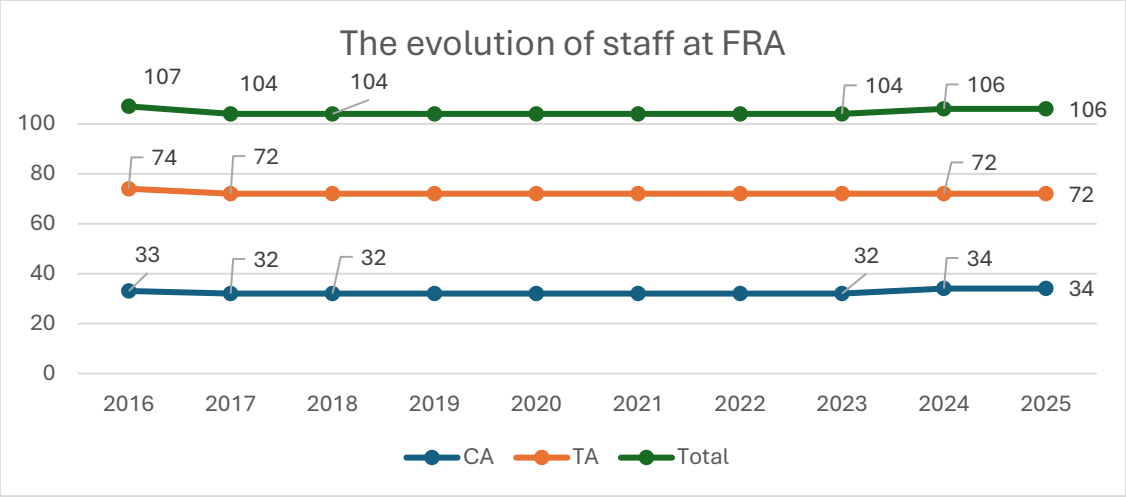
In its 2020 special report, the European Court of Auditors[1] highlighted that there is a clear link between adequate resources and the performance of agencies. The ECA observed an allocation of posts that cannot be filled to some agencies (such as Frontex and EUAA)

[1] Special Report 22/2020: Future of EU agencies – Potential for more flexibility and cooperation

whereas other agencies struggle without any additional resources. It encourages the Commission to adopt a more flexible approach to the staffing of agencies. Moreover, the European Parliament in its resolution on the adoption of the 2021 Discharge report issued on 10 May 2023, highlighted the fact that, without adequate financial and staff resources, the Agency will not be able to carry out all the tasks assigned to it and fully implement its new mandate, creating a situation that could affect the quality of work that the Agency provides[2].

FRA considers that its request for additional resources is modest (seeking just 3 additional posts in its establishment plan over 2 years, whereas Frontex was granted 242 additional TA posts in 2025 alone). Allocating a small number of those unfilled posts to smaller agencies such as FRA would have a significant impact on the agency and mean the resources are actually used.

FRA has evaluated its resource allocation and introduced economies in several areas, through reprioritisation, reorganisation and, lately, digitalisation of its processes, seeking efficiency gains through synergies and mutualisation of efforts. However, the agency has reached the limits of what can be managed internally with current staffing. As reported in the remit of the 2023 discharge procedure, FRA observes a concerning number of cases of burnout or illness that indicates potential burnout, with approximately 10% of staff affected in 2024 and again in 2025. Assessments of workload, staff surveys and working time and absence data show that in many areas, the workload exceeds available resources resulting in high surplus hours balances, an excessive carry-over of unconsumed annual leave as staff are unable to take leave and high levels of stress. FRA has a number of wellbeing measures in place but workload remains a consistent problem that cannot be addressed through health and wellbeing policies. Without a modest increase in its resources, FRA will be unable to fully execute its mandate and fulfil EU legislative tasks.



Outlook for the years 2026-2028

A) New tasks

New or revised EU laws have imposed additional tasks on the agency, leading to increased requests from European institutions, bodies, and agencies for the agency's evidence-based advice in the areas of migration, digitalisation, artificial intelligence, EU Green Deal and in police and judicial cooperation in criminal matters. There are 33 regulations, directives, decisions or recommendations recently adopted that either require a contribution by the agency, suggest a role for it, or assign it tasks. For example, the Agency's participation in the Fundamental Rights Guidance Boards for ETIAS and VIS, which will review screening rules to identify irregular migration and internal security risks, with implications for law enforcement, has resulted in a significant workload. The agency supports the implementation of 13 sectorial EU strategies or action plans with its expertise, such as the EU Roma Strategic Framework, the Action Plan on Integration and Inclusion, the ProtectEU Strategy (on internal security), and the Strategy to strengthen the application of the Charter of Fundamental Rights.

Tasks under digitalisation, artificial intelligence and fundamental rights

New legislation, such as the Digital Services Act (DSA) and the Artificial Intelligence (AI) Act, has been adopted in this area. The agency is involved in various research projects and high-level policy processes related to AI. Under the AI Act, the agency is designated as one of five permanent members of the Advisory Forum, and also takes part in selected meetings of the AI Board as an observer. The agency is running several projects on AI and fundamental rights, contributing to the implementation of the AI Act. In parallel, the agency will issue the first edition of the Cybercrime and Fundamental Rights Handbook. Due to limited resources, the agency is not able to contribute to all areas where input is requested.

Tasks under European internal security

The recent European internal security strategy highlights FRA's expertise on protecting fundamental rights in the development and implementation of security policies. FRA is also included in the adopted Advance Passenger Information and Prüm II legislation among actors that should assist the Commission with the preparation of the 'practical handbooks' supporting Member States' implementation. In addition, the Agency responded to specific requests for input from the EU institutions on key security-related files, e.g. legal opinions on the proposed Passenger Name Record legislation and on the draft Terrorist Contention Online Regulation.

2 Texts adopted - Discharge 2021: European Union Agency for Fundamental Rights - Wednesday, 10 May 2023

Tasks following the adoption of legislative initiatives under the EU's Green Deal

The agency is a member of two advisory bodies to the European Commission. One is the Platform on Sustainable Finance (PSF) under Art. 20 of Regulation (EU) 2020/852, and the other is the Directive (EU) 2022/2464 on corporate sustainability reporting. The agency is also referred to in the Directive on Corporate Sustainability Due Diligence (CSDDD), which introduces mandatory human rights and environmental impacts due diligence across companies' chain of activities for certain large companies operating in the EU. Due to limited resources, the agency currently lacks the capacity to fully deliver on these roles and responsibilities.

Tasks following the adoption of the amending Founding Regulation.

The Commission is seeking ad-hoc input from the agency in police and judicial cooperation in criminal matters, but the agency's limited budget and human resources constrain its ability to provide adequate input. For example, the Agency is named in the Commission's new ProtectEU strategy on internal security, which was launched in 2025, with expectations that FRA can increase its input to this area. Also, amendments in the regulations of other JHA agencies have assigned explicit roles to FRA, increasing the need for cooperation with the Fundamental Rights Officers at Europol, the EUAA and Frontex, and there are also increased requests from CEPOL for specific training for police across Member States. Due to limited resources, the agency had to turn down requests for fundamental rights inputs concerning the work of other EU agencies and institutions.

B) Growth of existing tasks

The agency has seen a significant growth in its tasks due to social and geopolitical developments and new EU law instruments. The expansion of the agency's mandate has brought a substantial increase in workload across several key areas:

Demand for regular surveys and analysis on non-discrimination and Roma inclusion

The European Commission regularly requests the agency to conduct large-scale quantitative surveys to collect data not captured at the national or EU level. The surveys, which include over 100,000 respondents for online surveys, require significant financial and human resources. The surveys focus on Roma, immigrants and their descendants, Jewish communities, LGBTIQ people, and women's experiences of violence. The data collected is used to support Member States' efforts, report on progress, and develop Country Specific Recommendations. Additionally, the surveys fill gaps in Eurostat's data collection and address specific issues, such as violence against women who have fled the Russian aggression in Ukraine. FRA's large-scale quantitative surveys, as requested by the European Commission, feed invaluable evidence into different European Commission strategies. Due to the insufficient operational budget, Agency's survey data collection cannot continue as it has done until now. FRA is conducting a survey evaluation to find solutions; however additional funding will be necessary for any future large-scale quantitative surveys.

Migration, borders and asylum

The Pact on Migration and Asylum assigns new tasks to the agency. FRA is tasked to provide general guidance to Member States on fundamental rights monitoring in the context of screening and asylum border procedures. The Asylum and Migration Management Regulation refers to the agency multiple times, requiring the agency to provide information for various processes. The agency is also involved in the EU mechanism for preparedness and crisis management and has seen a growth in tasks due to the Russian war of aggression in Ukraine. Pursuant to Article 3 (1) and Recital (27) of the Crisis and Force Majeure Regulation the agency will be required to provide relevant information to assess if a Member State is facing a crisis. Regulations (EU) 2021/1147 and (EU) 2021/1148 require the European Commission to consult the agency on national programmes under the Asylum, Migration and Integration Fund and under the Integrated Border Management Fund, which has led to increased workload.

Supporting EU candidate countries in fulfilling the EU acquis related to the fundamental rights.

The Russian aggression against Ukraine has prompted heightened political support for the expansion of the EU. As a result, accession negotiations have been initiated with Bosnia & Herzegovina, Moldova, and Ukraine. Concurrent negotiations continue with Albania, Montenegro, North Macedonia, and Serbia. It is anticipated that from 2026 to 2028, additional candidate countries will transition into observer status within the agency's operations, as per the provisions of Article 28 of the agency's Founding Regulation. FRA provides support to EU candidate countries that participate in its work as observers, as well as potential new EU Member States, given the fact that the first chapters to be negotiated with the EU candidate countries are Chapter 23: Judiciary and fundamental rights, and Chapter 24: Justice, freedom and security. In the current geopolitical context where the enlargement policy has taken a new impetus, the agency is increasingly asked to assist with fundamental rights assistance to three existing observer countries (Albania, North Macedonia, Serbia) and three EU candidate countries (Moldova, Montenegro, Ukraine) which are currently applying for the status of observers in the work of FRA.

Civic space and the rule of law

The agency is committed to reporting on the civic space and engaging with civil society, as outlined in its founding Regulation. The Commission's annual Rule of Law Reports state the Commission's intent to work with civil society at the national level, in cooperation with Commission Representations and the Fundamental Rights Agency. This collaboration involves the development of national rule of law dialogues and national civic space dialogues with a multi-stakeholder composition. Upholding the rule of law across all Member States is a key priority for the Commission under its 2024-2029 Political Guidelines.

C) Negative priorities/decrease of existing tasks

A persistent lack of resources will have detrimental effects putting the quality and extent of the agency's work at risk and jeopardising the protection of fundamental rights across the EU.

The agency is presently navigating a challenging situation related to resource limitations, which has made it difficult to adequately address the rising demand. Consequently, this has led to the deprioritisation of some projects and critical activities that were intended for implementation over the past few years have not yet been pursued. Furthermore, without additional staff, FRA is unable to deliver during

the next MFF cycle, in particular on demands for surveys, work in the areas of security, AI and digitalisation and requests for support linked to enlargement. The Agency will be compelled to decline requests for support from the Commission, other institutions and agencies.

The agency has also reduced the number of in-person meetings of its bodies and networks due to the need to reduce costs for meeting organisation, travel and accommodation. Half of the meetings of its Management Board, Scientific Committee and National Liaison Officers now take place online only.
To reduce mission costs and mitigate environmental impacts, the agency, when possible and reasonable, prioritises online participation in external meetings and conferences. While being cost-efficient, this effectively also limits the agency's ability to engage with its stakeholders and partners.

Resource programming for the years 2026- 2028

A) Financial Resources

The planned title 3 (operational expenditure) level for 2026 is about €5.6 million, which represents 20.5% of budget allocation. This is a considerable decrease compared to 2021, where the operational budget allocation amounted to €7.3 million or 30% of the total budget. This negative development is caused by recurring high increases in expenditures under titles 1 and 2, which are not compensated by an increase of the subsidy and, therefore, must be balanced by reductions in title 3.

As a result, the agency faces substantial challenges in fulfilling its mandate and responsibilities. The operational budget is estimated to further decrease for the years beyond 2026 in terms of percentage of the total budget.
To be able to sustainably implement new requirements from the amended founding regulation as well as from new EU legislative acts, the agency's total budget should increase with an overall budget of approximately €900,000 in 2026.

Current Budget Outlook 2025-2027

Year	2025	2026	2027
Title I	€17,323,675	€18,215,000	€19,036,000
Title II	€4,100,000	€3,395,000	€3,158,000
Title III	€5,216,080	€5,570,891	€5,530,448
Total	**€26,639,755**	**€27,180,891**	**€27,724,448**

Requested Resources 2026-2028

A) Human Resources

As highlighted above, the requests addressed to the agency continue to increase and with the current human resources, the agency cannot meet these needs. Although the additional posts requested for 2026 were not approved by the Budgetary Authorities, the agency continues to emphasize the necessity of these extra resources in the multiannual perspective. The agency therefore maintains its request for the two additional posts, calling for this need to be reconsidered in 2027, to ensure that the agency can effectively deliver on its mandate and respond to stakeholder needs. Addressing this resource gap is essential for the agency to provide the expected value and maintain the quality of its outputs, and to be better equipped for the next MFF.
The following profiles will be required:

- 2 AD – to cover the gaps in resources and skills the Agency faces as a result of new/additional tasks arising from updated legislation, mainly in internal security, digitalisation and AI. Due to the specialist knowledge required and already strained resources, FRA is unable to fully respond to these new tasks by reassigning or upskilling existing staff.
- 1 AD – this post would be needed to cover an increase in demands for FRA work brought in by the recent legislative developments as mentioned under the section above '*New tasks'*.
- 3 SNE – focussed on enlargement, to support the integration and capacity-building efforts for candidate countries with an observer role at FRA at present (i.e. Albania, North-Macedonia and Serbia) and those likely to become observers in the coming period (i.e. Montenegro, Moldova, and Ukraine with particular needs) through the exchange of knowledge with respective national administrations.

HUMAN RESOURCES NEEDS 2026-2028

Year	2026	2027	2028
TA	74	75	75
CA	34	34	34
SNEs	12	12	12
Total	**120**	**121**	**121**

Strategy for achieving efficiency gains

FRA's efficiency gains strategy is based on the following (non-exhaustive list of) initiatives:
- map and re-engineer current business processes and make changes where needed;
- automate repetitive tasks to reduce inefficiency in systems;
- workload analysis to assess the viability of projects and activities, identify gaps and monitor working hours, overtime and absence
- review the organisational structure in order to make better use of existing resources;
- establish cooperation platforms more systematically and continuously, as well as shared services with other agencies;
- simplify the rules and procedures applicable to the management of financial and human resources, thus increasing efficiency;
- conduct a qualitative evaluation of the efforts to increase efficiency;

To achieve increased efficiencies, the agency has undertaken initiatives in various areas, like Planning, IT, human resources, finance and accountancy.

In the area of *Human Resources* FRA makes use of the possibility to share reserve lists with other agencies, to save time and costs involved in selection procedures.
The agency has continued to automate and streamline HR processes to achieve further efficiencies. The implementation of SYSPER has brought efficiencies in several HR processes, recruitment and training has been further automated and HR closely follows the developments of the Commission HR Transformation programme, anticipating the future trends in the area.

FRA shares its *Accounting Officer* with the European Labour Authority, European Institute of Innovation & Technology, and European Union Agency for the Cooperation of Energy Regulators and European Maritime Safety Agency - as deputy accounting officer on a permanent basis. Through this, considerable knowledge has been shared and economies of scale achieved.

The implementation of ARES-HERMES-NOMCOM tool for administrative workflows and filing had a big impact for all internal signatory workflows including the *financial transactions,* making possible to link the financial tool (ABAC) with ARES and the application used for electronic signatures, namely EUSign. Moreover, FRA suppliers/contractors are offered to submit and send electronic invoices and other supporting documents through the EU's application (ePRIOR) and to obtain the access to the Supplier Portal e-Invoicing module.
Furthermore, all other internal workflows previously paper-based or email based are now integrated into ARES and hence contributing to the overall digitalisation of the Agency's internal business processes
The agency also started using the PPMT module within the EU e-tendering application for the launch of open procurement procedures.

In addition, the use of Power BI for consolidating data from different sources has automated several reports and allowed to create new ones, providing a higher reliability and saving considerable amount of time. The agency is running a pilot programme to assess the potential benefits and usability of various AI tools.
In parallel, the agency has continued to join several Interinstitutional Framework Contracts, benefiting from synergies and economies of scale and saving time invested in procurement procedures.

In the area of *IT* and with the introduction of cloud services, the agency was able to introduce technologies which provided added value with the same budget that before would require more financial resources i.e. contributing in "doing more with less" approach followed by the agency. Finally, cloud technologies allowed the agency to internalise the development of IT applications and hence eliminating the need of external contractors, contributing to saving of between 100,000 -150,000 EUR annually in the area of software development and maintenance.

The adoption of cloud services also contributes to the reduction of the costs of replacing costly on-premises IT hardware in the coming two years, when certain data centre devices reach their end of life and will not need to be replaced. It is expected to save some € 200,000 in the coming two to three years. In terms of IT applications, the agency's approach is also to adopt the Commission applications when possible.

From 2026, in the area of *Planning*, FRA has introduced a *Management Plan* as a cross-unit tool that comprehensively assigns management responsibilities across the agency. This approach is designed to optimise the use of resources, maximise impact, and ensure that all activities and outputs are effectively implemented and prioritised. By adopting this integrated plan, FRA strengthens coordination among its units and guarantees that strategic objectives are addressed efficiently, ultimately delivering enhanced outcomes and benefits for its target audiences and stakeholders.

Section III:

ANNUAL PROGRAMMING

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2026

Section III includes:

A) An overview of the FRA's Work Areas for 2026

B) The outline of the FRA's activities and outputs planned for 2026

III.1 Work Areas

To translate the strategic approach into practice, FRA organises its Annual Work Programme 2026 into twelve Work Areas (A–L) grouped in four clusters. This structure provides a stable multi-annual framework, while annual programming adapts to emerging developments and policy demands.

I) Legal foundations, democracy & oversight

This cluster underpins the Union's fundamental rights architecture and democratic resilience - keeping the Charter and international standards coherent and supporting robust national oversight and civic space.

- **Work Area A** - EU Charter & international human rights treaties
- **Work Area B** - Rule of Law, Democracy & national fundamental rights oversight

II) Fundamental rights in people's daily lives

This cluster brings together core thematic areas where rights are experienced day-to-day and where megatrends translate into concrete risks and opportunities, ensuring protections are practical and evidence-based across sectors.

- **Work Area C** - Equality, Non-Discrimination, Hate Speech & Hate Crime
- **Work Area D** - Justice, Victims' Rights & Security
- **Work Area E** - Migration, Asylum & Borders
- **Work Area F** - Data, AI & Digitalisation
- **Work Area G** - Environmental & Social Sustainability

III) Cooperation, enlargement & communication

This cluster ensures FRA's evidence and expertise translate into uptake and impact-through partnerships, dialogue, enlargement support and accessible communication with institutions, civil society and the public.

- **Work Area H** - Institutional cooperation, civil society & youth engagement
- **Work Area I** - International cooperation & enlargement
- **Work Area J** - Communication & awareness-raising

IV) Strategic planning, foresight & enabling environment

This cluster provides the strategic and operational backbone-embedding foresight and evidence into planning and maintaining the systems, people and processes that enable delivery.

- **Work Area K** - Strategic Planning, Foresight, Evidence and Governance
- **Work Area L** - Integrated Administrative Services

How each Work Area is presented

Each Work Area is structured in two parts to link multiannual to annual programming:

- **Overview** - sets out the policy relevance, objectives, expected results, primary users and rights-holders, and key partners.
- **Work plan** - outlines the main fields of action, a brief description of activities, and the detailed outputs planned for 2026 together with the estimated financial resources allocated.

A. EU Charter of Fundamental Rights and International Human Rights Treaties Overview

Policy Relevance

The EU Charter of Fundamental Rights and international human rights treaties constitute binding law and thus have inherent policy relevance to the EU. Article 6 of the EU Treaty recognises the rights, freedoms and principles set out in the Charter: these must be complied with in all EU law and policy making and when Member States act within the scope of EU law. The European Commission's 2020-2030 Charter Strategy encourages national actors, including at local and regional levels, to make more and better use of the Charter. The agency's activities in 2026 will be informed by the Commission's mid-term implementation report on the Charter Strategy, and a particular focus will be on disseminating the findings from the agency's research on the use of the Charter in national impact assessments related to legislation.

Article 6 also recognises fundamental rights as guaranteed by the ECHR and "constitutional traditions common to the Member States" as general principles of the Union's law. The EU has, since the Lisbon Treaty, been obligated to accede to the ECHR. Based on 2024 developments (including the CJEU Grand Chamber judgment in the Joined Cases C-29/22 and C-44/22), the EU's accession to the ECHR is back on the EU's political agenda which is why the agency continues its work to prepare for the implications of the EU's accession for its own work and working methods. Given the established normative importance of the ECHR within the EU legal order, as reflected under Article 52(3) of the EU Charter and the need for consistency between the EU and the Council of Europe systems, the agency will sustain its cooperation with the European Court of Human Rights (ECtHR), including co-publishing factsheets on CJEU and ECtHR case law on issues where EU and CoE law intersect.

Other international human rights treaties are relevant also because the EU is itself a party: the Convention of the rights of persons with disabilities (CRPD), the Convention on preventing and combating violence against women and girls and domestic violence (Istanbul Convention) and the Aarhus Convention on access to information, public participation in decision-making and access to justice in environmental matters. The Istanbul Convention is of direct relevance to the agency's work on gender-based violence and victims' rights, while the Aarhus Convention is of direct relevance to its work on the EU Green Deal and just transition. The agency has a formal role as member of the EU monitoring framework established under Article 33(2) of the CRPD to monitor the EU's own performance. The EU was scrutinised in 2025 (32nd session of the CRPD Committee) and in 2026 the Union must implement the Concluding Observations of the CRPD Committee. Moreover, all Member States have obligations under international human treaties, including ILO Conventions enshrining the core labour standards, and those adopted under the aegis of the UN such as the Convention on the Rights of the Child (CRC), the International Covenant on Civil and Political Rights (ICCPR), or the International Covenant on Economic, Social and Cultural Rights (ICESCR). The agency will continue to take into account relevant and applicable international human rights obligations of Member States. For example, FRA's work on child protection and participation is anchored in provisions of the CRC and the EU Charter (Article 24 and other related articles). FRA takes account of ILO Core Labour Standards as enshrined in ILO Conventions in its work on the Corporate Sustainability Due Diligence Directive (CSDDD) or the Forced Labour Regulation (e.g. Forced Labour Convention, (No. 29). FRA's continuing work on violence against women and victims' rights takes account of relevant and applicable obligations under the Istanbul Convention, while relevant and applicable obligations and principles under the Aarhus Convention inform in its work on environmental law and policy, the EU Green Deal and just transition. FRA also supports the implementation of the European Social Charter by collecting data and providing analysis on social and economic rights across EU Member States, including housing, employment and social inclusion.

The foregoing results in a complex landscape of EU fundamental rights obligations and international human rights obligations across the EU. The agency's EU Fundamental Rights Information System (EFRIS) brings together data and information from existing human rights databases operated by the United Nations, the Council of Europe and the EU. The agency will continue to maintain the tool to provide easy access to Member States' commitments under international human rights treaties. Without prejudice to its primary focus on EU law and the Charter, the agency's work will continue to take account of international human rights law obligations, and mainstream these where they are relevant to its work pursuant to advancing legal and policy coherence and human rights legal accountability. This policy goal is consistent with the undertaking in Article 3(5) TFEU that the EU shall contribute to the "strict observance and development of international law".

Objectives

- Promote the respect, protection and fulfilment of fundamental rights enshrined in the Charter by providing data to help monitor the application of the Charter and increasing awareness about the rights it enshrines and its applicability in various contexts, via the agency's tools like Charterpedia.
- Provide assistance and expertise on the application of the Charter, including in the context of EU funds conditionalities, law making (impact assessments) and judicial practice.
- Build capacity and knowledge of international human rights law and treaties and the implications of the obligations they impose on Member States and the EU; increase awareness of the interplay between EU fundamental rights law and international human rights law and its policy relevance; explore international legal and policy coherence across different instruments and sources of law.
- Sustain the agency's role and specialised expertise on disabilities including in relation to the CRPD, recognising the agency's particular role under the EU Monitoring Framework for the CRPD.
- Inform, in cooperation with the ECtHR, legal practitioners about the European caselaw on the Charter, the ECtHR and the European Social Charter in selected thematic fields and prepare the agency for the implications of the EU's accession to the ECHR.

- Support EU efforts to implement the COM Recommendation of Integrated Child Protection Systems, EU Rights of the Child Strategy, the EU Youth Strategy 2019-27, the new European Care Strategy, and the Child Guarantee initiative consistent with relevant and applicable obligations and principles under the CRC.

Expected results

- Greater application of the EU Charter at national level, including by providing expertise on the Charter to legal practitioners across the EU and enhanced opportunities for mutual learning and sharing of promising practices, through the agency's capacity building activities, tools, and data collection on the use of the Charter in various contexts.
- Preparedness for providing assistance and expertise on the interaction between the EU and the CoE human rights system and ensuring that the agency is itself prepared for operational implications of the EU's accession to ECHR.
- FRA expertise and evidence informs the efforts of the EU, its Member States, and countries that participate in the work of the agency as observers to protect the rights of persons with disabilities, to implement the CRPD, and to fulfill commitments made in the EU's Strategy for the Rights of Persons with Disabilities 2021-2030.
- Member States, national, regional and local authorities as well as professionals' groups have the guidance and tools needed to work towards the implementation of more integrated child protection systems consistent with their obligations under the CRC.
- Enhanced legal and policy coherence in the field of fundamental rights and human rights within the EU.

Primary users and rights holders

- EU institutions: EU institutions, bodies and agencies (including in the context of the agency's participation in the network of Justice and Home Affairs Agencies).
- Member States' and public bodies competent in the field of fundamental rights in Member States.
- The judiciaries of the Member States, legal and other professionals in contact with rights holders.
- Civil society organisations and human rights defenders.
- Children as rights holders: Children are among the beneficiaries of FRA's work which works to ensure their rights of protection and participation with specific consideration of particular vulnerabilities and socioeconomic background, and where they belong to other vulnerable groups such as persons with disabilities, Roma, LGBTIQ+ persons and immigrants and their descendants.
- Persons with disabilities as rights holders: Persons with disabilities with respect to fulfilling their rights under the CRPD.

Partners

- European Commission.
- Council and countries holding the rotating Presidency.
- European Parliament.
- Court of Justice of the European Union.
- Council of Europe and European Court of Human Rights.
- United Nations (UN CRPD Committee, UN CRC Committee, UNICEF).
- Civil society organisations and their networks (for example, Eurochild, European Disability Forum, Child Rights International Network and Terre des Hommes).
- National judiciary and their networks including for judicial training (CCBE, EJTN, etc.).
- Public bodies competent for fundamental rights at national level (NHRIs, Ombudspersons, equality bodies, etc.) and their networks (ENNHRI, Equinet, ENOC, IOI).

A. EU Charter of Fundamental Rights and International Human Rights Treaties — Workplan 2026

Action A.1: Promoting and tracking the implementation of the EU Charter

Description of activities FRA supports the consistent application of the EU Charter across the Union by monitoring its implementation and contributing to the implementation of the European Commission's 2020-2030 Charter Strategy. It provides legal analysis on questions of Charter compatibility in EU law and, when requested, during legislative processes, and offers advice on its application in areas such as EU funds and impact assessments, drawing on FRA research. The agency's annual data collection and analysis on the application of the Charter in EU Member States is a core part of FRA's Fundamental Rights Report. To enhance knowledge, FRA maintains and updates Charterpedia with European and national case law and delivers tailored training for legal practitioners and EU institutions on the Charter and relevant international human rights standards. Through initiatives such as the annual CharterXchange, FRA fosters peer exchanges on recent developments and good practices. The agency also engages with national actors – including NHRIs, Ombudspersons, Charter focal points and experts from academia and the judiciary – through workshops and meetings that promote cross-border exchange and promote the application of the Charter in practice. In 2026, FRA will roll out national outreach plans, targeted to the specific contexts in Member States and co-designed with national authorities, to encourage national judicial training institutions, Bar/law associations and legal professionals to make use of its Charter training tools (which are available in all EU languages).

Planned in 2026

ID	*Type*	*Description*	*Budget*
A.1.1	Reports and papers	**Annual analysis of the Charter's application at EU and national level** Data collection in EU Member States (through FRANET) and analysis of the Charter's application in law, policy and judicial practice (part of the annual Fundamental Rights Report)	100,000
A.1.2	Expert contributions	**Formal opinions and informal input** Delivery of expert legal assessments on the compatibility of EU law with the Charter and other human rights obligations (upon request) and expert advice on Charter compliance in EU funds, fundamental rights impact assessments (FRIA) in law-making, under specific EU law measures and in other contexts, based on FRA research and expertise	-
A.1.3	Stakeholder outreach events	**National dissemination and promotion of FRA Charter tools** Co-creation with national partners of dissemination plans and implementation of targeted activities to promote the use of FRA's Charter tools in judicial training and practice in EU Member States	30,000
A.1.4	Capacity building initiatives	**Participation in EU-level seminars and workshops** Tailored training for national judges, legal practitioners and civil servants on applying the Charter, in cooperation EU partners (Commission, Council Presidency, etc.) and European networks (EJTN, CCBE, etc.)	-
A.1.5	Stakeholder outreach events	**4th edition of the CharterXchange (online)** Annual forum for practitioners to discuss recent Charter developments and share practical experiences	-

Total Budget for Action A.1: € 130,000

Action A.2: Convention on the Rights of Persons with Disabilities

Description of activities The agency will continue its participation in the EU monitoring framework established under Article 33 CRPD, focusing on monitoring the implementation of the CRPD in collaboration with other framework members and national monitoring frameworks. This involves gathering evidence and analysis on the CRPD's implementation within areas of EU competence and coordinating with relevant actors at EU, international, and national levels. Additionally, building on findings from 2025 regarding violence in institutions against persons with disabilities, the agency will engage with relevant EU and international actors and strengthen partnerships at the national level to safeguard the fundamental rights of persons with disabilities. This will include providing oral and written inputs and conducting joint activities with partners at the national level, such as workshops and meetings.

Planned in 2026

ID	*Type*	*Description*	*Budget*
A.2.1	Expert contributions	**Participation in seminars and workshops** Monitor CRPD implementation alongside framework members and national frameworks, sharing insights through seminars and workshops	15,000
A.2.2	Stakeholder outreach events	**Written and oral input, and organisation of national events** Engage relevant EU and international actors and strengthen partnerships through timely inputs and targeted national events	40,000
A.2.3	Reports and papers	**Research on reasonable accommodation**	15,000

		Research and analyse EU law, policy and practice on reasonable accommodation in light of CRPD obligations	

Total Budget for Action A.2: € 70,000

Action A.3: European Convention on Human Rights

Description of activities The agency will continue its research on the relationship between the case law of the European Court of Human Rights (ECtHR) and the Court of Justice of the EU (CJEU). This includes conducting internal mapping on the meaning and scope of fundamental rights across CJEU, ECtHR and national jurisprudence and making it accessible to legal practitioners through factsheets and handbooks. The agency will also maintain the EU Fundamental Rights Information System (EFRIS) and integrate relevant case law. Additionally, the agency will engage in discussions on the interaction between the EU and Council of Europe legal systems and the upcoming EU accession to the ECHR, including expert stakeholder meetings.

Planned in 2026

ID	*Type*	*Description*	*Budget*
A.3.1	Reports and papers	**Factsheets on case law in specific fields** Produce concise factsheets that bring together CJEU and ECtHR jurisprudence in areas where ECtHR case law interplays with EU law together with the European Court of Human Rights	-
A.3.2	Reports and papers	**FRA/ECtHR Handbooks in thematic fields** Develop thematic handbooks synthesising CJEU and ECtHR case law and explaining their interplay for practitioners	-
A.3.3	Technical resources and data	**European Fundamental Rights Information System (EFRIS)** Integrate relevant CJEU and ECtHR case law into the EU Fundamental Rights Information System (EFRIS) and maintain the database .EFRIS creates visualisations of data on human rights commitments and compliance collected from databases maintained by the UN and the Council of Europe. The search engine also indexes all pages and documents retrieved, covering the EU-27 plus Albania, North Macedonia and Serbia	20,000

Total Budget for Action A.3: € 20,000

Action A.4: Istanbul Convention

Description of activities The agency will draw on its expertise and existing data in the field of violence against women – ranging from the EU Gender Based Violence Survey data collected by FRA (with EIGE), through to separate survey data collected by FRA on violence against women from Ukraine, alongside FRA's research on online misogyny, and on violence against women in the context of migration – to provide targeted expert input, both oral and written, to inform the EU's implementation of the Istanbul Convention. This will include the EU-GBV survey Technical Report that FRA will publish in 2026, alongside other relevant inputs to EU institutions and Member States.

