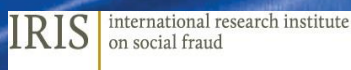




Posting of workers

Report on A1 Portable Documents
issued in 2020

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Glossary

Basic Regulation: Regulation (EC) No 883/2004 of the European Parliament and of the Council of 29 April 2004 on the coordination of social security systems.

Implementing Regulation: Regulation (EC) No 987/2009 of the European Parliament and of the Council of 16 September 2009 laying down the procedure for implementing Regulation (EC) No 883/2004 on the coordination of social security systems.

Competent Member State: The Member State in which the institution with which the person concerned is insured or from which the person is entitled to benefits is situated.

EU-28: Belgium (BE), Bulgaria (BG), the Czech Republic (CZ), Denmark (DK), Germany (DE), Estonia (EE), Ireland (IE), Greece (EL), Spain (ES), France (FR), Croatia (HR), Italy (IT), Cyprus (CY), Latvia (LV), Lithuania (LT), Luxembourg (LU), Hungary (HU), Malta (MT), the Netherlands (NL), Austria (AT), Poland (PL), Portugal (PT), Romania (RO), Slovenia (SI), Slovakia (SK), Finland (FI), Sweden (SE), and the United Kingdom (UK).

EU-27: Belgium (BE), Bulgaria (BG), the Czech Republic (CZ), Denmark (DK), Germany (DE), Estonia (EE), Ireland (IE), Greece (EL), Spain (ES), France (FR), Croatia (HR), Italy (IT), Cyprus (CY), Latvia (LV), Lithuania (LT), Luxembourg (LU), Hungary (HU), Malta (MT), the Netherlands (NL), Austria (AT), Poland (PL), Portugal (PT), Romania (RO), Slovenia (SI), Slovakia (SK), Finland (FI), and Sweden (SE).

EU-15: Belgium (BE), Denmark (DK), Germany (DE), Ireland (IE), Greece (EL), Spain (ES), France (FR), Italy (IT), Luxembourg (LU), the Netherlands (NL), Austria (AT), Portugal (PT), Finland (FI), Sweden (SE), and the United Kingdom (UK).

EU-14: Belgium (BE), Denmark (DK), Germany (DE), Ireland (IE), Greece (EL), Spain (ES), France (FR), Italy (IT), Luxembourg (LU), the Netherlands (NL), Austria (AT), Portugal (PT), Finland (FI), and Sweden (SE).

EU-13: Bulgaria (BG), the Czech Republic (CZ), Estonia (EE), Croatia (HR), Cyprus (CY), Latvia (LV), Lithuania (LT), Hungary (HU), Malta (MT), Poland (PL), Romania (RO), Slovenia (SI), and Slovakia (SK).

EFTA countries: Iceland (IS), Liechtenstein (LI), Norway (NO), and Switzerland (CH).

Persons covered by Article 12 of the Basic Regulation: Article 12 relates to employed persons who are employed by an employer which normally carries out its activities in a Member State and who are posted by that employer to another Member State to perform work on its behalf, and persons who normally pursue an activity as a self-employed person in a Member State who go to pursue a similar activity in another Member State.

Persons covered by Article 13 of the Basic Regulation: These persons pursue an activity as an employed/self-employed person in two or more Member States.

Portable Document (PD) A1: This certificate proves that the social security legislation of the issuing Member State applies and confirms that this person has no obligations to pay contributions in another Member State.

Summary of main findings

The main principle of the EU rules on social security coordination¹ is that persons are subject to the legislation of a single Member State² only. If the person works, the legislation of the Member State applies where the economic activity is carried out (*'lex loci laboris'*). In some very specific situations, other criteria apply. Such situations include, *inter alia*, 1) employed persons who are employed by an employer which normally carries out its activities in a Member State and who are posted by that employer to another Member State to perform work on its behalf (Article 12(1) of the Basic Regulation), 2) persons who normally pursue an activity as a self-employed person in a Member State who go to pursue a similar activity in another Member State (Article 12(2) of the Basic Regulation); and 3) persons who pursue an activity as an employed/self-employed person in two or more Member States (Article 13 of the Basic Regulation).³ In case of Article 12 of the Basic Regulation, the social security legislation of the Member State where the employer normally carries out its activities continues to apply for up to 24 months. In case of Article 13 of the Basic Regulation, special rules for persons who are normally employed, self-employed, or both employed and self-employed in two or more Member States are laid down to ensure that the social security legislation of only one Member State is applicable.

In above cases, a so-called 'Portable Document A1 (PD A1)' is issued.⁴ This certificate proves that the social security legislation of the issuing Member State applies and confirms that the person concerned has no obligations to pay social security contributions in another Member State. The current legal framework provides that the employer or the person concerned must inform the competent authorities about their planned transnational activities, whenever possible before these activities take place. Subsequently, after verification of several conditions, a PD A1 will be provided by the competent authorities.⁵ In practice, authorities are not always informed about these transnational activities. Consequently, there might be a discrepancy between the number of PDs A1 issued and the actual number of persons being sent abroad. The report for reference year 2019 concluded that it is likely that this difference has narrowed in recent years. Indeed, some Member States have laid down sanctions in their national legislation for not having a PD A1 and/or carry out far more inspections on having a PD A1. In addition, the communication of competent authorities concerning the application for a PD A1 when making a 'business trip' to another EU/EFTA country may also have a direct impact.

The impact of COVID-19

Intra-EU labour mobility has experienced a strong upward evolution during the last fifteen years. This concerns not only permanent labour mobility but also several types of temporary labour mobility, such as seasonal work, commuting, providing services abroad (i.e., posting), working in two or more Member States, etc. However, the COVID-19 pandemic

¹ Regulation (EC) No 883/2004 of 29 April 2004 on the coordination of social security systems (also referred to as Basic Regulation) and Regulation (EC) No 987/2009 of 16 September 2009 laying down the procedure for implementing Regulation (EC) No 883/2004 on the coordination of social security systems (also referred to as Implementing Regulation).

² The term "Member State" is used in this report to indicate the 27 countries belonging to the European Union (EU) in reference year 2020, the European Economic Area (EEA), Switzerland and the UK.

³ See EC (2013), *Practical guide on the applicable legislation in the European Union (EU), the European Economic Area (EEA) and in Switzerland*.

⁴ For instance, in cases subject to Article 13 of the Basic Regulation, the person concerned must inform the relevant institution in the Member State of residence, which will launch the procedure for determining the applicable legislation. Once the competent Member State has been identified, it will issue a PD A1.

⁵ Under the CJEU case-law (see e.g. Case C-202/97, FTS, paragraph 51 EU:C:2000:75) the competent authority needs to carry out a proper assessment of the facts relevant to the application of the rules for determining the applicable social security legislation and, consequently, to guarantee the correctness of the information contained in the PD A1.

and the restrictions on freedom of movement imposed by Member States in order to stem the spread of the virus had an enormous impact on labour mobility in the EU/EFTA (including the UK).⁶ In that respect, it comes as no surprise that the number of PDs A1 issued show a sharp decline in 2020 (*Figure 1*). In 2020, some 3.76 million PDs A1 were issued by the competent institutions in the EU/EFTA countries and the UK. Consequently, the overall number of PDs A1 issued decreased by almost 900,000 PDs A1 or almost one fifth compared to 2019.

The confinement measures during the COVID-19 pandemic resulted in an increase in telework activities⁷, not only by workers residing in the same EU/EFTA country as their country of employment but also by all types of cross-border workers in the EU/EFTA (temporarily) working in a country other than their country of residence.⁸ Especially for the latter group, this new situation may have had effects on the determination of the applicable social security legislation. Consequently, measures were taken at national and EU-level to limit the impact on cross-border workers who were obliged to telework.⁹ For instance, several Member States decided, on a unilateral basis or in agreement with one or more other Member States, that the obligation to telework in the Member State of residence would not lead to a change of the applicable legislation. Furthermore, a guidance note was adopted in June 2020 by the Administrative Commission (AC 074/20). A year later, at the June 2021 meeting of the Administrative Commission, these guidelines were extended until 31 December 2021.¹⁰

The guidance note of the Administrative Commission states that “in case of COVID-19 telework, ... application for and issuance of a PD A1 is only necessary in case of an explicit request from a competent institution, including institutions in the Member State of telework.” Consequently, the increase in teleworking by cross-border workers has not led to a massive application for a PD A1. Moreover, the Commission underlined in a Communication concerning the exercise of the free movement of workers during COVID-19 that in cases where the social security legislation applicable to frontier workers is to be changed, the worker may request an exception stipulated in Article 16 of the Basic Regulation.¹¹ Especially in Germany, Ireland, Latvia, Lithuania, Romania, and Slovenia there has been a significant increase in the number of PDs A1 issued under Article 16. Nonetheless, in total only some 18,400 PDs A1 were issued under Article 16. This is lower compared to the total for 2019 (18,995 PDs A1). Finally, it should be noted that when the flexibility measures come to an end, this may have a significant impact on the applicable legislation of cross-border workers¹² and probably also on the number of PDs A1 issued (under Article 13 or under Article 16, or even under Article 12).

⁶ Hassan, E., Fries-Tersch, E., Jones, M. and Siöland, L. (2022), *Annual Report on Intra-EU Labour Mobility 2021*, Network Statistics FMSSFE, on behalf of the European Commission - DG EMPL. See chapter 3 on ‘COVID-19 and intra-EU labour mobility’.

⁷ In 2020, 12% of employed people aged 20-64 in the EU usually worked from home, while this share had remained constant at around 5 or 6% over the past decade ([Eurostat data](#)).

⁸ No data are available on the number of teleworking ‘mobile’ workers in the EU/EFTA.

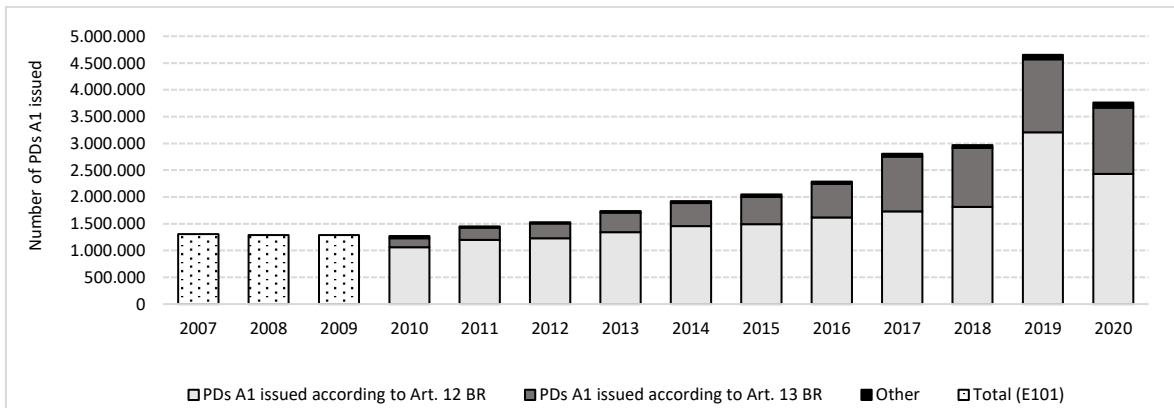
⁹ For more information see [European Labour Authority](#) (2021), *Impact of teleworking during the COVID-19 pandemic on the applicable social security: Overview of measures and/or actions taken in the EU Member States to facilitate a flexible approach to the applicable social security of teleworking cross-border workers*.

¹⁰ In December 2021 the Administrative Commission extended the time window of application of the guidance note until 30 June 2022.

¹¹ [European Commission](#) (2020), *Communication from the Commission Guidelines concerning the exercise of the free movement of workers during COVID-19 outbreak* (2020/C 102 I/03) – see point 8.

¹² E.g. a frontier worker who is teleworking three days a week. Under the social security coordination rules, an employee is insured in the Member State of residence, if during a period of 12 months, more than 25% of the working time takes place in the Member State of residence. Accordingly, if the Member State of residence becomes the place where the frontier workers is predominantly working, it may influence the competent Member State as regards social security.

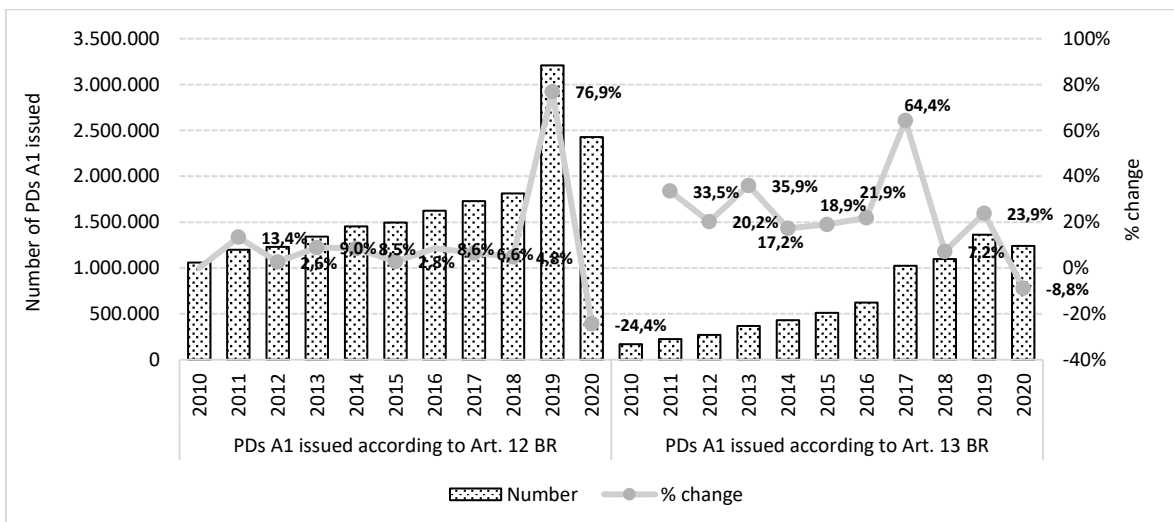
Figure 1 - Evolution of the number of PDs A1 issued, by type, 2007-2020



Source: Administrative data PD A1 Questionnaire 2021 and previous years

By far the most PDs A1 were issued according to Article 12 (some 2.4 million PDs A1). In addition, approximately 1.24 million PDs A1 were issued according to Article 13 and finally only 94 thousand PDs A1 to other categories. During the last decade there was a strong and continuous growth in the number of PDs A1 issued under Article 13 as well as in 2019 an enormous increase of the number of PDs A1 issued under Article 12 (Figure 2). In 2020, the number of PDs A1 issued according to Article 12 decreased by some 780,000 PDs A1 and those issued according to Article 13 ‘only’ by some 120,000 PDs A1. Consequently, the decrease of the number of PDs A1 issued according to Article 13 (- 9%) is much smaller than that for the PDs A1 issued according to Article 12 (-24%). Most PDs A1 under Article 13 are issued for activities in road freight transport. During the COVID-19 pandemic, this proved to be one of the most essential sectors. Whereas several sectors came to a complete standstill, road freight transport has been a sector that had continued activities. This might be a possible explanation for the smaller decrease in the number of PDs A1 issued under Article 13. Finally, it should be noted that despite the fact that the number of PDs A1 granted in 2020 fell sharply compared to 2019, these numbers are still higher than 2018 and earlier.

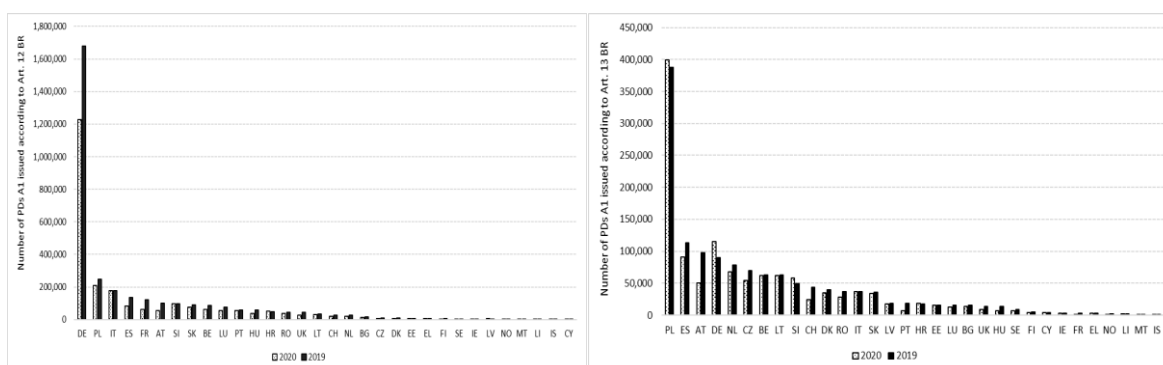
Figure 2 - Number of PDs A1 issued and percentage change, by type, 2010-2020



Source: Administrative data PD A1 Questionnaire 2021 and previous years

The two main issuing Member States were Germany (1.4 million PDs A1 issued) and Poland (618 thousand PDs A1 issued) (Figure 3). These two Member States issued more than half of the total number of PDs A1. However, they have a completely different profile. Germany mainly issued PDs A1 according to Article 12, representing more than half of the total number of PDs A1 issued by the application of this provision. This is in contrast to Poland, which is the main issuing Member State of PDs A1 issued to persons covered by Article 13.

Figure 3 - Number of PDs A1 issued, breakdown by type and issuing Member State, 2019-2020



Source: Administrative data PD A1 Questionnaire 2021 and 2020

All 'main' issuing Member States of a PD A1 under Article 12 show a sharp decline in 2020 (Figure 3): Germany (-27%), Poland (-16%), Spain (-40%), France (-51%), and Austria (-46%). Only Croatia (+8%), Latvia (+63%), Slovenia (+3%), and Liechtenstein (+60%) issued more certificates under Article 12 compared to 2019. All countries, except the Netherlands (+78%),¹³ received a much lower number of PDs A1 issued to persons falling under Article 12. One striking observation is that both Poland (+3%) and Germany (+28%) issued more PDs A1 under Article 13 in 2020 compared to 2019.¹⁴ This was also the case for Slovenia (+18%), Estonia (+1.5%), and Iceland (+3%). Other major competent Member States such as Spain (-19%) and Austria (-49%) issued significantly less PDs A1.

PDs A1 issued under Article 12

The detailed breakdown of the information provided by the issuing Member States on the PDs A1 issued according to Article 12, if exhaustively completed, results in a similar view by receiving Member State. Most persons covered by Article 12 were sent to Germany, the Netherlands, France, Austria, Switzerland, and Belgium. A PD A1 under Article 12 is mainly issued by and to EU-14 Member States. Indeed, some three out of four of PDs A1 under Article 12 were granted by the EU-14 and some 80% were received by the EU-14.

For the first time, Germany has reported data by sector of activity. This has completely changed the distribution by sector compared to previous years. About 38% of the PDs A1 under Article 12 were granted for services in the industry (excluding the construction sector), some 37% for activities in the service sector and 'only' 24% for services in the construction sector (compared to some four out of ten PDs A1 in previous years). If Germany is excluded from the total or if the EU-13 average is taken into account, the construction sector still appears to be the most important sector. For instance, almost one out of two PDs A1 issued by an EU-13 Member State according to Article 12 relates to a person active in the construction sector. Persons with a PD A1 granted by an EU-14 Member State mainly provided activities in the service sector. Persons for whom a PD A1 under Article 12 has been issued by the Czech Republic, Estonia, Latvia, Luxembourg, Hungary, Poland, Romania, Slovenia, and Slovakia are mainly active in the construction sector. While persons with a PD A1 from Germany, Belgium, France, Lithuania, Malta, the Netherlands, Sweden, Iceland, and Liechtenstein mainly provide activities in the service sector.

Under the current rules on social security coordination the period that persons are pursuing an activity covered by Article 12 is set at a maximum of 24 months. In practice, the average duration was some 100 days per PD A1. Furthermore, one individual employed/self-employed person was sent abroad 1.7 times in 2020.

¹³ As result of the high number of PDs A1 issued by Germany to provide activities in the Netherlands, compared to 2019.

¹⁴ Based on statistics published by Eurostat, it can be observed that Poland dominates transnational road freight transport in the EU.

On average 4.5% of the persons covered by Article 12 were self-employed. However, there are some strong differences between the sending Member States. For instance, almost one out of two PDs A1 issued by Slovakia is granted to a self-employed person.

In 2020, some 0.4% of EU employment could be related to the employment of persons covered by Article 12 (*Figure 4*). Some Member States, and within these Member States some specific sectors of activity, in particular the construction sector, are confronted with a significantly high percentage of incoming or outgoing persons covered by Article 12. More specifically, the Slovenian construction sector sends a high percentage of its employed population abroad. Furthermore, several host Member States such as Belgium, Luxembourg, and Austria have a high share of posted workers in their construction sector.¹⁵

PDs A1 issued under Article 13

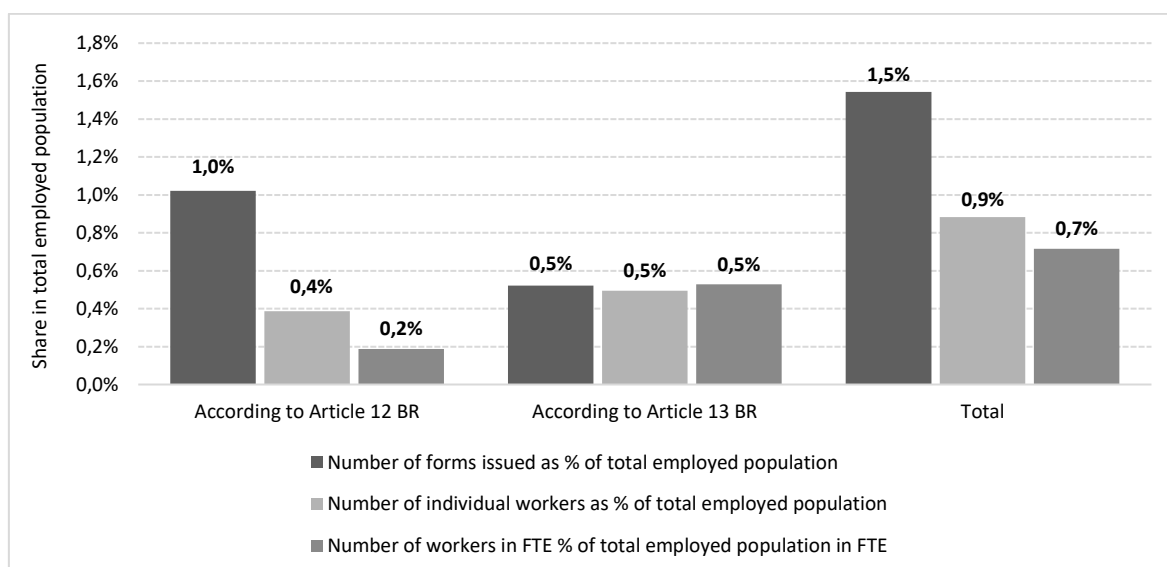
Some 9 out of ten of the PDs A1 issued according to Article 13 relate to persons employed in different Member States.

Some 50% of the A1 certificates issued according to Article 13 were provided to persons employed in the road freight transport sector. For instance, some 210 thousand PDs A1 were issued by Poland to persons employed in the road freight transport sector. Especially a high percentage of truck drivers employed in Slovenia, Luxembourg, Poland, Croatia, and Slovakia are active in two or more Member States.

Article 13 does not set a maximum period for employment or self-employment in two or more Member States. The average duration persons pursue an activity in two or more Member States was some 300 days per PD A1 and even almost a complete year per individual person.

Finally, an equivalent of 0.5% of EU employment could be related to the employment of persons active in two or more Member States (*Figure 4*).

Figure 4 - Share of PDs A1 in national employment, 2020



Source: Administrative data PD A1 Questionnaire 2021

¹⁵ See also [De Wispelaere, F., De Smedt, L. & Pacolet, J. \(2021\), Posting of workers - Collection of data from the prior notification tools - Reference year 2019, Network Statistics FMSSFE, Brussels: European Commission.](https://ec.europa.eu/social/main.jsp?catId=738&langId=en&pubId=8416&furtherPubs=yes)

1. Introduction

This report presents the data on the number of Portable Documents A1 (PDs A1), which replaced the E101 forms,¹⁶ provided by Member States during reference year 2020.^{17,18} According to Article 19 of the Implementing Regulation this certificate is provided by the competent Member State at the request of the employer or the person concerned. It establishes the presumption that the holder is affiliated to the social security system of the Member State which has issued the certificate. Consequently, it confirms that the person concerned has no obligations to pay contributions in another Member State. PDs A1 are used for various cases: pursuing activities in another Member State on the basis of Article 12; pursuing activities in two or more Member States on the basis of Article 13; 'Article 16 agreements'; civil servants; mariners; flight or cabin crew members; contract staff of the EU. With regard to the granting of a PD A1, the Administrative Commission lays down the structure, content, format and detailed arrangements for the exchange of documents,¹⁹ and the Implementing Regulation sets out the information policy affecting the granting of a PD A1.²⁰ Nonetheless, Member States still have an important margin of discretion for designing their internal PD A1 granting procedure.

The collected data provide detailed information on the size, the characteristics and impact of intra-EU posting according to Article 12 of the Basic Regulation and of persons who are active in two or more Member States under Article 13 of the Basic Regulation. Nonetheless, it should be acknowledged that the PD A1 data only provide an indicative picture of the actual number of postings taking place both under the Coordination Regulations and the Posting of Workers Directive²¹. First, differences exist in the notion of 'posted' used by the Basic Regulation compared to the Posting of Workers Directive, thus covering a different range of persons. Furthermore, in some cases, a posting may take place without the institutions being informed of it. Consequently, the number of PDs A1 issued may depend on the number of inspections performed by the enforcement bodies in the host Member State, to what extent host Member States implemented sanctions in case of failure to show a PD A1 but also to what extent posting undertakings are aware of the application procedures (see Section 1.3).

1.1. Brief overview of the legal framework

According to the social security coordination regulations, the social security legislation of the Member State in which the employee or self-employed person is working applies. Nevertheless, as regards persons covered by Article 12 of the Basic Regulation, there is an exception to this principle given that the social security legislation of the Member State where the employer normally carries out its activities continues to apply for up to 24 months. The purpose of these provisions is to avoid an administrative burden for workers, employers

¹⁶ Since 1 May 2010, E101 forms have been replaced by PDs A1 by Regulation (EC) No 883/2004 on the coordination of social security systems. However, these new rules have been applied to nationals of Switzerland since 1 April 2012, and to nationals of Norway, Iceland and Liechtenstein since 1 June 2012.

¹⁷ The Network would like to thank all delegations of the Administrative Commission for providing these data. Moreover, we would like to thank the Commission and the Administrative Commission for remarks, comments and exchanges on previous versions.

¹⁸ See Annex III for the content of the PD A1 Questionnaire. The questionnaire also asks whether Member States are aware of cases of fraud or error with regard to the provisions on the PD A1. An analysis of the replies can be found in the thematic report on fraud and error (Jorens *et al.* (2021), *Fraud and error in the field of EU social security coordination*, Network Statistics FMSSFE, European Commission – DG EMPL).

¹⁹ Administrative Commission Decision No A1 of 12 June 2009.

²⁰ See Articles 15 and 19 of Regulation (EC) No 987/2009.

²¹ Directive 96/71/EC of the European Parliament and of the Council of 16 December 1996 concerning the posting of workers in the framework of the provision of services as amended by Directive (EU) 2018/957.

and social security institutions.²² In addition, it protects posted workers by keeping their insurance record stable. Furthermore, Article 13 of the Basic Regulation lays down special rules for persons who are normally employed, self-employed, or both employed and self-employed in two or more Member States, in order to ensure that the social security legislation of only one Member State is applicable. On the basis of Article 11 (5) of the Basic Regulation, for flight or cabin crew members the applicable legislation is determined by their 'home base'. Finally, Article 16 (1) of the Basic Regulation permits the competent authorities of two or more Member States to reach agreements dealing with exceptions to the rules governing the applicable legislation.

1.2. Content of the PD A1 report

This report presents a general overview of the number of PDs A1 issued (*Chapter 2*) and in particular those issued related to persons covered by Article 12 (*Chapter 3*). This is done by providing a breakdown by classification of the sending and receiving Member State, by type status, by sector of activity and by focusing on the impact on the national labour market of the sending and receiving Member State. Furthermore, data are reported on the number of individual persons involved and the duration persons are pursuing an activity abroad, in order to gain a better insight into the impact of persons covered by Article 12. In addition, more detailed figures on persons who are active in two or more Member States under Article 13 have become available over the years (*Chapter 4*). Finally, cases of fraud or error are reported in *Chapter 5*.

Almost all Member States provided detailed figures on the number of PDs A1 issued.²³ Only Switzerland did not provide a breakdown by receiving Member State for the PDs A1 issued according to Article 12. With regard to the collection of more detailed figures on the PDs A1 issued according to Article 12, 23 Member States provided a breakdown by sector of economic activity. Furthermore, 22 and 19 Member States respectively were able to provide data on the number of individual employed/self-employed persons and on the duration persons are pursuing an activity covered by Article 12. With regard to the collection of more detailed figures on the PDs A1 issued to persons active in two or more Member States 15 Member States provided a breakdown by sector of economic activity, 22 Member States reported the number of individual persons active in two or more Member States and 19 Member States provided data on the duration. The above response rates indicate that the image presented for some indicators is incomplete due to missing data from several Member States. This is of course not without consequence for the robustness of the overall conclusions.

As of 1 February 2020, the United Kingdom is no longer part of the European Union. This has a significant impact on the dissemination of statistics. In all thematic reports, the EU-27 aggregate (excluding the UK) is produced for 2020. Accordingly, the text of the report describing the quantitative findings focusses on the EU-27 aggregate. Data before 1 February 2020 refers to periods when the UK was a Member State, and therefore remains valid. Therefore, when discussing the evolution of the number of PDs A1, both the EU-27 aggregate and the EU-28 aggregate is reported for reference years 2019 and earlier.

²² See recital 1 of Administrative Commission Decision No A2 of 12 June 2009. Moreover, recital 2 of the same decision states that “the provisions of Article 12 of Regulation (EC) No 883/2004 ... aim in particular to facilitate the freedom to provide services for the benefit of employers which post workers to Member States other than that in which they are established, as well as the freedom of workers to move to other Member States. These provisions also aim at overcoming the obstacles likely to impede freedom of movement of workers and at encouraging economic interpenetration whilst avoiding administrative complications, especially for workers and undertakings.”

²³ Figures for Greece and Cyprus apply to reference year 2018. Figures for Italy apply to reference year 2019.

1.3. Some important methodological remarks

The statistics that become publicly available by collecting data on PD A1 are nearly the only source of comparable information at European level to estimate the number of postings/posted workers. Consequently, these data are frequently used by scholars as well as in political debates. When using and citing these data, it is of utmost importance that the limitations of these figures are clearly described.

Firstly, the reader's attention is drawn to the fact that differences exist in the notion of 'posted' used by the Basic Regulation compared to the Posting of Workers Directive (Directive 96/71/EC)²⁴. Consequently, persons might be 'posted' under the Basic Regulation but not in the meaning of the Directive. For instance, self-employed persons falling under Article 12 (2) of the Basic Regulation are not covered by the Posting of Workers Directive. In addition, workers who are sent temporarily to work in another Member State, but do not provide services there, are not covered by the Posting of Workers Directive. This is the case, for example, for workers on business trips (when no service is provided), attending conferences, meetings, fairs, following training etc. In contrast, persons might also be posted under the Posting of Workers Directive and not under the Basic Regulation. For instance, workers who pursue an activity in two or more Member States (Article 13 of the Basic Regulation) may fall under the terms and conditions of the Posting of Workers Directive. Furthermore, according to the EU rules on social security coordination, workers who at the outset will be posted for a period of longer than two years fall outside the posting provisions of the Regulation, and in such case they need to be socially insured in the host Member State, unless a specific agreement under Article 16 of the Basic Regulation is concluded. Hence, in the absence of such agreement, they no longer need a PD A1, and these workers will not appear in the related data. In this regard, data on incoming posting undertakings and posted workers registered by national declaration tools may complement the data on posting provided by the A1 certificate. Since 2018, such data are collected at EU level.²⁵

Secondly, a posting undertaking which posts a worker to another Member State, or in the case of a self-employed person the person himself/herself, must contact the competent institution in the sending Member State and wherever possible this should be done in advance of the posting. This obligation is defined by Article 15 (1) of the Implementing Regulation. Nonetheless, in some cases, a posting may take place without the institutions being informed of it or the PD A1 is awarded with retroactive effect. This creates a discrepancy between the number of PDs A1 issued according to Article 12 and the actual number of persons being sent abroad on the basis of Article 12. Nevertheless, some Member States, such as France²⁶ and Austria, recently seem to be much stricter in their judgment of having a PD A1 as a condition for being legally posted. They implemented sanctions in case of failure to show a PD A1 and/or are currently carrying out far more inspections on having a PD A1. As there are often high administrative sanctions in the event that no proof can be delivered, it might be an incentive for posting undertakings to ask for a PD A1. This also applies for business trips.²⁷ Above measures may have a positive impact

²⁴ Directive 96/71/EC of the European Parliament and of the Council of 16 December 1996 concerning the posting of workers in the framework of the provision of services.

