Posting of workers

Report on A1 Portable Documents issued in 2018

Frederic De Wispelaere, Lynn De Smedt & Jozef Pacolet – HIVA-KU Leuven
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SUMMARY OF MAIN FINDINGS

The main principle of the EU rules on social security coordination (see Regulation (EC) No 883/2004[1] (i.e. 'the Basic Regulation) and Regulation (EC) No 987/2009[2] (i.e. 'the Implementing Regulation')) is that persons are subject to the legislation of a single Member State only. In case of employment the legislation of the Member State where the activity is carried out usually applies ('*lex loci laboris*'). However, 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 of origin 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 order to prove that a person is subject to a social security system a so-called 'Portable Document A1 (PD A1)' is issued by the Member State whose legislation remains applicable. This certificate concerns the social security legislation which applies to a person and confirms that this person has no obligations to pay contributions in another Member State. It should be noted that a PD A1 is not only issued to persons active under Article 12 of the Basic Regulation but also to several other mobile workers, such as persons who pursue an activity in two or more Member States, mariners and flight or cabin crew members.

This report presents the results of the data collection on the number of PDs A1 issued by the EU Member States and EFTA countries during reference year 2018. These data provide detailed information on the size, the characteristics and the 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 according to Article 13 of the Basic Regulation. Nonetheless, it should be acknowledged that the PD A1 data only provides an indicative picture of the actual number of postings taking place both under de Coordination Regulations and the Posting of Workers Directive[4]. First of all, differences exist in the notion of 'posted' used by the Basic Regulation compared to the Posting of Workers Directive. Furthermore, in some cases, a posting may take place without the institutions being informed of it. Consequently the number of PDs A1 issued and its evolution 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 in the Member State of origin.

In 2018 almost 3 million PDs A1 were issued to persons insured in a Member State other than the Member State of (temporary) employment. By far the most PDs A1 were issued according to Article 12 (some 1.8 million PDs A1). In addition,

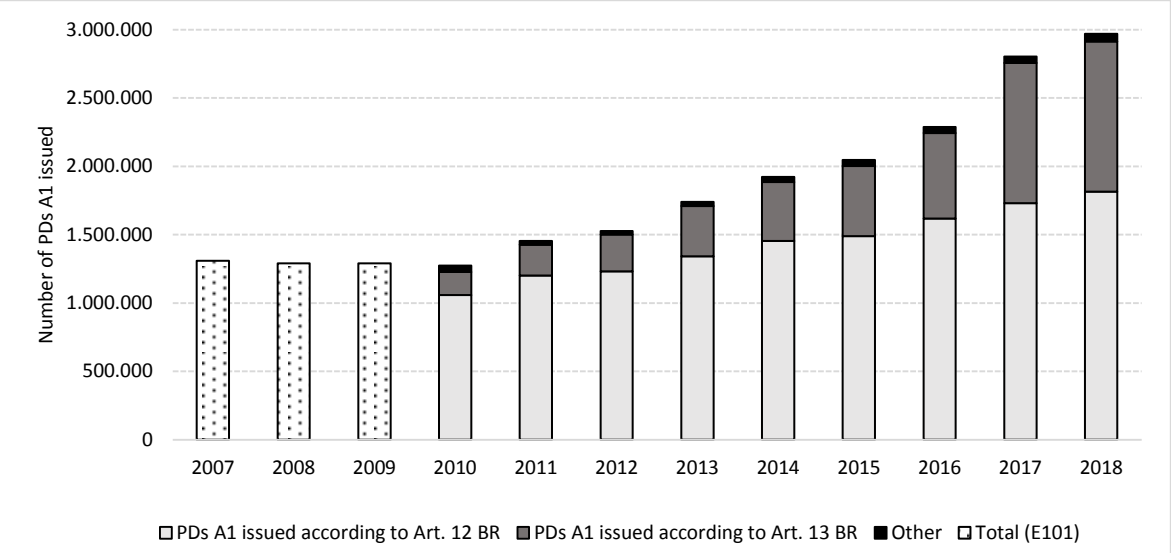
[1] Regulation (EC) No 883/2004 of the European Parliament and of the Council of 29 April 2004 on the coordination of social security systems.
[2] Regulation (EC) No 987/2009 of the European Parliament and of the Council of 16 September 2009 laying down the procedure for implementing Regulation (EC) No 883/2004 on the coordination of social security systems.
[3] See EC (2013), *Practical guide on the applicable legislation in the European Union (EU), the European Economic Area (EEA) and in Switzerland.*
[4] 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.

approximately 1.1 million PDs A1 were issued according to Article 13 and finally only 55,000 PDs A1 to other categories *(Table 1)*.

Data on the number of PDs A1 / E101 forms show an upward trend since 2011 after a stagnation between 2007 and 2010 (*Figure 1)*. In 2017 there was a sharp increase in the number of PDs A1 granted by Member States. In that year, the number of PDs A1 issued increased by some 512,000 PDs A1 compared to 2016, representing a growth rate of 22%. This was mainly due to a significant increase in the number of PDs A1 issued according to Article 13. In 2018 there was no such remarkable evolution. The number of PDs A1 issued for the provision of services in another Member State according to Article 12 and for activities in two or more Member States according to Article 13 show a growth rate of 4.7% and 7.2%, respectively, compared to 2017 *(Tables 6 and 14)*. This implies an overall increase of roughly 6%. Moreover, the number of PDs A1 granted by the EU-13 (-3%) and EFTA (-7%) even decreased compared to 2017 *(Table 4)*.

Figure 1 illustrates the increasing importance of PDs A1 issued according to Article 13 and consequently their impact on the evolution of the total number of PDs A1 issued. In 2018, approximately 37% of the total number of PDs A1 were granted according to Article 13, even though the use of this specific article was still limited a few years ago. After all, the number of PDs A1 issued according to Article 13 has more than doubled over a short period of time.

Figure 1 Evolution of the number of PDs A1 issued, by type, 2007-2018



Source Administrative data PD A1 Questionnaire 2019 and previous years

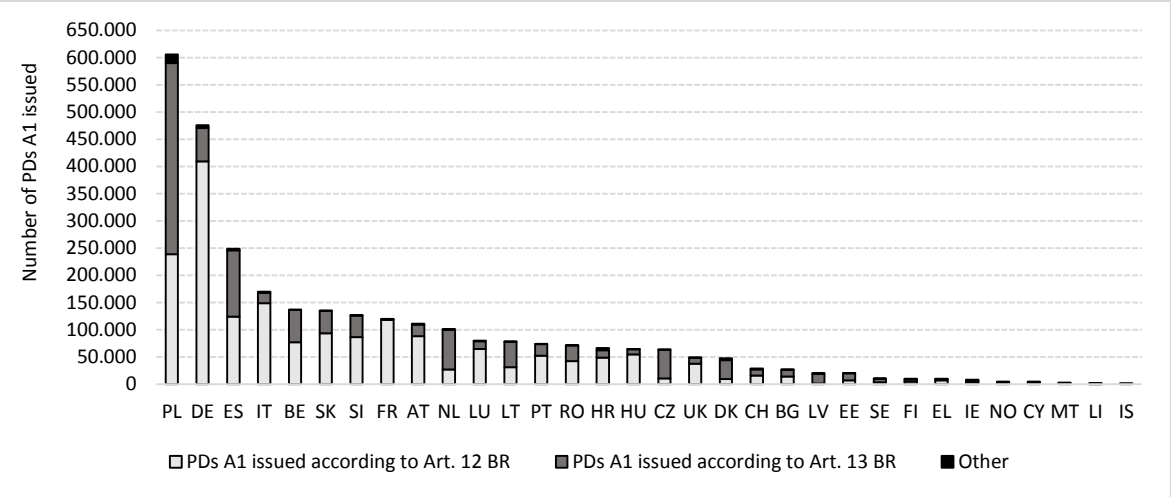
The two main issuing Member States were Poland (605,785 PDs A1 issued) and Germany (475,704 PDs A1 issued) *(Figure 2)*. Some 36% of the total number of PDs A1 were issued by these two Member States. However, the profile of both Member States differ. While Poland mainly issues PDs A1 according to Article 13, Germany mainly issues PDs A1 according to Article 12. Consequently, almost one out of three PDs A1 granted to persons covered by Article 13 are issued by Poland and roughly one out of five PDs A1 granted to persons covered by Article 12 are issued by Germany. In addition, it could be argued that Poland is largely responsible for the significant increase in the total number of PDs A1 issued according to Article 13 over the past few years, while Germany had a significant impact on the positive evolution of the total number of PDs A1 issued according to Article 12.

Furthermore, it is certainly worth mentioning the strong decrease in the number of PDs A1 issued by Slovenia. In 2017, Slovenia was the fourth most important issuing Member State. However, in 2018, 'only' 127,000 PDs A1 were issued, representing a decrease of one third compared to 2017. This is in contrast to Austria and Spain. Both

Member States show a growth of 61% and 30%, respectively, compared to 2017 *(Table 4)*.

Finally, when making a distinction between EU-15 Member States and EU-13 Member States, we observe that some 1.65 million PDs A1 were issued by the EU-15 Member States and some 1.3 million PDs A1 by the EU-13 Member States *(Table 1)*. However, whereas in the EU-13 slightly more PDs A1 according to Article 13 are issued, in the EU-15 this is mainly according to Article 12 *(Table 2)*. As a result, EU-13 Member States have issued more PDs A1 according to Article 13 than in comparison with EU-15 Member States. This is the other way around as far as the number of PDs A1 issued according to Article 12 is concerned *(Table 1)*.

Figure 2 Total number of PDs A1 issued, breakdown by issuing Member State, 2018



Source Administrative data PD A1 Questionnaire 2019

On average four out of ten PDs A1 issued according to Article 12 were granted to persons providing services abroad in the construction sector *(Table 9)* and some 7% to self-employed persons *(Table 8)*. 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. More than half of the persons covered by Article 12 go from a EU-15 Member State to another *(Figure 6)*. Most persons covered by Article 12 provided services in Germany and France, and to a lesser extent, in Belgium, the Netherlands, Austria and Switzerland. The main flow of persons covered by Article 12 goes from Poland to Germany (120,540 PDs A1). This single flow represents 7% of the total number of PDs A1 issued according to Article 12 by the reporting Member States *(Table 5)*.

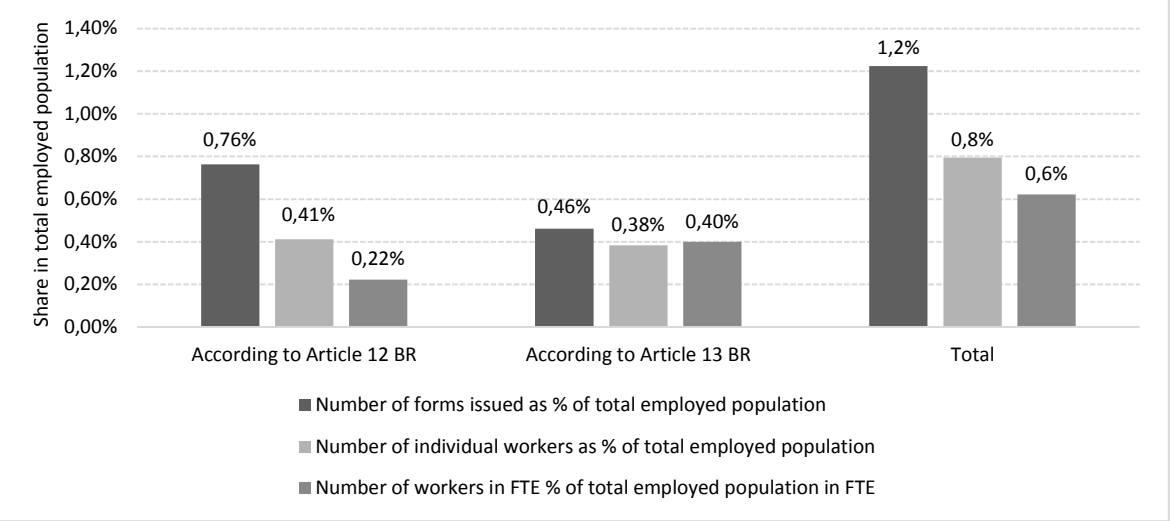
Half of the A1 certificates issued according to Article 13 were issued to persons employed in the road freight transport sector *(Table 15)*. For instance, some 180,000 PDs A1 were issued by Poland to persons employed in the road freight transport sector *(Table A1.4)*. Based on the statistics published by Eurostat on road freight transport in the EU, we observe that Poland is by far the largest international transport Member State in the EU. Consequently, the finding that a high number of A1 certificates related to Article 13 are issued to truck drivers, mainly to those with a headquarter in Poland, is no surprise.

It is, of course, important to know the share of mobile persons with a PD A1 in the total labour force, both in 'sending' and 'receiving' Member States, but also by sector of activity. The total number of individual persons with a PD A1 issued in 2018 amounts to 0.8% of total EU employment *(Figure 3)*. In full-time equivalents (FTE), the impact on the labour market reduces to 0.6% of total employment in FTEs. A distinction could be made between persons covered by Article 12 and persons covered by Article 13. Both groups represent some 0.4% of total EU employment *(Tables 12*

and 18). However, the work volume of persons (in FTE) covered by Article 13 is almost twice as high as the work volume of persons covered by Article 12. This is because persons covered by Article 12 will be active abroad for a much shorter period than persons covered by Article 13. 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 91 days per PD A1 or some 165 days per individual person. Article 13 does no set a maximum period for the provision of services in two or more Member States. In practice, the average duration persons pursue an activity in two or more Member States was almost 300 days per PD A1 and even a complete year per individual person.

Some Member States, and within these Member States some specific sectors of activity, in particular the construction sector under Article 12 and the road freight transport sector under Article 13, are confronted with a significantly high percentage of incoming or outgoing persons covered by Article 12 or persons covered by Article 13 in relative terms. More specifically, the Luxembourger and Slovenian construction sector sent a high percentage of its employed population abroad *(Figure 3 and Table 18)*. Furthermore, a high percentage of truck drivers employed in Luxembourg, Slovakia, Poland and Croatia are active in two or more Member States *(Figure 11)*.

Figure 3 Share of PDs A1 in national employment, 2018



Source Administrative data PD A1 Questionnaire 2019

INTRODUCTION

Intra-EU labour mobility has experienced an upward evolution during the last fifteen years.[5] This concerns not only 'labour migration' but also other types of (temporary) labour mobility, such as seasonal work, commuting, posting, people working in two or more Member States, etc. These persons as well as their employer are not necessarily resident / established in the Member State where they work. This reality creates an enormous challenge in terms of estimating the actual size of labour mobility.[6] In this respect, the data in this report can certainly be useful for estimating the size of labour mobility via employers who are established in a Member State other than the (temporary) Member State of employment.

This report presents the data on the number of Portable Documents A1 (PDs A1), which replaced the E101 forms,[7] granted by Member States[8,9] during reference year 2018.[10] [11]According to Article 19 of the Implementing Regulation this certificate will be provided by the competent Member State at the request of the employer or the person concerned. It establishes the presumption that the holder is properly 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,[12] and Regulation (EC) No 987/2009 *('implementing Regulation')* sets out the information policy impacting the granting of PD A1.[13] Nonetheless, Member States still have an important margin of discretion for designing their internal PD A1 granting procedure.[14]

Persons covered by Article 12 of the Basic Regulation: Article 12 relates to employed persons who are employed by an employer which normally carry 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 (hereafter "persons covered by Article 12"); and

[5] Fries-Tersch, E., Tugran, T., Rossi, L. and Bradley, H. (2018), *2017 annual report on intra-EU labour mobility*, Network Statistics FMSSFE, European Commission.
[6] UNECE (2018), *Measuring International Labour Mobility*, United Nations.
[7] 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.
[8] Member States: 28 EU Member States and EFTA countries. See Annex 2 for the country abbreviations.
[9] We use the term 'EU-15' to refer to the 'old' EU Member States: Belgium, Greece, Luxembourg, Denmark, Spain, Netherlands, Germany, France, Portugal, Ireland, Italy, United Kingdom, Austria, Finland and Sweden; and 'EU-13' to refer to all the 'new' Member States: Croatia, Romania, Bulgaria, Poland, Czech Republic, Latvia, Lithuania, Slovenia, Estonia, Slovakia, Hungary, Cyprus and Malta. EFTA: Switzerland, Liechtenstein, Norway and Iceland.
[10] The Network would like to thank all delegations of the Administrative Commission for providing these data. Without their support no data would be available at EU level and no analysis could be made. Moreover, we would like to thank the Commission for remarks, comments and exchanges on previous versions.
[11] 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, Y., de Coninck, M., De Wispelaere, F. and Pacolet, J. (2018), Fraud and error in the field of EU social security coordination, Network Statistics FMSSFE, European Commission – DG EMPL).
[12] Commission Decision No A1 of 12 June 2009.
[13] See for instance Articles 15 and 19 of Regulation (EC) No 987/2009.
[14] Jorens, Y. and Lhernould, J.-P. (2014), *Procedures related to the granting of Portable Document A1: an overview of country practices*, FreSsco, European Commission.

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 (hereafter "persons covered by Article 13").

1.1. Brief overview of the legal framework

As a rule, 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 of origin continues to apply for up to 24 months. The purpose of these provisions is to avoid an administrative burden for workers, employers and social security institutions.[15] 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 will be 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 making 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 is 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)*. Recently, the need emerged for a more detailed profile of persons active in two or more Member States as the number of PDs A1 granted to this group of persons has strongly increased over the past few years.

Almost all Member States provided detailed figures on the number of PDs A1 issued.[16] Only Norway and Switzerland did not provide a breakdown by receiving Member State for the PDs A1 issued according to Article 12. This prevents drawing a 'complete picture'[17] in terms of receiving Member States. With regard to the collection of more detailed figures on the PDs A1 issued according to Article 12, 21 Member States provided a breakdown by sector of economic activity. Also, 21 and 18 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 some 15 Member States provided a breakdown by sector of economic activity, 20 Member States reported the number of individual persons active in two or more Member States and 17 Member States

[15] See recital 1 of 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."*

[16] Please note that in this draft report figures for Cyprus and Liechtenstein apply to reference year 2017.

[17] It will still be incomplete as no breakdown by receiving Member State is available for the PDs A1 issued according to Article 13.

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.

1.3. Some important methodological remarks

The statistics that become publicly available by collecting data on PD A1 for a long time were 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)[18]. 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 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. In this regard, data on incoming posting undertakings and posted workers registered by national declaration tools[19] may complement the data on posting provided by the A1 certificate. Since 2018 such data are collected within the framework of the Expert Committee on Posting of Workers (ECPW).

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. However, in some cases, a posting may take place without the institutions being informed of it or the PD A1 will be awarded with retroactive effect. This creates a discrepancy between the number of PDs A1 issued according to Article 12 and the actual size of persons providing services abroad on the basis of Article 12. However, some Member States 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. Since there are often high administrative sanctions in the event that no proof can be delivered, it might be an incentive for postings undertakings to ask for a PD A1. Moreover, it now even seems advisable to have a PD A1 for a business trip. As a result, the discrepancy between the number of PDs A1 issued and the actual size of mobile persons covered by Articles 12 or 13 is likely to have narrowed (slightly) over the past few years. This is also suggested by the enormous increase in the number of PDs A1 issued in 2017.

[18] 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. The Directive lays down a nucleus of mandatory rules of the host Member State that should be respected by the posting undertaking.

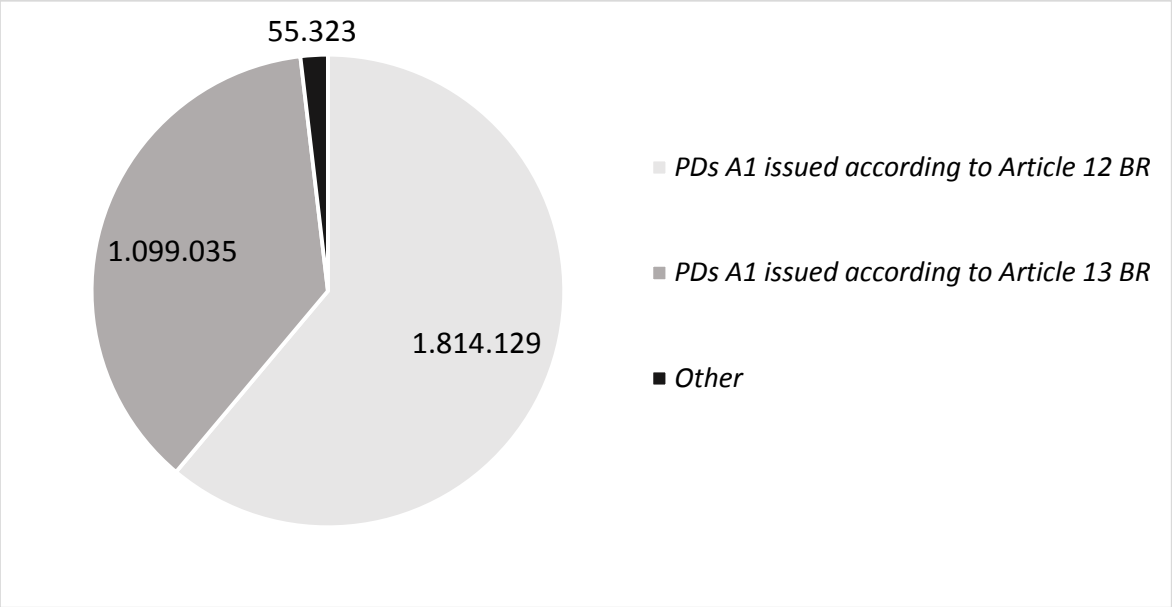
[19] Article 9 of Directive 2014/67/EU provides that Member States might put in place administrative requirements and control measures that "are necessary in order to ensure effective monitoring of compliance with the obligations set out in this Directive and Directive 96/71/EC, provided that these are justified and proportionate in accordance with Union law". For the report of reference year 2017 see Annex IV of the Working document accompanying the Commission's report on the enforcement of EU posting rules https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=SWD:2019:337:FIN

2. AN OVERALL PICTURE OF THE NUMBER OF PDS A1 ISSUED

2.1. Number of PDs A1 issued in 2018

In 2018, almost 3 million PDs A1 were issued by the reporting Member States at the request of the employer or the person concerned. Approximately 1.8 million PDs A1 were applicable to persons covered by Article 12 *(Figure 1)*. The number of certificates issued to persons covered by Article 13 amounts to some 1.1 million PDs A1. The remainder PDs A1 were applicable to other categories (55,323 PDs A1), mainly issued to civil servants (21,484 PDs A1) as well as to persons covered by an 'Article 16 Agreement' (21,445 PDs A1).