Planned in 2026

ID	*Type*	*Description*	*Budget*
A.4.1	Stakeholder outreach events	**MS level written and oral input** Engage EU and international actors and work with Member States-coordinating with EIGE where relevant	-
A.4.2	Reports and papers	**EU-GBV survey Technical Report** Publish the EU-GBV survey technical report	-

Total Budget for Action A.4: € 0

Action A.5: Convention on the Rights of the Child and related Instruments

Description of activities The promotion and protection of children's rights are a core objective of the European Union, firmly anchored in Article 3(3) of the Treaty on European Union and Article 24 of the EU Charter of Fundamental Rights. All EU Member States have ratified the United Nations Convention on the Rights of the Child (CRC). Building on this foundation, the EU Strategy on the Rights of the Child (2021) and the 2024 Commission Recommendation on integrated child protection systems (ICPS) further affirm the Union's determination to prevent and combat violence against children and ensure robust child protection both within the Union and globally. FRA is strongly committed to advancing children's rights across the EU and in observer countries by supporting the consistent application of both the EU Charter and the CRC and the effective implementation of related EU strategies and policies. In 2026, FRA will continue to deliver targeted evidence-based advice, expertise and technical assistance to EU institutions and Member States with a focus on integrated child protection systems, including across borders and in the digital space, as well as on meaningful child participation. Through targeted stakeholder consultations and collaboration with partners, such as ENOC and through its Fundamental Rights Platform and National Liaisons Officer's network, FRA will facilitate dialogue and peer exchange among national authorities, including Ombudspersons with a mandate for children, and civil society organisations. These efforts will foster stronger national child protection frameworks, contribute to evidence-based policy development, raise awareness of children's rights and promote the dissemination of relevant guidelines and

promising practices. To maximise impact, FRA can provide national capacity-building activities and develop practical guidance with particular attention to vulnerable groups and intersectional challenges.

Planned in 2026

ID	*Type*	*Description*	*Budget*
A.5.1	Stakeholder outreach events	**Participation in and targeted contribution to EU and national meetings and events** Provide timely contributions to EU and national events offering evidence and guidance based on FRA's work and publications on children's rights, protection and participation	15,000
A.5.2	Strategic partnerships	**FRA–ENOC consultation meeting** Convene Ombudspersons with a mandate for Children to strengthen integrated child protection systems at national level and share promising practices	20,000
A.5.3	Capacity building initiatives	**Tailored inputs, technical assistance and capacity building on child protection systems at national level** Support MS in the implementation of the 2024 Commission's Recommendation on ICPS by assisting in the design and delivery of dedicated national seminars and workshops and by providing evidence, guidance and training on children's rights and participation, as well as integrated child protection systems across the EU	20,000
A.5.4	Expert contributions	**FRA input to Eurofound's report** Contributing to Eurofound's upcoming report on the implementation of the European Child Guarante	-
A.5.5	Learning and guidance materials	**Charter factsheet on children's rights** Raise awareness, build capacity and improve legal and practical understanding of children's rights and protection under the EU Charter	15,000
			Total Budget for Action A.5: €70,000

B. Rule of Law, Democracy and National Fundamental Rights Oversight — Overview

Policy Relevance

Rule of law, democracy and human rights are mutually reinforcing principles and belong to the EU's foundational values listed in Article 2 TEU. These values are shared between the EU and its Member States and must be respected by those (Article 7 TEU) as well as by third countries wishing to become a candidate state (Article 49 TEU). The Court of Justice of the EU (CJEU) stressed that "Article 2 TEU is not merely a statement of policy guidelines or intentions but contains values which (...) are an integral part of the very identity of the European Union as a common legal order, values which are given concrete expression in principles containing legally binding obligations for the Member States" (CJEU, case C-156/21). The policy relevance of promoting the respect of rule of law, democracy and fundamental rights has been recognised in the 2020-2030 Charter Strategy, the Communication on strengthening the rule of law within the Union (2019), as well as in the European Democracy Action plan (2020), Defence of Democracy Package (2023) and, mostly recently, in the 2025 Democracy Package.

Respect for EU values has been under stress in several Member States in the recent decade. At the same time the engagement with the implications of the values is increasing (in the Case C-769/22 16 Member States intervened). The agency's work in this area has shown how fundamental rights are instrumental in maintaining and protecting the rule of law and democracy. Much of the institutional landscape established to protect fundamental rights such as National Human Rights Institutions, Ombudspersons or Equality Bodies are also key for the protection and promotion of the rule of law and democracy. Civil society organisations specialised in the field of fundamental rights make an important contribution to the protection and promotion of democracy and the rule of law. The Commission's annual report on the rule of law in the Member States therefore dedicates special attention to checks and balances, including civil society and the civic space. In 2022 the Commission's annual report on the application of the Charter was dedicated to "A thriving civic space for upholding fundamental rights in the EU" and underscored the role of civil society organisations and human rights defenders in protecting and promoting the EU values of fundamental rights, rule of law and democracy, leading up to the first-ever EU Civil Society Strategy adopted in 2025.

Since 2018, the agency is monitoring the situation of the civic space within the EU (and FRA observer states) with annual updates. In 2026, it will issue a report examining the situation and participation of civil society actors in policymaking and throw light on the contribution of an enabling civic space to a healthy democracy. This will also highlight good practices to support the implementation of the 2023 Commission recommendation on the "engagement and effective participation of citizens and civil society organisations in public policy-making processes". Moreover, the agency will, based on research conducted in 2025, publish findings on how fundamental rights are used in national judiciaries and by non-judicial bodies (e.g. NHRIs) to protect and promote the rule of law.

Building on its chapter on elections in the Fundamental Rights Report 2025 and work on the participation of civil society organisations, the agency will explore how the protection and promotion of fundamental rights of young people and youth participation can strengthen democratic processes. This work will be developed in consultation with the agency's Youth Advisory Panel and other youth organisations.

The agency will continue to convene "community of practice" exchanges on civic space and participation, bringing together national administrations, civil society and international partners. It will also co-organise multi-stakeholder national rule of law dialogues with the European Commission, on specific issues highlighted in the European Commission's annual rule of law reports. The agency will continue to provide evidence-based advice with respect to support for and protection of human rights defenders (HRDs), including in the context of the relocation of HRDs from third countries at risk. This will contribute to helping achieve coherence between external and internal policies on human rights.

Finally, the agency will support and strengthen fundamental rights oversight structures at national level. This importantly includes NHRIs, Ombudspersons, Equality Bodies and other specialised bodies engaged in protecting and promoting (aspects of) fundamental rights. This strand of work will draw on information on the mandates of national human rights structures, which FRA has made available on its website.

Objectives

- Generate comparative evidence on developments in civic space across the EU and on the institutional landscape of fundamental rights oversight at national level
- Provide expert advice to EU institutions and Member States on fostering an enabling civic space (incl. as regards HRDs) and on promoting the participation of civil society actors in democratic processes
- Develop and strengthen partnerships to foster a resilient rights infrastructure at national level.
- Highlight promising practices and promote transnational exchanges between Member State authorities and oversight bodies regarding national fundamental rights oversight structures
- Provide peer learning opportunities to national oversight bodies in select areas of EU law in which they have been given new/additional tasks, drawing on the agency's areas of thematic expertise
- Highlight the role of fundamental rights for the rule of law by identifying and analysing national case law showing how fundamental rights cases can help protect and promote the rule of law
- Facilitate and support national multi-stakeholder dialogues on the rule of law, civic space and other issues relevant to fundamental rights, democracy and the rule of law.
- Facilitate learning exchanges between national administrations, civil society and independent public bodies on fostering an enabling civic space, in cooperation with relevant EU and international partners.

Expected results

- EU institutions and Member States have an overview of the situation of the civic space across the EU (and FRA observer states), and of how to foster an enabling environment for civil society organisations and human rights defenders
- EU institutions and Member States have an overview of developments in the mandates and powers of fundamental rights oversight structures relevant to EU law and policy
- Member State authorities, national fundamental rights structures, and civil society actors are provided with access to transnational learning opportunities and exchanges of practices and experiences with regard to fundamental rights oversight, civic space issues and participatory processes
- Judicial authorities, other legal professionals and civil society specialised in fundamental rights litigation have access to promising practices on how fundamental rights cases can help protect and promote the rule of law

Primary users and rights holders

- EU Institutions, bodies and agencies
- Member State authorities, including at local and regional level
- NHRIs, Ombudspersons, Equality Bodies, Data Protection Authorities, other human rights bodies
- Civil society organisations
- Other national structures tasked with coordinating and/or implementing (aspects of) fundamental rights in specific policy areas (e.g. Charter focal points, oversight bodies under various EU acts)

Partners

- European Commission (cooperation at activity level, e.g. rule of law dialogues)
- Other EU institutions, in particular Council and European Parliament (assistance and expertise)
- Member States (assistance and expertise)
- Council of Europe (cooperation and coordination with regard to rule of law and democracy related activities)
- UN OHCHR (cooperation with regard to rule of law, civic space and protection of human rights defenders)
- National structures protecting and promoting fundamental rights (cooperation at activity level)
- Civil society organisations (cooperation at activity level, e.g. rule of law dialogues and civic space) and human rights defenders

B. Rule of Law, Democracy and National Fundamental Rights Oversight — Workplan 2026

Action B.1: Fundamental rights and rule of law

Description of activities Considering the close intersection between fundamental rights and the rule of law, the agency will continue contributing to policy making and analysis on the rule of law by providing a report and analysis on fundamental rights case law related to safeguarding the rule of law at the national level. The agency will also continue to respond to invitations by EU institutions and bodies (European Parliament, Council, EESC, etc.) to share its evidence and expertise on rule of law related fundamental rights issues. In addition, the agency will provide its expertise to Member States and FRA observer countries and support national rule of law dialogues in cooperation with the European Commission, bringing together national administrations, judiciary, civil society, NHRIs and others to address issues evidenced in the annual rule of law reports.

Planned in 2026

ID	*Type*	*Description*	*Budget*
B.1.1	Reports and papers	**Report on fundamental rights and the rule of law** Publication of 2025 research findings on how fundamental rights case-law can help safeguard and advance the rule of law	10,000
B.1.2	Stakeholder outreach events	**Dissemination of research results** Convene stakeholders - legal practitioners and policymakers - to follow up on FRA rule of law findings	30,000
B.1.3	Expert contributions	**Written and oral inputs** Expert contributions to EU-level meetings and deliberations on the interconnection between fundamental rights and the rule law	-
B.1.4	Stakeholder outreach events	**National multi-stakeholder dialogues** Organise on-demand national dialogues on topical fundamental rights issues, including rule of law dialogues with the European Commission	30,000

Total Budget for Action B.1: € 70,000

Action B.2: Democracy and civic space

Description of activities This action includes the publication of the 2024–2025 Civic Space Report, analysing civil society's contribution to democracy, recent trends, and challenges. Further FRANET research and consultations with civil society will be conducted, with findings supporting a 2027 civic space update. The action also involves responding to EU and Member State requests for advice on civic space, human rights defenders, civil society engagement, and rights oversight. An EEA & Norway Grants funded project will strengthen civic space and civil society through monitoring, learning, and sharing best practices with stakeholders. To address, in parallel, the capacity of national authorities to create an enabling environment for civil society, a peer learning event for government experts will be held in cooperation with the OECD. Finally, an expert meeting on the fundamental rights aspects of the EU's effort to protect and promote democratic processes (including in the context of the European Democracy Shield) will inform an outcome paper, leveraging FRA's expertise on civic space, the Charter, and freedom of expression.

Planned in 2026

ID	*Type*	*Description*	*Budget*
B.2.1	Reports and papers	**Report on the contribution of civil society to democracy** Publish the 2024–2025 civic space report and lay the groundwork for an updated assessment to be issued in 2027	10,000
B.2.2	Expert contributions	**Written and oral inputs** Provide timely advice to EU institutions and Member States on civic space, human rights defenders, civil society participation, and fundamental rights oversight	-
B.2.3	Capacity building initiatives	**Civic space monitoring and transnational learning** Multi-country EEA & Norway Grants funded project to strengthen civic space: use FRA data and resources to drive communities of practice, workshops, multi-stakeholder dialogues, and training for civil society and national authorities in beneficiary states	157,500[3]
B.2.4	Stakeholder outreach events	**Peer exchange between national authorities on civic space** Convene a community-of-practice meeting for government officials working on civic participation in EU Member States and FRA observer countries, in cooperation with the OECD	70,000
B.2.5	Reports and papers	**Expert meeting on fundamental rights and democracy** Meeting exploring the fundamental rights dimensions of the EU's work to protect democratic processes, building on FRA work, leading to an outcome paper from the expert meeting	20,000

[3] External funding received through the cooperation between the FRA and the EEA & Norway Grants.

Total Budget for Action B.2: from EU Budget € 100,000 and from EEA & Norway Grants 157,500

Action B.3: National fundamental rights oversight

Description of activities This action will strengthen the capacities of national human rights bodies in oversight roles foreseen for them under EU law. An online FRA information tool, released in 2025, has mapped and documented how many existing bodies have responsibility for multiple mandates, leading to a fragmented human rights landscape and under-resourcing of many such bodies. Through a dedicated EEA & Norway Grants funded project, FRA will contribute to strengthening the capacities of national human rights bodies to effectively carry out independent national oversight from a fundamental rights perspective under EU law. This will include peer learning activities, provision of FRA expertise and guidance, and tailored training.

Planned in 2026

ID	*Type*	*Description*	*Budget*
B.3.1	Technical resources and data	**Online tool on national human rights structures** Maintain and update the online information tool on national human rights structures in Member States and FRA observer countries	-
B.3.2	Capacity building initiatives	**Strengthening capacities of national human rights bodies** Multi-country EEA & Norway Grants funded project to bolster statutory human rights bodies' EU-law related fundamental rights oversight via peer learning, exchanges and targeted support, engaging NHRIs, national authorities and relevant partners, such as ENNHRI and Equinet	144,340[4]

Total Budget for Action B.3: from EEA & Norway Grants € 144,340

[4] External funding received through the cooperation between the FRA and the EEA & Norway Grants.

C. Equality, Non-Discrimination, Hate Crime and Hate Speech — Overview

Policy Relevance

Equality, non-discrimination and respect for human rights are values on which the EU is founded and are enshrined in the Charter of Fundamental Rights of the European Union. Article 21 of the Charter of Fundamental Rights of the European Union prohibits discrimination on any ground, such as sex, race, colour, ethnic or social origin, genetic features, language, religion or belief, political or any other opinion, membership of a national minority, property, birth, disability, age or sexual orientation. FRA's work is grounded in the foregoing and in EU secondary law related to anti-discrimination, specifically the Racial Equality Directive 2000/43/EC and the Employment Equality Directive 2000/78/EC. In May 2024, the Council of the European Union adopted two new directives aimed at strengthening the role of equality bodies across the EU: Directive (EU) 2024/1500 and Directive (EU) 2024/1499: FRA will continue to support the transposition and implementation of these instruments, including the development of indicators.

FRA fulfils a pivotal role in the EU's 'Union of Equality'. FRA's EU-wide comparable surveys on groups at risk of discrimination and bias-motivated victimisation and hard-to-reach populations, as well as findings from its extensive socio-legal research form the backbone of the array of EU Equality Strategies – the EU Roma strategic framework for equality, inclusion and participation, the renewed EU Anti-Racism Strategy, the Action Plan on Integration and Inclusion 2021-2027, the renewed LGBTIQ+ Equality Strategy, the renewed Gender Equality Strategy, the EU Strategy for the Rights of Persons with Disabilities 2021-2030, and the EU Strategy on combating antisemitism and fostering Jewish life 2021 – 2030. FRA also plays a key role in a number of HLG, WG and SG. In addition to supporting building a Union of Equality, the agency will continue its work on equality in outcomes and addressing poverty and social inequalities, through a fundamental rights lens.

The agency's work fills data gaps on the experiences of groups at risk of discrimination, including Roma, immigrants, ethnic minorities, people of African descent, Jews, Muslims, LGBTIQ+ individuals, persons with disabilities, older and younger people. FRA's involvement in Roma inclusion began in 2010, following rights violations linked to expulsions in France. It was formalised through the 2011 EU Framework and the 2013 Council Recommendation, assigning FRA a role in developing and populating Roma inclusion indicators.

In 2026, the agency will focus on strengthening the capacity of EU institutions and Member States to combat racism, discrimination, and specific manifestations of hate crime in relation to equality and non-discrimination. By providing comprehensive data, technical assistance, and targeted policy guidance, the agency will continue to support the implementation of EU strategies and directives, contributing to a more inclusive and equitable EU

Objectives

- Support the implementation and monitoring of law and policy under the 'Union of Equality' and assist in the implementation of the Directives on Standards for Equality Bodies.
  Provide evidence and analysis to inform EU anti-racism and non-discrimination policies and conduct additional data collection and analysis, as required by developments in 2026
- Monitor trends in discrimination, bias-motivated violence, and rights awareness, especially among immigrants and LGBTIQ+ individuals.
- Monitor progress against Roma inclusion targets, support data collection, and build stakeholder capacity for data use in policy processes.
- Upon request, assist Member States in improving their data collection methodologies (incl. national surveys) on different manifestations of hate speech and hate crime, covering a range of bias motivations (e.g., racism, antisemitism, anti-Muslim hatred, antigypsyism, homo- and transphobia, mysogyny, etc.) and support monitoring of national strategies related to equality.
- Identify and address multiple and intersectional forms of discrimination (e.g., based on race, religion, gender, age, disability).
- Provide evidence-based advice to EU institutions and Member States, especially in Roma inclusion and anti-discrimination efforts.
- Contribute to monitoring of law and policy implementation using fundamental rights-based indicators and contributing to relevant indicator sets (e.g. Sustainable Development Goals and Social Scoreboard)
- Awareness-raising and promoting cooperation on anti-racism, non-discrimination, and fundamental rights.

Expected results

- The agency will continue to mobilise its fundamental rights expertise and extensive experience to support the EU and its Member States in upholding existing fundamental rights law in the area of racism and non-discrimination and respond to emerging challenges in a fundamental rights-compliant manner.
- The agency will deepen and consolidate its expertise in the area of equality and social justice to support the EU and its Member States in applying existing fundamental rights law across civil and political rights, as well as economic and social rights.
- The agency's fundamental rights expertise will support the EU and its Member States in implementing existing fundamental rights law and policy in the area of Roma inclusion and will continue to collect data on the situation of Roma and Travellers (or support other stakeholders' efforts in this regard) and support the implementation of novel practical approaches that yield tangible results on the ground.
- Responding to requests from Member States, the Agency will assist them in improving their data collection methodologies on different bias motivations, as well as assist them in monitoring the implementation of related national strategies and action plans.

Primary users and rights holders

- EU institutions: European Commission (in particular DG JUST, DG EMPL, DG HOME, EEAS, DG CONNECT), European Parliament (relevant Committees and Intergroups, EPRS), EU Council working parties, EUROSTAT, Eurofound, EIGE, CEPOL, and other relevant Agencies, EQUINET, ENHRI etc.
- Population groups at risk of discrimination and bias motivated victimisation: such as immigrants and their descendants, LGBTIQ+ people, ethnic or religious minorities, older persons and young persons, Roma and Travellers, persons with disabilities, and their representative organisations on the EU and national level
- EU Member States and policymakers on national and regional and local level, national statistical institutes, national Equality Bodies, Ombudspersons, NHRIs, National Roma Contact Points etc.
- European and international organisations: Council of Europe (ECRI, CDADI, PACE), OSCE/ODIHR, OECD, UN bodies (OHCHR, UN treaty and expert bodies and special rapporteurs, UNODC, UNDP/Praia Group, UNESCO), World Bank etc.; Partners
- European Commission (cooperation at activity level, e.g. rule of law dialogues)

Partners

- European Commission, in particular DG JUST, DG EMPL, DG HOME
- European Parliament: EPRS
- EU Agencies : Eurofound, EIGE, CEPOL, EUROSTAT
- Member States: national bodies tasked to monitor and safeguard equality and non-discrimination i.e. Equality Bodies, NHRI, National Statistical Institutes, CSOs
- Networks of public and independent bodies: Equinet, ENNHRI
- European and international organisations: Council of Europe (ECRI), OSCE/ODIHR, OECD, UN bodies (OHCHR, UN treaty and expert bodies and special rapporteurs, UNODC, UNDP/Praia group, UNESCO), World Bank etc.

C. Equality, Non-Discrimination, Hate Crime and Hate Speech — Workplan 2026

Action C.1: Delivering on the 'Union of Equality'

Description of activities FRA will translate its newest survey and socio-legal evidence into actionable insights for EU and national equality law and policy. A state-of-equality stocktaking will synthesise the implementation of the Equality Directives and developments around the Horizontal Directive, while dedicated outputs on immigrants and descendants of immigrants and a thematic study on LGBTIQ youth will surface gaps and remedies. Structured inputs will support Equality Strategies and the new Directives on equality bodies (2024/1500, 2024/1499), with attention to intersectionality and age equality. Complementary policy briefs, visual dashboards and methodological notes will help authorities connect results to the SDGs and the Social Scoreboard and to plan corrective actions.

Planned in 2026

ID	*Type*	*Description*	*Budget*
C.1.1	Reports and papers	**Comparative socio-legal report - State of equality in the EU** Synthesise recent FRA data and research (incl. Equality Directives implementation and the Horizontal Directive file) into an EU-wide stocktake	15,000
C.1.2	Expert contributions	**Inputs on request/own initiative to EU institutions and agencies** Provide timely contributions on equality, non-discrimination and anti-racism based on FRA expertise and data, including EU MIDIS survey results	40,000
C.1.3	Reports and papers	**Comparative socio-legal report - Immigrants survey** Publish the main results from the 2022 EU survey	15,000
C.1.4	Reports and papers	**Research report - LGBTIQ Survey III (thematic)** Analyse results of its LGBTIQ Survey III and produce a thematic study: LGBTIQ Youth and the Road to Equality	30,000
C.1.5	Expert contributions	**Presentations & engagement on age equality and data** Engage with stakeholders in the area of age discrimination, equality and data collection, with particular focus on older persons and young persons	5,000
			Total Budget for Action C.1: € 105,000

Action C.2: Supporting Roma inclusion

Description of activities FRA will underpin the EU Roma framework with reliable data and practical tools. We will assist the Commission in analysing Member State reporting, prepare the next EU-wide Roma survey cycle with a refined methodological guide, and pilot participatory local monitoring so authorities and Roma communities can track outcomes and address bottlenecks. The work will reinforce the 2021 Council Recommendation on Roma Equality, Inclusion and Participation, support National Roma Contact Points with capacity-building, and embed indicators that capture discrimination, anti-Gypsyism and access to key services.

Planned in 2026

ID	*Type*	*Description*	*Budget*
C.2.1	Expert contributions	**Analytical inputs upon request** Support the Commission's Roma team by analysing Member State reporting on measures for Roma equality, inclusion and participation	-
C.2.2	Technical resources and data	**Methodological guide** Produce an implementation guide building on RS2024 to refine sampling, indicators and fieldwork for robust, comparable results	5,000
C.2.3	Capacity building initiatives	**Participatory local monitoring** Establish and test a rights-based local-level monitoring system on the situation of marginalised Roma (multi-country project funded by the EEA/Norway Grants)	775,506[5]
C.2.4	Stakeholder outreach events	**Dissemination** Dissemination of Roma survey outputs and national level outreach	20,000
C.2.5	Expert contributions	**Strategic advice and support in programmes development and implementation** FRA serves as an International Partner Organization under the framework of MoUs established between Bulgaria, Czechia, Slovakia with EEA and Norway	207,000[6]
			Total Budget for Action C.2: from EU Budget €25,000 and from EEA & Norway Grants €982,506

Action C.3: Combating hate crime and hate speech

[5] External funding received through the cooperation between the FRA and the EEA & Norway Grants.

[6] External funding received through the cooperation between the FRA and the EEA & Norway Grants.

Description of activities FRA will strengthen the evidence base and operational guidance to prevent, record and respond to hate crime and hate speech. Updating the 2018 review of recording and data-collection practices will improve completeness and comparability across bias motivations, while a comprehensive overview of antisemitic incidents will track trends in the EU and observer countries. We will channel findings to the EU High Level Group on combating hate speech and hate crime and to the WG on the antisemitism strategy and provide targeted inputs to agencies and international organisations (e.g., CEPOL, Europol, OSCE/ODIHR, CoE, UNODC). Links to FRA's parallel work on illegal and harmful online content, and victim-centred responses, will help ensure that this area of work aligns with related fields. Criminal-justice responses, alongside support services and training, are also covered under this area.

Planned in 2026

ID	*Type*	*Description*	*Budget*
C.3.1	Reports and papers	**EU-wide research/report - Hate crime recording** Update and expand FRA's 2018 review of hate-crime recording and data-collection practices across bias motivations and forms of hatred	30,000
C.3.2	Reports and papers	**Overview of antisemitic incidents (2014–2024)** Publish an analytical summary with 30 country fiches, combining official and unofficial data for the EU and FRA observer countries (latest available)	15,000
C.3.3	Expert contributions	**Engagement & expert inputs on hate speech, hate crime, and antisemitism** Provide evidence and guidance to the EU High Level Group and WG; offer ad-hoc input to agencies and international organisations, NHRIs and CSOs	75,000
			Total Budget for Action C.3: € 120,000

Action C.4: Cooperation and support in improving the collection and use of equality data

Description of activities FRA will help make equality statistics more comparable, usable and rights-aware across the Union. Working with Eurostat, Member States and partners through the Task Force on Equality Statistics and the EU Subgroup on Equality Data, we will promote coherent indicators and lawful, ethical approaches to sensitive data. We will explore synergies with Eurofound's EQLS and, on request, provide hands-on methodological support (sampling, instrument design, bias mitigation, documentation). Additional efforts will encourage adoption of common definitions stemming from the new equality-bodies directives, pilot self-identification modules where appropriate, and strengthen data governance to inform policy design, monitoring and evaluation. To explore the way forward for FRA's role in equality law and policy it will be organised a workshop with key stakeholders such as Equinet, COM and other partners to explore the way forward for FRA's role in equality law and policy with a focus on specific standards for multimandate equality bodies

Planned in 2026

ID	*Type*	*Description*	*Budget*
C.4.1	Stakeholder outreach events	**Expert advice (EU cooperation - Eurostat, Member States and partners)** Work on Equality Statistics and the EU Subgroup on Equality Data	10,000
C.4.2	Stakeholder outreach events	**Expert advice (on request)** Provide tailored support to national and international partners on state-of-the-art sampling and research methodologies	5,000
C.4.3	Stakeholder outreach events	**Workshop with key stakeholders on FRA's role in equality law and policy** Workshop to explore the way forward for FRA's role in equality law and policy with a focus on specific standards for equality bodies	50,000
			Total Budget for Action C.4: € 65,000

D. Justice, Victims' Rights and Security — Overview

Policy relevance

Leveraging its expertise in legal and empirical data collection to critically assess rights in practice, the agency will assist the EU and its Member States in applying existing standards in the area of justice, including victims' rights, and security. In 2026 - and in reference to the actions set out in the Commission's ProtectEU Strategy (internal security), the EU Agenda on preventing and countering terrorism and violent extremism, the Action Plan on online fraud, the EU Victims' Rights Strategy, as well as the EU Digital Justice Strategy - FRA will continue to respond to priority policy areas and support relevant stakeholders in the area of justice, victims' rights, and security with respect to fundamental rights compliance.

In 2026, the agency plans to further deliver its fundamental rights advice to support the EU's digital transformation of justice and security. In particular, the agency will focus in 2026 on developments in the internal security field with respect to fundamental rights compliance. FRA will continue to develop fundamental rights guidance for law enforcement and justice actors with respect to access to and use of digital data in the criminal law area. This work draws on FRA's research – with law enforcement and technology providers – on law enforcement access to data for criminal investigations with respect to fundamental rights. In addition, the agency will disseminate its findings on the fundamental rights implications of the take down of terrorist content online with respect to its impact on different rights.

In 2026, FRA will also continue to support EU institutions and Member States in ensuring that digitalised justice processes and systems facilitate and protect fundamental rights in practice. In this way, FRA will support the implementation of the Commission's new Digital Justice Strategy as well as the Council's e-Justice Strategy which support Member States in implementing a broad range of legislative and non-legislative initiatives that, together, aim to speed up the digitalisation process and the use of digital services in the justice area. FRA's work on digitalisation of justice covers 'uses cases' from criminal, as well as civil and administrative law.

In the area of victims of crime, new findings from FRA's research on access to justice for victims of online crime (in particular online fraud) will enable FRA to provide advice to EU institutions and Member States about how to effectively deliver on the rights of victims of online crime and in this context will present and critique various promising practices. FRA will disseminate findings and provide expertise – drawing on its wide-ranging research on crime victims – to guide the Commission, Member States and other actors in addressing the specific needs and rights of crime victims, including victims of hate crime/speech, antisemitism, and gender-based violence (drawing also on input from other FRA work areas). FRA will continue to provide advice on how to effectively tackle violence against women, based on its large-scale survey data collection on crime victimisation - following publication and further release of data from the Eurostat-FRA-EIGE EU Gender-Based Violence Survey, alongside publication of results from FRA's survey on Ukrainian women's experiences of violence and related fundamental rights abuses who are currently residing in the EU. FRA will focus its research activities and guidance on victims to support the Commission with actions set out in the (second) EU Victims' Rights Strategy, in alignment with the revised Victims' Rights Directive, which should also serve to underpin the work of civil society in this area.

Finally, building on its previous work in the area of police and judicial cooperation in relation to criminal law – including the agency's extensive research on the application of the European Arrest Warrant (EAW), which has been flagged as a policy priority area by the Commission – FRA will continue to follow and provide input concerning relevant legislative and policy developments in 2026; in particular relating to the effective implementation, and possible revision, of existing EU criminal justice instruments.

Objectives

- Providing advice on the application of fundamental rights standards in the justice and security fields in practice, and on how to respond to ongoing and newly emergent challenges in this area in a fundamental rights-compliant manner
- Providing fundamental rights expertise to the EU legislator and Member States with respect to the revision of existing law in the area of justice, victims' rights and security
- Supporting the EU, Member States and other actors by collecting and analysing data on challenges and promising practices; including rights in practice of those seeking justice - victims, witnesses, defendants and offenders, including particular groups such as children.

Expected results

- Through FRA's expertise and provision of data - EU institutions, EU agencies (primarily JHA agencies) as well as Member States will be better informed on how to address fundamental rights challenges, particularly when implementing EU law but also when designing new policies or revising law in the area of justice, victims' rights and security.
- FRA's evidence-based advice and targeted guidance in the form of key findings and opinions, position papers, or other outputs will ensure that rights of individuals – including victims, witnesses or defendants - are effectively upheld in practice.

Primary users and rights holders

- EU institutions, EU agencies and Member States will primarily benefit from FRA's fundamental rights expertise, guidance and tools for a rights-compliant implementation of EU law.
- Individuals seeking justice and civil society organisations representing them - namely victims of crime and witnesses, as well as accused persons and defendants - including specific groups such as children.
- Police and criminal justice personnel with respect to fundamental rights compliance.

Partners

- EU institutions, EU agencies (in particular JHA Agencies) and Member States.
- The Council of Europe and the European Court of Human Rights and other relevant international organisations.
- Legal practitioners, national human rights bodies, civil society and academia.
- Specific stakeholders in the Commission, including the Victims' Rights Coordinator and the office of the Counter-Terrorism Coordinator.

D. Justice, Victims' Rights and Security — Workplan 2026

Action D.1: Justice

Description of activities FRA will help the EU and Member States apply fundamental rights standards across the justice field, with a strong focus on digital transformation. In 2026 we will support implementation of the Commission's Digital Justice Strategy and the Council's e-Justice Strategy with respect to evidence from FRA's work on the digitalisation of justice – which encompasses criminal, civil and administrative law. We will continue to inform developments in the field of EU criminal-justice and cross-border cooperation, drawing on FRA's expertise and body of evidence to date, with input on fundamental rights safeguards and practices – as relevant – for legal instruments such as the EAW and EIO. This will serve to support any initiatives proposed by the Commission and related discussions in the Council in 2026. FRA's work on criminal detention conditions is also encompassed under this area.

Planned in 2026

ID	*Type*	*Description*	*Budget*
D.1.1	Expert contributions	**Expert advice on digital justice** Provide expert follow-up to FRA's report on fundamental rights-compliant digital justice, advising EU institutions and Member States on practical implementation. Covering criminal, civil and administrative fields – as relevant	50,000
D.1.2	Capacity building initiatives	**Dissemination and training on digitalisation of justice** Present FRA findings at events, hearings and workshops, and contribute to relevant training on rights-compliant digital justice	-
D.1.3	Expert contributions	**Targeted advice on criminal justice** Offer evidence-based advice to EU and national actors on EU criminal-justice law and its application in practice (e.g., EAW, EIO) – including briefings, presentations and tailored inputs. Incorporating, where relevant, FRA's work on criminal detention conditions with respect to cross-border cooperation	15,000

Total Budget for Action D.1: € 65,000

Action D.2: Victims' rights

Description of activities The Agency will focus on crime victimisation and victims' rights with respect to experiences that impact on large sections of the general population, focusing in 2026 on findings from FRA's research on victims of online crime – in particular online fraud. FRA's expertise in the area of victims' rights will aid the implementation of the revised Victims' Rights Directive and the new Victims' Rights Strategy. A focus will be to connect victims' rights with the digital justice transition; namely, to help ensure that digital tools operate with safeguards that promote reporting and access to remedies for victims. This work resonates with FRA's research on illegal/harmful online content against girls and boys, which is undertaken as part of Action area F.3. on the Digital Services Act. In parallel, the Agency will present findings on crime victimisation against specific groups, including its work on violence against women. The main focus for D.2 is to promote rights-based responses to victims that are evidence-driven, survivor-centred, and prepared for emerging harms.