²⁵ See [De Wispelaere, F., De Smedt, L. & Pacolet, J.](#) (2021), *Posting of workers - Collection of data from the prior notification tools - Reference year 2019*, Network Statistics FMSSFE, Brussels: European Commission.

²⁶ Article L 114-15-1 of the 'Code de la sécurité sociale'.

²⁷ See the [Practical Guide on Posting](#) (EC, 2019) (section 2.4. "What about 'business trips' to another Member State? Are the rules on posting applicable to any mission abroad of workers?"): "As far as the coordination of social security is concerned, Regulations (EC) No 883/2004 and 987/2009 provide that, for every cross-border work-related activity (including 'business trips') the employer, or any self-employed person concerned, is under the obligation to notify the competent (home) Member State, whenever possible in advance, and obtain a Portable Document A1. That obligation covers any economic activity, even if only of short duration. These Regulations do not provide for any exceptions for business trips either."

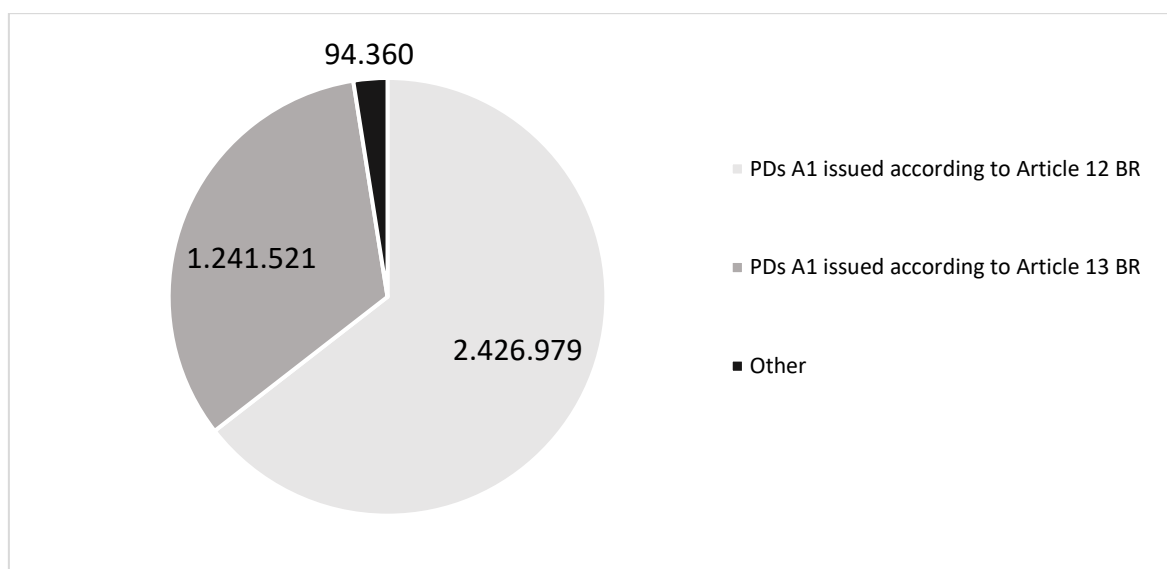
on the compliance with Article 15 of the Implementing Regulation. As a result, the discrepancy between the number of PDs A1 issued and the actual number of mobile persons covered by Articles 12 or 13 of the Basic Regulation is likely to have narrowed (slightly) over the past few years. From a statistical point of view this improves the data accuracy.

2. An overall picture of the number of PDs A1 issued

2.1. Number of PDs A1 issued in 2020

In 2020, the reporting Member States at the request of the employer or the person concerned issued more than 3.76 million PDs A1. Approximately 2.4 million PDs A1 were applicable to persons covered by Article 12 (*Figure 1*). The number of certificates issued to persons covered by Article 13 amounted to some 1.2 million PDs A1. The remaining PDs A1 were applicable to other categories (some 94,400 PDs A1), mainly issued to civil servants (58,343 PDs A1) as well as to persons covered by an 'Article 16 Agreement' (18,384 PDs A1).

Figure 1 - Total number of PDs A1 issued, breakdown by type, 2020



Source: Administrative data PD A1 Questionnaire 2021

Germany provided nearly 1.4 million PDs A1 in 2020, which is by far the highest number, compared to other EU/EFTA countries and the UK (*Table 1*). The second most important issuing Member State is Poland (617,772 PDs A1 issued). These two Member States granted more than half of the total number of PDs A1. Italy (2019 data) issued more than 200,000 PDs A1 while Spain, Slovenia, Belgium, Slovakia and Austria all issued less than 200,000 but more than 100,000 PDs A1.

Eight Member States granted less than 100,000 but more than 50,000 PDs A1 (the Czech Republic, France, Croatia, Lithuania, Luxembourg, the Netherlands, Portugal, and Romania). Bulgaria, Denmark, Estonia, Latvia, Hungary, Sweden, the UK and Switzerland issued less than 50,000 but more than 10,000 PDs A1. Finally, Ireland, Greece (2018 data), Cyprus (2018 data), Malta, Finland, Iceland, Liechtenstein and Norway issued less than 10,000 PDs A1 each.

When making a distinction between EU-14 Member States and EU-13 Member States, we observe that some 2.4 million PDs A1 were issued by the EU-14 Member States and some 1.3 million PDs A1 by the EU-13 Member States.

Some two out of three PDs A1 were provided according to Article 12 (*Table 2*). However, there are some clear differences between EU-14 and EU-13 Member States when analysing the distribution by type of case in which a PD A1 is granted. More than three out of four PDs A1 provided by EU-14 Member States are issued to persons covered by Article 12. The relative importance of Article 12 in the total number of PDs A1 issued is much lower for the EU-13 Member States. Indeed, more PDs A1 were issued under Article 13 (55%) than under Article 12 (43%) by the EU-13. A similar picture in which the number of PDs A1 issued under Article 13 (54%) exceeds the number issued under Article 12 (43%) emerges for the EFTA.

A total of 15 countries²⁸ mainly issued a PD A1 to persons covered by Article 12. Especially France (98% of its total), Germany (88% of its total) and Portugal (88% of its total) issued a high number of certificates in relation to persons covered by Article 12. The other countries, with the exception of Malta, mainly issued the certificate to persons covered by Article 13. More than eight out of ten PDs A1 issued by the Czech Republic and Cyprus (2018 data) concerned persons covered by Article 13. Poland, one of the main issuing Member States, granted some 34% of the PDs A1 by applying Article 12 and some 65% of the PDs A1 by applying Article 13. Only Malta issued the majority of PDs A1 for other situations, particularly for mariners.

Although this makes up the majority of cases, a PD A1 is not solely provided by competent administrations through the application of Articles 12 and 13 of the Basic Regulation. For instance, both Germany (42,829 PD) and Poland (9,081 PDs A1) issued a high number of PDs A1 to civil servants. Malta (5,477 PDs A1) and Croatia (1,267 PDs A1) issued a relatively high number of PDs A1 to mariners. Furthermore, Denmark (2,029 PDs A1) issued a high number of PDs A1 to flight or cabin crew members compared to other Member States. The Administrative Commission in its meeting of October 2017 adopted some amendments to the content of the A1 certificate. It was agreed to extend the scope of the PD A1 to situations where an employed or self-employed person carries out his/her activities in only one Member State. In 2020, 1,970 PDs A1 were provided by the competent authorities because of this situation, mainly by the Czech Republic, Switzerland, Slovenia and Sweden. Finally, the Commission underlined in a Communication concerning the exercise of the free movement of workers during the COVID-19 pandemic that in cases where the social security legislation applicable to the frontier workers is to be changed, the worker may request an exception stipulated in Article 16 of the Basic Regulation.²⁹ In 2020, some 18,400 PDs A1 were issued under Article 16. This is lower than the total for 2019 (18,995 PDs A1). In Lithuania, Romania, and Slovenia in relative terms (% change compared to 2020) and in Germany, Ireland and Latvia in absolute terms, there has been a significant increase in the number of PDs A1 issued under Article 16.

²⁸ Germany, Greece, France, Croatia, Italy, Luxembourg, Hungary, Austria, Portugal, Romania, Slovenia, Slovakia, the United Kingdom, Iceland, and Norway.

²⁹ [European Commission](#) (2020), *Communication from the Commission Guidelines concerning the exercise of the free movement of workers during COVID-19 outbreak* (2020/C 102 I/03) – see point 8.

Table 1 - Total number of PDs A1 issued by the competent Member States, breakdown by type, 2020

| Sending MS | Employed, active under Article 12(1) | Self-employed, active under Article 12(2) | Sum persons active under Article 12 | Employed, working in two or more States | Self-employed, working in two or more States | Working as an employed person and as a self-employed person in different States | Working as a civil servant in one State and as an employed/self-employed person in one or more other States | Sum active in two or more States | Civil servant | Contract staff | Mariner | Flight or cabin crew member | Exception (Art. 16) | Working as an employed / self-employed person in only one Member State | Sum others | Total |
|--------------|--------------------------------------|---|-------------------------------------|---|--|---|---|----------------------------------|---------------|----------------|---------------|-----------------------------|---------------------|--|---------------|------------------|
| EU-27 | 2,277,922 | 100,910 | 2,378,832 | 1,080,738 | 107,086 | 13,907 | 4,318 | 1,206,049 | 57,565 | 131 | 11,043 | 3,979 | 16,576 | 1,512 | 90,806 | 3,675,687 |
| EU-14 | 1,766,398 | 47,326 | 1,813,724 | 452,211 | 30,996 | 6,333 | 4,006 | 493,546 | 46,152 | 131 | 2,888 | 3,405 | 12,516 | 431 | 65,523 | 2,372,793 |
| EU-13 | 511,524 | 53,584 | 565,108 | 628,527 | 76,090 | 7,574 | 312 | 712,503 | 11,413 | 0 | 8,155 | 574 | 4,060 | 1,081 | 25,283 | 1,302,894 |
| EFTA | 20,546 | 591 | 21,137 | 24,891 | 649 | 1,221 | 130 | 26,891 | 374 | <5 | 73 | 18 | 825 | 458 | 1,749 | 49,777 |
| Total | 2,318,853 | 108,126 | 2,426,979 | 1,111,814 | 109,342 | 15,917 | 4,448 | 1,241,521 | 58,343 | 132 | 11,454 | 4,077 | 18,384 | 1,970 | 94,360 | 3,762,860 |
| BE | 54,406 | 6,397 | 60,803 | 54,268 | 6,425 | 689 | 410 | 61,792 | 399 | 0 | 48 | 151 | 646 | 0 | 1,244 | 123,839 |
| BG | 11,772 | 91 | 11,863 | 13,163 | 129 | 229 | 0 | 13,521 | 227 | 0 | 49 | <5 | 71 | 41 | 389 | 25,773 |
| CZ | 4,969 | 1,273 | 6,242 | 39,747 | 10,999 | 2,934 | 43 | 53,723 | 466 | 0 | 0 | 21 | 237 | 517 | 1,241 | 61,206 |
| DK | 6,018 | 123 | 6,141 | 33,751 | 427 | 224 | 90 | 34,492 | 226 | 0 | 136 | 2,029 | 455 | 110 | 2,956 | 43,589 |
| DE | 1,220,306 | 13,897 | 1,234,203 | 106,938 | 4,202 | 1,784 | 2,073 | 114,997 | 42,829 | 0 | 5 | 955 | 4,394 | 0 | 48,183 | 1,397,383 |
| EE | 6,240 | 14 | 6,254 | 15,718 | 75 | 25 | <5 | 15,821 | 99 | 0 | 15 | <5 | 8 | 6 | 131 | 22,206 |
| IE | 2,416 | 253 | 2,669 | 2,718 | 283 | 51 | 8 | 3,060 | 67 | 0 | 0 | 48 | 250 | 0 | 365 | 6,094 |
| EL | 6,504 | 79 | 6,583 | 2,043 | 515 | 83 | 6 | 2,647 | 21 | 0 | 0 | 0 | 0 | 0 | 21 | 9,251 |
| ES | 76,453 | 5,409 | 81,862 | 84,364 | 6,883 | 75 | <5 | 91,322 | 788 | 0 | 731 | 24 | 1,623 | 0 | 3,166 | 176,353 |
| FR | 60,214 | 65 | 60,279 | 415 | 7 | 21 | 0 | 443 | 71 | 0 | 384 | 0 | 500 | 0 | 955 | 61,677 |
| HR | 49,928 | 128 | 50,056 | 17,762 | 369 | 211 | 24 | 18,366 | 82 | 0 | 1,267 | 40 | 1,519 | <5 | 2,909 | 71,331 |
| IT | 161,800 | 14,108 | 175,908 | 33,578 | 2,984 | 504 | 66 | 37,132 | 519 | 5 | 15 | 17 | 2,027 | 5 | 2,588 | 215,628 |
| CY | 75 | 6 | 81 | 3,313 | 52 | 503 | 0 | 3,868 | 30 | 0 | 50 | 0 | 11 | 0 | 91 | 4,040 |
| LV | 4,272 | 10 | 4,282 | 17,360 | 258 | 196 | 0 | 17,814 | 69 | 0 | 676 | 0 | 912 | 5 | 1,662 | 23,758 |
| LT | 30,954 | 146 | 31,100 | 62,102 | 48 | 13 | 0 | 62,163 | 5 | 0 | 428 | 0 | 30 | 0 | 463 | 93,726 |
| LU | 53,837 | 253 | 54,090 | 11,432 | 242 | 600 | 10 | 12,284 | <5 | 0 | 36 | 0 | 1,407 | 0 | 1,444 | 67,818 |
| HU | 36,835 | 208 | 37,043 | 6,012 | 211 | 509 | 0 | 6,732 | 370 | 0 | 0 | 0 | 80 | 85 | 535 | 44,310 |
| MT | 264 | 31 | 295 | 744 | 15 | 29 | <5 | 790 | 17 | 0 | 5,477 | 358 | 5 | 56 | 5,913 | 6,998 |
| NL | 16,270 | 2,232 | 18,502 | 59,102 | 7,076 | 1,034 | 92 | 67,304 | 0 | 124 | 806 | 73 | 0 | 0 | 1,003 | 86,809 |
| AT | 49,504 | 4,098 | 53,602 | 47,482 | 1,331 | 1,022 | 329 | 50,164 | 417 | 0 | 0 | 10 | 567 | 36 | 1,030 | 104,796 |
| PL | 194,612 | 13,352 | 207,964 | 344,385 | 54,541 | 626 | 186 | 399,738 | 9,081 | 0 | 10 | 135 | 810 | 34 | 10,070 | 617,772 |
| PT | 53,713 | 85 | 53,798 | 6,686 | 164 | <5 | 0 | 6,851 | 0 | 0 | 0 | <5 | 182 | 0 | 183 | 60,832 |
| RO | 37,537 | 22 | 37,559 | 28,227 | 45 | 37 | 0 | 28,309 | 510 | 0 | 169 | 0 | 112 | 0 | 791 | 66,659 |
| SI | 95,958 | 2,382 | 98,340 | 54,488 | 2,480 | 764 | 41 | 57,773 | 352 | 0 | 14 | 7 | 52 | 333 | 758 | 156,871 |
| SK | 38,108 | 35,921 | 74,029 | 25,506 | 6,868 | 1,498 | 13 | 33,885 | 105 | 0 | 0 | 9 | 213 | 3 | 330 | 108,244 |
| FI | 3,116 | 218 | 3,334 | 3,761 | 271 | 41 | 47 | 4,120 | 400 | 0 | 297 | 60 | 347 | 70 | 1,174 | 8,628 |
| SE | 1,841 | 109 | 1,950 | 5,673 | 186 | 204 | 872 | 6,935 | 414 | <5 | 430 | 37 | 118 | 210 | 1,211 | 10,096 |
| UK | 20,385 | 6,625 | 27,010 | 6,185 | 1,607 | 789 | <5 | 8,581 | 404 | <5 | 338 | 80 | 983 | 0 | 1,805 | 37,402 |
| IS | 84 | 38 | 122 | 17 | 10 | 6 | 5 | 38 | 36 | 0 | <5 | 8 | <5 | 7 | 54 | 214 |
| LI | 360 | 7 | 367 | 1,170 | 73 | 219 | 63 | 1,525 | 16 | 0 | 0 | 0 | 28 | 0 | 44 | 1,936 |
| NO | 1,263 | 41 | 1,304 | 601 | 33 | 184 | 22 | 840 | 78 | 0 | 69 | <5 | 189 | 69 | 409 | 2,553 |
| CH | 18,839 | 505 | 19,344 | 23,103 | 533 | 812 | 40 | 24,488 | 244 | <5 | <5 | 6 | 607 | 382 | 1,242 | 45,074 |

* EL and CY: 2018 figures; IT: 2019 figures.

Source: Administrative data PD A1 Questionnaire 2021

Table 2 - Total number of PDs A1 issued by the competent Member States, percentage breakdown by type, 2020

| Sending MS | Employed, active under Article 12(1) | Self-employed, active under Article 12(2) | Sum persons active under Article 12 | Employed, working in two or more States | Self-employed, working in two or more States | Working as an employed person and as a self-employed person in different States | Working as a civil servant in one State and as an employed/self-employed person in one or more other States | Sum active in two or more States | Civil servant | Contract staff | Mariner | Flight or cabin crew member | Exception (Art. 16) | Working as an employed / self-employed person in only one Member State | Sum others | Total |
|------------|--------------------------------------|---|-------------------------------------|---|--|---|---|----------------------------------|---------------|----------------|---------|-----------------------------|---------------------|--|------------|-------|
| EU-27 | 61.9% | 2.7% | 64.7% | 29.5% | 2.9% | 0.4% | 0.1% | 32.9% | 1.6% | 0.0% | 0.3% | 0.1% | 0.5% | 0.0% | 2.5% | 100% |
| EU-14 | 74.4% | 1.9% | 76.4% | 19.1% | 1.3% | 0.3% | 0.2% | 20.9% | 2.0% | 0.0% | 0.1% | 0.1% | 0.5% | 0.0% | 2.8% | 100% |
| EU-13 | 39.3% | 4.1% | 43.4% | 48.2% | 5.8% | 0.6% | 0.0% | 54.7% | 0.9% | 0.0% | 0.6% | 0.0% | 0.3% | 0.1% | 1.9% | 100% |
| EFTA | 41.3% | 1.2% | 42.5% | 50.0% | 1.3% | 2.5% | 0.3% | 54.0% | 0.8% | 0.0% | 0.1% | 0.0% | 1.7% | 0.9% | 3.5% | 100% |
| Total | 61.6% | 2.8% | 64.4% | 29.6% | 2.9% | 0.4% | 0.1% | 33.0% | 1.6% | 0.0% | 0.3% | 0.1% | 0.5% | 0.1% | 2.5% | 100% |
| BE | 43.9% | 5.2% | 49.1% | 43.8% | 5.2% | 0.6% | 0.3% | 49.9% | 0.3% | 0.0% | 0.0% | 0.1% | 0.5% | 0.0% | 1.0% | 100% |
| BG | 45.7% | 0.4% | 46.0% | 51.1% | 0.5% | 0.9% | 0.0% | 52.5% | 0.9% | 0.0% | 0.2% | 0.0% | 0.3% | 0.2% | 1.5% | 100% |
| CZ | 8.1% | 2.1% | 10.2% | 64.9% | 18.0% | 4.8% | 0.1% | 87.8% | 0.8% | 0.0% | 0.0% | 0.0% | 0.4% | 0.8% | 2.0% | 100% |
| DK | 13.8% | 0.3% | 14.1% | 77.4% | 1.0% | 0.5% | 0.2% | 79.1% | 0.5% | 0.0% | 0.3% | 4.7% | 1.0% | 0.3% | 6.8% | 100% |
| DE | 87.4% | 0.9% | 88.3% | 7.7% | 0.3% | 0.1% | 0.1% | 8.3% | 3.1% | 0.0% | 0.0% | 0.1% | 0.3% | 0.0% | 3.5% | 100% |
| EE | 28.1% | 0.1% | 28.2% | 70.8% | 0.3% | 0.1% | 0.0% | 71.2% | 0.4% | 0.0% | 0.1% | 0.0% | 0.0% | 0.0% | 0.6% | 100% |
| IE | 39.6% | 4.2% | 43.8% | 44.6% | 4.6% | 0.8% | 0.1% | 50.2% | 1.1% | 0.0% | 0.0% | 0.8% | 4.1% | 0.0% | 6.0% | 100% |
| EL | 70.3% | 0.9% | 71.2% | 22.1% | 5.6% | 0.9% | 0.1% | 28.6% | 0.2% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.2% | 100% |
| ES | 43.4% | 3.1% | 46.4% | 47.8% | 3.9% | 0.0% | 0.0% | 51.8% | 0.4% | 0.0% | 0.4% | 0.0% | 0.9% | 0.0% | 1.8% | 100% |
| FR | 97.6% | 0.1% | 97.7% | 0.7% | 0.0% | 0.0% | 0.0% | 0.7% | 0.1% | 0.0% | 0.6% | 0.0% | 0.8% | 0.0% | 1.5% | 100% |
| HR | 70.0% | 0.2% | 70.2% | 24.9% | 0.5% | 0.3% | 0.0% | 25.7% | 0.1% | 0.0% | 1.8% | 0.1% | 2.1% | 0.0% | 4.1% | 100% |
| IT | 75.0% | 6.5% | 81.6% | 15.6% | 1.4% | 0.2% | 0.0% | 17.2% | 0.2% | 0.0% | 0.0% | 0.0% | 0.9% | 0.0% | 1.2% | 100% |
| CY | 1.9% | 0.1% | 2.0% | 82.0% | 1.3% | 12.5% | 0.0% | 95.7% | 0.7% | 0.0% | 1.2% | 0.0% | 0.3% | 0.0% | 2.3% | 100% |
| LV | 18.0% | 0.0% | 18.0% | 73.1% | 1.1% | 0.8% | 0.0% | 75.0% | 0.3% | 0.0% | 2.8% | 0.0% | 3.8% | 0.0% | 7.0% | 100% |
| LT | 33.0% | 0.2% | 33.2% | 66.3% | 0.1% | 0.0% | 0.0% | 66.3% | 0.0% | 0.0% | 0.5% | 0.0% | 0.0% | 0.0% | 0.5% | 100% |
| LU | 79.4% | 0.4% | 79.8% | 16.9% | 0.4% | 0.9% | 0.0% | 18.1% | 0.0% | 0.0% | 0.1% | 0.0% | 2.1% | 0.0% | 2.1% | 100% |
| HU | 83.1% | 0.5% | 83.6% | 13.6% | 0.5% | 1.1% | 0.0% | 15.2% | 0.8% | 0.0% | 0.0% | 0.0% | 0.2% | 0.2% | 1.2% | 100% |
| MT | 3.8% | 0.4% | 4.2% | 10.6% | 0.2% | 0.4% | 0.0% | 11.3% | 0.2% | 0.0% | 78.3% | 5.1% | 0.1% | 0.8% | 84.5% | 100% |
| NL | 18.7% | 2.6% | 21.3% | 68.1% | 8.2% | 1.2% | 0.1% | 77.5% | 0.0% | 0.1% | 0.9% | 0.1% | 0.0% | 0.0% | 1.2% | 100% |
| AT | 47.2% | 3.9% | 51.1% | 45.3% | 1.3% | 1.0% | 0.3% | 47.9% | 0.4% | 0.0% | 0.0% | 0.0% | 0.5% | 0.0% | 1.0% | 100% |
| PL | 31.5% | 2.2% | 33.7% | 55.7% | 8.8% | 0.1% | 0.0% | 64.7% | 1.5% | 0.0% | 0.0% | 0.0% | 0.1% | 0.0% | 1.6% | 100% |
| PT | 88.3% | 0.1% | 88.4% | 11.0% | 0.3% | 0.0% | 0.0% | 11.3% | 0.0% | 0.0% | 0.0% | 0.0% | 0.3% | 0.0% | 0.3% | 100% |
| RO | 56.3% | 0.0% | 56.3% | 42.3% | 0.1% | 0.1% | 0.0% | 42.5% | 0.8% | 0.0% | 0.3% | 0.0% | 0.2% | 0.0% | 1.2% | 100% |
| SI | 61.2% | 1.5% | 62.7% | 34.7% | 1.6% | 0.5% | 0.0% | 36.8% | 0.2% | 0.0% | 0.0% | 0.0% | 0.0% | 0.2% | 0.5% | 100% |
| SK | 35.2% | 33.2% | 68.4% | 23.6% | 6.3% | 1.4% | 0.0% | 31.3% | 0.1% | 0.0% | 0.0% | 0.0% | 0.2% | 0.0% | 0.3% | 100% |
| FI | 36.1% | 2.5% | 38.6% | 43.6% | 3.1% | 0.5% | 0.5% | 47.8% | 4.6% | 0.0% | 3.4% | 0.7% | 4.0% | 0.8% | 13.6% | 100% |
| SE | 18.2% | 1.1% | 19.3% | 56.2% | 1.8% | 2.0% | 8.6% | 68.7% | 4.1% | 0.0% | 4.3% | 0.4% | 1.2% | 2.1% | 12.0% | 100% |
| UK | 54.5% | 17.7% | 72.2% | 16.5% | 4.3% | 2.1% | | 22.9% | 1.1% | | 0.9% | 0.2% | 2.6% | 0.0% | 4.8% | 100% |
| IS | 39.3% | 17.8% | 57.0% | 7.9% | 4.7% | 2.8% | 2.3% | 17.8% | 16.8% | 0.0% | 0.9% | 3.7% | 0.5% | 3.3% | 25.2% | 100% |
| LI | 18.6% | 0.4% | 19.0% | 60.4% | 3.8% | 11.3% | 3.3% | 78.8% | 0.8% | 0.0% | 0.0% | 0.0% | 1.4% | 0.0% | 2.3% | 100% |
| NO | 49.5% | 1.6% | 51.1% | 23.5% | 1.3% | 7.2% | 0.9% | 32.9% | 3.1% | 0.0% | 2.7% | 0.2% | 7.4% | 2.7% | 16.0% | 100% |
| CH | 41.8% | 1.1% | 42.9% | 51.3% | 1.2% | 1.8% | 0.1% | 54.3% | 0.5% | 0.0% | 0.0% | 0.0% | 1.3% | 0.8% | 2.8% | 100% |

* EL and CY: 2018 figures.

Source: Administrative data PD A1 Questionnaire 2021

As can be seen from *Table 3*, the share of Member States may differ strongly according to the type of case which the PD A1 is granted for. For instance, almost one third of the PDs A1 provided to persons covered by Article 13 are issued by Poland. However, its share in total is much lower for Poland with regard to A1 certificates issued to persons covered by Article 12 (some 13%). This is in contrast to Germany, which is the main issuing Member State of A1 certificates issued to persons falling under Article 12. Indeed, more than half of the PDs A1 granted to persons covered by Article 12 are issued by Germany. This Member State shows a much lower share in the total number of PDs A1 issued to persons covered by Article 13, namely only some 9%. Another striking finding is that while the share of Slovakia in total is rather limited (3%), it amounts to one third of the total number of PDs A1 issued to self-employed persons according to Article 12(2).

Some 63% of the PDs A1 were issued by EU-14 Member States and 35% by EU-13 Member States. Nonetheless, most of the A1 certificates issued to persons active in two or more Member States (57.4%) were provided by EU-13 Member States.

Table 3 - Total number of PDs A1 issued by the competent Member States, by type, share in column total, 2020

| Sending MS | Employed, active under Article 12 | Self-employed, active under Article 12 | Sum persons active under Article 12 | Active in two or more States under Article 13 | Others | Total |
|--------------|-----------------------------------|--|-------------------------------------|---|---------------|---------------|
| EU-27 | 98.2% | 93.2% | 98.0% | 97.1% | 96.2% | 97.7% |
| EU-14 | 76.1% | 43.1% | 74.7% | 39.8% | 69.4% | 63.0% |
| EU-13 | 22.1% | 50.2% | 23.3% | 57.4% | 26.8% | 34.7% |
| EFTA | 0.9% | 0.6% | 0.9% | 2.2% | 1.9% | 1.3% |
| Total | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% | 100.0% |
| BE | 2.4% | 6.0% | 2.5% | 5.0% | 1.3% | 3.3% |
| BG | 0.5% | 0.1% | 0.5% | 1.1% | 0.4% | 0.7% |
| CZ | 0.2% | 1.2% | 0.3% | 4.3% | 1.3% | 1.6% |
| DK | 0.3% | 0.1% | 0.3% | 2.8% | 3.1% | 1.2% |
| DE | 52.6% | 11.8% | 50.9% | 9.3% | 51.1% | 37.1% |
| EE | 0.3% | 0.0% | 0.3% | 1.3% | 0.1% | 0.6% |
| IE | 0.1% | 0.2% | 0.1% | 0.2% | 0.4% | 0.2% |
| EL | 0.3% | 0.1% | 0.3% | 0.2% | 0.0% | 0.2% |
| ES | 3.3% | 5.1% | 3.4% | 7.4% | 3.4% | 4.7% |
| FR | 2.6% | 0.1% | 2.5% | 0.0% | 1.0% | 1.6% |
| HR | 2.2% | 0.1% | 2.1% | 1.5% | 3.1% | 1.9% |
| IT | 7.0% | 13.2% | 7.3% | 3.0% | 2.7% | 5.7% |
| CY | 0.0% | 0.0% | 0.0% | 0.3% | 0.1% | 0.1% |
| LV | 0.2% | 0.0% | 0.2% | 1.4% | 1.8% | 0.6% |
| LT | 1.3% | 0.1% | 1.3% | 5.0% | 0.5% | 2.5% |
| LU | 2.3% | 0.2% | 2.2% | 1.0% | 1.5% | 1.8% |
| HU | 1.6% | 0.2% | 1.5% | 0.5% | 0.6% | 1.2% |
| MT | 0.0% | 0.0% | 0.0% | 0.1% | 6.3% | 0.2% |
| NL | 0.7% | 2.1% | 0.8% | 5.4% | 1.1% | 2.3% |
| AT | 2.1% | 3.8% | 2.2% | 4.0% | 1.1% | 2.8% |
| PL | 8.4% | 12.5% | 8.6% | 32.2% | 10.7% | 16.4% |
| PT | 2.3% | 0.1% | 2.2% | 0.6% | 0.2% | 1.6% |
| RO | 1.6% | 0.0% | 1.6% | 2.3% | 0.8% | 1.8% |
| SI | 4.1% | 2.2% | 4.1% | 4.7% | 0.8% | 4.2% |
| SK | 1.6% | 33.6% | 3.1% | 2.7% | 0.3% | 2.9% |
| FI | 0.1% | 0.2% | 0.1% | 0.3% | 1.2% | 0.2% |
| SE | 0.1% | 0.1% | 0.1% | 0.6% | 1.3% | 0.3% |
| UK | 0.9% | 6.2% | 1.1% | 0.7% | 1.9% | 1.0% |
| IS | 0.0% | 0.0% | 0.0% | 0.0% | 0.1% | 0.0% |
| LI | 0.0% | 0.0% | 0.0% | 0.1% | 0.0% | 0.1% |
| NO | 0.1% | 0.0% | 0.1% | 0.1% | 0.4% | 0.1% |
| CH | 0.8% | 0.5% | 0.8% | 2.0% | 1.3% | 1.2% |

* EL and CY: 2018 figures; IT: 2019 figures.

Source: Administrative data PD A1 Questionnaire 2021

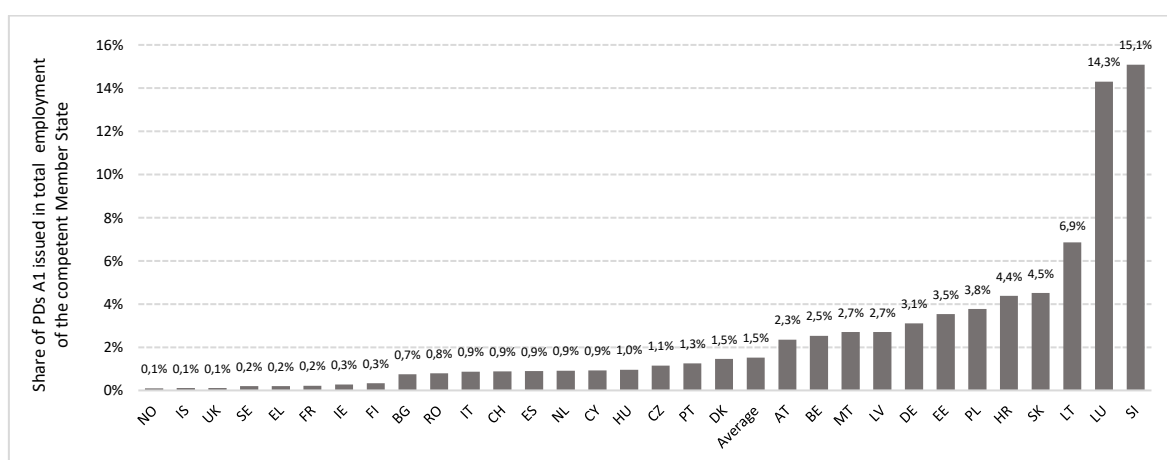
2.2. Share in total EU employment

The total number of PDs A1 issued can be compared to the total number of employed persons in the issuing Member State. Although this gives a first idea of the relative volume, it is certainly not the best indicator to measure the impact on national labour markets, as in

that case the number of forms issued are compared to the number of employed/self-employed persons. It is better to compare the total number of employed/self-employed persons with the number of individual persons involved, as several PDs A1 could be issued to the same person during the reference year. Such data are collected for both persons covered by Article 12 and persons covered by Article 13.