Figure 1 Total number of PDs A1 issued, breakdown by type, 2018



Source Administrative data PD A1 Questionnaire 2019

In absolute terms, the two main issuing Member States were Poland (605,785 PDs A1 issued) and Germany (475,704 PDs A1 issued) *(Table 1)*. Some 36% of the total number of PDs A1 were issued by these two Member States. The third most important issuing Member State is Spain (248,532 PDs A1 issued). Italy, Belgium, Slovakia, Slovenia, France, Austria and the Netherlands also issued more than 100,000 PDs A1.

Seven Member States granted less than 100,000 but more than 50,000 PDs A1 (Luxembourg, Lithuania, Portugal, Romania, Croatia, Hungary and the Czech Republic). The United Kingdom, Denmark, Switzerland, Bulgaria, Latvia, Estonia and Sweden issued less than 50,000 but more than 10,000 PDs A1. Finally, Finland, Greece, Ireland, Norway, Cyprus, Malta, Liechtenstein and Iceland issued less than 10,000 PDs A1.

When making a distinction between EU-15 Member States and EU-13 Member States, we observe that some 1.65 million PDs A1 were issued by the EU-15 Member States and some 1.3 million PDs A1 by the EU-13 Member States.

Some 61% of the PDs A1 were granted according to Article 12 *(Table 2)*. Further on in this report, the reader will notice that this percentage decreased sharply over the past few years. That lower percentage reflects the growing importance of certificates issued to persons covered by Article 13. Furthermore, there are some remarkable differences between EU-15 Member States and EU-13 Member States when analysing the distribution by type of case in which a PD A1 is granted. Some 71% of the PDs A1

granted by EU-15 Member States are issued to persons covered by Article 12. However, the relative importance of Article 12 in the total number of PDs A1 issued is much lower for the EU-13 Member States. After all, slightly more PDs A1 were issued by EU-13 Member States according to Article 13 (632,287 PDs A1) than according to Article 12 (625,576 PDs A1).

A total of 19 Member States[20] mainly issued a PD A1 to persons covered by Article 12. The other Member States mainly issued the certificate to persons covered by Article 13. Especially France issued a high number of certificates in relation to persons covered by Article 12. By contrast, more than eight out of ten PDs A1 issued by Cyprus, Liechtenstein, the Czech Republic and Latvia concerned persons covered by Article 13. As the main sending Member State Poland issued 39% of PDs A1 to persons covered by Article 12 and 58% to persons covered by Article 13.

Only Croatia (1,573 PDs A1) and Malta (1,066 PDs A1) issued a relatively high number of PDs A1 to mariners. Furthermore, Denmark (2,804 PDs A1) issued a high number of PDs A1 to flight or cabin crew members compared to other Member States. Finally, Germany, Croatia, Finland, Norway and Switzerland granted more than 3% of their PDs A1 according to Article 16.

[20] Belgium, Bulgaria, Germany, Ireland, Greece, Spain, France, Croatia, Italy, Luxembourg, Hungary, Austria, Portugal, Romania, Slovenia, Slovakia, the United Kingdom, Iceland and Switzerland.

Table 1 Total number of PDs A1 issued by the competent Member States, breakdown by type, 2018

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)	*Sum others*	Total
BE	72,495	4,101	76,596	49,687	8,701	1,006	57	59,451	399	0	0	49	527	975	**137,022**
BG	13,631	100	13,731	11,604	231	448	0	12,283	213	0	34	0	54	301	**26,315**
CZ	7,853	2,402	10,255	39,369	11,238	2,103	13	52,723	455	0	0	24	236	715	**63,693**
DK	8,878	303	9,181	33,551	567	256	122	34,496	348		44	2,804	580	3,776	**47,453**
DE	394,408	14,932	409,340	52,393	3,744	2,944	1,704	60,785	336	0	9	889	4,345	5,579	**475,704**
EE	6,894	21	6,915	12,648	53	12	0	12,713	164	1	57	1	11	234	**19,862**
IE	3,434	253	3,687	2,988	323	117	7	3,435	41	0	0	64	237	342	**7,464**
EL	6,504	79	6,583	2,043	515	83	6	2,647	21	n.a.	n.a.	n.a.	n.a.	21	**9,251**
ES	116,440	7,230	123,670	112,310	9,330	70	3	121,713	388	n.a.	553	43	2,165	3,149	**248,532**
FR	117,732	7	117,739	357	1	1	0	359	11	0	752	0	655	1,418	**119,516**
HR	48,475	138	48,613	12,956	290	182	23	13,451	109	0	1,573	0	2,203	3,885	**65,949**
IT	135,743	13,120	148,863	16,973	1,165	193	70	18,401	640	25	12	5	1,828	2,510	**169,774**
CY	75	6	81	3,313	52	503	0	3,868	30	0	50	0	11	91	**4,040**
LV	773	39	812	17,311	191	179		17,681	60		743		903	1,706	**20,199**
LT	30,629	172	30,801	46,776	4	45	0	46,825	6	0	690	0	62	758	**78,384**
LU	63,963	338	64,301	12,961	338	1,043	3	14,345	0	0	0	0	1,185	1,185	**79,831**
HU	53,500	826	54,326	8,812	323	609	7	9,751	0	0	0	0	140	140	**64,217**
MT	242	10	252	1,186	11	5	0	1,202	10	0	1,066	123	2	1,201	**2,655**
NL	23,007	3,590	26,597	64,995	7,044	944	112	73,095	0	239	695	34	0	968	**100,660**
AT	82,372	5,745	88,117	18,119	1,442	1,083	329	20,973	661	0	0	6	930	1,597	**110,687**
PL	220,906	17,619	238,525	303,283	46,530	789	837	351,439	14,441	0	11	448	921	15,821	**605,785**
PT	51,792	113	51,905	21,211	93	148	0	21,452	0	0	6	0	746	752	**74,109**
RO	41,947	3	41,950	29,115	2	12	n.a.	29,129	115	n.a.	n.a.	n.a.	13	128	**71,207**
SI	82,261	3,738	85,999	37,491	1,752	529	16	39,788	1,068	0	0	173	31	1,272	**127,059**
SK	53,701	39,615	93,316	35,295	4,667	1,457	15	41,434	243	0	1	9	148	401	**135,151**
FI	4,066	227	4,293	3,696	313	44	56	4,109	649		169	252	410	1,480	**9,882**
SE	2,857	156	3,013	4,796	252	259	1,208	6,515	439	0	370	115	141	1,065	**10,593**
UK	29,082	8,108	37,190	5,661	3,176	1,703	15	10,555	422	8	60	81	909	1,480	**49,225**
IS	88	63	151	14	9	14	14	51	27	0	3	7	6	43	**245**
LI	8	24	32	974	n.a.	1	1	976	10	n.a.	n.a.	n.a.	6	16	**1,024**
NO	1,359	120	1,479	1,666	262	335	16	2,279	123	0	40	6	430	599	**4,357**
CH	15,138	678	15,816	9,565	603	911	32	11,111	55	1	41	8	1,610	1,715	**28,642**
Total	1,690,253	123,876	1,814,129	973,119	103,222	18,028	4,666	1,099,035	21,484	274	6,979	5,141	21,445	55,323	**2,968,487**
EU-15	1,112,773	58,302	1,171,075	401,741	37,004	9,894	3,692	452,331	4,355	272	2,670	4,342	14,658	26,297	**1,649,703**
EU-13	560,887	64,689	625,576	559,159	65,344	6,873	911	632,287	16,914	1	4,225	778	4,735	26,653	**1,284,516**
EFTA	16,593	885	17,478	12,219	874	1,261	63	14,417	215	1	84	21	2,052	2,373	**34,268**

* CY and LI: 2017 figures.

Source Administrative data PD A1 Questionnaire 2019

Table 2 Total number of PDs A1 issued by the competent Member States, percentage breakdown by type, 2018

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)	*Sum others*	Total
BE	52.9%	3.0%	55.9%	36.3%	6.4%	0.7%	0.0%	43.4%	0.3%	0.0%	0.0%	0.0%	0.4%	0.7%	100%
BG	51.8%	0.4%	52.2%	44.1%	0.9%	1.7%	0.0%	46.7%	0.8%	0.0%	0.1%	0.0%	0.2%	1.1%	100%
CZ	12.3%	3.8%	16.1%	61.8%	17.6%	3.3%	0.0%	82.8%	0.7%	0.0%	0.0%	0.0%	0.4%	1.1%	100%
DK	18.7%	0.6%	19.3%	70.7%	1.2%	0.5%	0.3%	72.7%	0.7%	0.0%	0.1%	5.9%	1.2%	8.0%	100%
DE	82.9%	3.1%	86.0%	11.0%	0.8%	0.6%	0.4%	12.8%	0.1%	0.0%	0.0%	0.2%	0.9%	1.2%	100%
EE	34.7%	0.1%	34.8%	63.7%	0.3%	0.1%	0.0%	64.0%	0.8%	0.0%	0.3%	0.0%	0.1%	1.2%	100%
IE	46.0%	3.4%	49.4%	40.0%	4.3%	1.6%	0.1%	46.0%	0.5%	0.0%	0.0%	0.9%	3.2%	4.6%	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%	0.2%	100%
ES	46.9%	2.9%	49.8%	45.2%	3.8%	0.0%	0.0%	49.0%	0.2%	0.0%	0.2%	0.0%	0.9%	1.3%	100%
FR	98.5%	0.0%	98.5%	0.3%	0.0%	0.0%	0.0%	0.3%	0.0%	0.0%	0.6%	0.0%	0.5%	1.2%	100%
HR	73.5%	0.2%	73.7%	19.6%	0.4%	0.3%	0.0%	20.4%	0.2%	0.0%	2.4%	0.0%	3.3%	5.9%	100%
IT	80.0%	7.7%	87.7%	10.0%	0.7%	0.1%	0.0%	10.8%	0.4%	0.0%	0.0%	0.0%	1.1%	1.5%	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%	2.3%	100%
LV	3.8%	0.2%	4.0%	85.7%	0.9%	0.9%	0.0%	87.5%	0.3%	0.0%	3.7%	0.0%	4.5%	8.4%	100%
LT	39.1%	0.2%	39.3%	59.7%	0.0%	0.1%	0.0%	59.7%	0.0%	0.0%	0.9%	0.0%	0.1%	1.0%	100%
LU	80.1%	0.4%	80.5%	16.2%	0.4%	1.3%	0.0%	18.0%	0.0%	0.0%	0.0%	0.0%	1.5%	1.5%	100%
HU	83.3%	1.3%	84.6%	13.7%	0.5%	0.9%	0.0%	15.2%	0.0%	0.0%	0.0%	0.0%	0.2%	0.2%	100%
MT	9.1%	0.4%	9.5%	44.7%	0.4%	0.2%	0.0%	45.3%	0.4%	0.0%	40.2%	4.6%	0.1%	45.2%	100%
NL	22.9%	3.6%	26.4%	64.6%	7.0%	0.9%	0.1%	72.6%	0.0%	0.2%	0.7%	0.0%	0.0%	1.0%	100%
AT	74.4%	5.2%	79.6%	16.4%	1.3%	1.0%	0.3%	18.9%	0.6%	0.0%	0.0%	0.0%	0.8%	1.4%	100%
PL	36.5%	2.9%	39.4%	50.1%	7.7%	0.1%	0.1%	58.0%	2.4%	0.0%	0.0%	0.1%	0.2%	2.6%	100%
PT	69.9%	0.2%	70.0%	28.6%	0.1%	0.2%	0.0%	28.9%	0.0%	0.0%	0.0%	0.0%	1.0%	1.0%	100%
RO	58.9%	0.0%	58.9%	40.9%	0.0%	0.0%	0.0%	40.9%	0.2%	0.0%	0.0%	0.0%	0.0%	0.2%	100%
SI	64.7%	2.9%	67.7%	29.5%	1.4%	0.4%	0.0%	31.3%	0.8%	0.0%	0.0%	0.1%	0.0%	1.0%	100%
SK	39.7%	29.3%	69.0%	26.1%	3.5%	1.1%	0.0%	30.7%	0.2%	0.0%	0.0%	0.0%	0.1%	0.3%	100%
FI	41.1%	2.3%	43.4%	37.4%	3.2%	0.4%	0.6%	41.6%	6.6%	0.0%	1.7%	2.6%	4.1%	15.0%	100%
SE	27.0%	1.5%	28.4%	45.3%	2.4%	2.4%	11.4%	61.5%	4.1%	0.0%	3.5%	1.1%	1.3%	10.1%	100%
UK	59.1%	16.5%	75.6%	11.5%	6.5%	3.5%	0.0%	21.4%	0.9%	0.0%	0.1%	0.2%	1.8%	3.0%	100%
IS	35.9%	25.7%	61.6%	5.7%	3.7%	5.7%	5.7%	20.8%	11.0%	0.0%	1.2%	2.9%	2.4%	17.6%	100%
LI	0.8%	2.3%	3.1%	95.1%	0.0%	0.1%	0.1%	95.3%	1.0%	0.0%	0.0%	0.0%	0.6%	1.6%	100%
NO	31.2%	2.8%	33.9%	38.2%	6.0%	7.7%	0.4%	52.3%	2.8%	0.0%	0.9%	0.1%	9.9%	13.7%	100%
CH	52.9%	2.4%	55.2%	33.4%	2.1%	3.2%	0.1%	38.8%	0.2%	0.0%	0.1%	0.0%	5.6%	6.0%	100%
Total	56.9%	4.2%	61.1%	32.8%	3.5%	0.6%	0.2%	37.0%	0.7%	0.0%	0.2%	0.2%	0.7%	1.9%	100%
EU-15	67.5%	3.5%	71.0%	24.4%	2.2%	0.6%	0.2%	27.4%	0.3%	0.0%	0.2%	0.3%	0.9%	1.6%	100%
EU-13	43.7%	5.0%	48.7%	43.5%	5.1%	0.5%	0.1%	49.2%	1.3%	0.0%	0.3%	0.1%	0.4%	2.1%	100%
EFTA	48.4%	2.6%	51.0%	35.7%	2.6%	3.7%	0.2%	42.1%	0.6%	0.0%	0.2%	0.1%	6.0%	6.9%	100%

* CY and LI: 2017 figures

Source Administrative data PD A1 Questionnaire 2019

As mentioned earlier, Poland and Germany are the main issuing Member States of PDs A1. Some 20% of the total number of PDs A1 were issued by Poland and some 16% by Germany *(Table 3).* Nonetheless, as can be seen from *Table 3*, the share of Member States may differ strongly according to the type of case in which the PD A1 is granted for. Almost one out of three PDs A1 granted 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. Roughly one out of five PDs granted to persons covered by Article 12 are issued by Germany. However, the country shows a much lower share in the total number of PDs A1 issued to persons covered by Article 13. Another striking finding is that while the share of Slovakia in total is rather limited, it amounts to almost one out of three of the total number of PDs A1 issued to self-employed persons according to Article 12(2).

Some 56% of the PDs A1 were issued by EU-15 Member States and 43% by EU-13 Member States. Nonetheless, most of the A1 certificates issued to self-employed persons according to Article 12(2) (52% of total) and to persons active in two or more Member States (58%) were granted by EU-13 Member States.

Table 3 Total number of PDs A1 issued by the competent Member States, by type, share in column total, 2018

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
BE	4.3%	3.3%	4.2%	5.4%	1.8%	4.6%
BG	0.8%	0.1%	0.8%	1.1%	0.5%	0.9%
CZ	0.5%	1.9%	0.6%	4.8%	1.3%	2.1%
DK	0.5%	0.2%	0.5%	3.1%	6.8%	1.6%
DE	23.3%	12.1%	22.6%	5.5%	10.1%	16.0%
EE	0.4%	0.0%	0.4%	1.2%	0.4%	0.7%
IE	0.2%	0.2%	0.2%	0.3%	0.6%	0.3%
EL	0.4%	0.1%	0.4%	0.2%	0.0%	0.3%
ES	6.9%	5.8%	6.8%	11.1%	5.7%	8.4%
FR	7.0%	0.0%	6.5%	0.0%	2.6%	4.0%
HR	2.9%	0.1%	2.7%	1.2%	7.0%	2.2%
IT	8.0%	10.6%	8.2%	1.7%	4.5%	5.7%
CY	0.0%	0.0%	0.0%	0.4%	0.2%	0.1%
LV	0.0%	0.0%	0.0%	1.6%	3.1%	0.7%
LT	1.8%	0.1%	1.7%	4.3%	1.4%	2.6%
LU	3.8%	0.3%	3.5%	1.3%	2.1%	2.7%
HU	3.2%	0.7%	3.0%	0.9%	0.3%	2.2%
MT	0.0%	0.0%	0.0%	0.1%	2.2%	0.1%
NL	1.4%	2.9%	1.5%	6.7%	1.7%	3.4%
AT	4.9%	4.6%	4.9%	1.9%	2.9%	3.7%
PL	13.1%	14.2%	13.1%	32.0%	28.6%	20.4%
PT	3.1%	0.1%	2.9%	2.0%	1.4%	2.5%
RO	2.5%	0.0%	2.3%	2.7%	0.2%	2.4%
SI	4.9%	3.0%	4.7%	3.6%	2.3%	4.3%
SK	3.2%	32.0%	5.1%	3.8%	0.7%	4.6%
FI	0.2%	0.2%	0.2%	0.4%	2.7%	0.3%
SE	0.2%	0.1%	0.2%	0.6%	1.9%	0.4%
UK	1.7%	6.5%	2.0%	1.0%	2.7%	1.7%
IS	0.0%	0.1%	0.0%	0.0%	0.1%	0.0%
LI	0.0%	0.0%	0.0%	0.1%	0.0%	0.0%
NO	0.1%	0.1%	0.1%	0.2%	1.1%	0.1%
CH	0.9%	0.5%	0.9%	1.0%	3.1%	1.0%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
EU-15	65.8%	47.1%	64.6%	41.2%	47.5%	55.6%
EU-13	33.2%	52.2%	34.5%	57.5%	48.2%	43.3%
EFTA	1.0%	0.7%	1.0%	1.3%	4.3%	1.2%

* CY and LI: 2017 figures

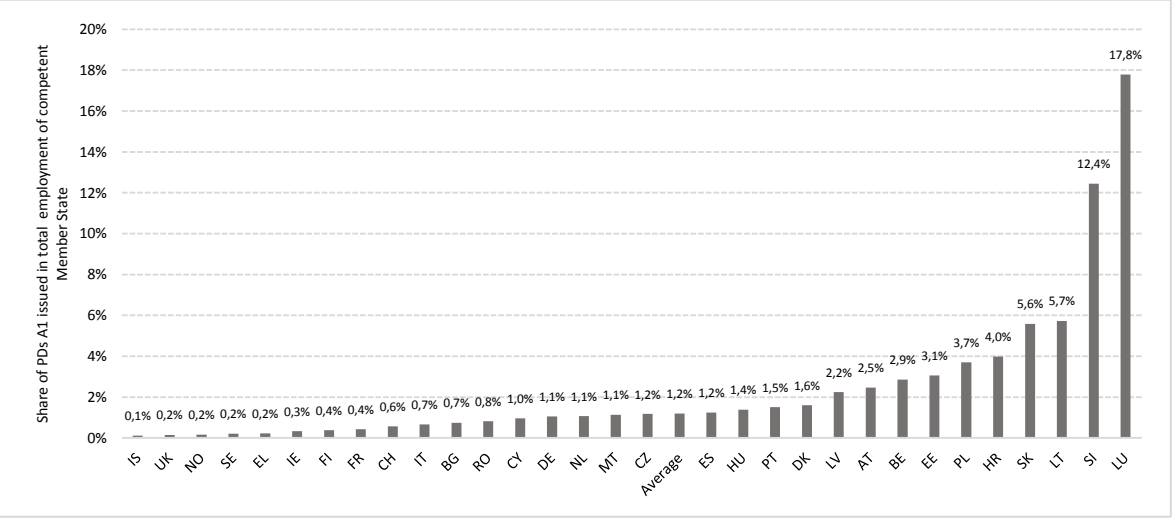
Source Administrative data PD A1 Questionnaire 2019

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 2018, a PD A1 was issued to an equivalent of 1.2% of the employed population *(Figure 2)*. In relative terms, Luxembourg (18%) and Slovenia (12%) were the main sending Member States. Due to the sharp decrease in the number of PDs A1 issued by Slovenia (see also *section 2.3*), the relative importance also decreases. After all, the share was equal to almost 20% in 2017. Poland, which is the main sending Member State in absolute terms, issued a PD A1 to 3.7% of its employed population in 2018. 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 on the basis of 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, 2018



* CY and LI: 2017 figures

Source Administrative data PD A1 Questionnaire 2019 and Eurostat [lfsa_egan2], [nama_10_a10_e]

2.3. Comparison with previous years

Compared to 2017, the overall number of PDs A1 issued increased by some 165,000 PDs A1 *(Table 4)*. Consequently, the EU growth rate amounted to roughly 6%. This is a lower growth rate compared to previous years. Moreover, the number of PDs A1 issued by the EU-13 and EFTA even decreased compared to 2017. This is in contrast to the EU-15, which have issued some 207,600 more A1 certificates compared to 2017.