Planned in 2026

ID	*Type*	*Description*	*Budget*
D.2.1	Reports and papers	**Final report on victims of online crime** Conclude research on access to justice for victims of online crime - especially online fraud - summarising promising practices and gaps. This work will also be informed by FRA's Eurobarometer (survey) results	10,000
D.2.2	Outreach materials	**Dissemination of final findings (online crime victims)** Follow up on the final report by disseminating findings and promising practices to key stakeholders at the EU and national levels	-
D.2.3	Expert contributions	**Follow-up with stakeholders (online crime victims)** Follow up on the research on access to justice for victims of online crime with EU and national stakeholders, highlighting promising practices for uptake	-
D.2.4	Data Collection/ Research	**FRA expert contribution to EU institutions and Member States – revision of Victims' Rights Directive** Provide new data collection and analysis to support implementation and follow-up to the revision of the Victims' Rights Directive	200,000
D.2.5	Expert contributions	**Expert advice on digital justice for victims** Advise EU institutions and Member States on applying FRA's digital-justice guidance specifically to victims' rights in practice (use of digital tools, procedures, safeguards), and present at relevant meetings/events	-
D.2.6	Expert contributions	**Targeted expert advice** Provide written/oral inputs to the EU Victims' Rights Coordinator and support the Commission's new Victims' Rights Strategy	-
D.2.7	Expert contributions	**Targeted advice and dissemination** Deliver evidence-based advice and presentations on victims' rights - covering	15,000

		offline and online dimensions - to EU bodies/JHA agencies, Member States and civil society	
D.2.8	Reports and papers	**Publication of the Violence against Women Survey main results report** The Agency (with EIGE) will publish the main results report on violence against women in 2026, following the publication of summary findings in 2024	-
D.2.9	Reports and papers	**Publication of results from the survey on Ukrainian women** Publish results from the survey on violence and related human rights abuses against women from Ukraine – currently resident in the EU	-
D.2.10	Reports and papers	**Targeted legal analysis / Position paper** Informed by FRA's work on online misogyny, results from the EU GBV/Violence against Women Survey and FRA's survey on Ukrainian women in the EU	8,000
			Total Budget for Action D.2: € 233,000

Action D.3: Security

Description of activities In 2026 the focus will be on concluding research on law-enforcement access to digital data with respect to rights-compliance . The work will support EU and national actors - incl. the Commission, Europol and Member State authorities - with guidance for data use, accountability and oversight. Findings from FRA's research on terrorist content online will also be presented at different fora in 2026. FRA's research findings and expertise will inform the roll-out of the ProtectEU strategy, notably preparatory work for the Action Plan on protecting children against crime, which can draw on FRA's research – done in collaboration with key stakeholders (e.g. law enforcement, Europol, Digital Services Coordinators) – on online harms against children. Through targeted evidence-based advice, contributions via the EU Innovation Hub, and focused dissemination to practitioners and policymakers, FRA's work should reinforce that security responses and cooperation mechanisms can be effective if they are proportionate and aligned with fundamental rights.

Planned in 2026

ID	*Type*	*Description*	*Budget*
D.3.1	Reports and papers	**Finalise report – law enforcement access to digital data** Conclude research on the fundamental rights implications of law-enforcement access to digital data for criminal investigations	10,000
D.3.2	Expert contributions	**Dissemination of findings – terrorist content online** Disseminate final results on terrorist content online to key EU and national stakeholders	-
D.3.3	Expert contributions	**Follow-up advice to stakeholders – law enforcement access to data** Provide targeted expert advice at EU and national level on findings from the digital-data investigations research, including a workshop	10,000
D.3.4	Reports and papers	**Position paper on internal security** Develop a position paper in 2026 on priority fundamental rights concerns in the internal-security field	10,000
D.3.5	Data Collection/ Research	**Research on protection of children against crime** Develop work relating to the 'Action Plan' on the protection of children against crime, including engagement in crime, based on stakeholder research and FRA's own work	98,000
D.3.6	Expert contributions	**Targeted advice and presentations (JHA entities)** Contribute inputs to Europol, Eurojust and others, including via the EU Innovation Hub	-
D.3.7	Expert contributions	**Targeted advice, dissemination and presentations** Deliver evidence-based advice and outreach on internal-security topics to EU institutions, Member States and civil society	35,000
			Total Budget for Action D.3: € 163,000

E. Migration, Asylum and Borders — Overview

Policy Relevance

Detailed EU law provisions and extensive case law by the Court of Justice of the EU regulate this thematic area. The need to address emerging challenges will likely entail further EU law developments in 2026. The implementation of existing EU law in this policy field raises significant fundamental rights challenges. Border management, asylum and return policies may affect core fundamental rights, such as the right to life and the prohibition of torture, inhuman or degrading treatment or punishment. To mitigate fundamental rights risks, EU law instruments contain several safeguards. In some cases, EU law tasks FRA to support EU institutions and relevant Justice and Home Affairs agencies with its expertise.

In 2024, the EU has agreed on a pact on migration and asylum Pact which Member States must implement by mid-2026. Asylum and return procedures should become faster and take place near the border. This raises fundamental rights risks, that FRA must be vigilant on. National fundamental rights monitoring mechanisms under the Pact will become operational and require FRA's attention.
The situation at the EU external border will remain challenging and requires FRA to report on fundamental rights risks and gaps. FRA will also need to continue its efforts to promote effective investigations of alleged rights violations. Return policies will significantly restrict fundamental rights and require FRA's attention. In line with the Pact, which underlines the need to implement and reinforce EU law safeguards and protection standards for migrant children, and the EU Strategy on the Rights of the child 2021, FRA will continue to prioritise the protection of children in migration, alongside issues relating to gender-based violence in the context of migration.

Another important dimension relates to information technology (IT) systems. Large-scale European systems will, taken together, process personal data of hundreds of millions of people. In 2026, at least two new systems – the Entry-Exit System (EES) and the European Travel Information and Authorisation System (ETIAS) – will be fully operational, and existing systems, such as Eurodac, upgraded to the requirements of the Pact. IT-systems will become interoperable, raising new fundamental rights risks but also offering new opportunities for rights protection.

The need for longer-term solutions for displaced persons from Ukraine will become more prominent and require a specific focus in FRA's work. Similarly, FRA expertise will continue to be requested for EU efforts to mitigate the risk of exploitation of migrant workers.

Objectives

- Provide fundamental rights expertise to the EU legislator when designing new legislation and policies, and evaluating existing ones.
- FRA's expertise informs the European Commission, relevant EU agencies and Member States to implement EU law in line with the requirements of the EU Charter of Fundamental Rights.
- Use the material developed and published by FRA in the past decade highlighting fundamental rights risks and gaps as well as ways forward as a basis for FRA's expert advice in 2026.
- Develop new research activities in response to developments in particular Member States and to new fundamental rights issues which may emerge.

Expected results

- EU institutions, EU agencies (primarily JHA agencies but also the European Labour Authority), as well as Member States, will be better informed on how to deal with fundamental rights challenges, particularly when implementing EU law.
- Identify fundamental rights risks and gaps in this policy area enabling actors to take preventive or corrective action.
- Share fundamental rights expertise related to legal migration and on how to prevent and address labour exploitation as the EU increasingly focuses on the topic.

Primary users and rights holders

- EU institutions and EU agencies will primarily benefit from FRA's fundamental rights expertise. FRA's guidance and tools for rights-compliant implementation of EU law will also address Member State authorities.
- Indirectly, individuals crossing borders, migrating or seeking asylum in the EU, including children.

Partners

- EU institutions, agencies and relevant Member States' authorities.
- Council of Europe and relevant international organisations.
- National statutory bodies protecting human rights, including the rights of the child that are involved in monitoring and providing policy advice in this thematic area.
- Civil society actors and, for issues of labour exploitation, trade unions.

E. Migration, Asylum and Borders — Workplan 2026

Action E.1: Providing fundamental rights expertise to EU institutions on legislative / policy files

Description of activities Drawing on its data, field observations and legal analysis, the Agency will provide timely fundamental rights expertise to EU institutions relating to existing or new policies or legal instruments on asylum, borders, and immigration. The Agency will support evaluations of EU law instruments. FRA will flag risks and propose legally sound and practically feasible solutions to emerging challenges. Close liaison with the Commission, Parliament and Council will ensure coherence across files and consistency with related JHA policies.

Planned in 2026

ID	*Type*	*Description*	*Budget*
E.1.1	Expert contributions	**Written or oral input on EU files** Up to 20 expert inputs to the Commission, Parliament and Council on migration, asylum and borders	20,000
E.1.2	Reports and papers	**FRA position papers** Legal analysis (or legal opinion in case of requests) on emerging fundamental rights issues	-

Total Budget for Action E.1: € 20,000

Action E.2: Fundamental rights expertise to implement the pact on migration and asylum

Description of activities FRA will support a rights-compliant rollout of the Pact by strengthening national monitoring mechanisms, analysing how safeguards operate in practice, and promoting effective investigations of alleged rights violations. FRA will pay particular attention to the protection of vulnerable groups, especially children. The Agency will pilot and promote monitoring mechanisms, provide tailored advice to Member States, and equip practitioners with updated legal tools, e.g. handbooks.

Planned in 2026

ID	*Type*	*Description*	*Budget*
E.2.1	Reports and papers	**Comparative overview table (published)** Compile and analyse national monitoring activities under the Pact, including on forced returns	-
E.2.2	Reports and papers	**Lessons learnt from ten years 'hotspots approach' in Greece and Italy** Compile FRA's ten-year experience in dealing with new arrivals by sea	20,000
E.2.3	Expert contributions	**Tailor-made advice to Member States (up to six requests)** Provide tailored expertise on monitoring under the Pact	15,000
E.2.4	Learning and guidance materials	**FRA–ECtHR Handbook (updated; 5 languages)** Updated handbook on European law on asylum, borders and immigration for legal practitioners	40,000
E.2.5	Learning and guidance materials	**Guardianship handbook (2014) - updated** Update FRA guidance on guardianship for unaccompanied children	40,000
E.2.6	Learning and guidance materials	**Methodological guidance for monitoring under the Pact (pilot)** Develop, test and promote practical monitoring methodologies under the Pact	50,000
E.2.7	Expert contributions	**FRA input to the European Guardianship Network (EGN)** Provide substantive expertise to EGN meetings to strengthen guardianship practice	2,000

Total Budget for Action E.2: € 167,000

Action E.3: Fundamental rights expertise to asylum and migration planning

Description of activities FRA will collect data to inform its own evidence needs across several strands of its work, which will also feed into EU preparedness and planning cycles so that early-warning, contingency and crisis mechanisms reflect fundamental rights risks and gaps. Through structured inputs to the annual asylum and migration report and the Migration Preparedness & Crisis Blueprint Network, alongside other reporting needs that emerge in the course of the year, the Agency will help embed safeguards in operational planning.

Planned in 2026

ID	*Type*	*Description*	*Budget*
E.3.1	Reports and papers	**Publication of bulletins on Asylum and Migration Management** Publication of quarterly bulletins on migration and asylum situation in selected EU Member States highlighting fundamental rights risks and gaps	250,000

E.3.2	Expert contributions	**Input to annual migration & asylum report (RAMM Regulation, Art. 9(7))** Provide evidence-based input for the Commission's annual report and related processes	100,000
E.3.3	Expert contributions	**Input to the Migration Preparedness & Crisis Blueprint Network** Provide timely information and data to 'Blueprint' meetings in line with FRA's minimum requirements under EU law	5,000
			Total Budget for Action E.3: € 355,000

Action E.4: Expertise for Schengen evaluations

Description of activities FRA's fundamental rights expertise will support the Schengen Evaluation and Monitoring Mechanism by producing an annual risk analysis to inform planning and by accompanying selected on-site missions. Fundamental rights training will equip evaluators with knowledge and skills on how to assess the implementation of fundamental rights safeguards in border management and returns, reinforcing consistent standards across Member States.

Planned in 2026

ID	*Type*	*Description*	*Budget*
E.4.1	Expert contributions	**Fundamental rights expertise for the European Commission** Upon request, produce the annual risk analysis for Schengen evaluations and accompany selected on-site visits as an observer	30,000
E.4.2	Capacity building initiatives	**Training for Schengen evaluators** Deliver training modules on fundamental rights as part of training for evaluators	5,000
			Total Budget for Action E.4: € 35,000

Action E.5: Fundamental rights expertise to JHA agencies and ELA

Description of activities FRA will be a trusted partner for JHA agencies and the European Labour Authority (ELA) - providing its expertise for governance, operational and capacity building, in line with EU law requirements and its commitments in cooperation agreements. FRA will promote a consistent approach among JHA agencies' fundamental rights officers. As required by EU law, FRA will contribute to the Consultative Forum of Frontex and of the EUAA. FRA will respond to selected agencies' requests with legal and other advice. Where it adds operational value, FRA will deliver tailored training, helping agencies strengthen monitoring, accountability and rights protection.

Planned in 2026

ID	*Type*	*Description*	*Budget*
E.5.1	Expert contributions	**Participation in Frontex Management Board meetings** Share FRA expertise at Frontex Management Board meetings	4,000
E.5.2	Expert contributions	**Input to Consultative Forum meetings – Frontex and EUAA** Contribute actively to the Frontex and EUAA Consultative Fora	5,000
E.5.3	Expert contributions	**Oral or written inputs (up to 20 requests)** Provide on-demand expertise to JHA agencies and ELA	15,000
E.5.4	Capacity building initiatives	**Training at up to ten events** Deliver targeted fundamental rights training for JHA agencies and/or ELA where FRA's expertise adds value	5,000
			Total Budget for Action E.5: € 29,000

Action E.6: Border management and return

Description of activities FRA will publish regular updates on search and rescue in the Mediterranean Sea. After some years of operation, FRA will review the functioning of Frontex's internal fundamental rights protection mechanisms. In line with its commitment, FRA will continue to provide targeted fundamental rights expertise, supporting the EU's operational interventions in Bulgaria and Greece.

Planned in 2026

ID	*Type*	*Description*	*Budget*
E.6.1	Reports and papers	**Comparative overview (published)** Analyse measures taken against civil-society search-and-rescue vessels to illustrate challenges in upholding the right to life at sea	-
E.6.2	Reports and papers	**Thematic report** Review the functioning of Frontex's internal fundamental rights protection mechanisms, including the role of fundamental rights monitor	10,000
E.6.3	Expert contributions	**Targeted Member State support on fundamental rights** Input given to the Commission Task Force and Steering Committee in Bulgaria and Greece, and, upon request, in selected other Member States	20,000

Total Budget for Action E.6: € 30,000

Action E.7: Large-scale EU IT systems

Description of activities FRA will help embed fundamental rights safeguards in the roll-out and operation of the EU's large-scale information systems (ETIAS, EES, VIS) and their interoperability. By actively contributing to their Fundamental Rights Guidance Boards and maintaining an up-to-date tool describing the fundamental rights risks and opportunities, the Agency will support lawful and non-discriminatory use and effective redress. Targeted outreach will translate technical findings into practical guidance for authorities, and will promote public understanding as systems scale and interconnect.

Planned in 2026

ID	*Type*	*Description*	*Budget*
E.7.1	Expert contributions	**Offer advice on IT systems and on AI-supported systems** Advise the EU and Member States on IT systems and when they use AI for asylum or residence permits, using findings from FRA's data collection that was initiated in 2025 as well as available FRA guidance (e.g. on the EES)	5,000
E.7.2	Expert contributions	**Participation in Fundamental Rights Guidance Boards** Actively contribute to ETIAS and VIS Guidance Boards, co-developing positions and recommendations	5,000
E.7.3	Learning and guidance materials	**Awareness tool (biannual updates)** Maintain and update FRA's tool on fundamental rights risks and opportunities from large-scale IT systems and interoperability	-
E.7.4	Outreach materials	**Media dissemination (≥10 items)** Publish at least ten pieces on IT systems and fundamental rights, including ETIAS findings and EES "dos and don'ts	-

Total Budget for Action E.7: € 10,000

Action E.8: Exploitation of migrant workers

Description of activities FRA will generate practical evidence on barriers to justice for migrant workers-focusing on posted third-country nationals-and advise the EU and national authorities on effective safeguards. Cooperation with labour authorities, social partners and civil society will promote accessible complaint pathways, coordinated inspections and remedies, with attention to cross-border cases. On request, the Agency will provide concise, solution-oriented inputs on how to apply fundamental rights obligations.

Planned in 2026

ID	*Type*	*Description*	*Budget*
E.8.1	Reports and papers	**Report** Report on access to justice for posted third-country national workers who experience exploitation, highlighting gaps and promising practices	-
E.8.2	Expert contributions	**Oral/written inputs (up to five requests)** Provide targeted expertise to EU institutions and Member States on preventing and addressing exploitation of migrant workers	2,000

Total Budget for Action E.8: € 2,000

Action E.9: Updating, translating and printing FRA materials

Description of activities FRA will sustain the usability and reach of its evidence and guidance by translating priority publications and tools, updating them (where necessary), and managing end-to-end production (language editing, layout, print and digital assets). These activities ensure that practitioners and policymakers can access accurate, language-appropriate materials that support consistent, rights-compliant implementation across Member States and observer countries.

Planned in 2026

ID	*Type*	*Description*	*Budget*
E.9.1	Reports and papers	**Up to five FRA products translated** Translate selected tools and guidance into target languages for effective uptake	30,000
E.9.2	Reports and papers	**Publications production process** Language edit, design/layout and print FRA publications (with digital-ready files)	50,000
E.9.3	Reports and papers	**Up to two publications updated (if necessary)** Update selected publications to ensure accuracy and relevance	10,000

Total Budget for Action E.9: € 90,000

F. Data, Artificial Intelligence and Digitalisation — Overview

Policy Relevance

The EU has adopted several laws that aim to promote growth and technological advances, which also need to safeguard fundamental rights in the area of data, artificial intelligence (AI) and digitalisation. These include but are not limited to the EU data protection package (including the General Data Protection Regulation (GDPR) and the Law Enforcement Directive (LED)), the Digital Services Act (DSA), the Digital Markets Act (DMA), and the AI Act. At the same time, with respect to some of the above, there have been calls for simplification of EU law and its application in practice, which requires fundamental rights scrutiny.

The EU data protection package has been the cornerstone of the protection of fundamental rights when it comes to data processing. Responding to the first evaluations of the GDPR and the LED, the Commission proposed new enforcement rules in 2023 and reached agreement with the co-legislators in 2025. In the same year, the EU adopted the e-Evidence package to allow for effective and fundamental rights compliant access to data by competent authorities involved in cybercrime investigations. At the same time, law enforcement stakeholders continue to call for increased access to digital data for criminal investigations (see, for example, the Recommendations of the High-Level Group on Access to Data for Effective Law Enforcement), prompting the European Data Protection Board (EDPB) to recall existing data protection and fundamental rights limitations. In this context, FRA will continue to provide stakeholders and practitioners, including in the area of internal security, with timely data and expertise on fundamental rights compliance, including through the publication of legal handbooks, with the first edition of the Cybercrime and Fundamental Rights Handbook in 2026. Given suggestions by some stakeholders to amend parts of the GDPR, FRA will closely follow developments in this area (also in view of any future update of the FRA-CoE Handbook on European Data Protection Law). FRA's research on the challenges faced by law enforcement authorities when implementing the Law Enforcement Directive – in relation to data protection – will be published in 2026, and will draw on empirical research with law enforcement, which serves to understand the application of the law in practice.

Rapid technological developments in AI and machine learning led to further EU policies and legislative developments across various domains in the past years. Most notably, the EU adopted the Artificial Intelligence Act (AI Act) in 2024. The AI Act aims to protect fundamental rights in the area and has several relevant provisions that need implementation and guidance. Implementation of this key EU legislation and its fundamental rights guarantees will be at the core of the EU's considerations in this field in 2026, which the agency will contribute to with its expertise and body of evidence. This requires FRA's continued analysis and data collection on high-risk AI and prohibited AI. The agency's role as a permanent member of the AI Act's Advisory Forum, with the various strands of input this entails for the agency, will help to ensure that fundamental rights are acknowledged in this field. In parallel, FRA will also engage in other relevant areas of AI Act implementation, including standardisation efforts under the AI Act as well as an observer in selected subgroups of the AI Board. FRA, building on its research evidence, will continue to provide guidance on fundamental rights impact assessments of AI.

The increased use of online platforms and social media has led the EU to update its laws in this area, most notably adopting the Digital Services Act (DSA) and the Digital Markets Act (DMA). FRA's work and expertise on online content moderation will directly address the implementation of the DSA, which includes several important provisions to safeguard fundamental rights. Continued data gathering and expert input from FRA on platforms' systemic risks is required, including with respect to harmful and illegal content, with a view to safeguarding fundamental rights in the online world. A focus of FRA in 2026 will be on illegal and harmful online content impacting girls/young women and boys/young men.

FRA will follow calls from different stakeholders to address specific challenges online with respect to fundamental rights abuses; for example, in the area of cyberbullying, misogyny online, online hatred affecting different groups, deep fakes and mis/disinformation. Misinformation and disinformation online pose a threat to the EU values of fundamental rights, rule of law and democracy, which, depending on availability of resources, can be explored through the agency's work in the fields of data, AI and digitalisation.

In addition to the above, the agency will follow other developments in EU law, including the Digital Fairness Act - which will also impact on other areas of the agency's work. In parallel to developments in the EU, there are several important developments in the area at international level. The Council of Europe is very active in the area and adopted the Framework Convention on Artificial Intelligence and human rights, democracy and the rule of law, also signed by the EU, which provides a far-reaching framework for fundamental rights compliant technologies. Other relevant policy frameworks include the OECD principles for trustworthy AI, the UNESCO recommendation on the ethics of AI and the United Nations Global Digital Compact. FRA will continue to work on developments at the level of the EU, whilst recognising that AI and the digital sphere are essentially cross-border and transnational in nature, with far-reaching fundamental rights impacts.

Objectives

- Providing advice, data and resources to support the protection of personal data in the EU: Assess legislative developments regarding the GDPR; publish research on the experiences of authorities regarding the implementation of the Data Protection Law Enforcement Directive (LED); publish FRA-CoE cybercrime handbook.
- Fundamental rights compliant use of AI, and the implementation of the AI Act: Drawing on the agency's research on high-risk AI and remote biometric identification by law enforcement, the agency will support the AI standardisation process, the development and implementation of fundamental rights impact assessments for AI, as well as other implementing guidance and support in the area. As a permanent member of the Advisory Forum, set up under Article 67 of the AI Act – and as the only member with a fundamental rights mandate – the agency is expected to provide in-depth guidance to the AI Office with respect to fundamental rights. Provided additional human and financial resources becomes available, the agency will undertake additional activities, such as regular assessments of high-risk AI – which follows its research in this area.

- Fundamental rights compliant online content moderation and communication, and the implementation of the DSA: Undertake research on illegal and other harmful content online and advise on fundamental rights compliant conduct of online platforms, including online content moderation. This area of work variously addresses misogyny and harmful content against women and girls online, alongside harmful content targeting boys/young men, as well as hate and related harmful content targeting specific groups. The agency will also – in the context of the DSA and other relevant EU legislation, such as the Audiovisual Media Services Directive, which also contains specific rules to protect minors from harmful content – look at the needs and protection of children online. A core focus of the agency's work will be to examine freedom of expression alongside the protection of other fundamental rights in the online sphere, focusing also on how disinformation and misinformation online pose a threat to the EU's values of fundamental rights, rule of law and democracy.

Expected results

- Provision of personal data protection in the EU is upheld: Legal standards on European data protection law are upheld, focusing on legal and procedural legislation relating to cybercrime as well as the implementation of the Data Protection Law Enforcement Directive (LED).
- AI implemented in compliance with fundamental rights: Fundamental rights are effectively considered in the AI standardisation process and practical guidance on fundamental rights impact assessments for high-risk AI are developed. As a permanent member of the Advisory Forum under the AI Act, ensure key input on fundamental right compliant AI is reflected in the Forum's work.
- DSA implemented in compliance with fundamental rights: Guidance provided on appropriate safeguards to avoid potential fundamental rights violations when detecting and taking action on illegal content online in selected areas. Advice provided on the proper assessment and mitigation of systemic fundamental rights risks at very large online platforms and search engines, in the framework of the Digital Services Act. Focus on the impact of illegal and harmful online content against specific groups.

Primary users and rights holders

- People in the EU using digital services, including marginalised and vulnerable groups, victims of cybercrime: Benefit from improved data collection and analysis on hate crime/speech and online harassment, leading to better protection for victims; promote enhanced protection and support for victims of fundamental rights breaches through the cybercrime handbook, alongside findings from the project on online content.
- EU institutions and member states working on the implementation of relevant law and policies - such as the GDPR, AI Act and DSA - as well as other international organisations (such as the Council of Europe) and CSOs working on digital rights.
- Legal practitioners (variously lawyers, judges, police), NHRIs and CSOs: gain knowledge based on the cybercrime handbook, as well as the report on the Data Protection Law Enforcement Directive (LED).

Partners

- EU institutions and Member States: Collaboration with the European Commission, including DG CNECT and the AI Office to contribute to a fundamental rights' compliant implementation of the AI Act and use of AI.
- EU Agencies: Collaborate with other EU Agencies on AI topics, including working groups and networks of EU Agencies, such as the EU Innovation Hub for Internal Security (organised by Europol) and other Agencies' networks and working groups on AI. Work with Europol on fundamental rights compliant use of RBI by law enforcement.
- CSOs, including academia: To promote fundamental rights compliant use of AI, focusing on non-human rights-focused disciplines such as computer science.
- Human rights bodies: ENNHRI, NHRIs and Equality Bodies and other bodies listed under Art. 77 of the AI Act
- Council of Europe: Co-author of the cybercrime handbook with FRA, and FRA's participation in several CoE committees linked to AI.
- International organisations, such as UN, OECD, OSCE: Benefit from FRA expertise and advice on how to ensure a fundamental rights compliant use of AI and on how to assess and mitigate systemic risks at very large online platforms
- DPAs, EDPS: Collaborate on specific outputs to promote fundamental rights compliance.

F. Data, Artificial Intelligence and Digitalisation — Workplan 2026

Action F.1: Upholding the protection of personal data in the EU

Description of activities FRA will provide clear, practice-oriented guidance with a particular focus on data protection in law enforcement, alongside developments in the field of data protection more generally, and related work on fundamental rights and cybercrime. Specifically, FRA will publish and promote the FRA–CoE cybercrime handbook (incl. translations and presentations), analyse prospective potential developments in data protection law (GDPR), and publish an analysis of how the Law Enforcement Directive (LED) works in practice. Targeted presentations, speeches and engagement at major privacy conferences and events (e.g. CPDP conference, Privacy Symposium) will disseminate FRA's outputs and contribute to ongoing (policy) discussions and developments.

Planned in 2026

ID	Type	*Description*	*Budget*
F.1.1	Reports and papers	**Publication, translation and dissemination of the cybercrime handbook** Finalise the preparation, publication and dissemination of the FRA–CoE handbook on cybercrime and fundamental rights	50,000
F.1.2	Reports and papers	**Internal paper or position paper** Analyse potential GDPR reforms from a fundamental rights perspective to inform policy debates and with a view to possible future update of the data-protection handbook	-
F.1.3	Reports and papers	**Publication on Law Enforcement Directive (LED) implementation - authorities' experiences** Release findings on how competent authorities implement the Law Enforcement Directive, with practical advice for compliance	15,000
F.1.4	Expert contributions	**Contributions to at least four major conferences and events** Provide keynotes, panels and expert input at the Computers, Privacy and Data Protection (CPDP) conference , the Privacy Symposium and similar events, sharing FRA's evidence and guidance	20,000

Total Budget for Action F.1: € 85,000

Action F.2: Fundamental rights compliant use of AI and implementation of the AI Act

Description of activities FRA will provide evidence-based input to support the implementation of the EU's AI Act. Continued data collection and (legal) analysis, including the potential production of position papers, will support the AI Act's implementation, its update cycles (e.g., Art. 112 high-risk list; review of prohibited practices) and inform evaluations. As a permanent member of the AI Act Advisory Forum, FRA will provide evidence-based advice to the European AI Board and the Commission/AI Office. FRA will provide practical guidance on AI fundamental rights impact assessments (FRIAs) and lessons from high-risk AI uses in various areas, including law enforcement's use of remote biometric identification (RBI) - such as facial recognition technology. Other areas of fundamental rights implications when using AI will be explored and analysed to inform ongoing policy development and implementation.

Planned in 2026

ID	*Type*	*Description*	*Budget*
F.2.1	Data Collection/ Research	**Updated research on high-risk and prohibited AI uses** Data collection to provide regular, evidence-based inputs on high-risk and prohibited practices of AI, which in turn can support AI Act implementation and evaluations (incl. Art. 112 update cycles)	300,000
F.2.2	Reports and papers	**Publication and dissemination of findings - Remote biometric identification by law enforcement** Publication, dissemination and outreach activities relating to FRA's research on remote biometric identification by law enforcement (under the AI Act), including engagement with relevant authorities and other actors at EU and Member State level	-
F.2.3	Expert contributions	**AI Act - Advisory Forum expertise** Contribute as a permanent member of the AI Act Advisory Forum to advise the European AI Board and the Commission; collaborate with standardisation bodies, businesses, academia and civil society (commissioning expert input as needed)	10,000
F.2.4	Expert contributions	**Inputs on FR-compliant AI & FRIAs; cooperation with human rights bodies** Provide oral/written advice on fundamental rights-compliant AI (incl. FRIA practice), building on research on high-risk AI; work with DG CNECT, the AI Office and Art. 77 bodies on implementing guidance	50,000

Total Budget for Action F.2: € 360,000

Action F.3: Fundamental rights compliant online content moderation and implementation of the Digital Services Act (DSA)

Description of activities FRA will undertake independent research that can support DSA implementation by providing analysis and evidence on the meaning and safeguarding of freedom of expression and non-discrimination on online platforms, including social media, with a focus on illegal and harmful content. A legal/empirical review will address freedom of expression in European case law as well as empirical evidence on over- and under-removal of online content (including hate speech). Another ongoing study in 2026 will analyse responses to illegal and harmful content affecting girls/young women and boys/young men, focusing on DSA implementation, which will also benefit from FRA's Eurobarometer (survey) questions. FRA will continue to analyse the collection of data from social media to assess fundamental rights risks, also considering obstacles and opportunities for researchers to access online platform data (in relation to Art. 40 DSA) - with a view to developing practical guidance for data collection.

Planned in 2026

ID	*Type*	*Description*	*Budget*
F.3.1	Reports and papers	**Report publication – online content moderation** Publish a legal overview and evidence review on online content moderation and freedom of expression under the DSA, including over/under-removal and hate speech	15,000
F.3.2	Internal product	**Input to other FRA research (social-media data)** Assess fundamental rights risks in collecting platform data; examine DSA Article 40 and draft practical guidance for lawful researcher access	50,000
F.3.3	Reports and papers	**Research on safeguarding children and young adults online** On-going research on illegal and other harmful content online and how it impacts on children and young adults from a gender perspective – drafting outputs for publication and providing expert advice	-
			Total Budget for Action F.3: € 65,000

G. Environmental and Social Sustainability — Overview

Policy Relevance

The EU strives to ensure a high level of environmental protection while promoting European values, as reflected in Article 191 of the Treaty on the Functioning of the European Union (TFEU) and in the European Green Deal. The EU treaties and the Charter of Fundamental Rights of the European Union enshrine the principle of sustainable development which should be integrated across EU policies and activities including those of the European Green Deal. This reflects the EU's commitment to balancing economic, social, and environmental priorities for the benefit of current and future generations. The European Green Deal is the EU's growth strategy which sets the EU on the path to a green transition, with the ultimate goal of reaching climate neutrality by 2050.

The EU Strategic Agenda 2024–2029 reinforces the goal of a fair climate transition, ensuring social inclusion and labour standards in line with the UN 2030 Agenda and the principle of "leaving no one behind." Climate change impacts, such as extreme weather and rising sea levels, are likely to have a disparate impact on the most vulnerable in our society. In line with the EU adaptation strategy, the EU strives to strengthen resilience and reduce vulnerability to climate change in a just and fair way.

Regulation (EU) 2023/955 establishes the Social Climate Fund, which will be launched in 2026 to support the just transition with a focus on "vulnerable households, micro-businesses and transport users" who are negatively impacted by the costs of the green energy and requires Member States to set up their national social climate plans in a manner consistent with the European Pillar of Social Rights Action Plan. In 2026 the Commission will adopt a new action plan on social rights, an affordable housing plan and a new anti-poverty strategy.

To make the EU's economy climate-neutral by 2050, the EU Green Deal recognises the role the private sector plays in adopting and fostering innovative and sustainable practices and introducing necessary climate change adaptation and mitigation measures with due regard to social, environmental and human rights impacts, including the introduction of greater accountability, stakeholder engagement, transparency and human rights compliance in their operations. Four of these acts either assign tasks to FRA or envisage a role for the agency: the Corporate Sustainability Reporting Directive (2022/2464), the EU-Taxonomy Regulation (2020/853/EU), the Corporate Sustainability Due Diligence Directive (2024/1760) and the Forced Labour Regulation (2024/3015).

