



Posting of workers

Report on A1 Portable Documents
issued in 2020

Frederic De Wispelaere, Lynn De Smedt & Jozef Pacolet – HIVA-KU Leuven
October 2021



EUROPEAN COMMISSION

Directorate-General for Employment, Social Affairs and Inclusion

Directorate E — Labour Mobility

Unit E/2 — Social security coordination

E-mail: EMPL-E2-UNIT@ec.europa.eu

European Commission

B-1049 Brussels

Posting of workers

Report on A1 Portable Documents
issued in 2020

Manuscript completed in October 2021

This document has been prepared for the European Commission however it reflects the views only of the authors, and the European Commission is not liable for any consequence stemming from the reuse of this publication. More information on the European Union is available on the Internet (<http://www.europa.eu>).

Luxembourg: Publications Office of the European Union, 2022
© European Union, 2022



The reuse policy of European Commission documents is implemented based on Commission Decision 2011/833/EU of 12 December 2011 on the reuse of Commission documents (OJ L 330, 14.12.2011, p. 39). Except otherwise noted, the reuse of this document is authorised under a Creative Commons Attribution 4.0 International (CC-BY 4.0) licence (<https://creativecommons.org/licenses/by/4.0/>). This means that reuse is allowed provided appropriate credit is given and any changes are indicated.

For any use or reproduction of elements that are not owned by the European Union, permission may need to be sought directly from the respective rightholders.

PDF ISBN 978-92-76-46736-6 doi: 10.2767/048597 KE-05-22-009-EN-N

Table of Contents

List of Tables.....	7
List of Figures.....	8
Glossary	9
Summary of main findings	10
1. Introduction.....	15
1.1. Brief overview of the legal framework.....	15
1.2. Content of the PD A1 report	16
1.3. Some important methodological remarks	17
2. An overall picture of the number of PDs A1 issued	18
2.1. Number of PDs A1 issued in 2020.....	18
2.2. Share in total EU employment.....	22
2.3. Comparison with previous years	23
3. Persons covered by Article 12.....	25
3.1. General	25
3.2. Mainly issued by and to EU-14 Member States	28
3.3. Comparison with previous years	29
3.4. Breakdown by type: employed or self-employed persons.....	31
3.5. Breakdown by sector of economic activity	32
3.6. The number of individual persons involved.....	35
3.7. The average duration	36
3.8. The impact on national labour markets.....	37
4. Persons covered by Article 13.....	39
4.1. Breakdown by type of activity	40
4.2. Comparison with previous years	41
4.3. Breakdown by sector of economic activity	42

4.4.	The number of individual persons involved.....	44
4.5.	The average duration	45
4.6.	The impact on national labour markets.....	47
5.	Fraud and error	48
Annex 1	Additional tables	52
Annex 2	Country abbreviations	57
Annex 3	PD A1 Questionnaire	58
Annex 4	Portable Document A1	59

List of Tables

Table 1 - Total number of PDs A1 issued by the competent Member States, breakdown by type, 2020.....	20
Table 2 - Total number of PDs A1 issued by the competent Member States, percentage breakdown by type, 2020	21
Table 3 - Total number of PDs A1 issued by the competent Member States, by type, share in column total, 2020.....	22
Table 4 - PDs A1 issued by the competent Member States, 2012-2020.....	24
Table 5 - PDs A1 issued by competent Member States according to Article 12 of the Basic Regulation, breakdown by receiving Member State,2020.....	27
Table 6 - PDs A1 according to Article 12 of the Basic Regulation issued by sending Member States, 2010-2020	30
Table 7 - PDs A1 issued according to Article 12 of the Basic Regulation, by receiving Member State, 2010-2020	31
Table 8 - Number of PDs A1 according to Article 12 of the Basic Regulation issued to employed and self-employed persons, 2020.....	32
Table 9 - PDs A1 issued according to Article 12 of the Basic Regulation, from a sending perspective, breakdown by sector of activity, 2020 (row %).....	34
Table 10 - PDs A1 issued according to Article 12 of the Basic Regulation, from a receiving perspective, breakdown by sector of activity, 2020 (row %).....	35
Table 11 - Number of individual persons who received a PD A1 according to Article 12 of the Basic Regulation, 2020	36
Table 12 - Average duration of the period that persons are active under Article 12, in days, from a sending perspective, 2020.....	37
Table 13 - Share of persons falling under Article 12 of the Basic Regulation in national employment, by sending Member State, 2020.....	38
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	41
Table 15 - Total number of PDs A1 issued for persons active in two or more Member States by the sending Member States, 2010-2020	42
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 %)	43
Table 17 - Number of individual persons employed in two or more Member States, 2020	45
Table 18 - Average duration of employment or self-employment in two or more Member States, in days, from a sending perspective, 2020	46
Table 19 - Share of persons employed in two or more Member States in national employment, from a sending perspective, 2020.....	47
Table 20 - Number of cases of inappropriate use of applicable legislation (PD A1), as a receiving Member State, 2020	49
Table 21 - Number of cases of inappropriate use of applicable legislation (PD A1), as a sending Member State, 2020	50
Table 22 - Number of PDs A1 withdrawn as a sending Member State, 2020	50
Table 23 - Efforts at uncovering inappropriate use of applicable legislation (PD A1), 2020	51