The overall growth, as well as that for the EU-15, is mainly influenced by Germany (+75,959 PDs A1 issued). Spain (+57,384 PDs A1 issued) and Austria (+41,731 PDs A1 issued) have also issued remarkably more A1 certificates compared to 2017. The evolution for the EU-13 can mainly be explained by the sharp decrease in the number

of PDs A1 issued by Slovenia (-63,917 PDs A1 issued). Consequently, the number of PDs A1 issued by Slovenia is back at the level of 2015.

Table 4 PDs A1 issued by the competent Member States, 2012-2018

Sending MS	2012	2013	2014	2015	2016	2017	2018	Change 2018 vs 2017 Numbers	Change 2018 vs 2017 %	Average annual growth between 2012 and 2018
BE	59,832	83,582	79,771	86,218	104,307	134,398	137,022	2,624	2.0%	14.8%
BG	11,896	14,185	14,203	15,839	19,595	36,220	26,315	-9,905	-27.3%	14.1%
CZ	24,162	30,912	31,675	37,174	47,578	67,933	63,693	-4,240	-6.2%	17.5%
DK	19,592	25,220	20,409	30,031	29,595	37,848	47,453	9,605	25.4%	15.9%
DE	243,125	254,469	255,724	240,862	260,068	399,745	475,704	75,959	19.0%	11.8%
EE	18,606	15,927	15,054	15,363	17,953	18,977	19,862	885	4.7%	1.1%
IE	7,799	7,396	7,654	7,899	7,339	7,745	7,464	-281	-3.6%	-0.7%
EL	1,889	2,131	3,608	4,789	6,924	7,204	9,251	2,047	28.4%	30.3%
ES	76,960	101,705	111,557	125,711	147,424	191,148	248,532	57,384	30.0%	21.6%
FR	140,805	130,435	125,203	139,040	135,974	111,659	119,516	7,857	7.0%	-2.7%
HR		10,227	27,556	38,998	42,602	60,026	65,949	5,923	9.9%	45.2%
IT	52,237	59,114	74,431	91,740	114,515	152,528	169,774	17,246	11.3%	21.7%
CY	2,282	2,192	1,955	3,091	3,552	4,040	4,040			
LV	5,402	7,425	6,656	7,738	10,830	20,689	20,199	-490	-2.4%	24.6%
LT	14,041	17,342	19,208	25,254	30,723	70,180	78,384	8,204	11.7%	33.2%
LU	44,256	32,472	62,141	62,947	68,725	73,875	79,831	5,956	8.1%	10.3%
HU	65,182	68,489	68,234	63,663	65,185	82,881	64,217	-18,664	-22.5%	-0.2%
MT	327	322	324	228	504	1,388	2,655	1,267	91.3%	41.8%
NL	84,202	95,719	116,060	95,017	98,687	103,738	100,660	-3,078	-3.0%	3.0%
AT	40,038	42,171	48,815	64,373	75,132	68,956	110,687	41,731	60.5%	18.3%
PL	341,100	385,422	428,405	463,174	513,972	573,358	605,785	32,427	5.7%	10.0%
PT	55,901	82,851	75,577	64,970	64,459	85,074	74,109	-10,965	-12.9%	4.8%
RO	44,459	51,939	57,194	46,871	50,855	84,743	71,207	-13,536	-16.0%	8.2%
SI	65,871	83,898	103,303	126,902	164,226	190,976	127,059	-63,917	-33.5%	11.6%
SK	48,924	56,442	89,494	98,383	112,028	112,978	135,151	22,173	19.6%	18.5%
FI	6,223	6,892	6,940	9,369	8,155	8,061	9,882	1,821	22.6%	8.0%
SE	6,152	11,664	10,951	12,502	11,456	10,710	10,593	-117	-1.1%	9.5%
UK	43,100	41,049	33,092	44,332	49,210	49,496	49,225	-271	-0.5%	2.2%
IS	306	277	245	283	239	293	245	-48	-16.4%	-3.6%
LI	454	548	646	1,239	1,343	1,024	1,024			
NO	n.a.	n.a.	3,252	3,887	4,134	4,097	4,357	260	6.3%	7.6%
CH	n.a.	19,077	20,649	21,305	23,887	31,291	28,642	-2,649	-8.5%	8.5%
Total	1,525,123	1,741,494	1,919,986	2,049,192	2,291,176	2,803,279	2,968,487	165,208	5.9%	11.7%
EU-15	882,111	976,870	1,031,933	1,079,800	1,181,970	1,442,185	1,649,703	207,518	14.4%	11.0%
EU-13	642,252	744,722	863,261	942,678	1,079,603	1,324,389	1,284,516	-39,873	-3.0%	12.2%
EFTA	760	19,902	24,792	26,714	29,603	36,705	34,268	-2,437	-6.6%	88.7%
EU-15	57.8%	56.1%	53.7%	52.7%	51.6%	51.5%	55.6%			
EU-13	42.1%	42.8%	45.0%	46.0%	47.1%	47.2%	43.3%			
EFTA	0.0%	1.1%	1.3%	1.3%	1.3%	1.3%	1.2%			

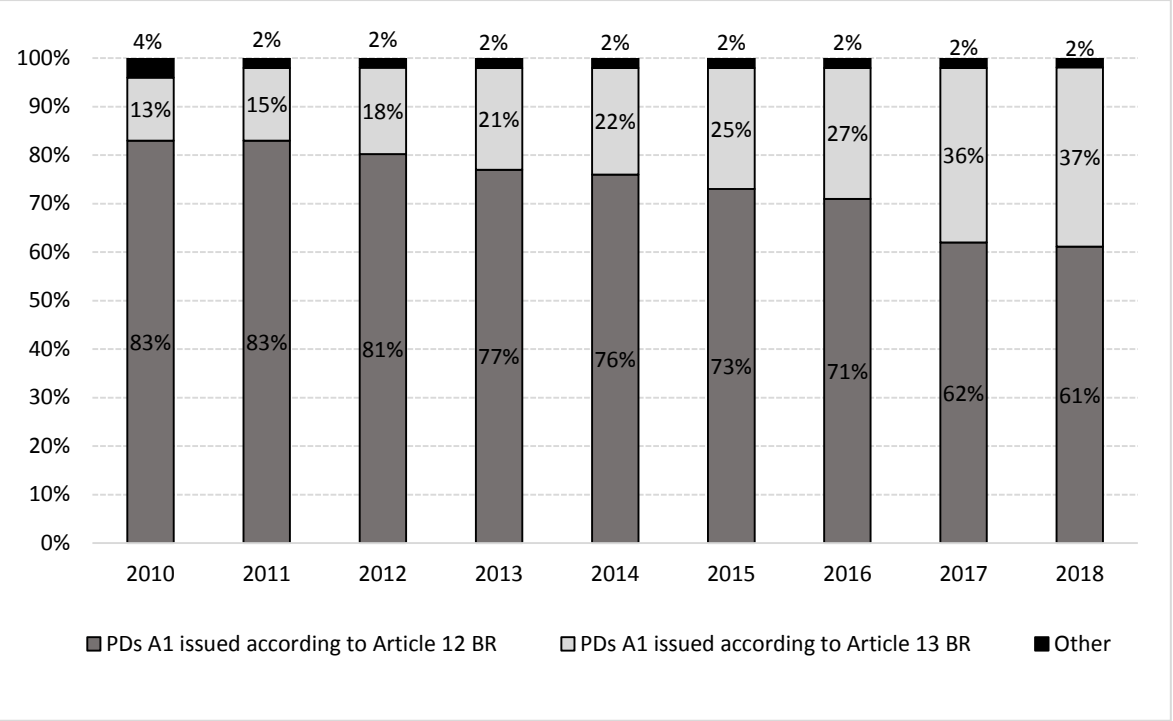
* CY and LI: 2017 figures

Source Administrative data PD A1 Questionnaire 2019 and previous years

Figure 3 clearly illustrates the increasing importance of PDs A1 issued for activities in two or more Member States. 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. Compared to 2017, however, the share of Article 13 in total has not increased any further.

It should be noted that the distribution below 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 Regulation (EC) No 883/2004, while no maximum period for the provision of services in two or more Member States has been determined by Article 13 of this Regulation, 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, 2010-2018



Source Administrative data PD A1 Questionnaire 2019 and previous years

3. PERSONS COVERED BY ARTICLE 12

In this chapter the characteristics and the scale of persons falling under Article 12 are described in detail. This is done 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 insight into the impact of this group of persons on national labour markets.

As has already been 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 2018, a total of 1.8 million PDs A1 were issued for persons covered by Article 12. Some 1.2 million PDs A1 based on Article 12 were granted by the EU-15 Member States and some 626,000 by the EU-13 Member States *(Table 6)*. The main sending Member States were Germany (409,340 PDs A1), Poland (238,525 PDs A1) and to a lesser extent Italy (148,863), Spain (123,670) and France (117,739). Slovenia, which in 2017 issued the third largest number of PDs A1 according to Article 12 of all Member States, is no longer in the top 5 of the most important sending Member States.

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, this breakdown by receiving Member State is incomplete, as Norway and Switzerland did not provide such breakdown. Their number is rather limited compared to the total, so the picture by receiving Member State is relatively complete. The main receiving Member States were Germany (428,935 PDs A1) and France (262,162 PDs A1), and to a lesser extent, Belgium (156,695 PDs A1), the Netherlands (126,342 PDs A1) and Austria (119,907 PDs A1) *(Table 5)*. Especially Germany received a high number of PDs A1, amounting to 24% of the total number of PDs A1 received *(Annex 1 - Table A1.2)*. Almost half of the PDs A1 were issued to persons who were sent to a neighbouring Member State in order to work there for a certain period of time. More than 8 out of 10 employed/self-employed persons sent from Belgium and Luxembourg provided services in a neighbouring Member State.

The main flow of persons covered by Article 12 goes from Poland to Germany (120,540 PDs A1). This single flow represents 51% of the number of PDs A1 issued by Poland according to Article 12 and 7% of the total number of PDs A1 issued according to Article 12 by the reporting Member States. There are also several flows of more than 40,000 PDs A1: from Germany to Austria (60,753 PDs A1), from Germany to France (54,575 PDs A1), from Germany to Switzerland (52,322 PDs A1), from Germany to the Netherlands (47,502 A1) and finally from Slovenia to Germany (45,176 PDs A1),

Table 5 PDs A1 issued by competent Member States according to Article 12 of the Basic Regulation, breakdown by receiving Member State,2018

Receiving Member State \ Sending Member State	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	Total
BE		2,164	380	328	28,146	23	285	237	5,868	18,779	2,164	6,016	2	25	2,002	24,492	2,558	11	9,926	816	21,358	12,332	5,241	6,446	4,818	97	64	2,116	1	0			156,695
BG	85		41	46	1,710	1	2	145	340	456	29	425	0	0	5	58	15	1	33	96	627	13	128	49	238	10	7	105	0	0			4,665
CZ	308	91		82	8,393	3	10	20	1,408	1,778	351	2,660	1	11	38	180	275	0	44	791	3,705	241	346	538	8,962	52	6	263	0	0			30,557
DK	444	159	630		8,106	68	321	75	1,249	1,225	199	1,813	0	21	562	123	173	0	156	281	2,470	317	126	270	761	314	117	356	1	0			20,337
DE	6,918	6,398	3,856	882		607	510	2,509	18,906	21,919	32,565	18,070	7	223	8,712	10,596	31,895	27	4,824	26,108	120,540	2,996	15,248	45,176	46,539	419	137	2,336	9	3			428,935
EE	51	1	13	20	1,905		0	3	112	115	0	47	0	18	175	27	6	0	13	177	208	0	75	28	67	92	4	18	0	0			3,175
IE	298	104	19	24	2,598			13	1,096	1,089	25	437	0	8	7	177	72	1	47	44	787	168	47	54	27	12	6	656	0	0			7,816
EL	268	279	193	740	2,154		18		1,136	1,338	37	1,624	59	0	0	141	34	2	155	63	265	67	112	41	87	140	185	2,076	0	0			11,214
ES	2,394	169	295	764	15,327	77	73	360		13,043	147	10,483	0	2	102	734	252	19	885	1,324	2,910	8,623	367	473	721	568	315	3,483	28	1			63,939
FR	28,040	1,304	500	811	54,575	315	465	573	32,991		1,195	37,088	0	27	2,162	22,472	1,231	11	2,819	2,561	26,371	19,598	6,444	1,749	4,166	356	493	13,764	45	0			262,126
HR	90	81	51	22	2,294	162	1	4	392	349		1,111	0	0	0	57	126	0	20	657	255	11	16	3,675	171	39	24	236	0	0			9,844
IT	2,171	337	440	211	23,637	47	45	437	10,653	10,848	2,091		1	23	182	758	594	107	1,009	3,638	3,096	542	5,543	2,536	1,625	223	304	2,815	12	2			73,927
CY	9	31	11	21	589		2	268	92	78	10	81		0	0	8	7	0	16	14	33	3	83	2	4	9	15	280	0	0			1,666
LV	31	8	4	33	494	25	0	2	118	185	0	87	0		930	28	0	0	4	50	119	3	1	1	33	9	5	30	0	0			2,200
LT	56	9	25	151	1,033	49	0	0	116	174	27	111	0	15		23	5	0	28	27	1,019	0	5	11	136	11	3		1	0			3,035
LU	7,594	2	73	28	16,328		9	34	493	6,402	163	1,435	0	7	15		900	5	223	169	1,029	438	149	615	260	12	8	88	0	0			36,479
HU	211	74	128	123	6,493		5	19	806	1,091	292	1,386	8	1	3	238		2	61	1,083	769	50	382	478	3,052	13	10	312	0	0			17,090
MT	44	12	3	17	816		5	19	397	233	2	632	0	8	0	54	38		12	19	216	1	0	18	52	7	11	18	2	0			2,636
NL	21,042	386	333	401	47,502	205	538	1,065	4,996	5,225	823	4,927	0	10	3,992	802	2,936	5		886	14,988	3,249	3,020	1,972	4,090	107	36	2,805	1	0			126,342
AT	707	692	480	264	60,753	4	28	59	1,278	1,965	1,152	7,193	0	7	85	317	8,291	3	575		5,443	823	1,232	17,405	9,645	90	89	1,327	0	0			119,907
PL	441	183	450	133	12,757	10	44	108	2,338	2,654	115	3,013	0	48	75	353	450	0	172	671		286	598	359	1,194	46	19	194	3	0			26,714
PT	432	19	52	58	4,101		8	114	18,136	3,109	165	1,448	0	0	0	213	13	5	46	184	354		54	17	89	119	25	201	2	0			28,964
RO	206	321	150	16	5,438	6	2	132	1,717	1,965	119	2,715	0	0	14	91	463	1	62	582	1,036	49		125	613	2	7	51	0	0			15,883
SI	70	20	30	65	1,606	3	23	9	188	430	3,214	862	0	0	0	22	176	3	22	1,220	440	3	288	21	411	2		45	0	0			9,173
SK	118	78	1,001	15	3,835	11	2	14	845	780	168	825	0	1	17	71	1,647	2	17	569	2,573	78	585	554		6	5	175	1	0			13,993
FI	159	173	77	95	4,636	3,896	13	23	1,238	921	874	663	0	64	1,266	123	76	0	116	457	2,990	253	140	184	612		319	210	1	0			19,579
SE	448	110	383	510	17,820	531	506	92	1,413	1,631	1,221	1,301	0	169	4,808	193	382	0	179	1,000	14,794	432	810	954	2,790	1,035		335	2	0			53,849
UK	2,126	278	290	525	18,020	7	494	155	11,122	9,772	533	4,409	0	53	49	1,111	603	46	930	977	5,678	759	517	746	1,107	263	102	151	9	0			60,832
IS	36	0	3	53	182	14	1	11	70	85	1	25	0	3	18	9	16	0	15	10	292	25	30	3	50	0	5	25		0			982
LI	7	0	3	6	291		0	0	14	11	2	58	0	0	0	12	31	0		375	6	0	0	0	2	0			0				818
NO	249	146	156	2,800	5,479	840	81	2	1,185	902	814	1,504	0	40	5,546	65	290	1	129	390	2,533	204	90	308	153	220	721	1,691	31	0			26,570
CH	1,543	102	185	83	52,322	11	196	75	2,957	9,187	115	36,414	3	2	36	753	771	0	496	3,274	1,621	341	270	1,191	841	57	42	893	2	26			113,809
unkn.																				39,604								104			1,479	15,816	57,003
Total	76,596	13,731	10,255	9,327	409,340	6,915	3,687	6,577	123,670	117,739	48,613	148,863	81	786	30,801	64,301	54,326	252	23,034	88,117	238,525	51,905	41,947	85,999	93,316	4,330	3,084	37,190	151	32	1,479	15,816	1,810,754
EU-15	73,041	12,574	8,001	5,641	303,703	5,780	3,313	5,746	110,575	97,266	43,354	96,907	69	639	23,944	62,252	50,010	242	21,890	38,508	223,073	50,597	39,050	78,638	77,337	3,755	2,200	32,719	111	6			1,470,941
EU-13	1,720	909	1,907	744	47,363	270	96	743	8,869	10,288	4,327	13,955	9	102	1,257	1,210	3,208	9	504	5,956	11,000	738	2,507	5,859	14,933	298	116	1,727	7	0			140,631
EFTA	1,835	248	347	2,942	58,274	865	278	88	4,226	10,185	932	38,001	3	45	5,600	839	1,108	1	640	4,049	4,452	570	390	1,502	1,046	277	768	2,609	33	26			142,179
Neighbour	63,594	600	5,787	1,392	288,882	3,921	494	145	51,127	80,178	3,506	81,557		33	1,005	57,560	10,703		14,750	37,058	127,837	8,623	510	24,094	22,853	1,347	1,157	656		0			889,369

* Totals for DK (+146), EL (-6), LV (-26), NL (-3,563), RO (-3), FI (37) and SE (+71) differ from *Table 1*. Consequently also the total figure differs.

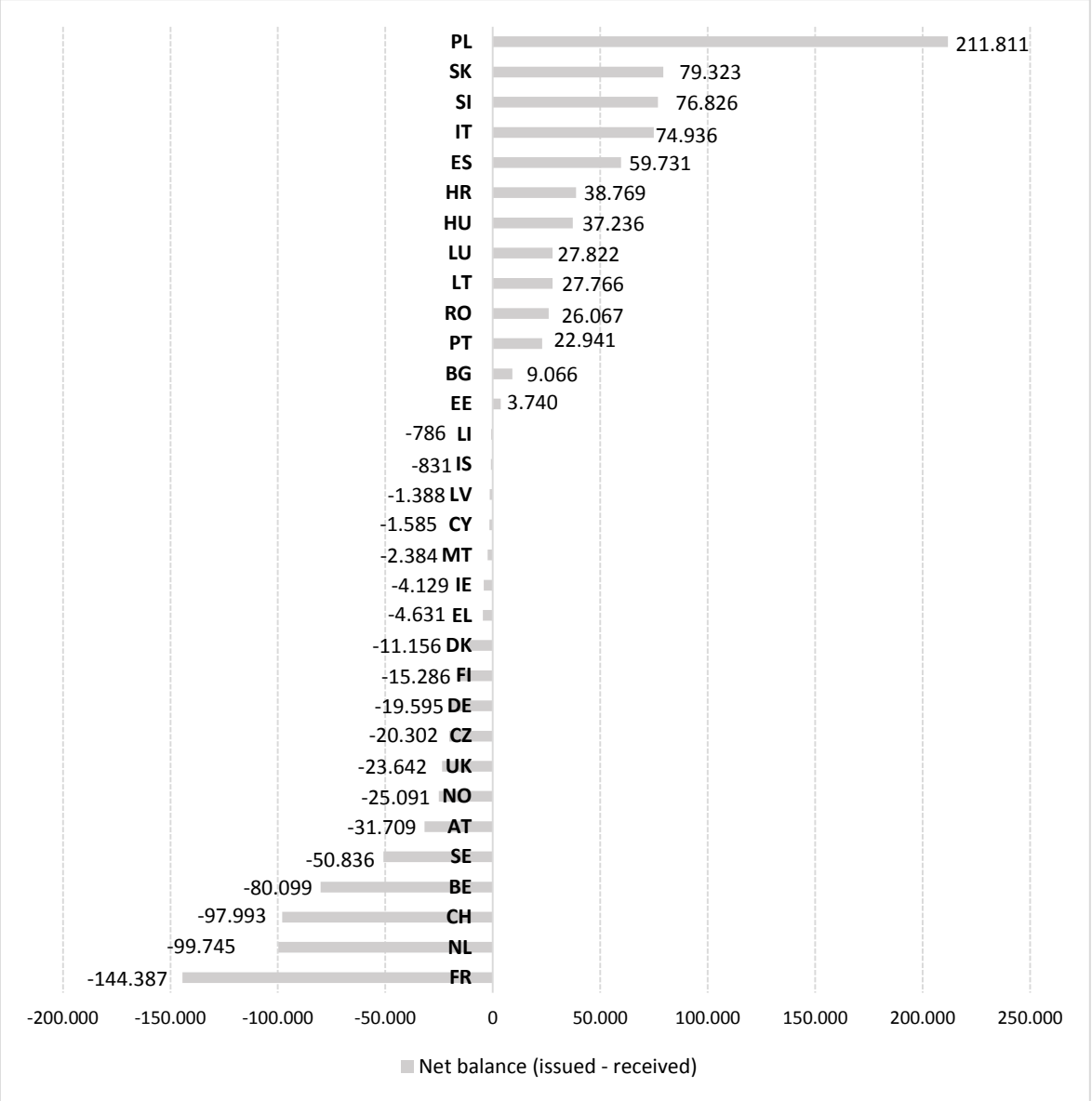
** CY and LI: 2017 figures

Source Administrative data PD A1 Questionnaire 2019

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. Some 13 Member States are net senders (i.e. more PDs A1 issued than received), in particular Poland, Slovakia and Slovenia. The other 19 Member States are net recipients (i.e. more PDs A1 received than issued), in particular France, the Netherlands, Switzerland, Belgium, Sweden and Austria.