FRA's work highlights the fundamental rights dimension of the Green Deal, focusing on both the disproportionate effects of climate change and the unintended consequences of climate policies on vulnerable groups. It recalls the need to assess the degree to which fundamental rights are taken into account in the design and adoption of new legislation as well as the implementation of existing law. This thematic area includes new legislation on the EU energy transition and business and human rights, which are the areas in which the agency continues to deepen its engagement, in collaboration with the EU Commission and key stakeholders. Building on its research and outreach in 2024 and 2025, in 2026, FRA will sustain its work on corporate social responsibility and due diligence, examining key legal features of human rights due diligence and specific legal implications of Green Deal legislation through a fundamental rights lens and advising on practical solutions and promoting legal and policy coherence in this field. Furthermore, FRA will continue to develop its work on the just transition and the European Green Deal, to support EU institutions and Member States in implementing relevant directives and regulations in a fundamental right- compliant manner. Building on 2024 and 2025 research outputs, FRA will explore fundamental rights impact assessment in EU Green Deal legislative acts and relevant legislation at the national level. Finally, 2026 will see the agency explore climate litigation from an EU fundamental rights perspective, given developments in litigation in international and European courts. The thematic focus of FRA's work under this heading therefore encompasses three closely interlinked EU policy areas: European Green Deal, Just Transition and Business and Human Rights. It highlights the interconnected nature of environmental sustainability and social justice, and the central role of human rights obligations in addressing climate change

Objectives

FRA will continue to provide fundamental rights expertise and advice on:

- Green transition and fundamental rights risks: FRA aims to identify vulnerable groups affected by the green transition and climate change. FRA will raise awareness and communicate results on fundamental rights consistency of policies and legal provisions regarding green transition and the impact of climate change and the energy crisis on vulnerable or discriminated groups. Finally, FRA will provide guidance on data collection and monitoring of a just green transition in compliance with fundamental rights.
- Corporate sustainability and due diligence and forced labour: FRA will provide legal and policy advice, data and guidance on corporate human rights due diligence to help address the actual and potential adverse impacts of companies' activities on human rights and the environment. It will support the European Commission and the European Securities and Markets Authority in aligning corporate sustainability reporting standards with human rights obligations. It will provide advice on corporate sustainability due diligence and legal concepts and definitions underpinning it (including human rights impact assessment) methodologies and best practices to inform the forthcoming guidelines of the European Commission (DG JUST) and support its stakeholders in the implementation of the CSDDD. Finally, it will support the implementation of EU law and policy on forced labour, including through participation as an expert in the Union Network Against Forced Labour Projects.

Expected results

- FRA will continue to deepen and consolidate expertise in social rights and in environmental and social sustainability areas to support the EU and its Member States to comply with existing fundamental rights law
- FRA provides tailored support and advice, including legal opinions, to the EU institutions, the European Supervisory Authorities, the Member States and other stakeholders on a fundamental rights-compliant business conduct.
- Dissemination of findings from fieldwork research and an in-depth legal analysis including definitions of key legal terms and concepts, mapping of databases and resources for conducting human rights due diligence, identifying and assessing risk factors,

meaningfully engaging with stakeholders, etc. It will share practical knowledge and methodologies to assess, address and remediate actual and potential adverse impacts of companies' activities on human rights and the environment.

- Contribute to the development and implementation of legal and policy tools addressing corporate impacts on fundamental rights. Inform practical guidelines and design indicators for monitoring the green transition, in collaboration with EU partners.

Primary users and rights holders

- EU institutions and Member States including supervisory authorities: gain expert support and guidance based on research to pursue a fundamental rights-based approach to policies and legal frameworks implementing the European Green Deal. The FRA will provide inter alia expert inputs to the EC when developing practical guidelines pursuant to the CSDDD. FRA will issue legal opinions on the ESRS pursuant to the CSRD and will provide advice on interpretation and implementation of the social safeguards pursuant to the EU Taxonomy. The Supervisory Authorities and justice sector benefit from FRA's evidence-based advice on human rights impact assessments, access to justice and effective oversight mechanisms.
- Private sector and companies: corporate entities are provided with interpretative direction on substantive definitions of the rights and concepts enshrined in the EU sustainability framework. They learn from FRA's findings on practical application of the corporate human rights due diligence processes.
- Rights-holders including persons in vulnerable situations: including older people, single-parent families, children and young adults, people with immigrant or ethnic minority backgrounds, LBTIQ+ persons, and persons with disabilities, and those intersecting identities and situations.
- Legal practitioners and national human rights bodies: benefit from FRA's legal expertise on human rights standards and their interpretation and application in the context of just transition and business social responsibility.

Partners

- European Commission (DG JUST, DG TRADE, DG FISMA, DG ENER, DG ENV, DG CLIMA, DG GROW): collaboration with the FRA to develop practical guidelines, implement and monitor legal acts and policies related to fundamental rights in the context of environmental and social sustainability, in particular the European Green Deal and EU corporate sustainability framework.
- EU Agencies (European Environmental Agency, Eurofound, EIGE, ELA, ESMA, EIOPA, EBA):
- Member States (national human rights institutions and equality bodies, national authorities implementing, monitoring and / or enforcing the EU funds and the Green Deal directives and regulations): work alongside FRA to ensure compliance with fundamental rights standards and implementation of EU directives and recommendations.
- International Organisations (UN-OHCHR, UNDP, ILO, CoE, OECD): work with FRA for alignment of efforts on human rights standards, sustainable development and corporate social responsibility. This will include sharing of best practices and ensuring complementarity of actions and activities.
- Stakeholders in the private/corporate sector: the FRA is to engage with stakeholders in the private/corporate sector to promote corporate social responsibility and due diligence practices that are practical and compliant with their human rights obligations as established in the EU sustainability framework.
- Civil society organisations, professional organisations: FRA to consult and support to ensure that the fundamental rights are integrated into policymaking and advocacy efforts, that the meaningful engagement of all relevant stakeholders, including the voices of young people and vulnerable groups is warranted, and the needs of rights holders are at the heart of the EU policy.

G. Environmental and Social Sustainability — Workplan 2026

Action G.1: Fundamental Rights in the Just and Green Transition

Description of activities FRA will apply a rigorous fundamental rights lens to the European Green Deal and the just transition, clarifying how safeguards can be built into legislation, policy and implementation. Drawing on legal analysis and stakeholder insights, the Agency will set out practical uses of fundamental rights impact assessment (FRIA) for Green Deal instruments and related national measures, and will scope the emerging landscape of climate litigation-paying particular attention to cases brought by or on behalf of vulnerable groups and the way courts weigh human rights and climate-justice principles. Targeted outreach will surface good practices and protection gaps, translating findings into concise tools and guidance that policymakers and practitioners can readily apply.

Building on research from 2025–2026, FRA will synthesise evidence in an accessible report (with country perspectives where relevant) and support capacity-building through trainings and webinars delivered with partners. Throughout, cooperation with EU institutions and stakeholders will ensure coherence with evolving Green Deal files, help identify rights risks early (e.g., distributional impacts, access to remedies), and promote feasible safeguards that advance a fair, inclusive transition

Planned in 2026

ID	Type	*Description*	*Budget*
G.1.1	Expert contributions	**FRIA desk study** Produce a legal study on applying FRIA in the context of the implementation of specific European Green Deal measures, with rights-based recommendations for policymakers	-
G.1.2	Expert contributions	**Expert Meeting** It will inform more effective and equitable approaches to global climate crisis. It will include legal practitioners and scholars from across the EU and be developed in close cooperation with the EC including the Legal Service	15,000
G.1.3	Expert contributions	**Outreach and dissemination** Engage stakeholders to exchange good practice, identify protection gaps and flag emerging challenges linked to the Green Deal	15,000
G.1.4	Reports and papers	**Report / Country reports** Publish a report on the European Green Deal and the just transition based on 2025–2026 research (with country insights where relevant)	15,000
G.1.5	Capacity building initiatives	**Training / webinar** Provide inputs to trainings, workshops and webinars on request, in partnership with relevant stakeholders	10,000
G.1.6	Stakeholder outreach events	**External events and dissemination** Dissemination and outreach activities related to the research on climate mitigation and fundamental rights in the housing sector	10,000

Total Budget for Action G.1: € 65,000

Action G.2: EU corporate sustainability framework

Description of activities FRA will support the practical, rights-compliant rollout of the EU's corporate sustainability framework by advising on the development of the Commission's CSDDD guidelines (general and sector-specific) and issuing legal opinions on European Sustainability Reporting Standards under the CSRD upon request. The Agency will design modules and tools on corporate human rights due diligence-risk identification, stakeholder engagement, core concepts-and practical FRIA/HRIA/HRDD methodologies for both supervisors and stakeholders. A dedicated legal study on rights-compliant public procurement (including workshops and consultations) will help align purchasing practices with fundamental rights obligations across the updated directives.
Findings from fieldwork and in-depth legal analysis will be consolidated in a report on corporate human rights due diligence, complemented by targeted factsheets and information notes on recurring substantive questions. FRA will also deliver training materials and tools for supervisory authorities and other stakeholders, and disseminate results (including on forced labour and CSDDD implementation) to support consistent interpretation, enforcement and business uptake across the Union.

Planned in 2026

ID	*Type*	*Description*	*Budget*
G.2.1	Expert contributions	**Written expert inputs & targeted research (CSDDD guidelines)** Provide Charter-grounded inputs-general and sector-specific-to the Commission when drafting practical CSDDD guidelines	60,000
G.2.2	Expert contributions	**Legal analysis (CSRD)** Provide legal analysis (or legal opinions if requested by EC or ESMA) on European Sustainability Reporting Standards	30,000
G.2.3	Reports and papers	**Report - corporate human rights due diligence** Publish a synthesis report based on fieldwork and the 2025 legal study, highlighting lessons for implementation	12,000

G.2.4	Expert contributions	**Dissemination of CHRDD findings** Share results from fieldwork on due diligence (including forced labour and CSDDD implications) through targeted briefings and events	10,000
G.2.5	Outreach materials	**Factsheets / info notes** Publish concise notes on key legal questions under the CSDDD to support companies, supervisors and policymakers	10,000
G.2.6	Reports and papers	**Research on the nexus between climate change and fundamental rights** Research and analyse the connection between climate change impacts and fundamental rights impacts in the context of the CSDDD obligations and relevant requirements other EU Green Deal measures	15,000
G.2.7	Reports and papers	**Research on fundamental rights in EU procurement law** Research and analysis fundamental rights and EU public procurement rules to inform ongoing discussions relating to the revision of three EU procurement directives set to be updated in 2026	15,000
			Total Budget for Action G.2: € 152,000

Action G.3: Social Rights and Social Inclusion

Description of activities FRA will implement activities to support a human rights-based approach (HRBA) to social inclusion and to place strategic emphasis on social rights, in particular in the areas housing, poverty and employment. FRA will convene a roundtable with EU and international experts to help to refine future FRA work in the area of social rights and social inclusion. Such action will aim to highlight priorities based on EU law and policy, evidence and data by FRA and other EU bodies, institutions and agencies, and to identify gaps, challenges and areas of concern that may benefit from activating this strand of work by the Agency. FRA research has shown that poverty and socio-economic disadvantage are strong predictors of victimisation and human rights violations. The Agency is an important actor that can contribute its research, expertise and advice at a time where there is a paradigm shift from social welfare and protection as 'charity' to rights. FRA's timely engagement with the contribution of EU and international experts in the area, can help promote a more coherent and holistic approach to social rights within the EU that reinforces the Pillar of Social Rights. In the light of FRA data and sociolegal analysis, such approach can employ a discrimination lens, focussing on vulnerable groups and ensuring data disaggregation and intersectionality in addressing social inclusion, but is also capable of registering and responding to the rights and needs of the general population, therefore, supporting efforts to foster social cohesion and democracy.

Planned in 2026

ID	*Type*	*Description*	*Budget*
G.3.1	Expert contributions	**Expert advice on Fundamental Rights** Expert advice in respect of social rights, in the areas of housing, poverty and employment	-
G.3.2	Internal product	**Roundtable with international and European experts** Convene a roundtable to discuss priority issues under social rights with a view to identifying FRA research and analytical priorities going forward	*45,000*
			Total Budget for Action G.3: € 45,000

H. Institutional Cooperation, Dialogue with Civil Society and Youth Engagement — Overview

Policy Relevance

FRA was established with a legal mandate to provide independent evidence-based assistance and expertise relating to fundamental rights in the domain of Union law, as defined in the agency's founding regulation (Art. 2).To achieve this, the agency is tasked to work closely with a wide range of key stakeholders, setting up and coordinating information networks, making use of existing networks, organising expert meetings, and convening ad hoc working parties when needed (FRA regulation, Chapter 2 – Working Methods and Cooperation). The agency maintains close cooperation and communication with stakeholders and partners at the international, EU, national and local levels to inform the work of law- and policy makers within the EU institutions and in Member States. Related to this, the Agency established a Brussels Liaison Office in September 2025. It also maintains a continued dialogue with civil society organisations and works closely with public bodies competent in the field of fundamental rights to support national human rights structures and mechanisms. Article 10 of FRA's founding regulation establishes the Fundamental Rights Platform as the agency's main cooperation channel with civil society. The Platform brings together more than 1,000 organisations from across the EU, Albania, North Macedonia and Serbia. The agency also cooperates closely with international organisations, as outlined in section *I. International Relations and Enlargement* and Annex XVI of this programming document. The agency's Strategic Plan 2023-2028 underlines the importance of "cooperation with FRA's partners to address strategic priorities" (pp. 27-30).

The agency's cooperation with partners at all levels helps it to identify, assess and meet the needs of its stakeholders in a timely manner, ensuring the continued relevance of its work and creating synergies with the work of other EU, international and national human rights actors. The agency is regularly invited to contribute to the work of the European Parliament, the Council, the Commission and other EU bodies and agencies, in the form of contributions to meetings and hearings, parliamentary resolutions, Council Conclusions, Commission Communications, reports of the EU's advisory bodies (EESC and CoR), etc. The agency seeks to inform work in Member States in its areas of expertise, by working closely with national partners, in particular statutory bodies competent for fundamental rights, as well as with national administrations through its National Liaison Officers.

Next to these needs-based engagements on request, the agency is also regularly asked to join as permanent member or observer in a range of high level and other expert groups hosted by the European Commission and may (co-)facilitate the activities of subgroups under these high-level groups in specific areas of its expertise. With FRA contributing with evidence, thematic or methodological expertise (e.g. on data collection), such groups bring together Member States' experts in various areas of EU law and policy under the guidance of the European Commission. Importantly, the agency is a statutory member of fundamental rights advisory or monitoring bodies set up under EU law, such as the Advisory Forum under the AI Act, the Fundamental Rights Guidance Boards for ETIAS and VIS, the Consultation Forum of Frontex and of the EUAA, the Victims' Rights Platform or the Sustainable Finance Stakeholder Platform.

The agency also participates in networks of EU agencies (e.g. EUAN, JHAAN) and cooperates with networks of practitioners (e.g., European Judicial Training Network). In light of the EU Youth Strategy 2019-2027, the agency has further strengthened its engagement with youth. In 2025, it set up a Pilot Youth Advisory Panel, building on the agency's practice to consult children and young adults and to cooperate with youth organisations (e.g. in the context of the Fundamental Rights Forum, Fundamental Rights Dialogues, or research related to the rights of the child). With a view to helping the agency take account of youth perspectives on fundamental rights in the EU, the Youth Advisory Panel serves as a platform for consultation with youth, including those at risk of marginalisation or discrimination.

Objectives

- Root the agency's work in the EU policy cycle to contribute to integrating fundamental rights by design in law- and policy making.
- Enable the agency to provide the EU and its Member States with timely evidence, advice and expertise on fundamental rights in support of legislative and non-legislative initiatives.
- Ensure efficient coordination of activities and cooperation between the agency and EU institutions, bodies, offices and agencies, international organisations and national authorities across the full range of the Agency's areas of activity.
- Provide targeted and timely evidence, advice and expertise to the agency's stakeholders at the international, EU, national levels across the full range of the agency's areas of activity.
- Maximise complementarity and foster synergies between the activities of the agency and those of its key partners.
- Enhance national exchanges on the agency's work by making full and effective use of the agency's networks, including the National Liaison Officers and the Fundamental Rights Platform, and by cooperating with existing networks, such as those bringing together national public bodies competent for fundamental rights (ENNHRI, Equinet, IOI, ENO, etc.), legal practitioners (CCBE, EJTN, etc.) or local authorities (Eurocities, ECCAR, etc.).
- Enhance dialogue with civil society organisations across the full range of the agency's areas of activity and cooperate with civil society in raising awareness of fundamental rights and FRA work.
- Facilitate the cooperation between the agency and civil society through the Fundamental Rights Platform and provide civil society organisations active in the area of fundamental rights with a forum to learn from FRA and each other through thematic exchanges in the Platform.
- Provide a structure for meaningful, inclusive and participatory engagement of youth through the Youth Advisory Panel and cooperate with youth organisations across the EU to help mainstream youth perspectives into FRA's work.

Expected results

- European Parliament, Council and European Commission supported with timely evidence, advice and expertise on fundamental rights.
- FRA data collection and analyses meet the policy needs of the European Parliament, Council and European Commission and feed directly into their work.
- Partnerships and synergies between FRA, national and local authorities, and public bodies competent for human rights (incl. their networks).
- Enhanced, structured dialogue with civil society organisations that participate in the Fundamental Rights Platform.
- Young persons' perspectives are considered in the planning and implementation of the agency's work and generate ideas on how to foster youth participation in fundamental rights policy making.

Primary users and rights holders

- EU institutions and relevant EU bodies, offices and agencies.
- EU Member State governmental organisations and national parliaments.
- EU candidate countries that participate in the work of the agency as observers.
- Civil society organisations that participate in the Fundamental Rights Platform, including those with a focus on youth.

Partners

- EU institutions and relevant EU bodies, offices and agencies.
- EU Justice and Home Affairs Agencies.
- Governmental organisations and national parliaments.
- European networks of legal practitioners.
- Local authorities (incl. their networks) and human rights cities.
- Public bodies competent in the field of fundamental rights.
- Civil society organisations that participate in the Fundamental Rights Platform.
- Youth Advisory Panel and youth organisations.

H. Institutional Cooperation, Dialogue with Civil Society and Youth Engagement — Workplan 2026

Action H.1: EU institutions, agencies and bodies

Description of activities FRA will maintain structured engagement across the EU institutional cycle to embed Charter standards in policy design, legislation and implementation. Through the Brussels Liaison Office and regular exchanges with the European Parliament (e.g., LIBE and other committees), the Council (Presidencies and Secretariat) and the European Commission (relevant Commissioners and DGs), the Agency will provide timely, evidence-based inputs to hearings, roundtables and technical discussions. Participation in inter-agency coordination platforms - including the EU Agencies Network and the Justice and Home Affairs Agencies Network - will ensure complementarity, reduce duplication and align work programmes. This sustained liaison will help EU institutions draw on FRA's comparative data, legal analysis and practitioner tools when drafting proposals, evaluating instruments and guiding Member State implementation. FRA may also organise roundtable events related to FRA findings on fundamental rights issues, which are of particular importance for the EU policy agenda, in collaboration with partners such as the Presidencies of the Council of the EU.

Planned in 2026

ID	Type	*Description*	*Budget*
H.1.1	Expert contributions	**Oral and written contributions** Provide timely evidence and advice to EU institutions and bodies via participation in meetings, hearings, roundtables and concise written inputs	60,000
H.1.2	Stakeholder outreach events	**Regular exchanges with EP/Council/Commission** Maintain structured contacts with LIBE and other EP committees, Council Presidencies/Secretariat and relevant Commissioners/DGs, supported by the Brussels Liaison Office, including through targeted roundtables with EU law and policy makers on FRA findings	20,000
H.1.3	Strategic partnerships	**Participation in EU Agencies & JHA networks** Engage in the EU Agencies Network and the JHA Agencies Network to coordinate work and share fundamental rights expertise	-

Total Budget for Action H.1: € 80,000

Action H.2: National and sub-national authorities

Description of activities FRA will cooperate systematically with Member States and observer countries to support the practical uptake of FRA evidence and tools at national, regional and local levels. In contrast to other EU agencies, Member States are not represented in FRA's Management Board. Instead, FRA has established a network of National Liaison Officers (NLOs), as foreseen in its Founding Regulation. These government officials serve as the primary contact points for the Agency in Member States and countries that participate in the work of FRA as observers. Member States and observer countries nominate their respective NLOs, whose role it is to facilitate closer cooperation between FRA and national authorities. Targeted briefings for NLOs and line ministries will promote new findings and facilitate feedback loops to refine FRA outputs. Country visits and participation in national conferences will provide opportunities to address specific implementation challenges and highlight workable safeguards.
At sub-national level, FRA will continue engaging with municipal and regional networks - such as Eurocities, the Council of Europe Congress, and human rights cities - supporting the localisation of fundamental rights frameworks. Regular communications, including a quarterly newsletter for NLOs and authorities, plus in-person NLO meetings and working parties, will sustain coordination and enable consistent national follow-through.

Planned in 2026

ID	*Type*	*Description*	*Budget*
H.2.1	Stakeholder outreach events	**Online information sessions on FRA activities and outputs** Inform and consult NLOs and national authorities on FRA activities and outputs to promote and foster cooperation between FRA and Member States	-
H.2.2	Stakeholder outreach events	**Exchanges, national events and country visits** Provide advice and cooperate with national authorities, including via conferences, meetings and Director's visits	30,000
H.2.3	Expert contributions	**Engagement with cities and local authorities** Present FRA work to municipal/regional networks (e.g., CIVEX, CoE Congress, Eurocities), including the human rights cities framework	-
H.2.4	Outreach materials	**Quarterly newsletter for NLOs/national authorities** Disseminate updates on FRA activities through regular online communication	-
H.2.5	Strategic partnerships	**Two NLO meetings (incl. working party, in-person)** Coordinate and plan with NLOs to support consistent national engagement	70,000

Total Budget for Action H.2: € 100,000

Action H.3: Civil Society (Fundamental Rights Platform)

Description of activities FRA will deepen its structured, two-way dialogue with civil society via the Fundamental Rights Platform (FRP), ensuring that NGO perspectives and lived-experience insights inform the Agency's priorities and outputs. Consultations and thematic

online sessions will enable rapid exchange on emerging risks, data gaps and promising practices across policy areas. EU-level and national roundtables- including during the Director's country visits-will strengthen cooperation with civil society and facilitate the dissemination and practical use of FRA evidence and tools. An annual FRP General Meeting will consolidate this engagement, provide accountability for follow-up actions, and create space for dialogue among civil society and with EU and international partners on EU fundamental rights policy.

Planned in 2026

ID	*Type*	*Description*	*Budget*
H.3.1	Stakeholder outreach events	**Consultations with FRP organisations** Prepare brief reports on consultations with FRP members to inform FRA activities and priorities	-
H.3.2	Stakeholder outreach events	**EU-level and national roundtables** Hold roundtables with civil society in Brussels and during the Director's country visits	10,000
H.3.3	Stakeholder outreach events	**Thematic online meetings and webinars** Organise online information sessions and thematic exchanges for FRP organisations	-
H.3.4	Stakeholder outreach events	**Annual FRP General Meeting (online)** Convene an annual plenary to review developments and sustain structured dialogue with civil society organizations	10,000

Total Budget for Action H.3: € 20,000

Action H.4: Youth engagement

Description of activities FRA will embed youth perspectives in its work by, building on lessons learned from the pilot phase of its Youth Advisory Panel (YAP) and through consultation with youth organisations across Europe.

Planned in 2026

ID	*Type*	*Description*	*Budget*
H.4.1	Strategic partnerships	**Youth Advisory Panel and consultation with youth organisations** Engage with the YAP to provide structured and inclusive youth participation in developing FRA's work and consult with youth organisations on how to further embed youth perspectives into relevant FRA work areas	50,000
H.4.2	Stakeholder outreach events	**Intergenerational fairness** Sustain engagement with EU partners working on intergenerational fairness (e.g. JRC)	-

Total Budget for Action H.4: € 50,000

I. International Cooperation and Enlargement — Overview

Policy Relevance

FRA's cooperation with international organisations is based on provisions of Council Regulation (EC) no 168/2007 (Founding Regulation) and of Council Regulation (EU) 2022/555 (Amending Regulation). This cooperation is consistent with the list of actions established by the Common Roadmap on EU Agencies. The agency's international activities are coordinated with the European Commission and the European External Action Service (EEAS) including the EU Special Representative for Human Rights, which may request the agency to share its findings, expertise and methodologies with third countries or outside of the EU, including by participating in the EU's human rights dialogues. Any such activities are conducted in line with an existing working arrangement to ensure coordination and coherence with the EU's overall external policy priorities.

FRA cooperates systematically with relevant bodies of the Council of Europe (CoE), the United Nations, and the Organization for Security and Co-operation in Europe (OSCE). The agency engages on an ad-hoc basis with other international or regional organisations and entities active in the promotion of human rights, such as the Organisation for Economic Co-operation and Development (OECD). The agency is a member or observer in various working groups, committees and advisory bodies of international organisations (such as the Council of Europe's CAI, CDADI, CDDH and CDDEM). The agency is an International Partner Organisation with the EEA & Norway Grants. It is also a Permanent International Partner of the International Holocaust Remembrance Alliance (IHRA).

The cooperation between the agency and the CoE is founded on an agreement on cooperation between the two entities. This agreement helps avoid duplication and ensures the complementarity and added value between the activities of the agency and those of the CoE, in particular: the Secretariat, the Parliamentary Assembly, the European Court of Human Rights, the Commissioner for Human Rights, the European Committee of Social Rights, the Congress of Local and Regional Authorities, Special Representatives, inter-governmental committees and groups of experts, as well as human rights monitoring committees.

The agency maintains a structured working relationship with the UN Human Rights Office (OHCHR). This cooperation serves to strengthen coherence and synergy between the agency and the UN, with a view to improving the protection and promotion of human rights and fundamental rights in the EU in the context of their mandates and activities. It also works with many other parts of the UN system in its thematic work areas, including the UNHCR, UNDP, UNICEF, UN Women, IOM and the World Bank.

The agency cooperates with the OSCE in its human dimension. It engages with the Office for Democratic Institutions and Human Rights (ODIHR), the High Commissioner on National Minorities, the Representative on Freedom of the Media and with the OSCE Secretariat, including the Senior Adviser on Gender Issues, as well as the Special Representative and Coordinator for Combating Trafficking in Human Beings.

The agency contributes its expertise and evidence to calls for input by human rights treaty bodies, which supports the EU with respect to its internal/external policy coherence on human rights.

With respect to enlargement, the agency's geographical coverage is the EU, as well as candidate countries that have observer status in the agency's work. Albania, North Macedonia and Serbia hold that status as of July 2025. Moldova, Montenegro and Ukraine have requested observer status and the relevant procedures are ongoing. In the period 2026–2028, further countries could apply to participate in the work of the Agency as observers.

The agency's activities on enlargement serve to assist candidate countries with their gradual alignment with the EU's acquis on fundamental rights, which includes providing relevant partners and stakeholders with the evidence, expertise and assistance they need in this respect, in line with the EU's enlargement policy. Once candidate countries join FRA, they nominate an observer to the agency's Management Board, join all its networks (NLOs, FRP) and may be included in any of its activities (as specified in this programming document).

Objectives

- Ensure coordination, complementarity and synergies with international organisations active in the field of human rights.
- Share expertise and knowledge within the international human rights system.
- Contribute to the overall effort of the EU to achieve coherence between external policies pertaining to human rights and internal policies pertaining to fundamental rights.
- Provide EU institutions and countries that participate in the work of the agency as observers with targeted evidence, expertise and assistance, in line with the EU's enlargement policy.

Expected results

- Enhanced cooperation and coordination between FRA and the European Commission Directorate-General for Justice and Consumers (DG JUST).
- Enhanced cooperation and coordination between FRA and the European Commission Directorate-General for Enlargement and the Eastern Neighbourhood (DG ENEST).
- Enhanced cooperation and coordination between FRA and the European External Action Service (EEAS).
- Enhanced cooperation and synergies between FRA and international organisations.

- Support to candidate countries that participate in the work of the agency as observers in their pathway to EU accession, with relevant fundamental rights expertise and evidence, as well as through peer exchanges facilitated by the agency.
- Enhanced stakeholder cooperation with governmental organisations and public bodies competent in the field of fundamental rights, as well as civil society organisations in countries that participate in the work of the agency as observers.
-

Primary users and rights holders

- European Parliament
- Council of the EU.
- European Commission (DG JUST, DG ENEST).
- EEAS.
- EU candidate countries that participate in the work of the agency as observers.
- International organisations.

Partners

- European Parliament.
- Council of the EU.
- European Commission (DG JUST, DG ENEST).
- EEAS.
- Governmental organisations and public bodies competent in the field of fundamental rights in EU candidate countries that participate in the work of the agency as observers.
- Civil society organisations active in the field of fundamental rights in EU candidate countries that participate in the work of the agency as observers.
- International organisations.
- International Holocaust Remembrance Alliance (IHRA) and other organisations active in countering Holocaust trivialisation, denial and distortion (e.g., European Holocaust Research Infrastructure – European Research Infrastructure Consortium).

I. International Cooperation and Enlargement — Workplan 2026

Action I.1: International Cooperation

Description of activities FRA will maintain structured cooperation with international organisations to promote coherence between the EU's external human rights policy and the Union's internal fundamental rights acquis. In close coordination with the European Commission and the EEAS, the Agency will participate in EU human rights dialogues with partner countries, contributing comparable data, methodologies and thematic expertise to inform EU positions and follow-up. Cooperation with the Council of Europe, the United Nations and the OSCE will remain systematic and focused on complementarity - avoiding duplication, sharing standards and indicators, and transferring good practice into EU policy and implementation. Through regular consultations, expert missions and co-organised events, FRA will encourage the uptake of its tools and evidence across joint initiatives. An annual report will document outcomes and set priorities for the FRA–Council of Europe partnership.

Planned in 2026

ID	Type	*Description*	*Budget*
I.1.1	Strategic partnerships	**Participation in EU human rights dialogues** Provide FRA inputs to EU human rights dialogues with partner/third countries (briefings, presentations, follow-up)	10,000
I.1.2	Strategic partnerships	**Structured consultations with international organisations** Coordinate activities and cooperation through regular consultations, missions, international conferences and co-organised meetings	10,000
I.1.3	Strategic partnerships	**Annual report on FRA–CoE cooperation** Produce the yearly report on cooperation with the Council of Europe, outlining joint work, complementarities and priorities	-

Total Budget for Action I.1: € 20,000

Action I.2: Enlargement

Description of activities FRA will support EU candidate countries that participate in the Agency's work as observers in their progressive alignment with the EU fundamental rights acquis. Observer countries will be integrated into FRA data collections and analyses where relevant and participate in the Agency's networks (NLOs, Fundamental Rights Platform) to strengthen practical use of evidence in national reforms. On request, FRA will provide targeted technical assistance - study visits to FRA, expert missions, and peer exchanges - to enhance institutional capacity, rights-protection mechanisms and data collection systems. The Agency will contribute dedicated inputs to the Commission's Enlargement Package to ensure that fundamental rights challenges and progress are accurately reflected. National dissemination activities - for example on violence and related abuses affecting women who fled the war in Ukraine - will help translate findings into concrete policy action.

Planned in 2026

ID	*Type*	*Description*	*Budget*
I.2.1	Reports and papers	**Integration of observer countries in FRA work areas** Data collection, research and analysis covering EU observer countries participating in FRA's work	*included in work areas as relevant*
I.2.2	Expert contributions	**Targeted expert assistance and peer exchange** Provide needs-based advice, study visits to FRA, expert missions, and FRA-facilitated peer exchanges with EU counterparts	40,000
I.2.3	Expert contributions	**Annual contribution to the Enlargement Package** Submit FRA inputs to DG ENEST for the Commission's Enlargement Package	-
I.2.4	Stakeholder outreach events	**National launch events** Organise national launches of the study on violence and related human rights abuses against women who fled the war in Ukraine	30,000

Total Budget for Action I.2: € 70,000

J. Communication and Awareness Raising — Overview

Policy Relevance

The European Parliament, Council of the European Union and European Commission share a common vision for a stronger and more resilient Union. This is firmly rooted in promoting its core values and freedoms. Central to this vision is the commitment to uphold and protect fundamental rights across all EU Member States. Communication and awareness-raising activities are essential tools in supporting these broader EU efforts. By effectively disseminating information and fostering understanding, these activities help embed the EU's principles within societies and ensure they resonate with citizens at every level.

As part of its Communication Strategy 2023-2028, FRA develops its annual communication priorities and activities based on the policy landscape relevant to the agency's remit. This strategic approach recognises the importance of cultivating narratives that emphasise the significance of fundamental rights. Such efforts equally engage FRA's stakeholders and inform the public.
By promoting FRA's work in key policy areas, its communication initiatives ensure stakeholders at EU and national levels, and to a more limited extent at the local level, are aware of and aligned with ongoing and emerging fundamental rights issues. FRA's communication and awareness raising activities also enhance advocacy efforts by equipping stakeholders with the information and tools needed to champion fundamental rights more effectively.

To achieve these objectives, the agency implements a multi-faceted strategy involving media relations, social media outreach and targeted awareness raising campaigns. Additionally, FRA leverages its convening power to foster inclusive spaces where meaningful dialogue on fundamental rights challenges and achievements can thrive. It will also explore opportunities for presenting the agency's work in global thought leadership fora. This approach supports transparency and accountability by ensuring that information on fundamental rights and agency actions is accessible and clear. Such measures not only broaden the reach of key messages but also encourage collaborative solutions, ensuring that fundamental rights remain a shared priority throughout the EU.

Furthermore, the agency's publications and the annual Fundamental Rights Report provide evidence-based information, opinions and promising practices, which serve to support the EU institutions and Member State authorities in their decision-making processes.

Objectives

- **Communicate timely and effectively FRA's findings and analysis** to law- and policymakers, human rights and equality bodies, and civil society to ensure a tangible impact on policy development and implementation at the EU and national levels.
- **Continuously communicate the enduring importance of human rights**, emphasising their relevance in contemporary EU and global contexts.
- **Use FRA's convening power** to create an inclusive space for inspiring dialogue on the pressing human rights challenges in the EU.
- **Promote FRA** as the EU's independent centre of excellence for fundamental rights knowledge, reinforcing the agency's credibility and trust among its stakeholders.