In 2020, a PD A1 was issued to an equivalent of 1.5% of the employed population (*Figure 2*). In relative terms, both Slovenia (15%) and Luxembourg (14%) were the main sending Member States. Germany, which is the main sending Member State in absolute terms, issued a PD A1 to 3% of its employed population in 2020. As already indicated, these figures should be considered as an overestimation of the real impact on national labour markets. In a later stage, they will be corrected based on the number of individual persons involved and the number of persons in full-time equivalents.

Figure 2 - Share of PDs A1 in national employment of the sending Member State, 2020



* EL & CY: 2018 figures; IT: 2019 figures.

Source: Administrative data PD A1 Questionnaire 2021 and Eurostat [\[nama_10_a10_e\]](#)

2.3. Comparison with previous years

The overall number of PDs A1 issued decreased by almost 900,000 PDs A1 or almost one fifth compared to 2019 (*Table 4*). This massive decrease is most likely the result of the COVID-19 pandemic. Most countries granted a lower number of PDs A1 compared to 2019. Malta (+71%), Slovenia (+7%), Croatia (+6%), Latvia (+2%), and Liechtenstein (+0.4%) are exceptions, and issued a higher number of PDs A1. The main issuing countries of a PD A1 all show a sharp decline. It should be noted that this decrease is greater in Spain (-30%) and Germany (-22%) than in Poland (-5%). There is also a significant decrease in the number of PDs A1 issued by France (-51%) and Austria (-47%).

Despite the fact that the number of PDs A1 granted in 2020 fell sharply compared to 2019, these numbers are still higher than some five or even two years ago. Indeed, reference year 2019 was an exceptional year in terms of the number of PDs A1 issued.³⁰ For instance, the level of the number of PDs A1 issued in 2020 increased by some 794,000 PDs or 27% compared to 2018.

³⁰ There was a growth rate of some 57% compared to 2018.

Table 4 - PDs A1 issued by the competent Member States, 2012-2020

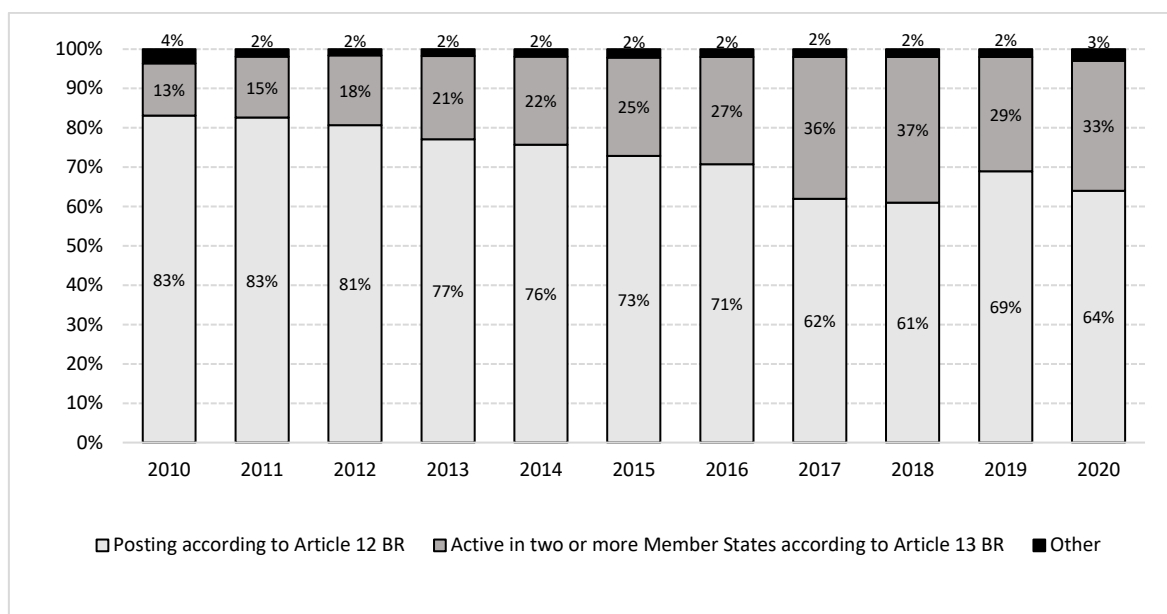
| Sending MS | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 | Change 2020 vs 2019 | |
|--------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|---------------------|---------------|
| | | | | | | | | | | Numbers | % |
| EU-27 | 1,481,263 | 1,680,543 | 1,862,102 | 1,978,146 | 2,212,363 | 2,717,078 | 2,884,994 | 4,512,401 | 3,675,687 | -836,714 | -18.5% |
| EU-28 | 1,524,363 | 1,721,592 | 1,895,194 | 2,022,478 | 2,261,573 | 2,766,574 | 2,934,219 | 4,570,675 | | | |
| EU-14 | 839,011 | 935,821 | 998,841 | 1,035,468 | 1,132,760 | 1,392,689 | 1,600,478 | 3,108,956 | 2,372,793 | -736,163 | -23.7% |
| EU-13 | 642,252 | 744,722 | 863,261 | 942,678 | 1,079,603 | 1,324,389 | 1,324,389 | 1,403,445 | 1,302,894 | -100,551 | -7.2% |
| EFTA | 760 | 19,902 | 24,792 | 26,714 | 29,603 | 36,705 | 36,705 | 79,067 | 49,777 | -29,290 | -37.0% |
| Total | 1,525,123 | 1,741,494 | 1,919,986 | 2,049,192 | 2,291,176 | 2,803,279 | 2,968,487 | 4,649,742 | 3,762,860 | -886,882 | -19.1% |
| BE | 59,832 | 83,582 | 79,771 | 86,218 | 104,307 | 134,398 | 137,022 | 150,677 | 123,839 | -26,838 | -17.8% |
| BG | 11,896 | 14,185 | 14,203 | 15,839 | 19,595 | 36,220 | 26,315 | 30,153 | 25,773 | -4,380 | -14.5% |
| CZ | 24,162 | 30,912 | 31,675 | 37,174 | 47,578 | 67,933 | 63,693 | 80,973 | 61,206 | -19,767 | -24.4% |
| DK | 19,592 | 25,220 | 20,409 | 30,031 | 29,595 | 37,848 | 47,453 | 53,269 | 43,589 | -9,680 | -18.2% |
| DE | 243,125 | 254,469 | 255,724 | 240,862 | 260,068 | 399,745 | 475,704 | 1,798,596 | 1,397,383 | -401,213 | -22.3% |
| EE | 18,606 | 15,927 | 15,054 | 15,363 | 17,953 | 18,977 | 19,862 | 23,060 | 22,206 | -854 | -3.7% |
| IE | 7,799 | 7,396 | 7,654 | 7,899 | 7,339 | 7,745 | 7,464 | 6,820 | 6,094 | -726 | -10.6% |
| EL | 1,889 | 2,131 | 3,608 | 4,789 | 6,924 | 7,204 | 9,251 | 9,251 | 9,251 | | |
| ES | 76,960 | 101,705 | 111,557 | 125,711 | 147,424 | 191,148 | 248,532 | 252,270 | 176,353 | -75,917 | -30.1% |
| FR | 140,805 | 130,435 | 125,203 | 139,040 | 135,974 | 111,659 | 119,516 | 126,485 | 61,677 | -64,808 | -51.2% |
| HR | | 10,227 | 27,556 | 38,998 | 42,602 | 60,026 | 65,949 | 67,359 | 71,331 | 3,972 | 5.9% |
| IT | 52,237 | 59,114 | 74,431 | 91,740 | 114,515 | 152,528 | 169,774 | 215,628 | 215,628 | | |
| CY | 2,282 | 2,192 | 1,955 | 3,091 | 3,552 | 4,040 | 4,040 | 4,040 | 4,040 | | |
| LV | 5,402 | 7,425 | 6,656 | 7,738 | 10,830 | 20,689 | 20,199 | 23,271 | 23,758 | 487 | 2.1% |
| LT | 14,041 | 17,342 | 19,208 | 25,254 | 30,723 | 70,180 | 78,384 | 95,074 | 93,726 | -1,348 | -1.4% |
| LU | 44,256 | 32,472 | 62,141 | 62,947 | 68,725 | 73,875 | 79,831 | 92,350 | 67,818 | -24,532 | -26.6% |
| HU | 65,182 | 68,489 | 68,234 | 63,663 | 65,185 | 82,881 | 64,217 | 71,095 | 44,310 | -26,785 | -37.7% |
| MT | 327 | 322 | 324 | 228 | 504 | 1,388 | 2,655 | 4,082 | 6,998 | 2,916 | 71.4% |
| NL | 84,202 | 95,719 | 116,060 | 95,017 | 98,687 | 103,738 | 100,660 | 104,652 | 86,809 | -17,843 | -17.0% |
| AT | 40,038 | 42,171 | 48,815 | 64,373 | 75,132 | 68,956 | 110,687 | 197,627 | 104,796 | -92,831 | -47.0% |
| PL | 341,100 | 385,422 | 428,405 | 463,174 | 513,972 | 573,358 | 605,785 | 648,032 | 617,772 | -30,260 | -4.7% |
| PT | 55,901 | 82,851 | 75,577 | 64,970 | 64,459 | 85,074 | 74,109 | 77,389 | 60,832 | -16,557 | -21.4% |
| RO | 44,459 | 51,939 | 57,194 | 46,871 | 50,855 | 84,743 | 71,207 | 82,443 | 66,659 | -15,784 | -19.1% |
| SI | 65,871 | 83,898 | 103,303 | 126,902 | 164,226 | 190,976 | 127,059 | 146,157 | 156,871 | 10,714 | 7.3% |
| SK | 48,924 | 56,442 | 89,494 | 98,383 | 112,028 | 112,978 | 135,151 | 127,706 | 108,244 | -19,462 | -15.2% |
| FI | 6,223 | 6,892 | 6,940 | 9,369 | 8,155 | 8,061 | 9,882 | 10,328 | 8,628 | -1,700 | -16.5% |
| SE | 6,152 | 11,664 | 10,951 | 12,502 | 11,456 | 10,710 | 10,593 | 13,614 | 10,096 | -3,518 | -25.8% |
| UK | 43,100 | 41,049 | 33,092 | 44,332 | 49,210 | 49,496 | 49,225 | 58,274 | 37,402 | -20,876 | -35.8% |
| IS | 306 | 277 | 245 | 283 | 239 | 293 | 245 | 288 | 214 | -74 | -25.7% |
| LI | 454 | 548 | 646 | 1,239 | 1,343 | 1,024 | 1,024 | 1,928 | 1,936 | 8 | 0.4% |
| NO | n.a. | n.a. | 3,252 | 3,887 | 4,134 | 4,097 | 4,357 | 4,614 | 2,553 | -2,061 | -44.7% |
| CH | n.a. | 19,077 | 20,649 | 21,305 | 23,887 | 31,291 | 28,642 | 72,237 | 45,074 | -27,163 | -37.6% |

* EL and CY: 2018 figures; IT: 2019 figures.

Source: Administrative data PD A1 Questionnaire 2021 and previous years

Figure 3 illustrates the increasing importance of PDs A1 issued for activities in two or more Member States during the last decade. The share of the PDs A1 issued to persons covered by Article 13 in total number of PDs A1 increased by almost 24 percentage points between 2010 and 2018. This increase ended in 2019 mainly due to the strong growth in the number of PDs A1 issued by Germany under Article 12. In 2020, the relative importance of the number of PDs A1 issued according to Article 13 again increased by some 4%-points, due to the lower decline in the number of forms issued according to Article 13 compared to those under Article 12.

It should be noted that the distribution in Figure 3 is based on the number of PDs A1 issued and not on the number of individual persons involved and the number of persons in full-time equivalents. When keeping in mind that under the current rules on social security coordination the period is set at a maximum of 24 months according to Article 12 of the Basic Regulation, while no maximum period for the employment or self-employment in two or more Member States has been determined by Article 13, it can be expected that the number of persons pursuing activities in two or more Member States is at a similar or even at a higher level than the number of persons covered by Article 12.

Figure 3 - Percentage in total number of PDs A1 issued, 2010-2020

Source: Administrative data PD A1 Questionnaire 2021 and previous years

3. Persons covered by Article 12

In this chapter, data on the PDs A1 issued according to Article 12 is analysed. By comparing the data for 2020 with those of previous years, an analysis can be made of the impact of the COVID-19 pandemic on the number of PDs A1 issued to workers and self-employed being sent abroad. The characteristics are described by making a breakdown by classification of the sending and receiving Member State, by status (employed or self-employed) and by sector of activity. Furthermore, data on the number of individual persons involved and the duration persons are active under Article 12 is reported, in order to gain a better understanding of the impact of this group of persons on national labour markets.

As already pointed out, due to differences in the scope of posting between the Posting of Workers Directive and the Basic Regulation, this may not fully reflect the characteristics and the scale of posting under the Posting of Workers Directive in the EU.

3.1. General

In 2020, a total of 2.4 million PDs A1 were issued for persons covered by Article 12. Some 1.8 million PDs A1 based on Article 12 were granted by the EU-14 Member States and some 565,000 by the EU-13 Member States. The main sending Member State was Germany (1.2 million), and to a lesser extent Poland (207,964) and Italy (175,908) (2019 data).

The detailed breakdown of the information provided by the Member States as a sending country, if exhaustively completed, results in a similar view by receiving Member State. However, Switzerland did not provide such breakdown and some Member States were not able to assign all PDs A1 issued under Article 12 to a particular host country. Despite these limitations, the main host countries can be determined. The main receiving Member States were Germany, the Netherlands, and France, and to a lesser extent, Austria, Belgium and Switzerland (*Table 5 and Annex 1 – Table A2*).

The main flows of persons covered by Article 12 go from Germany to the Netherlands, Austria, France and Switzerland. Furthermore, some 113,000 PDs A1 under Article 12 were

issued by Poland for activities in Germany. Some Member States grant more than half of the PDs A1 for postings to one specific Member State. For instance, more than half of the persons with a PD A1 from Hungary, Austria, Poland or Slovakia are sent to Germany.

Table 5 - PDs A1 issued by competent Member States according to Article 12 of the Basic Regulation, breakdown by receiving Member State,2020

| | | Sending Member State | | | | | | | | | | | | | | | | | | | | | | | | | | | Total | | | | | |
|------------------------|-------|----------------------|--------|-------|---------|-----------|-------|-------|-------|--------|--------|--------|---------|-----|-------|--------|--------|--------|-----|--------|--------|---------|--------|--------|--------|--------|-------|-------|--------|-----|-----|---------|---------|-----------|
| | | BE | BG | CZ | DK | DE | EE | IE | EL | ES | FR | HR | IT | CY | LV | LT | LU | HU | MT | NL | AT | PL | PT | RO | SI | SK | FI | SE | | UK | IS | LI | NO | CH |
| Receiving Member State | EU-27 | 58,873 | 11,499 | 5,820 | 3,295 | 1,064,382 | 5,932 | 2,332 | 6,334 | 73,884 | 50,818 | 48,964 | 127,203 | 78 | 3,960 | 26,074 | 53,373 | 36,285 | 274 | 14,739 | 44,741 | 201,491 | 52,773 | 37,029 | 97,132 | 72,814 | 3,022 | 1,147 | 23,480 | 75 | 290 | 907 | | |
| | EU-14 | 57,785 | 10,906 | 4,692 | 3,001 | 905,892 | 5,771 | 2,252 | 5,591 | 68,958 | 45,730 | 46,028 | 111,762 | 69 | 3,366 | 25,454 | 52,617 | 34,004 | 244 | 14,266 | 39,846 | 193,020 | 52,098 | 34,986 | 91,870 | 62,880 | 2,824 | 1,060 | 22,194 | 68 | 286 | 827 | | |
| | EU-13 | 1,088 | 593 | 1,128 | 294 | 158,490 | 161 | 80 | 743 | 4,926 | 5,088 | 2,936 | 15,441 | 9 | 594 | 620 | 756 | 2,281 | 30 | 473 | 4,895 | 8,471 | 675 | 2,043 | 5,262 | 9,934 | 198 | 87 | 1,286 | 7 | <5 | 80 | | |
| | EFTA | 1,268 | 248 | 206 | 2,554 | 132,477 | 320 | 165 | 88 | 2,332 | 5,716 | 798 | 39,886 | <5 | 112 | 4,834 | 386 | 500 | 12 | 440 | 3,808 | 3,169 | 417 | 401 | 844 | 495 | 211 | 707 | 3,298 | 38 | 57 | 12 | | |
| | Total | 60,803 | 11,863 | 6,242 | 6,141 | 1,234,203 | 6,254 | 2,669 | 6,583 | 81,862 | 60,279 | 50,056 | 175,908 | 81 | 4,282 | 31,100 | 54,090 | 37,043 | 295 | 18,502 | 53,602 | 207,964 | 53,798 | 37,559 | 98,340 | 74,029 | 3,334 | 1,950 | 27,010 | 122 | 367 | 1,304 | 19,344 | 2,426,979 |
| | BE | | 1,484 | 335 | 100 | 58,744 | 47 | 113 | 237 | 3,381 | 12,023 | 2,311 | 6,181 | <5 | 63 | 1,432 | 23,841 | 1,763 | <5 | 7,007 | 533 | 17,038 | 14,751 | 3,951 | 7,435 | 3,936 | 67 | 51 | 2,019 | 0 | 23 | 11 | 168,880 | |
| | BG | 41 | | 12 | <5 | 3,708 | 0 | 0 | 145 | 186 | 210 | 45 | 702 | 0 | 30 | 27 | 14 | 37 | 0 | 7 | 116 | 328 | 78 | 163 | 23 | 99 | <5 | 5 | 31 | 0 | 0 | 0 | 6,015 | |
| | CZ | 243 | 32 | | 38 | 44,830 | 6 | 12 | 20 | 594 | 921 | 210 | 2,091 | <5 | 14 | 8 | 73 | 379 | <5 | 46 | 894 | 3,365 | 160 | 122 | 401 | 5,887 | 30 | 7 | 94 | 0 | 0 | 5 | 60,485 | |
| | DK | 421 | 206 | 130 | | 25,581 | 71 | 191 | 75 | 729 | 470 | 133 | 1,992 | 0 | 23 | 928 | 41 | 311 | 22 | 315 | 184 | 1,843 | 88 | 231 | 143 | 223 | 139 | 154 | 416 | <5 | 0 | 147 | 35,210 | |
| | DE | 4,799 | 5,534 | 2,500 | 931 | | 1,099 | 264 | 2,509 | 9,966 | 9,923 | 36,727 | 23,991 | 7 | 1,559 | 8,820 | 8,893 | 21,904 | 19 | 3,380 | 31,532 | 113,138 | 2,965 | 14,859 | 61,139 | 40,898 | 394 | 153 | 2,809 | <5 | 156 | 36 | 410,908 | |
| | EE | 24 | 12 | 13 | 18 | 1,402 | | 0 | <5 | 79 | 66 | 0 | 90 | 0 | 61 | 242 | 7 | <5 | <5 | <5 | 227 | 279 | 0 | 7 | 14 | 39 | 79 | 18 | 27 | 0 | <5 | 14 | 2,728 | |
| | IE | 101 | 33 | 23 | 49 | 4,476 | 0 | | 13 | 387 | 378 | 21 | 901 | 0 | 9 | 232 | 77 | 26 | <5 | 43 | 81 | 456 | 118 | 40 | 33 | 96 | 9 | <5 | 773 | <5 | 0 | <5 | 8,178 | |
| | EL | 154 | 248 | 52 | 55 | 5,713 | <5 | <5 | | 553 | 533 | 41 | 2,052 | 59 | 8 | <5 | 64 | 23 | 5 | 75 | 94 | 143 | 67 | 53 | 88 | 44 | 66 | 68 | 1,105 | 0 | 0 | 8 | 11,381 | |
| | ES | 971 | 508 | 128 | 348 | 42,711 | 57 | 76 | 360 | | 6,124 | 174 | 14,106 | 0 | 7 | 63 | 275 | 118 | 43 | 466 | 616 | 1,869 | 9,890 | 294 | 514 | 308 | 302 | 146 | 1,773 | <5 | <5 | 45 | 82,296 | |
| | FR | 21,522 | 1,126 | 271 | 205 | 124,414 | 115 | 182 | 573 | 28,979 | | 926 | 46,034 | 0 | 156 | 2,445 | 18,294 | 1,036 | 46 | 1,548 | 1,664 | 21,199 | 19,795 | 6,117 | 1,993 | 2,676 | 214 | 163 | 5,894 | 8 | 28 | 56 | 307,679 | |
| | HR | 70 | 75 | 42 | 10 | 4,194 | <5 | 6 | <5 | 190 | 190 | | 1,663 | 0 | 9 | <5 | 23 | 644 | 8 | 11 | 408 | 315 | 20 | 44 | 3,574 | 82 | 6 | 8 | 132 | 0 | 0 | <5 | 11,734 | |
| | IT | 899 | 208 | 182 | 134 | 60,290 | 36 | 29 | 437 | 5,143 | 4,817 | 2,155 | | <5 | 38 | 210 | 343 | 602 | 94 | 521 | 2,625 | 1,595 | 234 | 5,385 | 2,422 | 665 | 135 | 79 | 1,555 | 5 | <5 | 17 | 90,860 | |
| | CY | 15 | 27 | 5 | 15 | 969 | 0 | 5 | 268 | 61 | 35 | 132 | 108 | | 0 | 0 | 15 | 0 | <5 | 15 | 14 | 43 | 0 | 13 | 6 | 6 | 6 | 13 | 146 | 0 | 0 | 13 | 1,931 | |
| | LV | 19 | 15 | <5 | <5 | 1,584 | 41 | <5 | <5 | 73 | 87 | <5 | 98 | 0 | | 237 | <5 | 55 | 0 | 6 | 55 | 245 | <5 | <5 | 28 | 48 | 7 | <5 | 15 | 0 | 0 | 0 | 2,634 | |
| | LT | 30 | 68 | 9 | 42 | 2,589 | 22 | <5 | 0 | 92 | 131 | 11 | 183 | 0 | 268 | | 37 | 33 | <5 | <5 | 12 | 994 | 0 | 11 | 13 | 57 | 14 | <5 | 28 | <5 | 0 | <5 | 4,657 | |
| | LU | 9,081 | 38 | 20 | 11 | 28,309 | 5 | 5 | 34 | 325 | 5,463 | 34 | 1,466 | 0 | <5 | 12 | | 280 | <5 | 200 | 129 | 502 | 664 | 31 | 542 | 184 | 5 | <5 | 110 | 0 | 0 | 0 | 47,456 | |
| | HU | 136 | 38 | 95 | 35 | 19,123 | <5 | 10 | 19 | 588 | 595 | 330 | 1,610 | 8 | 17 | 11 | 269 | | <5 | 49 | 994 | 1,017 | 103 | 1,232 | 270 | 2,693 | 7 | 7 | 200 | <5 | 0 | <5 | 29,463 | |
| | MT | 17 | 32 | <5 | <5 | 860 | 0 | 7 | 19 | 142 | 101 | 9 | 982 | 0 | 9 | <5 | 14 | 6 | | <5 | 24 | 204 | <5 | 0 | 15 | <5 | <5 | <5 | <5 | 169 | 0 | 0 | <5 | 2,631 |
| | NL | 19,048 | 855 | 445 | 224 | 317,887 | 66 | 468 | 1,065 | 2,529 | 2,144 | 812 | 3,904 | 0 | 38 | 3,258 | 386 | 2,617 | 7 | | 1,295 | 17,877 | 2,356 | 2,173 | 3,218 | 4,023 | 53 | 43 | 3,191 | <5 | <5 | 18 | 390,002 | |
| | AT | 271 | 326 | 300 | 198 | 187,738 | 8 | 13 | 59 | 715 | 854 | 1,041 | 7,696 | 0 | 14 | 61 | 215 | 4,753 | <5 | 447 | | 4,177 | 656 | 893 | 13,451 | 7,312 | 91 | 56 | 580 | <5 | 71 | <5 | 232,003 | |
| | PL | 318 | 52 | 197 | 103 | 48,893 | 66 | 33 | 108 | 1,594 | 1,264 | 59 | 3,255 | 0 | 137 | 86 | 221 | 181 | <5 | 231 | 582 | | 66 | 250 | 353 | 512 | 25 | 11 | 332 | <5 | <5 | 28 | 58,963 | |
| | PT | 216 | 118 | 18 | 38 | 10,291 | 0 | 15 | 114 | 14,420 | 1,499 | 66 | 1,459 | 0 | 2 | <5 | 112 | 14 | <5 | 69 | 144 | 97 | | 171 | 9 | 17 | 49 | 10 | 167 | 35 | 0 | <5 | 29,157 | |
| | RO | 71 | 163 | 25 | 9 | 12,130 | 0 | <5 | 132 | 764 | 838 | 55 | 2,237 | 0 | 21 | 0 | 32 | 286 | 6 | 73 | 251 | 361 | 42 | | 155 | 215 | <5 | <5 | 91 | 0 | <5 | 14 | 17,983 | |
| | SI | 51 | 32 | 35 | 8 | 5,701 | <5 | <5 | 9 | 167 | 191 | 2,047 | 1,410 | 0 | 13 | <5 | 11 | 210 | <5 | 23 | 883 | 123 | 0 | 56 | 31 | 287 | <5 | <5 | 21 | 0 | 0 | 0 | 11,319 | |
| | SK | 53 | 47 | 689 | 7 | 12,507 | 21 | 0 | 14 | 396 | 459 | 37 | 1,012 | 0 | 15 | 5 | 36 | 448 | <5 | <5 | 435 | 1,197 | 201 | 142 | 379 | 6 | 13 | 5 | 0 | 0 | 0 | 0 | 18,130 | |
| | FI | 78 | 138 | 105 | 65 | 11,149 | 3,506 | 102 | 23 | 749 | 577 | 577 | 737 | 0 | 271 | 1,472 | 31 | 256 | <5 | 89 | 423 | 2,328 | 221 | 294 | 238 | 535 | | 133 | 768 | <5 | 0 | 17 | 24,885 | |
| | SE | 224 | 84 | 183 | 643 | 28,589 | 758 | 790 | 92 | 1,082 | 925 | 1,010 | 1,243 | 0 | 1,174 | 6,724 | 45 | 301 | 0 | 106 | 526 | 10,758 | 293 | 494 | 645 | 1,963 | 1,300 | | 1,034 | <5 | <5 | 462 | 61,452 | |
| UK | 662 | 116 | 216 | 281 | 37,276 | <5 | 172 | 155 | 5,646 | 3,745 | 291 | 6,060 | 0 | 32 | 192 | 331 | 258 | 9 | 528 | 658 | 3,304 | 523 | 129 | 361 | 720 | 99 | 87 | 104 | 9 | 20 | 385 | 62,371 | | |
| IS | 11 | 26 | <5 | 31 | 431 | <5 | 11 | 11 | 30 | 41 | 0 | 71 | 0 | 6 | 48 | <5 | 0 | 0 | 8 | 8 | 68 | <5 | 5 | 21 | 6 | 0 | <5 | 20 | 0 | 0 | <5 | 872 | | |
| LI | 15 | 13 | 0 | 0 | 2,294 | 0 | 0 | 0 | <5 | <5 | 0 | 36 | 0 | 0 | <5 | <5 | 0 | 0 | 0 | 361 | <5 | 0 | 0 | 8 | 10 | 0 | 0 | 0 | 0 | 0 | 0 | 2,748 | | |
| NO | 140 | 122 | 43 | 2,449 | 7,745 | 314 | 38 | <5 | 705 | 388 | 593 | 1,763 | 0 | 98 | 4,753 | 19 | 269 | 0 | 78 | 176 | 1,609 | 210 | 258 | 62 | 44 | 181 | 648 | 2,298 | 35 | 0 | 0 | 25,040 | | |
| CH | 1,102 | 87 | 159 | 74 | 122,007 | <5 | 116 | 75 | 1,594 | 5,285 | 205 | 38,016 | <5 | 8 | 32 | 360 | 231 | 12 | 354 | 3,263 | 1,490 | 206 | 138 | 753 | 435 | 30 | 55 | 980 | <5 | 57 | 8 | 177,142 | | |
| unkn. | 0 | 0 | 0 | 11 | 68 | 0 | 0 | 6 | 0 | 0 | <5 | 2,759 | 0 | 178 | 0 | 0 | 0 | 0 | 0 | 2,795 | 4,395 | 0 | 85 | 0 | <5 | 0 | <5 | 9 | 7 | 0 | 0 | 19,344 | 29,786 | |

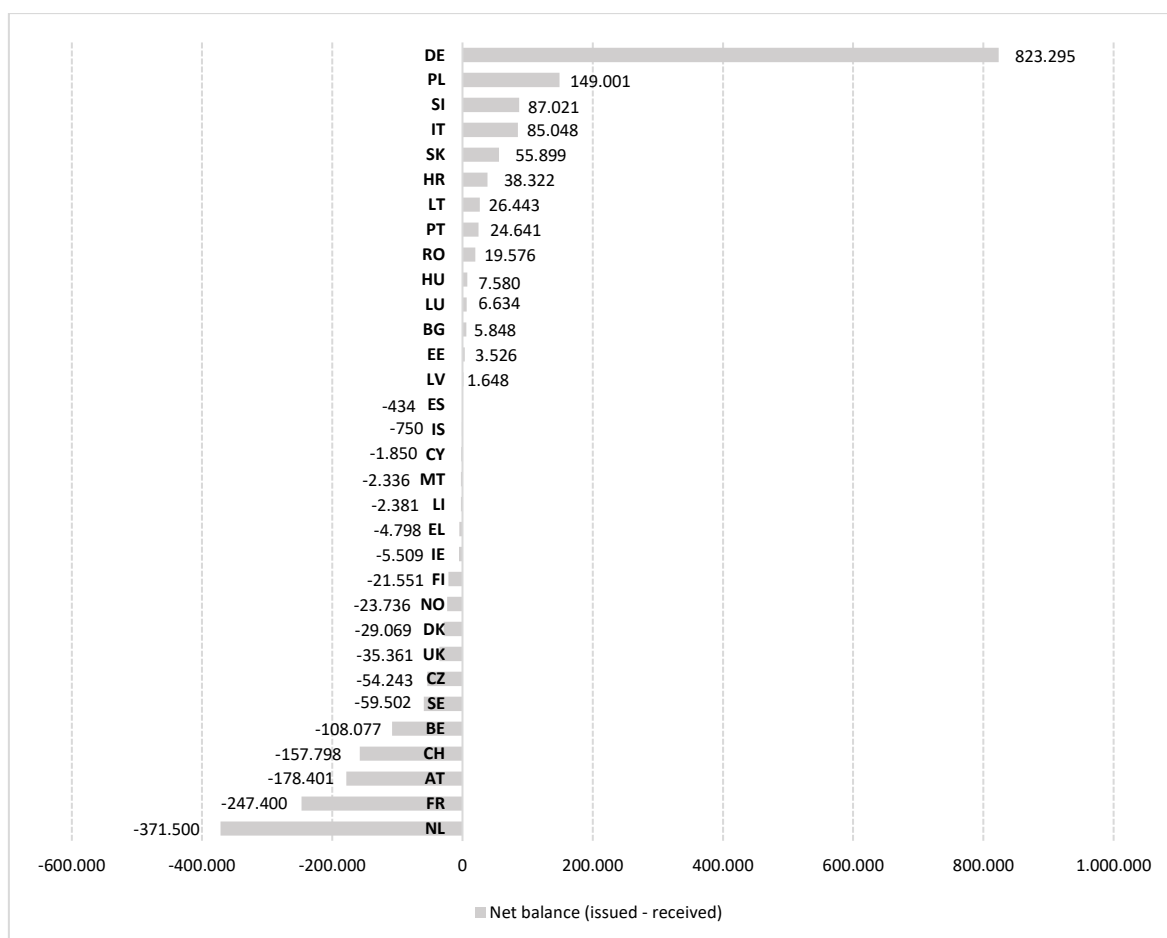
* EL and CY: 2018 figures; IT: 2019 figures.

Source: Administrative data PD A1 Questionnaire 2021

Figure 4 gives an overview of the net balance per reporting Member State by showing the number of PDs A1 issued **minus** the number of PDs A1 received. Fourteen Member States are net senders (i.e. more PDs A1 issued than received), in particular Germany, Poland, Italy, Slovenia and Slovakia. The other 18 Member States are net recipients (i.e. more PDs A1 received than issued), in particular the Netherlands,³¹ France, Austria, Switzerland, and Belgium.

Until 2018, Germany was a net receiving Member State. This has completely changed due to the enormous growth in PDs A1 issued according to Article 12 in 2019. As a result, Germany is now the main sending Member State while until 2015, it was the main receiving Member State.

Figure 4 - Net balance between the number of PDs A1 issued and received according to Article 12 of the Basic Regulation, 2020



* The receiving Member State is not known for 29,786 PDs A1.