List of Figures

Figure 1 - Total number of PDs A1 issued, breakdown by type, 2020	18
Figure 2 - Share of PDs A1 in national employment of the sending Member State, 2020	23
Figure 3 - Percentage in total number of PDs A1 issued, 2010-2020	25
Figure 4 - Net balance between the number of PDs A1 issued and received according to Article 12 of the Basic Regulation, 2020	28
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	29
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	39
Figure 7 - Total number of PDs A1 issued for persons active in two or more Member States, breakdown by type of activity, 2020	40
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.....	44
Figure 9 - Average duration in days, persons covered by Article 12 versus persons covered by Article 13, 2020	46
Figure 10 - Estimated share of persons employed in two or more Member States in freight transport by road, 2020.....	48

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.

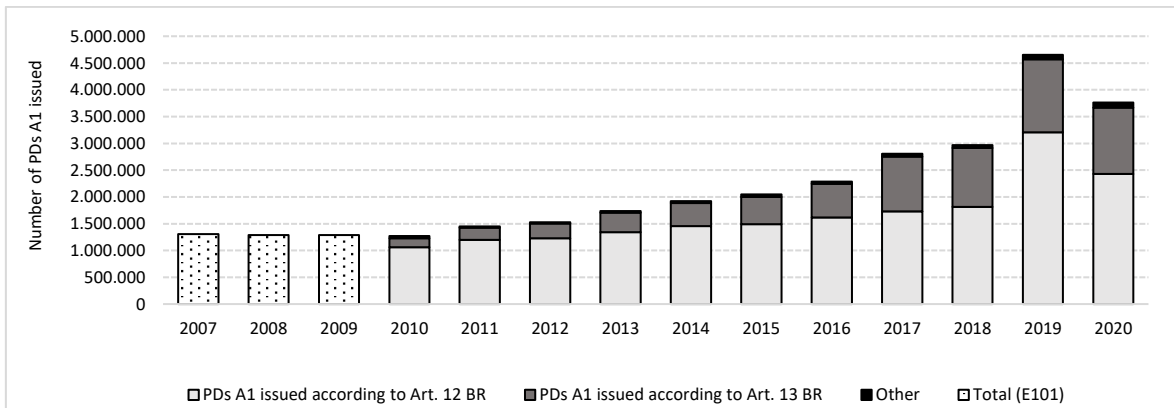
⁹ For more information see [European Labour Authority](#) (2021), *Impact of teleworking during the COVID-19 pandemic on the applicable social security: Overview of measures and/or actions taken in the EU Member States to facilitate a flexible approach to the applicable social security of teleworking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

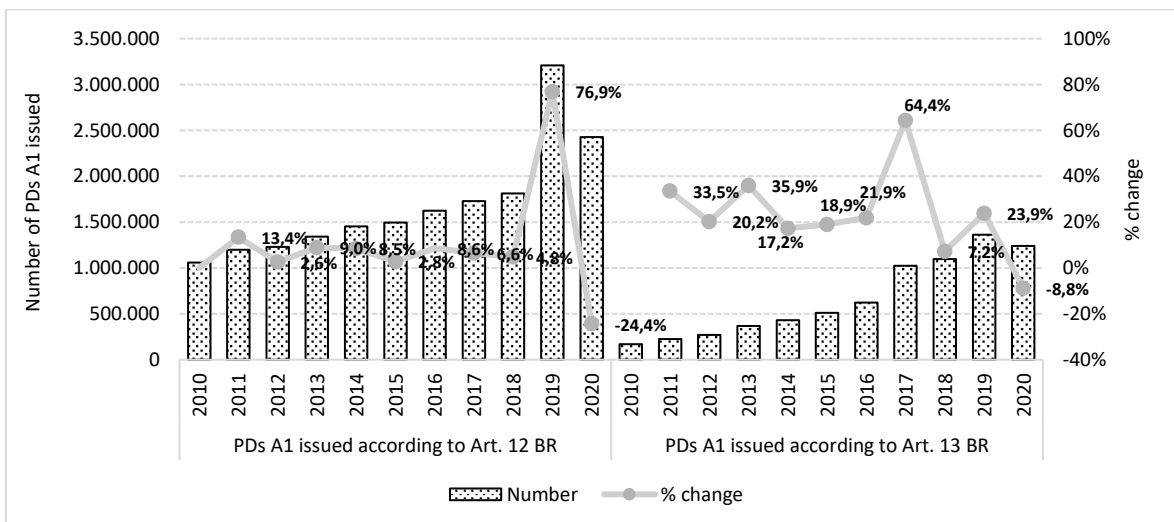
Figure 1 - Evolution of the number of PDs A1 issued, by type, 2007-2020



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.