Expected results

- **Strategic communications**: Effectively communicate FRA's work and findings to specific target audiences, including policymakers, experts and practitioners at EU and national level, in support of the agency's long-term strategic goals.
- **Awareness raising:** Raise awareness of fundamental rights issues across the EU, improving people's understanding of the key fundamental rights challenges.
- **Brand awareness:** Promote FRA's work and increase the visibility and key offerings of the agency on topics of relevance to its key stakeholders.
- **Media impact:** Increase the news media reach and impact of FRA.
- **Social media reach**: Increase the social media reach of the agency, including among younger audiences.
- **Communications tools and methods**: Further developing and modernising the agency's web presence, its state-of-the-art online tools and its audio-visual products to promote fundamental rights issues.

Primary users and rights holders

- Law-and policymakers at the EU level, including the European Parliament, the Council and the EC
- EU Member States, including governmental organisations, National Parliaments, National Human Rights Institutions and Equality Bodies
- Civil society, including human rights defenders and organisations representing young persons
- Media

Partners

- EU Institutions, Bodies and Agencies
- EU Member State governments and national human rights institutions
- Council of Europe
- UN Bodies
- EQUINET
- ENNHRI

J. Communication and Awareness Raising — Workplan 2026

Action J.1: Annual Reports

Description of activities: FRA's annual Fundamental Rights Report provides a valuable insight into the protection and fulfilment of fundamental rights in the EU and its Member States over the course of a given year. In line with the Agency's mandate under Council Regulation (EU) No 225/2022, the report covers the areas of work of the Agency. It reviews key developments, identifying both achievements and remaining areas of concern. Accompanying the report, the Fundamental Rights Report Opinions present FRA's expert analysis and evidence-based views on the state of fundamental rights in the EU.

Planned in 2026

ID	Type	*Description*	*Budget*
J.1.1	Reports and papers	**Fundamental Rights Report** Upon the publication of the Fundamental Rights Report the Agency will make publicly available the FRANET country research contributions	100,000
J.1.2	Reports and papers	**Fundamental Rights Report Opinions** FRA's opinions accompany the Fundamental Rights Report. These are translated in all EU official languages, plus Albanian, Macedonian and Serbian	120,000
J.1.3	Reports and papers	**Consolidated Annual Activity Report (Web-PDF of the CAAR)** It provides an overview of the agency's activities and achievements and a comprehensive and thorough account of the agency's activities	10,000

Total Budget for Action J.1: €230,000

Action J.2: FRA website and dissemination

Description of activities This activity covers the management, hosting and continuous improvement of FRA's corporate website and associated online tools. It includes ensuring the accessibility, usability and reliability of the website, as well as maintaining and updating online databases that present FRA's research findings and data. The activity also encompasses the management of FRA's e-learning platform and the customer relationship management (CRM) system used for targeted stakeholder communications and mailings.
In 2026, FRA will conduct a review of its online tools to enhance coherence, ensure information integrity and strengthen the overall effectiveness of its digital presence in supporting dissemination and stakeholder engagement.

Planned in 2026

ID	*Type*	*Description*	*Budget*
J.2.1	Outreach materials	**FRA website and online tools and dissemination** Hosting and maintenance of FRA website, online tools, E-learning platform Moodle and CRM e-mail tool for stakeholder mailings	250,000

Total Budget for Action J.2: € 250,000

Action J.3: Production and online communications

Description of activities Recognising the importance of shaping public narratives around fundamental rights and effectively communicating its work, FRA will continue to strengthen its communication and outreach efforts. This activity covers the development, production and dissemination of FRA's multilingual print and online materials, as well as the implementation of awareness-raising campaigns that promote fundamental rights and highlight the Agency's research and activities. It also includes the planning, coordination and publication of FRA's research outputs, e-learning courses and related information materials across relevant platforms, ensuring coherent and impactful communication with diverse audiences.

Planned in 2026

ID	*Type*	*Description*	*Budget*
J.3.1	Outreach materials	**Communication materials** FRA will develop a variety of communication products for its online channels, including social media campaigns, to raise awareness of fundamental rights and promote the work of the agency	262,000
J.3.2	Reports and papers	**HTML Publications and translated products** It includes planning, coordination, implementation and quality control of FRA research outputs, e-learning courses and information material	200,000

Total Budget for Action J.3: € 462,000

Action J.4: Media relations

Description of activities To increase the visibility of the Agency and promote its work among diverse audiences, including younger generations, FRA will carry out targeted media relations and continuous media monitoring. This includes preparing and disseminating monthly media monitoring reports, organising media interviews, and managing subscriptions to relevant tools and resources. The

activity also covers the translation and adaptation of communication materials for media use, as well as the monitoring and analysis of social media trends to inform strategic communication and strengthen FRA's outreach and engagement.

Planned in 2026

ID	*Type*	*Description*	*Budget*
J.4.1	Outreach materials	**Media relations and media monitoring** FRA will conduct media report launches, monthly media monitoring reports, media interviews and social media monitoring among others	55,000

Total Budget for Action J.4: € 55,000

Action J.5: Outreach and Cooperation

Description of activities FRA finds international cooperation crucial for the improvement of its work and for gathering information that is further used in the agency's work. Therefore, FRA will support events including different actors such as policymakers, representatives of national human rights bodies and civil society organisations. It will also organise the Fundamental Rights Forum, a large scale event that provides a space for dialogue and opinion exchange on various topics related to fundamental rights

Planned in 2026

ID	*Type*	*Description*	*Budget*
J.5.1	Stakeholder outreach events	**Fundamental Rights Dialogue - Expert meeting** FRA will hold consultation meetings with stakeholders, including a Fundamental Rights Dialogue with young participants, to gather input for developing the next Fundamental Rights Forum	*15,000*
J.5.2	Stakeholder outreach events	**Co-organise at least three events in Vienna with 'Team Europe'** FRA will co-organise events in Vienna as part of the cooperation with 'Team Europe' – the group of EU Agencies and bodies	*25,000*
J.5.3	Stakeholder outreach events	Missions related to specific communication activities and to all areas of work of FRA, Including FRA Spokesperson's missions	*15,000*

Total Budget for Action J.5: € 55,000

K. Strategic Planning, Foresight, Evidence and Governance — Overview

Policy Relevance

This work area brings together FRA's cross-cutting functions that ensure strategic direction, institutional coherence, and future-readiness across the agency. It provides the backbone for how FRA anticipates development, organises its evidence, plans its work and engages with its governance bodies and stakeholders. By integrating foresight, survey innovation, upstream legal expertise, strategic planning and impact orientation, this work area ensures that FRA's activities remain relevant, anticipatory and aligned with evolving EU priorities.

Foresight plays a central role by identifying megatrends, emerging risks and opportunities with implications for fundamental rights. This forward-looking analysis supports the agency in adjusting its programming, advising EU institutions and Member States on longer-term developments, and embedding fundamental rights considerations into strategic policy debates. Complementing this, upstream legal and research coordination enables the early identification of emerging legal questions and priority legislative issues, ensuring that FRA's contributions to the EU policy cycle are timely, coherent and grounded in a solid understanding of evolving legal standards.

Survey innovation and methodological development form another core component, ensuring that FRA's evidence base remains robust, comparable and fit for future policy needs. By strengthening survey design, enhancing reuse of existing datasets and investing in methodological coherence, this work area underpins the quality of data used across all thematic Work Areas and by external stakeholders.

Strategic planning and programming translate the agency's long-term vision into practical choices through the Single Programming Document, Annual Activity Report and performance monitoring processes. These instruments ensure accountability, strengthen impact-oriented planning and support a clear link between FRA's strategic priorities and the output delivered. This work area equally supports the agency's governance framework, enabling the Management Board and Scientific Committee to fulfil their oversight and advisory roles through structured engagement and reliable evidence for decision-making.

Finally, cross-cutting initiatives such as the Fundamental Rights Forum, high-level institutional engagement and structured stakeholder dialogue help position FRA as a hub for cooperation, knowledge exchange and strategic reflection within the EU fundamental rights ecosystem. Together, these functions ensure that FRA remains a forward-looking, well-governed and impact-driven agency equipped to respond to complex and evolving challenges.

Objectives

- **Strengthen FRA's strategic direction and future-readiness** by embedding foresight, horizon scanning and anticipatory analysis into multi-annual and annual planning, ensuring that emerging risks and opportunities shape the agency's priorities.
- **Enhance the quality, coherence and reusability of FRA's evidence base** by advancing survey innovation, harmonising methodologies and reinforcing upstream legal analysis across Work Areas.
- **Support impact-oriented planning and accountability** by coordinating the Single Programming Document, Annual Activity Report, performance monitoring and internal strategic reflection, ensuring a clear link between strategic goals and operational delivery.
- **Enable robust and transparent governance** by providing effective support to the Management Board and Scientific Committee, and by facilitating structured decision-making and oversight.
- **Strengthen FRA's presence in the EU fundamental rights ecosystem** through high-level institutional engagement, cross-cutting cooperation initiatives and the Fundamental Rights Forum as the agency's flagship platform for dialogue and exchange.

Expected results

- **More anticipatory and adaptive programming**, with Work Areas informed by foresight insights, early legal analysis and trends identified through enhanced monitoring of the external environment.
- **A stronger and more coherent evidence base**, with improved survey design, greater data reusability and more systematic legal input supporting policy advice across the agency.
- **Clearer strategic alignment and accountability**, demonstrated through integrated planning, consistent performance monitoring and transparent reporting.
- **More effective governance and oversight**, with the Management Board and Scientific Committee supported by reliable evidence, structured processes and timely information.
- **Greater visibility and influence of fundamental rights debates**, through the Fundamental Rights Forum, high-level institutional engagement and improved cooperation with EU and national stakeholders.

Primary users and rights holders

- **EU institutions** seeking authoritative foresight, high-quality data and clear legal insight to inform policy, legislation and long-term strategic planning.
- **Member States and national authorities** benefiting from anticipatory analysis, forward-looking evidence and strategic guidance on fundamental rights trends.
- **Governance bodies** (Management Board, Scientific Committee) supported by enhanced decision-making tools, evidence and structured engagement.
- **All FRA stakeholders** participating in FRA's dialogues, foresight work and the Fundamental Rights Forum, accessing evidence and strategic insights.
- **All thematic Work Areas within FRA**, which rely on strengthened surveys, legal expertise, planning and governance structures to deliver high-quality results.

K. Strategic Planning, Foresight, Evidence and Governance — Workplan 2026

Action K.1: Strategic planning and Programming

Description of activities This action ensures that FRA's multi-annual and annual planning is coherent, anticipatory and responsive to fundamental rights needs across the EU. It brings together foresight insights, evidence from surveys and legal analysis, institutional priorities and stakeholder expectations to guide the agency's strategic choices. Through an integrated planning process, this action translates the Strategic Plan into a clear set of multi-annual priorities and operational programmes, helping the agency adjust its focus as trends evolve and new challenges emerge. It strengthens internal alignment, supports transparent decision-making and enables effective resource allocation across Work Areas. By fostering a planning culture grounded in evidence, dialogue and forward-looking analysis, this action ensures that FRA's activities remain relevant, coordinated and positioned to deliver meaningful impact

Planned in 2026

ID	*Type*	*Description*	*Budget*
K.1.1	Reports and papers	**Single Programming Document 2027-2029 and 2028-2030** Single Programming Documents and other related work plans are coordinated and implemented	-
K.1.2	Internal product	**Stakeholder consultations** Single Programming Documents are consulted with relevant FRA's stakeholders	-
K.1.3	Internal product	**Coordination of the cooperation with the EEA and Norway Grants 2021-2028** Annual Work Plan 2027 and Annual Activity Report 2025 are prepared and approved. Annual meeting 2026 is organised.	154,805[7]
		Total Budget for Action K.1: from EU Budget € 0 and from EEA & Norway Grants €154,805	

Action K.2 Impact, Learning and Organisational Development

Description of activities. This action ensures that FRA plans, measures and strengthens its performance in a structured and evidence-based way. It covers impact management, monitoring of strategic and annual objectives, preparation of the Management Plan, and coordination of internal and external evaluations. It also supports organisational learning and development, including change-management initiatives that enhance FRA's agility, internal processes and capacity to adapt to evolving strategic and operational needs. Through these functions, the action reinforces a culture of continuous improvement and ensures that FRA's work delivers meaningful results across all Work Areas

Planned in 2026

ID	*Type*	*Description*	*Budget*
K.2.1	Internal product	**Revised Results framework and KPIs** A revised comprehensive Impact Framework of the FRA is put in place including streamlined Key Performance Indicators	-
K.2.2	Internal product	**Ex-ante, interim and ex-post evaluation reports** Evaluations are implemented by an external contractor in accordance with the Evaluation policy and plan	100,000
K.2.3	Internal product	**Management Plan 2027** A Management Plan including each Work Area and comprehensive information for efficient and timely implementation	-
K.2.4	Internal product	**Organisational Agility and Change-Management** Targeted support to strengthen internal processes, workflows and adaptive capacity	50,000
		Total Budget for Action K.2: € 150,000	

Action K.3: Fundamental Rights Foresight

Description of activities To be assist EU and national policy makers anticipate future fundamental rights challenges, FRA will produce foresight briefs based on its foresight analysis on fundamental rights. A guidance will also be prepared on how to integrate fundamental rights into foresight and long-term policy planning. Additionally, FRA will organise a meeting of the network of experts pooling knowledge on foresight and fundamental rights, where FRA will also present its outputs on foresight. FRA will continue to feed into EU strategic foresight processes and networks including the European Strategy and Policy Analysis System (ESPAS), the European Commission's Joint Research Centre and the Futures Cluster of the European Network of Scientific Advisors (ANSA) that operates under the EU Agencies Network.

Planned in 2026

ID	*Type*	*Description*	*Budget*
K.3.1	Reports and papers	**Reference scenarios on fundamental rights**	-

[7] External funding received through the cooperation between the FRA and the EEA & Norway Grants.

		Further development of reference scenarios on fundamental rights, based on foresight analysis	
K.3.2	Reports and papers	**Foresight briefs (5) and guidance** Finalisation, production and dissemination of FRA foresight briefs on fundamental rights and guidance document on how to integrate fundamental rights into foresight	15,000
K.3.3	Stakeholder outreach events	**Meeting of the network of experts and peer review meetings** Meeting of network of experts to pool knowledge on foresight and fundamental rights and present FRA outputs on foresight Meeting of FRA's foresight informal advisory group and other experts to review the draft foresight briefs	23,000
			Total Budget for Action K.3: € 38,000

Action K.4 : Survey data collection: future-proofing FRA's surveys

Description of activities. Beginning in 2025 and continuing in 2026, FRA is undertaking work to future-proof its survey portfolio so it remains policy-relevant, methodologically robust and cost-efficient. An expert-steered review will help set priorities for the scope and coverage, as well as the sampling, questionnaire design, and mixed-mode methodologies for FRA surveys, aligned with evolving EU policies and law. As surveys traditionally consume significant Title III budget, the Agency's outsourced survey review exercise (which has an expert steering committee attached to it - consisting of external experts in surveys and their related policy areas), will produce findings in 2026 that set out to develop different scenarios and options for future FRA surveys, taking resources into account. This review exercise is undertaken in parallel with efforts to increase use of existing FRA survey data, and to forge partnerships with other actors with respect to data collection, including FRA's use of Eurobarometer as a centralised Commission service for survey questions.

Planned in 2026

ID	Type	*Description*	*Budget*
K.4.1	Internal product	**Internal report - Survey review** Outsourced, expert-steered review of FRA's large-scale surveys to set methodological directions and priorities for the coming years	-
K.4.2	Outreach materials	**Existing FRA survey data - Dissemination & microdata** Share survey findings across fora and release microdata via GESIS (a central European survey data repository) to enable secondary analysis by external stakeholders – including EU institutions and Member States – to inform policy	20,000
K.4.3	Strategic partnerships	**EU-wide research - Methodology cooperation** Cooperation with other EU Agencies on surveys, as well as experts from academia and other research networks, to enhance FRA's existing survey work	70,000
K.4.4	Strategic partnerships	**Eurobarometer** The Agency can include specific questions in future Eurobarometer surveys utilising existing and new EB framework contracts, which are an efficient way of surveying the general population with respect to core FRA Work Areas	200,000
			Total Budget for Action K.4: € 290,000

Action K.5 Strengthen inhouse legal expertise and analysis

Description of activities This action strengthens FRA's capacity to provide timely, authoritative and forward-looking legal insight across all Work Areas. The Legal Task Force serves as the coordinating mechanism for upstream analysis on priority legal and legislative topics on the EU agenda, ensuring coherent agency positions, rapid comparative assessments, and early identification of emerging fundamental rights questions. The action covers structured monitoring of jurisprudence, interaction between legal regimes, and the development of practical tools (e.g., methodologies for impact assessment) that translate standards into operational guidance. It also fosters cooperation with European courts and key counterparts to support consistency of practice and to inform policy and legislative discussions in line with the founding Regulation. Through this integrated approach, FRA's advice is clearer, earlier in the policy cycle, and better aligned with evolving legal trends.

Planned in 2026

ID	*Type*	*Description*	*Budget*
K.5.1	Management and Support activities	**Task Force Work** Formulating agency's positions on fundamental rights law questions, conducting analysis of emerging legal issues, and promoting cooperation with the ECtHR and CJEU	-
K.5.2	Reports and papers	**Fundamental Rights Impact Assessments (FRIAs) Study** Development of practical instruments for conducting FRIAs tailored for specific use cases, such as assessing the impact of legislative acts or evaluating risks of operational activities in the private sector	50,000

Total Budget for Action K.5: Budget € 50,000

Action K.6: Strategic governance and Flagship Engagement

Description of activities This action ensures strong, transparent and accountable governance that supports effective delivery of FRA's mandate. It covers internal decision-making and organisational oversight, including support to the Management Board and Scientific Committee, and provides senior-level representation in key EU and international fora to maintain coherent institutional dialogue and partnerships. It also coordinates cross-cutting stakeholder engagement across all Work Areas, amplifying FRA's evidence, foresight insights and legal expertise. Within this broader engagement function, the Fundamental Rights Forum serves as the flagship platform for multi-stakeholder exchange. Together, these elements reinforce stewardship, coordination and FRA's strategic positioning in the EU fundamental rights architecture.

Planned in 2026

ID	*Type*	*Description*	*Budget*
K.6.1	Management and Support activities	**3 Management Board, 4 Executive Board** Organisation and implementation of Management Board and Executive Board meetings	150,000
K.6.2	Management and Support activities	**4 Scientific Committee Meetings** Organisation and implementation of Scientific Committee Meetings	50,000
K.6.3	Strategic partnerships	**High-Level Institutional Engagement** Senior-level representation of the Agency in key EU, national and international fora, ensuring coherent communication of FRA's strategic priorities and strengthening cooperation with institutional partners	60,000
K.6.4	Strategic partnerships	**Fundamental Rights Forum 2027** Major event organised by the Agency to bring together stakeholders from across Europe and beyond, including policymakers, civil society, and experts, to discuss and advance the protection and promotion of fundamental rights	500,000

Total Budget for Action K.6: € 760,000

L. Integrated Administrative Services — Overview

Description

The administrative services at FRA include human resources, finance and contracting, building facilities, digital services, quality management and legal services, . These are grouped under the Administration Unit, providing the framework for developing synergies necessary for delivering a complete package of services that the enhances efficiency, economy and effectiveness of the agency's operational work, improving its ability to function as a best practice, knowledge based, lean and service-oriented public body.

The three sectors forming the unit (i.e. Human Resources and Legal sector, Finance and Contracting sector and Digital Services and Facilities sector) are key for creating a pleasant and appreciative work environment, ensuring a sound management of the agency's resources, both financial and human, competitive procurement and compliance with the applicable legal framework, all enabled by a performant and reliable infrastructure (IT and building) and a robust quality management system.

Objectives

- Effective and efficient resources management in compliance with FRA's mission and objectives, staff regulation and financial regulation.
- Provide competitive and transparent procurement services
- Provide high-quality HR services for staff and the organisation through continuous improvement and optimisation
- Ensure a suitably equipped workplace, a healthy organisational culture and appropriate work-life balance
- Ensure that staff feel happy and are able to fulfil their potential at FRA by developing their skills and competences
- Provide sound legal advice and support to ensure compliance with the legal regulatory framework
- Ensure sound implementation of operational projects through delivery of monitoring and evaluation services
- Effective corporate risk management and mitigation of emerging risks
- Maintenance and development of the quality management system and efficient design of internal processes
- Prompt implementation of corrective actions deriving from internal audits and controls
- Liaison with auditing bodies and the implementation
- Deliver seamless cloud-based digital services.
- Design, develop, and maintain top-tier IT services utilizing modern cloud-based solutions.
- Provide proactive recommendations to improve existing administrative and operational workflows through technological advancements.
- Ensure appropriate cybersecurity and physical security measures are implemented.
- Ensure that the agency premises meet the required working environment standards and manage necessary maintenance and service activities.

Expected results

- Provide uninterrupted IT services
- Ensure the required cybersecurity and physical security measures and controls are in place, and they are monitored.
- Incorporate the use of Artificial Intelligence (AI) within the agency to optimise the use of available resource
- Ensure that premises comply with health and safety regulations and maintain an environmentally friendly standard to create an appropriate work environment.

Primary users and rights holders

The beneficiaries of the Administration Unit include all agency staff as well as external stakeholders that utilise its services, as for example: external candidates applying for recruitment procedures, economical operators applying for procurement services, etc.

L. Integrated Administrative Services — Workplan 2026

Action L.1: Quality Management

Description of activities Provide support to the management and staff in setting the FRA Quality Management System and ensuring its continual improvement with a view to deliver to internal and external stakeholders the highest-level information and services. Ensure compliance with the internal control framework.

Planned in 2026

- Regular update and maintenance of existing QMS documentation
- Annual risk management exercise identifying the relevant preventive actions.
- Specific assessments, ex post controls and compliance checks, in line with the internal control framework
- Liaison with the auditing bodies and prompt reaction to the relevant recommendations.

Action L.2: Finance and Contracting

Description of activities Strengthened internal financial processes and procurement procedures, including enhanced reporting and analytical capacity to support strategic decision-making and ensure transparent and cost-effective resource management.

Planned in 2026

- Budget, and financial management.
- Procurement and contract management.
- Ensure liaison with the European Court of auditors and prompt reaction to the relevant recommendations.
- Missions' management

Action L.3: Digital Services and Facilities - IT

Description of activities The IT unit at FRA is responsible for the smooth running and digital functioning of the agency. Therefore, this activity will cover all of the necessary outputs for maintaining, optimising and assessing the IT network.

Planned in 2026

- Maintain and optimise the IT network and offered cloud based digital services. Maintain and improve the IT policies and process to meet the changing regulatory requirements.
- Perform the cybersecurity maturity assessment. Adapt the existing IT processes to address the Cybersecurity regulation requirements
- Revise and implement the document management policy. Provide support and training to staff. Undertake the annual archiving and destruction exercises.
- Perform required maintenance and compliance checks in accordance with the national regulations. Manage the premises and ensure proper operation of HVAC systems. Contribute to the negotiations for the identification of new premises.
- Undertake the annual emergency drill exercise. Undertake the required control checks of the security equipment.

Action L.4: Human Resources and Legal

Description of activities

Human Resources is a crucial sector of the Administration unit, ensuring the every-day functioning of the agency and wellbeing of staff. This activity will include staff planning, need analysis and the establishment of management mechanisms, the organisation of wellbeing activities and other staff-related activities.

Planned in 2026

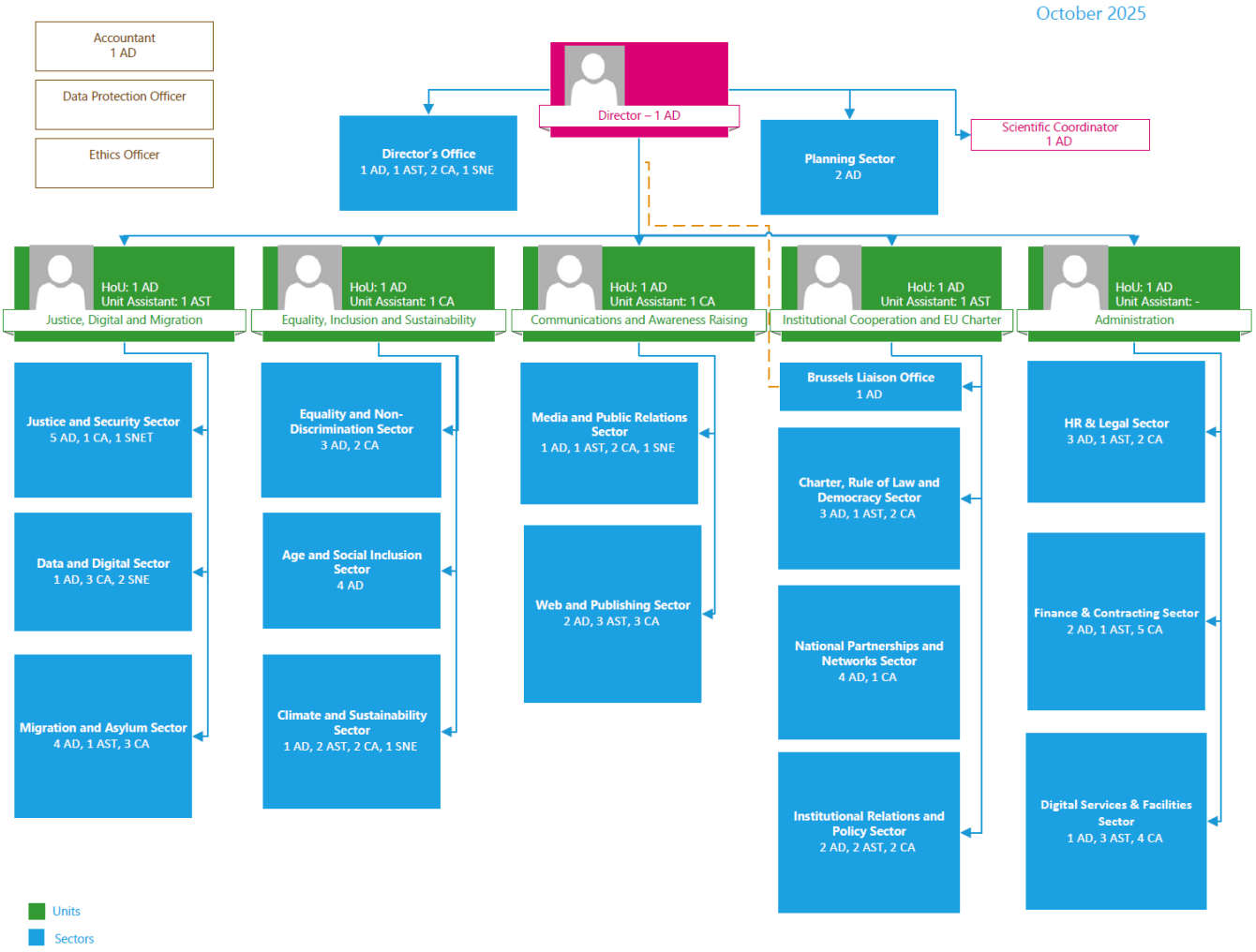
- Development of an HR strategy that includes strategic staff planning, to ensure resources are allocated appropriately.
- Analyse skill needs and gaps and take appropriate actions to address any shortfalls
- Ensure optimal use of staff talents through a learning and development programme, including competency and career development.
- Put in place performance monitoring and management mechanisms and advise managers on the development of staff.
- Organise wellbeing actions and related training activities
- Use SYSPER reporting to analyse absence trends, identify possible issue and ensure staff are able to take leave, reducing the end of the year carry over.
- Support the preparations for the new FRA premises from the perspective of staff wellbeing and creating an optimal work environment.
- Launch a staff engagement survey, the outcome of which will be used to develop further action plans.
- Digitalise and automate processes where possible
- Streamline the HR processes, increasing their performance and ensuring the compliance with the applicable Staff Regulations.
- Enable data-driven decision-making through HR statistics.
- Report on regulatory aspects, handle complaints, inquiries, disciplinary procedures.

Annexes

Annexes include:

I. Organisational Chart
II. Resources Forecast 2026
III. Financial resources outlook 2026-2028
IV. Human resources – quantitative
V. Human resources – qualitative
VI. Environmental management
VII. Building policy
VIII. Privileges and immunities
IX. Evaluation of the FRA
X. Strategy for the organisational management and internal control systems including their anti fraud strategy
XI. Plan for grants, external contributions, or service-level agreements
XII. Risks Year 2026
XIII. Strategy for cooperation with international organisations and third countries and the EEA and Norway Grants
XIV. Performance Measurement Framework

ANNEX I: Organisational Chart



Annex II - Resources Forecast 2026

A. EU Charter of Fundamental Rights and International Human Rights Treaties

	EU Subsidy	External funding
Action A.1: Promoting and tracking the implementation of the EU Charter	€130,000	-
Action A.2: Convention on the Rights of Persons with Disabilities	€70,000	-
Action A.3: European Convention on Human Rights	€20,000	-
Action A.4: Istanbul Convention	€0	-
Action A.5: Convention on the Rights of the Child and related Instruments	€70,000	-
Total Budget	**€290,000**	-
Total Human Resources	TA 4 CA 2 SNE	

B. Rule of Law, Democracy and National Fundamental Rights Oversight

	EU Subsidy	External funding
Action B.1: Fundamental rights and rule of law	€70,000	-
Action B.2: Democracy and civic space	€100,000	€157,500
Action B.3: National fundamental rights oversight	-	€144,340
Total Budget	**€170,000**	**€301,840**
Total Human Resources	TA 4 CA 1 SNE	

C. Equality, Non-Discrimination, Hate Crime and Hate Speech

	EU Subsidy	External funding
Action C.1: Delivering on the 'Union of Equality'	€105,000	-
Action C.2: Supporting Roma inclusion	€25,000	€982,506
Action C.3: Combating hate crime and hate speech	€120,000	-
Action C.4: Cooperation and support in improving the collection and use of equality data	€65,000	-
Total Budget	**€315,000**	**€982,506**
Total Human Resources	TA 6 CA 3 SNE	

D. Justice, Victims' Rights and Security

	EU Subsidy	External funding
Action D.1: Justice	€65,000	-
Action D.2: Victim's rights	€233,000	-
Action D.3: Security	€163,000	-
Total Budget	**€461,000**	**-**
Total Human Resources	TA 6 CA 1 SNE 1	

E. E. Migration, Asylum and Borders

	EU Subsidy	External funding
Action E.1: Providing fundamental rights expertise to EU institutions on legislative / policy files	€20,000	-
Action E.2: Fundamental rights expertise to implement the pact on migration and asylum	€167,000	-
Action E.3: Fundamental rights expertise to asylum and migration planning	€355,000	-
Action E.4: Expertise for Schengen evaluations	€35,000	-
Action E.5: Fundamental rights expertise to JHA agencies and ELA	€29,000	-
Action E.6: Border management and return	€30,000	-

Action E.7: Large-scale EU IT systems	€10,000			-		
Action E.8: Exploitation of migrant workers	€2,000			-		
Action E.9: Updating, translating and printing FRA materials	€90,000			-		
Total Budget	**€738,000**			**-**		
Total Human Resources	TA	6	CA	3	SNE	

F. Data, Artificial Intelligence and Digitalisation

	EU Subsidy	External funding
Action F.1: Upholding the protection of personal data in the EU	€65,000	-
Action F.2: Fundamental rights compliant use of AI and implementation of the AI Act	€233,000	-
Action F.3: Fundamental rights compliant online content moderation and implementation of the Digital Services Act (DSA)	€163,000	-
Total Budget	**€461,000**	**-**

Total Human Resources	TA	2	CA	3	SNE	2

G. Environmental and Social Sustainability

	EU Subsidy	External funding
Action G.1: Fundamental Rights in the Just and Green Transition	€65,000	-
Action G.2: EU corporate sustainability framework	€152,000	-
Action G.3: Social Rights and Social Inclusion	€45,000	-
Total Budget	**€262,000**	**-**

Total Human Resources	TA	3	CA	2	SNE	1

H. Institutional Cooperation, Dialogue with Civil Society and Youth Engagement

	EU Subsidy	External funding
Action H.1: EU institutions, agencies and bodies	€80,000	-
Action H.2: National and sub-national authorities	€100,000	-
Action H.3: Civil Society (Fundamental Rights Platform)	€20,000	-
Action H.4: Youth and Intergenerational Fairness	€50,000	-
Total Budget	**€250,000**	**-**

Total Human Resources	TA	5	CA	1	SNE	

I. International Cooperation and Enlargement

	EU Subsidy	External funding
Action I.1: International Cooperation	€20,000	-
Action I.2: Enlargement	€70,000	-
Total Budget	**€90,000**	**-**

Total Human Resources	TA	3	CA		SNE	

J. Communication and Awareness Raising

	EU Subsidy	External funding
Action J.1: Annual Reports	230,000	-
Action J.2: FRA website and dissemination	250,000	-
Action J.3: Production and online communication	462,000	-
Action J.4: Media relations	55,000	-
Action J.5: Outreach and Cooperation	55,000	-
Total Budget	**€1,052,000**	**-**

Total Human Resources	TA	9	CA	6	SNE	1

K. Strategic planning, Foresight, Evidence and Governance

	EU Subsidy	External funding
Action K.1: Strategic planning and Programming	-	
Action K.2: Impact, Learning and Organisational Development	150,000	-
Action K.3: Fundamental Rights Foresight	38,000	-154,805
Action K.4: Improving survey methodology: FRA surveys	290,000	-
Action K.5: Strengthen inhouse legal expertise and analysis	50,000	-
Action K.6: Strategic governance and Flagship Engagement	760,000	-
Total Budget	**€1.288,000**	**-**
Total Human Resources	TA 4	CA 1 SNE

Resources Forecast 2026

Breakdown by Working Area	**EU Subsidy**	**External funding**
Work Area A 'EU Charter of Fundamental Rights and International Human Rights Treaties'	€290,000	-
Work Area B 'Rule of Law, Democracy and National Fundamental Rights Oversight'	€170,000	€301,840
Work Area C 'Equality, Non-Discrimination, Hate Crime and Hate Speech'	€315,000	€982,506
Work Area D 'Justice, Victims' Rights and Security'	€461,000	-
Work Area E 'Migration, Asylum and Borders'	€738,000	-
Work Area F 'Data, Artificial Intelligence and Digitalisation'	€510,000	-
Work Area G 'Environmental and Social Sustainability'	€262,000	-
Work Area H 'Institutional Cooperation, Dialogue with Civil Society and Youth Engagement'	€250,000	-
Work Area I 'International Cooperation and Enlargement'	€90,000	-
Work Area J 'Communication and Awareness Raising'	€1,052,000	-
Work Area K 'Strategic planning, Foresight, Evidence and Governance'	€1,288,000	154,805
Operational reserves	€144,891	-
Total EU Subsidy	**€5,570,891**	
Total External contribution		**€ 1,439,151**

	HUMAN RESOURCES[8]				FINANCIAL RESOURCES		
	TA	**CA**	**SNE**	**Total**	**EU Subsidy**	**Overheads**	**Total cost**
Operational activities	53	23	5	**81**	€5,326,000	€15,408,870	€20,734,870
Operational reserves	-	-	-	**-**	€144,891		€144,891
TOTAL OPERATION	**53**	**23**	**5**	**81**	**€5,570,891**	**€15,408,870**	**€20,979,761**
Support activities	18	13	1	**32**		€6,201,130	€6,201,130
GRAND TOTAL	**71**	**36**	**6**	**113**	**€5,570,891**	**€21,610,000**	**€27,180,891**

[8] The Human Resources presented in the Resources Forecast represent the current occupancy including posts vacant at the time of SPD approval.

