Posting of workers

Report on A1 Portable Documents issued in 2019

Frederic De Wispelaere, Lynn De Smedt & Jozef Pacolet – HIVA-KU Leuven
November 2020

Social Europe

EUROPEAN COMMISSION

Directorate-General for Employment, Social Affairs and Inclusion

Directorate D — Labour Mobility

Unit D/2 – Social security coordination

Contact: EMPL-D2-UNIT@ec.europa.eu

European Commission
B-1049 Brussels

Posting of workers

Report on A1 Portable Documents issued in 2019

European Commission
Directorate-General for Employment Social Affairs and Inclusion
Directorate D Labour Mobility

Network Statistics FMSSFE

This report has been prepared in the framework of Contract No VC/2017/0463 'Network of Experts on intra-EU mobility – social security coordination and free movement of workers / Lot 2: Statistics and compilation of national data'. This contract was awarded to Network Statistics FMSSFE, an independent research network composed of expert teams from HIVA (KU Leuven), Milieu Ltd, IRIS (UGent), ICON-INSTITUT Public Sector GmbH, Szeged University and Eftheia bvba. Network Statistics FMSSFE is coordinated by HIVA.

Authors:

Frederic De Wispelaere, Research expert, HIVA Research Institute for Work and Society, University of Leuven (KU Leuven).

Lynn De Smedt, Junior researcher, HIVA Research Institute for Work and Society, University of Leuven (KU Leuven).

Prof Dr Jozef Pacolet, Emeritus with formal duties, HIVA Research Institute for Work and Society, University of Leuven (KU Leuven).

Peer reviewers:

Prof Dr József Hajdú, Head of the Department of Labour Law and Social Security, Szeged University,

Dr Gabriella Berki, Assistant Professor at the Department of Labour Law and Social Security, Szeged University

LEGAL NOTICE

Manuscript completed in November 2020.

This document has been prepared for the European Commission however it reflects the views only of the authors, and the Commission cannot be held responsible for any use which may be made of the information contained therein.

The European Commission is not liable for any consequence stemming from the reuse of this publication.

Luxembourg: Publications Office of the European Union, 2021

© European Union, 2021

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

PDF ISBN 978-92-76-30704-4 doi: 10.2767/487681 KE-03-21-098-EN-N

Table of Contents

List of Tables 6

List of Figures 7

Glossary 8

Summary of main findings 9

Introduction 13
1.1. Brief overview of the legal framework 14
1.2. Content of the PD A1 report 14
1.3. Some important methodological remarks 15

2. An overall picture of the number of PDs A1 issued 17
2.1. Number of PDs A1 issued in 2019 17
2.2. Share in total EU employment 21
2.3. Comparison with previous years 22

3. Persons covered by Article 12 25
3.1. General 25
3.2. Mainly issued by and to EU-15 Member States 28
3.3. Comparison with previous years 29
3.4. Breakdown by type: employed or self-employed persons 30
3.5. Breakdown by sector of economic activity 31
3.6. The number of individual persons involved 32
3.7. The average duration 33
3.8. The impact on national labour markets 35

4. Persons covered by Article 13 37
4.1. Breakdown by type of activity 37
4.2. Comparison with previous years 38
4.3. Breakdown by sector of economic activity 39
4.4. The number of individual persons involved 41
4.5. The average duration 42
4.6. The impact on national labour markets 44

Annex 1 Additional tables 46

Annex 2 Country abbreviations 50

Annex 3 PD A1 Questionnaire 51

Annex 4 Portable Document A1 52

LIST OF TABLES

Table 1	Total number of PDs A1 issued by the competent Member States, breakdown by type, 2019	19
Table 2	Total number of PDs A1 issued by the competent Member States, percentage breakdown by type, 2019	20
Table 3	Total number of PDs A1 issued by the competent Member States, by type, share in column total, 2019	21
Table 4	PDs A1 issued by the competent Member States, 2012-2019	23
Table 5	PDs A1 issued by competent Member States according to Article 12 of the Basic Regulation, breakdown by receiving Member State,2019	26
Table 6	PDs A1 according to Article 12 of the Basic Regulation issued by sending Member States, 2010-2019	29
Table 7	PDs A1 issued according to Article 12 of the Basic Regulation, by receiving Member State, 2010-2019	30
Table 8	Number of PDs A1 according to Article 12 of the Basic Regulation issued to employed and self-employed persons, 2019	31
Table 9	PDs A1 issued according to Article 12 of the Basic Regulation, from a sending perspective, breakdown by sector of activity, 2019 (row %)	32
Table 10	Number of individual persons who received a PD A1 according to Article 12 of the Basic Regulation, 2019	33
Table 11	Average duration of the period that persons are active under Article 12, in days, from a sending perspective, 2019	34
Table 12	Share of persons falling under Article 12 of the Basic Regulation in national employment, by sending Member State, 2019	35
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, 2019	38
Table 14	Total number of PDs A1 issued for persons active in two or more Member States by the sending Member States, 2010-2019	39
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, 2019 (row %)	40
Table 16	Number of individual persons employed in two or more Member States, 2019	42
Table 17	Average duration services are provided in two or more Member States, in days, from a sending perspective, 2019	43
Table 18	Share of persons employed in two or more Member States in national employment, from a sending perspective, 2019	44

LIST OF FIGURES

Figure 1	Total number of PDs A1 issued, breakdown by type, 2019	17
Figure 2	Share of PDs A1 in national employment of the sending Member State, 2019	22
Figure 3	Percentage in total number of PDs A1 issued, 2010-2019	24
Figure 4	Net balance between the number of PDs A1 issued and received according to Article 12 of the Basic Regulation, 2019	27
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, 2019	28
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, 2019	28
Figure 7	Estimated share of individual persons falling under Article 12 of the Basic Regulation in total employment in construction, by sending Member State, 2019	36
Figure 8	Total number of PDs A1 issued for persons active in two or more Member States, breakdown by type of activity, 2019	37
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, 2019	41
Figure 10	Average duration in days, persons covered by Article 12 versus persons covered by Article 13, 2019	43
Figure 11	Estimated share of persons employed in two or more Member States in freight transport by road, 2019	45

GLOSSARY

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

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

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

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

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

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

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

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

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

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

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

SUMMARY OF MAIN FINDINGS

The main principle of the EU rules on social security coordination[1] is that persons are subject to the legislation of a single Member State only. If the person works, the legislation of the Member State applies where the economic activity is carried out (*'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).[2] 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 above cases, a so-called 'Portable Document A1 (PD A1)' is issued by the Member State whose legislation remains applicable. This certificate proves that the social security legislation of the issuing Member State applies and confirms that the person concerned has no obligations to pay social security contributions in another Member State. The current legal framework provides that the employer or the person concerned must inform the competent authorities about their planned transnational activities, whenever possible before these activities takes place. Subsequently, after verification of several conditions, a PD A1 will be provided by the competent authorities.[3] In practice, however, authorities are not always informed about these transnational activities. Consequently, there might be a discrepancy between the number of PDs A1 issued and the actual size of persons providing services abroad. The report for reference year 2018 concluded that it is likely that this difference has narrowed in recent years. This observation is confirmed, as the reader will notice, by the data collected for reference year 2019.

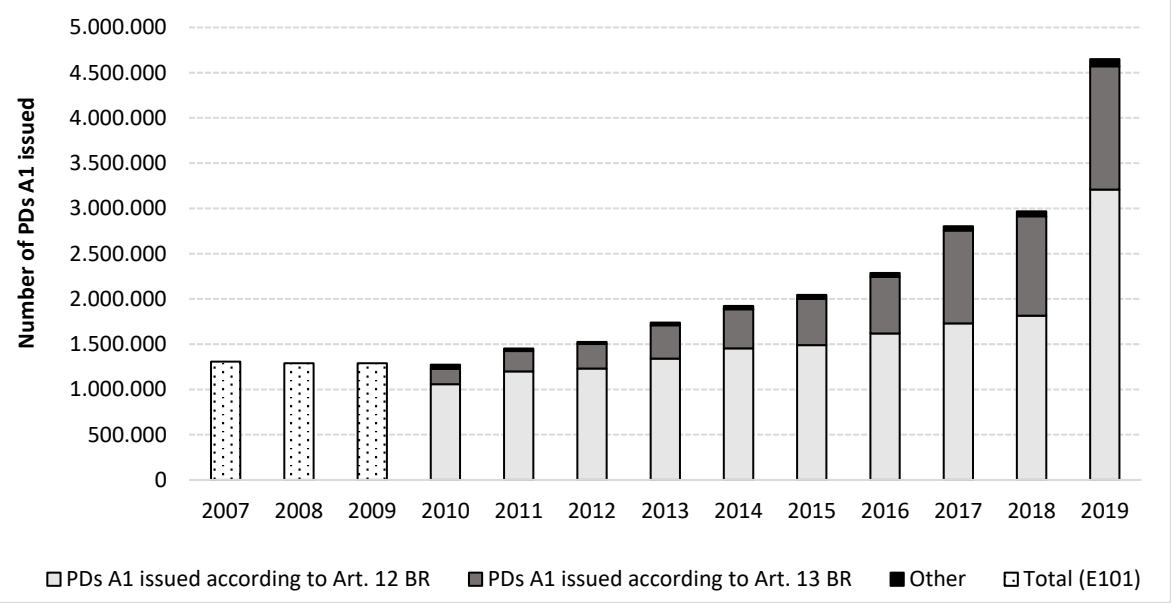
Data on the number of PDs A1 / E101 forms show an upward trend since 2011 after a stagnation between 2007 and 2010 (*Figure 1)*. This is not surprising since it can be assumed that the evolution of the number of A1 certificates strongly depends on economic growth and in particular the evolution of cross-border trade in services. After all, trade in services may require the physical presence of workers crossing borders. Nonetheless, the relationship between the number of PDs A1 issued and macro-economic variables such as the export of services is not always conclusive. Other factors may have much more influence on the increase in the number of PDs A1 issued. For example, some Member States have laid down sanctions in their national legislation for not having a PD A1 and/or carry out far more inspections on having a PD A1. The communication of competent authorities concerning the application for a PD A1 can also have a direct impact on its evolution. Largely because of these reasons, the number of PDs A1 issued reached unprecedented levels in 2019: more than 4.6 million PDs A1 were issued, representing a growth rate of 57% compared to 2018.

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

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

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

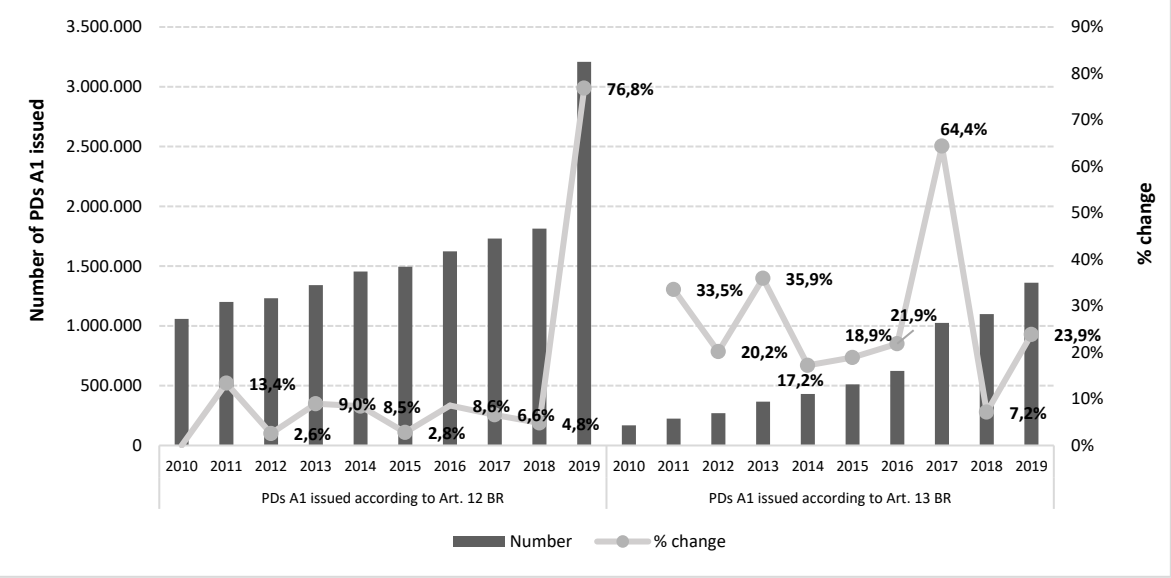
Figure 1 Evolution of the number of PDs A1 issued, by type, 2007-2019



Source Administrative data PD A1 Questionnaire 2020 and previous years

By far the most PDs A1 were issued according to Article 12 (some 3.2 million PDs A1). In addition, approximately 1.4 million PDs A1 were issued according to Article 13 and finally only 80 thousand PDs A1 to other categories. Whereas in recent years there was a strong growth in the number of PDs A1 issued, mainly due to the application of Article 13, the increase for 2019 is primarily the result of the application of Article 12. Indeed, 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 77% and 24% respectively *(Figure 2)*. Especially the strong increase in the number of PDs A1 issued under of Article 12 stands out, mainly due to a strong increase in one particular Member State: Germany.