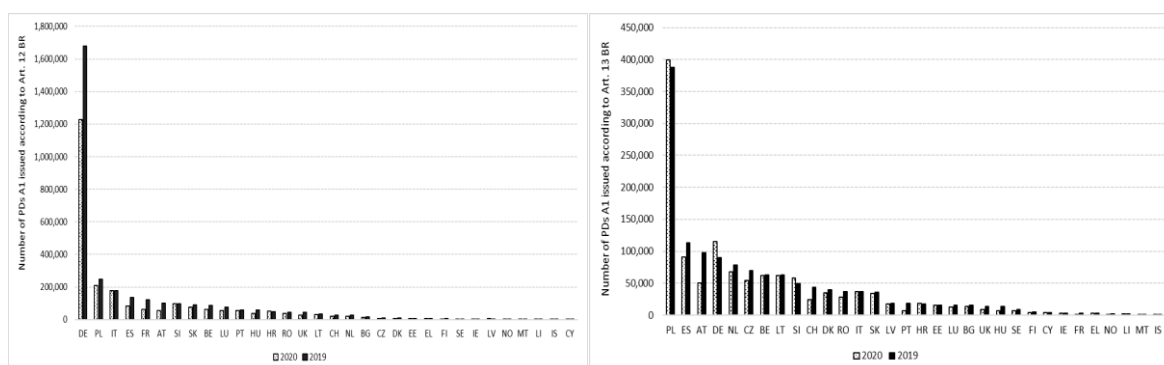
Figure 2 - Number of PDs A1 issued and percentage change, by type, 2010-2020



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

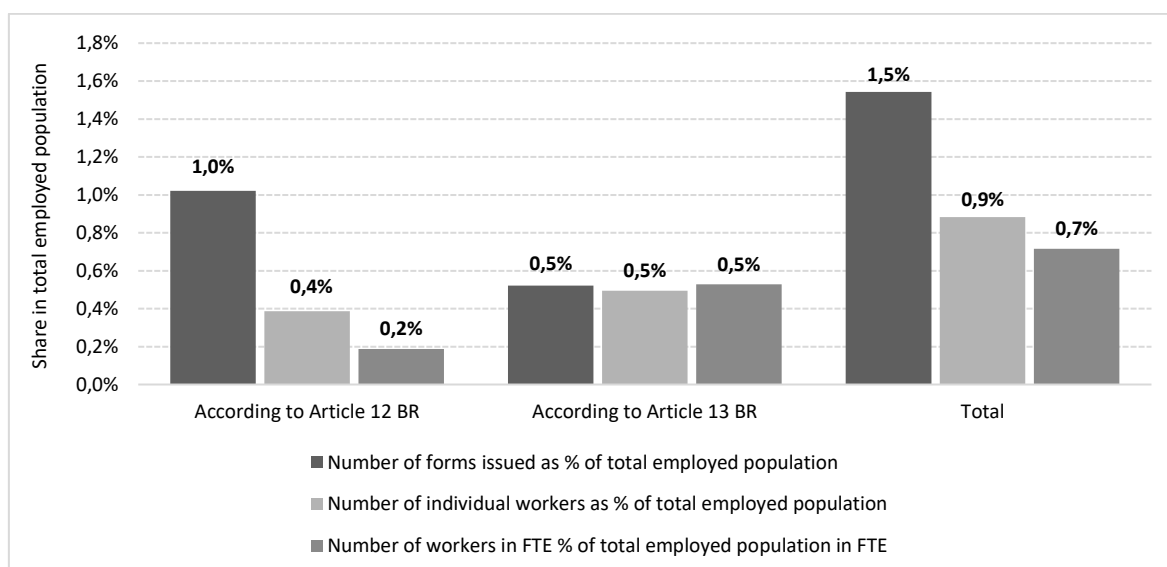
Some 9 out of ten of the PDs A1 issued according to Article 13 relate to persons employed in different Member States.

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."