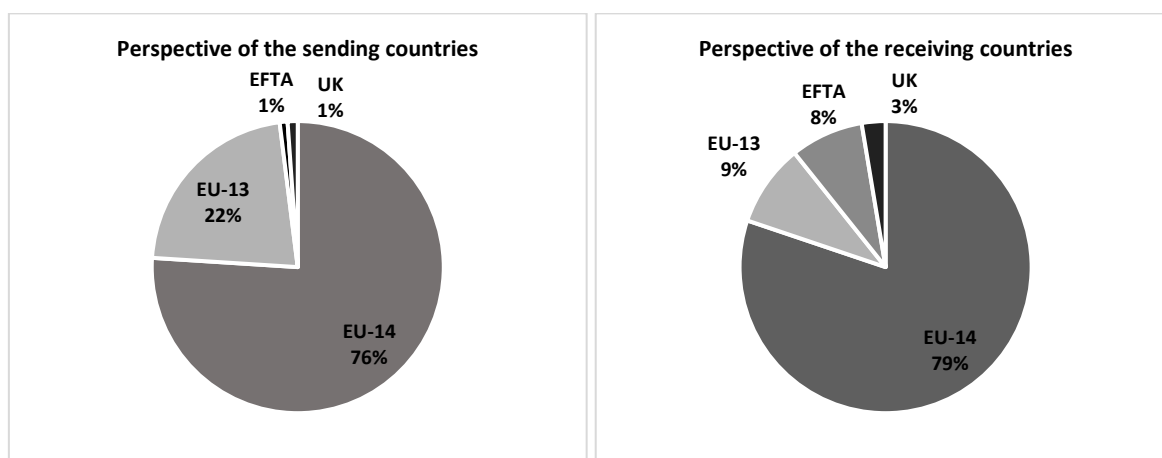
Source: Administrative data PD A1 Questionnaire 2021

3.2. Mainly issued by and to EU-14 Member States

Some three out of four PDs A1 issued according to Article 12 were granted by EU-14 Member States and 22% by EU-13 Member States (*Figure 5 – at the left hand side*). The share of EU-14 Member States in total strongly increased recently, mainly due to the increased number of PDs A1 issued by Germany (see also *Table 6*). Furthermore, EU-14 Member States (*Figure 5 – at the right hand side*) received some 80% of the PDs A1 issued according to Article 12.

³¹ As result of the high number of PDs A1 issued by Germany.

Figure 5 - PDs A1 issued according to Article 12 of the Basic Regulation, breakdown by classification of the sending or the receiving Member State, total, 2020



Source: Administrative data PD A1 Questionnaire 2021

3.3. Comparison with previous years

Tables 6 and 7 illustrate the evolution between 2010 and 2020 of the number of PDs A1 issued and received according to Article 12. These data make it possible to analyse the impact of the COVID-19 pandemic and to describe the trend over the past decade. The number of PDs A1 issued under Article 12 fell sharply in 2020: a drop of almost 800,000 PDs A1 or almost 25% compared to 2019. Germany, which issued the highest number of PDs A1 under Article 12 in 2019, shows a decrease of 26.5% (-444,204 PDs A1). Other major sending Member States also experienced a sharp decline: Poland (-16%), Spain (-40%), France (-51%), and Austria (-46%). Only Croatia (+8%), Latvia (+63%), Slovenia (+3%), and Liechtenstein (+60%) issued more certificates compared to 2019.

Data on the number of PDs A1 issued according to Article 12 show an upward trend during the last decade. It can be assumed that the evolution of the number strongly depends on economic growth and in particular the evolution of cross-border trade in services. After all, trade in services may require the physical presence of workers crossing borders. Nonetheless, the relationship between the number of PDs A1 issued according to Article 12 and macro-economic variables such as the export of services might not be so strong. Other factors may have much more influence on the increase in the number of PDs A1 issued according to Article 12. For example, some Member States have laid down sanctions in their national legislation for not having a PD A1 and/or carry out far more inspections on having a PD A1. The communication of competent authorities concerning the application for a PD A1 when making a 'business trip' to another EU/EFTA country can also have a direct impact on its evolution. Consequently, estimates of the actual volume of 'postings' under Article 12 are probably somewhat more reliable today than they were a decade ago. Nevertheless, it may still be an underestimate of the true scale.³²

³² 'Tourism statistics' from Eurostat provide another estimate of the number of persons crossing borders in the context of trade in services (based on the number of 'trips' for business or professional purposes - <https://ec.europa.eu/eurostat/web/tourism/data/database>).

Table 6 - PDs A1 according to Article 12 of the Basic Regulation issued by sending Member States, 2010-2020

| Sending MS | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 | Change 2020 vs 2019 | |
|------------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|-----------|---------------------|--------|
| | | | | | | | | | | | | Number | % |
| EU-27 | 1,023,896 | 1,162,056 | 1,197,285 | 1,300,598 | 1,416,864 | 1,452,627 | 1,578,130 | 1,682,304 | 1,759,461 | 3,135,123 | 2,378,832 | -756,291 | -24.1% |
| EU-28 | 1,056,005 | 1,197,424 | 1,230,433 | 1,330,533 | 1,440,365 | 1,484,335 | 1,611,777 | 1,716,084 | 1,796,651 | 3,177,941 | | | |
| EU-14 | 634,659 | 680,493 | 676,578 | 719,113 | 777,195 | 800,906 | 869,837 | 976,557 | 1,133,885 | 2,485,358 | 1,813,724 | -671,634 | -27.0% |
| EU-13 | 389,237 | 481,563 | 520,707 | 581,485 | 639,669 | 651,721 | 708,293 | 702,659 | 625,576 | 649,765 | 565,108 | -84,657 | -13.0% |
| EFTA | 2,309 | 2,603 | 459 | 10,734 | 14,332 | 10,972 | 11,918 | 17,566 | 17,478 | 30,294 | 21,137 | -9,157 | -30.2% |
| Total | 1,058,314 | 1,200,027 | 1,230,892 | 1,341,267 | 1,454,697 | 1,495,307 | 1,623,695 | 1,733,650 | 1,814,129 | 3,208,235 | 2,426,979 | -781,256 | -24.4% |
| BE | 49,862 | 55,931 | 56,103 | 58,522 | 58,611 | 63,467 | 69,836 | 76,719 | 76,596 | 85,870 | 60,803 | -25,067 | -29.2% |
| BG | 5,734 | 7,429 | 11,091 | 12,861 | 13,275 | 14,811 | 15,656 | 14,781 | 13,731 | 14,792 | 11,863 | -2,929 | -19.8% |
| CZ | 15,829 | 16,102 | 15,358 | 13,155 | 10,380 | 10,799 | 11,145 | 11,806 | 10,255 | 10,644 | 6,242 | -4,402 | -41.4% |
| DK | 9,262 | 11,491 | 6,176 | 5,320 | 3,869 | 7,288 | 6,508 | 8,250 | 9,181 | 10,211 | 6,141 | -4,070 | -39.9% |
| DE | 201,436 | 226,850 | 221,650 | 227,008 | 232,776 | 218,006 | 231,766 | 332,091 | 409,340 | 1,678,407 | 1,234,203 | -444,204 | -26.5% |
| EE | 13,580 | 15,322 | 14,889 | 11,689 | 7,147 | 5,415 | 6,327 | 6,305 | 6,915 | 7,200 | 6,254 | -946 | -13.1% |
| IE | 1,935 | 3,106 | 3,512 | 3,457 | 3,261 | 3,616 | 3,303 | 3,222 | 3,687 | 3,383 | 2,669 | -714 | -21.1% |
| EL | 642 | 888 | 1,661 | 1,688 | 2,325 | 2,908 | 3,941 | 4,253 | 6,583 | 6,583 | 6,583 | | |
| ES | 44,087 | 48,479 | 48,132 | 63,519 | 76,286 | 86,943 | 100,469 | 110,868 | 123,670 | 136,096 | 81,862 | -54,234 | -39.8% |
| FR | 133,896 | 144,256 | 130,247 | 123,580 | 119,727 | 130,468 | 132,012 | 109,168 | 117,739 | 122,552 | 60,279 | -62,273 | -50.8% |
| HR | | | | 8,716 | 24,060 | 33,381 | 36,142 | 41,253 | 48,613 | 46,299 | 50,056 | 3,757 | 8.1% |
| IT | 35,430 | 35,611 | 48,369 | 55,509 | 69,279 | 83,277 | 106,395 | 129,732 | 148,863 | 175,908 | 175,908 | | |
| CY | 81 | 38 | 35 | 66 | | 96 | 169 | 81 | 81 | 81 | 81 | | |
| LV | 3,424 | 4,287 | 2,846 | 3,237 | 1,655 | 1,801 | 2,446 | 1,629 | 812 | 2,629 | 4,282 | 1,653 | 62.9% |
| LT | 6,462 | 9,515 | 11,306 | 14,105 | 16,683 | 21,430 | 25,371 | 26,548 | 30,801 | 32,005 | 31,100 | -905 | -2.8% |
| LU | 55,852 | 39,385 | 39,758 | 28,481 | 50,345 | 50,440 | 55,364 | 58,686 | 64,301 | 75,131 | 54,090 | -21,041 | -28.0% |
| HU | 40,640 | 57,848 | 63,742 | 66,415 | 65,655 | 59,711 | 61,365 | 62,873 | 54,326 | 57,454 | 37,043 | -20,411 | -35.5% |
| MT | 442 | 318 | 327 | 322 | 145 | 88 | 110 | 145 | 252 | 305 | 295 | -10 | -3.3% |
| NL | 15,190 | 25,986 | 24,199 | 25,429 | 37,775 | 27,141 | 28,394 | 22,305 | 26,597 | 25,074 | 18,502 | -6,572 | -26.2% |
| AT | 25,957 | 28,806 | 35,671 | 36,959 | 41,114 | 55,320 | 62,526 | 50,303 | 88,117 | 98,965 | 53,602 | -45,363 | -45.8% |
| PL | 221,126 | 227,930 | 246,214 | 262,714 | 266,745 | 251,107 | 259,999 | 235,836 | 238,525 | 246,849 | 207,964 | -38,885 | -15.8% |
| PT | 58,923 | 54,043 | 54,580 | 81,687 | 74,735 | 64,020 | 62,005 | 64,320 | 51,905 | 58,887 | 53,798 | -5,089 | -8.6% |
| RO | 29,730 | 59,363 | 44,318 | 51,739 | 57,194 | 46,871 | 48,710 | 46,733 | 41,950 | 44,864 | 37,559 | -7,305 | -16.3% |
| SI | 23,944 | 42,485 | 65,727 | 83,659 | 102,920 | 126,153 | 150,922 | 163,876 | 85,999 | 95,339 | 98,340 | 3,001 | 3.1% |
| SK | 28,245 | 40,926 | 44,854 | 52,807 | 73,810 | 80,058 | 89,931 | 90,793 | 93,316 | 91,304 | 74,029 | -17,275 | -18.9% |
| FI | 2,187 | 2,668 | 3,181 | 3,332 | 2,786 | 3,725 | 3,707 | 3,541 | 4,293 | 4,428 | 3,334 | -1,094 | -24.7% |
| SE | | 2,993 | 3,339 | 4,622 | 4,306 | 4,287 | 3,611 | 3,099 | 3,013 | 3,863 | 1,950 | -1,913 | -49.5% |
| UK | 32,109 | 35,368 | 33,148 | 29,935 | 23,501 | 31,708 | 33,647 | 33,780 | 37,190 | 42,818 | 27,010 | -15,808 | -36.9% |
| IS | 376 | 377 | 293 | 269 | 140 | 179 | 126 | 162 | 151 | 197 | 122 | -75 | -38.1% |
| LI | 61 | 63 | 166 | 119 | 89 | 65 | 65 | 32 | 32 | 229 | 367 | 138 | 60.3% |
| NO | 1,872 | 2,163 | n.a. | n.a. | 3,252 | n.a. | n.a. | 2,100 | 1,479 | 1,940 | 1,304 | -636 | -32.8% |
| CH | | | n.a. | 10,346 | 10,851 | 10,728 | 11,727 | 15,272 | 15,816 | 27,928 | 19,344 | -8,584 | -30.7% |

* EL and CY: 2018 figures; IT: 2019 figures.

Source: Administrative data PD A1 Questionnaire 2021 and previous years

All countries, except the Netherlands (+78%),³³ received a much lower number of PDs A1 issued to persons falling under Article 12 compared to 2019 (*Table 7*). The main receiving Member States are still Germany, the Netherlands, France, Austria, Belgium, and Switzerland.

Over the past decade, the number of PDs A1 received has doubled or even tripled in several Member States. It is mainly the Czech Republic, Denmark, Hungary, the Netherlands, Poland, Austria, Slovenia, Liechtenstein, and Switzerland that have experienced a strong growth in the number of persons received with a PD A1 over the past decade.

³³ As result of the high number of PDs A1 issued by Germany to provide activities in the Netherlands, compared to 2019.

Table 7 - PDs A1 issued according to Article 12 of the Basic Regulation, by receiving Member State, 2010-2020

| Receiving MS | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 | Change 2020 vs 2019 | |
|--------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|------------------|---------------------|---------------|
| | | | | | | | | | | | | Numbers | % |
| EU-27 | 952,145 | 1,077,135 | 1,068,846 | 1,153,158 | 1,235,467 | 1,269,951 | 1,379,339 | 1,481,663 | 1,550,740 | 2,773,734 | 2,129,020 | -644,714 | -23.2% |
| EU-28 | 986,466 | 1,114,382 | 1,109,212 | 1,196,680 | 1,286,360 | 1,324,295 | 1,436,565 | 1,541,250 | 1,611,572 | 2,906,244 | 2,191,391 | -714,853 | -24.6% |
| EU-14 | 880,962 | 1,001,589 | 990,508 | 1,074,897 | 1,154,693 | 1,180,849 | 1,278,775 | 1,365,030 | 1,410,109 | 2,369,924 | 1,900,347 | -469,577 | -19.8% |
| EU-13 | 71,183 | 75,546 | 78,338 | 78,261 | 80,774 | 89,127 | 100,564 | 116,633 | 140,631 | 403,810 | 228,673 | -175,137 | -43.4% |
| EFTA | 71,848 | 94,423 | 81,973 | 98,201 | 109,497 | 124,070 | 130,354 | 131,025 | 142,179 | 291,578 | 205,802 | -85,776 | -29.4% |
| Total | 1,058,314 | 1,200,027 | 1,230,892 | 1,341,267 | 1,454,697 | 1,495,307 | 1,623,695 | 1,733,650 | 1,814,129 | 3,208,235 | 2,426,979 | -781,256 | -24.4% |
| BE | 90,540 | 125,107 | 125,264 | 134,340 | 159,749 | 156,556 | 178,319 | 167,335 | 156,695 | 218,230 | 168,880 | -49,350 | -22.6% |
| BG | 4,483 | 4,006 | 3,896 | 3,805 | 3,267 | 3,325 | 3,867 | 3,508 | 4,665 | 13,840 | 6,015 | -7,825 | -56.5% |
| CZ | 15,892 | 17,144 | 17,808 | 18,603 | 17,165 | 19,144 | 22,743 | 24,227 | 30,557 | 101,502 | 60,485 | -41,017 | -40.4% |
| DK | 9,608 | 11,002 | 11,044 | 10,763 | 10,869 | 13,352 | 15,698 | 15,592 | 20,337 | 46,282 | 35,210 | -11,072 | -23.9% |
| DE | 250,054 | 311,361 | 335,862 | 373,666 | 414,220 | 418,908 | 440,065 | 427,175 | 428,935 | 505,737 | 410,908 | -94,829 | -18.8% |
| EE | 1,235 | 1,904 | 2,325 | 2,998 | 2,951 | 2,315 | 3,733 | 3,025 | 3,175 | 5,023 | 2,728 | -2,295 | -45.7% |
| IE | 5,014 | 6,084 | 4,674 | 5,556 | 3,973 | 4,039 | 5,760 | 6,171 | 7,816 | 17,158 | 8,178 | -8,980 | -52.3% |
| EL | 10,656 | 7,763 | 6,795 | 4,820 | 4,692 | 5,683 | 6,383 | 8,109 | 11,214 | 17,437 | 11,381 | -6,056 | -34.7% |
| ES | 63,304 | 47,640 | 46,075 | 46,507 | 44,825 | 47,369 | 52,353 | 60,488 | 63,939 | 177,082 | 82,296 | -94,786 | -53.5% |
| FR | 160,532 | 161,954 | 156,490 | 182,219 | 190,848 | 184,695 | 203,019 | 241,363 | 262,126 | 450,220 | 307,679 | -142,541 | -31.7% |
| HR | | | | 1,753 | 4,560 | 7,139 | 9,835 | 12,791 | 9,844 | 20,821 | 11,734 | -9,087 | -43.6% |
| IT | 60,460 | 64,223 | 48,663 | 47,445 | 52,481 | 59,095 | 61,321 | 64,669 | 73,927 | 173,727 | 90,860 | -82,867 | -47.7% |
| CY | 1,702 | 1,042 | 1,106 | 956 | 944 | 716 | 972 | 1,256 | 1,666 | 2,677 | 1,931 | -746 | -27.9% |
| LV | 1,851 | 1,788 | 1,516 | 1,235 | 1,504 | 1,431 | 1,080 | 1,356 | 2,200 | 5,178 | 2,634 | -2,544 | -49.1% |
| LT | 1,850 | 2,248 | 3,497 | 2,274 | 1,930 | 2,404 | 2,018 | 2,261 | 3,035 | 10,103 | 4,657 | -5,446 | -53.9% |
| LU | 27,730 | 24,295 | 19,741 | 20,503 | 21,763 | 21,749 | 26,591 | 32,664 | 36,479 | 52,863 | 47,456 | -5,407 | -10.2% |
| HU | 8,457 | 9,924 | 9,900 | 8,887 | 8,955 | 8,743 | 11,312 | 12,924 | 17,090 | 56,902 | 29,463 | -27,439 | -48.2% |
| MT | 1,308 | 1,449 | 1,052 | 952 | 1,062 | 1,453 | 2,318 | 2,513 | 2,636 | 5,001 | 2,631 | -2,370 | -47.4% |
| NL | 91,560 | 105,885 | 99,416 | 100,423 | 87,817 | 89,411 | 90,873 | 111,522 | 126,342 | 219,276 | 390,002 | 170,726 | 77.9% |
| AT | 59,642 | 76,335 | 76,445 | 88,596 | 101,015 | 108,627 | 120,150 | 141,046 | 119,907 | 320,480 | 232,003 | -88,477 | -27.6% |
| PL | 12,877 | 16,013 | 16,033 | 14,387 | 14,521 | 17,897 | 17,818 | 20,620 | 26,714 | 93,630 | 58,963 | -34,667 | -37.0% |
| PT | 12,193 | 13,345 | 11,422 | 10,696 | 12,833 | 15,374 | 18,109 | 22,639 | 28,964 | 50,453 | 29,157 | -21,296 | -42.2% |
| RO | 9,445 | 10,476 | 11,224 | 10,894 | 9,717 | 10,709 | 10,028 | 12,036 | 15,883 | 38,774 | 17,983 | -20,791 | -53.6% |
| SI | 3,391 | 2,676 | 3,340 | 4,507 | 6,550 | 5,685 | 5,146 | 6,357 | 9,173 | 17,205 | 11,319 | -5,886 | -34.2% |
| SK | 8,692 | 6,876 | 6,641 | 7,010 | 7,648 | 8,141 | 9,694 | 13,759 | 13,993 | 33,154 | 18,130 | -15,024 | -45.3% |
| FI | 20,205 | 22,183 | 22,522 | 19,917 | 16,589 | 18,618 | 21,014 | 22,252 | 19,579 | 35,529 | 24,885 | -10,644 | -30.0% |
| SE | 19,464 | 24,412 | 26,095 | 29,446 | 33,019 | 37,373 | 39,120 | 44,005 | 53,849 | 85,450 | 61,452 | -23,998 | -28.1% |
| UK | 34,321 | 37,247 | 40,366 | 43,522 | 50,893 | 54,344 | 57,226 | 59,587 | 60,832 | 132,510 | 62,371 | -70,139 | -52.9% |
| IS | 543 | 559 | 385 | 392 | 338 | 608 | 1,373 | 1,739 | 982 | 2,136 | 872 | -1,264 | -59.2% |
| LI | 572 | 763 | 510 | 925 | 417 | 803 | 842 | 715 | 818 | 4,311 | 2,748 | -1,563 | -36.3% |
| NO | 18,771 | 30,523 | 16,170 | 18,778 | 21,250 | 24,958 | 23,844 | 22,882 | 26,570 | 38,170 | 25,040 | -13,130 | -34.4% |
| CH | 51,962 | 62,578 | 64,908 | 78,106 | 87,492 | 97,701 | 104,295 | 105,689 | 113,809 | 246,961 | 177,142 | -69,819 | -28.3% |

Source: Administrative data PD A1 Questionnaire 2021 and previous years

3.4. Breakdown by type: employed or self-employed persons

Data on the number of self-employed persons temporarily working in another Member State are reported below. As mentioned earlier, self-employed persons do not fall under the scope of the Posting of Workers Directive.

On average 4.5% of the persons covered by Article 12 were self-employed in 2020 (Table 8). However, there are some strong differences between the sending Member States. Especially Slovakia (49%), Iceland (31%), the United Kingdom (25%), and the Czech Republic (20%) granted a high percentage of PDs A1 under Article 12 to self-employed persons. For Slovakia, the share of self-employed in total increased by 15 percentage points between 2014 (35%) and 2020 (49%).

Table 8 - Number of PDs A1 according to Article 12 of the Basic Regulation issued to employed and self-employed persons, 2020

| | Issued | | | | Received | | | |
|--------------|------------------|--------------|----------------|-------------|----------|-------|---------------|-------|
| | Employed | | Self-employed | | Employed | | Self-employed | |
| | Number | % row | Number | % row | Number | % row | Number | % row |
| BE | 54,406 | 89.5% | 6,397 | 10.5% | 160,681 | 95.1% | 8,199 | 4.9% |
| BG | 11,772 | 99.2% | 91 | 0.8% | 5,875 | 97.7% | 140 | 2.3% |
| CZ | 4,969 | 79.6% | 1,273 | 20.4% | 58,957 | 97.5% | 1,528 | 2.5% |
| DK | 6,018 | 98.0% | 123 | 2.0% | 34,429 | 97.8% | 781 | 2.2% |
| DE | 1,220,306 | 98.9% | 13,897 | 1.1% | 376,935 | 91.7% | 33,973 | 8.3% |
| EE | 6,240 | 99.8% | 14 | 0.2% | 2,614 | 95.8% | 114 | 4.2% |
| IE | 2,416 | 90.5% | 253 | 9.5% | 7,909 | 96.7% | 269 | 3.3% |
| EL | 6,504 | 98.8% | 79 | 1.2% | 10,850 | 95.3% | 531 | 4.7% |
| ES | 76,453 | 93.4% | 5,409 | 6.6% | 79,519 | 96.6% | 2,777 | 3.4% |
| FR | 60,214 | 99.9% | 65 | 0.1% | 295,784 | 96.1% | 11,895 | 3.9% |
| HR | 49,928 | 99.7% | 128 | 0.3% | 11,228 | 95.7% | 506 | 4.3% |
| IT | 161,800 | 92.0% | 14,108 | 8.0% | 87,923 | 96.8% | 2,937 | 3.2% |
| CY | 75 | 92.6% | 6 | 7.4% | 1,822 | 94.4% | 109 | 5.6% |
| LV | 4,272 | 99.8% | 10 | 0.2% | 2,572 | 98.2% | 47 | 1.8% |
| LT | 30,954 | 99.5% | 146 | 0.5% | 4,562 | 98.0% | 95 | 2.0% |
| LU | 53,837 | 99.5% | 253 | 0.5% | 45,909 | 96.7% | 1,547 | 3.3% |
| HU | 36,835 | 99.4% | 208 | 0.6% | 28,564 | 96.9% | 899 | 3.1% |
| MT | 264 | 89.5% | 31 | 10.5% | 2,430 | 92.4% | 201 | 7.6% |
| NL | 16,270 | 87.9% | 2,232 | 12.1% | 383,034 | 98.2% | 6,969 | 1.8% |
| AT | 49,504 | 92.4% | 4,098 | 7.6% | 224,299 | 96.7% | 7,705 | 3.3% |
| PL | 194,612 | 93.6% | 13,352 | 6.4% | 58,093 | 98.5% | 870 | 1.5% |
| PT | 53,713 | 99.8% | 85 | 0.2% | 28,083 | 96.3% | 1,074 | 3.7% |
| RO | 37,537 | 99.9% | 22 | 0.1% | 17,643 | 98.1% | 340 | 1.9% |
| SI | 95,958 | 97.6% | 2,382 | 2.4% | 11,067 | 97.8% | 252 | 2.2% |
| SK | 38,108 | 51.5% | 35,921 | 48.5% | 17,910 | 98.1% | 338 | 1.9% |
| FI | 3,116 | 93.5% | 218 | 6.5% | 24,117 | 96.9% | 768 | 3.1% |
| SE | 1,841 | 94.4% | 109 | 5.6% | 57,724 | 93.9% | 3,728 | 6.1% |
| UK | 20,385 | 75.5% | 6,625 | 24.5% | 60,745 | 97.4% | 1,626 | 2.6% |
| IS | 84 | 68.9% | 38 | 31.1% | 815 | 93.5% | 57 | 6.5% |
| LI | 360 | 98.1% | 7 | 1.9% | 2,662 | 96.9% | 86 | 3.1% |
| NO | 1,263 | 96.9% | 41 | 3.1% | 24,670 | 98.5% | 369 | 1.5% |
| CH | 18,839 | 97.4% | 505 | 2.6% | 164,454 | 92.8% | 12,688 | 7.2% |
| Total | 2,313,880 | 95.5% | 106,813 | 4.5% | | | | |

* EL & CY: 2018 figures; IT: 2019 figures.

Source: Administrative data PD A1 Questionnaire 2021

3.5. Breakdown by sector of economic activity

Twenty-three Member States provided detailed figures on the sector of economic activity, including the 'main' sending Member States Germany³⁴ and Poland. In previous years, figures by sector were not available for Germany. Consequently, questions could be asked about the representativeness of the sectoral distribution for the EU/EFTA total.

Annex 1 – Table A3 presents a distribution by sector of activity of the PDs A1 issued according to Article 12. The table shows, *inter alia*, that approximately 93,492 PDs A1 issued by Poland according to Article 12 concern a situation in which services are provided abroad in the construction sector. Roughly 46,254 of these certificates are received by Germany.³⁵

In 2019, on average 40% of PDs A1 were issued to persons providing services abroad in the construction sector. Furthermore, 33% of the forms were issued for activities in the service sector and 26% for other industrial activities (excluding the construction sector). Finally, only 1% of PDs A1 were issued to provide services in agriculture and fishing. By adding the data for Germany, the distribution by sector changed completely for 2020. About

³⁴ This information is available for some 80% of the PDs A1 issued under Article 12 by Germany.

³⁵ Based on the reported figures by receiving Member State. Detailed figures describing the flow of PDs A1 between sending and receiving Member States by sector of activity are not included in this report.

38% of the PDs A1 under Article 12 were granted for services in the industry (excluding the construction sector), some 37% for activities in the service sector and 'only' 24% for services in the construction sector. If Germany is excluded from the total or if the EU-13 average is taken into account, the construction sector still appears to be the most important sector. Almost one out of two PDs A1 issued by an EU-13 Member State according to Article 12 relates to a person active in the construction sector. Persons with a PD A1 granted by an EU-14 Member State mainly provided activities in the service sector. Persons for whom an PD A1 under Article 12 has been issued by the Czech Republic, Estonia, Latvia, Luxembourg, Hungary, Poland, Romania, Slovenia and Slovakia are mainly active in the construction sector. Meanwhile persons with a PD A1 from Germany, Belgium, France, Lithuania, Malta, the Netherlands, Sweden, Iceland and Liechtenstein mainly provide activities in the service sector. A more detailed distribution of the service sector illustrates that temporary employment agencies employ a high percentage of persons from Portugal, Belgium, the Netherlands, Luxembourg and Liechtenstein falling under Article 12. A high percentage of PDs A1 are issued by Poland for persons providing human health and social work activities.

Table 9 - PDs A1 issued according to Article 12 of the Basic Regulation, from a sending perspective, breakdown by sector of activity, 2020 (row %)

| Sending MS | Agriculture, hunting and fishing NACE A | Industry NACE B to F | | | Services NACE G to T | | | | | | | |
|------------------|---|----------------------|------------------------------|----------------|-----------------------------------|--|--|--|---|--|---|---|
| | | Industry Total | of which Construction NACE F | Services Total | Wholesale and retail trade NACE G | Accommodation and food service activities NACE I | Transportation and storage; Information and communication NACE H and J | of which Freight transport by road NACE H - Group 49.4 | Financial and insurance; Real estate; Professional, scientific and technical activities; Administrative and support service activities NACE K, L, M and N | of which Temporary employment agency NACE N - Group 78.2 | Education, health and social work, arts and other services NACE P, Q, R and S | of which Human health and social work activities NACE Q |
| BE | 0.3% | 42.9% | 29.2% | 56.8% | 5.3% | 1.0% | 5.8% | 0.6% | 35.8% | 20.6% | 12.9% | 0.3% |
| BG | | | | | | | | | | | | |
| CZ | 2.1% | 69.5% | 46.4% | 28.4% | 5.6% | 0.4% | 4.4% | 2.5% | 17.9% | | | |
| DK | | | | | | | | | | | | |
| DE | 0.4% | 53.0% | 7.2% | 46.6% | 6.0% | 0.4% | 7.6% | | 17.4% | | 16.9% | |
| EE | 2.5% | 75.7% | 55.5% | 21.8% | 2.6% | 0.1% | 2.0% | 0.6% | 12.4% | 0.3% | 4.5% | 1.9% |
| IE | | | | | | | | | | | | |
| EL | | | | | | | | | | | | |
| ES | | | | | | | | | | | | |
| FR | 0.0% | 51.4% | 11.8% | 48.6% | 5.7% | 1.2% | 7.8% | 0.4% | 21.7% | 4.0% | 12.3% | 0.3% |
| HR | 0.1% | 89.1% | 43.5% | 10.8% | 1.9% | 0.5% | 1.7% | 0.3% | 5.3% | 2.6% | 1.4% | 0.2% |
| IT | | | | | | | | | | | | |
| CY | 0.0% | 60.5% | 1.2% | 39.5% | 4.9% | 6.2% | 7.4% | | 18.5% | | 2.5% | |
| LV | 0.6% | 60.7% | 49.8% | 38.7% | 6.0% | 0.2% | 5.9% | 0.4% | 25.9% | 2.2% | 0.4% | 0.0% |
| LT | 0.0% | 52.6% | 41.5% | 47.4% | 0.1% | 2.7% | 2.4% | 0.5% | 1.6% | 0.0% | 0.0% | 0.0% |
| LU | 0.1% | 59.3% | 44.7% | 40.6% | 4.8% | 0.1% | 1.9% | 0.2% | 31.8% | 14.6% | 1.4% | 0.2% |
| HU | 0.0% | 80.0% | 44.2% | 20.0% | 6.4% | 0.8% | 3.7% | | 4.8% | | 4.1% | |
| MT | 2.7% | 0.0% | 0.0% | 97.3% | 0.0% | 0.3% | 1.0% | 0.0% | 83.7% | 0.0% | 12.2% | 0.0% |
| NL | 2.1% | 42.4% | 13.8% | 55.5% | 4.7% | 0.5% | 2.4% | 1.0% | 22.6% | 21.8% | 25.4% | 0.3% |
| AT | 1.2% | 70.2% | 36.2% | 28.5% | 2.2% | 0.3% | 1.4% | | 1.9% | | 23.0% | |
| PL | 3.1% | 65.9% | 45.0% | 31.0% | 0.8% | 0.3% | 1.3% | 0.7% | 6.7% | 3.9% | 21.9% | 8.5% |
| PT | 0.1% | 91.2% | 38.1% | 8.7% | 0.9% | 0.0% | 0.4% | 0.0% | 7.3% | 5.9% | 0.2% | 0.0% |
| RO | 0.5% | 84.6% | 53.8% | 15.0% | 0.6% | 0.3% | 3.3% | 0.0% | 7.9% | 0.0% | 0.0% | 2.9% |
| SI | 0.2% | 99.4% | 58.9% | 0.4% | 0.2% | 0.1% | 0.0% | | 0.0% | | 0.1% | |
| SK | 1.3% | 84.4% | 53.1% | 14.3% | 0.5% | 0.1% | 1.6% | 1.3% | 1.0% | 0.4% | 11.0% | 4.4% |
| FI | 1.7% | 66.8% | 33.8% | 31.5% | 0.9% | 0.2% | 3.8% | 1.5% | 6.8% | 0.4% | 19.4% | 0.2% |
| SE | 0.4% | 45.3% | 18.2% | 54.3% | 6.7% | 0.2% | 18.6% | 0.2% | 31.0% | 1.7% | 9.9% | 1.5% |
| UK | | | | | | | | | | | | |
| IS | 6.8% | 32.5% | 0.0% | 60.7% | 1.7% | 0.0% | 7.7% | 1.7% | 20.5% | 0.0% | 30.8% | 2.6% |
| LI | 0.0% | 29.4% | 12.4% | 70.6% | 0.0% | 0.4% | 0.0% | 3.9% | 80.9% | 63.8% | 0.7% | 0.0% |
| NO | | | | | | | | | | | | |
| CH | | | | | | | | | | | | |
| Total | 0.8% | 62.2% | 23.9% | 37.0% | 0.8% | 0.4% | 5.0% | | 13.9% | | 13.6% | |
| Total (excl. DE) | 1.1% | 72.3% | 42.1% | 26.6% | 1.1% | 0.4% | 2.3% | | 10.3% | | 10.1% | |
| EU-14 | 0.4% | 55.9% | 13.3% | 43.7% | 0.4% | 0.4% | 6.5% | | 17.7% | | 14.9% | |
| EU-13 | 1.6% | 76.9% | 48.4% | 21.6% | 1.6% | 0.4% | 1.7% | | 4.9% | | 10.7% | |

* CY: 2018 figures

** Total: Share of 'Freight transport', 'Temporary employment agency' and 'human health and social work' in total not reported as no data are reported for these subsector by DE, CY, HU, AT and SI.