Figure 2 Number of PDs A1 issued and percentage change, by type, 2010-2019

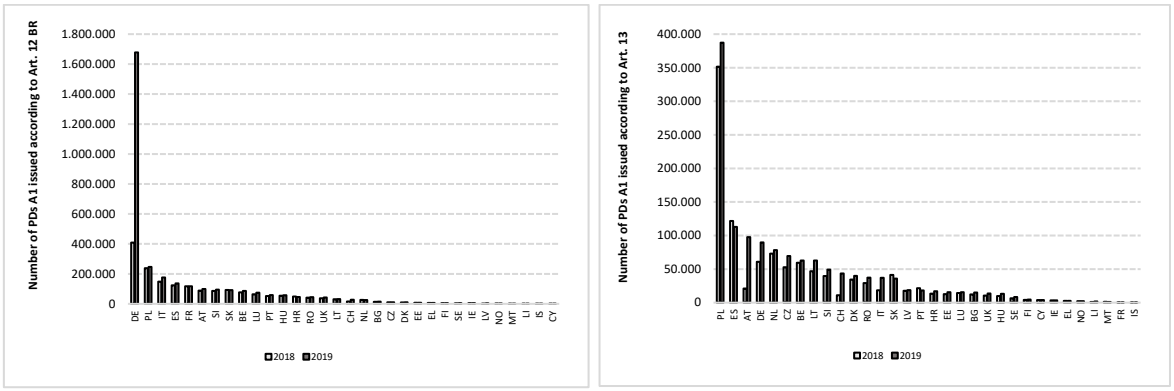


Source Administrative data PD A1 Questionnaire 2020 and previous years

The two main issuing Member States were Germany (1.8 million PDs A1 issued) and Poland (648 thousand PDs A1 issued) *(Figure 3)*. These two Member States issued more than half of the total number of PDs A1. They have, however, a completely different profile. Germany mainly issued PDs A1 according to Article 12, representing more than

half of the total number of PDs A1 issued by the application of this provision. This is in contrast to Poland, which is the main issuing Member State of PDs A1 issued to persons covered by Article 13. It is mainly Germany which can be held responsible for the sharp increase in the total number of PDs A1 issued. Indeed, the number of PDs A1 issued by Germany according to Article 12 has quadrupled compared to 2018. The underlying explanation for this drastic change may be found in the increased awareness of German employers about the application procedures for a PD A1, and consequently their increased applications.

Figure 3 Number of PDs A1 issued, breakdown by type and issuing Member State, 2018-2019



Source Administrative data PD A1 Questionnaire 2020 and 2019

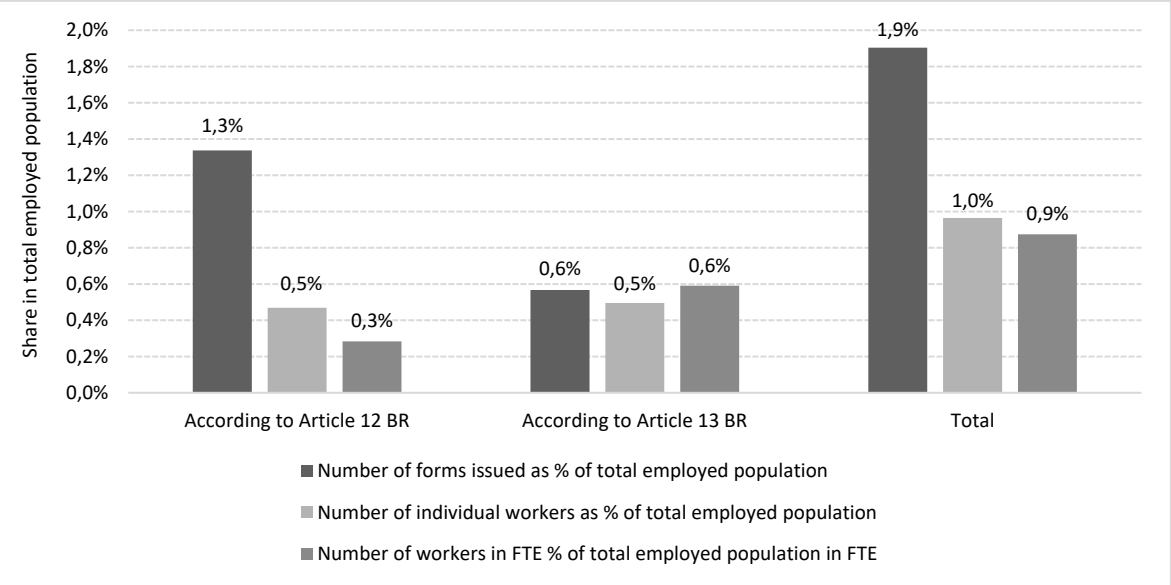
The detailed breakdown of the information provided by the issuing Member States on the PDs A1 issued according to Article 12, if exhaustively completed, results in a similar view by receiving Member State. Most persons covered by Article 12 provided services in Germany (505,737 PDs A1) and France (450,220 PDs A1), and to a lesser extent in Austria (320,480 PDs A1), Switzerland (246,961 PDs A1), the Netherlands (219,276 PDs A1) and Belgium (218,230 PDs A1). The two main flows of persons covered by Article 12 go from Germany to Austria (262,296 PDs A1) and from Germany to France (214,164 PDs A1).

On average, four out of ten PDs A1 issued according to Article 12 were provided to persons providing services abroad in the construction sector. However, the share of sectors where many controls are carried out, such as the construction sector, in total might be overestimated. This is in contrast to sectors with a high number of business travelers. Furthermore, some four out of ten A1 certificates issued according to Article 13 were provided to persons employed in the road freight transport sector. For instance, almost 200 thousand PDs A1 were issued by Poland to persons employed in the road freight transport sector. Based on statistics published by Eurostat, we observe that Poland dominates transnational road freight transport 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 supported by these statistics.

The total number of individual persons with a PD A1 issued in 2019 amounted to 1.9% of total EU employment *(Figure 4)*. However, in full-time equivalents (FTE), the impact on the labour market amounts to some 1% 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 1% of total EU employment. However, the work volume of persons (in FTE) covered by Article 13 is 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 115 days per PD A1 or some 194 days per individual person. Article 13 does not set a maximum period for the provision of services in two or more Member States. The average duration persons pursue an activity in two or more Member States was almost 312 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 Slovenian construction sector sends a high percentage of its employed population abroad. Furthermore, several host Member States such as Belgium, Luxembourg and Austria have a high share of posted workers in their construction sector.[4] Finally, a high percentage of truck drivers employed in Luxembourg, Poland and Slovakia are active in two or more Member States.

Figure 4 Share of PDs A1 in national employment, 2019



* Average calculated for the reporting Member States. EU averages are therefore not perfectly comparable.
Source Administrative data PD A1 Questionnaire 2020

[4] See De Wispelaere, F. & Pacolet, J. (2017), *Posting of workers: Report on A1 portable documents issued in 2016*, Network Statistics FMSSFE, Brussels: European Commission; De Wispelaere, F. & Pacolet, J. (2019), *Posting of workers: Collection of data from national declaration tools in 2017*, Network Statistics FMSSFE, Brussels: European Commission.

INTRODUCTION

Intra-EU labour mobility has experienced a strong 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 employers 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. Moreover, the report maps the underlying labour dynamics of the free movement of services. This is often not possible based on the available data on labour mobility.

This report presents the data on the number of Portable Documents A1 (PDs A1), which replaced the E101 forms,[7] provided by Member States during reference year 2019.[8,9] According to Article 19 of the Implementing Regulation this certificate is provided by the competent Member State at the request of the employer or the person concerned. It establishes the presumption that the holder is affiliated to the social security system of the Member State which has issued the certificate. Consequently, it confirms that the person concerned has no obligations to pay contributions in another Member State. PDs A1 are used for various cases: pursuing activities in another Member State on the basis of Article 12; pursuing activities in two or more Member States on the basis of Article 13; 'Article 16 agreements'; civil servants; mariners; flight or cabin crew members; contract staff of the EU. With regard to the granting of a PD A1, the Administrative Commission lays down the structure, content, format and detailed arrangements for the exchange of documents,[10] and the Implementing Regulation sets out the information policy affecting the granting of a PD A1.[11] Nonetheless, Member States still have an important margin of discretion for designing their internal PD A1 granting procedure.[12]

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

[5] Fries-Tersch, E., Jones, M., Siöland, L. (2020), *2020 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] The Network would like to thank all delegations of the Administrative Commission for providing these data. Moreover, we would like to thank the Commission and the Administrative Commission for remarks, comments and exchanges on previous versions.
[9] See Annex III for the content of the PD A1 Questionnaire. The questionnaire also asks whether Member States are aware of cases of fraud or error with regard to the provisions on the PD A1. An analysis of the replies can be found in the thematic report on fraud and error (Jorens *et al.* (2020), *Fraud and error in the field of EU social security coordination*, Network Statistics FMSSFE, European Commission – DG EMPL).
[10] Administrative Commission Decision No A1 of 12 June 2009.
[11] See Articles 15 and 19 of Regulation (EC) No 987/2009.
[12] Jorens, Y. and Lhernould, J.-P. (2014), *Procedures related to the granting of Portable Document A1: an overview of country practices*, FreSsco, European Commission.
[13] Directive 96/71/EC of the European Parliament and of the Council of 16 December 1996 concerning the posting of workers in the framework of the provision of services as amended by Directive (EU) 2018/957.

sanctions in case of failure to show a PD A1 but also to what extent posting undertakings are aware of the application procedures *(see Section 1.3)*.

1.1. Brief overview of the legal framework

According to the social security coordination regulations, the social security legislation of the Member State in which the employee or self-employed person is working applies. Nevertheless, as regards persons covered by Article 12 of the Basic Regulation, there is an exception to this principle given that the social security legislation of the Member State 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.[14] In addition, it also protects posted workers by keeping their insurance record stable. Furthermore, Article 13 of the Basic Regulation lays down special rules for persons who are normally employed, self-employed or both employed and self-employed in two or more Member States, in order to ensure that the social security legislation of only one Member State is applicable. On the basis of Article 11 (5) of the Basic Regulation, for flight or cabin crew members the applicable legislation is determined by their 'home base'. Finally, Article 16 (1) of the Basic Regulation permits the competent authorities of two or more Member States to reach agreements dealing with exceptions to the rules governing the applicable legislation.

1.2. Content of the PD A1 report

This report presents a general overview of the number of PDs A1 issued *(Chapter 2)* and in particular those issued related to persons covered by Article 12 *(Chapter 3).* This is done by providing a breakdown by classification of the sending and receiving Member State, by type status, by sector of activity and by focusing on the impact on the national labour market of the sending and receiving Member State. Furthermore, data are reported on the number of individual persons involved and the duration persons are pursuing an activity abroad, in order to gain a better insight into the impact of persons covered by Article 12. In addition, more detailed figures on persons who are active in two or more Member States under Article 13 have become available over the years *(Chapter 4)*. 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.[15] Only Norway did not provide a breakdown by receiving Member State for the PDs A1 issued according to Article 12. This prevents drawing a 'complete picture'[16] 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. Furthermore, 22 and 21 Member States, respectively, were able to provide data on the number of individual employed/self-employed persons and on the duration persons are pursuing an activity covered by Article 12. With regard to the collection of more detailed figures on the PDs A1 issued to persons active in two or more Member States 15 Member States provided a breakdown by sector of economic activity, 22 Member States reported the number of individual persons active in two or more Member States and 20 Member States provided data on the duration. The above

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

[15] Please note that figures for Greece and Cyprus apply to reference year 2018.

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

response rates indicate that the image presented for some indicators is incomplete due to missing data from several Member States. This is of course not without consequence for the robustness of the overall conclusions.

As of 1 February 2020, the United Kingdom is no longer part of the European Union. This has a significant impact on the dissemination of statistics. In all thematic reports for reference year 2019, the EU-28 aggregate is produced and disseminated because the reference period is from when the United Kingdom was still a Member State. Accordingly, the text of the present report describing the quantitative findings focusses on the EU-28 aggregate, given that the United Kingdom was still a Member State in reference year 2019. In addition, in the tables in which the quantitative findings are included, a new EU-27 aggregate is provided for the same period for which the EU-28 aggregate is available.

1.3. Some important methodological remarks

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

Firstly, the reader's attention is drawn to the fact that differences exist in the notion of 'posted' used by the Basic Regulation compared to the Posting of Workers Directive (Directive 96/71/EC)[17]. Consequently, persons might be 'posted' under the Basic Regulation but not in the meaning of the Directive. For instance, self-employed persons falling under Article 12 (2) of the Basic Regulation are not covered by the Posting of Workers Directive. In addition, workers who are sent temporarily to work in another Member State, but do not provide services there, are not covered by the Posting of Workers Directive. This is the case, for example, for workers on business trips (when no service is provided), attending conferences, meetings, fairs, following training etc. In contrast, persons might also be posted under the Posting of Workers Directive and not under the Basic Regulation. For instance, workers who pursue an activity in two or more Member States (Article 13 of the Basic Regulation) may fall under the terms and conditions of the Posting of Workers Directive. Furthermore, according to the EU rules on social security coordination, workers who at the outset will be posted for a period of longer than two years fall outside the posting provisions of the Regulation, and in such case they need to be socially insured in the host Member State, unless a specific agreement under Article 16 of the Basic Regulation is concluded. Hence, in the absence of such agreement, they no longer need a PD A1, and these workers will not appear in the related data. In this regard, data on incoming posting undertakings and posted workers registered by national declaration tools may complement the data on posting provided by the A1 certificate. Since 2018, such data are collected within the framework of the Expert Committee on Posting of Workers (ECPW).[18]

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

[17] 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.