Until 2015, Germany was the main net receiving Member State. This picture has completely changed since then due to the enormous growth in PDs A1 issued according to Article 12. As a result, Germany is now only to a limited extent a net receiving Member State.

Figure 4 Net balance between the number of PDs A1 issued and received according to Article 12 of the Basic Regulation, 2018

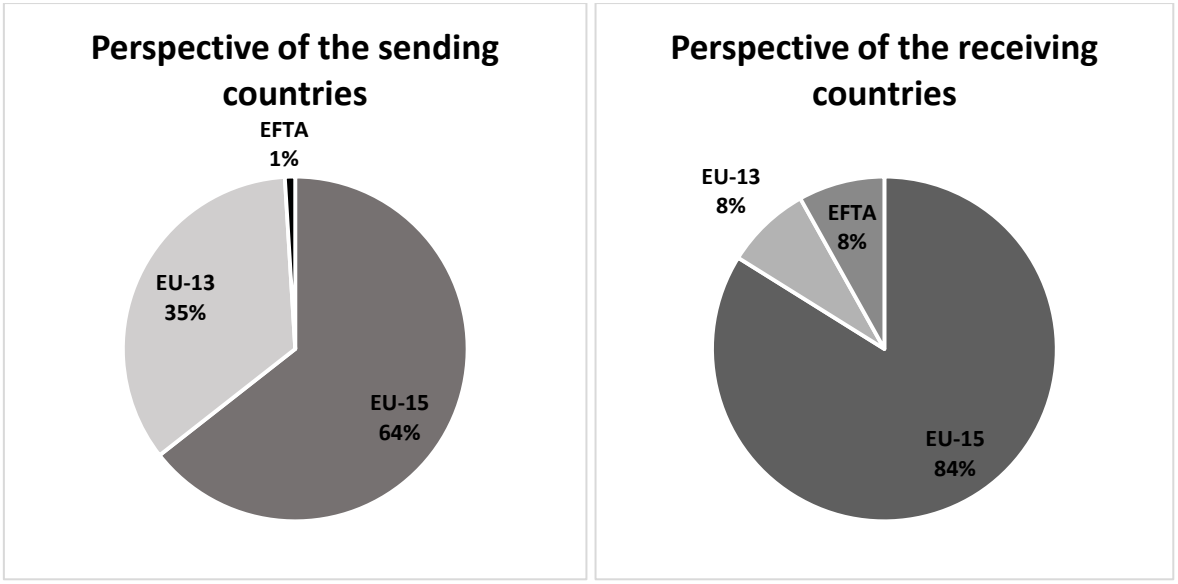


Source Administrative data PD A1 Questionnaire 2019

3.2. Mainly issued by and to EU-15 Member States

Some 64% of the PDs A1 issued according to Article 12 were granted by EU-15 Member States and 35% by EU-13 Member States *(Figure 5 – at the left hand side)*. So most PDs A1 issued according to Article 12 are granted by EU-15 Member States. Moreover, the share of EU-15 Member States strongly increased compared to 2017 (it was 58% in 2017), mainly due to the increased number of PDs A1 issued by Germany and a declining number of PDs A1 issued by Slovenia (see also *Table 6*). Furthermore, approximately 84% of PDs A1 issued according to Article 12 were received by EU-15 Member States *(Figure 5 – at the right hand side)*.

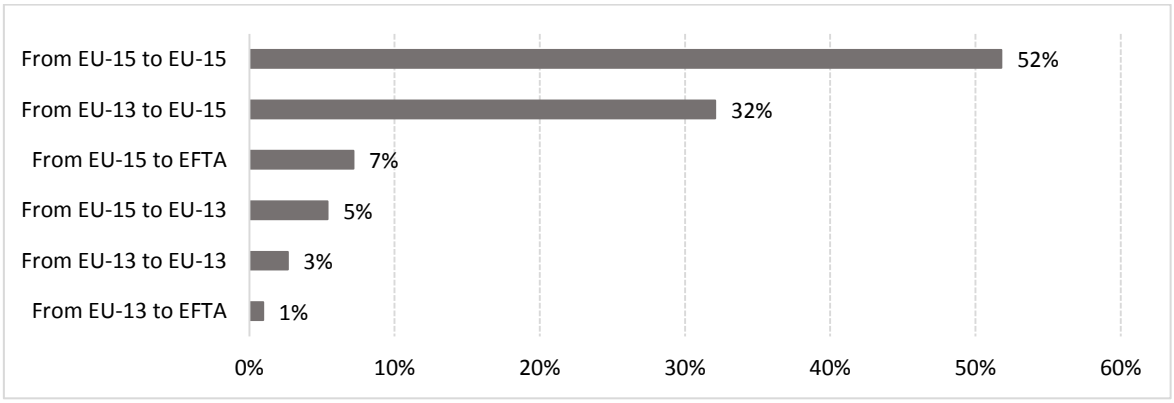
Figure 5 PDs A1 issued according to Article 12 of the Basic Regulation, breakdown by classification of the sending or the receiving Member State, total, 2018



Source Administrative data PD A1 Questionnaire 2019

The above figures can be divided even further. *Figure 6* shows that more than half of the persons covered by Article 12 go from a EU-15 Member State to another. The flow from EU-13 to EU-15 Member States represents almost a third of total PDs A1 issued according to Article 12. Due to a limited number of reporting Member States, it is not possible to repeat this exercise by sector of economic activity, although it would certainly contribute to a better understanding of the flows.

Figure 6 Flow of PDs A1 issued according to Article 12 of the Basic Regulation between EU Member States divided by EU-15, EU-13 and EFTA, 2017



Source Administrative data PD A1 Questionnaire 2019

3.3. Comparison with previous years

Tables 6 and 7 illustrate the evolution of the number of PDs A1 issued and received according to Article 12 between 2010 and 2018.

Compared to 2017, the overall number of PDs A1 issued pursuant to Article 12 increased by more than 81,300 certificates *(Table 6)*. This evolution is mainly the result of an increased number of certificates issued by Germany (+77,249 PDs A1 or +23% compared to 2017). However, an important finding is that the number of PDs A1 issued by the EU-13 Member States according to Article 12 decreased for the second year in a row. Consequently, the number of PDs A1 issued by the EU-13 according to Article 12 is back at the level of 2014. Last year this was mainly due to the strong decline of certificates issued by Poland. In 2018, a strong decline occurred mainly in Slovenia (-77,877 PDs A1). The number of PDs A1 issued according to Art. 12 declined by almost half in Slovenia compared to 2017.

Table 6 PDs A1 according to Article 12 of the Basic Regulation issued by sending Member States, 2010-2018

Sending MS	2010	2011	2012	2013	2014	2015	2016	2017	2018	Change 2018 vs 2017	
										%	Numbers
BE	49,862	55,931	56,103	58,522	58,611	63,467	69,836	76,719	76,596	-123	-0.2%
BG	5,734	7,429	11,091	12,861	13,275	14,811	15,656	14,781	13,731	-1,050	-7.1%
CZ	15,829	16,102	15,358	13,155	10,380	10,799	11,145	11,806	10,255	-1,551	-13.1%
DK	9,262	11,491	6,176	5,320	3,869	7,288	6,508	8,250	9,181	931	11.3%
DE	201,436	226,850	221,650	227,008	232,776	218,006	231,766	332,091	409,340	77,249	23.3%
EE	13,580	15,322	14,889	11,689	7,147	5,415	6,327	6,305	6,915	610	9.7%
IE	1,935	3,106	3,512	3,457	3,261	3,616	3,303	3,222	3,687	465	14.4%
EL	642	888	1,661	1,688	2,325	2,908	3,941	4,253	6,583	6	0.1%
ES	44,087	48,479	48,132	63,519	76,286	86,943	100,469	110,868	123,670	12,802	11.5%
FR	133,896	144,256	130,247	123,580	119,727	130,468	132,012	109,168	117,739	8,571	7.9%
HR				8,716	24,060	33,381	36,142	41,253	48,613	7,360	17.8%
IT	35,430	35,611	48,369	55,509	69,279	83,277	106,395	129,732	148,863	19,131	14.7%
CY	81	38	35	66		96	169	81	81		
LV	3,424	4,287	2,846	3,237	1,655	1,801	2,446	1,629	812	-817	-50.2%
LT	6,462	9,515	11,306	14,105	16,683	21,430	25,371	26,548	30,801	4,253	16.0%
LU	55,852	39,385	39,758	28,481	50,345	50,440	55,364	58,686	64,301	5,615	9.6%
HU	40,640	57,848	63,742	66,415	65,655	59,711	61,365	62,873	54,326	-8,547	-13.6%
MT	442	318	327	322	145	88	110	145	252	107	73.8%
NL	15,190	25,986	24,199	25,429	37,775	27,141	28,394	22,305	26,597	4,292	19.2%
AT	25,957	28,806	35,671	36,959	41,114	55,320	62,526	50,303	88,117	37,814	75.2%
PL	221,126	227,930	246,214	262,714	266,745	251,107	259,999	235,836	238,525	2,689	1.1%
PT	58,923	54,043	54,580	81,687	74,735	64,020	62,005	64,320	51,905	-12,415	-19.3%
RO	29,730	59,363	44,318	51,739	57,194	46,871	48,710	46,733	41,950	-4,783	-10.2%
SI	23,944	42,485	65,727	83,659	102,920	126,153	150,922	163,876	85,999	-77,877	-47.5%
SK	28,245	40,926	44,854	52,807	73,810	80,058	89,931	90,793	93,316	2,523	2.8%
FI	2,187	2,668	3,181	3,332	2,786	3,725	3,707	3,541	4,293	752	21.2%
SE		2,993	3,339	4,622	4,306	4,287	3,611	3,099	3,013	-71	-2.3%
UK	32,109	35,368	33,148	29,935	23,501	31,708	33,647	33,780	37,190	3,410	10.1%
IS	376	377	293	269	140	179	126	162	151	-11	-6.8%
LI	61	63	166	119	89	65	65	32	32		
NO	1,872	2,163	n.a.	n.a.	3,252	n.a.	n.a.	2,100	1,479	-621	-29.6%
CH			n.a.	10,346	10,851	10,728	11,727	15,272	15,816	544	3.6%
Total	1,058,314	1,200,027	1,230,892	1,341,267	1,454,697	1,495,307	1,623,695	1,730,562	1,814,129	81,258	4.7%
EU-15	666,768	715,861	709,726	749,048	800,696	832,614	903,484	1,010,337	1,171,075	160,738	15.9%
EU-13	389,237	481,563	520,707	581,485	639,669	651,721	708,293	702,659	625,576	-77,083	-11.0%
EFTA	2,309	2,603	459	10,734	14,332	10,972	11,918	17,566	17,478	-88	-0.5%

* CY and LI: 2017 figures

Source Administrative data PD A1 Questionnaire 2019 and previous years

Especially France (+20,763 PDs A1) and to a lesser extent the Netherlands (+14,820 PDs A1) received a higher number PDs A1 issued to persons falling under Article 12 *(Table 7)*. This is in contrast to Austria (-21,139) and Belgium (-10,640) which show a strong decrease in the number of PDs A1 received according to Article 12. For Austria, this is mainly due to the sharp decrease in the number of forms issued by Slovenia to provide services in Austria (from 48,867 in 2017 to 17,405 in 2018, see *Table 5*).

Table 7 PDs A1 issued according to Article 12 of the Basic Regulation, by receiving Member State, 2010-2018

Receiving MS	2010	2011	2012	2013	2014	2015	2016	2017	2018	Change 2018 vs 2017	
										Numbers	%
BE	90,540	125,107	125,264	134,340	159,749	156,556	178,319	167,335	156,695	-10,640	-6.4%
BG	4,483	4,006	3,896	3,805	3,267	3,325	3,867	3,508	4,665	1,157	33.0%
CZ	15,892	17,144	17,808	18,603	17,165	19,144	22,743	24,227	30,557	6,330	26.1%
DK	9,608	11,002	11,044	10,763	10,869	13,352	15,698	15,592	20,337	4,745	30.4%
DE	250,054	311,361	335,862	373,666	414,220	418,908	440,065	427,175	428,935	1,760	0.4%
EE	1,235	1,904	2,325	2,998	2,951	2,315	3,733	3,025	3,175	150	5.0%
IE	5,014	6,084	4,674	5,556	3,973	4,039	5,760	6,171	7,816	1,645	26.7%
EL	10,656	7,763	6,795	4,820	4,692	5,683	6,383	8,109	11,214	3,105	38.3%
ES	63,304	47,640	46,075	46,507	44,825	47,369	52,353	60,488	63,939	3,451	5.7%
FR	160,532	161,954	156,490	182,219	190,848	184,695	203,019	241,363	262,126	20,763	8.6%
HR				1,753	4,560	7,139	9,835	12,791	9,844	-2,947	-23.0%
IT	60,460	64,223	48,663	47,445	52,481	59,095	61,321	64,669	73,927	9,258	14.3%
CY	1,702	1,042	1,106	956	944	716	972	1,256	1,666	410	32.6%
LV	1,851	1,788	1,516	1,235	1,504	1,431	1,080	1,356	2,200	844	62.2%
LT	1,850	2,248	3,497	2,274	1,930	2,404	2,018	2,261	3,035	774	34.2%
LU	27,730	24,295	19,741	20,503	21,763	21,749	26,591	32,664	36,479	3,815	11.7%
HU	8,457	9,924	9,900	8,887	8,955	8,743	11,312	12,924	17,090	4,166	32.2%
MT	1,308	1,449	1,052	952	1,062	1,453	2,318	2,513	2,636	123	4.9%
NL	91,560	105,885	99,416	100,423	87,817	89,411	90,873	111,522	126,342	14,820	13.3%
AT	59,642	76,335	76,445	88,596	101,015	108,627	120,150	141,046	119,907	-21,139	-15.0%
PL	12,877	16,013	16,033	14,387	14,521	17,897	17,818	20,620	26,714	6,094	29.6%
PT	12,193	13,345	11,422	10,696	12,833	15,374	18,109	22,639	28,964	6,325	27.9%
RO	9,445	10,476	11,224	10,894	9,717	10,709	10,028	12,036	15,883	3,847	32.0%
SI	3,391	2,676	3,340	4,507	6,550	5,685	5,146	6,357	9,173	2,816	44.3%
SK	8,692	6,876	6,641	7,010	7,648	8,141	9,694	13,759	13,993	234	1.7%
FI	20,205	22,183	22,522	19,917	16,589	18,618	21,014	22,252	19,579	-2,673	-12.0%
SE	19,464	24,412	26,095	29,446	33,019	37,373	39,120	44,005	53,849	9,844	22.4%
UK	34,321	37,247	40,366	43,522	50,893	54,344	57,226	59,587	60,832	1,245	2.1%
IS	543	559	385	392	338	608	1,373	1,739	982	-757	-43.5%
LI	572	763	510	925	417	803	842	715	818	103	14.4%
NO	18,771	30,523	16,170	18,778	21,250	24,958	23,844	22,882	26,570	3,688	16.1%
CH	51,962	62,578	64,908	78,106	87,492	97,701	104,295	105,689	113,809	8,120	7.7%

Source Administrative data PD A1 Questionnaire 2019 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 into the scope of the Posting of Workers Directive.

On average almost 7% of the persons covered by Article 12 were self-employed in 2017 *(Table 8)*, which is a similar percentage compared to previous years. Especially Slovakia, the Czech Republic, Liechtenstein and Iceland granted a high percentage of PDs A1 to self-employed persons. In absolute terms, this is mainly the case for Slovakia.

The detailed information provided by the reporting Member States results in a similar view by receiving Member State. Especially Switzerland received a rather high percentage of PDs A1 for persons covered by Article 12(2).

Table 8 Number of PDs A1 according to Article 12 of the Basic Regulation issued to employed and self-employed persons, 2018

	Issued				Received			
	Employed		Self-employed		Employed		Self-employed	
	Number	*% row*	*Number*	*% row*	*Number*	*% row*	*Number*	*% row*
BE	72,495	94.6%	4,101	5.4%	145,877	93.1%	10,820	6.9%
BG	13,631	99.3%	100	0.7%	4,530	97.1%	135	2.9%
CZ	7,853	76.6%	2,402	23.4%	29,026	95.0%	1,531	5.0%
DK	8,878	96.7%	303	3.3%	19,380	95.3%	957	4.7%
DE	394,408	96.4%	14,932	3.6%	391,690	91.3%	37,245	8.7%
EE	6,894	99.7%	21	0.3%	3,066	96.6%	109	3.4%
IE	3,434	93.1%	253	6.9%	7,507	96.0%	309	4.0%
EL	6,504	98.8%	79	1.2%	10,472	93.4%	742	6.6%
ES	116,440	94.2%	7,230	5.8%	60,413	94.5%	3,526	5.5%
FR	117,732	100.0%	7	0.0%	248,402	94.8%	13,724	5.2%
HR	48,475	99.7%	138	0.3%	9,243	93.9%	601	6.1%
IT	135,743	91.2%	13,120	8.8%	69,185	93.6%	4,742	6.4%
CY	75	92.6%	6	7.4%	1,573	94.4%	93	5.6%
LV	773	95.2%	39	4.8%	2,145	97.5%	55	2.5%
LT	30,629	99.4%	172	0.6%	2,975	98.0%	60	2.0%
LU	63,963	99.5%	338	0.5%	35,717	97.9%	762	2.1%
HU	53,500	98.5%	826	1.5%	16,089	94.1%	1,001	5.9%
MT	242	96.0%	10	4.0%	2,527	95.9%	109	4.1%
NL	23,007	86.5%	3,590	13.5%	120,980	95.8%	5,362	4.2%
AT	82,372	93.5%	5,745	6.5%	111,459	93.0%	8,448	7.0%
PL	220,906	92.6%	17,619	7.4%	25,884	96.9%	830	3.1%
PT	51,792	99.8%	113	0.2%	27,810	96.0%	1,154	4.0%
RO	41,947	100.0%	3	0.0%	15,499	97.9%	333	2.1%
SI	82,261	95.7%	3,738	4.3%	8,907	97.1%	266	2.9%
SK	53,701	57.5%	39,615	42.5%	13,574	97.0%	419	3.0%
FI	4,066	94.7%	227	5.3%	18,838	96.2%	741	3.8%
SE	2,857	94.8%	156	5.2%	49,109	91.2%	4,740	8.8%
UK	29,082	78.2%	8,108	21.8%	58,868	96.8%	1,965	3.2%
IS	88	58.3%	63	41.7%	917	95.8%	40	4.2%
LI	8	25.0%	24	75.0%	761	93.0%	57	7.0%
NO	1,359	91.9%	120	8.1%	26,132	98.4%	438	1.6%
CH	15,138	95.7%	678	4.3%	97,564	85.7%	16,245	14.3%
Total	1,690,253	93.2%	123,876	6.8%				

* CY and LI: 2017 figures

Source Administrative data PD A1 Questionnaire 2019

3.5. Breakdown by sector of economic activity

21 Member States provided detailed figures on the sector of economic activity, which accounts for some 60% of the total number of PDs A1 issued according to Article 12.

Annex 1 – Table A1.3 presents a distribution by sector of activity of the PDs A1 issued according to Article 12. The table shows, *inter alia*, that approximately 114,000 PDs A1 issued by Poland according to Article 12 concern a situation in which services are provided abroad in the construction sector. Roughly 52,300 of these certificates are received by Germany.[21]

The share of the sector of activity in total number of PDs A1 is shown in *Table 9*. In 2017, on average 40% of PDs A1 were issued to persons providing services abroad in the construction sector. Furthermore, 32% of the forms were issued for activities in the service sector and 27% for other industrial activities (excluding the construction sector). Finally, only 1% of PDs A1 were issued to provide services in agriculture and fishing.

The figures show that the construction sector is by far the most 'popular' sector. However, the relative importance of the construction sector has declined compared to previous years. After all, last year the sector still accounted for 47% of the total

[21] 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.

number of PDs A1 issued according to Article 12. The question is whether this decline will continue in the coming years. A more detailed distribution of the service sector illustrates that some one out of ten temporary services activities occur in education, the health and social care sector or in other services. Furthermore, a high percentage of persons from Belgium, the Netherlands and Luxembourg and falling under Article 12 are employed by temporary employment agencies.