ANNEX III: Financial resources outlook 2026-2028

TABLE 1 – REVENUE

Revenues	2025	2026
	Revenues estimated by the agency	Budget Forecast
EU contribution	26,056,755	26,577,891
Other revenue	782,545	603,000
Total revenues	**26,839,300**	**27,180,891**

REVENUES	2024	2025	2026		VAR 2026 / 2025	Envisaged in 2027	Envisaged in 2028
	Executed Budget	Estimated by the Agency	Requested by the Agency	Budget Forecast			
1. REVENUE FROM FEES AND CHARGES	0	0	0		0%	0	0
2. EU CONTRIBUTION	**26,566,000**	**26,056,755**	**26,577,891**		**102%**	**27,366,000**	**27,913,620**
of which Administrative (Title 1 and Title 2)	19,436,791	21,622,718	21,610,000		100%	22,194,000	22,637,880
of which Operational (Title 3)	7,129,209	4,434,037	4,967,891		112%	5,172,000	5,275,740
of which assigned revenues deriving from previous years' surpluses	102,682	190,792	187,544		98%	0	0
3. THIRD COUNTRIES CONTRIBUTION (incl. EFTA and candidate countries)	**938,437**	**583,000**	**603,000**		**103%**	**615,000**	**627,000**
of which EFTA	335,437	0	0		0%	0	0
of which Candidate Countries	603,000	583,000	603,000		103%	615,000	627,000
4. OTHER CONTRIBUTIONS	**260,162**	**199,545**	**0**		**0%**		
of which delegation agreement, ad hoc grants	0	0	0		0%	0	0
5. ADMINISTRATIVE OPERATIONS	**0**	**0**	**0**		**0%**	**0**	**0**
6. REVENUES FROM SERVICES RENDERED AGAINST PAYMENT	**0**	**0**	**0**		**0%**	**0**	**0**
7. CORRECTION OF BUDGETARY IMBALANCES	**0**	**0**	**0**		**0%**	**0**	**0**
TOTAL REVENUES	**27,764,599**	**26,839,300**	**27,180,891**		**101%**	**27,981,000**	**28,540,620**

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

REVENUES	2025	2026
	Revenues estimated by the agency	Budget forecast
TOTAL REVENUES		

REVENUES	2024	2025	2026		Envisaged in 2027	Envisaged in 2028

	Executed	Estimated by the agency	Agency Request	Budget forecast	VAR 2026 / 2025		
Additional EU funding stemming from grants	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Additional EU funding stemming from contribution agreements (FFR art.7)	N/A	N/A	N/A	N/A	N/A	N/A	N/A
Additional EU funding stemming from service level agreements (FFR art.43)	N/A	N/A	N/A	N/A	N/A	N/A	N/A
TOTAL							

TABLE 2 – EXPENDITURE

Expenditure	2025		2026	
	Commitment appropriations	Payment appropriations	Commitment appropriations	Payment appropriations
Title 1	17,522,718	17,522,718	18,215,000	18,215,000
Title 2	4,100,000	4,100,000	3,395,000	3,395,000
Title 3	5,216,582	5,216,582	5,570,891	5,570,891
Title 4	-	-	-	-
Total expenditure	**26,839,300**	**26,839,300**	**27,180,891**	**27,180,891**

EXPENDITURE	Commitment appropriations						
	Executed budget 2024	Budget 2025	Draft Budget 2026		VAR 2026 / 2025	Envisaged in 2027	Envisaged in 2028
			Agency request	Budget forecast			
Title 1	**16,414,579**	**17,522,718**	**18,215,000**		**104%**	**105%**	**102%**
Staff Expenditure						**19,036,000**	**19,416,720**
11 Salaries & allowances	15,042,602	15,990,954	16,323,000		102%	17,518,000	17,868,360
- of which establishment plan posts	11,304,135	12,082,954	11,923,000		99%	13,052,000	13,313,040
- of which external personnel	3,738,467	3,908,000	4,400,000		113%	4,466,000	4,555,320
12 Recruitment expenses	3,124	35,000	20,000		57%	25,000	25,500
13 Mission expenses	66,100	53,000	70,000		132%	70,000	71,400
14 Socio-medical infrastructure	62,754	75,000	80,000		107%	85,000	86,700
15 Training	174,750	175,000	185,000		106%	190,000	193,800
16 External Services	143,430	135,000	175,000		130%	160,000	163,200
17 Entertainment & Representation Expenses	647	5,000	7,000		140%	5,000	5,100
18 Social welfare	900,124	1,053,764	1,330,000		126%	958,000	977,160
19 Other Staff related expenditure	21,049	0	25,000		0%	25,000	25,500
Title 2	**3,022,212**	**4,100,000**	**3,395,000**		**83%**	**93%**	**102%**
Infrastructure and operating expenditure						**3,158,000**	**3,221,160**
20 Rental of buildings and associated costs	1,863,324	2,458,000	1,910,000		78%	1,782,000	1,817,640
21 Information and communication technology	748,414	808,000	935,000		116%	966,000	985,320

22 Movable property and associated costs	36	253,000	113,000		45%	96,000	97,920
23 Current administrative expenditure	295,655	347,500	168,000		48%	98,000	99,960
24 Postage / Telecommunications	80,180	185,500	186,000		100%	162,000	165,240
25 Meeting expenses	8,447	10,000	36,000		360%	7,000	7,140
27 Information and publishing	1,921	2,000	2,000		100%	2,000	2,040
28 Audits & Consultations	24,236	36,000	45,000		125%	45,000	45,900
Title 3 **Operational expenditure**	**6,750,861**	**5,216,582**	**5,570,891**		**107%**	**104%** **5,787,000**	**102%** **5,902,740**
30 Justice, Digital & Migration	2,034,380	1,571,502	€1,698,000		108%	1,746,000	1,780,920
35 Communication & Awareness Raising	852,812	1,000,000	€1,267,000		127%	1,037,000	1,057,740
36 Equality, Inclusion & Sustainability	2,841,278	1,220,000	€526,000		43%	877,000	894,540
37 Institutional Cooperation & EU Charter	933,681	885,000	€608,000		69%	1,212,000	1,236,240
38 Horizontal Operational Activities	88,710	140,000	€1,327,000		948%	915,000	933,300
39 Reserve for Title 3	0	400,080	144,891		36%	0	0
Title 4 **Other operational expenditure**	**1,005,371**	**0**	**0**		**0%**	**0%** **0**	**102%** **0**
40 Cooperation Agreements	1,005,371	0	0		0%	0	0
TOTAL EXPENDITURE	**27,193,023**	**26,839,300**	**27,180,891**		**101%**	**27,981,000**	**28,540,620**

EXPENDITURE	Payment appropriations						
	Executed budget 2024	Budget 2025	Draft Budget 2026		VAR 2026 / 2025	Envisaged in 2027	Envisaged in 2028
			Agency request	Budget forecast			
Title 1 **Staff Expenditure**	**16,414,579**	**17,522,718**	**18,215,000**		**104%**	**105%** **19,036,000**	**102%** **19,416,720**
11 Salaries & allowances	15,042,602	15,990,954	16,323,000		102%	17,518,000	17,868,360
- *of which establishment plan posts*	11,304,135	12,082,954	11,923,000		99%	13,052,000	13,313,040
- *of which external personnel*	3,738,467	3,908,000	4,400,000		113%	4,466,000	4,555,320
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Title 2 Infrastructure and operating expenditure	**3,022,212**	**4,100,000**	**3,395,000**		**83%**	**93%** **3,158,000**	**102%** **3,221,160**
20 Rental of buildings and associated costs	1,863,324	2,458,000	1,910,000		78%	1,782,000	1,817,640
21 Information and communication technology	748,414	808,000	935,000		116%	966,000	985,320
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36 Equality, Inclusion & Sustainability	2,841,278	1,220,000	€526,000		43%	877,000	894,540
37 Institutional Cooperation & EU Charter	933,681	885,000	€608,000		69%	1,212,000	1,236,240
38 Horizontal Operational Activities	88,710	140,000	€1,327,000		948%	915,000	933,300
39 Reserve for Title 3	0	400,080	144,891		36%	0	0
Title 4 Other operational expenditure	**1,005,371**	**0**	**0**		**0%**	**0%** **0**	**102%** **0**
40 Cooperation Agreements	1,005,371	0	0		0%	0	0
TOTAL EXPENDITURE	**27,193,023**	**26,839,300**	**27,180,891**		**101%**	**27,981,000**	**28,540,620**

TABLE 3 – BUDGET OUTTURN AND CANCELLATION OF APPROPRIATIONS (2022 - 2024)

Budget outturn	2022	2023	2024
Revenue actually received (+)	25,754,180	26,189,261	28,055,095
Payments made (-)	- 18,606,404	- 20,860,512	- 22,807,178
Carry-over of appropriations (-)	- 7,871,293	- 6,755,765	- 6,048,950
Cancellation of appropriations carried over (+)	104,244	190,791	187,562
Adjustment for carryover of assigned revenue appropriations from previous year (+)	723,516	1,427,016	801,033
Exchange rate differences (+/-)	- 1,562	1	- 18
Adjustment for negative balance from previous year (-)	-	-	-
Total	**102,682**	**190,792**	**187,544**

ANNEX IV: Human resources – quantitative

TABLE 1 – STAFF POPULATION AND ITS EVOLUTION; OVERVIEW OF ALL CATEGORIES OF STAFF

A. Statutory staff and SNE

Staff	Year 2024			Year 2025	Year 2026	Year 2027	Year 2028
Establishment plan posts	Authorised Budget	Actually, filled as of 31/12/2024	Occupancy Rate %	Authorised staff	Envisaged staff	Envisaged staff	Envisaged staff
Administrators (AD)	52	50	96.15%	52	56*	59*	60*
Assistants (AST)	20	19	95.00%	20	20	20	20
Assistants/Secretaries (AST/SC)	-	-	-	-	-	-	-
Total establishment plan posts	**72**	**69**	**95.83%**	**72**	**74**	**75**	**75**
External staff	FTE corresponding to the authorised budget	Executed FTE as of 31/12/2024	Execution Rate %	Headcount as of 31/12/2024	FTE corresponding to the authorised budget	Envisaged FTE	Envisaged FTE
Contract Agents (CA)	34	32,6**	97.06%	34**	34	34	34
Seconded National Experts (SNE)	9	4.8	53.33%	5	12	12	12
Total external staff	**43**	**37.4****	**87.91%**	**39****	**46**	**46**	**46**
GRAND TOTAL	**115**	**106.4****	**92.87%**	**111****	**120***	**121***	**121***

*Request for an increase of human resources as per section 2.3 Human and financial resources – outlook for years 2026-2028
**Including 1 additional CA FG III recruited under FTE – temporary replacement assignment. FTE loss reflects part-time work.

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

Human Resources	Year 2025	Year 2026	Year 2027	Year 2028
	Envisaged FTE	Envisaged FTE	Envisaged FTE	Envisaged FTE
Contract Agents (CA)	0	6	6	6
Seconded National Experts (SNE)	0	0	0	0
TOTAL	**0**	**6**	**6**	**6**

The envisaged FTEs above related to the cooperation agreement signed with FMO Norway Grants

C. Other Human resources

Structural service providers

	Actually, in place as of 31/12/2024
Security	2
IT	0
Cleaners	3
Other (specify): reception	1

	Total FTEs in year 2024	
Number	- 0	

TABLE 2 – MULTI -ANNUAL STAFF POLICY PLAN YEAR 2026, 2027, 2028

Function group and grade	Year 2024				Year 2025			Year 2026			Year 2027		Year 2028	
	Authorised Budget		Actually filled as of 31/12/2024		Authorised budget		Modifications under flexibility rule	Authorised budget		Modifications under flexibility rule	Envisaged		Envisaged	
	Officials	TA	Officials	TA	Officials	TA	TA	Officials	TA	TA	Officials	TA	Officials	TA
AD 16	-	-	-	-	-	-		-	-		-	-	-	-
AD 15	-	-	-	-	-	-		-	-		-	1	-	1
AD 14	-	3	-	1	-	2		-	2		-	1	-	1
AD 13	-	2	-	1	-	3		-	3		-	3	-	4
AD 12	-	5	-	3	-	6		-	7		-	9	-	11
AD 11	-	7	-	4	-	8		-	9		-	10	-	9
AD 10	-	10	-	7	-	10		-	10		-	9	-	9
AD 9	-	10	-	15	-	9		-	9		-	8	-	7
AD 8	-	6	-	7	-	5		-	4		-	4	-	4
AD 7	-	2	-	4	-	2		-	3		-	3	-	3
AD 6	-	2	-	3	-	3		-	4***		-	4	-	2
AD 5	-	5	-	5*	-	4		-	3***		-	3***	-	1
Total AD	**-**	**52**	**-**	**50**	**-**	**52****		**-**	**54*****		**-**	**55******	**-**	**55**
AST 11	-	-	-	-	-	1		-	1		-	1	-	1
AST 10	-	2	-	1	-	1		-	2		-	2	-	2
AST 9	-	3	-	4	-	4		-	5		-	6	-	7
AST 8	-	4	-	2	-	4		-	5		-	5	-	5
AST 7	-	4	-	6	-	4		-	4		-	4	-	3
AST 6	-	5	-	3	-	5		-	2		-	1	-	2
AST 5	-	2	-	3	-	1		-	1		-	1	-	-
AST 4	-	-	-	-	-	-		-	-		-	-	-	-
AST 3	-	-	-	-	-	-		-	-		-	-	-	-
AST 2	-		-	-	-	-		-	-		-	-	-	-
AST 1	-	-	-	-	-	-		-	-		-	-	-	-
Total AST		**20**	-	**19**	-	**20**		**-**	**20**		-	**20**	-	**20**
AST/SC6	-	-	-	-	-	-		-	-		-	-	-	-
AST/SC5	-	-	-	-	-	-		-	-		-	-	-	-
AST/SC4	-	-	-	-	-	-		-	-		-	-	-	-
AST/SC3	-	-	-	-	-	-		-	-		-	-	-	-
AST/SC2	-	-	-	-	-	-		-	-		-	-	-	-
AST/SC1	-	-	-	-	-	-		-	-		-	-	-	-
Total AST/SC	-	-	-	-	-	-		-	-		-	-	-	-
TOTAL	-	**72**	-	**69**	-	**72**	0	-	**74**	0	-	**75**	-	**75**
GRAND TOTAL		**72**		**69**		**72**			**74**			**75**		**75**

* At its meeting from December 2023, the MB decided to modify one AST7 post to AD5 on the basis of a confirmed early retirement in June 2024. The staff member subsequently requested to delay their retirement by a few months, therefore the post effectively became AD5 upon the staff member's departure at the end of December 2024.

**The anticipated conversion of 2 AST posts to AD in the 2025 Establishment Plan, agreed by the FRA Management Board in its December 2023 meeting in accordance with the flexibility rule under Article 38(1) of the agency's financial rules, did not take place as result of the change of priorities regarding the two posts.

***Request for an increase of human resources as per section 2.3 Human and financial resources – outlook for years 2026-2028

External personnel

Contract Agents

Contract agents	FTE corresponding to the authorised budget 2024	Executed FTE as of 31/12/2024	Headcount as of 31/12/2024	FTE corresponding to the authorised budget 2025	FTE corresponding to the foreseen budget 2026	FTE corresponding to the foreseen budget 2027	FTE corresponding to the foreseen budget 2028
Function Group IV	21	18.75	19	21	21	22	22
Function Group III	11	10.23*	11*	11	11	10	10
Function Group II	2	4	4	2	2	2	2
Function Group I	-	-	-	-	-	-	-
TOTAL	**34**	**33***	**34***	**34**	**34**	**34**	**34**

*Including 1 additional CA FG III recruited under FTE – temporary replacement assignment. The executed FTE is lower than the headcount due to part-time.

Seconded National Experts

Seconded National Experts	FTE corresponding to the authorised budget 2023	Executed FTE as of 31/12/2024	Headcount as of 31/12/2024	FTE corresponding to the authorised budget 2025	FTE corresponding to the authorised budget 2026	FTE corresponding to the foreseen budget 2027	FTE corresponding to the foreseen budget 2028
TOTAL	**9**	**4.8**	**5**	**9**	**12***	**12**	**12**

*Request for an increase of human resources as per section 2.3 Human and financial resources – outlook for years 2026-2028

TABLE 3 - RECRUITMENT FORECASTS FOR YEAR 2026 FOLLOWING RETIREMENT/MOBILITY OR NEW REQUESTED POSTS

Job title in the agency	Type of contract (Official, TA or CA)		TA/Official Function group/grade of recruitment Internal (Brackets) and external (single grade) foreseen for publication		CA Recruitment Function Group (I, II, III or IV)
	Due to foreseen retirement/ mobility	New post requested due to additional tasks	Internal (brackets)	External (brackets)	
Head of Unit	1 TA		AD9-AD14	AD9-AD14	
Administrator/Officer	3 TA	2 TA	AD5-AD12	AD5-AD9	1 FGIV
Assistant	1 AST				1 FGIII
Administrative Agent					

Number of inter-agency mobility Year 2025 from and to the agency: 1

ANNEX V: Human resources – qualitative

A. RECRUITMENT POLICY

Implementing rules in place

		Yes	No	If no, which other implementing rules are in place
Engagement of CA	Model decision C (2019)3016	X		
Engagement of TA	Model decision C (2015)1509	X		
Middle management	Model decision C (2018)2542	X		
Type of posts and post titles	Model Decision C (2018)8800		X	FRA applies by analogy decision C (2013)8979

The agency employs temporary agents 2(f) with the exception of the Director, who is temporary agent 2(a), contract agents 3(a), and seconded national experts who are seconded to the agency and remain in the employment of their seconding organisation. Detailed rules on the employment of temporary agents 2(f) are set out in the general implementing provisions on the procedure governing the engagement and use of temporary staff under Article 2(f) of the Conditions of employment of other servants of the European Union (EB decision 2015/01 of 23 September 2015). Employment of contract agents is governed by EB decision 2019/03 of 16 May 2019. Employment of seconded national experts is governed by the rules on seconded national experts (MB decision 2017/01 of 11 April 2017) which are based on the Commission's ones adapted to the agency's requirements.

FRA has identified the following generic job profiles:

- Advisers: undertake duties such as coordination, representation, analysis, and advice, which represent a high added value for the agency. They require special qualities of the person concerned and, in particular, special expert knowledge and special experience and the capacity to provide guidance of high added value. Typically, these posts would be filled by Temporary Agents in the bracket AD13-AD14.
- Middle Managers: provide strategic and financial management and supervise the operational management within their respective fields covering different areas of FRA activities in respect of sound financial management. Typically, these posts would be filled by Temporary Agents in the bracket AD9-AD12.
- Administrators/ Officers: play a key role in general processes, draft reports, implement policies, analyse, and advise the hierarchy in specific areas, coordinate specific areas of work, or represent FRA in external activities. Typically, these posts would be filled by Temporary Agents in the bracket AD5-AD8 and Contract Agents FGIV. Seconded National Experts also perform similar tasks.
- Assistants: provide support in the drafting of documents and assistance in the implementation of policies and procedures in areas such as administration, procurement, finance, human resources, research, communication, under the supervision of a higher-level function. Typically, these posts would be filled by Temporary Agents in the bracket AST1-AST9 and by Contract Agents Function Group III.
- Administrative agents: provide secretarial and/or clerical support in operational and administrative areas. Typically, these posts would be filled by Contract Agents Function Group II.

In terms of type of contract and recruitment grade for the different type of functions presented above, FRA has identified all temporary agent posts, with the exception of the Director, as posts of long-term duration.

a) Temporary agents on long term employment

Temporary agents, 2(f), are used for most roles, both managerial and operational, in the agency, except of the role of Director and those roles that are filled by contract agents. The criteria of the agency in the identification of the posts as being of a long-term duration are the following:

- for posts covering tasks of a permanent nature as resulting from the mandate and Work Programme of the agency; and

- to safeguard continuous expertise in the specific areas of human rights

Long-term temporary agents will be recruited at the levels indicated below in order to permit a long-term career development:

- AST/SC1 to AST/SC2 for the secretaries and clerks function group (AST/SC)9
- AST 1 to AST 4 for the assistant function group (AST)
- AD 5 to AD 8 for the administrator function group (AD).

The determining factor in deciding on the appropriate entry point is the level of experience that the candidate needs in order to assume the responsibilities of the role.

Long-term temporary agents will also be recruited at the level of AD 9 to AD11 and in exceptional cases at grade AD 12 for middle management, and grades AD 13 and AD 14 for adviser positions. Recruitment of middle managers at grades AD9-AD11, and in exceptional cases at grade AD12 shall remain within the limits of 20% of recruitments per year over a rolling period of five years for long-term employment within the agency.

Temporary agent posts are filled through the following processes:

- internal selection
- inter-agency mobility
- open (external) selection

As a general rule, temporary staff will be offered a contract of a limited duration. Renewals of contracts may be offered for a fixed period once, and for any subsequent renewal it should be for an indefinite period.

Temporary agents on short/medium term employment

The post of the Director is of a fixed period of five years and could be extended once for a period of five years (ref. Article 15 (3) of the Regulation establishing the agency No 168/2007, amended by Regulation (EU) 2022/555) and hence is considered short term.

b) Contract agents

Contract agents are engaged by the agency mainly to carry out support roles and for assistance with operational activities. In deciding on the posts to be filled by contract agents on long term employment the agency takes into consideration if there are posts available in the authorised establishment plan and whether there are needs to be fulfilled based on the agency's working priorities, as well as new tasks requested by key stakeholders.

The criteria used to identify contract agents for long-term employment are the following:

- Reinforcement of capacities in specific areas of expertise where there is a need of additional resources.
- Reinforcement of existing capacities in support functions as necessary.

Contract agents are offered a contract of limited duration. Renewals of contract will depend on the future business needs for the function occupied, performance and budgetary availability.

The selection procedures for the recruitment of Contract Agents follow the EB Decision 2019/03. In addition, the agency signed in 2010 a Service Level Agreement with the European Personnel Selection Office by which it may uses the database of successful candidates to fulfil vacant contract agent positions.

Contract agents on short/medium term employment

The criteria used to identify contract agents for short-term employment are the following:

- to work with specific, time limited projects, and
- to cover needs such as staff going on maternity and parental leave and staff on long sick leave.

In deciding on the posts to be filled by contract agents on short/medium term of employment, the following factors are considered:

[9] The Agency will consider requesting such posts progressively in the future (i.e. with departures, retirements, new recruitments)

- there is a short- or medium-term project where the appointment of a permanent resource is not justified
- there are staff members in long absence due to extended illness, maternity leave, unpaid leave, etc., and
- A post is being created on a pilot basis and a contract agent is employed until the success of the new post can be assessed.

They are offered an initial fixed-term contract whose duration is based on the duration of the tasks to be performed. The contract may be renewed for a second fixed term should the duration of the specific project is extended. All renewals of contract will depend on the business needs for the function occupied and available budgetary provisions.

c) Seconded national experts

Seconded National Experts are staff employed by a national, regional, or local public administration or an IGO, who are seconded to FRA so that it can use their expertise in a particular field. They are selected according to an open procedure published on the FRA's website. Before their secondment the number of SNE is authorised by the agency and they are included in the draft estimate of the financial year concerned.

The initial period of secondment, which is specified in the exchange of letters between the agency and the seconding organisation, may not be less than six months and more than two years. It may be renewed; however, the total secondment will not exceed four years.

Exceptionally, the Director may authorise one or more extensions of the secondment for a maximum of two more years at the end of the four-year period.

An SNE may be seconded to FRA for another time provided that a period of at least six years elapsed between the end of the previous secondment and the start of the new. In cases where the initial period lasted for less than four years, the second secondment can take place before the six years elapse. However, in such cases, the total period of the two secondments cannot exceed the four-year period.

d) External service providers

External service providers are contracted via procurement procedures. Usually this is done through an open tendering procedure. The types of services typically include ICT helpdesk, other ICT assistance, security and cleaning services, and medical doctor services, some of which are on a part-time basis.

B. APPRAISAL OF PERFORMANCE AND RECLASSIFICATION

Implementing rules in place

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

The agency's policy on performance appraisal and promotion/reclassification – short description

FRA implements a comprehensive annual career development programme. An individual career development plan is drawn up at the beginning of the year laying down clear, meaningful, and measurable objectives with robust performance indicators in relation to the work programme. A performance appraisal in terms of efficiency, abilities and conduct is done at the beginning of the next year based on the performance indicators in the annual development plan. The performance dialogue exercise supports the development of people and improves organisational performance.

FRA adopted by analogy in December 2013 the Commission Decision C (2013)8985 of 16 December 2013 on appraisal of the Temporary Agents, and in October 2016 the model decision of the Commission Decision C (2015)1456 of 4 March 2015 on the appraisal of Contractual Agents. These include also the changes introduced by the amended Staff Regulations that came into force on 1 January 2014 (e.g. the appraisal report should include an overall assessment on whether the jobholder's performance has been satisfactory).

FRA's policy with respect to reclassification is conveyed through the EB Decision 2016/01 of 26 February 2016 for temporary staff and in the EB Decision 2016/05 of 7 October 2016 for contract agents.

FRA continuously monitor the reclassification rates to respect as much as possible the rates indicated in Annex IB of the Staff Regulations

The outcome of the appraisal exercise also leads to the learning and development plan based on the identified needs in order to cater for career development. A learning and development plan is designed every year based on these specific needs and in line with FRA's strategic priorities and its learning and development policy. The latter integrates the policy on the financial support scheme of studies for its staff members. It is FRA's policy that all staff is given equal access to appropriate training according to the needs and budget availability. In-house, local, and external training courses take place as well as e-learning.

Table 1 - Reclassification of temporary staff/promotion of officials

The actual average over 5 years takes into account the year 2021.

Grades	Average seniority in the grade among reclassified staff						
	Year 2021	Year 2022	Year 2023	Year 2024	Year 2025	Actual average over 5 years	Average over 5 years (Annex IB SR) (According to decision C (2015)9560)
AD05				2.00	-	2.00*	2.8
AD06	3.63	2.38	3.75	-	-	3.94	2.8
AD07	5	11.34	3	3	2.00	4.86	2.8
AD08	4.75	5.81	5.13	4.31	-	5.00	3
AD09	4	5	-	4	3.50	4.13	4
AD10	5.47	6.5	-	-	4.25	5.41	4
AD11	-	7	4	-	-	5.50	4
AD12	-	-	-	-	8.00	8.00	6.7
AD13	-	-	-	-	-	-	6.7
AD14	-	-	-	-	-	-	
AST1	-	-	-	-	-	-	
AST2	-	-	-	-	-	-	
AST3	-	-	-	-	-	-	
AST4	-	6.82	3.33	-	-	5.08	3
AST5	3.64	-		-	-	3.64	4
AST6	-	4.63	4	3	5	4.16	4
AST7	-	-	3.5	-	4	3.75	4
AST8	4	5	-	-	-	4.50	4
AST9	-	-	-	-	-	-	
AST10	-	-	-	-	-	-	
AST/SC1	-	-	-	-	-	-	
AST/SC2	-	-	-	-	-	-	
AST/SC3	-	-	-	-	-	-	
AST/SC4	-	-	-	-	-	-	
AST/SC5	-	-	-	-	-	-	

*Due to the low number of reclassified staff in grade AD5, in compliance with Annex II of the general implementing provisions the average over 5 years is lower

Note that FRA faces limitations in the availability of posts at the right grades in its establishment plan, which impacts on its ability to offer reclassification possibilities in line with the guiding career average. Consequently, FRA's establishment plan needs to be adjusted to ensure alignment with the applicable implementing rules.

Table 2 - Reclassification of contract staff

At the time of writing, the 2025 reclassification exercise has not yet taken place.

Function Group	Grade	Staff in activity at 01.01.2025	How many staff members were reclassified in 2025[10]	Average number of years in grade of reclassified staff members	Average number of years in grade of reclassified staff members according to decision C (2015)9561
CA IV	17	2	-	-	Between 6 and 10 years
	16	9	3	2,69	Between 5 and 7 years
	15	4	-	-	Between 4 and 6 years
	14	4	1	1,67	Between 3 and 5 years
	13	-	-	-	Between 3 and 5 years
CA III	12	-	-	-	
	11	3	-	-	Between 6 and 10 years
	10	3	1	3,59	Between 5 and 7 years
	9	3	-	-	Between 4 and 6 years
	8	1	-	-	Between 3 and 5 years
	7	-	-	-	
CA II	6	3	1	4.00	Between 6 and 10 years
	5	1	-	-	Between 5 and 7 years
	4	-	-	-	Between 3 and 5 years
CA I	2	-	-	-	Between 6 and 10 years
	1	-	-	-	Between 3 and 5 years
Total		31	-	-	

Due to very low numbers of CA staff reclassified in each grade (often a single staff member in a given year), it is difficult to strictly apply averages.

HR implementing rules foreseen for adoption Year 2026

Commission Decision C(2025) 7357 of 6 November 2025 on the general provisions for implementing Article 27 of the Staff Regulations of Officials of the European Union and Article 12(1) of the Conditions of Employment of Other Servants of the European Union (potentially by analogy)
Model decision for decentralised agencies on the prevention of and fight against psychological and sexual harassment
Note: the adoption of further Implementing rules depends on the decisions that may be taken by COM which are unknown by FRA when drafting the present document.

C. MOBILITY POLICY

Following the adoption in September 2015 of the new policy on the engagement and use of temporary agents 2(f), each time the agency decides to fill in a vacant post TA 2f, the post may be filled by internal mobility, by mobility between Union Agencies or by external selection procedure. Internal mobility includes internal publication or transfer in the interest of the service.

Traineeship

FRA applies its own Traineeship Policy. The traineeship programme is addressed mainly to recent university graduates. It aims to provide trainees with an understanding of the objectives and activities of the agency, a practical experience and knowledge of the day-to-day work of the FRA and the possibility to put their learning into practice and contribute to the agency's mission. In October 2025 FRA offered traineeship to 23 trainees.

[10] Given the very low number of CA in each grade that can be reclassified in a given year (1 or 2), in view of the small staff population overall, the desired average duration cannot be effectively applied on an individual annual basis. FRA takes into consideration a rolling average, similar to for TA, to ensure the rate of reclassification of CA staff is appropriate.

As part of the general Traineeship Programme particular provisions are foreseen for candidates with Roma background and for those with disabilities.

The selection procedure is open and transparent through the publication of a call for applications on the FRA's website. The detailed rules governing the traineeship programmes at FRA may be consulted under the following link: Rules governing the traineeship at FRA.