[18] 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

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 is 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. Nevertheless, some Member States, such as France[19] and Austria, recently seem to be much stricter in their judgment of having a PD A1 as a condition for being legally posted. They implemented sanctions in case of failure to show a PD A1 and/or are currently carrying out far more inspections on having a PD A1. 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. This also applies for business trips.[20] Above measures may have a positive impact on the compliance with Article 15 of the Implementing Regulation. As a result, the discrepancy between the number of PDs A1 issued and the actual size of mobile persons covered by Articles 12 or 13 of the Basic Regulation is likely to have narrowed (slightly) over the past few years. From a statistical point of view this improves the data accuracy.

[19] Article L 114-15-1 of the 'Code de la sécurité sociale'.

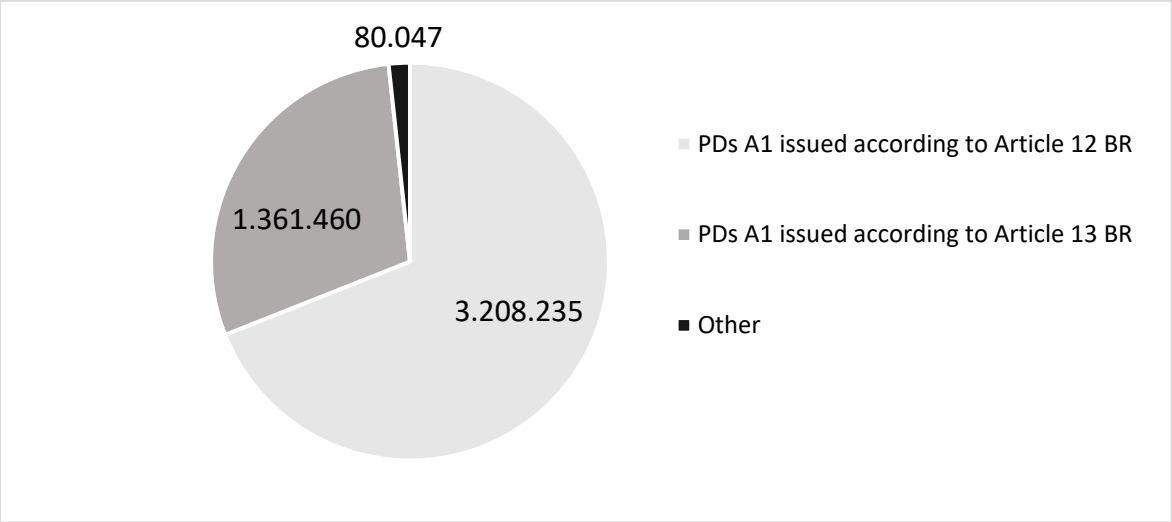
[20] See the Practical Guide on Posting (EC, 2019) (section 2.4. "What about 'business trips' to another Member State? Are the rules on posting applicable to any mission abroad of workers?"): " As far as the coordination of social security is concerned, Regulations (EC) No 883/2004 and 987/2009 provide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

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

2.1. Number of PDs A1 issued in 2019

In 2019, the reporting Member States at the request of the employer or the person concerned issued more than 4.6 million PDs A1. Approximately 3.2 million PDs A1 were applicable to persons covered by Article 12 *(Figure 1)*. The number of certificates issued to persons covered by Article 13 amounted to some 1.4 million PDs A1. The remaining PDs A1 were applicable to other categories (80,047 PDs A1), mainly issued to civil servants (46,385 PDs A1) as well as to persons covered by an 'Article 16 Agreement' (18,995 PDs A1). The Administrative Commission in its meeting of October 2017 adopted some amendments to the content of the A1 certificate. It was agreed to extend the scope of the PD A1 to situations where an employed or self-employed person carries out his/her activities in only one Member State. In 2019, 680 PDs A1 were provided by the competent authorities because of this situation, mainly by Denmark, Sweden and Slovenia.

Figure 1 Total number of PDs A1 issued, breakdown by type, 2019



Source Administrative data PD A1 Questionnaire 2020

Germany provided nearly 1.8 million PDs A1 in 2019, which is by far the highest number, compared to other EU/EFTA countries *(Table 1)*. The second most important issuing Member State is Poland (648,032 PDs A1 issued). These two Member States granted more than half of the total number of PDs A1. Both Spain and Italy issued more than 200,000 PDs A1 while Austria, Belgium, Slovenia, Slovakia, France and the Netherlands all issued less than 200,000 but more than 100,000 PDs A1.

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

When making a distinction between EU-15 Member States and EU-13 Member States, we observe that some 3.1 million PDs A1 were issued by the EU-15 Member States and some 1.4 million PDs A1 by the EU-13 Member States.

Almost seven out of ten PDs A1 were provided according to Article 12 *(Table 2)*. However, there are some remarkable differences between EU-15 and EU-13 Member States when analysing the distribution by type of case in which a PD A1 is granted. Approximately 80% of the PDs A1 provided by EU-15 Member States are issued to

persons covered by Article 12. The relative importance of Article 12 in the total number of PDs A1 issued is much lower for the EU-13 Member States. Indeed, more PDs A1 were issued under Article 13 (52%) than under Article 12 (46%) by the EU-13. A similar picture in which the number of PDs A1 issued under Article 13 (60%) exceeds the number issued under Article 12 (38%) emerges for the EFTA.

A total of 17 Member States[21] mainly issued a PD A1 to persons covered by Article 12. Especially France and Germany issued a high number of certificates in relation to persons covered by Article 12. The other Member States, with the exeption of Malta, mainly issued the certificate to persons covered by Article 13. More than eight out of ten PDs A1 issued by Cyprus, Liechtenstein, the Czech Republic and Latvia concerned persons covered by Article 13. Poland, one of the main issuing Member States, granted some 38% of the PDs A1 by applying Article 12 and some 60% of the PDs A1 by applying Article 13. Only Malta issued the majority of PDs A1 for other situations.

Although this makes up the majority of cases, a PD A1 is not solely provided by competent administrations through the application of Articles 12 and 13 of the Basic Regulation. For instance, both Germany (25,902 PD) and Poland (12,186 PDs A1) issued a high number of PDs A1 to civil servants. Malta (2,384 PDs A1), Croatia (1,589 PDs A1) and Latvia (1,131 PDs A1) issued a relatively high number of PDs A1 to mariners. Furthermore, Denmark (2,103 PDs A1) issued a high number of PDs A1 to flight or cabin crew members compared to other Member States. Finally, Norway granted more than 8% of the PDs A1 according to Article 16 *(Table 2)*.

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

Table 1 Total number of PDs A1 issued by the competent Member States, breakdown by type, 2019

Sending MS	Employed, active under Article 12(1)	Self-employed, active under Article 12(2)	*Sum persons active under Article 12*	Employed, working in two or more States	Self-employed, working in two or more States	Working as an employed person and as a self-employed person in different States	Working as a civil servant in one State and as an employed/ self-employed person in one or more other States	*Sum active in two or more States*	Civil servant	Contract staff	Mariner	Flight or cabin crew member	Exception (Art. 16)	Working as an employed / self-employed person in only one Member State	*Sum others*	Total
EU-27	**2,978,823**	**156,300**	**3,135,123**	**1,165,946**	**110,978**	**16,398**	**7,019**	**1,300,341**	**45,688**	**245**	**8,864**	**4,692**	**16,796**	**652**	**76,937**	**4,512,401**
EU-28	**3,011,189**	**166,752**	**3,177,941**	**1,174,364**	**114,966**	**17,721**	**7,034**	**1,314,085**	**46,175**	**254**	**8,890**	**4,814**	**17,864**	**652**	**78,649**	**4,570,675**
EU-15	**2,424,380**	**103,796**	**2,528,176**	**537,630**	**34,912**	**8,771**	**6,303**	**587,616**	**30,553**	**252**	**3,295**	**3,815**	**13,103**	**420**	**51,438**	**3,167,230**
EU-13	**586,809**	**62,956**	**649,765**	**636,734**	**80,054**	**8,950**	**731**	**726,469**	**15,622**	**2**	**5,595**	**999**	**4,761**	**232**	**27,211**	**1,403,445**
EFTA	**29,210**	**1,084**	**30,294**	**44,284**	**1,767**	**1,195**	**129**	**47,375**	**210**	**1**	**17**	**11**	**1,131**	**28**	**1,398**	**79,067**
Total	**3,040,399**	**167,836**	**3,208,235**	**1,218,648**	**116,733**	**18,916**	**7,163**	**1,361,460**	**46,385**	**255**	**8,907**	**4,825**	**18,995**	**680**	**80,047**	**4,649,742**
BE	77,865	8,005	85,870	55,737	5,812	964	350	62,863	1,110	0	6	186	640	<5	1,944	150,677
BG	14,688	104	14,792	14,415	215	414	0	15,044	197	0	30	<5	62	27	317	30,153
CZ	8,425	2,219	10,644	52,543	13,226	3,676	20	69,465	500	0	0	115	226	23	864	80,973
DK	9,965	246	10,211	39,002	617	215	98	39,932	300	0	82	2,103	420	221	3,126	53,269
DE	1,626,990	51,417	1,678,407	80,342	3,534	2,022	3,849	89,747	25,902	0	<5	925	3,611	0	30,442	1,798,596
EE	7,184	16	7,200	15,487	78	26	<5	15,592	136	<5	89	26	15	0	268	23,060
IE	3,099	284	3,383	2,779	343	82	6	3,210	48	0	0	45	134	0	227	6,820
EL	6,504	79	6,583	2,043	515	83	6	2,647	21	0	0	0	0	0	21	9,251
ES	127,746	8,350	136,096	104,462	8,273	102	<5	112,839	652	0	886	138	1,659	0	3,335	252,270
FR	122,498	54	122,552	2,831	10	23	<5	2,866	28	<5	554	0	481	0	1,067	126,485
HR	46,169	130	46,299	16,492	363	246	36	17,137	115	0	1,589	23	2,195	<5	3,923	67,359
IT	161,800	14,108	175,908	33,578	2,984	504	66	37,132	519	5	15	17	2,027	5	2,588	215,628
CY	75	6	81	3,313	52	503	0	3,868	30	0	50	0	11	0	91	4,040
LV	2,588	41	2,629	18,230	280	161	0	18,671	78	0	1,131	0	762	0	1,971	23,271
LT	31,850	155	32,005	62,725	11	28	0	62,764	7	0	294	<5	<5	0	305	95,074
LU	74,732	399	75,131	14,251	320	1,001	9	15,581	0	0	16	0	1,622	0	1,638	92,350
HU	56,656	798	57,454	12,033	312	840	<5	13,187	340	0	0	0	114	0	454	71,095
MT	271	34	305	1,115	10	5	0	1,130	19	0	2,384	203	<5	37	2,647	4,082
NL	21,888	3,186	25,074	71,148	6,210	934	122	78,414	0	233	896	35	0	0	1,164	104,652
AT	92,408	6,557	98,965	94,504	1,544	1,038	430	97,516	418	0	0	72	650	6	1,146	197,627
PL	230,034	16,815	246,849	329,934	56,173	679	616	387,402	12,186	0	25	436	1,131	<5	13,781	648,032
PT	58,761	126	58,887	17,778	190	168	0	18,136	0	0	28	0	338	0	366	77,389
RO	44,850	14	44,864	37,209	5	0	0	37,214	335	0	0	0	30	0	365	82,443
SI	92,331	3,008	95,339	45,774	2,410	873	42	49,099	1,372	0	<5	180	23	141	1,719	146,157
SK	51,688	39,616	91,304	27,464	6,919	1,499	14	35,896	307	0	0	14	185	0	506	127,706
FI	4,091	337	4,428	4,240	308	35	68	4,651	507	0	288	138	285	31	1,249	10,328
SE	3,667	196	3,863	6,517	264	277	1,280	8,338	561	<5	494	34	168	155	1,413	13,614
UK	32,366	10,452	42,818	8,418	3,988	1,323	15	13,744	487	9	26	122	1,068	0	1,712	58,274
IS	120	77	197	17	13	<5	5	37	30	0	<5	<5	6	11	54	288
LI	186	43	229	1,279	80	239	58	1,656	14	0	0	0	29	0	43	1,928
NO	1,823	117	1,940	1,527	211	382	30	2,150	102	0	14	5	387	16	524	4,614
CH	27,081	847	27,928	41,461	1,463	572	36	43,532	64	<5	0	<5	709	<5	777	72,237

* EL and CY: 2018 figures.