Table 9 **PDs A1 issued according to Article 12 of the Basic Regulation, from a sending perspective, breakdown by sector of activity, 2017 (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	of which							
					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	0.5%	32.6%	19.0%	66.8%	4.1%	1.5%	5.2%	0.9%	37.9%	26.6%	21.3%	0.3%
BG												
CZ	1.4%	69.9%	50.8%	28.7%	3.6%	0.5%	2.3%	3.4%	19.8%			
DK												
DE												
EE	5.7%	84.7%	55.8%	9.6%	0.7%	0.6%	0.7%	0.6%	1.5%	0.8%	6.1%	2.6%
IE												
EL												
ES												
FR	0.0%	47.3%	6.6%	52.7%	5.7%	1.5%	6.5%	0.2%	18.1%	2.8%	20.9%	0.3%
HR	0.1%	87.4%	43.6%	12.5%	1.7%	0.5%	1.8%	0.2%	6.9%	2.7%	1.6%	0.4%
IT												
CY	0.0%	60.5%	1.2%	39.5%	4.9%	6.2%	7.4%		18.5%		2.5%	
LV	0.0%	23.2%	17.9%	76.8%	0.3%	0.3%	54.3%		17.0%	5.7%	4.9%	
LT	0.1%	49.4%	39.8%	50.6%	0.2%	9.0%	3.1%	0.2%	0.1%	0.0%	0.1%	0.0%
LU	0.1%	46.9%	35.0%	53.0%	3.8%	0.1%	2.6%	0.1%	42.9%	16.3%	3.4%	0.4%
HU	0.0%	85.9%	53.7%	14.1%	3.3%	1.2%	2.6%	0.0%	3.1%	0.0%	3.9%	0.0%
MT	0.0%	34.5%	0.0%	65.5%	0.0%	0.0%	1.2%		63.1%		1.2%	
NL	0.9%	34.6%	10.2%	64.5%	4.8%	3.5%	2.6%	1.0%	21.6%	20.7%	32.0%	0.2%
AT	1.7%	69.4%	45.6%	28.9%	9.1%	1.0%	1.5%	0.0%	3.2%	0.7%	14.0%	0.8%
PL	2.6%	68.1%	47.8%	29.3%	1.1%	0.1%	2.0%	1.4%	6.2%	4.5%	19.7%	4.6%
PT	0.3%	82.7%	52.9%	17.0%	1.8%	0.0%	0.4%	0.1%	14.1%	6.6%	0.7%	0.0%
RO	0.9%	80.5%	54.6%	18.6%	1.1%	0.1%	5.3%	0.0%	7.0%	0.0%	5.1%	5.1%
SI	0.1%	98.8%	59.4%	1.1%	0.7%	0.2%	0.1%	0.0%	0.0%	0.0%	0.1%	0.0%
SK	1.1%	80.4%	44.9%	18.6%	0.8%	0.3%	2.0%	1.4%	2.0%	0.9%	12.4%	3.8%
FI	0.4%	57.4%	12.7%	42.1%	3.0%	2.2%	2.7%	0.7%	10.3%	0.4%	27.7%	0.2%
SE	0.5%	34.8%	14.1%	64.7%	6.9%	0.1%	8.6%	0.0%	36.8%	0.0%	12.2%	1.0%
UK												
IS	0.0%	16.4%	4.3%	83.6%	0.0%	0.0%	6.4%	3.6%	8.6%		68.6%	
LI												
NO												
CH												
Total	1.0%	67.1%	40.2%	31.9%	2.6%	0.9%	2.8%	0.7%	12.1%	5.6%	12.3%	1.9%

* CY: 2017 figures

Source Administrative data PD A1 Questionnaire 2019

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 21 Member States reported figures on the number of individual persons involved. The number of individual persons involved is only half the number of PDs A1 issued for these persons *(Table 10)*. This means that one person falling under Article 12 is sent abroad almost two times. The result is similar to those of previous years.

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, 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 2018.

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 also useful to make an estimate of the total number of individual persons covered by Article 12. On the basis of the reported figures it is estimated that in 2018 some almost 1 million individual persons received a PD A1 according to Article 12.[22]

Table 10 Number of individual persons who received a PD A1 according to Article 12 of the Basic Regulation, 2018

	Individual number of persons who received a PD A1 *(A)*	Number of PDs A1 issued *(B)*	A/B	B/A
BE	38,215	76,596	50%	2.0
BG	10,440	13,731	76%	1.3
CZ	9,455	10,255	92%	1.1
DK				
DE				
EE	5,363	6,915	78%	1.3
IE	2,851	3,687	77%	1.3
EL				
ES				
FR	63,288	117,739	54%	1.9
HR	36,687	48,613	75%	1.3
IT	85,376	148,863	57%	1.7
CY	72	81	89%	1.1
LV	674	812	83%	1.2
LT				
LU	18,534	64,301	29%	3.5
HU	21,856	54,326	40%	2.5
MT				
NL				
AT				
PL	137,450	238,525	58%	1.7
PT	27,519	51,905	53%	1.9
RO				
SI	29,126	85,999	34%	3.0
SK	58,835	93,316	63%	1.6
FI	3,558	4,293	83%	1.2
SE	2,722	3,013	90%	1.1
UK	31,112	37,190		
IS	151	151	100%	1.0
LI				
NO	1,335	1,479	90%	1.1
CH				
Total reported	584,619	1,061,790	55%	1.8
Estimate total individual*	999,863			

* Total applicable to all 32 Member States. Figure obtained by applying the percentage of 55% to all missing MSs.
** CY: 2017 figures
Source Administrative data PD A1 Questionnaire 2019

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. Some 18 sending Member States reported figures on the average duration for 2018.

The average duration persons are active under Article 12 was 91 days in 2018. This is the total weighted[23] EU average calculated on the basis of the replies of the 18 reporting Member States *(Table 11)*. The unweighted average amounts to 138 days. The average duration seems to be decreasing compared to previous years. For instance, the average duration for the Czech Republic, Estonia, Ireland, France,

[22] This by assuming that, for those Member States that did not provide data on the number of persons involved, on average one individual person was sent abroad almost two times (1.8) in 2018.
[23] Total applicable to all 32 EU/EFTA countries.

Croatia, Latvia, Luxembourg, Hungary, Poland, Slovenia, Finland and Iceland was somewhat higher in 2017.

The period differs to a large extent among the sending Member States. Luxembourg reports a duration of only 12 days. For France and Belgium the average duration is around a month. By contrast, Estonia, Ireland, Croatia, Latvia, and Hungary all reported an average period of more than 200 days. The average duration for Poland amounts to 122 days.

It cannot be excluded that average figures are strongly influenced by the sector of activity in which the person is employed. However, 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.

Table 11 Average duration of the period that persons are active under Article 12, in days, from a sending perspective, 2018

	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	33	2.0	65
BG			
CZ	148	1.1	161
DK			
DE			
EE	215	1.3	277
IE	220	1.3	285
EL			
ES			
FR	31	1.9	58
HR	205	1.3	272
IT	61	1.7	106
CY			
LV	260	1.2	313
LT			
LU	12	3.5	41
HU	211	2.5	523
MT			
NL			
AT			
PL	122	1.7	212
PT	119	1.9	224
RO			
SI	51	3.0	149
SK	104	1.6	165
FI	160	1.2	194
SE			
UK			
IS	185	1.0	185
LI			
NO	199	1.1	220
CH			
Total*	91	1.8	165

* The total unweighted average duration per PD A1 issued according to Article 12 BR is 138 days.

Source Administrative data PD A1 Questionnaire 2019

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 temporary employed in another Member State *(Table 11)*. The fact that the average duration is 91 days and that the person is sent almost 1.8 times per year makes that an individual person is abroad 165 days on average. However, it is worth noting that this period may cover more than one reference year as a maximum period of 24 months has been determined. Therefore, the individual person was not necessarily sent for a period of 165 days during the same year.

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 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 2018, an equivalent of 0.4% of EU employment could be related to the employment of persons covered by Article 12 *(Table 12)*. In most Member States, only a limited proportion of the working population provides services abroad on the basis of Article 12. Only more than 1% of the employed population in Luxembourg (6.6%), Slovenia (3.0%), Slovakia (2.3%) and Croatia (2.2%) provided services abroad in 2018.

Table 12 Share of persons falling under Article 12 of the Basic Regulation in national employment, by sending Member State, 2018

	Total employed persons (in ,000)	Forms	% of employed persons	Persons	% of employed persons	Persons in FTE*	% of employed persons in FTE
BE	4,755	76,596	1.6%	38,215	0.8%	7,731	0.2%
BG	3,153	13,731	0.4%	10,440	0.3%		
CZ	5,294	10,255	0.2%	9,455	0.2%	4,713	0.1%
DK	2,868	9,181	0.3%				
DE	41,915	409,340	1.0%				
EE	665	6,915	1.0%	5,363	0.8%	4,617	0.7%
IE	2,258	3,687	0.2%	2,851	0.1%	2,519	0.1%
EL	3,828	6,583	0.2%				
ES	19,328	123,670	0.6%				
FR	27,122	117,739	0.4%	63,288	0.2%	11,481	0.0%
HR	1,655	48,613	2.9%	36,687	2.2%	30,949	1.9%
IT	23,215	148,863	0.6%	85,376	0.4%	28,201	0.1%
CY	401	81	0.0%	72	0.0%		
LV	909	812	0.1%	674	0.1%	656	0.1%
LT	1,375	30,801	2.2%				
LU	280	64,301	23.0%	18,534	6.6%	2,356	0.9%
HU	4,470	54,326	1.2%	21,856	0.5%	35,514	0.8%
MT	234	252	0.1%				
NL	8,798	26,597	0.3%				
AT	4,319	88,117	2.0%				
PL	16,484	238,525	1.4%	137,450	0.8%	90,373	0.6%
PT	4,867	51,905	1.1%	27,519	0.6%	19,182	0.4%
RO	8,689	41,950	0.5%				
SI	981	85,999	8.8%	29,126	3.0%	13,514	1.5%
SK	2,567	93,316	3.6%	58,835	2.3%	30,139	1.2%
FI	2,540	4,293	0.2%	3,558	0.1%	2,139	0.1%
SE	5,113	3,013	0.1%	2,722	0.1%		
UK	32,354	37,190	0.1%	31,112	0.1%	17,787	0.1%
IS	198	151	0.1%	151	0.1%	87	0.0%
LI							
NO	2,686	1,479	0.1%	1,335	0.0%	914	0.0%
CH	4,675	15,816	0.3%	8,708	0.2%	4,117	0.1%
Total	237,992	1,814,129	0.8%		0.4%		0.2%
Estimate**				999,845		519,789	

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

** Sum of figures reported and estimated for those Member States who did not provide data (average % is applied to these MSs).

Source Administrative data PD A1 Questionnaire 2019 and Eurostat [lfsa_egan2]

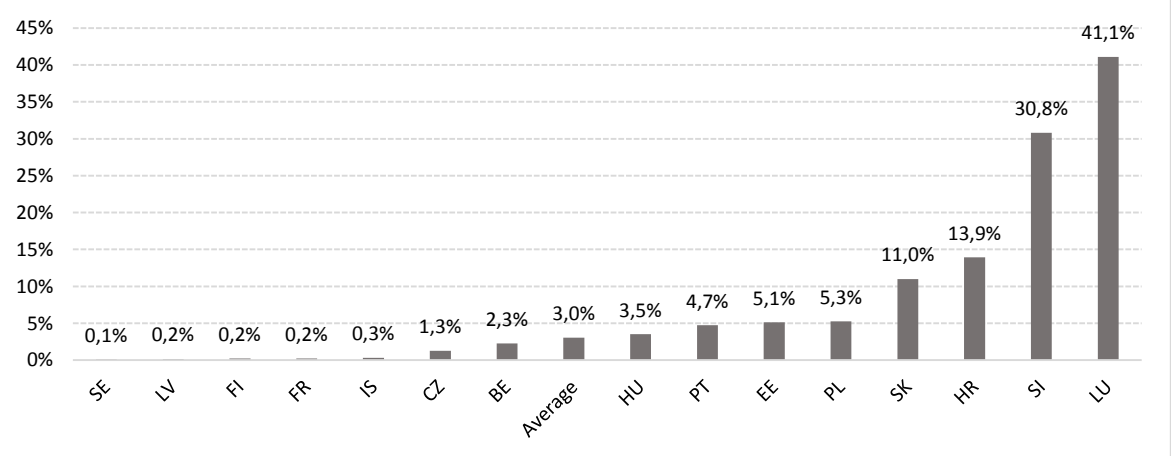
By using the additional data on the duration this group of persons is active in another Member State, the relative weight of such activities on the labour market in terms of

full-time equivalents (FTEs)[24] could be estimated. Such data are only available for 19 Member States. In 2015, an equivalent of 0.2% of employment in FTEs could be related to persons covered by Article 12 (weighted average) *(Table 12)*. This low percentage is caused by the fact that persons covered by Article 12 only stay abroad for a short period of time (see *section 3.7*). For instance, the share of persons covered by Article 12 in the Luxembourg workforce falls 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 the most popular sector for such activities, are shown in *Figure 7* for 15 reporting Member States from a sending perspective. The reported figures are calculated on the basis of the reported number of persons involved and thus not on the number of PDs A1 issued.

Mainly the Luxembourg (41%) and the Slovenian (31%) construction sectors, and to a lesser extent, the Croatian (14%) and Slovakian (11%) construction sectors sent a high percentage of persons abroad. Furthermore, some 5% of the workers employed in the Polish construction sector provided services abroad. On average 3% workers residing in one of these 15 reporting Member States were sent abroad to provide services in the construction sector. This percentage is lower than the 2017 average of some 5%, mainly due to the sharp decrease in the number of posted workers from Slovenia. After all, last year we stated that some 6 out of 10 employed persons in the Slovenian construction sector were sent abroad.

Figure 7 Estimated share of individual persons falling under Article 12 of the Basic Regulation in total employment in construction, by sending Member State, 2018



Source Administrative data PD A1 Questionnaire 2019 and Eurostat [lfsa_egan2]

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

[24] "*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).

distribution by sector of activity is not available for all reporting Member States. In this regard, data on incoming posting undertakings and posted workers registered by national declaration tools are therefore preferable to calculate the impact on the receiving Member States.

4. PERSONS COVERED BY ARTICLE 13

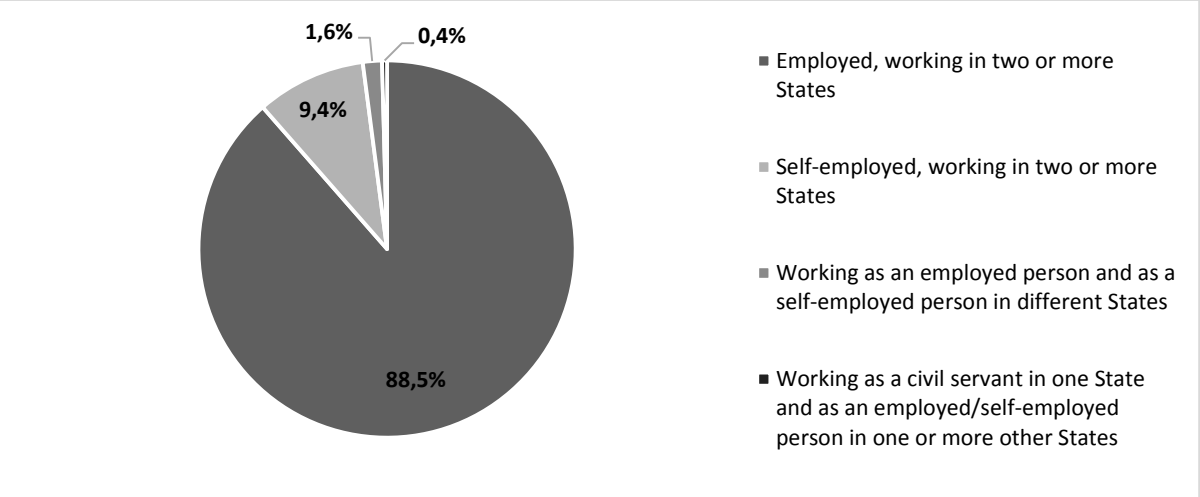
Detailed figures on persons who are active in two or more Member States (i.e. persons covered by Article 13) are reported in this Chapter. Recently, the need emerged for a more detailed profile of persons active in two or more Member States, as the number of PDs A1 issued to this group of persons has 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 as regards the receiving Member State.

4.1. Breakdown by type of activity

A total of 1.1 million PDs A1 were issued to persons covered by Article 13. The main issuing Member State is Poland as it issued almost 351,000 PDs A1 or almost a third of A1 certificates issued to persons pursuing activities in two or more Member States *(Table 13)*. In addition, only Spain 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. On average 88.5% of these forms relate to persons employed in different Member States, including workers posted under the terms and conditions of the Posting of Workers Directive *(Figure 8)*. Also, 9.4% of these forms were issued to self-employed persons who are active in two or more Member States. Only 1.6% 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 8 Total number of PDs A1 issued for persons active in two or more Member States, breakdown by type of activity, 2018



Source Administrative data PD A1 Questionnaire 2019

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 13)*. Only Belgium, the Czech Republic, Greece, Poland, Slovakia, the United Kingdom, Iceland and Norway issued a relatively high percentage to persons *self-employed* in different Member States *(more than 10% of the forms issued related to activities in two or more Member States)*. Finally, the Czech Republic and Germany granted a high number of forms *(more than 2,000 PDs A1)* to persons who are both *employed and self-employed* in different Member States.

Table 13 **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, 2018**

	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	49,687	83.6%	8,701	14.6%	1,006	1.7%	57	0.1%	59,451	100%
BG	11,604	94.5%	231	1.9%	448	3.6%	0	0.0%	12,283	100%
CZ	39,369	74.7%	11,238	21.3%	2,103	4.0%	13	0.0%	52,723	100%
DK	33,551	97.3%	567	1.6%	256	0.7%	122	0.4%	34,496	100%
DE	52,393	86.2%	3,744	6.2%	2,944	4.8%	1,704	2.8%	60,785	100%
EE	12,648	99.5%	53	0.4%	12	0.1%	0	0.0%	12,713	100%
IE	2,988	87.0%	323	9.4%	117	3.4%	7	0.2%	3,435	100%
EL	2,043	77.2%	515	19.5%	83	3.1%	6	0.2%	2,647	100%
ES	112,310	92.3%	9,330	7.7%	70	0.1%	3	0.0%	121,713	100%
FR	357	99.4%	1	0.3%	1	0.3%	0	0.0%	359	100%
HR	12,956	96.3%	290	2.2%	182	1.4%	23	0.2%	13,451	100%
IT	16,973	92.2%	1,165	6.3%	193	1.0%	70	0.4%	18,401	100%
CY	3,313	85.7%	52	1.3%	503	13.0%	0	0.0%	3,868	100%
LV	17,311	97.9%	191	1.1%	179	1.0%	0	0.0%	17,681	100%
LT	46,776	99.9%	4	0.0%	45	0.1%	0	0.0%	46,825	100%
LU	12,961	90.4%	338	2.4%	1,043	7.3%	3	0.0%	14,345	100%
HU	8,812	90.4%	323	3.3%	609	6.2%	7	0.1%	9,751	100%
MT	1,186	98.7%	11	0.9%	5	0.4%	0	0.0%	1,202	100%
NL	64,995	88.9%	7,044	9.6%	944	1.3%	112	0.2%	73,095	100%
AT	18,140	86.4%	1,442	6.9%	1,083	5.2%	329	1.6%	20,973	100%
PL	303,283	86.3%	46,530	13.2%	789	0.2%	837	0.2%	351,439	100%
PT	21,211	98.9%	93	0.4%	148	0.7%	0	0.0%	21,452	100%
RO	29,115	100.0%	2	0.0%	12	0.0%	0	0.0%	29,129	100%
SI	37,491	94.2%	1,752	4.4%	529	1.3%	16	0.0%	39,788	100%
SK	35,295	85.2%	4,667	11.3%	1,457	3.5%	15	0.0%	41,434	100%
FI	3,696	89.9%	313	7.6%	44	1.1%	56	1.4%	4,109	100%
SE	4,796	73.6%	252	3.9%	259	4.0%	1,208	18.5%	6,515	100%
UK	5,661	53.6%	3,176	30.1%	1,703	16.1%	15	0.1%	10,555	100%
IS	14	27.5%	9	17.6%	14	27.5%	14	27.5%	51	100%
LI	974	99.8%	0	0.0%	1	0.1%	1	0.1%	976	100%
NO	1,666	73.1%	262	11.5%	335	14.7%	16	0.7%	2,279	100%
CH	9,565	86.1%	603	5.4%	911	8.2%	32	0.3%	11,111	100%
Total	973,140	88.5%	103,222	9.4%	18,028	1.6%	4,666	0.4%	1,099,035	100%

* CY and LI: 2017 figures

Source Administrative data PD A1 Questionnaire 2019

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 1.1 million PDs A1 issued in 2018 *(Table 14)*. This is a remarkable growth within a short period of time. The number of PDs A1 issued according to Article 13 showed a huge increase in 2017. The number of PDs A1 issued to persons covered by Article 13 increased by more than 400,000 certificates compared to 2016, representing a growth rate of 64%. In 2018, this number increased further by 7% compared to the previous year. Contrary to Article 12, both EU-15 Member States (+42,742 PDs A1 issued) and EU-13 Member States (+33,655) have granted more PDs A1 according to Article 13 compared to 2017.

Several Member States have granted much more PDs A1 compared to 2017. This is particularly the case for Spain (+44,050 PDs A1), Poland (+26,440 PDs A1) and Slovakia (+19,738). Poland in particular had a strong impact on the total increase in the number of PDs A1 issued according to Article 13 between 2010 and 2018. In 2010, Poland issued only 44,018 PDs A1 according to Article 13. This number continued to increase every year, so that in 2018 no less than 351,000 forms were issued.