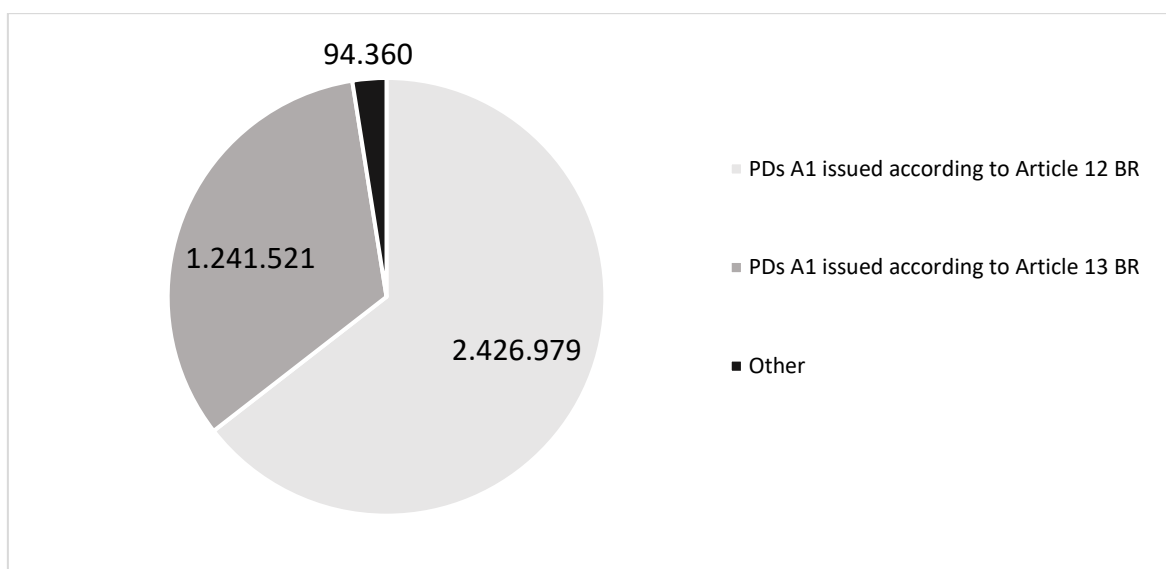
on the compliance with Article 15 of the Implementing Regulation. As a result, the discrepancy between the number of PDs A1 issued and the actual number of mobile persons covered by Articles 12 or 13 of the Basic Regulation is likely to have narrowed (slightly) over the past few years. From a statistical 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	0	5	955	4,394	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

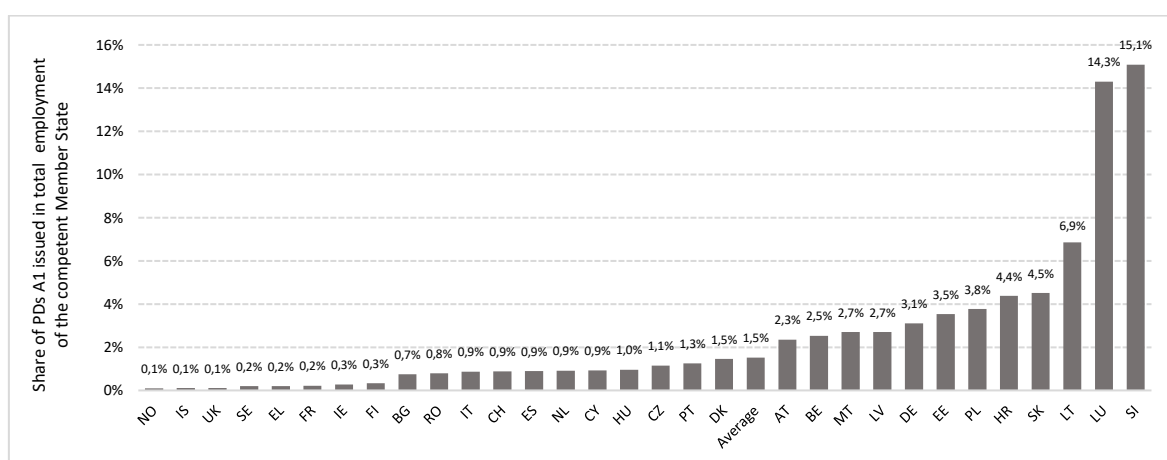
2.2. Share in total EU employment

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 [\[nama_10_a10_el\]](#)