Source Administrative data PD A1 Questionnaire 2020

Table 2 Total number of PDs A1 issued by the competent Member States, percentage breakdown by type, 2019

Sending MS	Employed, active under Article 12(1)	Self-employed, active under Article 12(2)	*Sum persons active under Article 12*	Employed, working in two or more States	Self-employed, working in two or more States	Working as an employed person and as a self-employed person in different States	Working as a civil servant in one State and as an employed/ self-employed person in one or more other States	*Sum active in two or more States*	Civil servant	Contract staff	Mariner	Flight or cabin crew member	Exception (Art. 16)	Working as an employed / self-employed person in only one Member State	*Sum others*	Total
EU-27	**66.0%**	**3.5%**	**69.5%**	**25.8%**	**2.5%**	**0.4%**	**0.2%**	**28.8%**	**1.0%**	**0.0%**	**0.2%**	**0.1%**	**0.4%**	**0.0%**	**1.7%**	**100%**
EU-28	**65.9%**	**3.6%**	**69.5%**	**25.7%**	**2.5%**	**0.4%**	**0.2%**	**28.8%**	**1.0%**	**0.0%**	**0.2%**	**0.1%**	**0.4%**	**0.0%**	**1.7%**	**100%**
EU-15	**76.5%**	**3.3%**	**79.8%**	**17.0%**	**1.1%**	**0.3%**	**0.2%**	**18.6%**	**1.0%**	**0.0%**	**0.1%**	**0.1%**	**0.4%**	**0.0%**	**1.6%**	**100%**
EU-13	**41.8%**	**4.5%**	**46.3%**	**45.4%**	**5.7%**	**0.6%**	**0.1%**	**51.8%**	**1.1%**	**0.0%**	**0.4%**	**0.1%**	**0.3%**	**0.0%**	**1.9%**	**100%**
EFTA	**36.9%**	**1.4%**	**38.3%**	**56.0%**	**2.2%**	**1.5%**	**0.2%**	**59.9%**	**0.3%**	**0.0%**	**0.0%**	**0.0%**	**1.4%**	**0.0%**	**1.8%**	**100%**
Total	**66.0%**	**3.5%**	**69.5%**	**25.8%**	**2.5%**	**0.4%**	**0.2%**	**28.8%**	**1.0%**	**0.0%**	**0.2%**	**0.1%**	**0.4%**	**0.0%**	**1.7%**	**100%**
BE	51.7%	5.3%	57.0%	37.0%	3.9%	0.6%	0.2%	41.7%	0.7%	0.0%	0.0%	0.1%	0.4%	0.0%	1.3%	100%
BG	48.7%	0.3%	49.1%	47.8%	0.7%	1.4%	0.0%	49.9%	0.7%	0.0%	0.1%	0.0%	0.2%	0.1%	1.1%	100%
CZ	10.4%	2.7%	13.1%	64.9%	16.3%	4.5%	0.0%	85.8%	0.6%	0.0%	0.0%	0.1%	0.3%	0.0%	1.1%	100%
DK	18.7%	0.5%	19.2%	73.2%	1.2%	0.4%	0.2%	75.0%	0.6%	0.0%	0.2%	3.9%	0.8%	0.4%	5.9%	100%
DE	90.5%	2.9%	93.3%	4.5%	0.2%	0.1%	0.2%	5.0%	1.4%	0.0%	0.0%	0.1%	0.2%	0.0%	1.7%	100%
EE	31.2%	0.1%	31.2%	67.2%	0.3%	0.1%	0.0%	67.6%	0.6%	0.0%	0.4%	0.1%	0.1%	0.0%	1.2%	100%
IE	45.4%	4.2%	49.6%	40.7%	5.0%	1.2%	0.1%	47.1%	0.7%	0.0%	0.0%	0.7%	2.0%	0.0%	3.3%	100%
EL	70.3%	0.9%	71.2%	22.1%	5.6%	0.9%	0.1%	28.6%	0.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.2%	100%
ES	50.6%	3.3%	53.9%	41.4%	3.3%	0.0%	0.0%	44.7%	0.3%	0.0%	0.4%	0.1%	0.7%	0.0%	1.3%	100%
FR	96.8%	0.0%	96.9%	2.2%	0.0%	0.0%	0.0%	2.3%	0.0%	0.0%	0.4%	0.0%	0.4%	0.0%	0.8%	100%
HR	68.5%	0.2%	68.7%	24.5%	0.5%	0.4%	0.1%	25.4%	0.2%	0.0%	2.4%	0.0%	3.3%	0.0%	5.8%	100%
IT	75.0%	6.5%	81.6%	15.6%	1.4%	0.2%	0.0%	17.2%	0.2%	0.0%	0.0%	0.0%	0.9%	0.0%	1.2%	100%
CY	1.9%	0.1%	2.0%	82.0%	1.3%	12.5%	0.0%	95.7%	0.7%	0.0%	1.2%	0.0%	0.3%	0.0%	2.3%	100%
LV	11.1%	0.2%	11.3%	78.3%	1.2%	0.7%	0.0%	80.2%	0.3%	0.0%	4.9%	0.0%	3.3%	0.0%	8.5%	100%
LT	33.5%	0.2%	33.7%	66.0%	0.0%	0.0%	0.0%	66.0%	0.0%	0.0%	0.3%	0.0%	0.0%	0.0%	0.3%	100%
LU	80.9%	0.4%	81.4%	15.4%	0.3%	1.1%	0.0%	16.9%	0.0%	0.0%	0.0%	0.0%	1.8%	0.0%	1.8%	100%
HU	79.7%	1.1%	80.8%	16.9%	0.4%	1.2%	0.0%	18.5%	0.5%	0.0%	0.0%	0.0%	0.2%	0.0%	0.6%	100%
MT	6.6%	0.8%	7.5%	27.3%	0.2%	0.1%	0.0%	27.7%	0.5%	0.0%	58.4%	5.0%	0.1%	0.9%	64.8%	100%
NL	20.9%	3.0%	24.0%	68.0%	5.9%	0.9%	0.1%	74.9%	0.0%	0.2%	0.9%	0.0%	0.0%	0.0%	1.1%	100%
AT	46.8%	3.3%	50.1%	47.8%	0.8%	0.5%	0.2%	49.3%	0.2%	0.0%	0.0%	0.0%	0.3%	0.0%	0.6%	100%
PL	35.5%	2.6%	38.1%	50.9%	8.7%	0.1%	0.1%	59.8%	1.9%	0.0%	0.0%	0.1%	0.2%	0.0%	2.1%	100%
PT	75.9%	0.2%	76.1%	23.0%	0.2%	0.2%	0.0%	23.4%	0.0%	0.0%	0.0%	0.0%	0.4%	0.0%	0.5%	100%
RO	54.4%	0.0%	54.4%	45.1%	0.0%	0.0%	0.0%	45.1%	0.4%	0.0%	0.0%	0.0%	0.0%	0.0%	0.4%	100%
SI	63.2%	2.1%	65.2%	31.3%	1.6%	0.6%	0.0%	33.6%	0.9%	0.0%	0.0%	0.1%	0.0%	0.1%	1.2%	100%
SK	40.5%	31.0%	71.5%	21.5%	5.4%	1.2%	0.0%	28.1%	0.2%	0.0%	0.0%	0.0%	0.1%	0.0%	0.4%	100%
FI	39.6%	3.3%	42.9%	41.1%	3.0%	0.3%	0.7%	45.0%	4.9%	0.0%	2.8%	1.3%	2.8%	0.3%	12.1%	100%
SE	26.9%	1.4%	28.4%	47.9%	1.9%	2.0%	9.4%	61.2%	4.1%	0.0%	3.6%	0.2%	1.2%	1.1%	10.4%	100%
UK	55.5%	17.9%	73.5%	14.4%	6.8%	2.3%	0.0%	23.6%	0.8%	0.0%	0.0%	0.2%	1.8%	0.0%	2.9%	100%
IS	41.7%	26.7%	68.4%	5.9%	4.5%	0.7%	1.7%	12.8%	10.4%	0.0%	1.0%	1.4%	2.1%	3.8%	18.8%	100%
LI	9.6%	2.2%	11.9%	66.3%	4.1%	12.4%	3.0%	85.9%	0.7%	0.0%	0.0%	0.0%	1.5%	0.0%	2.2%	100%
NO	39.5%	2.5%	42.0%	33.1%	4.6%	8.3%	0.7%	46.6%	2.2%	0.0%	0.3%	0.1%	8.4%	0.3%	11.4%	100%
CH	37.5%	1.2%	38.7%	57.4%	2.0%	0.8%	0.0%	60.3%	0.1%	0.0%	0.0%	0.0%	1.0%	0.0%	1.1%	100%

* EL and CY: 2018 figures

Source Administrative data PD A1 Questionnaire 2020

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. For instance, almost 30% of the PDs A1 provided to persons covered by Article 13 are issued by Poland. However, its share in total is much lower for Poland with regard to A1 certificates issued to persons covered by Article 12 (some 8%). This is in contrast to Germany, which is the main issuing Member State of A1 certificates issued to persons falling under Article 12. Indeed, more than half of the PDs A1 granted to persons covered by Article 12 are issued by Germany. This Member State shows a much lower share in the total number of PDs A1 issued to persons covered by Article 13, namely only some 7%. Another striking finding is that while the share of Slovakia in total is rather limited (3%), it amounts to almost one out of four of the total number of PDs A1 issued to self-employed persons according to Article 12(2).

Some 68% of the PDs A1 were issued by EU-15 Member States and 30% by EU-13 Member States. Nonetheless, most of the A1 certificates issued to persons active in two or more Member States (53%) were provided by EU-13 Member States.

Table 3 Total number of PDs A1 issued by the competent Member States, by type, share in column total, 2019

Sending MS	*Employed, active under Article 12*	*Self-employed, active under Article 12*	Sum persons active under Article 12	Active in two or more States under Article 13	Others	Total
EU-27	**98.0%**	**93.1%**	**97.7%**	**95.5%**	**96.1%**	**97.0%**
EU-28	**99.0%**	**99.4%**	**99.1%**	**96.5%**	**98.3%**	**98.3%**
EU-15	**79.7%**	**61.8%**	**78.8%**	**43.2%**	**64.3%**	**68.1%**
EU-13	**19.3%**	**37.5%**	**20.3%**	**53.4%**	**33.9%**	**30.2%**
EFTA	**1.0%**	**0.6%**	**0.9%**	**3.5%**	**1.7%**	**1.7%**
Total	**100%**	**100%**	**100%**	**100%**	**100%**	**100%**
BE	2.6%	4.8%	2.7%	4.6%	2.4%	3.2%
BG	0.5%	0.1%	0.5%	1.1%	0.4%	0.6%
CZ	0.3%	1.3%	0.3%	5.1%	1.1%	1.7%
DK	0.3%	0.1%	0.3%	2.9%	3.9%	1.1%
DE	53.5%	30.6%	52.3%	6.6%	38.0%	38.7%
EE	0.2%	0.0%	0.2%	1.1%	0.3%	0.5%
IE	0.1%	0.2%	0.1%	0.2%	0.3%	0.1%
EL	0.2%	0.0%	0.2%	0.2%	0.0%	0.2%
ES	4.2%	5.0%	4.2%	8.3%	4.2%	5.4%
FR	4.0%	0.0%	3.8%	0.2%	1.3%	2.7%
HR	1.5%	0.1%	1.4%	1.3%	4.9%	1.4%
IT	5.3%	8.4%	5.5%	2.7%	3.2%	4.6%
CY	0.0%	0.0%	0.0%	0.3%	0.1%	0.1%
LV	0.1%	0.0%	0.1%	1.4%	2.5%	0.5%
LT	1.0%	0.1%	1.0%	4.6%	0.4%	2.0%
LU	2.5%	0.2%	2.3%	1.1%	2.0%	2.0%
HU	1.9%	0.5%	1.8%	1.0%	0.6%	1.5%
MT	0.0%	0.0%	0.0%	0.1%	3.3%	0.1%
NL	0.7%	1.9%	0.8%	5.8%	1.5%	2.3%
AT	3.0%	3.9%	3.1%	7.2%	1.4%	4.2%
PL	7.6%	10.0%	7.7%	28.5%	17.2%	13.9%
PT	1.9%	0.1%	1.8%	1.3%	0.5%	1.7%
RO	1.5%	0.0%	1.4%	2.7%	0.5%	1.8%
SI	3.0%	1.8%	3.0%	3.6%	2.1%	3.1%
SK	1.7%	23.6%	2.8%	2.6%	0.6%	2.7%
FI	0.1%	0.2%	0.1%	0.3%	1.6%	0.2%
SE	0.1%	0.1%	0.1%	0.6%	1.8%	0.3%
UK	1.1%	6.2%	1.3%	1.0%	2.1%	1.3%
IS	0.0%	0.0%	0.0%	0.0%	0.1%	0.0%
LI	0.0%	0.0%	0.0%	0.1%	0.1%	0.0%
NO	0.1%	0.1%	0.1%	0.2%	0.7%	0.1%
CH	0.9%	0.5%	0.9%	3.2%	1.0%	1.6%

* EL and CY: 2018 figures

Source Administrative data PD A1 Questionnaire 2020

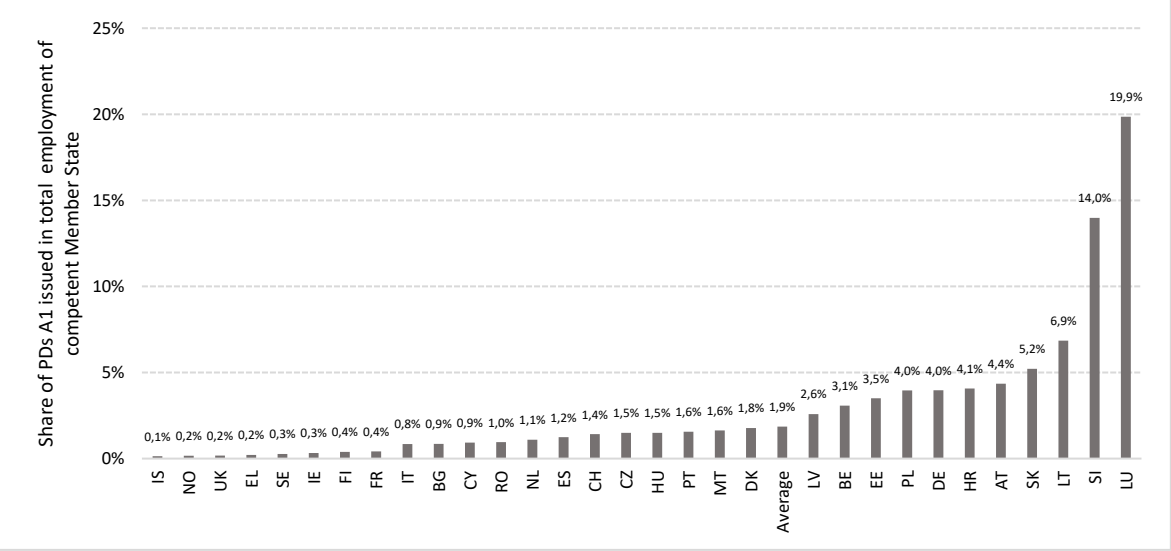
2.2. Share in total EU employment

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 2019, a PD A1 was issued to an equivalent of 1.9% of the employed population *(Figure 2)*. In relative terms, Luxembourg (20%) and Slovenia (14%) were the main sending Member States. Germany, which is the main sending Member State in absolute terms, issued a PD A1 to 4% of its employed population in 2019. Due to the sharp increase in the number of PDs A1 issued by Germany (see also *section 2.3*), the relative importance almost quadrupled. After all, the share in total employment was equal to 1% 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 based on the number of individual persons involved and the number of persons in full-time equivalents.