Table 14 **Total number of PDs A1 issued for persons active in two or more Member States by the sending Member States, 2010-2018**

Sending MS	2010	2011	2012	2013	2014	2015	2016	2017	2018	Change 2018 vs 2017	
										Numbers	%
BE	18,208	19,857	2,320	23,714	20,146	21,181	33,414	57,273	59,451	2,178	3.8%
BG	n.a.	n.a.	577	1,093	833	737	3,593	21,106	12,283	-8,823	-41.8%
CZ	4,099	4,770	8,520	17,435	20,859	25,442	35,672	55,700	52,723	-2,977	-5.3%
DK	5,027	5,336	11,043	17,744	15,999	21,924	22,288	27,688	34,496	6,808	24.6%
DE	16,799	21,631	15,229	21,651	16,445	16,962	22,778	62,877	60,785	-2,092	-3.3%
EE	2,297	3,159	3,511	4,048	7,654	9,672	11,411	12,456	12,713	257	2.1%
IE	556	1,036	4,061	3,822	4,177	3,875	3,694	4,180	3,435	-745	-17.8%
EL	0	7	228	443	1,273	1,854	2,932	2,926	2,647	-279	-9.5%
ES	13,718	17,776	26,633	36,152	33,496	36,957	44,340	77,663	121,713	44,050	56.7%
FR	897	5,540	9,367	5,792	4,451	7,667	3,259	916	359	-557	-60.8%
HR	n.a.	n.a.	n.a.	662	927	1,516	2,581	14,023	13,451	-572	-4.1%
IT	1,619	1,813	2,112	2,041	2,932	5,755	5,458	20,359	18,401	-1,958	-9.6%
CY	515	1,497	2,244	2,113	1,830	2,795	3,263	3,868	3,868		
LV	273	523	1,657	3,095	3,001	3,877	6,602	17,289	17,681	392	2.3%
LT	2,061	1,457	2,141	2,611	2,012	3,288	4,738	43,099	46,825	3,726	8.6%
LU	4,987	4,206	4,323	3,802	11,376	11,773	12,629	14,238	14,345	107	0.8%
HU	4	66	1,339	1,920	1,930	3,470	3,498	19,540	9,751	-9,789	-50.1%
MT	3	2	0	0	115	77	219	827	1,202	375	45.3%
NL	44,822	44,788	58,569	68,554	75,236	65,359	68,377	79,823	73,095	-6,728	-8.4%
AT	n.a.	n.a.	3,606	4,258	6,392	8,137	11,624	17,810	20,973	3,163	17.8%
PL	44,018	81,770	94,877	118,599	156,452	207,947	248,214	324,999	351,439	26,440	8.1%
PT	24	31	981	878	257	347	892	20,070	21,452	1,382	6.9%
RO	n.a.	n.a.	73	109	1,171	646	1,428	37,470	29,129	-8,341	-22.3%
SI	429	66	127	208	210	406	13,132	26,559	39,788	13,229	49.8%
SK	1,311	561	3,403	3,162	16,059	17,890	21,692	21,696	41,434	19,738	91.0%
FI	1,881	1,911	1,953	2,181	2,532	3,928	3,230	3,314	4,109	795	24.0%
SE	n.a.	728	2,637	3,786	6,396	7,408	6,801	6,635	6,515	-120	-1.8%
UK	4,559	6,054	8,243	9,243	7,327	10,389	13,478	13,838	10,555	-3,283	-23.7%
IS	34	15	6	8	102	69	70	95	51	-44	-46.3%
LI	138	125	285	423	548	1,174	1,278	976	976		
NO	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	1,829	2,279	450	24.6%
CH	n.a.	n.a.	n.a.	7,586	8,258	9,267	11,193	14,235	11,111	-3,124	-21.9%
Total	168,279	224,725	270,065	367,133	430,396	511,789	623,778	1,025,377	1,099,035	73,658	7.2%
EU-15	113,097	130,714	151,305	204,061	208,435	223,516	255,194	409,610	452,331	42,721	10.4%
EU-13	55,010	93,871	118,469	155,055	213,053	277,763	356,043	598,632	632,287	33,655	5.6%
EFTA	172	140	291	8,017	8,908	10,510	12,541	17,135	14,417	-2,718	-15.9%

* CY and LI: 2017 figures.

Source Administrative data PD A1 Questionnaire 2019 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 17 Member States provided such data, which accounts for some 52% of the total number of PDs A1 issued to persons active in two or more Member States.

Annex 1 – Table A1.4 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 180,000 PDs A1 are granted by Poland to persons employed in the freight transport sector by road.

The percentage distribution by economic activity is shown in *Table 15*. Half of the forms are issued to persons employed in the road freight transport sector. Croatia, Latvia, Lithuania, Luxembourg, Poland, Slovakia and Liechtenstein 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' 17% of the forms issued to persons covered by Article 13 are applicable to the construction sector.

Table 15 Total number of PDs A1 issued for persons active in two or more Member States, breakdown by economic activity, from a sending perspective, 2018 (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	of which							
					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	0.6%	29.6%	18.2%	69.8%	6.6%	0.2%	43.1%	29.9%	21.3%	10.4%	8.4%	0.2%
BG												
CZ												
DK												
DE												
EE	3.7%	84.0%	63.2%	12.3%	0.4%	0.1%	7.2%	6.4%	2.5%	0.1%	1.9%	0.7%
IE												
EL	0.0%	20.6%	0.0%	79.4%								
ES												
FR	0.0%	57.3%	1.8%	42.7%	8.2%	8.5%	6.7%		19.1%		0.3%	
HR	1.1%	21.6%	5.9%	77.3%	5.0%	1.2%	63.8%	63.8%	5.6%	0.4%	1.7%	0.3%
IT												
CY	0.0%	40.4%	4.4%	59.6%	2.0%	7.8%	40.7%	5.8%	5.7%		2.7%	0.4%
LV	0.5%	34.9%	0.3%	64.5%	3.2%	0.2%	51.8%	48.1%	7.5%	0.6%	1.8%	
LT	0.7%	17.4%	16.4%	81.8%	0.1%	0.0%	76.2%	76.2%	0.0%		0.0%	
LU	1.1%	27.2%	9.8%	71.6%	4.5%	0.0%	53.3%	37.4%	12.7%		1.0%	0.1%
HU												
MT	0.0%	0.0%	0.0%	100.0%	0.0%	59.2%	0.0%	39.5%	0.5%		0.8%	
NL												
AT	1.4%	37.1%	17.0%	61.5%	7.1%	0.8%	36.5%	5.6%	4.9%	1.3%	12.0%	0.4%
PL	0.5%	23.6%	19.0%	75.9%	2.7%	0.1%	51.2%	51.0%	1.8%	0.9%	20.0%	14.0%
PT												
RO												
SI	0.0%	51.6%	0.0%	48.4%			48.4%					
SK	0.1%	8.0%	5.9%	91.9%	0.4%	0.4%	61.6%	61.4%	0.6%	0.3%	28.8%	0.5%
FI	0.0%	66.5%	10.5%	33.4%	1.0%	0.1%	15.1%	14.4%	8.1%	0.1%	8.9%	0.5%
SE	0.4%	44.4%	13.5%	55.2%	8.7%	0.8%	7.9%		20.4%		17.0%	4.7%
UK												
IS												
LI	0.2%	33.7%	0.0%	66.1%	0.1%	1.0%	55.0%	55.0%	2.0%	4.3%	3.8%	
NO												
CH												
Total	0.6%	25.0%	17.3%	74.4%	2.8%	0.4%	51.7%	49.1%	4.1%	1.6%	15.7%	8.8%

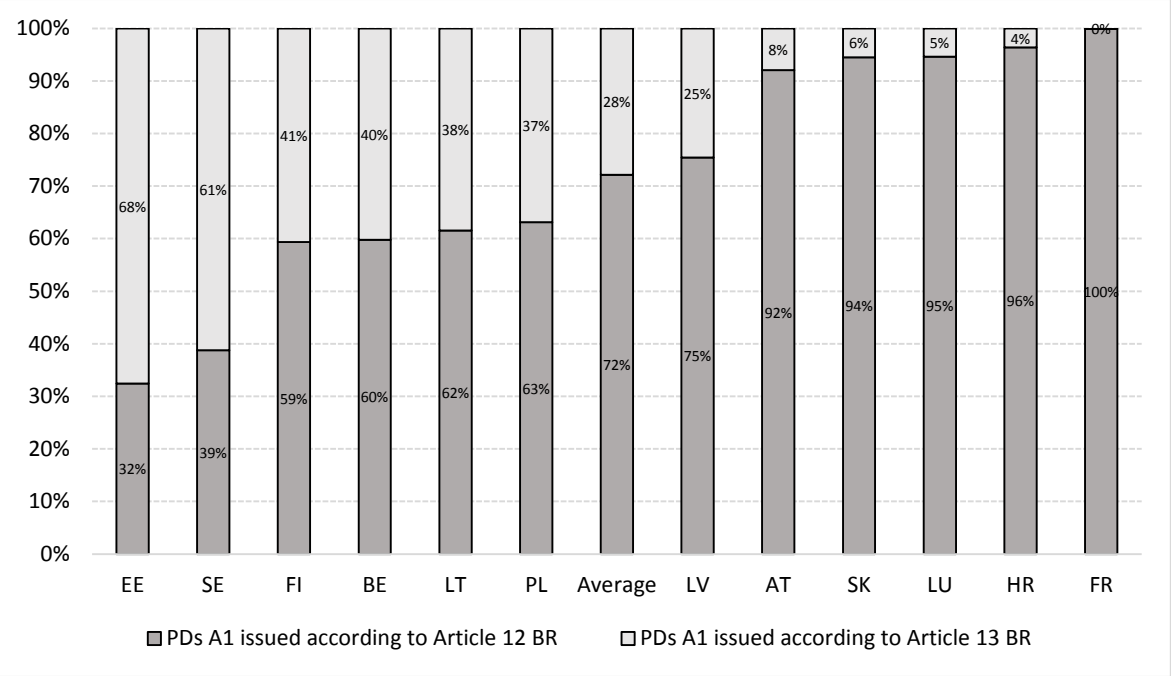
Source Administrative data PD A1 Questionnaire 2019

In particular the construction sector employs a high number of persons covered by Article 12 *(see Table 9)* and persons covered by Article 13 *(see Table 15)*. In some cases persons covered by Article 13 might also be posted under the conditions of the Posting of Workers Directive. Moreover, the conditions determined by Articles 12 and 13 strongly differ.

On average some 7 out of 10 PDs A1 granted to persons employed in the construction sector are issued to persons covered by Article 12 and 3 out of 10 PDs A1 to persons covered by Article 13 *(Figure 9)*. However, in terms of individual persons and the volume of work the difference between Article 12 and Article 13 will be (much) smaller.[25] Almost all reporting Member States issued a higher number of PDs A1 to persons covered by Article 12. Only Estonia and Sweden are an exception to this. In addition, the share of Article 13 in total has increased compared to 2017 (from 24% in 2017 to 28% in 2018).

[25] Such calculations are not included in this report as only a very limited number of Member States reported all the required data.

Figure 9 **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, 2018**



Source Administrative data PD A1 Questionnaire 2019

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 no maximum period for the provision of services in two or more Member States is set by Article 13, a person could be active in two or more Member States for several years. However, the latter are not counted. This shows that both the number of PDs A1 issued in 2018 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 20 Member States, the number of individual persons active in two or more Member States is some 82% of the number of PDs A1 issued for these persons *(Table 16)*. This means that one person received some 1.2 PDs A1 during reference year 2018. The number of individual persons is (almost) equal to the number of PDs A1 issued by Bulgaria, Denmark, Ireland, Croatia, Finland and the United Kingdom. Poland, which is the main issuing Member State, issued a certificate to some 291,000 persons covered by Article 13. On the basis of the reported figures it is estimated that some 910,000 individual persons received a PD A1 according to Article 13 in 2018.[26]

[26] This by assuming for those Member States that did not provide data on the number of persons involved that on average one individual person was sent abroad 1.2 times.

Table 16 Number of individual persons employed in two or more Member States, 2018

Sending MS	Individual number of persons (A)	Number of PDs A1 issued (B)	A/B	B/A
BE	38,935	59,451	65%	1.5
BG	11,143	12,283	91%	1.1
CZ	44,168	52,723	84%	1.2
DK	32,872	34,496	95%	1.0
DE				
EE	10,472	12,713	82%	1.2
IE	3,195	3,435	93%	1.1
EL				
ES				
FR	315	359	88%	1.1
HR	13,428	13,451	100%	1.0
IT	13,021	18,401	71%	1.4
CY	3,353	3,868	87%	1.2
LV	14,589	17,681	83%	1.2
LT				
LU	12,097	14,345	84%	1.2
HU				
MT				
NL				
AT				
PL	290,953	351,439	83%	1.2
PT				
RO				
SI	29,791	39,788	75%	1.3
SK	35,654	41,434	86%	1.2
FI	3,839	4,109	93%	1.1
SE	4,937	6,515	76%	1.3
UK	9,772	10,555	93%	1.1
IS	37	51	73%	1.4
LI				
NO	1,991	2,279	87%	1.1
CH				
Total reported	574,562	699,376	82%	1.2
Estimate total individual	910,820*			

* Total applicable to all 32 EFTA/EU countries. Figure obtained by applying the percentage of 82% to all missing Member States.

Source Administrative data PD A1 Questionnaire 2019

4.5. The average duration

As mentioned earlier, no maximum period for the provision of services in two or more Member States is set by Article 13. A total of 17 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 is almost 300 days per PD A1 *(Table 17)*. Nonetheless, the average duration per PD A1 varies markedly among the reporting Member States from some 171 days for the Czech Republic to some 516 days in Finland. 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 a complete year in two or more Member States.

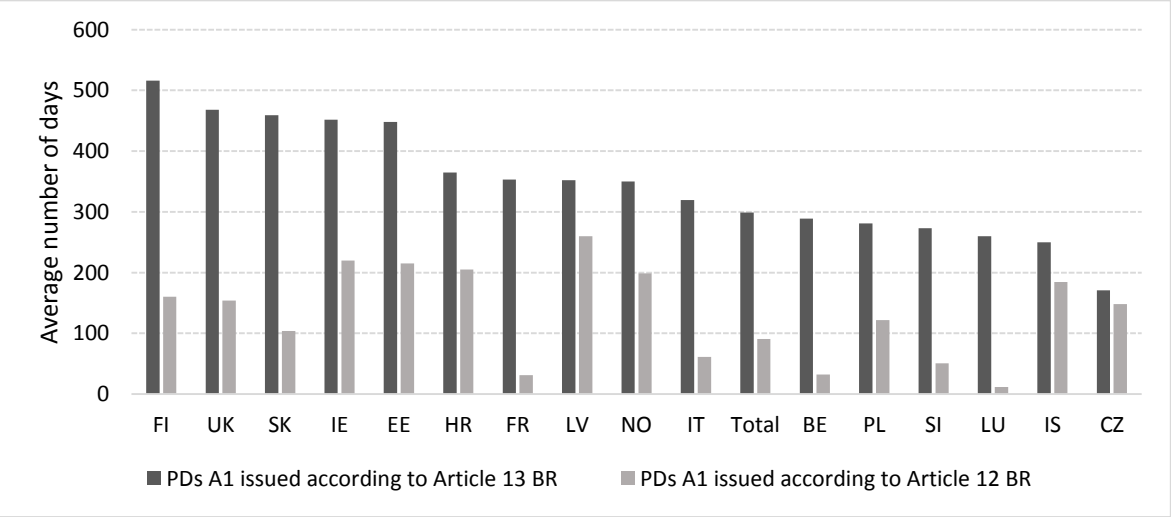
Table 17 Average duration services are provided in two or more Member States, in days, from a sending perspective, 2018

	Average duration per form (A)	Number of forms issued per individual (B)	Average duration per individual worker (A*B)
BE	289	1.5	441
BG			
CZ	171	1.2	204
DK	340	1.0	357
DE			
EE	448	1.2	544
IE	452	1.1	486
EL			
ES			
FR	353	1.1	403
HR	365	1.0	366
IT	319	1.4	451
CY			
LV	352	1.2	427
LT			
LU	260	1.2	308
HU			
MT			
NL			
AT			
PL	281	1.2	339
PT			
RO			
SI	273	1.3	364
SK	459	1.2	534
FI	516	1.1	552
SE			
UK	468	1.1	505
IS	250	1.4	345
LI			
NO	350	1.1	401
CH			
Total	299	1.2	364

Source Administrative data PD A1 Questionnaire 2019

In general, the average period during which persons are active in a Member State other than the Member State where social security contributions should be paid varies between persons covered by Article 12 and persons covered by Article 13 *(Figure 13)*. For all 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. The smallest difference in duration are observed for the Czech Republic, while for Finland the largest difference in duration is observed.

Figure 10 Average duration in days per PD A1, persons covered by Article 12 versus persons covered by Article 13, 2018



Source Administrative data PD A1 Questionnaire 2019

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 know 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 2018, an equivalent of 0.4% of EU employment, also in FTEs, could be related to the employment of persons active in two or more Member States *(Table 18)*. Only in Luxembourg (4.3%), Slovenia (3.0%), Poland (1.8%), Slovakia (1.4%) and Denmark (1.1%) more than 1% of the employed population is active in two or more Member States.

Moreover, the work volume of persons (in FTEs) employed in two or more Member States is even higher compared to the work volume of persons covered by Article 12. It is estimated that some 850,000 FTEs were employed in two or more Member States according to Article 13 and that some 519,00 FTEs were active according to Article 12 in 2018 *(see Tables 12 and 18)*.

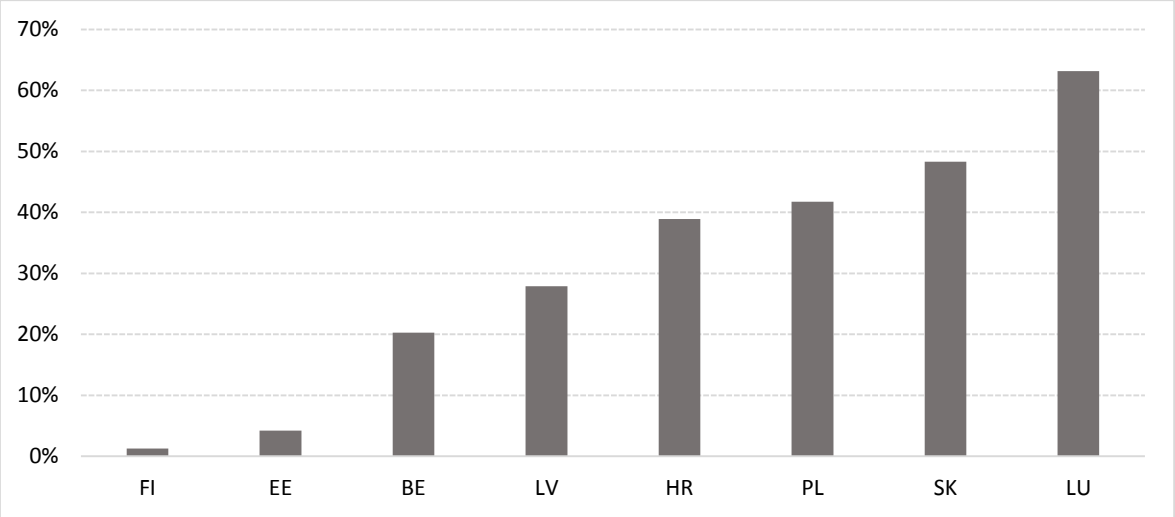
Table 18 Share of persons employed in two or more Member States in national employment, from a sending perspective, 2018

Sending MS	Total employed persons (in ,000)	Forms	% of employed persons	Persons	% of employed persons	Persons in FTE*	% of employed persons in FTE*
BE	4,755	59,451	1.3%	38,935	0.8%	38,935	0.9%
BG	3,153	12,283	0.4%	11,143	0.4%		
CZ	5,294	52,723	1.0%	44,168	0.8%	27,999	0.5%
DK	2,868	34,496	1.2%	32,872	1.1%	32,872	1.3%
DE	41,915	60,785	0.1%				
EE	665	12,713	1.9%	10,472	1.6%	10,472	1.7%
IE	2,258	3,435	0.2%	3,195	0.1%	3,195	0.2%
EL	3,828	2,647	0.1%				
ES	19,328	121,713	0.6%				
FR	27,122	359	0.0%	315	0.0%	315	0.0%
HR	1,655	13,451	0.8%	13,428	0.8%	13,428	0.8%
IT	23,215	18,401	0.1%	13,021	0.1%	13,021	0.1%
CY	401	3,868	1.0%	3,353	0.8%		
LV	909	17,681	1.9%	14,589	1.6%	14,589	1.7%
LT	1,375	46,825	3.4%				
LU	280	14,345	5.1%	12,097	4.3%	11,583	4.5%
HU	4,470	9,751	0.2%				
MT	234	1,202	0.5%				
NL	8,798	73,095	0.8%				
AT	4,319	20,973	0.5%				
PL	16,484	351,439	2.1%	290,953	1.8%	290,953	1.8%
PT	4,867	21,452	0.4%				
RO	8,689	29,129	0.3%				
SI	981	39,788	4.1%	29,791	3.0%	29,791	3.2%
SK	2,567	41,434	1.6%	35,654	1.4%	35,654	1.4%
FI	2,540	4,109	0.2%	3,839	0.2%	3,839	0.2%
SE	5,113	6,515	0.1%	4,937	0.1%		
UK	32,354	10,555	0.0%	9,772	0.0%	9,772	0.0%
IS	198	51	0.0%	37	0.0%	3	0.0%
LI		976					
NO	2,686	2,279	0.1%	1,991	0.1%	1,991	0.1%
CH	4,675	11,111	0.2%	9,128	0.2%	9,107	0.2%
Total	237,992	1,099,035	0.46%		0.38%		0.40%
Estimate**				910,820		853,187	

* In order to estimate the number of persons in FTEs, the average duration was converted to working days by dividing by 5/7. Thereafter, this period was divided by 230 days and afterwards multiplied by the number of PDs A1 issued.
** Sum of figures reported and estimate for those Member States who did not provide data (average % is applied to these Member States).
Source Administrative data PD A1 Questionnaire 2019 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 11)*. It is clear that a high percentage of truck drivers employed in Luxembourg, Slovakia, Poland and Croatia is active in two or more Member States.