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

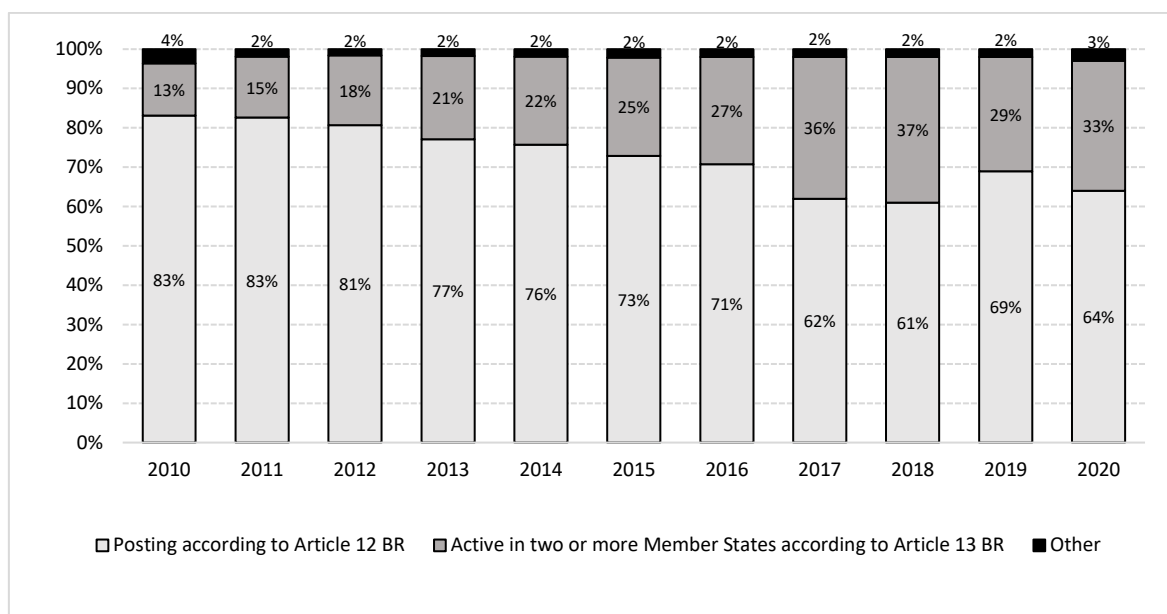
Sending MS	2012	2013	2014	2015	2016	2017	2018	2019	2020	Change 2020 vs 2019	
										Numbers	%
EU-27	1,481,263	1,680,543	1,862,102	1,978,146	2,212,363	2,717,078	2,884,994	4,512,401	3,675,687	-836,714	-18.5%
EU-28	1,524,363	1,721,592	1,895,194	2,022,478	2,261,573	2,766,574	2,934,219	4,570,675			
EU-14	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
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	<5	0	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	2,795	4,395	0	85	0	<5	0	<5	9	7	0	0	0	19,344	29,786

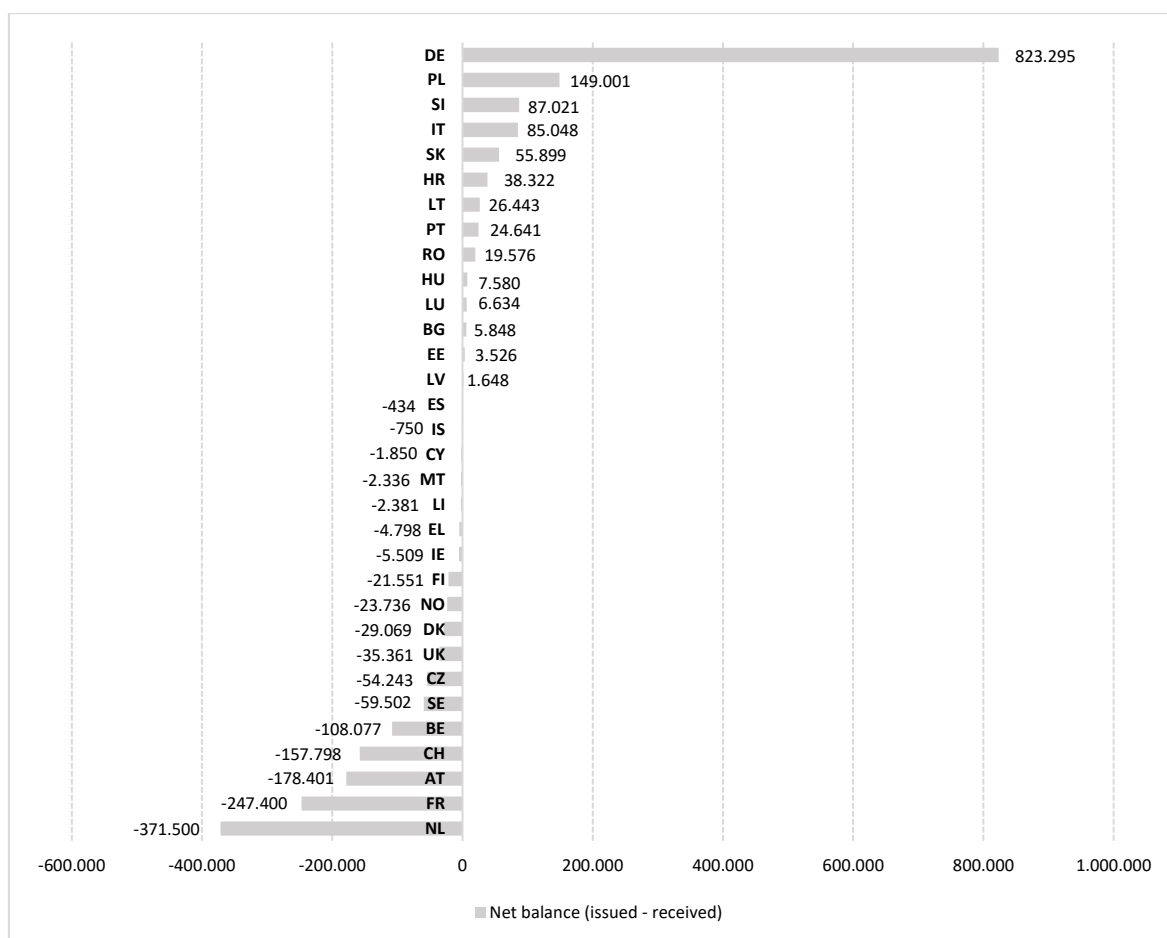
* EL and CY: 2018 figures; IT: 2019 figures.