Figure 2 Share of PDs A1 in national employment of the sending Member State, 2019



* EL & CY: 2018 figures

Source Administrative data PD A1 Questionnaire 2020 and Eurostat [nama_10_a10_e]

2.3. Comparison with previous years

Compared to 2018, the overall number of PDs A1 issued increased by almost 1.7 million PDs A1 *(Table 4)*. This is a massive increase compared to previous years. Consequently, the growth rate amounted to roughly 57%. A strong increase can be observed especially in the EU-15 (+120%) and the EFTA (+115%), and to a lesser extent in the EU-13 (+6%). Germany (+ 1.3 million PDs A1), mainly influenced the overall growth, as well as that for the EU-15. The evolution for the EFTA can mainly be explained by the sharp increase in the number of PDs A1 issued by Switzerland (+152%).

Table 4 PDs A1 issued by the competent Member States, 2012-2019

Sending MS	2012	2013	2014	2015	2016	2017	2018	2019	Change 2019 vs 2018 *Numbers*	*%*
EU-27	**1,481,263**	**1,680,543**	**1,862,102**	**1,978,146**	**2,212,363**	**2,717,078**	**2,884,994**	**4,512,401**	**1,627,407**	**56.4%**
EU-28	**1,524,363**	**1,721,592**	**1,895,194**	**2,022,478**	**2,261,573**	**2,766,574**	**2,934,219**	**4,570,675**	**1,636,456**	**55.8%**
EU-15	**882,111**	**976,870**	**1,031,933**	**1,079,800**	**1,181,970**	**1,442,185**	**1,442,185**	**3,167,230**	**1,725,045**	**119.6%**
EU-13	**642,252**	**744,722**	**863,261**	**942,678**	**1,079,603**	**1,324,389**	**1,324,389**	**1,403,445**	**79,056**	**6.0%**
EFTA	**760**	**19,902**	**24,792**	**26,714**	**29,603**	**36,705**	**36,705**	**79,067**	**42,362**	**115.4%**
Total	**1,525,123**	**1,741,494**	**1,919,986**	**2,049,192**	**2,291,176**	**2,803,279**	**2,968,487**	**4,649,742**	**1,681,255**	**56.6%**
BE	59,832	83,582	79,771	86,218	104,307	134,398	137,022	150,677	13,655	10.0%
BG	11,896	14,185	14,203	15,839	19,595	36,220	26,315	30,153	3,838	14.6%
CZ	24,162	30,912	31,675	37,174	47,578	67,933	63,693	80,973	17,280	27.1%
DK	19,592	25,220	20,409	30,031	29,595	37,848	47,453	53,269	5,816	12.3%
DE	243,125	254,469	255,724	240,862	260,068	399,745	475,704	1,798,596	1,322,892	278.1%
EE	18,606	15,927	15,054	15,363	17,953	18,977	19,862	23,060	3,198	16.1%
IE	7,799	7,396	7,654	7,899	7,339	7,745	7,464	6,820	-644	-8.6%
EL	1,889	2,131	3,608	4,789	6,924	7,204	9,251	9,251		
ES	76,960	101,705	111,557	125,711	147,424	191,148	248,532	252,270	3,738	1.5%
FR	140,805	130,435	125,203	139,040	135,974	111,659	119,516	126,485	6,969	5.8%
HR		10,227	27,556	38,998	42,602	60,026	65,949	67,359	1,410	2.1%
IT	52,237	59,114	74,431	91,740	114,515	152,528	169,774	215,628	45,854	27.0%
CY	2,282	2,192	1,955	3,091	3,552	4,040	4,040	4,040		
LV	5,402	7,425	6,656	7,738	10,830	20,689	20,199	23,271	3,072	15.2%
LT	14,041	17,342	19,208	25,254	30,723	70,180	78,384	95,074	16,690	21.3%
LU	44,256	32,472	62,141	62,947	68,725	73,875	79,831	92,350	12,519	15.7%
HU	65,182	68,489	68,234	63,663	65,185	82,881	64,217	71,095	6,878	10.7%
MT	327	322	324	228	504	1,388	2,655	4,082	1,427	53.7%
NL	84,202	95,719	116,060	95,017	98,687	103,738	100,660	104,652	3,992	4.0%
AT	40,038	42,171	48,815	64,373	75,132	68,956	110,687	197,627	86,940	78.5%
PL	341,100	385,422	428,405	463,174	513,972	573,358	605,785	648,032	42,247	7.0%
PT	55,901	82,851	75,577	64,970	64,459	85,074	74,109	77,389	3,280	4.4%
RO	44,459	51,939	57,194	46,871	50,855	84,743	71,207	82,443	11,236	15.8%
SI	65,871	83,898	103,303	126,902	164,226	190,976	127,059	146,157	19,098	15.0%
SK	48,924	56,442	89,494	98,383	112,028	112,978	135,151	127,706	-7,445	-5.5%
FI	6,223	6,892	6,940	9,369	8,155	8,061	9,882	10,328	446	4.5%
SE	6,152	11,664	10,951	12,502	11,456	10,710	10,593	13,614	3,021	28.5%
UK	43,100	41,049	33,092	44,332	49,210	49,496	49,225	58,274	9,049	18.4%
IS	306	277	245	283	239	293	245	288	43	17.6%
LI	454	548	646	1,239	1,343	1,024	1,024	1,928	904	88.3%
NO	n.a.	n.a.	3,252	3,887	4,134	4,097	4,357	4,614	257	5.9%
CH	n.a.	19,077	20,649	21,305	23,887	31,291	28,642	72,237	43,595	152.2%

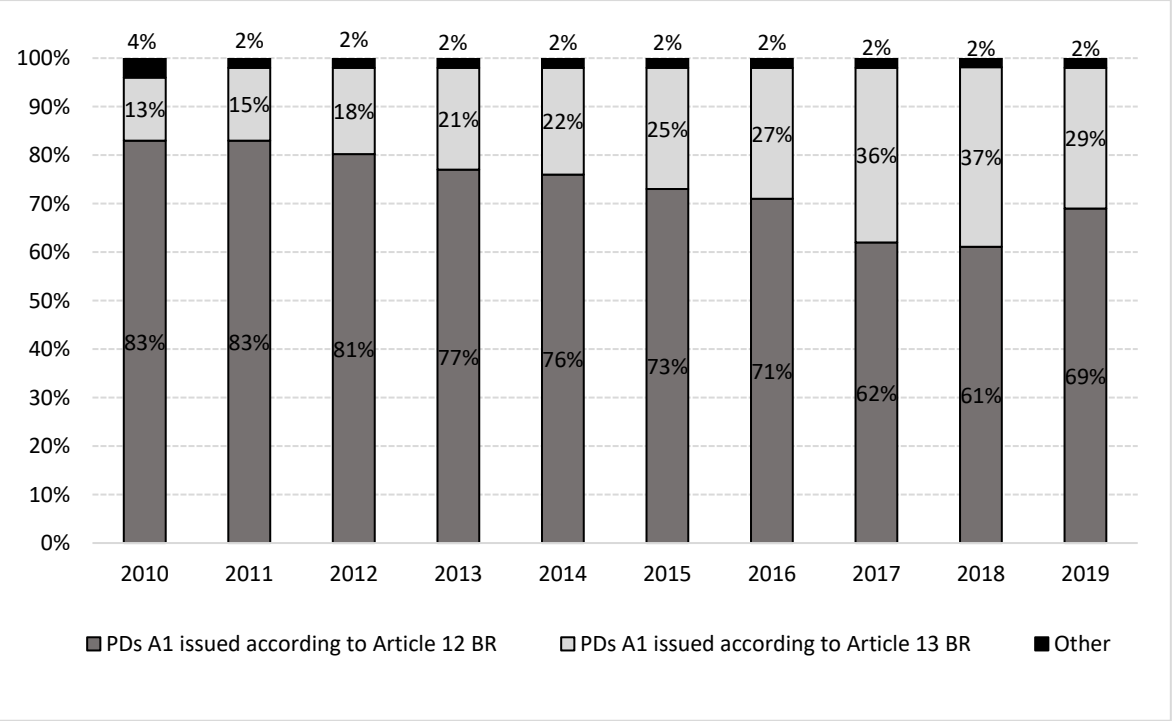
* EL and CY: 2018 figures

Source Administrative data PD A1 Questionnaire 2020 and previous years

Figure 3 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. This increase ended in 2019 due to the strong growth in the number of PDs A1 issued under Article 12. Indeed, the share of certificates issued under Article 12 in the total number of PDs A1 increased by 8 percentage points compared to 2018. However, as explained above this is largely due to Germany having experienced such a strong growth in 2019 of the number of A1 certificates issued by the application of Article 12. Additionally, it should not be forgotten that the number of PDs A1 issued according to Article 13 once again show a strong growth *(Table 14 in section 4.2)*.

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

Figure 3 Percentage in total number of PDs A1 issued, 2010-2019



Source Administrative data PD A1 Questionnaire 2020 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 understanding of the impact of this group of persons on national labour markets.

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

3.1. General

In 2019, a total of 3.2 million PDs A1 were issued for persons covered by Article 12. Some 2.5 million PDs A1 based on Article 12 were granted by the EU-15 Member States and some 403,000 by the EU-13 Member States *(Table 5)*. The main sending Member State was Germany (1.7 million), and to a lesser extent Poland (246,849), Italy (173,149), Spain (136,096) and France (122,552). 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 did not provide such breakdown. Nevertheless, as their number is rather limited compared to the total, the picture by receiving Member State is relatively complete. The main receiving Member States were Germany (505,737 PDs A1) and France (450,220 PDs A1), and to a lesser extent, Austria (320,480 PDs A1), Switzerland (246,961 PDs A1), the Netherlands (219,276 PDs A1) and Belgium (218,230 PDs A1) *(Table 5)*. Some 6 out of ten PDs A1 were issued to provide services in one of these countries *(Annex 1 – Table A1.2)*.

The main flows of persons covered by Article 12 go from Germany to Austria (262,296 PDs A1), from Germany to France (214,164 PDs A1) and from Germany to Switzerland (180,590 PDs A1). These three single flow represent a fifth of the total number of PDs A1 issued according to Article 12 by the reporting Member States. It comes as no surprise that these are the biggest flows between countries. Both France and Austria have tightened their national rules, while in Switzerland in the event of an accident at work, benefits in kind under the statutory accident insurance scheme can only be claimed if a PD A1 is shown in addition to the EHIC.