Source: Administrative data PD A1 Questionnaire 2021

By using the detailed figures reported by 23 sending Member States a fragmented picture can be presented of the activities carried out in the receiving Member States by persons falling under Article 12. It is worth noting that due to the limited number of reporting Member States, an incomplete dataset from the perspective of the receiving Member State is obtained. Nonetheless, these fragmented data present an interesting view on the distribution of persons falling under Article 12 by sector of activity in the receiving Member States.

In most Member States, incoming workers with a PD A1 under Article 12 are active in the industry (excl. the construction sector) and the service sector. More than one out of four workers received by Belgium, Germany, Luxembourg and Sweden are providing activities in the construction sector. The figures indicate that a relatively high percentage of persons providing activities in France, Belgium and the Netherlands are employed by a temporary employment agency.

Germany in particular receives a high number of posted health workers. While Poland is by far the main 'sending' Member State of health workers. This is probably the result of the high number of 'live-in carers' (persons providing long-term care services while living in a private residence with the care receiver) coming from Poland and working in Germany.

Table 10 - PDs A1 issued according to Article 12 of the Basic Regulation, from a receiving perspective, breakdown by sector of activity, 2020 (row %)

| Receiving MS | Agriculture, hunting and fishing NACE A | Industry NACE B to F | | | Services NACE G to T | | | | | | | |
|--------------|---|----------------------|------------------------------|----------------|-----------------------------------|--|--|--|---|--|---|--|
| | | Industry Total | of which Construction NACE F | Services Total | Wholesale and retail trade NACE G | Accommodation and food service activities NACE I | Transportation and storage; Information and communication NACE H and J | of which Freight transport by road NACE H - Group 49.4 | Financial and insurance; Real estate; Professional, scientific and technical activities; Administrative and support service activities NACE K, L, M and N | of which Temporary employment agency NACE N - Group 78.2 | Education, health and social work, arts and other services NACE P, Q, R and S | of which Human health and social activities NACE Q |
| BE | 0.1% | 37.4% | 21.2% | 18.8% | 1.7% | 0.1% | 2.0% | 0.1% | 9.7% | 2.5% | 6.2% | 0.1% |
| BG | 0.2% | 34.0% | 5.1% | 30.2% | 3.6% | 0.1% | 3.9% | 0.0% | 14.6% | 0.4% | 7.7% | 0.1% |
| CZ | 0.4% | 44.9% | 7.3% | 23.3% | 3.2% | 0.1% | 3.1% | 0.0% | 8.9% | 0.7% | 8.0% | 0.2% |
| DK | 0.8% | 29.7% | 9.9% | 28.0% | 4.2% | 0.2% | 8.5% | 0.0% | 7.9% | 0.2% | 10.5% | 0.1% |
| DE | 0.8% | 42.8% | 26.2% | 13.2% | 0.9% | 0.1% | 0.9% | 0.4% | 2.8% | 1.0% | 7.5% | 3.5% |
| EE | 0.3% | 36.5% | 8.2% | 29.6% | 2.3% | 0.1% | 4.3% | 0.3% | 7.7% | 0.0% | 10.7% | 0.1% |
| IE | 0.1% | 29.2% | 7.2% | 31.6% | 2.6% | 0.3% | 4.0% | 0.0% | 13.3% | 0.4% | 10.5% | 0.6% |
| EL | 0.0% | 19.7% | 3.4% | 38.0% | 2.2% | 1.7% | 4.9% | 0.1% | 13.7% | 0.4% | 15.0% | 0.9% |
| ES | 0.4% | 32.4% | 6.5% | 23.9% | 2.6% | 0.5% | 3.1% | 0.1% | 9.5% | 0.7% | 20.0% | 0.4% |
| FR | 0.3% | 36.0% | 13.3% | 23.2% | 2.2% | 0.1% | 3.2% | 0.1% | 10.8% | 3.8% | 6.7% | 0.2% |
| HR | 0.3% | 32.3% | 18.5% | 18.7% | 2.3% | 0.5% | 3.2% | 0.1% | 18.0% | 0.0% | 5.8% | 0.2% |
| IT | 0.4% | 37.2% | 4.8% | 28.5% | 3.8% | 0.3% | 3.7% | 0.1% | 10.6% | 0.3% | 9.7% | 0.4% |
| CY | 0.0% | 50.7% | 17.3% | 49.8% | 2.9% | 1.2% | 5.8% | 0.1% | 17.1% | 0.4% | 23.4% | 0.5% |
| LV | 0.3% | 34.1% | 10.3% | 28.1% | 5.0% | 0.1% | 2.7% | 0.0% | 8.0% | 0.2% | 11.2% | 0.2% |
| LT | 0.1% | 38.4% | 10.4% | 25.6% | 2.6% | 0.0% | 3.5% | 0.0% | 11.0% | 0.3% | 8.2% | 0.0% |
| LU | 0.0% | 34.5% | 20.3% | 21.9% | 3.5% | 0.2% | 3.3% | 0.1% | 8.4% | 1.1% | 6.7% | 0.1% |
| HU | 0.1% | 56.6% | 6.2% | 18.3% | 1.7% | 0.1% | 2.3% | 0.0% | 6.9% | 0.3% | 7.4% | 0.1% |
| MT | 0.0% | 1.1% | 0.2% | 1.7% | 0.2% | 0.0% | 0.2% | 0.0% | 0.5% | 0.0% | 0.7% | 0.0% |
| NL | 1.4% | 27.6% | 10.3% | 28.9% | 3.0% | 0.5% | 4.6% | 0.1% | 11.8% | 3.5% | 8.1% | 0.3% |
| AT | 0.3% | 33.8% | 11.2% | 27.2% | 4.1% | 0.4% | 4.9% | 0.0% | 9.0% | 0.2% | 8.6% | 0.3% |
| PL | 0.3% | 40.6% | 2.8% | 28.2% | 4.0% | 0.1% | 4.7% | 0.0% | 10.8% | 0.1% | 8.3% | 0.1% |
| PT | 0.1% | 32.1% | 2.6% | 32.4% | 3.0% | 0.9% | 3.3% | 0.0% | 12.7% | 0.4% | 12.1% | 0.4% |
| RO | 0.1% | 44.5% | 2.7% | 26.2% | 2.3% | 0.2% | 3.7% | 0.1% | 11.9% | 0.3% | 8.0% | 0.0% |
| SI | 0.2% | 41.6% | 11.7% | 22.6% | 3.2% | 0.3% | 2.6% | 0.0% | 9.2% | 1.5% | 7.0% | 0.0% |
| SK | 0.4% | 44.0% | 6.2% | 24.6% | 3.4% | 0.2% | 3.8% | 0.0% | 10.9% | 0.1% | 6.4% | 0.1% |
| FI | 0.7% | 43.2% | 16.2% | 20.8% | 1.5% | 0.1% | 2.2% | 0.2% | 8.8% | 0.1% | 6.2% | 0.1% |
| SE | 0.1% | 44.7% | 23.2% | 16.5% | 1.4% | 0.1% | 1.6% | 0.1% | 6.1% | 0.2% | 6.0% | 0.1% |
| UK | 0.1% | 33.7% | 7.2% | 28.9% | 2.9% | 0.3% | 3.5% | 0.0% | 13.1% | 0.5% | 9.4% | 0.5% |
| IS | 0.0% | 29.1% | 12.6% | 29.4% | 1.5% | 0.1% | 1.7% | 0.0% | 10.2% | 0.1% | 15.3% | 0.0% |
| LI | 0.1% | 31.9% | 6.7% | 30.9% | 3.3% | 0.5% | 3.3% | 0.0% | 10.4% | 0.0% | 12.9% | 0.1% |
| NO | 0.1% | 33.2% | 16.0% | 29.3% | 1.3% | 3.1% | 3.4% | 0.1% | 7.2% | 0.2% | 6.1% | 0.1% |
| CH | 0.2% | 32.0% | 5.5% | 31.2% | 4.2% | 0.2% | 4.3% | 0.0% | 10.8% | 0.1% | 11.3% | 0.3% |

Source: Administrative data PD A1 Questionnaire 2021

3.6. The number of individual persons involved

As mentioned earlier, the number of PDs A1 issued according to Article 12 is not necessarily equal to the number of persons involved. A total of 22 Member States reported figures on the number of individual persons involved. The number of individual persons involved is some 60% of the number of PDs A1 issued for these persons (*Table 11*). This means that one person falling under Article 12 is sent abroad 1.7 times per year.

However, the relationship between the PDs A1 and the persons involved differs markedly among the reporting Member States. Whereas the number of individual persons involved is only some 30% of the number of PDs A1 issued by Luxembourg and Slovenia, the number of individual persons involved is (almost) equal to the number of PDs A1 issued by Iceland, Finland, the Czech Republic, Sweden and Norway. Figures for Poland show that on average, one individual employed/self-employed person was sent abroad 1.7 times in 2020.

These kinds of figures are important to calculate the impact on national employment, as they constitute a better numerator than the number of forms granted. Moreover, it is also useful to make an estimation of the total number of individual persons covered by Article 12. Based on the reported figures it is estimated that in 2020 almost 1.4 million individual persons received a PD A1 according to Article 12.³⁶ A decrease of some 500 thousand persons compared to 2019.

Table 11 - Number of individual persons who received a PD A1 according to Article 12 of the Basic Regulation, 2020

| | Individual number of persons who received a PD A1 (A) | Number of PDs A1 issued (B) | A/B | B/A |
|-----------------------------------|---|-----------------------------|------------|------------|
| BE | 25,480 | 60,803 | 42% | 2.4 |
| BG | 8,860 | 11,863 | 75% | 1.3 |
| CZ | 5,805 | 6,242 | 93% | 1.1 |
| DK | | | | |
| DE | | | | |
| EE | 4,934 | 6,254 | 79% | 1.3 |
| IE | 2,259 | 2,669 | 85% | 1.2 |
| EL | | | | |
| ES | | | | |
| FR | 41,427 | 60,279 | 69% | 1.5 |
| HR | 30,475 | 50,056 | 61% | 1.6 |
| IT | 128,447 | 175,908 | 73% | 1.4 |
| CY | 72 | 81 | 89% | 1.1 |
| LV | 3,471 | 4,282 | 81% | 1.2 |
| LT | | | | |
| LU | 14,526 | 54,090 | 27% | 3.7 |
| HU | 25,501 | 37,043 | 69% | 1.5 |
| MT | | | | |
| NL | | | | |
| AT | | | | |
| PL | 119,214 | 207,964 | 57% | 1.7 |
| PT | 30,893 | 53,798 | 57% | 1.7 |
| RO | | | | |
| SI | 30,590 | 98,340 | 31% | 3.2 |
| SK | 48,636 | 74,029 | 66% | 1.5 |
| FI | 3,215 | 3,334 | 96% | 1.0 |
| SE | 1,766 | 1,950 | 91% | 1.1 |
| UK | 21,962 | 27,010 | 81% | 1.2 |
| IS | 122 | 122 | 100% | 1.0 |
| LI | | | | |
| NO | 1,190 | 1,304 | 91% | 1.1 |
| CH | | | | |
| Total reported | 548,845 | 937,421 | 59% | 1.7 |
| Estimate total individual* | 1,417,277 | | | |

* Total applicable to all EU/EFTA countries and the UK. Figure obtained by applying the percentage of 59% to all missing MSs.

** CY: 2018 figures

Source: Administrative data PD A1 Questionnaire 2021

3.7. The average duration

The period persons can pursue an activity under Article 12 is set at a maximum of 24 months according to Article 12. This does not necessarily imply that this is also the real duration. Nineteen sending Member States reported figures on the average duration for 2020. The average duration persons are active under Article 12 was some 100 days in 2020.³⁷ This is the total weighted³⁸ EU average calculated on the basis of the replies of the 19 reporting Member States (*Table 12*). The unweighted average amounts to 161 days.

³⁶ This was estimated by assuming that, for those EU/EFTA countries that did not provide data on the number of persons involved, on average one individual person was sent abroad 1.7 times in 2020.

³⁷ It cannot be excluded that average figures are strongly influenced by the sector of activity in which the person is employed. The PD A1 Questionnaire does not contain a question that asks for more detailed figures on the average duration of the posting period by sector of activity.

³⁸ Total applicable to all EU/EFTA countries and the UK.

The period differs largely among the reporting Member States. Luxembourg reports a duration of only 12 days. For France and Belgium, the average duration is around one and a half month. By contrast, Estonia, Ireland, Croatia,³⁹ Latvia, Iceland and Norway all reported an average period of more than 200 days. The average duration for Poland amounts to 147 days. Unfortunately, there are no figures available for Germany.

By multiplying the average duration by the number of times a person is sent during the year, it is possible to estimate the average duration an individual person covered by Article 12 was temporarily employed or self-employed in another Member State. The fact that the average duration is 101 days and that the person is sent 1.7 times per year implies that an individual person is abroad 173 days per year on average.

Table 12 - Average duration of the period that persons are active under Article 12, in days, from a sending perspective, 2020

| | Average duration per PD A1 issued according to Art. 12 BR (A) | Number of times sent abroad during the year (B) | Average duration per individual person involved (A*B) |
|--------|---|---|---|
| BE | 42 | 2.4 | 100 |
| BG | | | |
| CZ | 153 | 1.1 | 165 |
| DK | | | |
| DE | | | |
| EE | 256 | 1.3 | 324 |
| IE | 256 | 1.2 | 302 |
| EL | | | |
| ES | | | |
| FR | 44 | 1.5 | 64 |
| HR | 302 | 1.6 | 496 |
| IT | 47 | 1.4 | 64 |
| CY | | | |
| LV | 265 | 1.2 | 327 |
| LT | | | |
| LU | 12 | 3.7 | 45 |
| HU | 104 | 1.5 | 151 |
| MT | | | |
| NL | | | |
| AT | | | |
| PL | 147 | 1.7 | 256 |
| PT | 91 | 1.7 | 158 |
| RO | | | |
| SI | 60 | 3.2 | 193 |
| SK | 116 | 1.5 | 176 |
| FI | 190 | 1.0 | 197 |
| SE | 132 | 1.1 | 146 |
| UK | 188 | 1.2 | 231 |
| IS | 382 | 1.0 | 382 |
| LI | | | |
| NO | 276 | 1.1 | 302 |
| CH | | | |
| Total* | 101 | 1.7 | 173 |

* The total unweighted average duration per PD A1 issued according to Article 12 BR is 161 days.

Source: Administrative data PD A1 Questionnaire 2021

3.8. The impact on national labour markets

The total number of PDs A1 issued according to Article 12 can be compared to the total number of employed persons. Although this gives a first idea of the relative volume, it is certainly not the best indicator to measure the impact on national labour markets, as in that case the number of forms issued are compared to the number of employed/self-employed persons. It is therefore better to compare the total number of employed/self-employed persons with the number of individual persons involved, as several PDs A1 could be issued to the same person during the reference year. Even then, the impact may still be overestimated. This is because the number of individual persons with a PD A1 is measured over a full year while total employment in a Member State is measured at one or more specific moments during the year. Ideally, both variables have the same 'unit of measurement', which assumes that data on the number of persons with a PD A1 working

³⁹ The average duration reported by Croatia was only 31 days in 2019.

abroad at a specific moment in the year should be collected. The objective must be to make the best possible estimate of the actual employment in a Member State at a given time, taking into account all forms of temporary and permanent labour mobility.

In 2020, an equivalent of 0.4% of EU employment could be related to the employment of persons covered by Article 12 (*Table 13*). In most Member States, only a limited proportion of the working population was sent abroad on the basis of Article 12. Only in Luxembourg (3.1%), Slovenia (3.1%), Slovakia (1.9%) and Croatia (1.8%) more than 1% of the employed population was sent abroad in 2020.

Table 13 - Share of persons falling under Article 12 of the Basic Regulation in national employment, by sending Member State, 2020

| | Total employed persons (in ,000) | Forms | % of employed persons | Persons | % of employed persons | Persons in FTE* | % of employed persons in FTE |
|-------|----------------------------------|-----------|-----------------------|---------|-----------------------|-----------------|------------------------------|
| BE | 4,803 | 60,803 | 1.3% | 25,480 | 0.5% | 7,931 | 0.2% |
| BG | 3,122 | 11,863 | 0.4% | 8,860 | 0.3% | | |
| CZ | 5,235 | 6,242 | 0.1% | 5,805 | 0.1% | 2,966 | 0.1% |
| DK | 2,852 | 6,141 | 0.2% | | | | |
| DE | 41,862 | 1,234,203 | 2.9% | | | | |
| EE | 657 | 6,254 | 1.0% | 4,934 | 0.8% | 4,934 | 0.8% |
| IE | 2,294 | 2,669 | 0.1% | 2,259 | 0.1% | 2,122 | 0.1% |
| EL | 3,876 | 6,583 | 0.2% | | | | |
| ES | 19,202 | 81,862 | 0.4% | | | | |
| FR | 26,995 | 60,279 | 0.2% | 41,427 | 0.2% | 8,237 | 0.0% |
| HR | 1,657 | 50,056 | 3.0% | 30,475 | 1.8% | 30,475 | 1.9% |
| IT | 22,904 | 175,908 | 0.8% | 128,447 | 0.6% | 25,676 | 0.1% |
| CY | 417 | 81 | 0.0% | 72 | 0.0% | | |
| LV | 893 | 4,282 | 0.5% | 3,471 | 0.4% | 3,471 | 0.4% |
| LT | 1,358 | 31,100 | 2.3% | | | | |
| LU | 465 | 54,090 | 11.6% | 14,526 | 3.1% | 2,010 | 0.5% |
| HU | 4,461 | 37,043 | 0.8% | 25,501 | 0.6% | 11,948 | 0.3% |
| MT | 261 | 295 | 0.1% | | | | |
| NL | 8,981 | 18,502 | 0.2% | | | | |
| AT | 4,297 | 53,602 | 1.2% | | | | |
| PL | 16,442 | 207,964 | 1.3% | 119,214 | 0.7% | 94,940 | 0.6% |
| PT | 4,814 | 53,798 | 1.1% | 30,893 | 0.6% | 15,132 | 0.3% |
| RO | 8,521 | 37,559 | 0.4% | | | | |
| SI | 978 | 98,340 | 10.1% | 30,590 | 3.1% | 18,324 | 2.0% |
| SK | 2,531 | 74,029 | 2.9% | 48,636 | 1.9% | 26,612 | 1.1% |
| FI | 2,528 | 3,334 | 0.1% | 3,215 | 0.1% | 1,962 | 0.1% |
| SE | 5,064 | 1,950 | 0.0% | 1,766 | 0.0% | 799 | 0.0% |
| UK | 32,695 | 27,010 | 0.1% | 21,962 | 0.1% | 15,770 | 0.1% |
| IS | 195 | 122 | 0.1% | 122 | 0.1% | 122 | 0.1% |
| LI | | | | | | | |
| NO | 2,702 | 1,304 | 0.0% | 1,190 | 0.0% | 1,118 | 0.0% |
| CH | 4,696 | 19,344 | 0.4% | | | | |
| Total | 237,759 | 2,426,979 | 1.0%** | | 0.4%** | | 0.2%** |

* In order to estimate the number of persons in FTEs, the average duration was converted to working days by dividing it by 5/7. Thereafter, this period was divided by 230 days and afterwards multiplied by the number of PDs A1 issued.

** Average calculated for the reporting Member States. The EU averages are therefore not perfectly comparable.

Source: Administrative data PD A1 Questionnaire 2021 and Eurostat [[lfsa_egan2](#)]

By using the additional data on the duration this group of persons is active in another Member State, the relative weight of such activities on the labour market in terms of full-time equivalents (FTEs)⁴⁰ could be estimated. Such data are only available for 19 Member States. In 2020, an equivalent of 0.2% of employment in FTEs could be related to persons covered by Article 12 (weighted average) (*Table 13*). This low percentage is caused by the fact that persons covered by Article 12 stay abroad only for a short period (see *section 3.7*). For instance, the share of persons covered by Article 12 in the Luxembourg workforce falls

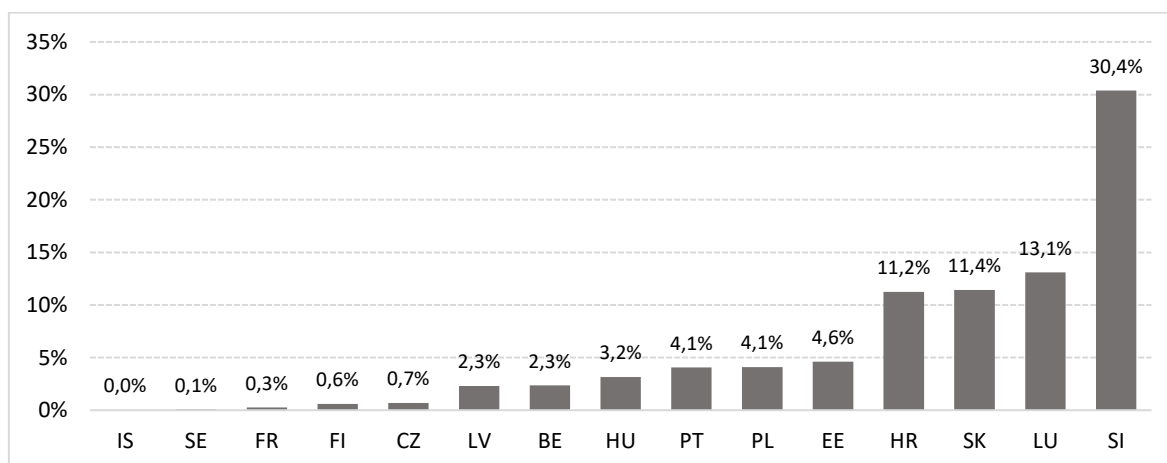
⁴⁰ "A full-time equivalent is a unit to measure employed persons in a way that makes them comparable although they may work a different number of hours per week. For example, a part-time worker employed for 20 hours a week where full-time work consists of 40 hours, is counted as 0.5 FTE" (source: Eurostat).

sharply when the impact is expressed in FTEs. The same observation applies to the results for Slovakia, and Slovenia.

Based on the data by sector of activity a more detailed analysis could be made of the share of persons with a PD A1 issued according to Article 12 in national employment by sector of activity. The findings for the construction sector, which is one of the most popular sectors for such activities, are shown in *Figure 6* for 15 reporting Member States from a sending perspective. The reported figures are calculated based on the reported number of persons involved and not on the number of PDs A1 issued.

Mainly the Slovenian (30%) construction sector, and to a lesser extent, the Luxembourg (13%), Slovakian (11%) and Croatian (11%) construction sectors sent a high percentage of persons abroad. Furthermore, some 4% of the workers employed in the Polish construction sector provided services abroad.

Figure 6 - Estimated share of individual persons falling under Article 12 of the Basic Regulation in total employment in construction, by sending Member State, 2020



Source: Administrative data PD A1 Questionnaire 2021 and Eurostat [\[lfsa_egan2\]](#) and [\[nama_10_a10_e\]](#)

Also from the perspective of the receiving Member State, the impact of persons covered by Article 12 on national labour markets could be estimated on the basis of the number of PDs A1 issued according to Article 12 received and the breakdown by sector of activity. However, there are some important caveats. Firstly, the estimate would be based on the number of forms received and not on the number of individual employed/self-employed persons involved. This implies an overestimation of the share of persons covered by Article 12. Secondly, only the impact of activities according to Article 12 on receiving Member States would be described. No such data exist for persons active in two or more Member States according to Article 13. Finally, the distribution by sector of activity is not available for all reporting Member States. Therefore, data on incoming posting undertakings and posted workers registered by national declaration tools are preferable to calculate the impact on the receiving Member States.

4. Persons covered by Article 13

Detailed figures on persons who are active in two or more Member States (i.e. persons covered by Article 13) are reported in this chapter. Recently, the need emerged for a more detailed profile of persons active in two or more Member States, as the number of PDs A1 issued to this group of persons has strongly increased over the past few years. Moreover, in some cases persons covered by Article 13 might also be posted under the conditions of the Posting of Workers Directive. It should be recalled that no information is produced

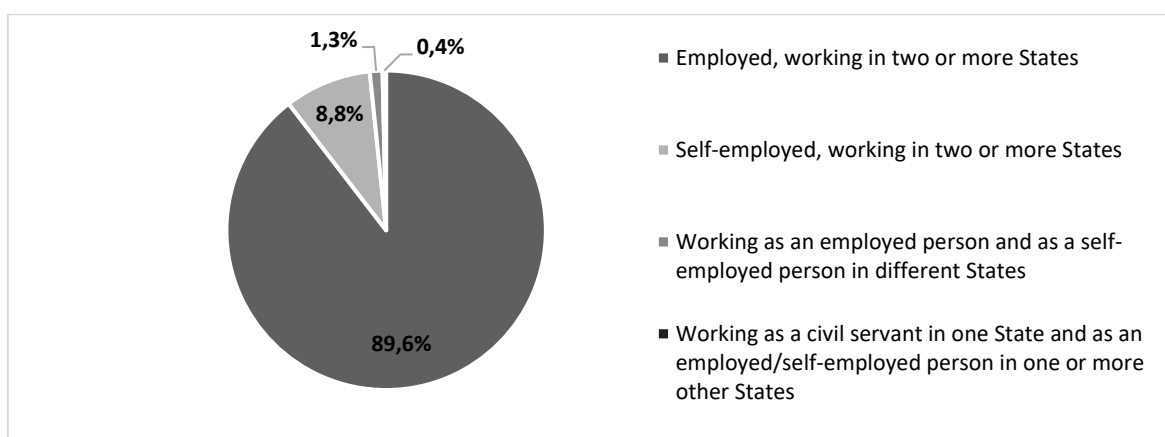
concerning the place of cross-border activities under Article 13, hence no data is available regarding the receiving Member States.

4.1. Breakdown by type of activity

A total of 1.24 million PDs A1 were issued to persons covered by Article 13. The main issuing Member State is Poland as it issued almost 400,000 PDs A1 or almost a third of A1 certificates issued to persons pursuing activities in two or more Member States (*Table 14*). In addition, only Germany has also provided more than 100,000 PDs A1 on the basis of Article 13.

More detailed information has been collected on the type of activity of these persons. Some 9 out of ten of these certificates relate to persons employed in different Member States (*Figure 7*). In addition, 8.8% of these forms were issued to self-employed persons who are active in two or more Member States. Only 1.3% of the forms were issued to persons who are both employed and self-employed in different Member States. Finally, a limited number of forms were issued to persons who work as a civil servant in one Member State and as an employed or self-employed person in one or more other Member States.

Figure 7 - Total number of PDs A1 issued for persons active in two or more Member States, breakdown by type of activity, 2020



Source: Administrative data PD A1 Questionnaire 2021

Most Member States almost exclusively issued PDs A1 related to activities in two or more Member States to persons employed in different Member States (*Table 14*). Only Belgium, the Czech Republic, Greece, the Netherlands, Poland, Slovakia, the United Kingdom, and Iceland issued a relatively high percentage (more than 10% of the forms) to persons self-employed in different Member States. Finally, Cyprus (2018 figures), Iceland, Liechtenstein and Norway granted a high percentage of PDs A1 under Article 13 to persons who are both employed and self-employed in different Member States.

Table 14 - Total number of PDs A1 issued for persons active in two or more Member States by the sending Member State, breakdown by type of activity, 2020

| | Employed, working in two or more States | | Self-employed, working in two or more States | | Working as an employed person and as a self-employed person in different States | | Working as a civil servant in one State and as an employed/self-employed person in one or more other States | | Total active in two or more States | |
|--------------|---|--------------|--|-------------|---|-------------|---|-------------|------------------------------------|-------------|
| | Number | Row % | Number | Row % | Number | Row % | Number | Row % | Number | Row % |
| BE | 54,268 | 87.8% | 6,425 | 10.4% | 689 | 1.1% | 410 | 0.7% | 61,792 | 100% |
| BG | 13,163 | 97.4% | 129 | 1.0% | 229 | 1.7% | 0 | 0.0% | 13,521 | 100% |
| CZ | 39,747 | 74.0% | 10,999 | 20.5% | 2,934 | 5.5% | 43 | 0.1% | 53,723 | 100% |
| DK | 33,751 | 97.9% | 427 | 1.2% | 224 | 0.6% | 90 | 0.3% | 34,492 | 100% |
| DE | 106,938 | 93.0% | 4,202 | 3.7% | 1,784 | 1.6% | 2,073 | 1.8% | 114,997 | 100% |
| EE | 15,718 | 99.3% | 75 | 0.5% | 25 | 0.2% | <5 | 0.0% | 15,821 | 100% |
| IE | 2,718 | 88.8% | 283 | 9.2% | 51 | 1.7% | 8 | 0.3% | 3,060 | 100% |
| EL | 2,043 | 77.2% | 515 | 19.5% | 83 | 3.1% | 6 | 0.2% | 2,647 | 100% |
| ES | 84,364 | 92.4% | 6,883 | 7.5% | 75 | 0.1% | <5 | 0.0% | 91,325 | 100% |
| FR | 415 | 93.7% | 7 | 1.6% | 21 | 4.7% | 0 | 0.0% | 443 | 100% |
| HR | 17,762 | 96.7% | 369 | 2.0% | 211 | 1.1% | 24 | 0.1% | 18,366 | 100% |
| IT | 33,578 | 90.4% | 2,984 | 8.0% | 504 | 1.4% | 66 | 0.2% | 37,132 | 100% |
| CY | 3,313 | 85.7% | 52 | 1.3% | 503 | 13.0% | 0 | 0.0% | 3,868 | 100% |
| LV | 17,360 | 97.5% | 258 | 1.4% | 196 | 1.1% | 0 | 0.0% | 17,814 | 100% |
| LT | 62,102 | 99.9% | 48 | 0.1% | 13 | 0.0% | 0 | 0.0% | 62,163 | 100% |
| LU | 11,432 | 93.1% | 242 | 2.0% | 600 | 4.9% | 10 | 0.1% | 12,284 | 100% |
| HU | 6,012 | 89.3% | 211 | 3.1% | 509 | 7.6% | 0 | 0.0% | 6,732 | 100% |
| MT | 744 | 94.2% | 15 | 1.9% | 29 | 3.7% | <5 | 0.3% | 790 | 100% |
| NL | 59,102 | 87.8% | 7,076 | 10.5% | 1,034 | 1.5% | 92 | 0.1% | 67,304 | 100% |
| AT | 47,482 | 94.7% | 1,331 | 2.7% | 1,022 | 2.0% | 329 | 0.7% | 50,164 | 100% |
| PL | 344,385 | 86.2% | 54,541 | 13.6% | 626 | 0.2% | 186 | 0.0% | 399,738 | 100% |
| PT | 6,686 | 97.6% | 164 | 2.4% | <5 | 0.0% | 0 | 0.0% | 6,851 | 100% |
| RO | 28,227 | 99.7% | 45 | 0.2% | 37 | 0.1% | 0 | 0.0% | 28,309 | 100% |
| SI | 54,488 | 94.3% | 2,480 | 4.3% | 764 | 1.3% | 41 | 0.1% | 57,773 | 100% |
| SK | 25,506 | 75.3% | 6,868 | 20.3% | 1,498 | 4.4% | 13 | 0.0% | 33,885 | 100% |
| FI | 3,761 | 91.3% | 271 | 6.6% | 41 | 1.0% | 47 | 1.1% | 4,120 | 100% |
| SE | 5,673 | 81.8% | 186 | 2.7% | 204 | 2.9% | 872 | 12.6% | 6,935 | 100% |
| UK | 6,185 | 72.1% | 1,607 | 18.7% | 789 | 9.2% | | | 8,581 | 100% |
| IS | 17 | 44.7% | 10 | 26.3% | 6 | 15.8% | 5 | 13.2% | 38 | 100% |
| LI | 1,170 | 76.7% | 73 | 4.8% | 219 | 14.4% | 63 | 4.1% | 1,525 | 100% |
| NO | 601 | 71.5% | 33 | 3.9% | 184 | 21.9% | 22 | 2.6% | 840 | 100% |
| CH | 23,103 | 94.3% | 533 | 2.2% | 812 | 3.3% | 40 | 0.2% | 24,488 | 100% |
| Total | 1,111,814 | 89.6% | 109,342 | 8.8% | 15,917 | 1.3% | 4,448 | 0.4% | 1,241,521 | 100% |

* EL & CY: 2018 figures; IT: 2019 figures.

Source: Administrative data PD A1 Questionnaire 2021

4.2. Comparison with previous years

The number of PDs A1 issued for persons covered by Article 13 increased from 168,279 PDs A1 issued in 2010 to some 1.36 million PDs A1 issued in 2019 (*Table 15*). This is a remarkable growth within a relatively short period. As could be expected, there was a (one-off?) decline in 2020. The number of PDs A1 issued according to Article 13 decreased by approximately 120,000 certificates or some 9% compared to 2019. This decrease of 9% is much smaller than the decline of the PDs A1 issued according to Article 12 (some 25%).