Figure 11 Estimated share of persons employed in two or more Member States in freight transport by road, 2018



Source Administrative data PD A1 Questionnaire 2019 and Eurostat [lfsa_egan2]

ANNEX 1 ADDITIONAL TABLES

Table A1.1 PDs A1 issued by the sending Member States according to Article 12 of the Basic Regulation, breakdown by receiving Member State, 2018 (row %)

		Sending MS																														
		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	Total
Receiving MS	BE	0.0%	1.4%	0.2%	0.2%	18.0%	0.0%	0.2%	0.2%	3.7%	12.0%	1.4%	3.8%	0.0%	0.0%	1.3%	15.6%	1.6%	0.0%	6.3%	0.5%	13.6%	7.9%	3.3%	4.1%	3.1%	0.1%	0.0%	1.4%	0.0%	0.0%			100%
	BG	1.8%	0.0%	0.9%	1.0%	36.7%	0.0%	0.0%	3.1%	7.3%	9.8%	0.6%	9.1%	0.0%	0.0%	0.1%	1.2%	0.3%	0.0%	0.7%	2.1%	13.4%	0.3%	2.7%	1.1%	5.1%	0.2%	0.2%	2.3%	0.0%	0.0%			100%
	CZ	1.0%	0.3%	0.0%	0.3%	27.5%	0.0%	0.0%	0.1%	4.6%	5.8%	1.1%	8.7%	0.0%	0.0%	0.1%	0.6%	0.9%	0.0%	0.1%	2.6%	12.1%	0.8%	1.1%	1.8%	29.3%	0.2%	0.0%	0.9%	0.0%	0.0%			100%
	DK	2.2%	0.8%	3.1%	0.0%	39.9%	0.3%	1.6%	0.4%	6.1%	6.0%	1.0%	8.9%	0.0%	0.1%	2.8%	0.6%	0.9%	0.0%	0.8%	1.4%	12.1%	1.6%	0.6%	1.3%	3.7%	1.5%	0.6%	1.8%	0.0%	0.0%			100%
	DE	1.6%	1.5%	0.9%	0.2%	0.0%	0.1%	0.1%	0.6%	4.4%	5.1%	7.6%	4.2%	0.0%	0.1%	2.0%	2.5%	7.4%	0.0%	1.1%	6.1%	28.1%	0.7%	3.6%	10.5%	10.8%	0.1%	0.0%	0.5%	0.0%	0.0%			100%
	EE	1.6%	0.0%	0.4%	0.6%	60.0%	0.0%	0.0%	0.1%	3.5%	3.6%	0.0%	1.5%	0.0%	0.6%	5.5%	0.9%	0.2%	0.0%	0.4%	5.6%	6.6%	0.0%	2.4%	0.9%	2.1%	2.9%	0.1%	0.6%	0.0%	0.0%			100%
	IE	3.8%	1.3%	0.2%	0.3%	33.2%	0.0%	0.0%	0.2%	14.0%	13.9%	0.3%	5.6%	0.0%	0.1%	0.1%	2.3%	0.9%	0.0%	0.6%	0.6%	10.1%	2.1%	0.6%	0.7%	0.3%	0.2%	0.1%	8.4%	0.0%	0.0%			100%
	EL	2.4%	2.5%	1.7%	6.6%	19.2%	0.0%	0.2%	0.0%	10.1%	11.9%	0.3%	14.5%	0.5%	0.0%	0.0%	1.3%	0.3%	0.0%	1.4%	0.6%	2.4%	0.6%	1.0%	0.4%	0.8%	1.2%	1.6%	18.5%	0.0%	0.0%			100%
	ES	3.7%	0.3%	0.5%	1.2%	24.0%	0.1%	0.1%	0.6%	0.0%	20.4%	0.2%	16.4%	0.0%	0.0%	0.2%	1.1%	0.4%	0.0%	1.4%	2.1%	4.6%	13.5%	0.6%	0.7%	1.1%	0.9%	0.5%	5.4%	0.0%	0.0%			100%
	FR	10.7%	0.5%	0.2%	0.3%	20.8%	0.1%	0.2%	0.2%	12.6%	0.0%	0.5%	14.1%	0.0%	0.0%	0.8%	8.6%	0.5%	0.0%	1.1%	1.0%	10.1%	7.5%	2.5%	0.7%	1.6%	0.1%	0.2%	5.3%	0.0%	0.0%			100%
	HR	0.9%	0.8%	0.5%	0.2%	23.3%	1.6%	0.0%	0.0%	4.0%	3.5%	0.0%	11.3%	0.0%	0.0%	0.0%	0.6%	1.3%	0.0%	0.2%	6.7%	2.6%	0.1%	0.2%	37.3%	1.7%	0.4%	0.2%	2.4%	0.0%	0.0%			100%
	IT	2.9%	0.5%	0.6%	0.3%	32.0%	0.1%	0.1%	0.6%	14.4%	14.7%	2.8%	0.0%	0.0%	0.0%	0.2%	1.0%	0.8%	0.1%	1.4%	4.9%	4.2%	0.7%	7.5%	3.4%	2.2%	0.3%	0.4%	3.8%	0.0%	0.0%			100%
	CY	0.5%	1.9%	0.7%	1.3%	35.4%	0.0%	0.1%	16.1%	5.5%	4.7%	0.6%	4.9%	0.0%	0.0%	0.0%	0.5%	0.4%	0.0%	1.0%	0.8%	2.0%	0.2%	5.0%	0.1%	0.2%	0.5%	0.9%	16.8%	0.0%	0.0%			100%
	LV	1.4%	0.4%	0.2%	1.5%	22.5%	1.1%	0.0%	0.1%	5.4%	8.4%	0.0%	4.0%	0.0%	0.0%	42.3%	1.3%	0.0%	0.0%	0.2%	2.3%	5.4%	0.1%	0.0%	0.0%	1.5%	0.4%	0.2%	1.4%	0.0%	0.0%			100%
	LT	1.8%	0.3%	0.8%	5.0%	34.0%	1.6%	0.0%	0.0%	3.8%	5.7%	0.9%	3.7%	0.0%	0.5%	0.0%	0.8%	0.2%	0.0%	0.9%	0.9%	33.6%	0.0%	0.2%	0.4%	4.5%	0.4%	0.1%	0.0%	0.0%	0.0%			100%
	LU	20.8%	0.0%	0.2%	0.1%	44.8%	0.0%	0.0%	0.1%	1.4%	17.5%	0.4%	3.9%	0.0%	0.0%	0.0%	0.0%	2.5%	0.0%	0.6%	0.5%	2.8%	1.2%	0.4%	1.7%	0.7%	0.0%	0.0%	0.2%	0.0%	0.0%			100%
	HU	1.2%	0.4%	0.7%	0.7%	38.0%	0.0%	0.0%	0.1%	4.7%	6.4%	1.7%	8.1%	0.0%	0.0%	0.0%	1.4%	0.0%	0.0%	0.4%	6.3%	4.5%	0.3%	2.2%	2.8%	17.9%	0.1%	0.1%	1.8%	0.0%	0.0%			100%
	MT	1.7%	0.5%	0.1%	0.6%	31.0%	0.0%	0.2%	0.7%	15.1%	8.8%	0.1%	24.0%	0.0%	0.3%	0.0%	2.0%	1.4%	0.0%	0.5%	0.7%	8.2%	0.0%	0.0%	0.7%	2.0%	0.3%	0.4%	0.7%	0.1%	0.0%			100%
	NL	16.7%	0.3%	0.3%	0.3%	37.6%	0.2%	0.4%	0.8%	4.0%	4.1%	0.7%	3.9%	0.0%	0.0%	3.2%	0.6%	2.3%	0.0%	0.0%	0.7%	11.9%	2.6%	2.4%	1.6%	3.2%	0.1%	0.0%	2.2%	0.0%	0.0%			100%
	AT	0.6%	0.6%	0.4%	0.2%	50.7%	0.0%	0.0%	0.0%	1.1%	1.6%	1.0%	6.0%	0.0%	0.0%	0.1%	0.3%	6.9%	0.0%	0.5%	0.0%	4.5%	0.7%	1.0%	14.5%	8.0%	0.1%	0.1%	1.1%	0.0%	0.0%			100%
	PL	1.7%	0.7%	1.7%	0.5%	47.8%	0.0%	0.2%	0.4%	8.8%	9.9%	0.4%	11.3%	0.0%	0.2%	0.3%	1.3%	1.7%	0.0%	0.6%	2.5%	0.0%	1.1%	2.2%	1.3%	4.5%	0.2%	0.1%	0.7%	0.0%	0.0%			100%
	PT	1.5%	0.1%	0.2%	0.2%	14.2%	0.0%	0.0%	0.4%	62.6%	10.7%	0.6%	5.0%	0.0%	0.0%	0.0%	0.7%	0.0%	0.0%	0.2%	0.6%	1.2%	0.0%	0.2%	0.1%	0.3%	0.4%	0.1%	0.7%	0.0%	0.0%			100%
	RO	1.3%	2.0%	0.9%	0.1%	34.2%	0.0%	0.0%	0.8%	10.8%	12.4%	0.7%	17.1%	0.0%	0.0%	0.1%	0.6%	2.9%	0.0%	0.4%	3.7%	6.5%	0.3%	0.0%	0.8%	3.9%	0.0%	0.0%	0.3%	0.0%	0.0%			100%
	SI	0.8%	0.2%	0.3%	0.7%	17.5%	0.0%	0.3%	0.1%	2.0%	4.7%	35.0%	9.4%	0.0%	0.0%	0.0%	0.2%	1.9%	0.0%	0.2%	13.3%	4.8%	0.0%	3.1%	0.2%	4.5%	0.0%	0.0%	0.5%	0.0%	0.0%			100%
	SK	0.8%	0.6%	7.2%	0.1%	27.4%	0.1%	0.0%	0.1%	6.0%	5.6%	1.2%	5.9%	0.0%	0.0%	0.1%	0.5%	11.8%	0.0%	0.1%	4.1%	18.4%	0.6%	4.2%	4.0%	0.0%	0.0%	0.0%	1.3%	0.0%	0.0%			100%
	FI	0.8%	0.9%	0.4%	0.5%	23.7%	19.9%	0.1%	0.1%	6.3%	4.7%	4.5%	3.4%	0.0%	0.3%	6.5%	0.6%	0.4%	0.0%	0.6%	2.3%	15.3%	1.3%	0.7%	0.9%	3.1%	0.0%	1.6%	1.1%	0.0%	0.0%			100%
	SE	0.8%	0.2%	0.7%	0.9%	33.1%	1.0%	0.9%	0.2%	2.6%	3.0%	2.3%	2.4%	0.0%	0.3%	8.9%	0.4%	0.7%	0.0%	0.3%	1.9%	27.5%	0.8%	1.5%	1.8%	5.2%	1.9%	0.0%	0.6%	0.0%	0.0%			100%
	UK	3.5%	0.5%	0.5%	0.9%	29.6%	0.0%	0.8%	0.3%	18.3%	16.1%	0.9%	7.2%	0.0%	0.1%	0.1%	1.8%	1.0%	0.1%	1.5%	1.6%	9.3%	1.2%	0.8%	1.2%	1.8%	0.4%	0.2%	0.2%	0.0%	0.0%			100%
	IS	3.7%	0.0%	0.3%	5.4%	18.5%	1.4%	0.1%	1.1%	7.1%	8.7%	0.1%	2.5%	0.0%	0.3%	1.8%	0.9%	1.6%	0.0%	1.5%	1.0%	29.7%	2.5%	3.1%	0.3%	5.1%	0.0%	0.5%	2.5%	0.0%	0.0%			100%
	LI	0.9%	0.0%	0.4%	0.7%	35.6%	0.0%	0.0%	0.0%	1.7%	1.3%	0.2%	7.1%	0.0%	0.0%	0.0%	1.5%	3.8%	0.0%	0.0%	45.8%	0.7%	0.0%	0.0%	0.0%	0.2%	0.0%	0.0%	0.0%	0.0%	0.0%			100%
	NO	0.9%	0.5%	0.6%	10.5%	20.6%	3.2%	0.3%	0.0%	4.5%	3.4%	3.1%	5.7%	0.0%	0.2%	20.9%	0.2%	1.1%	0.0%	0.5%	1.5%	9.5%	0.8%	0.3%	1.2%	0.6%	0.8%	2.7%	6.4%	0.1%	0.0%			100%
	CH	1.4%	0.1%	0.2%	0.1%	46.0%	0.0%	0.2%	0.1%	2.6%	8.1%	0.1%	32.0%	0.0%	0.0%	0.0%	0.7%	0.7%	0.0%	0.4%	2.9%	1.4%	0.3%	0.2%	1.0%	0.7%	0.1%	0.0%	0.8%	0.0%	0.0%			100%
	unkn.	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%	0.0%	0.0%	0.0%	0.0%	0.0%	69.5%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.2%	0.0%	0.0%	2.6%	27.7%	100%
	Total	4.2%	0.8%	0.6%	0.5%	22.6%	0.4%	0.2%	0.4%	6.8%	6.5%	2.7%	8.2%	0.0%	0.0%	1.7%	3.6%	3.0%	0.0%	1.3%	4.9%	13.2%	2.9%	2.3%	4.8%	5.2%	0.2%	0.2%	1.9%	0.0%	0.0%	0.1%	0.9%	100%

Source Administrative data PD A1 Questionnaire 2019

Table A1.2 PDs A1 issued by the sending Member States according to Article 12 of the Basic Regulation, breakdown by receiving Member State, 2018 (column %)

		Sending MS																																
		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	Total
Receiving MS	BE	0.0%	15.8%	3.7%	3.5%	6.9%	0.3%	7.7%	3.6%	4.7%	15.9%	4.5%	4.0%	2.5%	3.2%	6.5%	38.1%	4.7%	4.4%	43.1%	0.9%	9.0%	23.8%	12.5%	7.5%	5.2%	2.2%	2.1%	5.7%	0.7%	0.0%			8.7%
	BG	0.1%	0.0%	0.4%	0.5%	0.4%	0.0%	0.1%	2.2%	0.3%	0.4%	0.1%	0.3%	0.0%	0.0%	0.0%	0.1%	0.0%	0.4%	0.1%	0.1%	0.3%	0.0%	0.3%	0.1%	0.3%	0.2%	0.2%	0.3%	0.0%	0.0%			0.3%
	CZ	0.4%	0.7%	0.0%	0.9%	2.1%	0.0%	0.3%	0.3%	1.1%	1.5%	0.7%	1.8%	1.2%	1.4%	0.1%	0.3%	0.5%	0.0%	0.2%	0.9%	1.6%	0.5%	0.8%	0.6%	9.6%	1.2%	0.2%	0.7%	0.0%	0.0%			1.7%
	DK	0.6%	1.2%	6.1%	0.0%	2.0%	1.0%	8.7%	1.1%	1.0%	1.0%	0.4%	1.2%	0.0%	2.7%	1.8%	0.2%	0.3%	0.0%	0.7%	0.3%	1.0%	0.6%	0.3%	0.3%	0.8%	7.3%	3.8%	1.0%	0.7%	0.0%			1.1%
	DE	9.0%	46.6%	37.6%	9.5%	0.0%	8.8%	13.8%	38.1%	15.3%	18.6%	67.0%	12.1%	8.6%	28.4%	28.3%	16.5%	58.7%	10.7%	20.9%	29.6%	50.5%	5.8%	36.4%	52.5%	49.9%	9.7%	4.4%	6.3%	6.0%	9.4%			23.7%
	EE	0.1%	0.0%	0.1%	0.2%	0.5%	0.0%	0.0%	0.0%	0.1%	0.1%	0.0%	0.0%	0.0%	2.3%	0.6%	0.0%	0.0%	0.0%	0.1%	0.2%	0.1%	0.0%	0.2%	0.0%	0.1%	2.1%	0.1%	0.0%	0.0%	0.0%			0.2%
	IE	0.4%	0.8%	0.2%	0.3%	0.6%	0.0%	0.0%	0.2%	0.9%	0.9%	0.1%	0.3%	0.0%	1.0%	0.0%	0.3%	0.1%	0.4%	0.2%	0.0%	0.3%	0.3%	0.1%	0.1%	0.0%	0.3%	0.2%	1.8%	0.0%	0.0%			0.4%
	EL	0.3%	2.0%	1.9%	7.9%	0.5%	0.0%	0.5%	0.0%	0.9%	1.1%	0.1%	1.1%	72.8%	0.0%	0.0%	0.2%	0.1%	0.8%	0.7%	0.1%	0.1%	0.1%	0.3%	0.0%	0.1%	3.2%	6.0%	5.6%	0.0%	0.0%			0.6%
	ES	3.1%	1.2%	2.9%	8.2%	3.7%	1.1%	2.0%	5.5%	0.0%	11.1%	0.3%	7.0%	0.0%	0.3%	0.3%	1.1%	0.5%	7.5%	3.8%	1.5%	1.2%	16.6%	0.9%	0.6%	0.8%	13.1%	10.2%	9.4%	18.5%	3.1%			3.5%
	FR	36.6%	9.5%	4.9%	8.7%	13.3%	4.6%	12.6%	8.7%	26.7%	0.0%	2.5%	24.9%	0.0%	3.4%	7.0%	34.9%	2.3%	4.4%	12.2%	2.9%	11.1%	37.8%	15.4%	2.0%	4.5%	8.2%	16.0%	37.0%	29.8%	0.0%			14.5%
	HR	0.1%	0.6%	0.5%	0.2%	0.6%	2.3%	0.0%	0.1%	0.3%	0.3%	0.0%	0.7%	0.0%	0.0%	0.0%	0.1%	0.2%	0.0%	0.1%	0.7%	0.1%	0.0%	0.0%	4.3%	0.2%	0.9%	0.8%	0.6%	0.0%	0.0%			0.5%
	IT	2.8%	2.5%	4.3%	2.3%	5.8%	0.7%	1.2%	6.6%	8.6%	9.2%	4.3%	0.0%	1.2%	2.9%	0.6%	1.2%	1.1%	42.5%	4.4%	4.1%	1.3%	1.0%	13.2%	2.9%	1.7%	5.2%	9.9%	7.6%	7.9%	6.3%			4.1%
	CY	0.0%	0.2%	0.1%	0.2%	0.1%	0.0%	0.1%	4.1%	0.1%	0.1%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.1%	0.0%	0.0%	0.0%	0.2%	0.0%	0.0%	0.2%	0.5%	0.8%	0.0%	0.0%			0.1%
	LV	0.0%	0.1%	0.0%	0.4%	0.1%	0.4%	0.0%	0.0%	0.1%	0.2%	0.0%	0.1%	0.0%	0.0%	3.0%	0.0%	0.0%	0.0%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.2%	0.2%	0.1%	0.0%	0.0%			0.1%
	LT	0.1%	0.1%	0.2%	1.6%	0.3%	0.7%	0.0%	0.0%	0.1%	0.1%	0.1%	0.1%	0.0%	1.9%	0.0%	0.0%	0.0%	0.0%	0.1%	0.0%	0.4%	0.0%	0.0%	0.0%	0.1%	0.3%	0.1%	0.0%	0.7%	0.0%			0.2%
	LU	9.9%	0.0%	0.7%	0.3%	4.0%	0.0%	0.2%	0.5%	0.4%	5.4%	0.3%	1.0%	0.0%	0.9%	0.0%	0.0%	1.7%	2.0%	1.0%	0.2%	0.4%	0.8%	0.4%	0.7%	0.3%	0.3%	0.3%	0.2%	0.0%	0.0%			2.0%
	HU	0.3%	0.5%	1.2%	1.3%	1.6%	0.0%	0.1%	0.3%	0.7%	0.9%	0.6%	0.9%	9.9%	0.1%	0.0%	0.4%	0.0%	0.8%	0.3%	1.2%	0.3%	0.1%	0.9%	0.6%	3.3%	0.3%	0.3%	0.8%	0.0%	0.0%			0.9%
	MT	0.1%	0.1%	0.0%	0.2%	0.2%	0.0%	0.1%	0.3%	0.3%	0.2%	0.0%	0.4%	0.0%	1.0%	0.0%	0.1%	0.1%	0.0%	0.1%	0.0%	0.1%	0.0%	0.0%	0.0%	0.1%	0.2%	0.4%	0.0%	1.3%	0.0%			0.1%
	NL	27.5%	2.8%	3.2%	4.3%	11.6%	3.0%	14.6%	16.2%	4.0%	4.4%	1.7%	3.3%	0.0%	1.3%	13.0%	1.2%	5.4%	2.0%	0.0%	1.0%	6.3%	6.3%	7.2%	2.3%	4.4%	2.5%	1.2%	7.5%	0.7%	0.0%			7.0%
	AT	0.9%	5.0%	4.7%	2.8%	14.8%	0.1%	0.8%	0.9%	1.0%	1.7%	2.4%	4.8%	0.0%	0.9%	0.3%	0.5%	15.3%	1.2%	2.5%	0.0%	2.3%	1.6%	2.9%	20.2%	10.3%	2.1%	2.9%	3.6%	0.0%	0.0%			6.6%
	PL	0.6%	1.3%	4.4%	1.4%	3.1%	0.1%	1.2%	1.6%	1.9%	2.3%	0.2%	2.0%	0.0%	6.1%	0.2%	0.5%	0.8%	0.0%	0.7%	0.8%	0.0%	0.6%	1.4%	0.4%	1.3%	1.1%	0.6%	0.5%	2.0%	0.0%			1.5%
	PT	0.6%	0.1%	0.5%	0.6%	1.0%	0.0%	0.2%	1.7%	14.7%	2.6%	0.3%	1.0%	0.0%	0.0%	0.0%	0.3%	0.0%	2.0%	0.2%	0.2%	0.1%	0.0%	0.1%	0.0%	0.1%	2.7%	0.8%	0.5%	1.3%	0.0%			1.6%
	RO	0.3%	2.3%	1.5%	0.2%	1.3%	0.1%	0.1%	2.0%	1.4%	1.7%	0.2%	1.8%	0.0%	0.0%	0.0%	0.1%	0.9%	0.4%	0.3%	0.7%	0.4%	0.1%	0.0%	0.1%	0.7%	0.0%	0.2%	0.1%	0.0%	0.0%			0.9%
	SI	0.1%	0.1%	0.3%	0.7%	0.4%	0.0%	0.6%	0.1%	0.2%	0.4%	6.6%	0.6%	0.0%	0.0%	0.0%	0.0%	0.3%	1.2%	0.1%	1.4%	0.2%	0.0%	0.7%	0.0%	0.4%	0.0%	0.0%	0.1%	0.0%	0.0%			0.5%
	SK	0.2%	0.6%	9.8%	0.2%	0.9%	0.2%	0.1%	0.2%	0.7%	0.7%	0.3%	0.6%	0.0%	0.1%	0.1%	0.1%	3.0%	0.8%	0.1%	0.6%	1.1%	0.2%	1.4%	0.6%	0.0%	0.1%	0.2%	0.5%	0.7%	0.0%			0.8%
	FI	0.2%	1.3%	0.8%	1.0%	1.1%	56.3%	0.4%	0.3%	1.0%	0.8%	1.8%	0.4%	0.0%	8.1%	4.1%	0.2%	0.1%	0.0%	0.5%	0.5%	1.3%	0.5%	0.3%	0.2%	0.7%	0.0%	10.3%	0.6%	0.7%	0.0%			1.1%
	SE	0.6%	0.8%	3.7%	5.5%	4.4%	7.7%	13.7%	1.4%	1.1%	1.4%	2.5%	0.9%	0.0%	21.5%	15.6%	0.3%	0.7%	0.0%	0.8%	1.1%	6.2%	0.8%	1.9%	1.1%	3.0%	23.9%	0.0%	0.9%	1.3%	0.0%			3.0%
	UK	2.8%	2.0%	2.8%	5.6%	4.4%	0.1%	13.4%	2.4%	9.0%	8.3%	1.1%	3.0%	0.0%	6.7%	0.2%	1.7%	1.1%	18.3%	4.0%	1.1%	2.4%	1.5%	1.2%	0.9%	1.2%	6.1%	3.3%	0.4%	6.0%	0.0%			3.4%
	IS	0.0%	0.0%	0.0%	0.6%	0.0%	0.2%	0.0%	0.2%	0.1%	0.1%	0.0%	0.0%	0.0%	0.4%	0.1%	0.0%	0.0%	0.0%	0.1%	0.0%	0.1%	0.0%	0.1%	0.0%	0.1%	0.0%	0.2%	0.1%	0.0%	0.0%			0.1%
	LI	0.0%	0.0%	0.0%	0.1%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.1%	0.0%	0.0%	0.4%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%			0.0%
	NO	0.3%	1.1%	1.5%	30.0%	1.3%	12.1%	2.2%	0.0%	1.0%	0.8%	1.7%	1.0%	0.0%	5.1%	18.0%	0.1%	0.5%	0.4%	0.6%	0.4%	1.1%	0.4%	0.2%	0.4%	0.2%	5.1%	23.4%	4.6%	20.5%	0.0%			1.5%
	CH	2.0%	0.7%	1.8%	0.9%	12.8%	0.2%	5.3%	1.1%	2.4%	7.8%	0.2%	24.5%	3.7%	0.3%	0.1%	1.2%	1.4%	0.0%	2.2%	3.7%	0.7%	0.7%	0.6%	1.4%	0.9%	1.3%	1.4%	2.4%	1.3%	81.3%			6.3%
	unkn.	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%	0.0%	0.0%	0.0%	0.0%	0.0%	44.9%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.3%	0.0%	0.0%	100.0%	100%	3.1%
	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 2019