Table 5 PDs A1 issued by competent Member States according to Article 12 of the Basic Regulation, breakdown by receiving Member State,2019

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
EU-27	**81,868**	**14,147**	**10,177**	**6,540**	**1,393,574**	**6,509**	**2,819**	**6,334**	**120,699**	**102,337**	**44,846**	**127,203**	**78**	**2,513**	**25,906**	**72,961**	**55,644**	**263**	**20,832**	**83,505**	**237,748**	**57,437**	**44,070**	**93,640**	**89,641**	**4,002**	**2,669**	**38,752**	**166**	**173**		**26,681**	**2,773,734**
EU-28	**83,755**	**14,436**	**10,389**	**7,100**	**1,481,505**	**6,516**	**3,258**	**6,489**	**131,859**	**112,023**	**45,146**	**133,263**	**78**	**2,525**	**26,071**	**74,191**	**56,351**	**287**	**21,798**	**85,126**	**242,637**	**58,186**	**44,560**	**94,131**	**90,599**	**4,178**	**2,870**	**39,109**	**171**	**188**		**27,449**	**2,906,244**
EU-15	**81,398**	**13,296**	**8,481**	**6,084**	**1,182,417**	**6,347**	**3,110**	**5,746**	**122,175**	**101,014**	**41,898**	**117,822**	**69**	**2,136**	**24,903**	**72,854**	**52,656**	**277**	**21,181**	**74,402**	**231,130**	**57,361**	**41,741**	**87,924**	**76,363**	**3,929**	**2,685**	**37,259**	**159**	**188**		**25,429**	**2,502,434**
EU-13	**2,357**	**1,140**	**1,908**	**1,016**	**299,088**	**169**	**148**	**743**	**9,684**	**11,009**	**3,248**	**15,441**	**9**	**389**	**1,168**	**1,337**	**3,695**	**10**	**617**	**10,724**	**11,507**	**825**	**2,819**	**6,207**	**14,236**	**249**	**185**	**1,850**	**12**	**0**		**2,020**	**403,810**
EFTA	**2,115**	**356**	**255**	**3,120**	**200,205**	**684**	**125**	**88**	**4,237**	**10,529**	**1,153**	**39,886**	**<5**	**104**	**5,934**	**940**	**1,103**	**18**	**642**	**6,950**	**4,212**	**575**	**674**	**1,201**	**1,012**	**249**	**974**	**3,688**	**26**	**41**		**479**	**291,578**
Total	**85,870**	**14,792**	**10,644**	**10,220**	**1,681,710**	**7,200**	**3,383**	**6,577**	**136,096**	**122,552**	**46,299**	**173,149**	**81**	**2,629**	**32,005**	**75,131**	**57,454**	**305**	**22,440**	**98,965**	**246,849**	**58,761**	**45,234**	**95,332**	**91,611**	**4,427**	**3,863**	**42,807**	**197**	**229**	**1,940**	**27,928**	**3,206,680**
BE		1,856	398	122	88,115	31	235	237	6,025	18,868	1,478	6,181	<5	64	1,571	27,003	2,262	5	7,669	1,501	19,734	13,486	4,632	7,935	4,630	160	144	3,315	<5	6		562	218,230
BG	112		42	32	9,076	0	<5	145	300	410	32	702	0	37	<5	14	155	0	11	519	960	95	549	67	306	9	12	50	0	0		203	13,840
CZ	432	93		164	79,142	<5	7	20	1,220	1,828	380	2,091	<5	0	89	137	454	<5	55	1,645	3,868	90	424	644	8,429	38	10	88	0	0		148	101,502
DK	606	162	464		30,568	48	260	75	1,510	1,122	102	1,992	0	24	652	172	398	<5	262	3,308	2,565	192	139	172	449	221	150	412	<5	0		251	46,282
DE	7,799	7,239	3,715	1,561		713	359	2,509	21,422	24,677	32,582	23,991	7	1,022	9,981	11,707	32,354	12	5,196	49,941	131,498	3,156	17,297	55,740	47,618	542	285	3,171	19	128		9,496	505,737
EE	58		26	23	2,805		0	<5	136	135	14	90	0	35	575	40	<5	0	10	381	436	0	5	37	90	73	<5	38	0	0		7	5,023
IE	242	87	49	70	10,814	11	0	13	1,178	1,173	14	901	0	6	14	153	145	9	73	253	592	178	98	54	101	13	<5	813	0	0		100	17,158
EL	192	507	217	167	6,609	5	7		1,092	1,279	24	2,052	59	<5	20	110	117	5	139	234	209	21	106	11	80	98	262	2,147	<5	0		1,664	17,437
ES	2,374	399	530	789	113,830	113	91	360		12,904	192	14,106	0	19	98	708	347	49	1,006	2,532	3,116	13,840	548	575	577	653	360	3,626	42	<5		3,295	177,082
FR	30,902	1,191	750	723	214,164	299	351	573	36,612		950	46,034	0	126	2,696	28,783	2,339	28	3,150	3,914	24,459	20,256	8,182	2,102	3,410	456	465	13,400	47	<5		3,855	450,220
HR	83	76	77	22	12,013	12	<5	<5	398	396		1,663	0	8	<5	97	375	0	31	1,305	219	9	115	3,311	161	18	45	181	0	0		198	20,821
IT	2,123	248	382	232	119,746	94	69	437	11,231	10,293	2,688		<5	51	189	866	1,067	123	971	5,568	3,058	521	4,624	2,353	1,287	189	309	3,009	20	12		1,966	173,727
CY	38	77	9	15	1,041	0	<5	268	112	85	22	108		0	0	37	<5	0	14	35	40	0	43	9	7	11	34	335	0	0		335	2,677
LV	35	14	23	119	3,140	43	0	<5	120	149	<5	98	0		458	27	162	<5	6	353	316	5	<5	8	35	6	<5	40	0	0		11	5,178
LT	73	52	27	116	7,799	71	<5	0	181	211	<5	183	0	93		35	32	0	15	44	983	<5	45	0	76	20	<5	19	7	0		13	10,103
LU	10,714	5	56	19	27,779	<5	<5	34	741	7,730	107	1,466	0	13	7		386	<5	225	252	1,069	668	219	733	201	12	19	169	0	0		234	52,863
HU	313	164	200	88	43,151	<5	20	19	1,026	1,182	150	1,610	8	11	<5	257		<5	85	1,613	1,632	80	650	1,057	2,997	5	9	394	0	0		177	56,902
MT	36	26	19	18	2,574	0	<5	19	401	262	31	982	0	40	13	39	41		<5	61	183	0	15	13	33	<5	34	32	0	0		121	5,001
NL	22,680	589	455	399	131,859	188	756	1,065	5,617	4,972	1,061	3,904	0	50	3,655	1,063	4,299	8		2,187	17,009	2,979	3,060	2,597	4,392	89	73	3,517	<5	0		750	219,276
AT	747	424	736	271	262,296	18	31	59	1,420	2,097	829	7,696	0	24	13	409	7,745	5	1,156		6,012	691	1,261	14,247	9,369	87	98	1,259	0	21		1,459	320,480
PL	670	92	237	372	77,656	28	56	108	2,704	2,922	94	3,255	0	136	23	451	519	<5	280	1,059		56	267	501	1,224	40	21	384	<5	0		470	93,630
PT	433	74	53	51	21,157	15	33	114	21,357	3,012	25	1,459	0	0	19	313	14	<5	101	578	390		95	52	124	63	25	293	0	0		600	50,453
RO	309	389	200	21	27,847	0	13	132	1,859	1,932	206	2,237	0	13	<5	125	500	<5	53	1,074	721	86		314	476	<5	<5	113	0	0		145	38,774
SI	105	58	48	10	9,784	<5	43	9	261	413	2,252	1,410	0	<5	<5	17	361	<5	27	1,555	166	<5	133	21	402	<5	<5	34	0	0		83	17,205
SK	93	99	1,000	16	23,060	9	<5	14	966	1,084	64	1,012	0	12	<5	61	1,093	<5	28	1,080	1,983	401	570	225		21	7	142	<5	0		109	33,154
FI	208	133	159	149	18,979	3,933	74	23	1,015	1,161	796	737	0	181	1,399	158	52	0	111	1,140	2,818	181	259	139	544		290	721	<5	0		168	35,529
SE	491	93	305	971	48,570	871	402	92	1,795	2,040	750	1,243	0	541	4,424	179	424	<5	156	1,373	13,712	443	731	723	2,623	1,170		1,050	16	0		261	85,450
UK	1,887	289	212	560	87,931	7	439	155	11,160	9,686	300	6,060	0	12	165	1,230	707	24	966	1,621	4,889	749	490	491	958	176	201	357	5	15		768	132,510
IS	30	6	<5	43	960	70	0	11	82	141	<5	71	0	33	92	14	0	0	14	260	199	0	35	7	12		<5	29		0		20	2,136
LI	13	0	6	13	3,403	0	<5	0	8	<5	5	36	0	0	<5	10	8	0	0	372	20	0	0	6	5		<5	<5	0			398	4,311
NO	404	157	62	2,943	15,252	609	35	<5	1,227	922	978	1,763	0	58	5,786	62	547	<5	142	477	2,210	280	230	137	67	193	909	2,633	23	0		61	38,170
CH	1,668	193	184	121	180,590	5	88	75	2,920	9,462	167	38,016	<5	13	55	854	548	17	486	5,841	1,783	295	409	1,051	928	56	63	1,026	<5	41		0	246,961
unkn.																				6,889							19	<15					6,918

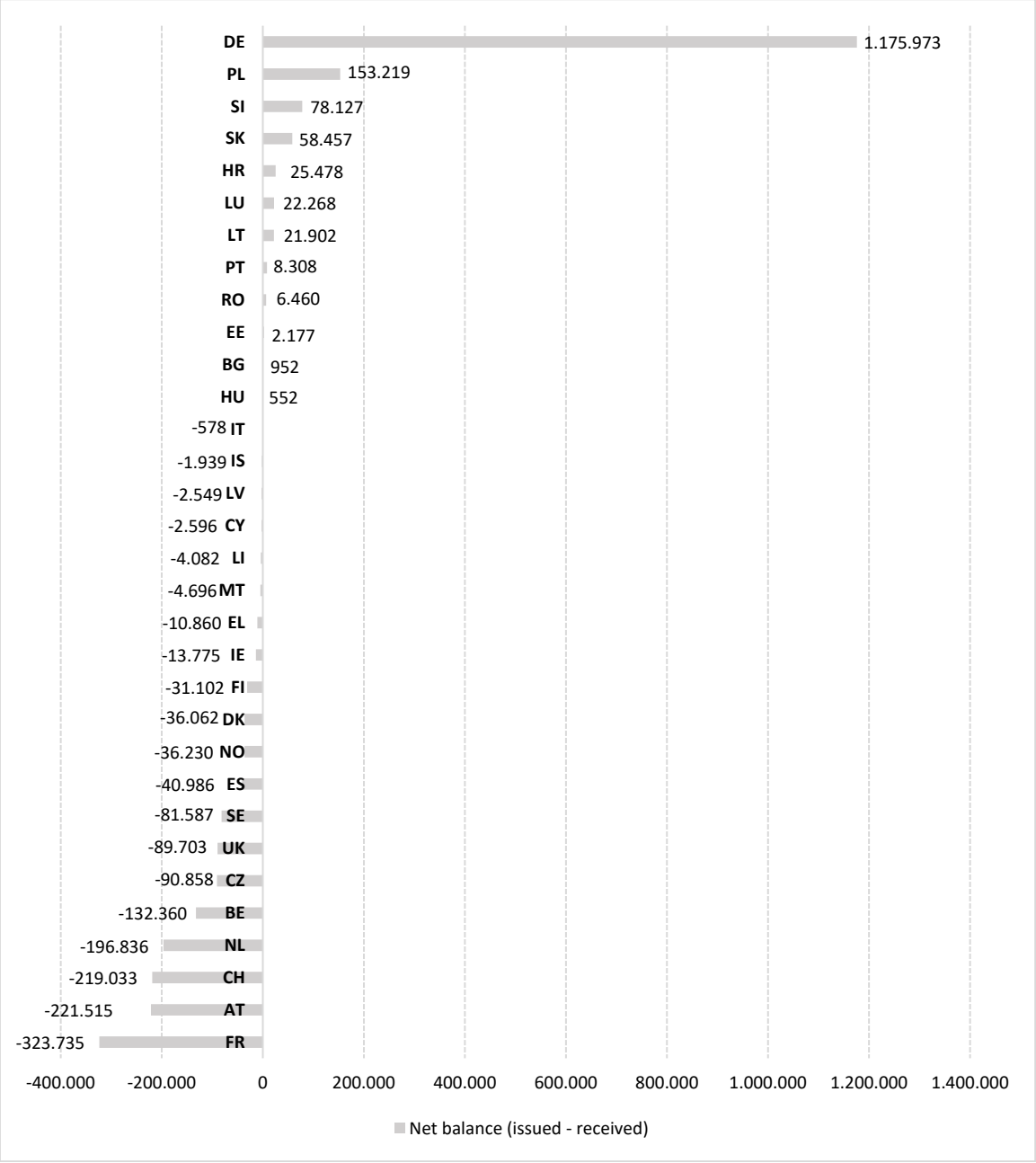
* EL and CY: 2018 figures

Source Administrative data PD A1 Questionnaire 2020

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. Twelve Member States are net senders (i.e. more PDs A1 issued than received), in particular Germany, Poland, Slovakia and Slovenia. The other 20 Member States are net recipients (i.e. more PDs A1 received than issued), in particular France, Austria, Switzerland, the Netherlands and Belgium.

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

Figure 4 Net balance between the number of PDs A1 issued and received according to Article 12 of the Basic Regulation, 2019

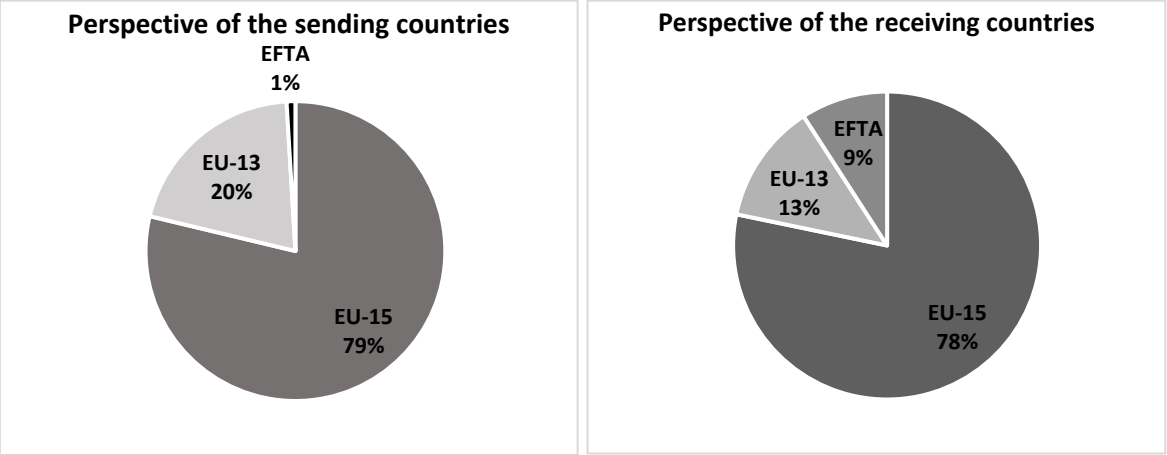


Source Administrative data PD A1 Questionnaire 2020

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

Some 79% of the PDs A1 issued according to Article 12 were granted by EU-15 Member States and 20% 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 64% in 2017), mainly due to the increased number of PDs A1 issued by Germany (see also *Table 6*). Furthermore, EU-15 Member States *(Figure 5 – at the right hand side)* received approximately 78% of the PDs A1 issued according to Article 12.