One striking observation is that Poland, which issues almost a third of all PDs A1 based on Article 13 in the EU/EFTA, has a growth rate of 3% compared to 2019. For Germany, too, there was an increase in the number of PDs A1 issued according to Article 13 (+28%). Other major competent Member States such as Spain (-19%) and Austria (-49%) issued significantly less PDs A1. Finally, Slovenia (+18%), Croatia (+7%), Estonia (+1.5%), and Iceland (+3%) also show an increase in the number of PD A1 forms issued under Article 13.

What might be possible explanations for the increase in the number of PDs A1 issued under Article 13 during the COVID-19 pandemic? Most PDs A1 under Article 13 are issued for activities in road freight transport. During the COVID-19 pandemic, this proved to be one of

the most essential sectors. Whereas several sectors came to a complete standstill, this has been a sector that has had continued activities. The number of PDs A1 issued by Poland for activities in road freight transport increased from about 197,000 PDs A1 in 2019 to some 210,000 PDs A1 in 2020.

Table 15 - Total number of PDs A1 issued for persons active in two or more Member States by the sending Member States, 2010-2020

| Sending MS | 2010 | 2011 | 2012 | 2013 | 2014 | 2015 | 2016 | 2017 | 2018 | 2019 | 2020 | Change | |
|--------------|----------------|----------------|----------------|----------------|----------------|----------------|----------------|------------------|------------------|------------------|------------------|-----------------|--------------|
| | | | | | | | | | | | | 2020 vs 2019 | % |
| EU-27 | 163,548 | 218,531 | 261,531 | 349,873 | 414,161 | 490,890 | 597,759 | 994,404 | 1,074,063 | 1,300,341 | 1,206,049 | -94,292 | -7.3% |
| EU-28 | 168,107 | 224,585 | 269,774 | 359,116 | 421,488 | 501,279 | 611,237 | 1,008,242 | 1,084,618 | 1,314,085 | | | |
| EU-14 | 108,538 | 124,660 | 143,062 | 194,818 | 201,108 | 213,127 | 241,716 | 395,772 | 441,776 | 573,872 | 493,546 | -80,326 | -14.0% |
| EU-13 | 55,010 | 93,871 | 118,469 | 155,055 | 213,053 | 277,763 | 356,043 | 598,632 | 632,287 | 726,469 | 712,503 | -13,966 | -1.9% |
| EFTA | 172 | 140 | 291 | 8,017 | 8,908 | 10,510 | 12,541 | 17,135 | 14,417 | 47,375 | 26,891 | -20,484 | -43.2% |
| Total | 168,279 | 224,725 | 270,065 | 367,133 | 430,396 | 511,789 | 623,778 | 1,025,377 | 1,099,035 | 1,361,460 | 1,241,521 | -119,939 | -8.8% |
| BE | 18,208 | 19,857 | 2,320 | 23,714 | 20,146 | 21,181 | 33,414 | 57,273 | 59,451 | 62,863 | 61,792 | -1,071 | -1.7% |
| BG | n.a. | n.a. | 577 | 1,093 | 833 | 737 | 3,593 | 21,106 | 12,283 | 15,044 | 13,521 | -1,523 | -10.1% |
| CZ | 4,099 | 4,770 | 8,520 | 17,435 | 20,859 | 25,442 | 35,672 | 55,700 | 52,723 | 69,465 | 53,723 | -15,742 | -22.7% |
| DK | 5,027 | 5,336 | 11,043 | 17,744 | 15,999 | 21,924 | 22,288 | 27,688 | 34,496 | 39,932 | 34,492 | -5,440 | -13.6% |
| DE | 16,799 | 21,631 | 15,229 | 21,651 | 16,445 | 16,962 | 22,778 | 62,877 | 60,785 | 89,747 | 114,997 | 25,250 | 28.1% |
| EE | 2,297 | 3,159 | 3,511 | 4,048 | 7,654 | 9,672 | 11,411 | 12,456 | 12,713 | 15,592 | 15,821 | 229 | 1.5% |
| IE | 556 | 1,036 | 4,061 | 3,822 | 4,177 | 3,875 | 3,694 | 4,180 | 3,435 | 3,210 | 3,060 | -150 | -4.7% |
| EL | 0 | 7 | 228 | 443 | 1,273 | 1,854 | 2,932 | 2,926 | 2,647 | 2,647 | 2,647 | | |
| ES | 13,718 | 17,776 | 26,633 | 36,152 | 33,496 | 36,957 | 44,340 | 77,663 | 121,713 | 112,839 | 91,325 | -21,514 | -19.1% |
| FR | 897 | 5,540 | 9,367 | 5,792 | 4,451 | 7,667 | 3,259 | 916 | 359 | 2,866 | 443 | -2,423 | -84.5% |
| HR | n.a. | n.a. | n.a. | 662 | 927 | 1,516 | 2,581 | 14,023 | 13,451 | 17,137 | 18,366 | 1,229 | 7.2% |
| IT | 1,619 | 1,813 | 2,112 | 2,041 | 2,932 | 5,755 | 5,458 | 20,359 | 18,401 | 37,132 | 37,132 | | |
| CY | 515 | 1,497 | 2,244 | 2,113 | 1,830 | 2,795 | 3,263 | 3,868 | 3,868 | 3,868 | 3,868 | | |
| LV | 273 | 523 | 1,657 | 3,095 | 3,001 | 3,877 | 6,602 | 17,289 | 17,681 | 18,671 | 17,814 | -857 | -4.6% |
| LT | 2,061 | 1,457 | 2,141 | 2,611 | 2,012 | 3,288 | 4,738 | 43,099 | 46,825 | 62,764 | 62,163 | -601 | -1.0% |
| LU | 4,987 | 4,206 | 4,323 | 3,802 | 11,376 | 11,773 | 12,629 | 14,238 | 14,345 | 15,581 | 12,284 | -3,297 | -21.2% |
| HU | <5 | 66 | 1,339 | 1,920 | 1,930 | 3,470 | 3,498 | 19,540 | 9,751 | 13,187 | 6,732 | -6,455 | -48.9% |
| MT | <5 | <5 | 0 | 0 | 115 | 77 | 219 | 827 | 1,202 | 1,130 | 790 | -340 | -30.1% |
| NL | 44,822 | 44,788 | 58,569 | 68,554 | 75,236 | 65,359 | 68,377 | 79,823 | 73,095 | 78,414 | 67,304 | -11,110 | -14.2% |
| AT | n.a. | n.a. | 3,606 | 4,258 | 6,392 | 8,137 | 11,624 | 17,810 | 20,973 | 97,516 | 50,164 | -47,352 | -48.6% |
| PL | 44,018 | 81,770 | 94,877 | 118,599 | 156,452 | 207,947 | 248,214 | 324,999 | 351,439 | 387,402 | 399,738 | 12,336 | 3.2% |
| PT | 24 | 31 | 981 | 878 | 257 | 347 | 892 | 20,070 | 21,452 | 18,136 | 6,851 | -11,285 | -62.2% |
| RO | n.a. | n.a. | 73 | 109 | 1,171 | 646 | 1,428 | 37,470 | 29,129 | 37,214 | 28,309 | -8,905 | -23.9% |
| SI | 429 | 66 | 127 | 208 | 210 | 406 | 13,132 | 26,559 | 39,788 | 49,099 | 57,773 | 8,674 | 17.7% |
| SK | 1,311 | 561 | 3,403 | 3,162 | 16,059 | 17,890 | 21,692 | 21,696 | 41,434 | 35,896 | 33,885 | -2,011 | -5.6% |
| FI | 1,881 | 1,911 | 1,953 | 2,181 | 2,532 | 3,928 | 3,230 | 3,314 | 4,109 | 4,651 | 4,120 | -531 | -11.4% |
| SE | n.a. | 728 | 2,637 | 3,786 | 6,396 | 7,408 | 6,801 | 6,635 | 6,515 | 8,338 | 6,935 | -1,403 | -16.8% |
| UK | 4,559 | 6,054 | 8,243 | 9,243 | 7,327 | 10,389 | 13,478 | 13,838 | 10,555 | 13,744 | 8,581 | -5,163 | -37.6% |
| IS | 34 | 15 | 6 | 8 | 102 | 69 | 70 | 95 | 51 | 37 | 38 | 1 | 2.7% |
| LI | 138 | 125 | 285 | 423 | 548 | 1,174 | 1,278 | 976 | 976 | 1,656 | 1,525 | -131 | -7.9% |
| NO | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | n.a. | 1,829 | 2,279 | 2,150 | 840 | -1,310 | -60.9% |
| CH | n.a. | n.a. | n.a. | 7,586 | 8,258 | 9,267 | 11,193 | 14,235 | 11,111 | 43,532 | 24,488 | -19,044 | -43.7% |

* EL & CY: 2018 figures. IT: 2019 figures.

Source: Administrative data PD A1 Questionnaire 2021 and previous years

4.3. Breakdown by sector of economic activity

Detailed information has been collected on the sector of activity of those persons who are covered by Article 13. A total of 15 Member States provided such data, which accounts for some 50% of the total number of PDs A1 issued to persons active in two or more Member States.

Annex 1 – Table A5 presents a distribution by economic sector of the PDs A1 granted by the sending Member States to persons covered by Article 13. The table shows, *inter alia*, that some 210,000 PDs A1 are provided by Poland to persons employed in the freight transport sector by road.

The percentage distribution by economic activity is shown in *Table 16*. Almost 50% of the PDs A1 under Article 13 are granted to persons employed in the road freight transport sector. Poland and Lithuania granted more than 50% of the PDs A1 to persons active in this sector of activity. Poland makes up the lion's share in absolute terms – in line with the importance of international road freight transport in the country's economy.

The reader will have noticed that the distribution by sector of activity strongly differs from the one for persons covered by Article 12. For instance, 'only' 18% of the forms issued to persons covered by Article 13 are applicable to the construction sector.

Table 16 - Total number of PDs A1 issued for persons active in two or more Member States, breakdown by economic activity, from a sending perspective, 2020 (row %)

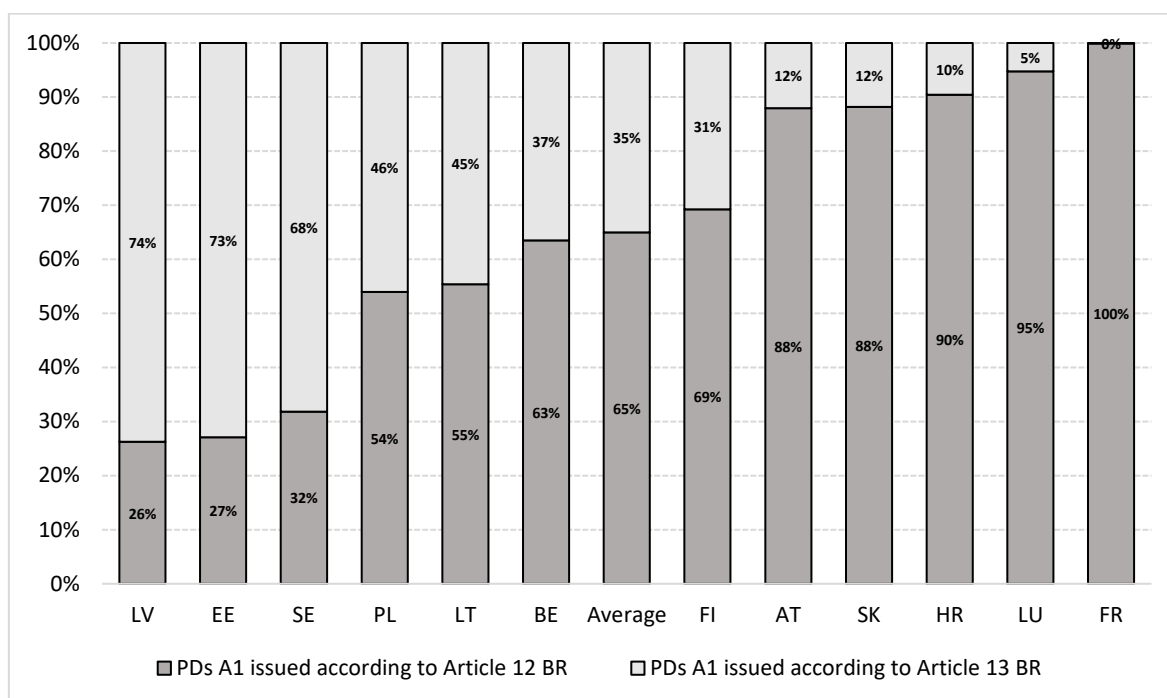
| Sending MS | Agriculture, hunting and fishing NACE A | Industry NACE B to F | | | Services NACE G to T | | | | | | | |
|------------|---|----------------------|------------------------------|----------------|-----------------------------------|--|--|--|---|--|---|---|
| | | Industry Total | of which Construction NACE F | Services Total | Wholesale and retail trade NACE G | Accommodation and food service activities NACE I | Transportation and storage; Information and communication NACE H and J | of which Freight transport by road NACE H - Group 49.4 | Financial and insurance; Real estate; Professional, scientific and technical activities; Administrative and support service activities NACE K, L, M and N | of which Temporary employment agency NACE N - Group 78.2 | Education, health and social work, arts and other services NACE P, Q, R and S | of which Human health and social work activities NACE Q |
| BE | 0.1% | 32.3% | 16.8% | 67.6% | 7.1% | 0.1% | 42.4% | 29.5% | 21.2% | 10.9% | 5.6% | 0.3% |
| BG | | | | | | | | | | | | |
| CZ | | | | | | | | | | | | |
| DK | | | | | | | | | | | | |
| DE | | | | | | | | | | | | |
| EE | 4.9% | 81.1% | 59.0% | 14.1% | 0.5% | 0.1% | 7.5% | 6.7% | 3.9% | 1.2% | 2.1% | 1.1% |
| IE | | | | | | | | | | | | |
| EL | | | | | | | | | | | | |
| ES | | | | | | | | | | | | |
| FR | 0.5% | 40.1% | 1.3% | 59.4% | 32.7% | 0.3% | 6.6% | | 15.5% | | 4.3% | |
| HR | 0.7% | 34.2% | 12.6% | 65.1% | 7.3% | 0.4% | 49.1% | 47.6% | 6.0% | 1.0% | 2.3% | 1.1% |
| IT | | | | | | | | | | | | |
| CY | | | | | | | | | | | | |
| LV | 0.4% | 40.4% | 32.5% | 59.2% | 6.2% | 0.1% | 41.3% | 38.0% | 10.4% | 0.6% | 1.2% | |
| LT | 0.8% | 18.6% | 16.7% | 80.7% | 0.0% | 0.0% | 68.1% | 68.1% | 0.0% | | 0.0% | |
| LU | 1.8% | 26.9% | 11.6% | 71.2% | 5.8% | 0.0% | 49.9% | 36.0% | 14.9% | | 0.5% | 0.4% |
| HU | | | | | | | | | | | | |
| MT | | | | | | | | | | | | |
| NL | | | | | | | | | | | | |
| AT | 0.7% | 45.4% | 12.7% | 53.9% | 11.6% | 0.2% | 11.9% | 0.0% | 1.8% | | 28.4% | |
| PL | 0.5% | 25.7% | 20.0% | 73.8% | 1.9% | 0.1% | 53.0% | 52.6% | 1.9% | 1.2% | 16.3% | 11.6% |
| PT | | | | | | | | | | | | |
| RO | | | | | | | | | | | | |
| SI | 0.0% | 57.8% | 0.0% | 42.2% | | | 42.2% | 42.2% | | | | |
| SK | 0.1% | 20.3% | 15.6% | 79.6% | 0.4% | 0.2% | 46.3% | 46.1% | 1.0% | 0.7% | 31.5% | 0.3% |
| FI | 0.1% | 69.2% | 12.8% | 30.7% | 2.2% | 0.1% | 13.4% | 12.1% | 5.2% | 0.2% | 9.8% | 0.6% |
| SE | 0.3% | 42.2% | 11.6% | 57.5% | 13.5% | 0.6% | 6.1% | 1.2% | 15.2% | 1.0% | 21.6% | 12.6% |
| UK | | | | | | | | | | | | |
| IS | | | | | | | | | | | | |
| LI | 0.0% | 28.0% | 2.2% | 72.0% | 0.2% | 0.8% | 56.8% | 45.4% | 10.2% | 1.0% | 4.0% | |
| NO | | | | | | | | | | | | |
| CH | | | | | | | | | | | | |
| Total | 0.6% | 30.3% | 18.3% | 69.1% | 2.5% | 0.2% | 49.4% | 47.5% | 3.8% | 1.7% | 12.4% | 6.9% |

Source: Administrative data PD A1 Questionnaire 2021

On average two out of three PDs A1 granted to persons employed in the construction sector are issued to persons covered by Article 12 and one out of three PDs A1 to persons covered by Article 13 (Figure 8). However, in terms of individual persons and the volume of work the difference between Article 12 and Article 13 is (much) smaller.⁴¹ Almost all reporting Member States issued a higher number of PDs A1 to persons employed in the construction sector on the basis of Article 12. Only Latvia, Estonia and Sweden are an exception to this. Nonetheless, the share of Article 13 in total has increased compared to previous years (from 24% in 2017, 28% in 2018, 32% in 2019, to 35% in 2020).

⁴¹ Such calculations are not included in this report as only a very limited number of countries reported all the requested data.

Figure 8 - Share of Articles 12 and 13 of Regulation (EC) No 883/2004 in total number of PDs A1 issued to persons employed in the construction sector, 2020



Source: Administrative data PD A1 Questionnaire 2021

4.4. The number of individual persons involved

The number of PDs A1 issued according to Article 13 is not necessarily equal to the number of persons involved. Several PDs A1 could be issued to the same person during the reference year. In addition, as Article 13 sets no maximum period for the employment or self-employment in two or more Member States, a person could be active in two or more Member States for several years. This shows that both the number of PDs A1 issued in 2019 to persons covered by Article 13 and the number of PDs A1 in circulation for this group of persons are interesting indicators. This remark also holds for Article 12.

Based on the input from 22 Member States, the number of individual persons active in two or more Member States is some 87% of the number of PDs A1 issued for these persons (*Table 17*). This means that one person received some 1.1 PDs A1 during reference year 2020. The number of individual persons is (almost) equal to the number of PDs A1 issued by the Netherlands and Iceland. Poland, which is the main issuing Member State, issued a certificate to some 350,000 persons covered by Article 13. Based on the reported figures it is estimated that some 1.1 million individual persons received a PD A1 according to Article 13 in 2020.⁴²

⁴² This is calculated by assuming for those countries that did not provide data on the number of persons involved that on average one individual person was sent abroad 1.1 times.

Table 17 - Number of individual persons employed in two or more Member States, 2020

| Sending MS | Individual number of persons (A) | Number of PDs A1 issued (B) | A/B | B/A |
|----------------------------------|----------------------------------|-----------------------------|------------|------------|
| BE | 43,958 | 61,792 | 71% | 1.4 |
| BG | 12,504 | 13,521 | 92% | 1.1 |
| CZ | 49,425 | 53,723 | 92% | 1.1 |
| DK | 30,005 | 34,492 | 87% | 1.1 |
| DE | | | | |
| EE | 12,720 | 15,821 | 80% | 1.2 |
| IE | 2,649 | 3,060 | 87% | 1.2 |
| EL | | | | |
| ES | | | | |
| FR | 415 | 428 | 97% | 1.0 |
| HR | 17,448 | 18,366 | 95% | 1.1 |
| IT | 34,543 | 37,132 | 93% | 1.1 |
| CY | 3,353 | 3,868 | 87% | 1.2 |
| LV | 15,630 | 17,814 | 88% | 1.1 |
| LT | | | | |
| LU | 10,763 | 12,284 | 88% | 1.1 |
| HU | 5,821 | 6,732 | 86% | 1.2 |
| MT | | | | |
| NL | 67,304 | 67,304 | 100% | 1.0 |
| AT | | | | |
| PL | 350,717 | 399,738 | 88% | 1.1 |
| PT | | | | |
| RO | | | | |
| SI | 40,333 | 57,773 | 70% | 1.4 |
| SK | 29,970 | 33,885 | 88% | 1.1 |
| FI | 4,076 | 4,120 | 99% | 1.0 |
| SE | 6,416 | 6,935 | 93% | 1.1 |
| UK | 8,006 | 8,581 | 93% | 1.1 |
| IS | 38 | 38 | 100% | 1.0 |
| LI | | | | |
| NO | 718 | 840 | 85% | 1.2 |
| CH | | | | |
| Total reported | 746,812 | 858,247 | 87% | 1.1 |
| Estimate total individual | 1,080,296** | | | |

* The figures on the 'individual number of persons' do not take into account the category 'working as a civil servant in one State and as an employed/self-employed person in one or more other States'.

** Total applicable to all EFTA/EU countries and the UK. Figure obtained by applying the percentage of 87% to all missing Member States.

*** CY: 2018 figures.

Source: Administrative data PD A1 Questionnaire 2021

4.5. The average duration

As mentioned earlier, no maximum period for the employment or self-employment in two or more Member States is set by Article 13. A total of 19 Member States were able to provide figures on the average duration persons are active in two or more Member states.

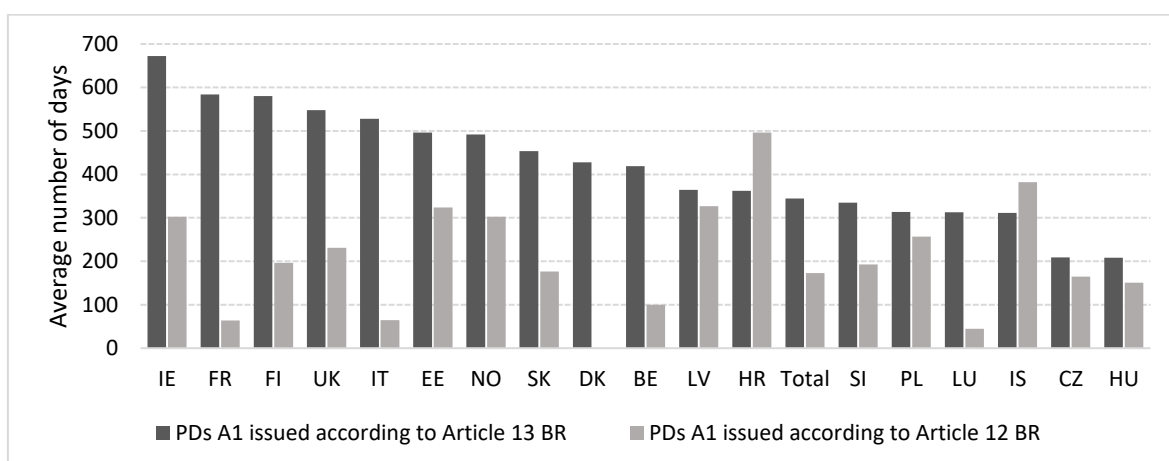
The average duration of persons covered by Article 13 was 300 days per PD A1 (*Table 18*). Nonetheless, the average duration per PD A1 varies markedly among the reporting Member States from some 180 days for Hungary to some 582 days in Ireland. By multiplying the average duration by the number of times a person has received a PD A1 it is possible to estimate the average duration a person is active in two or more Member States. On average, an individual person is active during almost a complete year in two or more Member States.

Table 18 - Average duration of employment or self-employment in two or more Member States, in days, from a sending perspective, 2020

| | Average duration per form (A) | Number of forms issued per individual (B) | Average duration per individual worker (A*B) |
|-------|-------------------------------|---|--|
| BE | 298 | 1.4 | 419 |
| BG | | | |
| CZ | 192 | 1.1 | 209 |
| DK | 372 | 1.1 | 428 |
| DE | | | |
| EE | 399 | 1.2 | 496 |
| IE | 582 | 1.2 | 673 |
| EL | | | |
| ES | | | |
| FR | 566 | 1.0 | 584 |
| HR | 344 | 1.1 | 362 |
| IT | 491 | 1.1 | 528 |
| CY | | | |
| LV | 319 | 1.1 | 364 |
| LT | | | |
| LU | 274 | 1.1 | 313 |
| HU | 180 | 1.2 | 208 |
| MT | | | |
| NL | | | |
| AT | | | |
| PL | 275 | 1.1 | 313 |
| PT | | | |
| RO | | | |
| SI | 234 | 1.4 | 335 |
| SK | 401 | 1.1 | 453 |
| FI | 574 | 1.0 | 580 |
| SE | 399 | 1.1 | |
| UK | 511 | 1.1 | 548 |
| IS | 311 | 1.0 | 311 |
| LI | | | |
| NO | 420 | 1.2 | 492 |
| CH | | | |
| Total | 299 | 1.1 | 344 |

Source: Administrative data PD A1 Questionnaire 2021

In general, the average period (strongly) varies between persons covered by Article 12 and persons covered by Article 13 (Figure 9). For most reporting Member States, the average period during which persons covered by Article 12 are active in another Member State is lower than the period during which persons are active in two or more Member States. This is not the case for Croatia and Iceland.

Figure 9 - Average duration in days, persons covered by Article 12 versus persons covered by Article 13, 2020

* Figures from last column of Tables 12 and 18.

Source: Administrative data PD A1 Questionnaire 2021

4.6. The impact on national labour markets

The number of individual persons covered by Article 13 could be compared to the total number of employed persons in the sending Member States to grasp the relative importance of this activity. The impact on the receiving Member States cannot be calculated as no further breakdown of individual persons by receiving Member State was included in the PD A1 Questionnaire. By using the additional data about the duration, the relative weight of persons covered by Article 13 on the labour market of some reporting Member States in terms of full-time equivalents (FTE) could be estimated.

In 2020, an equivalent of 0.5% of EU employment could be related to the employment of persons active in two or more Member States (*Table 19*). Only in Slovenia (4.1%), Luxembourg (2.3%), and Poland (2.1%) more than 2% of the employed population is active in two or more Member States. Moreover, the share of the work volume of persons (in FTEs) employed in two or more Member States in national employment is even higher compared to the work volume of persons covered by Article 12.

Table 19 - Share of persons employed in two or more Member States in national employment, from a sending perspective, 2020

| Sending MS | Total employed persons (in ,000) | Forms | % of employed persons | Persons | % of employed persons | Persons in FTE* | % of employed persons in FTE* |
|--------------|----------------------------------|------------------|-----------------------|---------|-----------------------|-----------------|-------------------------------|
| BE | 4,803 | 61,792 | 1.3% | 43,958 | 0.9% | 43,958 | 1.1% |
| BG | 3,122 | 13,521 | 0.4% | 12,504 | 0.4% | 11,093 | 0.4% |
| CZ | 5,235 | 53,723 | 1.0% | 49,425 | 0.9% | 32,034 | 0.6% |
| DK | 2,852 | 34,492 | 1.2% | 30,005 | 1.1% | 30,005 | 1.2% |
| DE | 41,862 | 114,997 | 0.3% | | | | |
| EE | 657 | 15,821 | 2.4% | 12,720 | 1.9% | 12,720 | 2.0% |
| IE | 2,294 | 3,060 | 0.1% | 2,649 | 0.1% | 2,649 | 0.1% |
| EL | 3,876 | 2,647 | 0.1% | | | | |
| ES | 19,202 | 91,325 | 0.5% | | | | |
| FR | 26,995 | 443 | 0.0% | 415 | 0.0% | 415 | 0.0% |
| HR | 1,657 | 18,366 | 1.1% | 17,448 | 1.1% | 17,448 | 1.1% |
| IT | 22,904 | 37,132 | 0.2% | 34,543 | 0.2% | 34,543 | 0.2% |
| CY | 417 | 3,868 | 0.9% | 3,353 | 0.8% | 3,173 | |
| LV | 893 | 17,814 | 2.0% | 15,630 | 1.8% | 15,630 | 1.8% |
| LT | 1,358 | 62,163 | 4.6% | | | | |
| LU | 465 | 12,284 | 2.6% | 10,763 | 2.3% | 10,453 | 2.5% |
| HU | 4,461 | 6,732 | 0.2% | | | | |
| MT | 261 | 790 | 0.3% | | | | |
| NL | 8,981 | 67,304 | 0.7% | | | | |
| AT | 4,297 | 50,164 | 1.2% | | | | |
| PL | 16,442 | 399,738 | 2.4% | 350,717 | 2.1% | 341,391 | 2.1% |
| PT | 4,814 | 6,851 | 0.1% | | | | |
| RO | 8,521 | 28,309 | 0.3% | | | | |
| SI | 978 | 57,773 | 5.9% | 40,333 | 4.1% | 40,333 | 4.3% |
| SK | 2,531 | 33,885 | 1.3% | 29,970 | 1.2% | 29,970 | 1.2% |
| FI | 2,528 | 4,120 | 0.2% | 4,076 | 0.2% | 4,076 | 0.2% |
| SE | 5,064 | 6,935 | 0.1% | 6,416 | 0.1% | 5,690 | |
| UK | 32,695 | 8,581 | 0.0% | 8,006 | 0.0% | 8,006 | 0.0% |
| IS | 195 | 38 | 0.0% | 38 | 0.0% | 37 | 0.0% |
| LI | | | | | | | |
| NO | 2,702 | 840 | 0.0% | 718 | 0.0% | 718 | 0.0% |
| CH | 4,696 | 24,488 | 0.5% | 21,308 | 0.5% | 20,091 | 0.5% |
| Total | 237,759 | 1,239,996 | 0.5% | | 0.5% | | 0.5% |

* In order to estimate the number of persons in FTEs, the average duration was converted to working days by dividing it by 5/7. Thereafter, this period was divided by 230 days and afterwards multiplied by the number of PDs A1 issued.

** Average calculated for the reporting Member States. The EU averages are therefore not perfectly comparable.

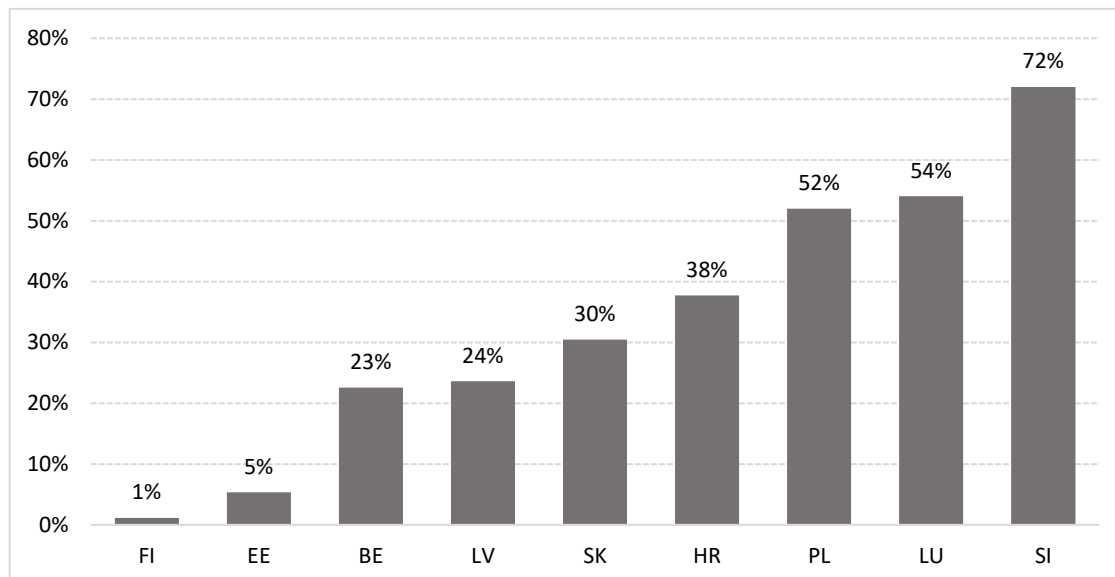
*** CY: 2018 figures.

Source: Administrative data PD A1 Questionnaire 2021 and Eurostat [[lfsa_egan2](#)]

By using the additional data about the sector of activity, a more detailed analysis is carried out of the share of persons employed in two or more Member States in total employment of

the road freight transport sector (*Figure 10*). It is clear that a high percentage of truck drivers employed in Slovenia, Luxembourg, Poland, Croatia, and Slovakia are active in two or more Member States.

Figure 10 - Estimated share of persons employed in two or more Member States in freight transport by road, 2020



Source: Administrative data PD A1 Questionnaire 2020 and Eurostat [\[sbs_na_1a_se_r2\]](#)

5. Fraud and error

Member States were asked whether they are aware of cases of fraud or error.⁴³ Data was provided by 14 member States (Belgium, Bulgaria, the Czech Republic, Germany, Denmark, Ireland, Latvia, Malta, Hungary, Austria, Poland, Slovenia, Slovakia, and Iceland).

Several infractions of the conditions determined by Article 12 of Regulation (EC) No 883/2004 and Article 13 of Regulation (EC) No 883/2004 have been reported by these Member States:

- no direct relationship between the posted worker and the employer;
- no substantial activities in the sending Member State, the employer only makes use of posting, inappropriate statements of the domestic activity, letterbox companies etc.;
- falsification of documents (e.g. false PDs A1 or false social security data);
- incorrect information provided by the applicant;
- bogus self-employment: wrong status of the person concerned;
- circumventing the application of Article 12: false evidence that Article 13 instead of Article 12 should be applied;
- fraudulent use of Article 13(3).