GENDER REPRESENTATION

Table 1 - Data on 31/12/2024 /statutory staff (only officials, AT, and AC)

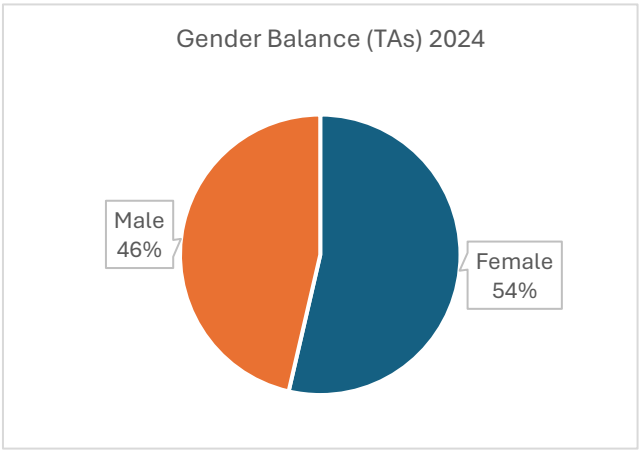
		Official		Temporary		Contract Agents		Grand Total	
		Staff	%	Staff	%	Staff	%	Staff	%
Female	Administrator level	0	0%	29	42%	13	39%	42	41%
	Assistant level (AST & AST/SC)	0	0%	8	12%	11	33%	19	19%
	Total	0	0%	37	54%	24	73%	61	60%
Male	Administrator level	0	0%	20	29%	6	18%	26	25%
	Assistant level (AST & AST/SC)	0	0%	12	17%	3	9%	15	15%
	Total	0	0%	32	46%	9	27%	41	40%
Grand Total		0	0%	69	100%	33	100%	102	100%

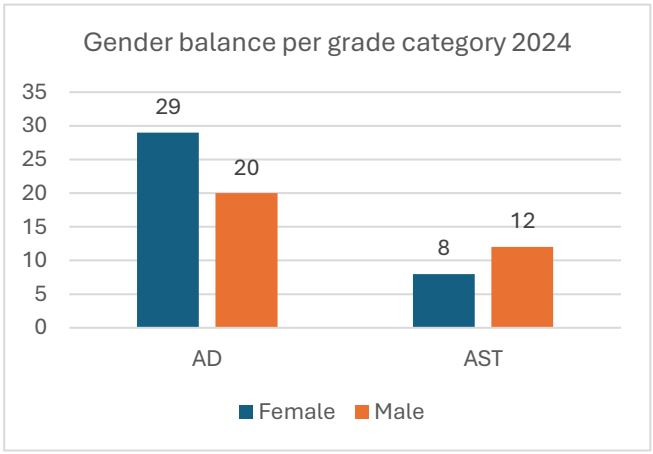
Table 2 - Data regarding gender evolution over 5 years of the Middle and Senior management

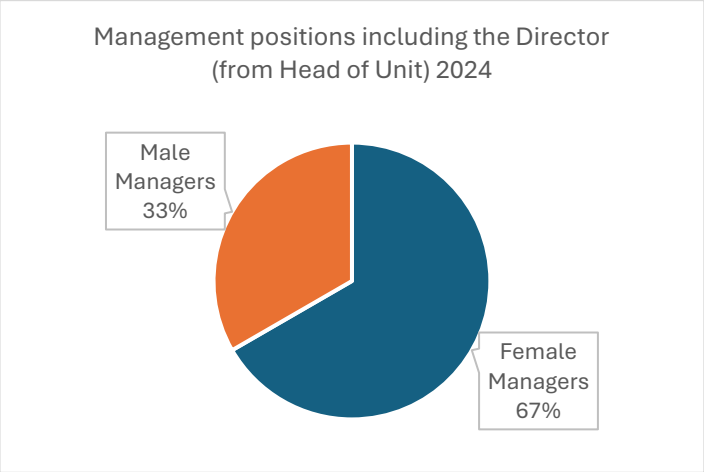
	2019		2024	
	Number	%	Number	%
Female Managers	3	50%	4	66.67%
Male Managers	3	50%	2	33.33%

The charts below illustrate the staff breakdown by contract type and function group and the gender balance in 2024:

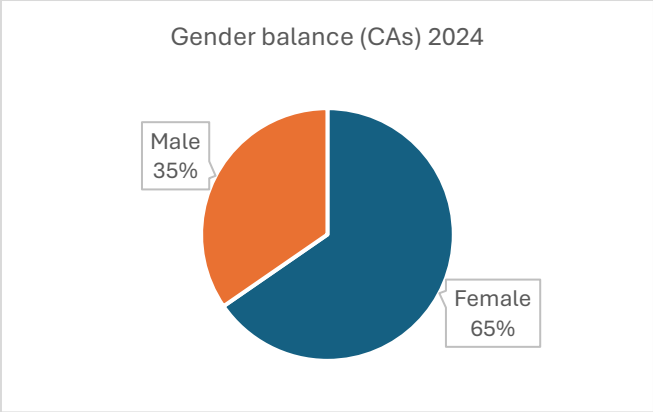
1. Temporary Agents



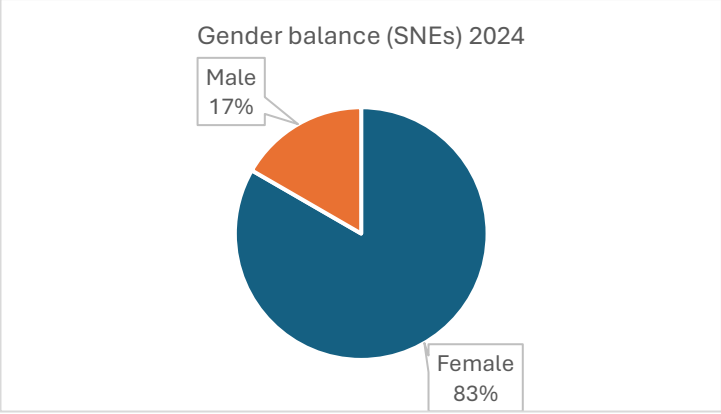




2. Contract Agents



3. Seconded National Experts (SNEs)



D. GEOGRAPHICAL BALANCE

Explanatory figures to highlight nationalities of staff (split per Administrator/CA FG IV and Assistant /CA FG I, II, III)

Table 1 - Table on 31/12/ 2024- statutory staff only (officials, AT, and AC)

Nationality	AD + AC FG IV		AST/SC- AST + CA FGI/CA FGII/CA FGIII		TOTAL	
	Number	% of Total Staff members in AD and FG IV categories	Number	% of Total Staff members in AST SC/AST and FG I, II and III categories	Number	% of total staff
AT	9	13%	8	24%	17	16,7%*
BE	0	0%	2	6%	2	2,0%
BG	4	6%	2	6%	6	5,9%
CY	0	0%	0	0%	0	0,0%
CZ	4	6%	0	0%	4	3,9%
DE	10	15%	1	3%	11	10,8%
DK	0	0%	0	0%	0	0,0%
EL	3	4%	4	12%	7	6,9%
ES	4	6%	1	3%	5	4,9%

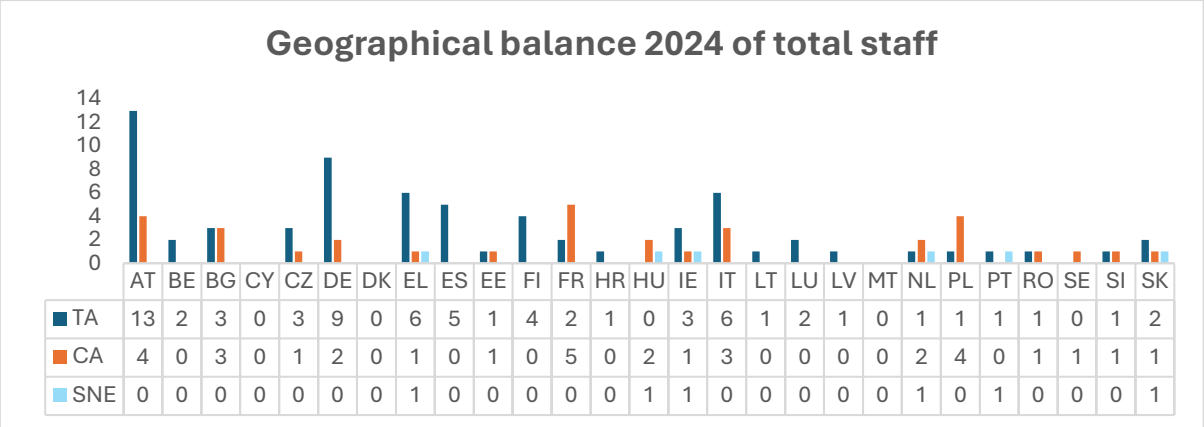
EE	2	3%	0	0%	2	2,0%
FI	3	4%	1	3%	4	3,9%
FR	4	6%	3	9%	7	6,9%
HR	1	1%	0	0%	1	1,0%
HU	2	3%	0	0%	2	2,0%
IE	3	4%	1	3%	4	3,9%
IT	6	9%	3	9%	9	8,8%
LT	1	1%	0	0%	1	1,0%
LU	1	1%	1	3%	2	2,0%
LV	0	0%	1	3%	1	1,0%
MT	0	0%	0	0%	0	0,0%
NL	2	3%	1	3%	3	2,9%
PL	4	6%	1	3%	5	4,9%
PT	0	0%	1	3%	1	1,0%
RO	1	1%	1	3%	2	2,0%
SE	0	0%	1	3%	1	1,0%
SI	1	1%	1	3%	2	2,0%
SK	3	4%	0	0%	3	2,9%
TOTAL	68	100%	34	100%	102	100%

*Due to BREXIT there was an increase of the number of staff with the nationality of the host country.

Table 2 - Evolution over 5 years of the most represented nationality in the agency

Most represented nationality	2019		2024	
	Number	%	Number	%
AT	19	19,0%	17	16,7%
Total	101	100%	102	100%

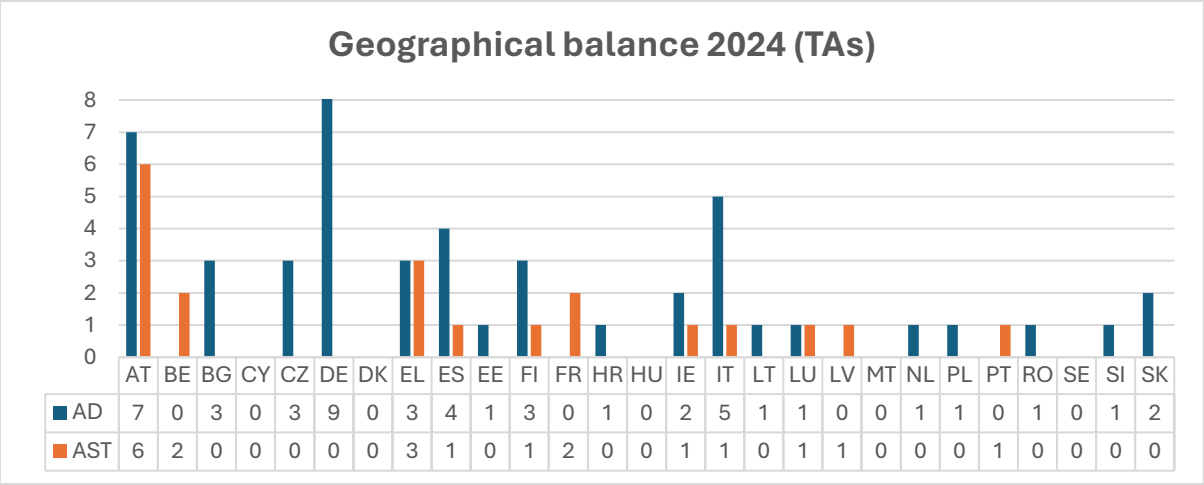
In 2024, the workforce of FRA covered 24 nationalities representing out of a total of 27 Member States. FRA will continue its effort to develop and to increase the number of nationalities. As a result of Brexit and staff changing their nationality, the number of staff with the nationality of the host country (Austria) is inflated.



	AT	BE	BG	CY	CZ	DE	DK	EL	ES	EE	FI	FR	HR	HU	IE	IT	LT	LU	LV	MT	NL	PL	PT	RO	SE	SI	SK
TA	13	2	3	0	3	9	0	6	5	1	4	2	1	0	3	6	1	2	1	0	1	1	1	1	0	1	2
CA	4	0	3	0	1	2	0	1	0	1	0	5	0	2	1	3	0	0	0	0	2	4	0	1	1	1	1
SNE	0	0	0	0	0	0	0	1	0	0	0	0	0	1	1	0	0	0	0	0	1	0	1	0	0	0	1

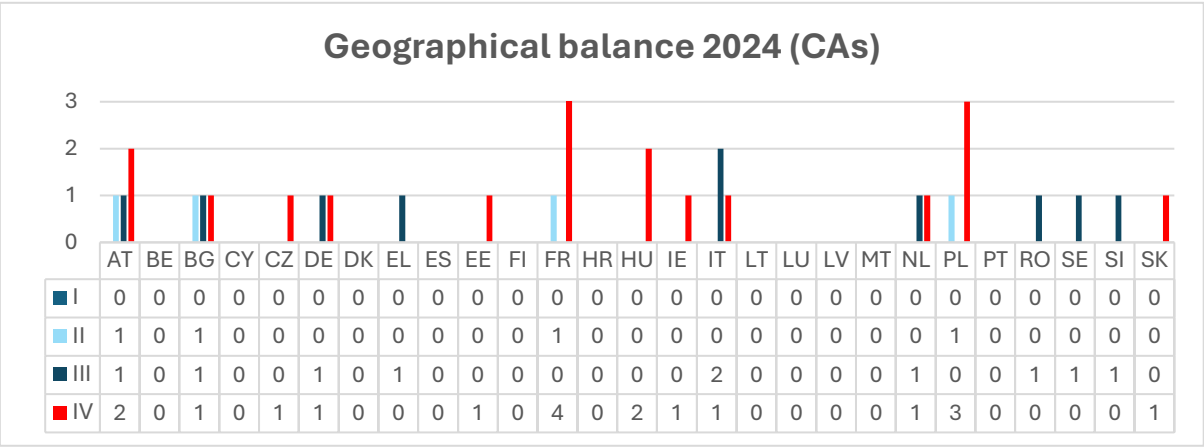
A detailed breakdown per contract type (i.e. temporary agents, contract agents and seconded national experts) and function group is presented below.

Temporary Agents: a total of 22 nationalities as shown below.



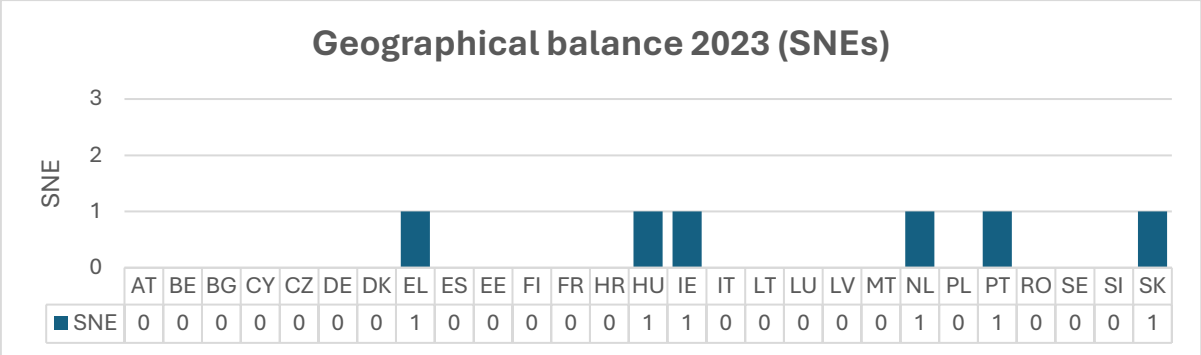
	AT	BE	BG	CY	CZ	DE	DK	EL	ES	EE	FI	FR	HR	HU	IE	IT	LT	LU	LV	MT	NL	PL	PT	RO	SE	SI	SK
AD	7	0	3	0	3	9	0	3	4	1	3	0	1	0	2	5	1	1	0	0	1	1	0	1	0	1	2
AST	6	2	0	0	0	0	0	3	1	0	1	2	0	0	1	1	0	1	1	0	0	0	1	0	0	0	0

Contract Agents: a total of 16 nationalities as shown below



	AT	BE	BG	CY	CZ	DE	DK	EL	ES	EE	FI	FR	HR	HU	IE	IT	LT	LU	LV	MT	NL	PL	PT	RO	SE	SI	SK
I	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
II	1	0	1	0	0	0	0	0	0	0	0	1	0	0	0	0	0	0	0	0	0	1	0	0	0	0	0
III	1	0	1	0	0	1	0	1	0	0	0	0	0	0	0	2	0	0	0	0	1	0	0	1	1	1	0
IV	2	0	1	0	1	1	0	0	0	1	0	4	0	2	1	1	0	0	0	0	1	3	0	0	0	0	1

Seconded national experts: a total of 5 nationalities as shown below



E. SCHOOLING

Agreement in place with the European School(s) of: No European School(s) exists in AUSTRIA				
Contribution agreements signed with the EC on type I European schools	Yes		No	X
Contribution agreements signed with the EC on type II European schools	Yes		No	X
Number of service contracts in place with international schools:	1			
Description of any other solutions or actions in place: Having regard to the Guidelines on Staff Policy in the European Regulatory Agencies as adopted by the European Commission on 16 December 2005 (C(2005)5304) and in particular to point 2.3.3 thereto, the European Union Agency for Fundamental Rights is implementing the MB Decision 2023/17 on the education and childcare costs of children of FRA staff.				

Schooling is a key factor in enabling FRA to attract and to retain qualified staff members. In the absence of a European School and a European Section in Austria, the Management Board of the FRA adopted a revised policy on the education costs of children of FRA staff through the decision 2023/17. This decision replaces the two previous decisions, one regarding childcare facilities costs for pre-school children of FRA staff (MB decision 2013/06) and another one on education costs for children of FRA staff in Vienna or at no greater distance (MB Decision 2013/07). The Management Board decision sets the framework for implementing the Social Measures at FRA, bringing the schooling policy closer to the Commission's approach and the needs of FRA. Staff members enjoying the benefits of these measures are not entitled to receive the education allowances provided for in Article 3 of Annex VII of the Staff Regulations since the schools are considered as a non-fee-paying ones.

F. LEARNING AND DEVELOPMENT

For FRA learning and development is an on-going process and an investment in people. In order to encourage growth and development FRA has devoted an average of 10 learning and development days to the staff and an annual budget allocated per staff member. Besides that, FRA annually organises wide range of Learning and Development activities including mandatory training (such as on the prevention of psychological and sexual harassment; unconscious bias as well as on ethics and integrity). These are complimented by various workshops and language training for integration of staff and staff partners/spouses into the host city and for the third language requirements. Additional profession training is made available in online language courses, as well as via the Commission EU Learn portal.

G. STAFF WELLBEING

FRA acknowledges that wellbeing at work contributes to a positive working environment, improved staff engagement, improved health, and productivity, increases job satisfaction, quality of life-work integration and improved overall organisational performance. Periodic, wellbeing surveys are conducted at the FRA and the annual HR action plan includes a chapter on initiatives designed to ensure wellbeing.

H. HYBRID WORKING

FRA acknowledges the need to provide a variety of working tools and solutions for its workforce and from this perspective has adopted the EB decision 2024/04 on 12 December 2024 on working time and hybrid working. The new legal framework facilitates 'hybrid working', a combination of working at the office and teleworking, where both modalities are considered equivalent. The adoption of the decision is part of a modernising trend in organisations, focusing on result-based management and objective-driven performance to increase efficiency of operation.

ANNEX VI: Environmental management

1. Context of the agency and its environmental management strategy

The agency actively looks in its environmental management approach, which is part of its annual Facilities Management work plan. On an annual basis the Agency looks in optimising the use of existing environmental measures as well as at the possibilities to introduce new environmental management measures.

2. Overview of the agency's environmental management system

The agency is currently in the process of prospecting the market for new premises following the approval of the budget committees of the European Parliament and the Council. In its proposal to the committees the agency indicated that one of the main requirements is that the new premises should meet high environmental standards such as BREEAM and LEED which will allow it to meet the requirements of the EU Green Deal.
In its current premises, the agency implemented a number of actions to reduce its environmental footprint the last years even if it is not EMAS registered. This is due to the limited resources available to it, human and financial, as well as to the condition of the building that it rents. Finally, acquiring an environmental management system certification was not considered to be a priority. Having said that the agency took a pragmatic approach in considerably improving its environmental footprint by introducing measures at indicated under section 3. In this regard it participates in an inter-institutional framework contract which will enable the agency to undertake an assessment and plan its future actions.

3. Environmental aspects, indicators, and targets

The list of practical measures and indicators employed in the current premises, where possible, are described below:

- **Energy and water consumption:** The agency changed is electricity provider to a provider that produces energy from renewable sources. Furthermore, it changed its datacentre cooling system from a purely electricity one to an environmentally friendly one, which operates based on the "heat exchange" principle. Meaning that if the outside temperature is below 25 degrees the datacentre is not cooled using electricity. This means that for about 7-8 months per year, the agency makes use renewable sources to operate the data center cooling system. Moreover, the agency is in the process of replacing its light bulbs to LED technology bulbs. The agency monitors the implementation of these measure by keeping stable or reducing the annual water and energy consumption.
- **Waste management:** The agency takes measures to reduce internally generated waste and to recycle the generated waste. Different recycle bins are installed allowing staff to also contribute by sorting out daily waste. Furthermore, the agency ensures when the contractor is asked to dispose waste, it also provides certificates that it was done in an environmentally friendly manner and in accordance with the national regulations.
- **Paper use:** The agency is promoting the use of recycled paper for internal use. Also, all its paper publications are using recycled and environmentally friendly material. Finally, the agency is working in digitising its internal processes to reduce use of printing paper.
- **Building emissions to air:** Measures to reduce building emissions are linked to the heating system. It is provided by the district heating system (Fernwärme) instead of electricity, gas or fossil fuelled heating, hence reducing emissions.
- **Professional mobility:** The agency promotes the use of bicycle amongst its employees by offering a secure parking space inside its building. Also, it supports and promotes the use of videoconference technologies, hence eliminating the need of mission travelling. Over the last years the use of videoconference is considerably increased. This results in CO2 emissions reductions due to the reduced number of missions.
- **Green Public Procurement (GPP):** The agency follows the practices of the Commission Services when publishing tenders, which include provisions linked to GPP. For example, in tenders related to Facilities the use of environmentally friendly products is requested.

In the ongoing procedure for the new premises the environment requirements are present and of high standards.

4. Actions to improve and communicate environmental performance

To further improve the environmental management approach of the agency, the agency is planning to undertake the following actions:

- **Donations:** For 2024 the agency donated electric to charity organisations who in return are reusing equipment in their community projects hence contributing to the reduction of waste disposal. The same is foreseen for second half of2025.
- **Printing use:** Eliminated the use of personal printers currently assigned to a large number of its staff and prompt them to make use of the general printing facilities, if printing is required. The reduction of printing services is also evident from the reduction of related costs by more than 60% in comparison to the pre pandemic period.

In terms of communicating the environmental objectives amongst its staff, the agency will continue to raise awareness to its staff through information sessions linked to Facilities management, which also includes environmental aspects.
Staff are encouraged to follow certain practices like switching off lights, monitors before leaving the office and posters are placed through the building to encourage staff to actively contribute to reducing the environmental footprint of the agency by taking the stairs instead of the elevators, using bicycles by offering adequate parking space or avoid unnecessary printing.
In accordance with the Commission 's guidance on energy consumption, the agency took measures to reduce the electricity and heating consumption in its premises by changing its practices. In this line of development, information sessions were also organised to inform staff on the changes and to explain how they can contribute to reducing energy consumption.

ANNEX VII: Building policy

	Name, location and type of building	Other Comment
Information to be provided per building:	Schwarzenbergplatz11, Vienna, AT-1040, Austria	Following the approval received by the EP and Council budget committees the agency launched a procedure for the identification of new premises. This is currently at advanced stages and the Agency intends to present its proposal in December 2025 to the EP and Council budget committees for approval.
Total Surface area (in square metres) **Of which office space** **Of which non-office space**	5,546 3,704 1,842	It should be noted that the offices are accommodated in an old building which is renovated keeping its original layout and does not provide any luxurious modern amenities. In addition, the price per m2 for the net office space (i.e. 3704 m2) is on the lower end of the average prices in central Vienna areas.
Annual rent (in EUR)	1,036,670 EUR	None
Type and duration of rental contract	Lease agreement for an initial period of 10 years with the provision for an indefinite period.	
Host country grant or support	In the past based on a letter of intent the agency received from the Austrian authorities, the host country a subsidy for the rent. Currently, there is no such commitment from the Austrian Authorities.	None
Present value of the building	N/A	None

	Building Name and type	Location	SURFACE AREA (in m^2)			RENTAL CONTRACT					Host country grant or support
			Office space	Non-office	Total	Rent (€/Year)	Duration of the contract	Type	Break out clause Y/N	Conditions attached to the breakout clause (if applicable)	
1	Schwarzenbergplatz 11, standalone building	Vienna, AT-1040	3704	1842	5546	1003962,4	Indefinite	Lease agreement	Y	Following the expiration of the 10 years lease agreement, the agency the breakout clause (6 months' notice period) applies. Also, the agency is in the process of finding new premises.	0

Building projects in planning phase:

The agency is currently in the advanced stages of finalising the tender procedure for new premises. Following the submission of its request for new premises to the European Parliament and Council budget authorities, the agency received their agreement in March 2023. Upon completion of the tender procedure, the agency plans to submit its proposal to the European Parliament and Council budget authorities for approval in December 2025. In accordance with the technical requirements of the tender procedure, the new premises are expected to meet the highest environmental standards, offer a modern environment, support hybrid working arrangements, and consequently require less space.

ANNEX VIII: Privileges and immunities

Agency privileges	Privileges granted to staff	
	Protocol of privileges and immunities / diplomatic status	**Education / day care**
The agency is recognised as an international organisation.	The Director, the Heads of Units, and Heads of Sector and designated senior staff members with grades AD9 or above, have been granted diplomatic status. They can claim VAT reimbursement and register tax free vehicles every two years	In the absence of a European School in Vienna, the agency has adopted a schooling policy to grant financial support to international schooling.
The agency enjoys VAT exemption.	The agency's staff members (the remaining Temporary Agents and all Contract Agents) which are non-Austrians can register a tax-free vehicle every two years.	-
No other privileges are offered to the agency.	The agency has been granted access to the UN Commissary, where staff members can purchase certain tax-free items up to a limit based on their annual salary in accordance with the UN conditions. Non-Austrian staff members which are holders of diplomatic (Red) cards are also exempt from the broadcasting levy (GIS).	-

ANNEX IX: Evaluation of the FRA

Consistent with past practices, FRA is committed to evaluating its work under the Single Programming Document 2026 - 2028 with the dual objective of demonstrating accountability for resource utilization and to ensure continuous organizational improvement and learning.

In line with the Better Regulation Guidelines, evaluation activities at FRA are evidence-based assessments of the extent to which an intervention:

- is *effective* in fulfilling expectations and meeting its objectives;
- is *efficient* in terms of cost-effectiveness and proportionality of actual costs to benefits;
- is *relevant* to current and emerging needs;
- is *coherent* (internally and externally with other EU interventions or international agreements); and
- has *EU added value* - i.e. produces results beyond what would have been achieved by Member States acting alone.

Evaluations provide an independent and objective judgment, supporting decision-making and contributing to strategic planning and the design of future interventions. Depending on the stage of the intervention's life cycle during which the evaluation activities are conducted, there are different types of evaluation at FRA such as:

- Ex-ante,
- Interim, and
- Ex-post evaluations.

According to the Financial Rules of the European Union Agency for Fundamental Rights ex-ante evaluations support the preparation of interventions and shall identify and analyse the issues to be addressed, the added value of Union involvement, objectives, expected effects of different options and monitoring and evaluation arrangements. Interim or ex-post evaluations shall assess the performance of the programme or activity, including aspects such as effectiveness, efficiency, coherence, relevance, and EU added value. They shall be undertaken periodically and in sufficient time for the findings to feed back into the planning cycle for the preparation of related programmes and activities.

In line with its Founding Regulation, FRA has an obligation to regularly evaluate its activities, prepare an action plan to follow up on the conclusions of evaluations, and report annually to the Management Board on the results of its evaluations.

In 2026, FRA's evaluation work will place particular emphasis on improving the way it defines and captures longer-term results, to better reflect the broader effects and impacts of its interventions. This focus will strengthen the evidence base for demonstrating impact, provide deeper insights into long-term effectiveness, and support informed decision-making and strategic planning. By enhancing the measurement of longer-term results, evaluations will contribute to organizational learning and continuous improvement. To support this, FRA will also explore the use of outcome harvesting approaches as a means to identify and assess significant changes resulting from its activities.

FRA will further develop a normative framework for evaluations to ensure consistency, transparency, and alignment with best practices across all evaluation activities. This framework will provide clear standards and guidance for planning, conducting, and using evaluations, reinforcing their role in accountability and learning.

Furthermore, in 2026, in addition to the ongoing review of FRA population-based surveys, evaluations may be initiated with a more thematic focus on specific work areas or priority areas of FRA's work. Such thematic evaluations can provide deeper insights into cross-cutting issues, identify patterns and synergies across activities, and highlight areas for improvement or innovation. By evaluating thematic areas in greater depth, these evaluations will help FRA better understand the cumulative effects of its work, strengthen strategic planning, and ensure that resources are directed toward areas of greatest impact.

ANNEX X: Strategy for the organisational management and internal control systems including their anti-fraud strategy

Internal Control systems

In 2018 the agency revised and adopted a new Internal Control Framework (ICF) moving away from a purely compliance-based to a principle-based system, whereby the services are offered the necessary flexibility to adapt to their specific characteristics and circumstances while ensuring a robust internal control with a consistent assessment. This approach aims at helping the organisation to achieve its objectives and sustain operational and financial performance.

The agency considers Internal control a process applicable at all levels of management and designed to provide EUAA able assurance of achieving five objectives: (1) effectiveness, efficiency, and economy of operations; (2) reliability of reporting; (3) safeguarding of assets and information; (4) prevention, detection, correction and follow-up of fraud and irregularities (5) adequate management of the risks relating to the legality and regularity of the underlying transactions.

The previous framework was based on standards and mandatory requirements, while the revised version relies on principles and characteristics.

The characteristics outlined for each principle are intended to assist management in designing, implementing, and assessing internal control. They are non-mandatory and flexible, as they may be adapted to specific characteristics and circumstances. Accordingly, specific baselines are be established for each principle.

Moving to a principles-based system requires increased reliance on management's assessment in each Department.

Taking into account the agency governance structure, the roles, and responsibilities of the actors in the context of the implementation of the ICF are as follows:

- **Management Board**

The Management Board provides continuous oversight for the internal control systems through the Consolidated Annual Activity Report and ongoing specific assessments.

- **Director**

The Director is responsible for the functioning of the internal control system in the agency. He must ensure that the internal control systems are in line with the Communication on the revision of the ICF and conduct an overall assessment of the presence and functioning of all internal control principles and components.

They sign a declaration of assurance annexed to the Annual Activity Report.

The Director must ensure the awareness and understanding of the ICF by all staff, in particular through training, information, and support activities. In comparison to the previous ICF, the Director has more flexibility and autonomy in establishing the indicators and corresponding baselines and in performing the assessments. This allows him to take due account of the specific environment and needs.

- **Units**

All managers are accountable for the achievement of objectives, both operational and internal control, and report in accordance with the applicable reporting arrangements within the agency.

Units are primarily responsible for managing risk and controls on a day-to-day basis. This means that they execute the primary controls and take overall responsibility for the achievement of operational objectives and for the sound implementation of internal control. With the support of the corporate services department, they implement and supervise the efficiency and effectiveness of the controls and are responsible for reporting to the Director. They are responsible for the design adequacy, efficiency, and effectiveness of the control system in their environment and are the main source of assurance for the Director that the internal controls function effectively.

- **Head of Administration Unit in charge of Risk Management and Internal Control (RMIC)**

The Head of Unit in charge of RMIC supports the Director in overseeing and monitoring the implementation of internal control within the agency. He signs a statement annexed to the Annual Activity Report taking responsibility for the completeness and reliability of management reporting.

General Principles for the assessment of the Internal Control

The Financial Regulation requires that the budget shall be implemented in compliance with effective and efficient internal control.

The agency must be able to demonstrate not only that the controls are place but also that these controls take account of the risks involved and that they work as intended.

Internal control principle 16 states that the agency carries out continuous and specific assessments to ascertain whether the internal control systems and their components are present and functioning.

Therefore, before assessing the internal control system, the agency sets its own baseline for each principle, as best adapted to its specificities and risks. These baselines are a starting point of known effective internal control from which regular

monitoring and specific assessments can be implemented.
The baselines are dependent on the design of the internal control system implemented and how controls put into effect the principles. They are expressed in terms of relevant and pertinent indicators. Where possible, these indicators are quantitative.

Antifraud strategy

Taking into account the priorities set by the European Commission within the framework of the Common Approach on EU decentralised agencies, the need to pursue the European Commission's main objectives for its implementation and the guidance provided by the European anti-Fraud Office, in March 2025 FRA adopted its antifraud strategy 2025 – 2027 and related action plan.
The anti-fraud strategy took into account the lessons learnt in the implementation of the strategy over the previous years, the latest trends and developments in the legislative framework and guidance received by the European Anti-Fraud Office with the "Methodology and guidance for the anti-fraud strategies of EU Decentralised Agencies and Joint Undertakings 2024".
The implementation of the internal control systems has reinforced an overall environment in which fraud is prevented by the integrated application of different measures embedded in the agency processes. Furthermore, the permanent contribution of the Internal Audit activities (IAS) and the Court of Auditors visits provides an independent assessment on the existing level of assurance.
Aiming to keep the risk of fraud at the minimum level allowing a sound financial management of its resources, the agency, through the revision intends to strengthen the areas of prevention and detection continuing to raise awareness with regard to fraud matters among staff members and contractors, facilitating detection of possible fraudulent behaviours and improving internal coordination.
The current revision following the implementation of previous action plans, considers that some of the preventive actions undertaken so far are still applicable and will also consider the principle of proportionality, according to which the achievement of the objectives should not require disproportionate and excessively expensive inputs and should not jeopardise the operational activities.

Objectives

During the past years of implementation FRA achieved the strategic objectives to reinforce a culture of high ethical behaviour and to strengthen the existing controls in a perspective of fraud prevention.
After the successful set up of this ethics framework, considering the proportionality principle and the available resources the Agency will continue to follow up and improve the measures taken, with special attention to continued communication and awareness raising, specific control activities and a regular review of key policies and procedures.
Based on the above considerations and following the new fraud risk assessment, the Agency has identified the following strategic objectives to further improve the efficiency of fraud prevention and detection within the already existing structure of internal controls, focusing as well on the Agency contribution to investigations and correction activities in case of fraud detection.