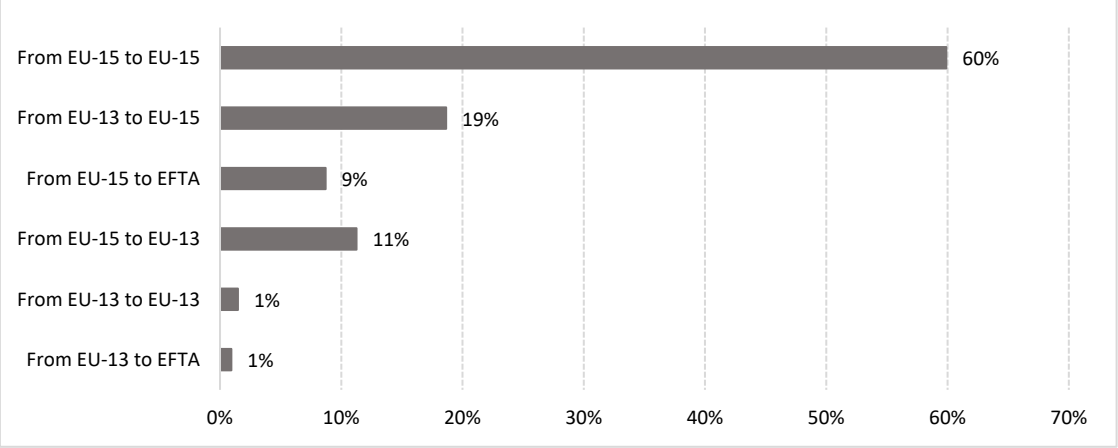
Figure 5 PDs A1 issued according to Article 12 of the Basic Regulation, breakdown by classification of the sending or the receiving Member State, total, 2019



Source Administrative data PD A1 Questionnaire 2020

The above figures can be divided even further. *Figure 6* shows that some six out of ten of the persons covered by Article 12 go from one EU-15 Member State to another. The flow from EU-13 to EU-15 Member States represents almost a fifth of total PDs A1 issued according to Article 12. The importance of this flow decreased significantly compared to 2018 (-13 percentage points). This evolution can be explained by the strong increase in the number of PDs A1 issued by Germany to provide services in Poland and the Czech Republic. This also explains why the flow between EU-15 and EU-13 Member States strongly increased compared to 2018 (+6 percentage points). 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, 2019



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. Most countries have issued more certificates in 2019 compared to 2018. However, Croatia (-2,314), the Netherlands (-1,523), Slovakia (-2,012) and Ireland (-304) show a decrease *(Table 6)*. Compared to 2018, the overall number of PDs A1 issued pursuant to Article 12 increased by some 1.39 million certificates. This is mainly because the number of certificates issued by Germany has quadrupled compared to 2018. The underlying explanation for the massive increase in the number of PDs A1 issued under Article 12 by Germany may mainly to be found in the increased awareness of German employers about the application procedures for a PD A1, and consequently their increased applications.

The number of PDs A1 issued by the EU-13 Member States according to Article 12 decreased in 2017 and 2018. In 2018, this was mainly due to the strong decline of certificates issued by Slovenia.[22] This year, the growth rate for the EU-13 shows a small increase of 4%. This is mainly due to an increase in the main sending countries Poland (+3.5%) and Slovenia (+10.9%).

Table 6 PDs A1 according to Article 12 of the Basic Regulation issued by sending Member States, 2010-2019

Sending MS	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	Change 2019 vs 2018	
											%	Numbers
EU-27	**1,023,896**	**1,162,056**	**1,197,285**	**1,300,598**	**1,416,864**	**1,452,627**	**1,578,130**	**1,682,304**	**1,759,461**	**3,135,123**	**1,375,662**	**78.2%**
EU-28	**1,056,005**	**1,197,424**	**1,230,433**	**1,330,533**	**1,440,365**	**1,484,335**	**1,611,777**	**1,716,084**	**1,796,651**	**3,177,941**	**1,381,290**	**76.9%**
EU-15	**666,768**	**715,861**	**709,726**	**749,048**	**800,696**	**832,614**	**903,484**	**1,010,337**	**1,171,075**	**2,528,176**	**1,357,101**	**115.9%**
EU-13	**389,237**	**481,563**	**520,707**	**581,485**	**639,669**	**651,721**	**708,293**	**702,659**	**625,576**	**649,765**	**24,189**	**3.9%**
EFTA	**2,309**	**2,603**	**459**	**10,734**	**14,332**	**10,972**	**11,918**	**17,566**	**17,478**	**30,294**	**12,816**	**73.3%**
Total	**1,058,314**	**1,200,027**	**1,230,892**	**1,341,267**	**1,454,697**	**1,495,307**	**1,623,695**	**1,733,650**	**1,814,129**	**3,208,235**	**1,394,106**	**76.8%**
BE	49,862	55,931	56,103	58,522	58,611	63,467	69,836	76,719	76,596	85,870	9,274	12.1%
BG	5,734	7,429	11,091	12,861	13,275	14,811	15,656	14,781	13,731	14,792	1,061	7.7%
CZ	15,829	16,102	15,358	13,155	10,380	10,799	11,145	11,806	10,255	10,644	389	3.8%
DK	9,262	11,491	6,176	5,320	3,869	7,288	6,508	8,250	9,181	10,211	1,030	11.2%
DE	201,436	226,850	221,650	227,008	232,776	218,006	231,766	332,091	409,340	1,678,407	1,269,067	310.0%
EE	13,580	15,322	14,889	11,689	7,147	5,415	6,327	6,305	6,915	7,200	285	4.1%
IE	1,935	3,106	3,512	3,457	3,261	3,616	3,303	3,222	3,687	3,383	-304	-8.2%
EL	642	888	1,661	1,688	2,325	2,908	3,941	4,253	6,583	6,583		
ES	44,087	48,479	48,132	63,519	76,286	86,943	100,469	110,868	123,670	136,096	12,426	10.0%
FR	133,896	144,256	130,247	123,580	119,727	130,468	132,012	109,168	117,739	122,552	4,813	4.1%
HR				8,716	24,060	33,381	36,142	41,253	48,613	46,299	-2,314	-4.8%
IT	35,430	35,611	48,369	55,509	69,279	83,277	106,395	129,732	148,863	175,908	27,045	18.2%
CY	81	38	35	66		96	169	81	81	81		
LV	3,424	4,287	2,846	3,237	1,655	1,801	2,446	1,629	812	2,629	1,817	223.8%
LT	6,462	9,515	11,306	14,105	16,683	21,430	25,371	26,548	30,801	32,005	1,204	3.9%
LU	55,852	39,385	39,758	28,481	50,345	50,440	55,364	58,686	64,301	75,131	10,830	16.8%
HU	40,640	57,848	63,742	66,415	65,655	59,711	61,365	62,873	54,326	57,454	3,128	5.8%
MT	442	318	327	322	145	88	110	145	252	305	53	21.0%
NL	15,190	25,986	24,199	25,429	37,775	27,141	28,394	22,305	26,597	25,074	-1,523	-5.7%
AT	25,957	28,806	35,671	36,959	41,114	55,320	62,526	50,303	88,117	98,965	10,848	12.3%
PL	221,126	227,930	246,214	262,714	266,745	251,107	259,999	235,836	238,525	246,849	8,324	3.5%
PT	58,923	54,043	54,580	81,687	74,735	64,020	62,005	64,320	51,905	58,887	6,982	13.5%
RO	29,730	59,363	44,318	51,739	57,194	46,871	48,710	46,733	41,950	44,864	2,914	6.9%
SI	23,944	42,485	65,727	83,659	102,920	126,153	150,922	163,876	85,999	95,339	9,340	10.9%
SK	28,245	40,926	44,854	52,807	73,810	80,058	89,931	90,793	93,316	91,304	-2,012	-2.2%
FI	2,187	2,668	3,181	3,332	2,786	3,725	3,707	3,541	4,293	4,428	135	3.1%
SE		2,993	3,339	4,622	4,306	4,287	3,611	3,099	3,013	3,863	850	28.2%
UK	32,109	35,368	33,148	29,935	23,501	31,708	33,647	33,780	37,190	42,818	5,628	15.1%
IS	376	377	293	269	140	179	126	162	151	197	46	30.5%
LI	61	63	166	119	89	65	65	32	32	229	197	615.6%
NO	1,872	2,163	n.a.	n.a.	3,252	n.a.	n.a.	2,100	1,479	1,940	461	31.2%
CH			n.a.	10,346	10,851	10,728	11,727	15,272	15,816	27,928	12,112	76.6%

* EL and CY: 2018 figures

Source Administrative data PD A1 Questionnaire 2020 and previous years

All countries received a higher number of PDs A1 issued to persons falling under Article 12 *(Table 7)*. In absolute numbers, especially Austria (+200,570 PDs A1), France (+188,208 PDs A1), Switzerland (+133,260 PDs A1) and Spain (+113,125 PDs A1)

[22] According to the Slovenian authorities, the main reason was the adoption of a new national act that set stricter conditions, besides conditions from the Coordination Regulations. Moreover, the way these conditions are verified is also more accurate.

show a strong increase. In addition, the high growth rates for Poland (+250%), Hungary (+233%), Lithuania (+233%) and the Czech Republic (+232%) stand out. The evolution in all these countries can mainly be explained by the steep rise in A1 certificates issued by Germany.

Table 7 PDs A1 issued according to Article 12 of the Basic Regulation, by receiving Member State, 2010-2019

Receiving MS	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	Change 2019 vs 2018 Numbers	%
EU-27	**952,145**	**1,077,135**	**1,068,846**	**1,153,158**	**1,235,467**	**1,269,951**	**1,379,339**	**1,481,663**	**1,550,740**	**2,773,734**	**1,222,994**	**78.9%**
EU-28	**986,466**	**1,114,382**	**1,109,212**	**1,196,680**	**1,286,360**	**1,324,295**	**1,436,565**	**1,541,250**	**1,611,572**	**2,906,244**	**1,294,672**	**80.3%**
EU-15	**915,283**	**1,038,836**	**1,030,874**	**1,118,419**	**1,205,586**	**1,235,168**	**1,336,001**	**1,424,617**	**1,470,941**	**2,502,434**	**1,031,493**	**70.1%**
EU-13	**71,183**	**75,546**	**78,338**	**78,261**	**80,774**	**89,127**	**100,564**	**116,633**	**140,631**	**403,810**	**263,179**	**187.1%**
EFTA	**71,848**	**94,423**	**81,973**	**98,201**	**109,497**	**124,070**	**130,354**	**131,025**	**142,179**	**291,578**	**149,399**	**105.1%**
Total	**1,058,314**	**1,208,805**	**1,230,614**	**1,340,671**	**1,454,573**	**1,495,307**	**1,623,695**	**1,730,562**	**1,807,375**	**3,206,680**	**1,399,305**	**77.4%**
BE	90,540	125,107	125,264	134,340	159,749	156,556	178,319	167,335	156,695	218,230	61,535	39.3%
BG	4,483	4,006	3,896	3,805	3,267	3,325	3,867	3,508	4,665	13,840	9,175	196.7%
CZ	15,892	17,144	17,808	18,603	17,165	19,144	22,743	24,227	30,557	101,502	70,945	232.2%
DK	9,608	11,002	11,044	10,763	10,869	13,352	15,698	15,592	20,337	46,282	25,945	127.6%
DE	250,054	311,361	335,862	373,666	414,220	418,908	440,065	427,175	428,935	505,737	76,802	17.9%
EE	1,235	1,904	2,325	2,998	2,951	2,315	3,733	3,025	3,175	5,023	1,848	58.2%
IE	5,014	6,084	4,674	5,556	3,973	4,039	5,760	6,171	7,816	17,158	9,342	119.5%
EL	10,656	7,763	6,795	4,820	4,692	5,683	6,383	8,109	11,214	17,437	6,223	55.5%
ES	63,304	47,640	46,075	46,507	44,825	47,369	52,353	60,488	63,939	177,082	113,143	177.0%
FR	160,532	161,954	156,490	182,219	190,848	184,695	203,019	241,363	262,126	450,220	188,094	71.8%
HR				1,753	4,560	7,139	9,835	12,791	9,844	20,821	10,977	111.5%
IT	60,460	64,223	48,663	47,445	52,481	59,095	61,321	64,669	73,927	173,727	99,800	135.0%
CY	1,702	1,042	1,106	956	944	716	972	1,256	1,666	2,677	1,011	60.7%
LV	1,851	1,788	1,516	1,235	1,504	1,431	1,080	1,356	2,200	5,178	2,978	135.4%
LT	1,850	2,248	3,497	2,274	1,930	2,404	2,018	2,261	3,035	10,103	7,068	232.9%
LU	27,730	24,295	19,741	20,503	21,763	21,749	26,591	32,664	36,479	52,863	16,384	44.9%
HU	8,457	9,924	9,900	8,887	8,955	8,743	11,312	12,924	17,090	56,902	39,812	233.0%
MT	1,308	1,449	1,052	952	1,062	1,453	2,318	2,513	2,636	5,001	2,365	89.7%
NL	91,560	105,885	99,416	100,423	87,817	89,411	90,873	111,522	126,342	219,276	92,934	73.6%
AT	59,642	76,335	76,445	88,596	101,015	108,627	120,150	141,046	119,907	320,480	200,573	167.3%
PL	12,877	16,013	16,033	14,387	14,521	17,897	17,818	20,620	26,714	93,630	66,916	250.5%
PT	12,193	13,345	11,422	10,696	12,833	15,374	18,109	22,639	28,964	50,453	21,489	74.2%
RO	9,445	10,476	11,224	10,894	9,717	10,709	10,028	12,036	15,883	38,774	22,891	144.1%
SI	3,391	2,676	3,340	4,507	6,550	5,685	5,146	6,357	9,173	17,205	8,032	87.6%
SK	8,692	6,876	6,641	7,010	7,648	8,141	9,694	13,759	13,993	33,154	19,161	136.9%
FI	20,205	22,183	22,522	19,917	16,589	18,618	21,014	22,252	19,579	35,529	15,950	81.5%
SE	19,464	24,412	26,095	29,446	33,019	37,373	39,120	44,005	53,849	85,450	31,601	58.7%
UK	34,321	37,247	40,366	43,522	50,893	54,344	57,226	59,587	60,832	132,510	71,678	117.8%
IS	543	559	385	392	338	608	1,373	1,739	982	2,136	1,154	117.5%
LI	572	763	510	925	417	803	842	715	818	4,311	3,493	427.0%
NO	18,771	30,523	16,170	18,778	21,250	24,958	23,844	22,882	26,570	38,170	11,600	43.7%
CH	51,962	62,578	64,908	78,106	87,492	97,701	104,295	105,689	113,809	246,961	133,152	117.0%