⁴³ A comprehensive analysis of the prevalence of fraud and error in the field of EU social security coordination can be found in the thematic report on fraud and error (Jorens *et al.* (2021), *Fraud and error in the field of EU social security coordination*, Network Statistics FMSSFE, European Commission – DG EMPL).

Member States were asked to report the cases encountered both from the point of view of a receiving Member State (*Table 20*) and of a sending Member State (*Table 21*).

Table 20 shows the quantification of inappropriate use from the point of view of the receiving Member State. The column 'Reason' presents the more detailed explanations of fraud and error cases reported by the Member States. The column 'Other quantification' shows the additional type of quantification that was reported by Member States.

Overall, the reported number of cases of inappropriate use is at a low level in most of the receiving Member States. Only Germany (1,472 cases) and Belgium (1,216 cases, amounting to € 6.9 million), two Member States with a high number of incoming persons with a PD A1, reported a significant number of cases. The other reporting Member States (CZ, IE, LV, MT, and IS) reported no or a very limited amount of cases. Both Austria and Slovakia are aware of cases of inappropriate use but are not able to quantify the size of it.

Table 20 - Number of cases of inappropriate use of applicable legislation (PD A1), as a receiving Member State, 2020

| | Cases | Other quantification | Reason | % of PDs A1 received* |
|----|-------|---------------------------------|---|-----------------------|
| BE | 1,216 | Amount involved: € 6,936,518 | | 0.7% |
| CZ | 2 | | Falsified PD A1 | 0.0% |
| DE | 1,472 | | Mostly because the posting conditions are not met. For example, the assignment of the workers is not only of a temporary nature and the posting companies do not carry out any significant business activity in the posting country. | 0.4% |
| IE | 0 | | | |
| MT | 0 | | | |
| IS | 0 | | | |
| AT | | | False information | |
| SK | | | Purpose-made conclusion of employment contracts by self-employed persons in such a way that the performance of activities in accordance with Art. 13 (3) of the basic Regulation; contributions were paid in a preferable social security system. | |

* Based on the number of PDs A1 received according to Article 12.

Source: Administrative data PD A1 Questionnaire 2021 and 2020

In addition to the cases of inappropriate use encountered as a receiving Member State, the questionnaire also asked about the situations of inappropriate use encountered as a sending Member State, which is shown in *Table 21*.

Most of the competent Member States reported no or only a limited number of cases of inappropriate use (CZ, DK, IE, LV, HU, SI and IS). Only Poland reported 569 cases in total, of which most cases are caused by error. The rather limited occurrence of inappropriate use is also evident when comparing it to the total number of PDs A1 issued by the competent Member States. For none of the reporting Member States, the share was higher than 0.1%

Table 21 - Number of cases of inappropriate use of applicable legislation (PD A1), as a sending Member State, 2020

| | Cases 2020 | Other quantification | Reason | % of total PDs A1 issued* |
|----|------------|--|---|---------------------------|
| CZ | 1 | | CZ was asked to verify the authenticity of PDs A1 issued to 3 persons as regards the place of work in Belgium and 23 persons in Germany, out of which 1 PD A1 was withdrawn for non-fulfilment of conditions as regards to Germany. | 0.0% |
| DK | 40 | | Working in rotation in another state try to receive a decision after Art. 13 even if only marginal work is carried out in the sending State. Information is sent about online courses and receiving material and transport to the airport as work in the sending state, without any salary for this "work". | 0.1% |
| IE | 0 | | | |
| LV | 9 | | 8 cases: The Belgium competent authority has forwarded to the VSAA forgery PD A1 and requested to withdraw PD A1 (construction industry), Latvian citizens have not been involved in the case, only Romanian citizens, thus the VSAA has not engaged the Latvian State Police; 1 case: The Dutch competent authority has forwarded to the VSAA forgery PD A1, withdraw has been requested. Latvian citizen has been involved in the case, thus the case has been forwarded to the Latvian State Police. | 0.0% |
| HU | | Fraud: 6 cases and Error: 34 cases Total: 40 cases | Fraud: fraudulent behaviour by giving incorrect information in order to obtain a PD A1. | 0.1% |
| MT | 0 | | | |
| PL | 569 | | Fraud: falsified PDs A1 and not respecting the posting conditions; Error: PD A1s that were requested by foreign institutions for withdrawal and were withdrawn afterwards. However, some decisions on withdrawal are not final yet. | 0.1% |
| SK | | | Cases of falsification of documents issued by the relevant institution when issuing PD A1; avoidance of the application of the posting institute by indicating incorrect or false evidence indicating that it is a simultaneous pursuing of activities in two or more Member States, (13) of the basic Regulation; avoidance of the legislation through "letterbox" companies - payment of the social insurance contributions in a more convenient social security scheme; manipulation of the PD A1. | |
| SI | 7 | Probably a few million € | There were 7 cases when foreign liaison bodies requested further investigation and/or withdrawal of issued PD A1s. In most cases the posting company does not normally carry its activities in Slovenia, according to Art. 12(1). | 0.0% |
| IS | 0 | | | |

* The denominator is the total number of PDs A1 issued by the competent Member State. The numerator is the total number of cases of inappropriate use.

Source: Administrative data PD A1 Questionnaire 2021 and 2020

Furthermore, data was reported on the number of PDs A1 withdrawn by the sending Member States (*Table 22*). In absolute figures, the highest number of PDs A1 were withdrawn by Poland (528 PDs A1) and Slovakia (766 PDs A1). In relative terms (i.e. as a share in the total number of PDs A1 issued) all Member States which provided figures withdrew less than 1% of the total number of PDs A1 issued in 2020. For instance, Poland and Slovakia withdrew 0.1% and 0.7% respectively of the total number of PDs A1 issued in 2020. Nonetheless, it should be noted that (also/especially) PDs A1 issued in 2019 or even earlier could be withdrawn in 2020. For Poland, the number of PDs A1 withdrawn decreased significantly compared to 2019 (from 1,197 PDs A1 in 2019 to 'only' 528 PDs in 2020).

Table 22 - Number of PDs A1 withdrawn as a sending Member State, 2020

| | Number of PDs A1 withdrawn in 2020 (as competent MS) (A) | Total number of PDs A1 issued in 2020 (B) | % of withdrawn PDs A1 in 2020 (A/B) |
|----|--|---|-------------------------------------|
| BG | 21 | 25,773 | 0.1% |
| CZ | 1 | 61,206 | 0.0% |
| PL | 528 | 617,772 | 0.1% |
| SK | 766 | 108,244 | 0.7% |

Source: Administrative data PD A1 Questionnaire 2021 and 2020

Although the number of PDs A1 withdrawn is useful information, it is important to note that there are other interesting statistics regarding the withdrawal of PDs A1. The reality is that there are often much more requests between Member States to verify whether the conditions for delivering a PD A1 were indeed complied with compared to the number of PDs A1 that were eventually withdrawn.

To what extent foreign service providers commit violations against the applicable rules can be analysed by confronting the number of audits or investigations to the number of cases identified. Only Belgium, provided detailed information on this (*Table 23*). The ratio of cases involving inappropriate use on the investigated cases seems to be rather high (more than

one out of two cases). As a receiving Member State, Belgium conducted 2,143 audits or investigations, which resulted in the discovery of fraudulent activities in 1,216 cases.

Table 23 - Efforts at uncovering inappropriate use of applicable legislation (PD A1), 2020

| | Number of audits or investigations | Number of cases of inappropriate use identified | Methodology |
|------------------------|------------------------------------|---|---|
| As receiving MS | | | |
| BE | 2,143 | 1,216 | An investigation is conducted in several stages. It starts with an inspection at the workplace. The workplace is selected by datamining or by information the inspectors gathered on the field. The investigation continues with the extraction of data relating to workers posted by the company in the various applications which record the mandatory declarations of the employer whose main ones are LIMOSA, GOTOT in (database of PD A1), Construction site declarations, Check in at work (daily registration of presence at a construction site). On the basis of these findings, the investigation may or may not result in a request for a reassessment of the applicable legislation by the competent institution of the sending State. If this is the case, the decision of the competent institution as to the withdrawal of the subjection at the social security system of its State then entails a declaration by the workers posted to the State of employment, i.e. Belgium. The inspection service shall draw up this declaration on the basis of the information in its possession at the time of the decision (in accordance with article 76 of the Regulation No. 883/2004 and articles 7 and 20 of Regulation No. 987/2009). The number of cases identified and the amounts of regularisations (in terms of declared remuneration) concern the number of investigations which have been concluded at this stage. They relate mainly to findings made in previous years, given the time needed to gather the convincing findings to be transmitted to the competent institution in the sending State and the time needed for dialogue between competent institutions in accordance with the procedure laid down in Decision A1. |

Source: Administrative data PD A1 Questionnaire 2021 and 2020

Annex 1 Additional tables

Table A1 - PDs A1 issued by the sending Member States according to Article 12 of the Basic Regulation, breakdown by receiving Member State, 2020 (row %)

| | | Sending MS | | | | | | | | | | | | | | | | | | | | | | | | | | | Total | | | | | | |
|--------------|------|------------|------|------|-------|-------|-------|------|-------|-------|-------|-------|-------|------|-------|-------|-------|------|------|-------|-------|-------|-------|------|-------|-------|------|------|-------|------|------|------|-------|------|------|
| | | BE | BG | CZ | DK | DE | EE | IE | EL | ES | FR | HR | IT | CY | LV | LT | LU | HU | MT | NL | AT | PL | PT | RO | SI | SK | FI | SE | | UK | IS | LI | NO | CH | |
| Receiving MS | BE | | 0.9% | 0.2% | 0.1% | 34.8% | 0.0% | 0.1% | 0.1% | 2.0% | 7.1% | 1.4% | 3.7% | 0.0% | 0.0% | 0.8% | 14.1% | 1.0% | 0.0% | 4.1% | 0.3% | 10.1% | 8.7% | 2.3% | 4.4% | 2.3% | 0.0% | 0.0% | 1.2% | 0.0% | 0.0% | 0.0% | 0.0% | 100% | |
| | BG | 0.7% | | 0.2% | 0.1% | 61.6% | 0.0% | 0.0% | 2.4% | 3.1% | 3.5% | 0.7% | 11.7% | 0.0% | 0.5% | 0.4% | 0.2% | 0.6% | 0.0% | 0.1% | 1.9% | 5.5% | 1.3% | 2.7% | 0.4% | 1.6% | 0.1% | 0.1% | 0.5% | 0.0% | 0.0% | 0.0% | 100% | | |
| | CZ | 0.4% | 0.1% | | 0.1% | 74.1% | 0.0% | 0.0% | 0.0% | 1.0% | 1.5% | 0.3% | 3.5% | 0.0% | 0.0% | 0.0% | 0.1% | 0.6% | 0.0% | 0.1% | 1.5% | 5.6% | 0.3% | 0.2% | 0.7% | 9.7% | 0.0% | 0.0% | 0.2% | 0.0% | 0.0% | 0.0% | 100% | | |
| | DK | 1.2% | 0.6% | 0.4% | | 72.7% | 0.2% | 0.5% | 0.2% | 2.1% | 1.3% | 0.4% | 5.7% | 0.0% | 0.1% | 2.6% | 0.1% | 0.9% | 0.1% | 0.9% | 0.5% | 5.2% | 0.2% | 0.7% | 0.4% | 0.6% | 0.4% | 0.4% | 1.2% | 0.0% | 0.0% | 0.4% | 0.0% | 100% | |
| | DE | 1.2% | 1.3% | 0.6% | 0.2% | | 0.3% | 0.1% | 0.6% | 2.4% | 2.4% | 8.9% | 5.8% | 0.0% | 0.4% | 2.1% | 2.2% | 5.3% | 0.0% | 0.8% | 7.7% | 27.5% | 0.7% | 3.6% | 14.9% | 10.0% | 0.1% | 0.0% | 0.7% | 0.0% | 0.0% | 0.0% | 0.0% | 100% | |
| | EE | 0.9% | 0.4% | 0.5% | 0.7% | 51.4% | | 0.0% | 0.1% | 2.9% | 2.4% | 0.0% | 3.3% | 0.0% | 2.2% | 8.9% | 0.3% | 0.1% | 0.1% | 0.1% | 8.3% | 10.2% | 0.0% | 0.3% | 0.5% | 1.4% | 2.9% | 0.7% | 1.0% | 0.0% | 0.0% | 0.5% | 0.0% | 100% | |
| | IE | 1.2% | 0.4% | 0.3% | 0.6% | 54.7% | 0.0% | | 0.2% | 4.7% | 4.6% | 0.3% | 11.0% | 0.0% | 0.1% | 0.3% | 0.9% | 0.3% | 0.0% | 0.5% | 1.0% | 5.6% | 1.4% | 0.5% | 0.4% | 1.2% | 0.1% | 0.0% | 9.5% | 0.0% | 0.0% | 0.0% | 0.0% | 100% | |
| | EL | 1.4% | 2.2% | 0.5% | 0.5% | 50.2% | 0.0% | 0.0% | | 4.9% | 4.7% | 0.4% | 18.0% | 0.5% | 0.1% | 0.0% | 0.6% | 0.2% | 0.0% | 0.7% | 0.8% | 1.3% | 0.6% | 0.5% | 0.8% | 0.4% | 0.6% | 0.6% | 9.7% | 0.0% | 0.0% | 0.1% | 0.0% | 100% | |
| | ES | 1.2% | 0.6% | 0.2% | 0.4% | 51.9% | 0.1% | 0.1% | 0.4% | | 7.4% | 0.2% | 17.1% | 0.0% | 0.0% | 0.1% | 0.3% | 0.1% | 0.1% | 0.6% | 0.7% | 2.3% | 12.0% | 0.4% | 0.6% | 0.4% | 0.4% | 0.4% | 0.2% | 2.2% | 0.0% | 0.0% | 0.1% | 0.0% | 100% |
| | FR | 7.0% | 0.4% | 0.1% | 0.1% | 40.4% | 0.0% | 0.1% | 0.2% | 9.4% | | 0.3% | 15.0% | 0.0% | 0.1% | 0.8% | 5.9% | 0.3% | 0.0% | 0.5% | 0.5% | 6.9% | 6.4% | 2.0% | 0.6% | 0.9% | 0.1% | 0.1% | 1.9% | 0.0% | 0.0% | 0.0% | 0.0% | 100% | |
| | HR | 0.6% | 0.6% | 0.4% | 0.1% | 35.7% | 0.0% | 0.1% | 0.0% | 1.6% | 1.6% | | 14.2% | 0.0% | 0.1% | 0.0% | 0.2% | 5.5% | 0.1% | 0.1% | 3.5% | 2.7% | 0.2% | 0.4% | 30.5% | 0.7% | 0.1% | 0.1% | 1.1% | 0.0% | 0.0% | 0.0% | 0.0% | 100% | |
| | IT | 1.0% | 0.2% | 0.2% | 0.1% | 66.4% | 0.0% | 0.0% | 0.5% | 5.7% | 5.3% | 2.4% | | 0.0% | 0.0% | 0.2% | 0.4% | 0.7% | 0.1% | 0.6% | 2.9% | 1.8% | 0.3% | 5.9% | 2.7% | 0.7% | 0.1% | 0.1% | 1.7% | 0.0% | 0.0% | 0.0% | 0.0% | 100% | |
| | CY | 0.8% | 1.4% | 0.3% | 0.8% | 50.2% | 0.0% | 0.3% | 13.9% | 3.2% | 1.8% | 6.8% | 5.6% | | 0.0% | 0.0% | 0.8% | 0.0% | 0.1% | 0.8% | 0.7% | 2.2% | 0.0% | 0.7% | 0.3% | 0.3% | 0.3% | 0.7% | 7.6% | 0.0% | 0.0% | 0.7% | 0.0% | 100% | |
| | LV | 0.7% | 0.6% | 0.1% | 0.1% | 60.1% | 1.6% | 0.0% | 0.1% | 2.8% | 3.3% | 0.0% | 3.7% | 0.0% | | 9.0% | 0.2% | 2.1% | 0.0% | 0.2% | 2.1% | 9.3% | 0.1% | 0.1% | 1.1% | 1.8% | 0.3% | 0.1% | 0.6% | 0.0% | 0.0% | 0.0% | 0.0% | 100% | |
| | LT | 0.6% | 1.5% | 0.2% | 0.9% | 55.6% | 0.5% | 0.0% | 0.0% | 2.0% | 2.8% | 0.2% | 3.9% | 0.0% | 5.8% | | 0.8% | 0.7% | 0.0% | 0.1% | 0.3% | 21.3% | 0.0% | 0.2% | 0.3% | 1.2% | 0.3% | 0.1% | 0.6% | 0.1% | 0.0% | 0.0% | 0.0% | 100% | |
| | LU | 19.1% | 0.1% | 0.0% | 0.0% | 59.7% | 0.0% | 0.0% | 0.1% | 0.7% | 11.5% | 0.1% | 3.1% | 0.0% | 0.0% | 0.0% | 0.6% | 0.0% | 0.4% | 0.3% | 1.1% | 1.4% | 0.1% | 1.1% | 0.4% | 0.0% | 0.0% | 0.2% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 100% | |
| | HU | 0.5% | 0.1% | 0.3% | 0.1% | 64.9% | 0.0% | 0.0% | 0.1% | 2.0% | 2.0% | 1.1% | 5.5% | 0.0% | 0.1% | 0.0% | 0.9% | | 0.0% | 0.2% | 3.4% | 3.5% | 0.3% | 4.2% | 0.9% | 9.1% | 0.0% | 0.0% | 0.7% | 0.0% | 0.0% | 0.0% | 0.0% | 100% | |
| | MT | 0.6% | 1.2% | 0.2% | 0.1% | 32.7% | 0.0% | 0.3% | 0.7% | 5.4% | 3.8% | 0.3% | 37.3% | 0.0% | 0.3% | 0.0% | 0.5% | 0.2% | | 0.1% | 0.9% | 7.8% | 0.1% | 0.0% | 0.6% | 0.1% | 0.1% | 0.0% | 6.4% | 0.0% | 0.0% | 0.0% | 0.0% | 100% | |
| | NL | 4.9% | 0.2% | 0.1% | 0.1% | 81.5% | 0.0% | 0.1% | 0.3% | 0.6% | 0.5% | 0.2% | 1.0% | 0.0% | 0.0% | 0.8% | 0.1% | 0.7% | 0.0% | | 0.3% | 4.6% | 0.6% | 0.6% | 0.8% | 1.0% | 0.0% | 0.0% | 0.8% | 0.0% | 0.0% | 0.0% | 0.0% | 100% | |
| | AT | 0.1% | 0.1% | 0.1% | 0.1% | 80.9% | 0.0% | 0.0% | 0.0% | 0.3% | 0.4% | 0.4% | 3.3% | 0.0% | 0.0% | 0.0% | 0.1% | 2.0% | 0.0% | 0.2% | | | 1.8% | 0.3% | 0.4% | 5.8% | 3.2% | 0.0% | 0.0% | 0.2% | 0.0% | 0.0% | 0.0% | 0.0% | 100% |
| | PL | 0.5% | 0.1% | 0.3% | 0.2% | 82.9% | 0.1% | 0.1% | 0.2% | 2.7% | 2.1% | 0.1% | 5.5% | 0.0% | 0.2% | 0.1% | 0.4% | 0.3% | 0.0% | 0.4% | 1.0% | | | 0.1% | 0.4% | 0.6% | 0.9% | 0.0% | 0.0% | 0.6% | 0.0% | 0.0% | 0.0% | 0.0% | 100% |
| | PT | 0.7% | 0.4% | 0.1% | 0.1% | 35.3% | 0.0% | 0.1% | 0.4% | 49.5% | 5.1% | 0.2% | 5.0% | 0.0% | 0.0% | 0.0% | 0.4% | 0.0% | 0.0% | 0.2% | 0.5% | 0.3% | | | 0.6% | 0.0% | 0.1% | 0.2% | 0.0% | 0.6% | 0.1% | 0.0% | 0.0% | 0.0% | 100% |
| | RO | 0.4% | 0.9% | 0.1% | 0.1% | 67.5% | 0.0% | 0.0% | 0.7% | 4.2% | 4.7% | 0.3% | 12.4% | 0.0% | 0.1% | 0.0% | 0.2% | 1.6% | 0.0% | 0.4% | 1.4% | 2.0% | 0.2% | | | 0.9% | 1.2% | 0.0% | 0.0% | 0.5% | 0.0% | 0.0% | 0.1% | 0.0% | 100% |
| | SI | 0.5% | 0.3% | 0.3% | 0.1% | 50.4% | 0.0% | 0.0% | 0.1% | 1.5% | 1.7% | 18.1% | 12.5% | 0.0% | 0.1% | 0.0% | 0.1% | 1.9% | 0.0% | 0.2% | 7.8% | 1.1% | 0.0% | 0.5% | | 2.5% | 0.0% | 0.0% | 0.2% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 100% |
| | SK | 0.3% | 0.3% | 3.8% | 0.0% | 69.0% | 0.1% | 0.0% | 0.1% | 2.2% | 2.5% | 0.2% | 5.6% | 0.0% | 0.1% | 0.0% | 0.2% | 2.5% | 0.0% | 0.0% | 2.4% | 6.6% | 1.1% | 0.8% | 2.1% | | 0.1% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 100% | |
| | FI | 0.3% | 0.6% | 0.4% | 0.3% | 44.8% | 14.1% | 0.4% | 0.1% | 3.0% | 2.3% | 2.3% | 3.0% | 0.0% | 1.1% | 5.9% | 0.1% | 1.0% | 0.0% | 0.4% | 1.7% | 9.4% | 0.9% | 1.2% | 1.0% | 2.1% | | 0.5% | 3.1% | 0.0% | 0.0% | 0.1% | 0.0% | 100% | |
| | SE | 0.4% | 0.1% | 0.3% | 1.0% | 46.5% | 1.2% | 1.3% | 0.1% | 1.8% | 1.5% | 1.6% | 2.0% | 0.0% | 1.9% | 10.9% | 0.1% | 0.5% | 0.0% | 0.2% | 0.9% | 17.5% | 0.5% | 0.8% | 1.0% | 3.2% | 2.1% | | 1.7% | 0.0% | 0.0% | 0.8% | 0.0% | 100% | |
| UK | 1.1% | 0.2% | 0.3% | 0.5% | 59.8% | 0.0% | 0.3% | 0.2% | 9.1% | 6.0% | 0.5% | 9.7% | 0.0% | 0.1% | 0.3% | 0.5% | 0.4% | 0.0% | 0.8% | 1.1% | 5.3% | 0.8% | 0.2% | 0.6% | 1.2% | 0.2% | 0.1% | | 0.0% | 0.0% | 0.6% | 0.0% | 100% | | |
| IS | 1.3% | 3.0% | 0.5% | 3.6% | 49.4% | 0.2% | 1.3% | 1.3% | 3.4% | 4.7% | 0.0% | 8.1% | 0.0% | 0.7% | 5.5% | 0.5% | 0.0% | 0.0% | 0.9% | 0.9% | 7.8% | 0.1% | 0.6% | 2.4% | 0.7% | 0.0% | 0.5% | 2.3% | | 0.0% | 0.5% | 0.0% | 100% | | |
| LI | 0.5% | 0.5% | 0.0% | 0.0% | 83.5% | 0.0% | 0.0% | 0.0% | 0.1% | 0.1% | 0.0% | 1.3% | 0.0% | 0.0% | 0.0% | 0.1% | 0.0% | 0.0% | 0.0% | 13.1% | 0.1% | 0.0% | 0.0% | 0.3% | 0.4% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 100% | |
| NO | 0.6% | 0.5% | 0.2% | 9.8% | 30.9% | 1.3% | 0.2% | 0.0% | 2.8% | 1.5% | 2.4% | 7.0% | 0.0% | 0.4% | 19.0% | 0.1% | 1.1% | 0.0% | 0.3% | 0.7% | 6.4% | 0.8% | 1.0% | 0.2% | 0.2% | 0.7% | 2.6% | 9.2% | 0.1% | 0.0% | | 0.0% | 100% | | |
| CH | 0.6% | 0.0% | 0.1% | 0.0% | 68.9% | 0.0% | 0.1% | 0.0% | 0.9% | 3.0% | 0.1% | 21.5% | 0.0% | 0.0% | 0.0% | 0.2% | 0.1% | 0.0% | 0.2% | 1.8% | 0.8% | 0.1% | 0.1% | 0.4% | 0.2% | 0.0% | 0.0% | 0.6% | 0.0% | 0.0% | 0.0% | | 100% | | |
| unkn. | 0.0% | 0.0% | 0.0% | 0.0% | 0.2% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 9.3% | 0.0% | 0.6% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 9.4% | 14.8% | 0.0% | 0.3% | 0.0% | 0.0% | 0.0% | 0.0% | 0.4% | 0.0% | 0.0% | 0.0% | 0.0% | 64.9% | 100% | |
| Total | 2.5% | 0.5% | 0.3% | 0.3% | 50.9% | 0.3% | 0.1% | 0.3% | 3.4% | 2.5% | 2.1% | 7.2% | 0.0% | 0.2% | 1.3% | 2.2% | 1.5% | 0.0% | 0.8% | 2.2% | 8.6% | 2.2% | 1.5% | 4.1% | 3.1% | 0.1% | 0.1% | 1.1% | 0.0% | 0.0% | 0.1% | 0.8% | 100% | | |

Source: Administrative data PD A1 Questionnaire 2021

Table A2 - PDs A1 issued by the sending Member States according to Article 12 of the Basic Regulation, breakdown by receiving Member State, 2020 (column %)