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.

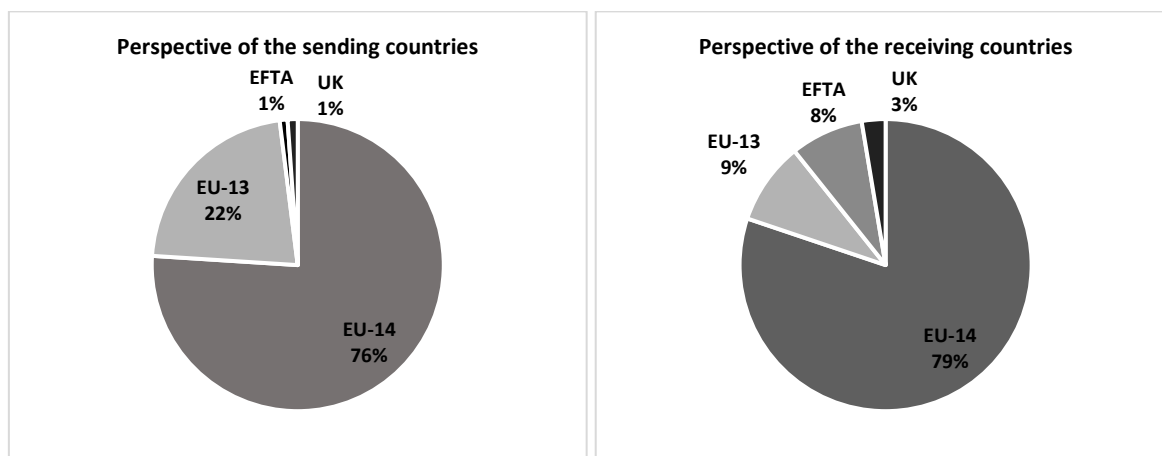
Source: Administrative data PD A1 Questionnaire 2021

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	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%	1.3%	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

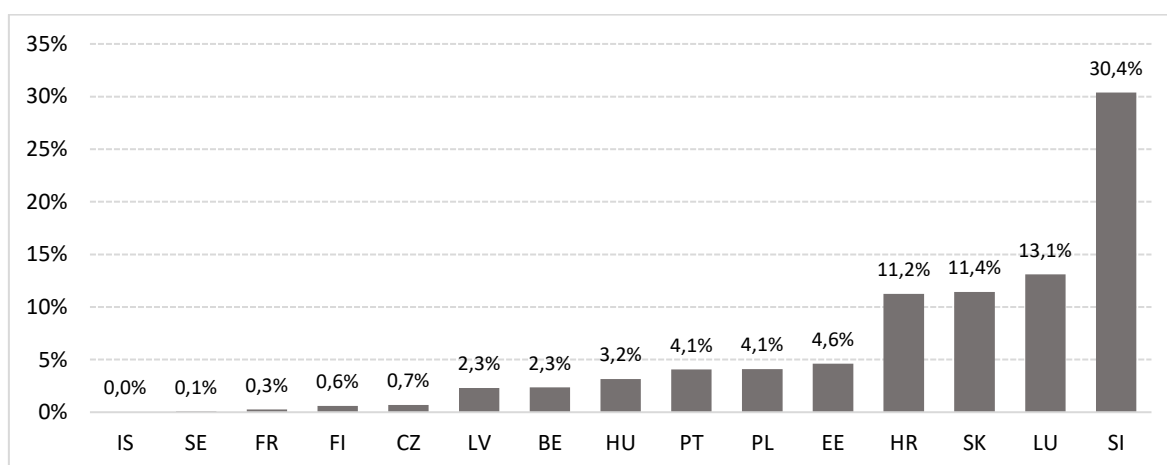
⁴⁰ "A full-time equivalent is a unit to measure employed persons in a way that makes them comparable although they may work a different number of hours per week. For example, a part-time worker employed for 20 hours a week where full-time work consists of 40 hours, is counted as 0.5 FTE" (source: Eurostat).