1. Maintain an anti-fraud culture based on awareness within the organisation.
2. Maintain an effective system for internal reporting and detection of activities detrimental to the Union's interests, strengthen control on the contractor's activities to ensure consistent financial claims and prevention of plagiarism.

3. Undertake the necessary measures in accordance with the new cybersecurity regulation. Preventive and protective measures entail controls to avoid exposing personal data and sensitive information due to a cyber incident.
4. Increase internal coordination among functions to enhance responsiveness to potential fraud cases and investigation follow up.
5. Regular follow up and monitoring of the existing ethics framework.

ANNEX XI: Plan for grants, external contributions, or service-level agreements

	General Information					Financial and HR impacts			
	Actual or expected date of signature	**Total amount**	**Duration**	**Counterpart**	**Short description**		**2026**	**2027**	**2028**
Service-level agreement									
1 Coordination costs under the Framework Agreement with the EEA and Norway Grants Financial Mechanism 2021-2028									
1	2025	€722,405	2026-2031	FMO - EEA and Norway Grants	Costs for managing the cooperation agreement with the Donors and the FMO	Amount	154,805	103,205	103,205
						Number of CA	1	1	1
2 Mission-driven initiative (Module D project) under the EEA and Norway Grants Financial Mechanism 2021-2028 – (1) *Strengthening an enabling environment for civic space and resilient civil society in the 15 Beneficiary States of the Grants; (2) Strengthening national human rights bodies in the 15 Beneficiary States in an EU law context; (3) Empowering Roma Communities Through Local Evidence and Dialogue.*									
2	2025	€5,000,000	2026-2030	FMO - EEA and Norway Grants	Projects aiming at: (1) protecting and strengthening civic space; (2) enhancing the capacity of NHRIs; (3) enable Roma youth and women to become trusted, informed partners in local governance.	Amount	1,077,346	p.m.	p.m.
						Number of CA	5	7	7
3 Strategic advice and support in the development and implementation of programmes (Module B project) - FRA serves as an International Partner Organization under the framework of MoUs established between Bulgaria, the Czech Republic and Slovakia with EEA and Norway.									
3	2025	€821,000	2026-2030	FMO - EEA and Norway Grants	Project aiming at Roma inclusion and empowerment. In the case of Bulgaria, three other programme areas have been defined, including 'Local development', 'Good governance, inclusion and education', 'Training and youth employment'. As for Slovakia, 'Domestic and gender-based violence' is the second programme area defined.	Amount	207,000	207,000	207,000
						Number of CA	-	-	-
Total external contributions						Amount	1,439,151	p.m.	p.m.
						Number of CA	6	8	8

ANNEX XII: Risks Year 2026

In compliance with the Internal Control Standards the agency has performed an annual risk analysis exercise.
Taking into account the existing processes the agency has assessed its potential risks on the basis of their likelihood of occurrence and potential impact. This assessment has been presented in a risk register where the following information has been identified:

- Risk
- Type
- Possible consequence
- Likelihood of occurrence on a five-level scale is assessed as very low (1), low (2) medium (3) or high (4) very high (5)
- Potential impact (objectives, financial, reputation) on a five-level scale limited (1), moderate (2), significant (3) or severe (4), critical (5) Following the analysis of existing controls and in the cases where the residual risk still needs to be reduced, specific actions have been identified.

Risk typology

The risk types for each process are classified in the following groups

E	External
I1	Internal/Planning, processes, systems
I2	Internal/People, organisation
I3	Internal/Legality, regularity
I4	Internal/Communication information

Risk details		Assessment of the risks			Management of the risks				
Type	Description of the risks	Potential impact							
		Possible consequence	Likelihood of occurrence	Objectives	Financial	Reputation	Residual risk L*I	Action owner	Action
E	Political drift and new regulation increasing number of requests for opinions and studies because of the high reliability of FRA expertise and internal elaboration process, but limited resources or flexibility to provide prompt and timely response.	Loss of confidence in the Agency Political pressure Reputation risk in case of an incident	High 4	Severe 4	Moderate 2	Severe 4	High 16	ALL	Increase monitoring of specific cooperation actions/activities. Use JHA network meetings as possibility for mexchange (e.g prevention and joint statements). Prioritisation of interventions Redeployment of resources Map competency and available resources toimplement eventual corrective measures. Legal and Survey Task forces are set up to consolidate and coordinate legal work and survey approach. Legal task force - This will be the opportunity to mleverage and mobilise legal and other prominent skills within the Agency, consolidate and deepen the legal function and issue legal analysis and opinions Survey task force and accompanying procurement of an external 'survey review exercise' (with a steering committee of external experts attached) will serve to critically reflect on FRA's large-scale surveys to ensure that FRA can deliver relevant empirical data going forwards.
E	Changes in EU legislation and priorities focusing on defence, competitiveness/simplification, security as well as general democratic backsliding may result in decreased relevance of Fundamental Rights and insufficient engagement for Agency expertise.	Loss of confidence in the Agency Political pressure	High4	Severe 4	Moderate 2	Severe 4	High 16	ADMIN	Increase proactive engagement with EC high officials at all levels of the Agency. Establish the Brussels Liaison Office in order toexpand liaison capacity and facilitate engagement between the Agency and relevant EU officials/representatives. Refocus on new areas where FRA input – with respect to fundamental rights – can bring added value
E	New EU law instruments in the field of asylum, borders and immigration (migration pact) assign specific tasks to FRA. Similar issues in EU Green Deal Legislation, such as CSDDD, CSRD, EU Taxonomy – without prior consultation with the Agency and no commensurate increase in resources. In addition cooperation with EU agencies is stepped up (FRONTEX, EUAA, eu-LISA, EUROPOL) by bilateral Memoranda of Understanding (CEPOL, EUROJUST, EUROPOL, EUROFOUND)	Criticism from stakeholders and institutions. Excessive Increase workload	High 4	Severe 4	Significant 3	Severe 4	High 16	JDM/ERSR	Prioritisation of interventions Redeployment of resources Map competency and available resources to implement eventual corrective measures. Legal and Survey Task forces on surveys and legal analysis are set up to consolidate and coordinate legal work and survey approach. With respect to demands on the Agency's work with respect to new and emergent areas of law, the legal task force will be the opportunity to leverage and mobilise legal and other prominent skills within the Agency, to consolidate and deepen the legal function and issue legal analysis and opinions.

I1	Difficulties to align the internal planning cycle with the Commission policy and political cycles. Changes to the policies introduced by the new EC.	Duplication of work Data does not phase with the actual needs for policies.	High 4	Severe 4	Moderate 2	Severe 4	High 16	ALL	Monthly strategic MT meetings revised planning cycle videoconference, informal discussions. Regular calls with EC units Reinforce dialogue with Commissioners, director generals in Council and Commission to identify new policies and strategies where FRA expert inputs would be required. Set up an FRA liaison office in Brussels for early detection of emerging needs by policymakers and increase liaison capacity.
I1	Process of identification and removal to new premises may cause severe business continuity issues, as well delays may create a significant distress for absorption of funds and criticalities in budget implementation.	Disruption of activities Criticism from auditing bodies	High 4	Severe 4	Significant 3	Moderate 2	High 16	ADMIN	Close follow up of tender procedure for early identification of issues impacting budget or operations.
I1	The new corporate financial system, SUMMA will be replaced ABAC in 2026 The control over the SUMMA development lies with the Commission. Risk of frequent support from the Helpdesk of the Commission and more time for execution of transactions. Issues May continue to arise while using the system in practice, causing errors, lack of formal reporting outputs (audit trails) and delays.	Severe business disruption Increase of Mistakes Critical remarks by auditors and Budget Authority. Legal challenge.	High 4	Severe 4	Significant 3	Significant 3	High 16	ADMIN	Ensure adequate training for all financial actors and identification of areas of priorities. Continue to liaise with DG BUDG for early identification of technical issues.

ANNEX XIII: Strategy for cooperation with international organisations and third countries and the EEA and Norway Grants

Cooperation with international organisations

FRA's cooperation with international organisations is based on specific provisions of Council Regulation (EC) no 168/2007 (Founding Regulation) and of Council Regulation (EU) 2022/555 (Amending Regulation). This cooperation is consistent with the list of actions established by the Common Roadmap on EU Agencies.[11] The cooperation between the agency and international organisations covers the full range of its areas of activity and serves to:

- ensure complementarity and synergy with international organisations active in the field of human rights;
- develop cooperation and coordinate activities to that effect;
- share expertise and knowledge within the international human rights system; and
- contribute to the overall effort of EU institutions and bodies to achieve greater coherence between external policies pertaining to human rights and internal policies pertaining to fundamental rights.

As required by the Founding Regulation (Art. 8 and 9), FRA cooperates systematically with the Council of Europe, the United Nations (UN), and the Organization for Security and Co-operation in Europe (OSCE), especially the Office for Democratic Institutions and Human Rights (ODIHR). The agency engages on an ad-hoc basis with other international or regional organisations and entities active in the promotion of human rights. The agency is an International Partner Organisation with the EEA and Norway Grants.

Cooperation with the Council of Europe

The cooperation between the agency and the Council of Europe is founded on the European Community's and the Council of Europe's agreement on cooperation between the two entities. The aim of this cooperation agreement is to avoid duplication and to ensure both complementarity and added value between the agency and the Council of Europe and its entities. The agency and the Council of Europe jointly produce an annual report of their cooperation, which is presented and discussed in the FRA Management Board and Council of Europe's Rapporteur group on External Relations.

In 2026–2028, cooperation between the agency and the Council of Europe will be marked by:

- participation of the independent person nominated by the Council of Europe in FRA Management and Executive Boards;
- participation of representatives of the Council of Europe Secretariat as observers in meetings of the FRA Management Board;
- consultations between FRA and the Council of Europe in the preparation of the FRA programming documents, the annual FRA Fundamental Rights Report and other FRA activities, as relevant;
- participation in each other's meetings and events to ensure coordination and sharing of expertise, including cooperation on the agency's flagship events;
- further development and promotion of joint factsheets and joint handbooks on European law and human rights, with the European Court of Human Rights;
- meetings between the FRA Director and high-level representatives of the Council of Europe and participation in exchanges of views with the Council of Europe Committee of Ministers, including its Rapporteur Group on External Relations. These exchanges focus on the cooperation between the two organisations.

Where relevant, the agency will continue to participate in and contribute to inter-governmental committees and expert groups of the Council of Europe, as well as in hearings and other activities of the Parliamentary Assembly.[12]

The agency also cooperates with the Council of Europe in enhancing the EU Fundamental Rights Information System (EFRIS). Experts from the Council of Europe will continue participating in the EFRIS Advisory Group, as envisaged in the exchange of letters for cooperation on EFRIS signed by the FRA Director and the Council of Europe Secretary-General in 2021.

Cooperation with the United Nations

The agency maintains an effective and structured working relationship with the UN Human Rights Office (OHCHR). In doing so, the agency provides human rights monitoring mechanisms within the UN system with relevant evidence where relevant. The agency engages on an ad-hoc basis with other UN bodies, funds, and specialised agencies, to provide them with its expertise, as appropriate. This includes, among others, the UN Refugee Agency (UNHCHR) or the UN Development Programme (UNDP).

Cooperation between FRA and the UN in the period 2026-2028 will include meetings between the FRA Director and senior staff with relevant counterparts at the Office of the High Commissioner for Human Rights, as relevant.

The UN is also a partner in the agency's EFRIS tool, with OHCHR participating in the EFRIS Advisory Group. Data and information from UN monitoring mechanisms and the ILO is retrievable through EFRIS.

[11] List of Actions established by the Common Roadmap on EU Agencies, point 44: Ensure the relations with stakeholders (e.g. the United Nations and other international organisations, sister agencies in third countries and Member States' agencies) are coherent with their mandate, the institutional division of tasks in international relations, EU policies and priorities, and Commission's actions.

[12] Agreement between the European Community and the Council of Europe on cooperation between the European Union Agency for Fundamental Rights and the Council of Europe (hereafter the EU-CoE Agreement), OJ L 186, 15.7.2008, p. 7.

Cooperation with OSCE-ODIHR
The agency cooperates with the OSCE in its human dimension, where it relates to the areas of activity of the agency. In this respect, FRA cooperates mainly with ODIHR; with the OSCE Secretariat, including the offices of the Senior Adviser on Gender Issues and of the Special Representative and of the Coordinator for Combating Trafficking in Human Beings; the OSCE High Commissioner on National Minorities; and the Representative on Freedom of the Media.

The agency contributes to the work of the OSCE Chairmanships and their thematic Personal Representatives as relevant. It also participates in meetings and seminars of the Human Dimension Committee and those relating to Human Dimension Implementation.
The agency and ODIHR work together to help states improve their ability to record and collect hate crime data through national workshops.

Engagement with third countries
The agency's geographical coverage is the EU, as well as candidate countries and countries with a Stabilisation and Association Agreement that have observer status in the agency's work. Albania, North Macedonia, and Serbia currently have that status. In the period 2026–2028, other Western Balkan countries, as well as Ukraine and Moldova, may gain observer status, which would allow for the inclusion of these counties in FRA's areas of activity.

The agency's international activities are coordinated with the European Commission and the European External Action Service (EEAS), which may request the agency to share its findings, expertise, and methodologies with third countries or outside of the EU. Any such activities are conducted in line with an existing working arrangement to ensure coordination and coherence with the EU's overall external policy priorities.

Precedence is given to multilateral fora where the agency can simultaneously provide its evidence and expertise to several non-EU countries. Examples of the agency's international activities include participation in EU Human Rights Dialogues with third countries or regions, in the annual EU-OHCHR strategic dialogue, in the annual EEAS NGO Forum on human rights, or in the Western Balkans Task Force. Delegations from third countries sometimes visit the agency. The agency is regularly invited to participate in the EU-Israel Dialogue on combating racism, xenophobia, and antisemitism.

Cooperation with EEA and Norway Grants
FRA has been cooperating with the EEA & Norway Grants under an Administrative Cooperation Arrangement since 2016, providing evidence-based advice and implementing projects on fundamental rights issues.

With the 2014–2021 financial mechanism ending in December 2024, the new EEA and Norway Financial Mechanisms (2021-2028) introduced a Fund for Capacity Building and Cooperation with International Organisations and Institutions, expanding opportunities for collaboration. Under Article 7 of the Agreement approved by the Council of the EU, FRA will continue as one of three International Partner Organisations, alongside the Council of Europe and the OECD. The focus of this Fund is on activities related to good governance, democracy, the rule of law and human rights and the cooperation can take various forms, including strategic advice and support on the development and implementation of programmes and/or capacity-building in beneficiary states. Other forms of cooperation can be projects and/or initiatives led by FRA itself.

The specific terms have been defined in a Framework Cooperation Arrangement, signed in November 2025. In the context of this new cooperation, funded under the EEA and Norwegian Financial Mechanisms 2021-2028, FRA will implement the following projects:

- *Strengthening the Civic Space and Civil Society Resilience*: The project's overall objective is to improve the civic space situation in beneficiary countries, through fostering an enabling environment and strengthening the resilience of civil society actors.
- *Strengthening National Human Rights Bodies*: The project will enhance the capacity of NHRIs and other human rights bodies to effectively carry out their oversight and other mandated roles under selected areas of EU laws, contributing to preventing fundamental rights violations and improving the protection and promotion of fundamental rights across the beneficiary states and beyond.
- *Empowering Roma Communities Through Local Evidence and Dialogue*: The project aims to enable Roma youth and women to become trusted, informed partners in local governance, by building their capacity to collect, interpret, and communicate evidence on rights enjoyment and living conditions.

As an International Partner Organization FRA provides strategic advice and programme support in Bulgaria, the Czech Republic, and Slovakia. All programmes prioritise Roma inclusion, with additional areas such as local development, education, and combating gender-based violence.

ANNEX XV: Performance Measurement

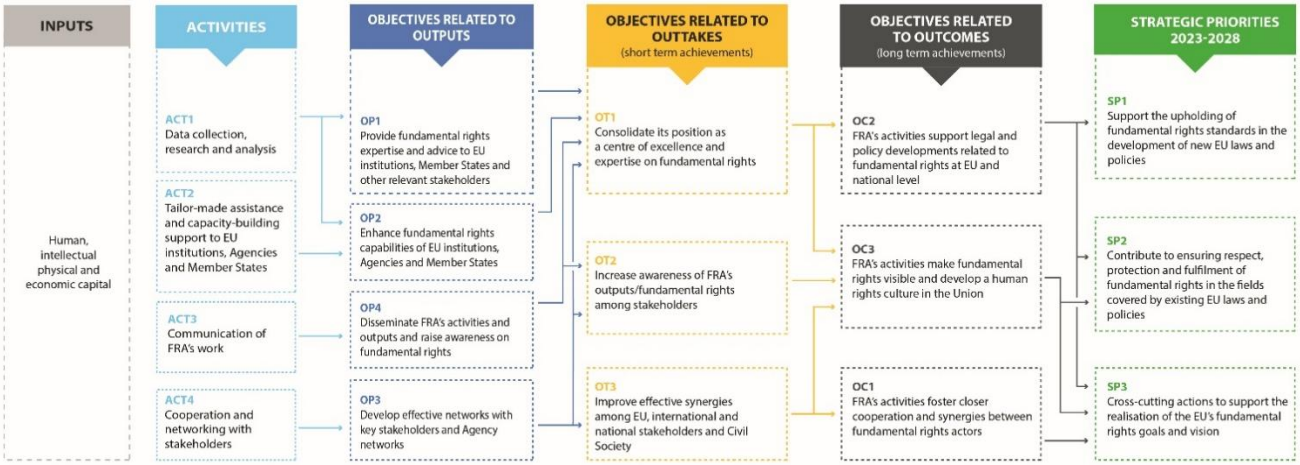
This Annex covers two complementary dimensions of FRA's performance measurement: **progress toward results achievement** and **management performance**. Monitoring progress toward results achievement focuses on whether FRA's interventions are producing the intended outputs, outtakes, and outcomes as described in its intervention logic and aligned with the strategic priorities set out in the FRA Strategic Plan 2023–2028. It looks at the contribution of FRA's work to longer-term changes, such as influencing policy development, raising awareness of fundamental rights, and fostering a human rights culture.

Management performance, on the other hand, assesses how efficiently and effectively FRA manages its resources and processes. This is measured through Key Performance Indicators (KPIs) linked to planning, budgeting, and operational delivery. Together, these dimensions provide a comprehensive view of both the results FRA aims to achieve and the organizational capacity to deliver them

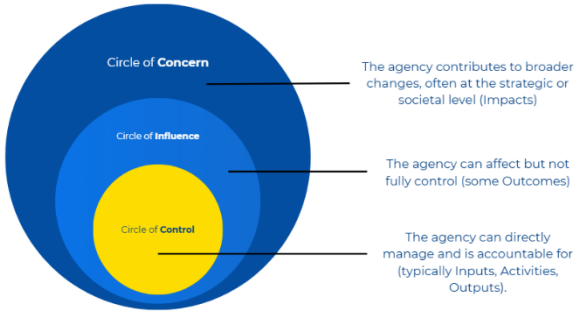
Progress towards result achievement

As illustrated in FRA's intervention logic, there is a logical relationship between the inputs (the human and financial resources committed by FRA), the activities, the outputs, the outtakes, and the outcomes of the Agency, as well as the strategic priorities laid down in the FRA Strategic Plan 2023–2028. This logic explains how FRA's work contributes to change:

- Inputs – the resources FRA invests to implement its mandate.
- Activities – the interventions carried out to deliver FRA's work programme.
- Outputs – the outputs and services that FRA provides to its target groups, through the implementation of its projects and activities
- Outtakes – what beneficiaries do with FRA outputs, whether they find them helpful/relevant/timely
- Outcomes – long-term results in terms of the contribution of FRA's work to policy development and implementation, raising awareness of fundamental rights, building a human rights culture etc.
- Strategic Priorities 2023-2026: The priorities that guide FRA's work during this period. They set the direction for interventions and are fully reflected in the FRA Strategic Plan 2023–2028.



As of 2026 FRA will focus its annual reporting on aggregate level indicators which draw on the existing performance measurement framework. This reflects for a more comprehensive overview of the Agency's performance as a whole while detailed tracking of individual output level results will be continued.



In 2026, the Agency will further explore the use of outcome harvesting as a method to better capture its contribution to longer-term results. Capturing the extent of FRA's contribution to outcome-level results is inherently challenging, as these changes occur over long timeframes and involve multiple actors. Nevertheless, the Agency strives to play a meaningful role in shaping these longer-term developments and will report annually on a set of indicators for longer-term results, listed below.

To complement these indicators and provide a richer understanding of how FRA's evidence and advice inform policy-making and implementation, qualitative information will be integrated into the annual reporting to capture how FRA's work influences policy discussions, shapes legislative and non-legislative drafts (even without explicit citation), and is reflected in instruments such as strategies, guidelines, or funding programmes. This information may also capture the uptake of FRA's outputs in implementation practices.

Below are the aggregate results and corresponding targets that will serve as benchmarks for the Agency's year-end progress reporting. The Consolidated Annual Activity Report provides a comprehensive description of the results achieved every year in accordance with the reporting requirements of the European Commission.

No.	KPI Title Indicator Description	Result Level	Why It Matters	Target 2026
1	**Policy Uptake of FRA Evidence** Number of EU and national policy or legislative initiatives that reference or draw on FRA's data, reports, or opinions.	Outcome	Shows FRA's influence on shaping EU and national policies by embedding fundamental rights evidence into decision-making.	≥ 2025 baseline (same or increase), taking significance and scope into account.
2	**External Recognition of FRA Evidence** Number of references to FRA data, reports, or opinions in academic publications, research papers, and other non-legislative discourse.	Outcome / Outtake	Demonstrates FRA's visibility and credibility beyond EU policymaking	≥ 2025 baseline (same or increase), taking significance and scope into account.
3	**Stakeholder Trust** Number of unsolicited invitations for FRA contributions to policy and advisory processes at EU, national, or international level.	Outtake	Reflects confidence in FRA's expertise and its role as a trusted partner	≥ 2025 baseline (same or increase), taking significance and scope into account.
4	**Awareness and Reach of FRA's Work** Web analytics, social media engagement, citations, and media references to FRA outputs.	Outtake	Indicates effective dissemination and visibility of FRA's evidence	≥ 2025 baseline (same or increase), taking significance and scope into account.
5	**Cooperation and Synergies with Partners** Number of joint initiatives or outputs developed with relevant stakeholders	Output / Outtake	Shows FRA's role in fostering collaboration and amplifying impact through coordinated action.	≥ 2025 baseline (same or increase), taking significance and scope into account.
6	**Delivery of FRA Outputs** % of planned outputs (datasets, reports, opinions, briefs) completed, published, and made accessible to stakeholders within planned timelines and budgets.	Output	Demonstrates FRA's capacity to deliver outputs on time-essential for credibility and policy uptake.	≥ 90%

In addition to the aggregated indicators measuring progress towards results achievements on an annual basis at the Agency level, the Performance Measurement Framework provides a comprehensive indicator framework to plan, monitor, and evaluate the Agency's progress on results achievement. Therefore, this tool communicates FRA's overarching framework for collecting and tracking performance information against its intended results. The following pages provide a detailed description of the PMF objectives and indicators.

Output indicators measure FRA's effectiveness in producing and delivering FRA products and services to key stakeholders. All output indicators shall be measured through a numerical value and represent the core performance of the agency on a yearly basis. The performance measurement process for output indicators in 2025 is the following:

OUTPUTS OBJECTIVES	CRITERIA	INDICATORS
Provide fundamental rights expertise and advice to EU institutions, Member States, and other relevant stakeholders	Extent to which FRA has delivered fundamental rights expertise and advice	**I1** Number of publications produced
		I2 Number of research outputs produced
		I3 Number of written/ oral input delivered
	Extent to which FRA's stakeholders have requested the agency's expertise and advice on fundamental rights	**I4** Number of formal requests for opinions on legislative proposals
		I5 Number of requests for data and evidence
Enhance fundamental rights capabilities of EU institutions, Agencies and Member States	Extent to which FRA has delivered technical assistance and capacity building activities	**I6** Number of technical assistance/ capacity building activities organised/ co-organised by FRA
	Extent to which FRA's stakeholders have requested the agency's technical assistance on fundamental rights	**I7** Number of requests for: • Technical assistance • Capacity building
	Extent to which FRA is present on the ground	**I8** Number of country visits to Member States
Develop effective networks with key stakeholders and Agency networks	Extent to which FRA organises relevant meetings and events with its key stakeholders	**I9** Number of meetings and events *(in-person. virtual/hybrid events)* organised/ co-organised by the FRA
	Extent to which FRA participates in external meetings and events organised by its key stakeholders	**I10** Number of external meetings and events where FRA presented/ spoke/ formally intervened
Disseminate FRA's activities and outputs and raise awareness on fundamental rights	Extent to which FRA produces communication material to maximise FRA outputs and awareness raising	**I11** Number of communication material produced
	Degree to which FRA's outputs effectively reach its stakeholders	**I12** Number of FRA's outputs accessed/downloaded online[13]
		I13 Number of printed publication copies disseminated
	Extent to which FRA publications have been translated into other EU languages	**I14** Number of translations of FRA's publications into other EU languages

Outtake indicators measure the satisfaction of FRA customers with the work of the agency (e.g. how stakeholders use FRA's outputs, whether they found them useful/relevant/timely, etc.) as well as the opinion of stakeholders on the agency and its outreach activities (e.g. events, social media, etc.). Outtake indicators can be of a quantitative or qualitative nature (i.e. measured through numerical values and/or opinions).

OUTTAKES OBJECTIVES	CRITERIA	INDICATORS
Improve effective synergies among EU, international and national stakeholders, and Civil Society	Extent to which FRA events are attractive to relevant stakeholders	**I15** Number of participants in FRA's events
		I16 Proportion of stakeholders attending FRA events who would attend similar FRA events in the future
	Extent to which FRA engagement and exchange effort contributes to stakeholders' work	**I17** Proportion of participants registered in the Fundamental Rights Platform who consider cooperation through the Platform to be useful for their work
Consolidate its position as a centre of excellence and expertise on fundamental rights	Extent to which FRA stakeholders have used/benefited from FRA's expertise on fundamental rights	**I18** Number of references to FRA's work
		I19 Number of participants in FRA's technical assistance/ capacity building activities
		I20 Proportion of stakeholders who have used FRA outputs
	Extent to which FRA stakeholders are satisfied with FRA activities and outputs	**I21** Extent to which FRA's outputs are considered by stakeholders to be: • Useful • Relevant • Timely • Reliable
	Extent to which FRA is able to provide real-time expertise and advice in response to emergencies with an impact on fundamental rights	**I22** Proportion of stakeholders who believe that FRA has provided relevant and reliable real-time expertise in response to an emergency
	Extent to which FRA's work has been discussed in the media	**I23** Number of mentions to FRA in the media
		I24 Tone of FRA's coverage (positive, neutral, and negative) in social media
Increase awareness of FRA's outputs/fundamental rights among stakeholders	Extent to which FRA's awareness raising and communication activities have resulted in more people engaging with FRA's work	**I25** FRA's presence in social media[14]
		I26 Number of media enquiries (through FRA contact form)
		I27 Rate of increase/decrease in the number of FRA's newsletter recipients

Outcome indicators measure longer term changes in attitudes and behaviours directly attributable to FRA's work (e.g. contribution to policy development and implementation, visibility of fundamental rights, building a human rights culture, etc.). Outcome indicators can be of a quantitative or qualitative nature.

OUTCOMES OBJECTIVES	CRITERIA	INDICATORS
FRA's activities foster closer cooperation and synergies between fundamental rights actors	Extent to which FRA activities are effective in connecting relevant stakeholders / practitioners concerning fundamental rights	**I28** Proportion of stakeholders who think that FRA is successful in promoting dialogue with key and new fundamental rights actors to respond to pressing human rights issues
FRA's activities support legal and policy developments related to fundamental rights at EU and national level	Extent to which FRA activities contribute to the development and implementation of EU and national legislation and policies in a manner which reflects the desired impacts of the agency	**I29** Proportion of stakeholders who consider that FRA's activities contribute to the development of fundamental rights legislation and policies
		I30 Proportion of stakeholders who consider that FRA's activities contribute to the implementation of fundamental rights legislation and policies
		I31 Proportion of stakeholders who believe that FRA's activities have positively contributed to EU priorities and policy agenda
FRA's activities make fundamental rights visible and develop a human rights culture in the Union	Extent to which FRA activities contribute to raising awareness of fundamental rights in the EU	**I32** Proportion of stakeholders who consider that FRA's activities contributed to making fundamental rights more visible
	Extent to which FRA contribute to a human rights culture	**I33** Proportion of stakeholders who believe that the FRA has contributed to developing a human rights culture
	Extent to which FRA's presence on the ground is timely and contributes to national up-to-date expertise	**I34** Proportion of stakeholders who believe that FRA's presence on the ground positively impacts the provision of up-to-date expertise on fundamental rights
	Extent to which FRA activities contribute to strengthen the EU and national fundamental rights infrastructure	**I35** Proportion of stakeholders who believe that the FRA has contributed to developing a fundamental rights infrastructure

MANAGEMENT PERFORMANCE

This section provides an overview of management performance, outlining how FRA assesses the management of resources and processes in support of its mandate. In line with the European Commission's guidelines on key performance indicators (KPIs) for directors of EU decentralised agencies, the following management KPIs and targets have been identified. These indicators provide a structured basis for monitoring leadership performance, ensuring accountability, and supporting continuous improvement in planning, budgeting, and operational delivery. Progress against these KPIs will be reported annually through the Agency's Consolidated Annual Activity Report.

OBJECTIVE	KPI	TARGET
Work programme fully implemented throughout the year and such implementation is reflected in the Annual Activity Report for such a year	Timely submission of the draft Programming document to the Management Board and to the European Commission	December N-2 January N-1 December N-1
	Timely achievement of objectives of the multi-annual programming of the agency	90%
	Timely submission of documents foreseen for publication in the AWP/Programming document/Annual activity report and in particular of the (annual) Fundamental Rights Report, in cooperation with the Scientific Committee	90%
Swift, timely and full **use of the financial and human resources** allocated by the budgetary authorities	Rate (%) of implementation of Commitment Appropriations	> 95%
	Rate (%) of cancellation of Payment Appropriations	< 5%
	Rate (%) of outturn (Total payments in year N and carry-forwards to Year N+1, as a % of the total EU funding and fee income, where applicable, received in Year N)	> 95%
	Rate (%) of payments executed within the legal/contractual deadlines	> 80%
Timely implementation in the **adequacy and effectiveness of internal control systems**	Rate (%) of external and accepted internal audit recommendations implemented within agreed deadlines (excluding 'desirable')	90%
	Average vacancy rate (% of authorised posts of the annual establishment plan which are vacant at the end of the year, including job offers sent before 31st December)	< 5% of total posts
	Positive review of the agency publications containing Opinions through the FRA Opinions Committee	100%
	Delivery of positive opinions by the Scientific Committee on the agency publications	100%
	Ex-ante and ex-post evaluations of projects are implemented based on the Annual Evaluation plan	80%
Evidence of the level of **staff wellbeing**	Organisation of satisfaction surveys / engagement surveys within the agency	1 every two years
	Annual average days of short-term sick leave per staff member	< 8
	Member of staff complaining under Article 90 (2) SR per 100 staff members	< 5

ANNEX XVI: Procurement Plan for operational activities - Year 2026

Budget Line	Work area	Expected Output	Type of services requested	Procurement procedure	Type of contract	Envisaged Implementation	Amount allocated for Procurement
E.3000	D.1.1 - Justice, Victims' Rights and Security	Justice	Research service in the area of AI and justice	Negotiated	Direct	Q2	€50,000
E.3000	D.3.5 - Justice, Victims' Rights and Security	Security	Research service in the area of protection of children against crime	Negotiated	Direct	Q3	€98,000
E.3000	F.2.1 - Data, Artificial Intelligence and Digitalisation	Fundamental rights compliant use of AI and implementation of the AI Act	Potential research service on deep fake AI use	Negotiated	Direct	Q3	€50,000
E.3000	F.3.2 - Data, Artificial Intelligence and Digitalisation	Fundamental rights compliant online content moderation and implementation of the Digital Services Act (DSA)	Research service on guidance for online data collection	Negotiated	Direct	Q2	€50,000
E.3500	J.3.2 - HTML Publications and translated products	Production and online communications (Graphic design services)	Graphic design services	Negotiated	FWC	Q3	€140,000
E.3600	G.2.1 - Environmental and Social Sustainability	EU corporate sustainability framework	Written expert inputs & targeted research (CSDDD guidelines)	Negotiated	Direct	Q3	€60,000
E.3600	G.2.2 - Environmental and Social Sustainability	EU corporate sustainability framework	Legal analysis (CSRD)	Negotiated	Direct	Q4	€30,000
E.3600	K.5.2 - Governance, Strategy and Impact	Strengthen inhouse legal expertise and analysis	Fundamental Rights Impact Assessments (FRIAs) Study - Development of practical instruments for conducting FRIAs tailored for specific use cases, such as assessing the impact of legislative acts or evaluating risks of operational activities in the private sector	Negotiated	Direct	Q2	€50,000
E.4010	C.2.3 - Equality, Non-Discrimination, Hate Speech and Hate Crime	Supporting Roma inclusion	Establish and test a rights-based local-level monitoring system on the situation of marginalised Roma (multi-country project funded by the EEA/Norway Grants)	Open	Direct	Q4	€775,506