| | | Sending MS | | | | | | | | | | | | | | | | | | | | | | | | | | | Total | | | | |
|--------------|------|------------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|-------|------|-------|-------|-------|-------|-------|
| | | BE | BG | CZ | DK | DE | EE | IE | EL | ES | FR | HR | IT | CY | LV | LT | LU | HU | MT | NL | AT | PL | PT | RO | SI | SK | FI | SE | | UK | IS | LI | NO |
| Receiving MS | BE | 0.0% | 12.5% | 5.4% | 1.6% | 4.8% | 0.8% | 4.2% | 3.6% | 4.1% | 19.9% | 4.6% | 3.5% | 2.5% | 1.5% | 4.6% | 44.1% | 4.8% | 0.3% | 37.9% | 1.0% | 8.2% | 27.4% | 10.5% | 7.6% | 5.3% | 2.0% | 2.6% | 7.5% | 0.0% | 6.3% | 0.8% | 7.0% |
| | BG | 0.1% | 0.0% | 0.2% | 0.1% | 0.3% | 0.0% | 0.0% | 2.2% | 0.2% | 0.3% | 0.1% | 0.4% | 0.0% | 0.7% | 0.1% | 0.0% | 0.1% | 0.0% | 0.0% | 0.2% | 0.2% | 0.1% | 0.4% | 0.0% | 0.1% | 0.1% | 0.3% | 0.1% | 0.0% | 0.0% | 0.0% | 0.2% |
| | CZ | 0.4% | 0.3% | 0.0% | 0.6% | 3.6% | 0.1% | 0.4% | 0.3% | 0.7% | 1.5% | 0.4% | 1.2% | 1.2% | 0.3% | 0.0% | 0.1% | 1.0% | 0.7% | 0.2% | 1.7% | 1.6% | 0.3% | 0.3% | 0.4% | 8.0% | 0.9% | 0.4% | 0.3% | 0.0% | 0.0% | 0.4% | 2.5% |
| | DK | 0.7% | 1.7% | 2.1% | 0.0% | 2.1% | 1.1% | 7.2% | 1.1% | 0.9% | 0.8% | 0.3% | 1.1% | 0.0% | 0.5% | 3.0% | 0.1% | 0.8% | 7.5% | 1.7% | 0.3% | 0.9% | 0.2% | 0.6% | 0.1% | 0.3% | 4.2% | 7.9% | 1.5% | 2.5% | 0.0% | 11.3% | 1.5% |
| | DE | 7.9% | 46.6% | 40.1% | 15.2% | 0.0% | 17.6% | 9.9% | 38.1% | 12.2% | 16.5% | 73.4% | 13.6% | 8.6% | 36.4% | 28.4% | 16.4% | 59.1% | 6.4% | 18.3% | 58.8% | 54.4% | 5.5% | 39.6% | 62.2% | 55.2% | 11.8% | 7.8% | 10.4% | 3.3% | 42.5% | 2.8% | 16.9% |
| | EE | 0.0% | 0.1% | 0.2% | 0.3% | 0.1% | 0.0% | 0.0% | 0.0% | 0.1% | 0.1% | 0.0% | 0.1% | 0.0% | 1.4% | 0.8% | 0.0% | 0.0% | 0.7% | 0.0% | 0.4% | 0.1% | 0.0% | 0.0% | 0.0% | 0.1% | 2.4% | 0.9% | 0.1% | 0.0% | 0.3% | 1.1% | 0.1% |
| | IE | 0.2% | 0.3% | 0.4% | 0.8% | 0.4% | 0.0% | 0.0% | 0.2% | 0.5% | 0.6% | 0.0% | 0.5% | 0.0% | 0.2% | 0.1% | 0.1% | 0.1% | 0.7% | 0.2% | 0.2% | 0.2% | 0.2% | 0.1% | 0.0% | 0.1% | 0.3% | 0.2% | 2.9% | 2.5% | 0.0% | 0.3% | 0.3% |
| | EL | 0.3% | 2.1% | 0.8% | 0.9% | 0.5% | 0.0% | 0.1% | 0.0% | 0.7% | 0.9% | 0.1% | 1.2% | 72.8% | 0.2% | 0.0% | 0.1% | 0.1% | 1.7% | 0.4% | 0.2% | 0.1% | 0.1% | 0.1% | 0.1% | 0.1% | 2.0% | 3.5% | 4.1% | 0.0% | 0.0% | 0.6% | 0.5% |
| | ES | 1.6% | 4.3% | 2.1% | 5.7% | 3.5% | 0.9% | 2.8% | 5.5% | 0.0% | 10.2% | 0.3% | 8.0% | 0.0% | 0.2% | 0.2% | 0.5% | 0.3% | 14.6% | 2.5% | 1.1% | 0.9% | 18.4% | 0.8% | 0.5% | 0.4% | 9.1% | 7.5% | 6.6% | 1.6% | 0.5% | 3.5% | 3.4% |
| | FR | 35.4% | 9.5% | 4.3% | 3.3% | 10.1% | 1.8% | 6.8% | 8.7% | 35.4% | 0.0% | 1.8% | 26.2% | 0.0% | 3.6% | 7.9% | 33.8% | 2.8% | 15.6% | 8.4% | 3.1% | 10.2% | 36.8% | 16.3% | 2.0% | 3.6% | 6.4% | 8.4% | 21.8% | 6.6% | 7.6% | 4.3% | 12.7% |
| | HR | 0.1% | 0.6% | 0.7% | 0.2% | 0.3% | 0.0% | 0.2% | 0.1% | 0.2% | 0.3% | 0.0% | 0.9% | 0.0% | 0.2% | 0.0% | 0.0% | 1.7% | 2.7% | 0.1% | 0.8% | 0.2% | 0.0% | 0.1% | 3.6% | 0.1% | 0.2% | 0.4% | 0.5% | 0.0% | 0.0% | 0.2% | 0.5% |
| | IT | 1.5% | 1.8% | 2.9% | 2.2% | 4.9% | 0.6% | 1.1% | 6.6% | 6.3% | 8.0% | 4.3% | 0.0% | 1.2% | 0.9% | 0.7% | 0.6% | 1.6% | 31.9% | 2.8% | 4.9% | 0.8% | 0.4% | 14.3% | 2.5% | 0.9% | 4.0% | 4.1% | 5.8% | 4.1% | 1.1% | 1.3% | 3.7% |
| | CY | 0.0% | 0.2% | 0.1% | 0.2% | 0.1% | 0.0% | 0.2% | 4.1% | 0.1% | 0.1% | 0.3% | 0.1% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.3% | 0.1% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.2% | 0.7% | 0.5% | 0.0% | 0.0% | 1.0% | 0.1% |
| | LV | 0.0% | 0.1% | 0.0% | 0.0% | 0.1% | 0.7% | 0.0% | 0.0% | 0.1% | 0.1% | 0.0% | 0.1% | 0.0% | 0.0% | 0.8% | 0.0% | 0.1% | 0.0% | 0.0% | 0.1% | 0.1% | 0.1% | 0.0% | 0.0% | 0.0% | 0.1% | 0.2% | 0.2% | 0.1% | 0.0% | 0.0% | 0.1% |
| | LT | 0.0% | 0.6% | 0.1% | 0.7% | 0.2% | 0.4% | 0.0% | 0.0% | 0.1% | 0.2% | 0.0% | 0.1% | 0.0% | 6.3% | 0.0% | 0.1% | 0.1% | 0.7% | 0.0% | 0.0% | 0.5% | 0.0% | 0.0% | 0.0% | 0.1% | 0.4% | 0.2% | 0.1% | 2.5% | 0.0% | 0.1% | 0.2% |
| | LU | 14.9% | 0.3% | 0.3% | 0.2% | 2.3% | 0.1% | 0.2% | 0.5% | 0.4% | 9.1% | 0.1% | 0.8% | 0.0% | 0.1% | 0.0% | 0.0% | 0.8% | 0.3% | 1.1% | 0.2% | 0.2% | 1.2% | 0.1% | 0.6% | 0.2% | 0.1% | 0.1% | 0.4% | 0.0% | 0.0% | 0.0% | 2.0% |
| | HU | 0.2% | 0.3% | 1.5% | 0.6% | 1.5% | 0.0% | 0.4% | 0.3% | 0.7% | 1.0% | 0.7% | 0.9% | 9.9% | 0.4% | 0.0% | 0.5% | 0.0% | 0.7% | 0.3% | 1.9% | 0.5% | 0.2% | 3.3% | 0.3% | 3.6% | 0.2% | 0.4% | 0.7% | 0.8% | 0.0% | 0.1% | 1.2% |
| | MT | 0.0% | 0.3% | 0.1% | 0.0% | 0.1% | 0.0% | 0.3% | 0.3% | 0.2% | 0.2% | 0.0% | 0.6% | 0.0% | 0.2% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.1% | 0.0% | 0.0% | 0.0% | 0.0% | 0.1% | 0.1% | 0.6% | 0.0% | 0.0% | 0.1% | 0.1% |
| | NL | 31.3% | 7.2% | 7.1% | 3.6% | 25.8% | 1.1% | 17.5% | 16.2% | 3.1% | 3.6% | 1.6% | 2.2% | 0.0% | 0.9% | 10.5% | 0.7% | 7.1% | 2.4% | 0.0% | 2.4% | 8.6% | 4.4% | 5.8% | 3.3% | 5.4% | 1.6% | 2.2% | 11.8% | 0.8% | 0.3% | 1.4% | 16.1% |
| | AT | 0.4% | 2.7% | 4.8% | 3.2% | 15.2% | 0.1% | 0.5% | 0.9% | 0.9% | 1.4% | 2.1% | 4.4% | 0.0% | 0.3% | 0.2% | 0.4% | 12.8% | 0.7% | 2.4% | 0.0% | 2.0% | 1.2% | 2.4% | 13.7% | 9.9% | 2.7% | 2.9% | 2.1% | 1.6% | 19.3% | 0.2% | 9.6% |
| | PL | 0.5% | 0.4% | 3.2% | 1.7% | 4.0% | 1.1% | 1.2% | 1.6% | 1.9% | 2.1% | 0.1% | 1.9% | 0.0% | 3.2% | 0.3% | 0.4% | 0.5% | 0.7% | 1.2% | 1.1% | 0.0% | 0.1% | 0.7% | 0.4% | 0.7% | 0.7% | 0.6% | 1.2% | 2.5% | 0.3% | 2.1% | 2.4% |
| | PT | 0.4% | 1.0% | 0.3% | 0.6% | 0.8% | 0.0% | 0.6% | 1.7% | 17.6% | 2.5% | 0.1% | 0.8% | 0.0% | 0.0% | 0.0% | 0.2% | 0.0% | 0.3% | 0.4% | 0.3% | 0.0% | 0.0% | 0.5% | 0.0% | 0.0% | 1.5% | 0.5% | 0.6% | 28.7% | 0.0% | 0.2% | 1.2% |
| | RO | 0.1% | 1.4% | 0.4% | 0.1% | 1.0% | 0.0% | 0.1% | 2.0% | 0.9% | 1.4% | 0.1% | 1.3% | 0.0% | 0.5% | 0.0% | 0.1% | 0.8% | 2.0% | 0.4% | 0.5% | 0.2% | 0.1% | 0.0% | 0.2% | 0.3% | 0.1% | 0.2% | 0.3% | 0.0% | 0.5% | 1.1% | 0.7% |
| | SI | 0.1% | 0.3% | 0.6% | 0.1% | 0.5% | 0.0% | 0.0% | 0.1% | 0.2% | 0.3% | 4.1% | 0.8% | 0.0% | 0.3% | 0.0% | 0.0% | 0.6% | 1.0% | 0.1% | 1.6% | 0.1% | 0.0% | 0.1% | 0.0% | 0.4% | 0.1% | 0.1% | 0.1% | 0.0% | 0.0% | 0.0% | 0.5% |
| | SK | 0.1% | 0.4% | 11.0% | 0.1% | 1.0% | 0.3% | 0.0% | 0.2% | 0.5% | 0.8% | 0.1% | 0.6% | 0.0% | 0.4% | 0.0% | 0.1% | 1.2% | 0.7% | 0.0% | 0.8% | 0.6% | 0.4% | 0.4% | 0.4% | 0.0% | 0.4% | 0.3% | 0.0% | 0.0% | 0.0% | 0.0% | 0.7% |
| | FI | 0.1% | 1.2% | 1.7% | 1.1% | 0.9% | 56.1% | 3.8% | 0.3% | 0.9% | 1.0% | 1.2% | 0.4% | 0.0% | 6.3% | 4.7% | 0.1% | 0.7% | 0.3% | 0.5% | 0.8% | 1.1% | 0.4% | 0.8% | 0.2% | 0.7% | 0.0% | 6.8% | 2.8% | 1.6% | 0.0% | 1.3% | 1.0% |
| | SE | 0.4% | 0.7% | 2.9% | 10.5% | 2.3% | 12.1% | 29.6% | 1.4% | 1.3% | 1.5% | 2.0% | 0.7% | 0.0% | 27.4% | 21.6% | 0.1% | 0.8% | 0.0% | 0.6% | 1.0% | 5.2% | 0.5% | 1.3% | 0.7% | 2.7% | 39.0% | 0.0% | 3.8% | 2.5% | 0.3% | 35.4% | 2.5% |
| | UK | 1.1% | 1.0% | 3.5% | 4.6% | 3.0% | 0.0% | 6.4% | 2.4% | 6.9% | 6.2% | 0.6% | 3.4% | 0.0% | 0.7% | 0.6% | 0.6% | 0.7% | 3.1% | 2.9% | 1.2% | 1.6% | 1.0% | 0.3% | 0.4% | 1.0% | 3.0% | 4.5% | 0.4% | 7.4% | 5.4% | 29.5% | 2.6% |
| | IS | 0.0% | 0.2% | 0.1% | 0.5% | 0.0% | 0.0% | 0.4% | 0.2% | 0.0% | 0.1% | 0.0% | 0.0% | 0.0% | 0.1% | 0.2% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.2% | 0.1% | 0.0% | 0.0% | 0.3% | 0.0% |
| | LI | 0.0% | 0.1% | 0.0% | 0.0% | 0.2% | 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% | 0.0% | 0.7% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.0% | 0.1% |
| NO | 0.2% | 1.0% | 0.7% | 39.9% | 0.6% | 5.0% | 1.4% | 0.0% | 0.9% | 0.6% | 1.2% | 1.0% | 0.0% | 2.3% | 15.3% | 0.0% | 0.7% | 0.0% | 0.4% | 0.3% | 0.8% | 0.4% | 0.7% | 0.1% | 0.1% | 5.4% | 33.2% | 8.5% | 28.7% | 0.0% | 0.0% | 1.0% | |
| CH | 1.8% | 0.7% | 2.5% | 1.2% | 9.9% | 0.1% | 4.3% | 1.1% | 1.9% | 8.8% | 0.4% | 21.6% | 3.7% | 0.2% | 0.1% | 0.7% | 0.6% | 4.1% | 1.9% | 6.1% | 0.7% | 0.4% | 0.4% | 0.8% | 0.6% | 0.9% | 2.8% | 3.6% | 2.5% | 15.5% | 0.6% | 7.3% | |
| unkn. | 0.0% | 0.0% | 0.0% | 0.2% | 0.0% | 0.0% | 0.0% | 0.1% | 0.0% | 0.0% | 0.0% | 1.6% | 0.0% | 4.2% | 0.0% | 0.0% | 0.0% | 0.0% | 15.1% | 8.2% | 0.0% | 0.2% | 0.0% | 0.0% | 0.0% | 0.1% | 0.5% | 0.5% | 0.0% | 0.0% | 0.0% | 1.2% | |
| Total | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% | 100% |

Source: Administrative data PD A1 Questionnaire 2021

Table A3 - PDs A1 issued by the sending Member States according to Article 12 of the Basic Regulation, from a sending perspective, breakdown by sector of activity, 2020

| Sending MS | Agriculture, hunting and fishing NACE A | Industry NACE B to F | | | Services NACE G to T | | | | | | | |
|-------------------------|---|----------------------|------------------------------|----------------|-----------------------------------|--|--|--|---|--|---|---|
| | | Industry Total | of which Construction NACE F | Services Total | Wholesale and retail trade NACE G | Accommodation and food service activities NACE I | Transportation and storage; Information and communication NACE H and J | of which Freight transport by road NACE H - Group 49.4 | Financial and insurance; Real estate; Professional, scientific and technical activities; Administrative and support service activities NACE K, L, M and N | of which Temporary employment agency NACE N - Group 78.2 | Education, health and social work, arts and other services NACE P, Q, R and S | of which Human health and social work activities NACE Q |
| BE | 145 | 23,887 | 16,223 | 31,586 | 2,926 | 561 | 3,243 | 312 | 19,899 | 11,461 | 7,181 | 153 |
| BG | | | | | | | | | | | | |
| CZ | 132 | 4,343 | 2,896 | 1,771 | 347 | 24 | 274 | 156 | 1,116 | | | |
| DK | | | | | | | | | | | | |
| DE | 3,922 | 481,633 | 65,632 | 423,999 | 54,189 | 3,998 | 68,890 | | 158,129 | | 154,025 | |
| EE | 158 | 4,734 | 3,473 | 1,362 | 164 | 7 | 128 | 39 | 775 | 17 | 281 | 120 |
| IE | | | | | | | | | | | | |
| EL | | | | | | | | | | | | |
| ES | | | | | | | | | | | | |
| FR | 20 | 29,303 | 6,702 | 27,689 | 3,223 | 656 | 4,438 | 209 | 12,356 | 2,292 | 7,016 | 154 |
| HR | 70 | 44,598 | 21,795 | 5,385 | 953 | 231 | 867 | 132 | 2,646 | 1,320 | 688 | 78 |
| IT | | | | | | | | | | | | |
| CY | 0 | 49 | <5 | 32 | <5 | 5 | 6 | 0 | 15 | 0 | <5 | 0 |
| LV | 25 | 2,451 | 2,012 | 1,562 | 242 | 8 | 238 | 15 | 1,047 | 87 | 18 | <5 |
| LT | 11 | 16,359 | 12,915 | 14,730 | 32 | 826 | 731 | 167 | 489 | | | |
| LU | 41 | 31,904 | 24,009 | 21,818 | 2,560 | 45 | 1,022 | 90 | 17,110 | 7,861 | 752 | 98 |
| HU | 0 | 29,625 | 16,384 | 7,411 | 2,373 | 310 | 1,379 | 0 | 1,796 | 0 | 1,512 | 0 |
| MT | 8 | 0 | 0 | 287 | 0 | <5 | <5 | 0 | 247 | 0 | 36 | 0 |
| NL | 272 | 5,501 | 1,788 | 7,213 | 613 | 60 | 316 | 136 | 2,932 | 2,832 | 3,292 | 37 |
| AT | 455 | 25,641 | 13,205 | 10,409 | 813 | 92 | 509 | 0 | 685 | 0 | 8,423 | 0 |
| PL | 6,473 | 136,975 | 93,492 | 64,516 | 1,725 | 583 | 2,696 | 1,489 | 13,947 | 8,077 | 45,565 | 17,758 |
| PT | 50 | 78,988 | 32,958 | 7,533 | 741 | 13 | 323 | 22 | 6,342 | 5,108 | 143 | 9 |
| RO | 179 | 31,759 | 20,210 | 5,621 | 239 | 98 | 1,225 | 0 | 2,983 | 0 | 0 | 1,076 |
| SI | 159 | 71,487 | 42,392 | 299 | 118 | 92 | 27 | 0 | 23 | 0 | 39 | 10 |
| SK | 974 | 62,477 | 39,298 | 10,578 | 388 | 70 | 1,200 | 962 | 753 | 318 | 8,167 | 3,284 |
| FI | 48 | 1,882 | 952 | 887 | 26 | 5 | 108 | 42 | 192 | 11 | 547 | 5 |
| SE | 7 | 829 | 333 | 994 | 122 | <5 | 340 | <5 | 567 | 31 | 181 | 27 |
| UK | | | | | | | | | | | | |
| IS | 8 | 38 | 0 | 71 | <5 | 0 | 9 | <5 | 24 | 0 | 36 | <5 |
| LI | 0 | 83 | 35 | 199 | 0 | <5 | 0 | 11 | 228 | 180 | <5 | 0 |
| NO | | | | | | | | | | | | |
| CH | | | | | | | | | | | | |
| Total | 13,157 | 1,084,546 | 416,705 | 645,952 | 71,800 | 7,689 | 87,972 | 3,788 | 244,301 | 39,595 | 237,868 | 22,813 |
| <i>Total (excl. DE)</i> | <i>9,235</i> | <i>602,913</i> | <i>351,073</i> | <i>221,953</i> | <i>17,611</i> | <i>3,691</i> | <i>19,082</i> | <i>3,788</i> | <i>86,172</i> | <i>39,595</i> | <i>83,843</i> | <i>22,813</i> |

Source: Administrative data PD A1 Questionnaire 2021

Table A4 - PDs A1 issued according to Article 12 of the Basic Regulation, from a receiving perspective, breakdown by sector of activity, 2020

| Receiving MS | Agriculture, hunting and fishing NACE A | Industry NACE B to F | | | Services NACE G to T | | | | | | | |
|--------------|--|----------------------|------------------------------------|----------------|--------------------------------------|---|---|--|--|--|--|---|
| | | Industry Total | of which Construction NACE F | Services Total | Wholesale and retail trade NACE G | Accommodation and food service activities NACE I | Transportation and storage; Information and communication NACE H and J | of which Freight transport by road NACE H - Group 49.4 | Financial and insurance; Real estate; Professional, scientific and technical activities; Administrative and support service activities NACE K, L, M and N | of which Temporary employment agency NACE N - Group 78.2 | Education, health and social work, arts and other services NACE P, Q, R and S | of which Human health and social work activities NACE Q |
| BE | 390 | 97,698 | 55,404 | 49,071 | 4,511 | 259 | 5,212 | 350 | 25,382 | 6,468 | 16,136 | 335 |
| BG | 13 | 2,335 | 353 | 2,075 | 247 | 10 | 267 | <5 | 1,001 | 26 | 530 | 10 |
| CZ | 334 | 34,252 | 5,541 | 17,751 | 2,419 | 43 | 2,401 | 24 | 6,759 | 550 | 6,078 | 126 |
| DK | 376 | 14,616 | 4,863 | 13,747 | 2,060 | 86 | 4,174 | 22 | 3,903 | 85 | 5,153 | 46 |
| DE | 4,530 | 254,390 | 155,664 | 78,277 | 5,314 | 883 | 5,101 | 2,103 | 16,756 | 6,218 | 44,770 | 20,584 |
| EE | 9 | 1,259 | 282 | 1,021 | 79 | <5 | 148 | 11 | 265 | <5 | 368 | <5 |
| IE | 8 | 2,612 | 644 | 2,827 | 237 | 29 | 362 | <5 | 1,192 | 36 | 943 | 56 |
| EL | 5 | 2,217 | 382 | 4,276 | 252 | 195 | 551 | 9 | 1,537 | 46 | 1,685 | 98 |
| ES | 377 | 32,937 | 6,644 | 24,302 | 2,657 | 525 | 3,119 | 93 | 9,700 | 682 | 20,290 | 357 |
| FR | 909 | 122,289 | 45,157 | 78,928 | 7,554 | 485 | 10,957 | 362 | 36,891 | 13,013 | 22,852 | 753 |
| HR | 41 | 5,156 | 2,949 | 2,988 | 366 | 84 | 515 | 9 | 2,870 | 7 | 928 | 26 |
| IT | 415 | 41,208 | 5,355 | 31,563 | 4,237 | 383 | 4,137 | 111 | 11,788 | 328 | 10,744 | 437 |
| CY | 0 | 573 | 195 | 563 | 33 | 14 | 65 | <5 | 193 | <5 | 264 | 6 |
| LV | 10 | 1,209 | 364 | 996 | 176 | <5 | 95 | 0 | 283 | 8 | 398 | 7 |
| LT | 6 | 2,405 | 652 | 1,602 | 161 | <5 | 217 | 0 | 688 | 17 | 511 | <5 |
| LU | 36 | 25,600 | 15,054 | 16,241 | 2,616 | 181 | 2,416 | 47 | 6,213 | 832 | 5,010 | 62 |
| HU | 61 | 26,168 | 2,863 | 8,486 | 772 | 48 | 1,086 | 8 | 3,173 | 135 | 3,409 | 57 |
| MT | 6 | 455 | 63 | 683 | 77 | 8 | 70 | <5 | 210 | <5 | 281 | 11 |
| NL | 3,624 | 73,811 | 27,529 | 77,084 | 8,065 | 1,318 | 12,308 | 191 | 31,556 | 9,226 | 21,566 | 806 |
| AT | 941 | 109,566 | 36,434 | 88,146 | 13,203 | 1,361 | 15,783 | 151 | 29,206 | 607 | 27,851 | 1,049 |
| PL | 180 | 28,399 | 1,935 | 19,746 | 2,779 | 50 | 3,257 | 16 | 7,570 | 75 | 5,816 | 80 |
| PT | 11 | 5,552 | 450 | 5,612 | 523 | 162 | 573 | <5 | 2,199 | 75 | 2,098 | 64 |
| RO | 27 | 8,137 | 498 | 4,788 | 422 | 29 | 679 | 15 | 2,179 | 57 | 1,464 | 9 |
| SI | 21 | 5,626 | 1,586 | 3,057 | 438 | 45 | 352 | 6 | 1,244 | 205 | 952 | <5 |
| SK | 78 | 9,413 | 1,320 | 5,269 | 719 | 35 | 819 | <5 | 2,336 | 30 | 1,371 | 19 |
| FI | 230 | 13,795 | 5,177 | 6,645 | 464 | 21 | 692 | 49 | 2,823 | 45 | 1,995 | 23 |
| SE | 104 | 37,884 | 19,644 | 14,005 | 1,191 | 52 | 1,358 | 94 | 5,148 | 129 | 5,068 | 85 |
| UK | 71 | 22,797 | 4,851 | 19,593 | 1,992 | 180 | 2,336 | 29 | 8,853 | 316 | 6,334 | 342 |
| IS | 0 | 254 | 110 | 256 | 13 | <5 | 15 | 0 | 89 | <5 | 133 | 0 |
| LI | <5 | 1,171 | 245 | 1,134 | 122 | 17 | 120 | 0 | 383 | 0 | 473 | <5 |
| NO | 24 | 8,863 | 4,264 | 7,823 | 340 | 837 | 918 | 21 | 1,913 | 49 | 1,638 | 29 |
| CH | 307 | 58,734 | 10,102 | 57,144 | 7,758 | 334 | 7,867 | 41 | 19,764 | 141 | 20,757 | 496 |
| Total | 13,148 | 1,051,381 | 416,574 | 645,699 | 71,797 | 7,683 | 87,970 | 3,777 | 244,067 | 39,415 | 237,866 | 25,982 |

Source: Administrative data PD A1 Questionnaire 2021

Table A5 - Total number of PDs A1 issued for persons active in two or more Member States, breakdown by economic activity, from a sending perspective, 2020

| Sending MS | Agriculture, hunting and fishing NACE A | Industry NACE B to F | | | Services NACE G to T | | | | | | | |
|--------------|--|----------------------|------------------------------------|-------------------|--|---|--|---|--|---|--|--|
| | | Industry Total | of which Construction NACE F | Services Total | Wholesale and retail trade NACE G | Accommodation and food service activities NACE I | Transportation and storage; Information and communication NACE H and J | of which Freight transport by road NACE H - Group 49.4 | Financial and insurance; Real estate; Professional, scientific and technical activities; Administrative and support service activities NACE K, L, M and N | of which Temporary employment agency NACE N - Group 78.2 | Education, health and social work, arts and other services NACE P, Q, R and S | of which Human health and social work activities NACE Q |
| BE | 39 | 17,954 | 9,328 | 37,591 | 3,932 | 53 | 23,548 | 16,386 | 11,759 | 6,039 | 3,092 | 144 |
| BG | | | | | | | | | | | | |
| CZ | | | | | | | | | | | | |
| DK | | | | | | | | | | | | |
| DE | | | | | | | | | | | | |
| EE | 769 | 12,827 | 9,336 | 2,225 | 80 | 15 | 1,183 | 1,057 | 621 | 196 | 325 | 170 |
| IE | | | | | | | | | | | | |
| EL | | | | | | | | | | | | |
| ES | | | | | | | | | | | | |
| FR | <5 | 158 | 5 | 234 | 129 | <5 | 26 | 14 | 61 | 0 | 17 | <5 |
| HR | 124 | 6,286 | 2,313 | 11,956 | 1,334 | 71 | 9,017 | 8,737 | 1,107 | 181 | 427 | 198 |
| IT | | | | | | | | | | | | |
| CY | | | | | | | | | | | | |
| LV | 74 | 7,025 | 5,652 | 10,288 | 1,084 | 16 | 7,180 | 6,612 | 1,804 | 96 | 200 | 8 |
| LT | 494 | 11,534 | 10,400 | 50,135 | | | 42,309 | 42,309 | | | | |
| LU | 210 | 3,084 | 1,329 | 8,152 | 659 | <5 | 5,715 | 4,121 | 1,702 | <5 | 56 | 45 |
| HU | | | | | | | | | | | | |
| MT | <5 | 0 | 0 | 789 | | 336 | 451 | 438 | <5 | | | |
| NL | | | | | | | | | | | | |
| AT | 95 | 6,502 | 1,811 | 7,716 | 1,660 | 32 | 1,701 | 0 | 262 | 0 | 4,061 | 0 |
| PL | 2,118 | 102,544 | 79,757 | 295,076 | 7,399 | 450 | 211,854 | 210,441 | 7,574 | 4,784 | 65,298 | 46,227 |
| PT | | | | | | | | | | | | |
| RO | | | | | | | | | | | | |
| SI | | 29,444 | | 21,484 | | | 21,484 | 21,484 | | | | |
| SK | 23 | 6,874 | 5,260 | 26,905 | 146 | 76 | 15,639 | 15,578 | 340 | 220 | 10,649 | 118 |
| FI | <5 | 2,294 | 423 | 1,018 | 72 | <5 | 443 | 402 | 171 | 7 | 326 | 21 |
| SE | 20 | 2,608 | 714 | 3,552 | 836 | 36 | 380 | 77 | 941 | 64 | 1,334 | 776 |
| UK | | | | | | | | | | | | |
| IS | | | | | | | | | | | | |
| LI | 0 | 427 | 34 | 1,098 | <5 | 12 | 866 | 693 | 156 | 16 | 61 | 0 |
| NO | | | | | | | | | | | | |
| CH | | | | | | | | | | | | |
| Total | 3,972 | 209,561 | 126,362 | 478,219 | 17,334 | 1,104 | 341,796 | 328,349 | 26,500 | 11,605 | 85,846 | 47,710 |

Source: Administrative data PD A1 Questionnaire 2021

Annex 2 Country abbreviations

| Abbreviation | Country |
|---------------------|-----------------|
| BE | Belgium |
| BG | Bulgaria |
| CZ | Czech Republic |
| DK | Denmark |
| DE | Germany |
| EE | Estonia |
| IE | Ireland |
| EL | Greece |
| ES | Spain |
| FR | France |
| HR | Croatia |
| IT | Italy |
| CY | Cyprus |
| LV | Latvia |
| LT | Lithuania |
| LU | Luxembourg |
| HU | Hungary |
| MT | Malta |
| NL | Netherlands |
| AT | Austria |
| PL | Poland |
| PT | Portugal |
| RO | Romania |
| SI | Slovenia |
| SK | Slovak Republic |
| FI | Finland |
| SE | Sweden |
| UK | United Kingdom |
| IS | Iceland |
| NO | Norway |
| LI | Liechtenstein |
| CH | Switzerland |

Annex 3 PD A1 Questionnaire

| Number of PD A1 <u>issued</u> according to Regulation (EC) No 883/2004 on the coordination of social security systems | |
|---|-------------------------------|
| Categories (corresponding to field 3 of PDA1 concerning the status of the holder) | Number of PD A1 <u>issued</u> |
| 3.1 Posted employed person | |
| 3.2 Employed, working in two or more States | |
| 3.3 Posted self-employed person | |
| 3.4 Self-employed, working in two or more States | |
| 3.5 Civil servant | |
| 3.6 Contract staff | |
| 3.7 Mariner | |
| 3.8 Working as an employed person and as a self-employed person in different States | |
| 3.9 Working as a civil servant in one State and as an employed/self-employed person in one or more other States | |
| 3.10 Flight or cabin crew member | |
| 3.11 Exception | |
| 3.12 Working as an employed / self-employed person in only one Member State | |
| Total | |

| Number of PD A1 issued by sector of economic activity according to <u>Art. 12</u> of Regulation (EC) No 883/2004 on the coordination of social security systems: | | | | | | | | | | | | | | | Number of 'unique' persons who received a PD A1 (of total) | Average duration in days of all PD A1 issued (of total) |
|--|--|-------|---|----------------------|---|----------------|----------------------|---|---|---|---|--|---|---|--|---|
| Employed Art 12 (1) [box 3.1 of PDA1] | Self-employed Art 12 (2) [box 3.3 of PDA1] | Total | Sectors of economic activity (of total) | | | | | | | | | | | | | |
| | | | Agriculture, hunting and fishing NACE A | Industry NACE B to F | | Services Total | Services NACE G to T | | | | | Human health and social work activities NACE Q | | | | |
| Receiving country (single destination only) | | | | | | | | | | | | | | | | |
| Belgium | | | | | | | | | | | | | | | | |
| Bulgaria | | | | | | | | | | | | | | | | |
| Czech Republic | | | | | | | | | | | | | | | | |
| Denmark | | | | | | | | | | | | | | | | |
| Germany | | | | | | | | | | | | | | | | |
| Estonia | | | | | | | | | | | | | | | | |
| Ireland | | | | | | | | | | | | | | | | |
| Greece | | | | | | | | | | | | | | | | |
| Spain | | | | | | | | | | | | | | | | |
| France | | | | | | | | | | | | | | | | |
| Croatia | | | | | | | | | | | | | | | | |
| Italy | | | | | | | | | | | | | | | | |
| Cyprus | | | | | | | | | | | | | | | | |
| Latvia | | | | | | | | | | | | | | | | |
| Lithuania | | | | | | | | | | | | | | | | |
| Luxembourg | | | | | | | | | | | | | | | | |
| Hungary | | | | | | | | | | | | | | | | |
| Malta | | | | | | | | | | | | | | | | |
| Netherlands | | | | | | | | | | | | | | | | |
| Austria | | | | | | | | | | | | | | | | |
| Poland | | | | | | | | | | | | | | | | |
| Portugal | | | | | | | | | | | | | | | | |
| Romania | | | | | | | | | | | | | | | | |
| Slovenia | | | | | | | | | | | | | | | | |
| Slovak Republic | | | | | | | | | | | | | | | | |
| Finland | | | | | | | | | | | | | | | | |
| Sweden | | | | | | | | | | | | | | | | |
| United Kingdom | | | | | | | | | | | | | | | | |
| Iceland | | | | | | | | | | | | | | | | |
| Liechtenstein | | | | | | | | | | | | | | | | |
| Norway | | | | | | | | | | | | | | | | |
| Switzerland | | | | | | | | | | | | | | | | |
| Total postings | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |

| Number of PD A1 issued by sector of economic activity according to <u>Art. 13</u> of Regulation (EC) No 883/2004 on the coordination of social security systems: | | | | | | | | | | | | | | | Number of 'unique' persons who received a PD A1 (of total) | Average duration in days of all PD A1 issued (of total) |
|--|---|---|---------------------|----------------|-----------------------------------|--|--|---|---|---|---|--|--|--|--|---|
| Total | Agriculture, hunting and fishing NACE A | Sectors of economic activity (of total) | | | | | | | | | | | | | | |
| | | Industry Total | Construction NACE F | Services Total | Wholesale and retail trade NACE G | Accommodation and food service activities NACE I | Transportation and storage, information and communication NACE H and J | Freight transport by road NACE H - Group 49.4 | Financial and insurance, Real estate, Professional, scientific and technical activities, Administrative and support service activities NACE K, L, M and N | Temporary employment agency NACE N - Group 78.2 | Education, health and social work, arts and other services NACE P, Q, R and S | Human health and social work activities NACE Q | | | | |
| Employed, working in two or more States (box 3.2 of PD A1) | | Please leave this space empty | | | | | | | | | | | | | | |
| Self-employed, working in two or more States (box 3.4 of PDA1) | | | | | | | | | | | | | | | | |
| Working as an employed person and as a self-employed person in different States (box 3.8 of PDA1) | | | | | | | | | | | | | | | | |
| Total number of PD A1 issued according to Art. 13 (boxes 3.2 + 3.4 + 3.8) | 0 | | | | | | | | | | | | | | | |

Annex 4 Portable Document A1

Coordination of Social
Security Systems

A1

Certificate concerning the Social Security
legislation which applies to the holder

EU Regulations 883/2004 and 987/2009 (*)

INFORMATION FOR THE HOLDER

This certificate concerns the social security legislation which applies to you and confirms that you have no obligations to pay contributions in another State.

Before you leave the State where you are insured to go to another State to work, make sure you have the documents which entitle you to receive the necessary benefits in kind (e.g. medical care, treatment in hospital, and other) in the State where you are working.

- if you are staying temporarily in the State where you are working, ask your health care institution for the European Health Insurance Card (EHIC). You must show this card to your health care provider if you need benefits in kind during your stay.
- if you are going to be living in the State where you are working, ask your health care institution for the S1 document and submit it as soon as possible to the competent health care institution of the place you are going to work (**).

Provisionally the insurance institution in the State of stay will also provide special benefits in the event of an accident at work or an occupational disease.

1. PERSONAL DETAILS OF THE HOLDER

| | | | |
|-------|-----------------------------------|---------------------------------|-------------------------------|
| 1.1 | Personal Identification Number | <input type="checkbox"/> Female | <input type="checkbox"/> Male |
| 1.2 | Surname | | |
| 1.3 | Forenames | | |
| 1.4 | Surname at birth (***) | | |
| 1.5 | Date of birth | 1.6 | Nationality |
| 1.7 | Place of birth | | |
| 1.8 | Address in the State of residence | | |
| 1.8.1 | Street, N° | 1.8.3 | Post code |
| 1.8.2 | Town | 1.8.4 | Country code |
| 1.9 | Address in the State of stay | | |
| 1.9.1 | Street, N° | 1.9.3 | Post code |
| 1.9.2 | Town | 1.9.4 | Country code |

2. MEMBER STATE LEGISLATION WHICH APPLIES

| | | | |
|--|---------------|-----|-------------|
| 2.1 | Member State | | |
| 2.2 | Starting date | 2.3 | Ending date |
| <input type="checkbox"/> 2.4 The certificate applies for the duration of the activity <input type="checkbox"/> 2.5 The determination is provisional <input type="checkbox"/> 2.6 Transitional rules apply as provided for by Regulation (EC) No 883/2004 | | | |

(*) Regulations (EC) No 883/2004, Articles 11 through 16 and Regulation (EC) No 987/2009, Article 19.

(**) For Spain, Sweden and Portugal, the certificate must be handed over to, respectively, the head provincial offices of social security National Institute (INSS), the social insurance institution and the social security institution of the place of residence.

(***) Information given to the institution by the holder when this is not known by the institution.

1/3

A1



Certificate concerning the Social Security legislation which applies to the holder

3. STATUS CONFIRMATION OF YOUR POSITION

| | |
|--|--|
| <input type="checkbox"/> 3.1 Posted employed person | <input type="checkbox"/> 3.2 Employed, working in two or more States |
| <input type="checkbox"/> 3.3 Posted self-employed person | <input type="checkbox"/> 3.4 Self-employed, working in two or more States |
| <input type="checkbox"/> 3.5 Civil servant | <input type="checkbox"/> 3.6 Contract staff |
| <input type="checkbox"/> 3.7 Mariner | <input type="checkbox"/> 3.8 Working as an employed person and as a self-employed person in different States |
| <input type="checkbox"/> 3.9 Working as a civil servant in one State and as an employed/self-employed person in one or more other States | <input type="checkbox"/> 3.10 Flight or cabin crew member |
| <input type="checkbox"/> 3.11 Exception | <input type="checkbox"/> 3.12 Working as an employed / self-employed person in the State referred to under 2.1 |

4. DETAILS OF EMPLOYER / SELF-EMPLOYMENT

| | |
|---|---|
| <input type="checkbox"/> 4.1.1 Employee | <input type="checkbox"/> 4.1.2 Self-employed activity |
|---|---|

4.2 Employer/self-employed activity code

4.3 Name or business name

4.4 Registered address

| | |
|------------------|--------------------|
| 4.4.1 Street, N° | 4.4.2 Country code |
| 4.4.3 Town | 4.4.4 Post code |

5. DETAILS OF EMPLOYER / SELF-EMPLOYMENT WHEN AN ACTIVITY IS PURSUED

5.1 Name(s) or business name(s) and code(s) of the firm(s) or ship(s) or the home base(s) where you will be employed

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