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

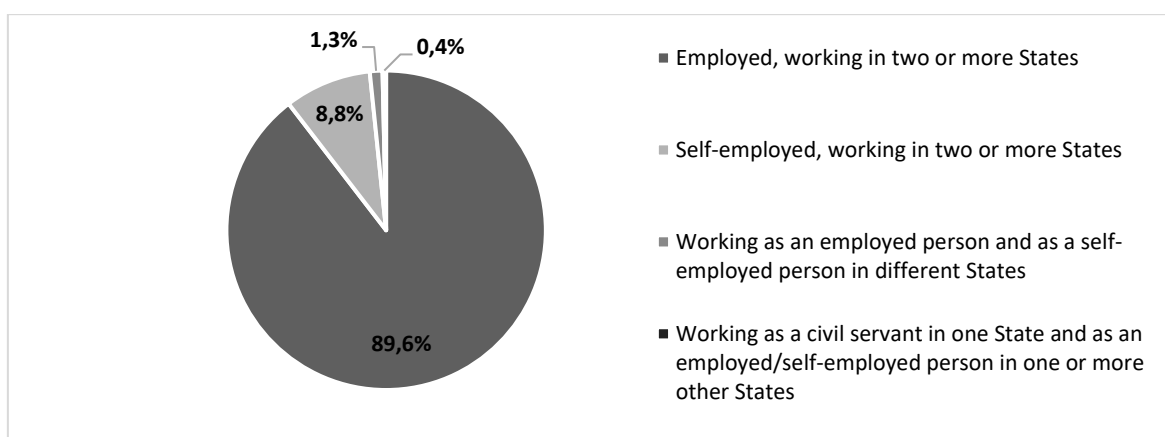
concerning the place of cross-border activities under Article 13, hence no data is available regarding the receiving Member States.

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 %)

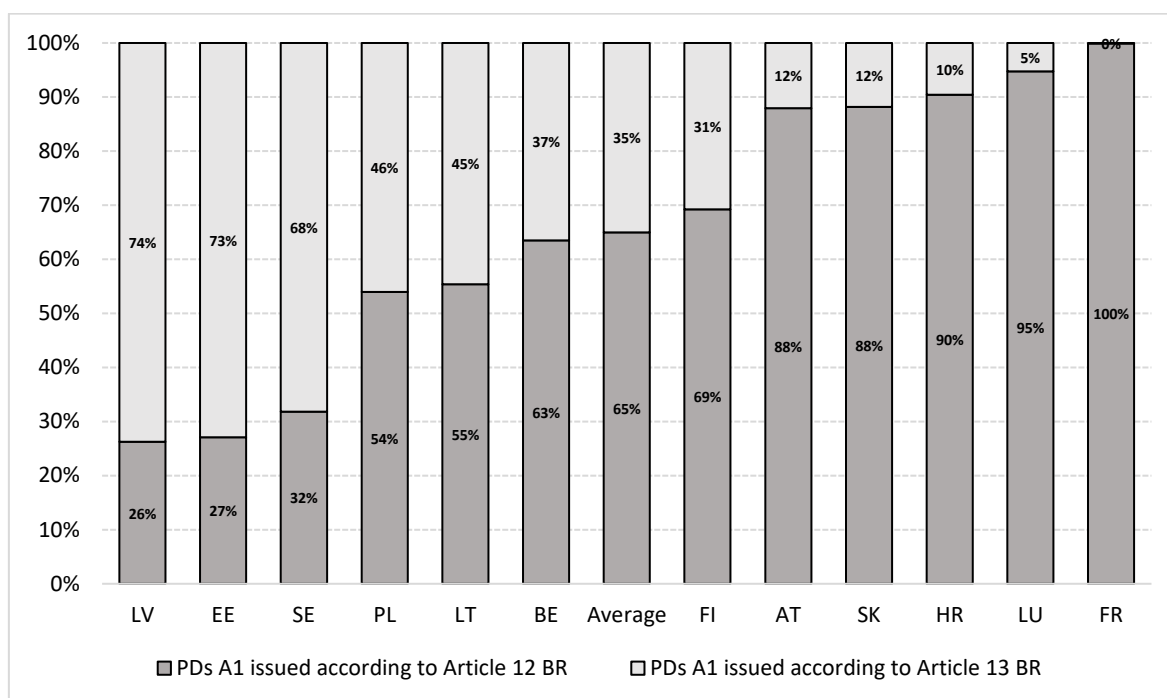
Sending MS	Agriculture, hunting and fishing NACE A	Industry NACE B to F			Services NACE G to T							
		Industry Total	of which Construction NACE F	Services Total	Wholesale and retail trade NACE G	Accommodation and food service activities NACE I	Transportation and storage; Information and communication 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.