Table A1.3 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, 2018

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	of which							
					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	23,797	13,880	48,718	2,983	1,109	3,764	661	27,603	19,380	15,503	231
BG												
CZ	141	7,176	5,216	2,947	366	54	232	350	2,031			
DK												
DE												
EE	392	5,857	3,856	666	47	43	50	40	104	54	422	180
IE												
EL												
ES												
FR	4	47,533	6,617	52,889	5,687	1,489	6,550	249	18,141	2,805	21,022	282
HR	69	42,471	21,189	6,073	812	229	890	87	3,368	1,336	771	180
IT												
CY	0	49	1	32	4	5	6	0	15	0	2	0
LV	0	175	135	578	2	2	409	0	128	43	37	0
LT	18	15,205	12,270	15,575	51	2,777	956	52	29	0	33	0
LU	78	29,966	22,365	33,841	2,414	75	1,680	78	27,436	10,415	2,145	225
HU	0	46,692	29,178	7,634	1,793	635	1,407	0	1,669	0	2,130	0
MT	0	87	0	165	0	0	3	0	159	0	3	0
NL	178	6,622	1,946	12,366	916	663	496	193	4,149	3,975	6,142	43
AT	675	27,344	17,972	11,376	3,585	388	594	15	1,271	261	5,534	307
PL	6,144	162,387	113,947	69,978	2,661	353	4,842	3,282	14,838	10,638	46,973	11,089
PT	155	42,915	27,468	8,835	950	21	187	48	7,335	3,400	342	24
RO	395	33,760	22,902	7,793	453	42	2,220	0	2,936	0	2,142	2,142
SI	86	63,303	38,104	715	432	110	79	0	27	0	67	18
SK	999	75,001	41,873	17,316	743	279	1,891	1,274	1,887	848	11,592	3,519
FI	14	1,850	410	1,358	96	71	88	23	332	14	893	5
SE	14	995	404	1,853	197	2	246		1,054		348	29
UK												
IS	0	23	6	117	0	0	9	5	12	0	96	0
LI												
NO												
CH												
Total	9,752	633,208	379,739	300,825	24,192	8,347	26,599	6,357	114,524	53,169	116,197	18,274

Source Administrative data PD A1 Questionnaire 2019

Table A1.4 Total number of PDs A1 issued for persons active in two or more Member States, breakdown by economic activity, from a sending perspective, 2018

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	of which							
					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	315	15,165	9,328	35,776	3,401	104	22,110	15,336	10,941	5,352	4,311	104
BG												
CZ												
DK												
DE												
EE	472	10,679	8,030	1,561	54	19	915	818	314	15	245	87
IE												
EL		47		181					1			
ES												
FR	0	189	6	141	27	28	22	0	63	0	1	0
HR	154	2,896	792	10,378	678	163	8,562	8,561	752	53	223	36
IT												
CY	1	1,561	169	2,306	78	303	1,574	224	220	0	104	15
LV	91	5,925	44	10,943	540	38	8,779	8,162	1,267	102	301	4
LT	338	8,167	7,669	38,320	24	4	35,662	35,659				
LU	147	3,548	1,273	9,332	585	4	6,948	4,876	1,653	1	130	14
HU												
MT	0	0	0	1,202	0	711	0	475	6	0	10	0
NL												
AT	128	3,380	1,549	5,604	649	74	3,329	507	451	120	1,094	41
PL	1,716	82,791	66,487	266,090	9,306	485	179,513	178,636	6,241	3,160	70,220	49,216
PT												
RO												
SI		481		452			452					
SK	42	3,295	2,441	38,082	148	174	25,499	25,442	230	122	11,942	219
FI	1	1,786	281	898	28	3	406	387	218	4	238	14
SE	17	2,093	638	2,602	411	36	374		960		802	221
UK												
IS												
LI	2	332	0	652	1	10	542	542	20	42	37	0
NO												
CH												
Total	3,424	142,335	98,707	424,520	15,930	2,156	294,687	279,625	23,337	8,971	89,658	49,971

Source Administrative data PD A1 Questionnaire 2019

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 *issued* 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 *issued*
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	
Total	

Number of PD A1 issued by sector of economic activity according to *Art. 12* of Regulation (EC) No 883/2004 on the coordination of social security systems:

	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)													Number of 'unique' persons who received a PD A1 (of total)	Avarage duration in days of all PD A1 issued (of total)
				Agriculture, hunting and fishing NACE A	Industry NACE B to F		Services NACE G to T											
					Industry Total	of which	Services Total	of which										
						Construction NACE F		Wholesale and retail trade NACE G	Accomodation and food service activities NACE I	Transportation and storage; Information and communication NACE H and J	Freight transport by road NACE H - Group 49.4	Financial and insurance; Real estate; Professional, scientific and technical activities; Administrative and support service activities NACE K,L, M and N	Temporary employment agency NACE N - Group 78.2	Education, health and social work, arts and other services NACE P, Q, R and S	Human health and social work activities NACE Q			
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			

Number of PD A1 issued by sector of economic activity according to *Art. 13* of Regulation (EC) No 883/2004 on the coordination of social security systems:

	Total	Sectors of economic activity (of total)													Number of 'unique' persons who received a PD A1 (of total)	Avarage duration in days of all PD A1 issued (of total)
		Agriculture, hunting and fishing NACE A	Industry NACE B to F		Services NACE G to T											
			Industry Total	of which	Services Total	of which										
				Construction NACE F		Wholesale and retail trade NACE G	Accomodation and food service activities NACE I	Transportation and storage; Information and communication NACE H and J	Freight transport by road NACE H - Group 49.4	Financial and insurance; Real estate; Professional, scientific and technical activities; Administrative and support service activities NACE K,L, M and N	Temporary employment agency NACE N - Group 78.2	Education, health and social work, arts and other services NACE P, Q, R and S	Human health and social work activities NACE Q			
Employed, working in two or more States (box 3.2 of PD A1)		Please leave this space empty														
Self-employed, working in two or more States (box 3.4 of PDA1)																
Working as an employed person and as a self-employed person in different States (box 3.8 of PDA1)																
Total number of PD A1 issued according to Art. 13 (boxes 3.2 + 3.4 + 3.8)	0															

As receiving Member State

Are you aware of cases of fraud or error* with regard to the provisions on the PD A1? If so, can you describe and quantify such cases detected in the period 1 January to 31 December 2018? In order to interpret this information, it is necessary to know how many audits or investigations there have been in total. Where full information is not available a partial response is still valuable

**With respect to social security coordination, fraud is defined as "any act or omission to act, in order to obtain or receive social security benefits or to avoid obligations to pay social security contributions, contrary to the law of a Member State" while error is defined as "an unintentional mistake or omission by officials or citizens"*

Fraud: Describe in more detail any patterns of behaviour, types of inappropriate use of PD A1 or of other cases of fraud (please add additional lines if necessary)	Number of cases identified	Amount involved (in €)
We have as yet made no systematic distinction between different types of PD A1 related fraud.	**16 cases involving 900 persons in total**	**unknown**

How many received Portable Documents A1 were requested to be withdrawn between the period from 1 January to 31 December 2017?
350

Error: Describe in more detail any patterns of behaviour, types of error with reference to both citizen and institutional error (please add additional lines if necessary)	Number of cases identified	Amount involved (in €)
We correct error when recognized but do not keep record of its importance	**unknown**	**unknown**

Total cases of fraud or error	Number of cases identified	**16 cases involving 900 persons in total**
	Amount involved (in €)	**unknown**
Total efforts	Number of audits or investigations	**68 cases involving 4428 persons in total**
	Human resources allocated	**14,5 fte**
	Financial resources allocated (in €)	**unknown**
Please provide **details of the methodology** for calculating fraud and error under the Regulations		**Registration of cases by the applicable legislation department**
Please identify the **source of the published data** on fraud and error		**The data with regard to PD A1 fraud and error has not been published**
Are there any **qualifications or caveats** regarding these data?		**No**

As sending Member State

Are you aware of cases of fraud or error with regard to the provisions on the PD A1? If so, can you describe and quantify such cases detected in the period 1 January to 31 December 2018? In order to interpret this information, it is necessary to know how many audits or investigations there have been in total. Where full information is not available a partial response is still valuable

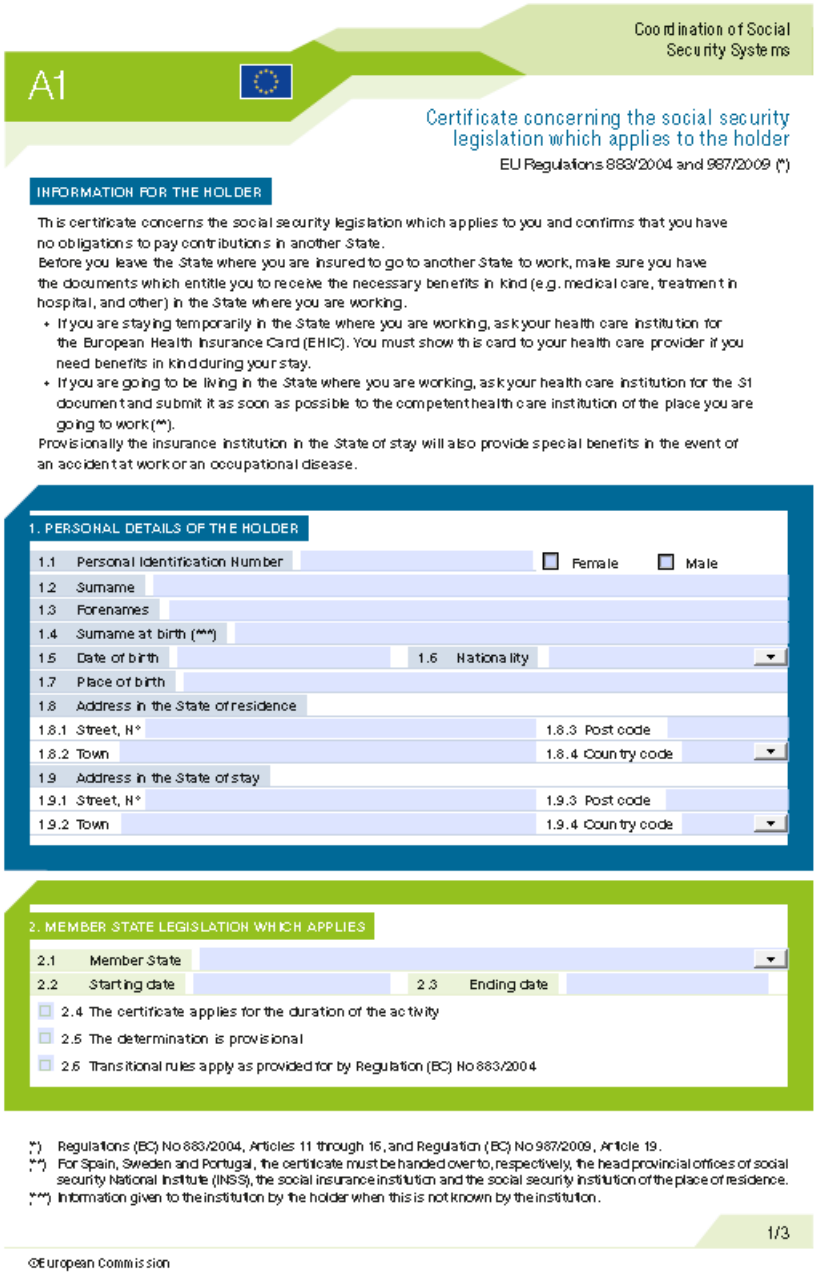
Fraud: Describe in more detail any patterns of behaviour, types of inappropriate use of PD A1 or of other cases of fraud (please add additional lines if necessary)	Number of cases identified	Amount involved (in €)
We have as yet made no systematic distinction between different types of PD A1 related fraud.	**37 cases involving 1111 persons in total**	**unknown**

How many issued Portable Documents A1 were withdrawn between the period from 1 January to 31 December 2017?
0

Error: Describe in more detail any patterns of behaviour, types of error with reference to both citizen and institutional error (please add additional lines if necessary)	Number of cases identified	Amount involved (in €)
We correct error when recognized but do not keep record of its importance	**unknown**	**unknown**

Total cases of fraud or error	Number of cases identified	**37 cases involving 1111 persons in total**
	Amount involved (in €)	**unknown**
Total efforts	Number of audits or investigations	**63 cases involving 1529 persons in total**
	Human resources allocated	**14,5 fte**
	Financial resources allocated (in €)	**unknown**
Please provide **details of the methodology** for calculating fraud and error under the Regulations		**Registration of cases by the applicable legislation department**
Please identify the **source of the published data** on fraud and error		**The data with regard to PD A1 fraud and error has not been published**
Are there any **qualifications or caveats** regarding these data?		**No**

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	☐ Female	☐ 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	

☐ 2.4 The certificate applies for the duration of the activity

☐ 2.5 The determination is provisional

☐ 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.

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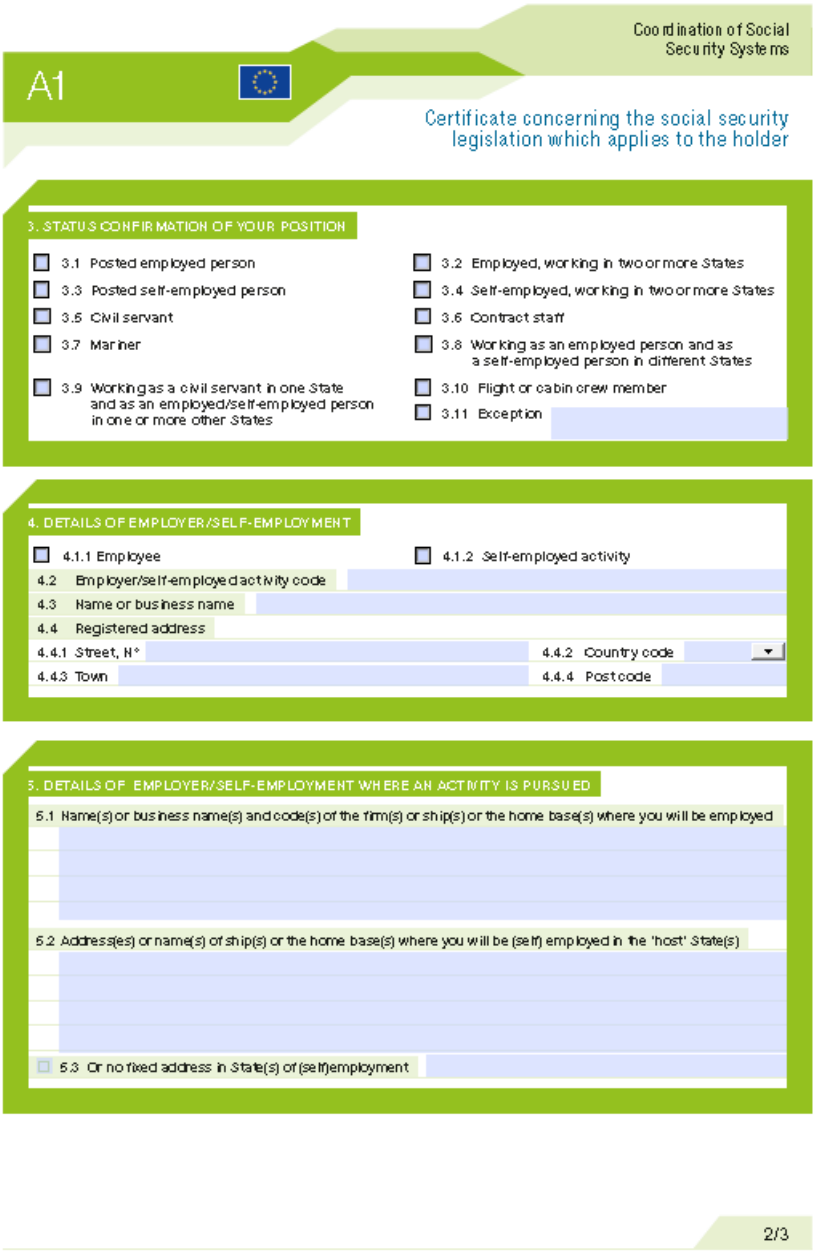


Coordination of Social Security Systems

A1

Certificate concerning the social security legislation which applies to the holder

3. STATUS CONFIRMATION OF YOUR POSITION

- ☐ 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

4. DETAILS OF EMPLOYER/SELF-EMPLOYMENT

- ☐ 4.1.1 Employee
- ☐ 4.1.2 Self-employed activity
- 4.2 Employer/self-employed activity code
- 4.3 Name or business name
- 4.4 Registered address
- 4.4.1 Street, N°
- 4.4.2 Country code
- 4.4.3 Town
- 4.4.4 Post code

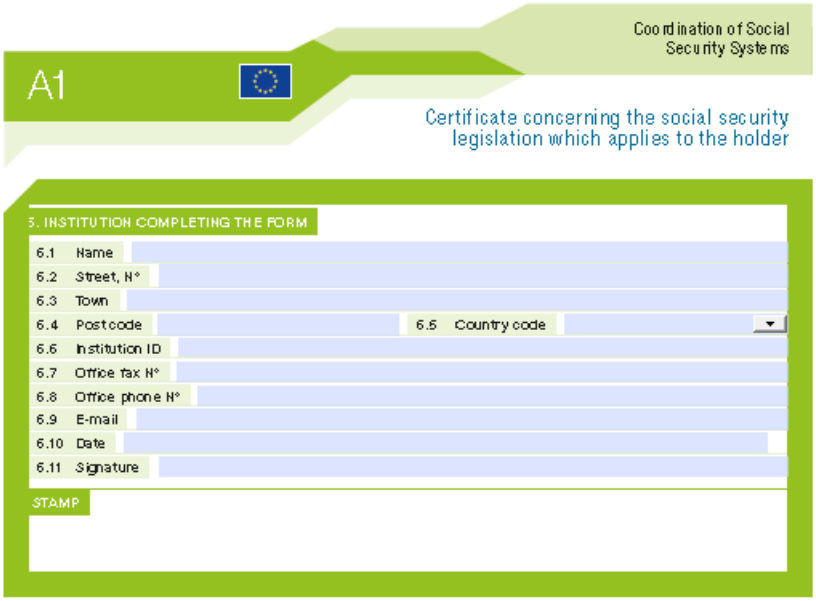
5. DETAILS OF EMPLOYER/SELF-EMPLOYMENT WHERE AN ACTIVITY IS PURSUED

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

5.2 Address(es) or name(s) of ship(s) or the home base(s) where you will be (self) employed in the 'host' State(s)

☐ 5.3 Or no fixed address in State(s) of (self)employment

2/3



Coordination of Social Security Systems

A1

Certificate concerning the social security legislation which applies to the holder

5. INSTITUTION COMPLETING THE FORM

5.1	Name			
5.2	Street, N°			
5.3	Town			
5.4	Post code		5.5 Country code	
5.6	Institution ID			
5.7	Office fax N°			
5.8	Office phone N°			
5.9	E-mail			
5.10	Date			
5.11	Signature			

STAMP

3/3

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