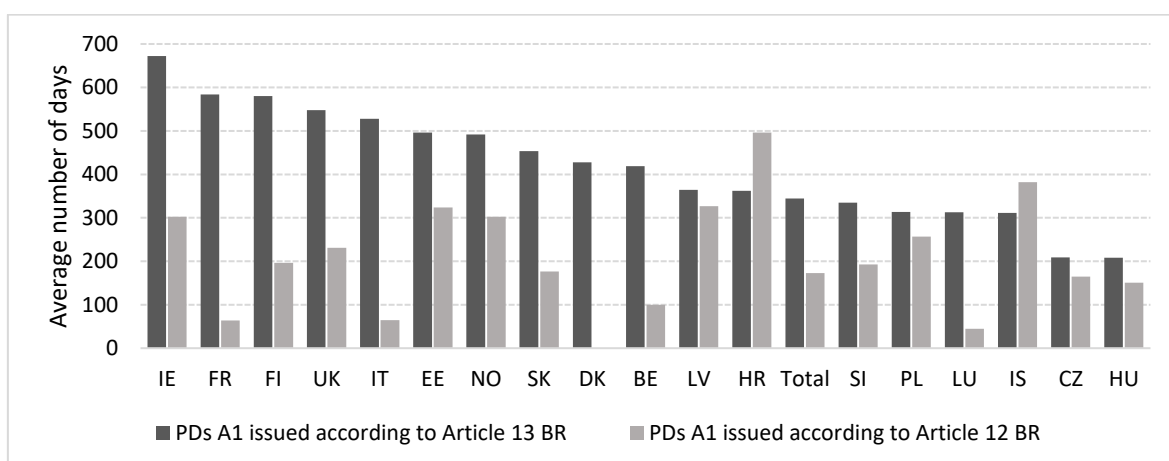
The average duration of persons covered by Article 13 was 300 days per PD A1 (*Table 18*). Nonetheless, the average duration per PD A1 varies markedly among the reporting Member States from some 180 days for Hungary to some 582 days in Ireland. By multiplying the average duration by the number of times 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.

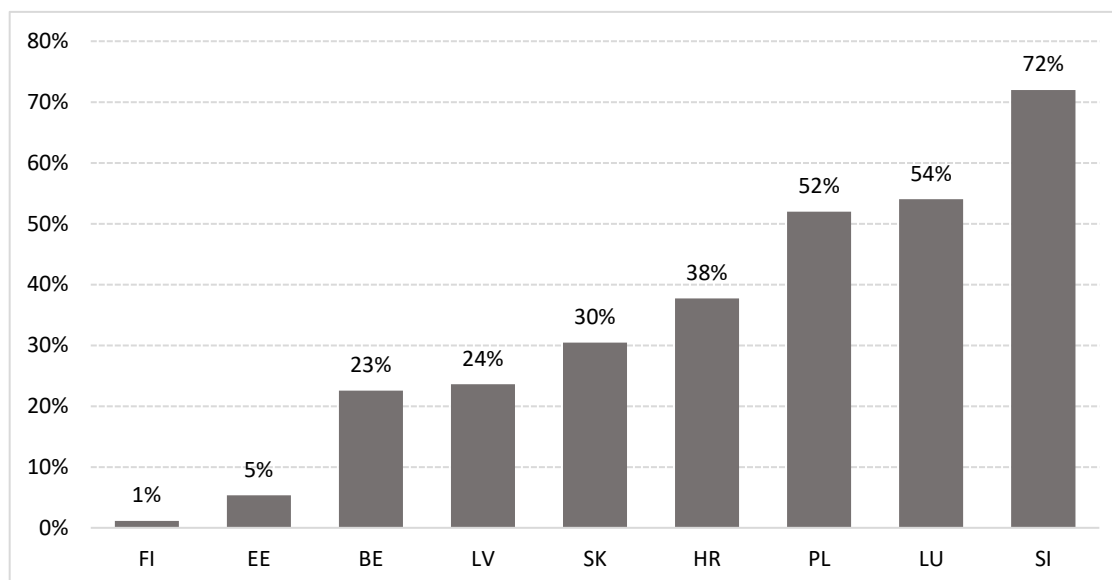
*** CY: 2018 figures.

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%	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%	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%	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%	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%	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%	0.0%	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%	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%	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%	100%	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	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						
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

GETTING IN TOUCH WITH THE EU

In person

All over the European Union there are hundreds of Europe Direct information centres. You can find the address of the centre nearest you at:

https://europa.eu/european-union/contact_en

On the phone or by email

Europe Direct is a service that answers your questions about the European Union. You can contact this service:

- by freephone: 00 800 6 7 8 9 10 11 (certain operators may charge for these calls),
- at the following standard number: +32 22999696 or
- by email via: https://europa.eu/european-union/contact_en

FINDING INFORMATION ABOUT THE EU

Online

Information about the European Union in all the official languages of the EU is available on the Europa website at: https://europa.eu/european-union/index_en

EU publications

You can download or order free and priced EU publications at: <https://op.europa.eu/en/publications>. Multiple copies of free publications may be obtained by contacting Europe Direct or your local information centre (see https://europa.eu/european-union/contact_en).

EU law and related documents

For access to legal information from the EU, including all EU law since 1952 in all the official language versions, go to EUR-Lex at: <http://eur-lex.europa.eu>

Open data from the EU

The EU Open Data Portal (<http://data.europa.eu/euodp/en>) provides access to datasets from the EU. Data can be downloaded and reused for free, for both commercial and non-commercial purposes.



Publications Office
of the European Union