Source Administrative data PD A1 Questionnaire 2020 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 5% of the persons covered by Article 12 were self-employed in 2019 *(Table 8)*. The percentage shows a decline of some 2 percentage points compared to 2018, mainly influenced by the figure for Germany. Especially Slovakia (43%), Iceland (39%), the United Kingdom (24%), the Czech Republic (21%) and Liechtenstein (19%) granted a high percentage of PDs A1 to self-employed persons.

The detailed information provided by the reporting Member States results in a similar view by receiving Member State. Especially Switzerland (10%) 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, 2019

	Issued				Received			
	Employed		Self-employed		Employed		Self-employed	
	Number	*% row*	*Number*	*% row*	*Number*	*% row*	*Number*	*% row*
BE	77,865	90.7%	8,005	9.3%	206,490	94.6%	11,743	5.4%
BG	14,688	99.3%	104	0.7%	13,592	98.2%	248	1.8%
CZ	8,425	79.2%	2,219	20.8%	99,395	97.9%	2,107	2.1%
DK	9,965	97.6%	246	2.4%	44,842	96.9%	1,440	3.1%
DE	1,626,990	96.9%	51,417	3.1%	467,498	92.4%	38,239	7.6%
EE	7,184	99.8%	16	0.2%	4,833	96.2%	190	3.8%
IE	3,099	91.6%	284	8.4%	16,574	96.6%	584	3.4%
EL	6,504	98.8%	79	1.2%	16,523	94.8%	914	5.2%
ES	127,746	93.9%	8,350	6.1%	169,913	96.0%	7,169	4.0%
FR	122,498	100.0%	54	0.0%	430,045	95.5%	20,176	4.5%
HR	46,169	99.7%	130	0.3%	19,976	95.9%	845	4.1%
IT	161,800	92.0%	14,108	8.0%	166,078	95.6%	7,649	4.4%
CY	75	92.6%	6	7.4%	2,570	96.0%	107	4.0%
LV	2,588	98.4%	41	1.6%	5,027	97.1%	151	2.9%
LT	31,850	99.5%	155	0.5%	9,965	98.6%	138	1.4%
LU	74,732	99.5%	399	0.5%	50,538	95.6%	2,326	4.4%
HU	56,656	98.6%	798	1.4%	55,491	97.5%	1,412	2.5%
MT	271	88.9%	34	11.1%	4,769	95.4%	232	4.6%
NL	21,888	87.3%	3,186	12.7%	210,573	96.0%	8,704	4.0%
AT	92,408	93.4%	6,557	6.6%	306,299	95.6%	14,182	4.4%
PL	230,034	93.2%	16,815	6.8%	91,849	98.1%	1,781	1.9%
PT	58,761	99.8%	126	0.2%	48,452	96.0%	2,003	4.0%
RO	44,850	100.0%	14	0.0%	38,258	98.7%	516	1.3%
SI	92,331	96.8%	3,008	3.2%	16,867	98.0%	338	2.0%
SK	51,688	56.6%	39,616	43.4%	32,321	97.5%	834	2.5%
FI	4,091	92.4%	337	7.6%	34,372	96.7%	1,157	3.3%
SE	3,667	94.9%	196	5.1%	80,122	93.8%	5,328	6.2%
UK	32,366	75.6%	10,452	24.4%	129,088	97.4%	3,422	2.6%
IS	120	60.9%	77	39.1%	2,068	96.8%	68	3.2%
LI	186	81.2%	43	18.8%	4,130	95.7%	187	4.3%
NO	1,823	94.0%	117	6.0%	37,400	98.0%	770	2.0%
CH	27,081	97.0%	847	3.0%	221,168	89.6%	25,796	10.4%
Total	3,040,399	94.8%	167,836	5.2%				

* EL & CY: 2018 figures

Source Administrative data PD A1 Questionnaire 2020

3.5. Breakdown by sector of economic activity

21 Member States provided detailed figures on the sector of economic activity, which accounts for only 30% of the total number of PDs A1 issued according to Article 12. To what extent the analysis below is a good reflection of the actual distribution by sector of activity is therefore highly questionable. In this respect, representativeness can only be guaranteed if figures for Germany are available.

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 113,000 PDs A1 issued by Poland according to Article 12 concern a situation in which services are provided abroad in the construction sector. Roughly 52,000 of these certificates are received by Germany.[23]

The share of the sector of activity in total number of PDs A1 is shown in *Table 9*. In 2019, on average 40% of PDs A1 were issued to persons providing services abroad in the construction sector. Furthermore, 33% of the forms were issued for activities in the service sector and 26% for other industrial activities (excluding the construction sector). Finally, only 1% of PDs A1 were issued to provide services in agriculture and fishing.

[23] 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.

The figures show that the construction sector is by far the most 'popular' sector: approximately four out of ten certificates are granted to temporarily provide services in in the construction sector of another EU/EFTA country. However, the share of sectors where many controls are carried out, such as the construction sector, in total might be overestimated. This is in contrast to other sectors with a high number of business travelers.

A more detailed distribution of the service sector illustrates that one out of ten temporary services activities occur in education, the health and social care sector or in other services. Furthermore, temporary employment agencies employ a high percentage of persons from Portugal, Belgium, the Netherlands and Luxembourg falling under Article 12.

Table 9 PDs A1 issued according to Article 12 of the Basic Regulation, from a sending perspective, breakdown by sector of activity, 2019 (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	0.4%	33.2%	21.2%	66.3%	5.2%	1.4%	6.2%	0.8%	34.7%	23.3%	18.9%	0.2%
BG												
CZ	1.0%	63.0%	40.7%	35.9%	5.4%	1.1%	4.4%	3.1%	4.7%	0.0%	20.3%	0.0%
DK												
DE												
EE	3.8%	82.1%	59.2%	14.1%	1.6%	0.2%	1.7%	0.4%	5.8%	0.6%	4.8%	1.5%
IE												
EL												
ES												
FR	0.0%	47.6%	6.9%	52.4%	6.9%	0.9%	7.0%	0.3%	18.1%	2.8%	19.5%	0.4%
HR	0.1%	86.9%	43.9%	12.9%	2.0%	0.6%	2.1%	0.1%	6.3%	3.1%	1.9%	0.2%
IT												
CY	0.0%	60.5%	1.2%	39.5%	4.9%	6.2%	7.4%	0.0%	18.5%	0.0%	2.5%	0.0%
LV	0.9%	55.1%	42.2%	44.0%	4.4%	0.0%	10.0%	0.1%	29.3%	6.0%	0.4%	0.0%
LT	0.2%	95.0%	65.5%	4.8%	0.2%	0.0%	3.1%	0.8%	1.5%	0.0%	0.0%	0.0%
LU	0.1%	44.3%	33.0%	55.6%	4.5%	0.1%	3.3%	0.1%	44.4%	15.6%	3.4%	0.2%
HU	0.2%	80.7%	48.3%	19.1%	6.1%	0.7%	4.7%	0.0%	6.4%	0.0%	1.2%	0.0%
MT	0.0%	0.0%	0.0%	100.0%	0.0%	0.0%	1.0%	0.0%	91.8%	0.0%	7.2%	0.0%
NL	1.3%	29.5%	9.3%	69.1%	6.0%	3.1%	2.5%	0.9%	21.5%	20.6%	36.0%	0.3%
AT	0.7%	71.1%	35.0%	28.2%	14.3%	3.5%	1.0%	0.0%	2.0%	0.3%	7.3%	0.1%
PL	2.6%	67.0%	45.6%	30.4%	0.9%	0.2%	2.3%	1.4%	6.0%	3.1%	21.0%	7.2%
PT	0.2%	53.8%	114.3%	46.0%	7.3%	1.4%	0.1%	0.0%	36.9%	25.9%	0.3%	0.0%
RO	0.3%	82.9%	49.4%	16.9%	0.7%	0.5%	2.1%	0.0%	13.6%	0.0%	0.0%	4.3%
SI*	0.2%	99.3%*	54.0%	0.5%	0.2%	0.2%	0.1%	0.0%	0.1%	0.0%	0.0%	0.0%
SK	1.3%	80.8%	45.6%	17.9%	0.6%	0.2%	2.5%	1.7%	1.5%	0.8%	13.0%	3.4%
FI	1.2%	64.0%	20.6%	34.9%	0.9%	1.2%	2.6%	0.8%	7.3%	0.4%	22.8%	0.4%
SE	0.2%	37.5%	14.9%	62.3%	7.5%	0.1%	9.2%	0.1%	36.4%	1.9%	9.2%	1.1%
UK												
IS	5.5%	4.9%	0.5%	89.6%	0.0%	0.0%	7.7%	0.0%	16.9%	7.1%	65.0%	0.0%
LI												
NO												
CH												
Total	1.0%	65.9%	39.8%	33.1%	3.8%	0.8%	3.1%	0.7%	13.1%	5.6%	12.2%	2.4%

* SI: For 27% of the PDs A1 issued under Art. 12 BR, the sector is unknown. The distribution by sector should therefore be considered as a rough estimate. For instance, the weight of 'industry' in total is too high.
** CY: 2018 figures

Source Administrative data PD A1 Questionnaire 2020

3.6. The number of individual persons involved

As mentioned earlier, the number of PDs A1 issued according to Article 12 is not necessarily equal to the number of persons involved. A total of 22 Member States reported figures on the number of individual persons involved. The number of individual persons involved is some 60% of the number of PDs A1 issued for these persons *(Table 10)*. This means that one person falling under Article 12 is sent abroad 1.7 times.

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, Latvia, Norway, the Czech Republic and Sweden. Figures for Poland show that on average, one individual employed/self-employed person was sent abroad 1.7 times in 2019.

These kinds of figures are important to calculate the impact on national employment, as they constitute a better numerator than the number of forms granted. Moreover, it is also useful to make an estimation of the total number of individual persons covered by Article 12. On the basis of the reported figures it is estimated that in 2019 almost 1.9 million individual persons received a PD A1 according to Article 12.[24]

Table 10 Number of individual persons who received a PD A1 according to Article 12 of the Basic Regulation, 2019

	Individual number of persons who received a PD A1 *(A)*	Number of PDs A1 issued *(B)*	A/B	B/A
BE	48,628	85,870	57%	1.8
BG	11,294	14,792	76%	1.3
CZ	9,473	10,644	89%	1.1
DK	8,173	10,211	80%	1.2
DE				
EE	5,636	7,200	78%	1.3
IE	2,802	3,383	83%	1.2
EL				
ES				
FR	65,711	122,552	54%	1.9
HR	33,486	46,299	72%	1.4
IT	128,447	175,908	73%	1.4
CY	72	81	89%	1.1
LV	2,398	2,629	91%	1.1
LT				
LU	20,684	75,131	28%	3.6
HU	37,702	57,454	66%	1.5
MT				
NL				
AT				
PL	142,658	246,849	58%	1.7
PT	35,294	58,887	60%	1.7
RO				
SI	30,580	95,339	32%	3.1
SK	57,983	91,304	64%	1.6
FI	3,503	4,428	79%	1.3
SE	3,356	3,863	87%	1.2
UK	34,244	42,818	80%	1.3
IS	194	197	98%	1.0
LI				
NO	1,752	1,940	90%	1.1
CH				
Total reported	684,070	1,157,779	59%	1.7
Estimate total individual*	1,893,152			

* Total applicable to all 32 Member States. Figure obtained by applying the percentage of 59% to all missing MSs.
** CY: 2018 figures
Source Administrative data PD A1 Questionnaire 2020

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 21 sending Member States reported figures on the average duration for 2019. The average duration persons are active under Article 12 was 115 days in 2019. This is the total weighted[25] EU average calculated on the basis of the replies of the 21 reporting Member States *(Table 11)*. The unweighted average amounts to 139 days.

[24] This was estimated 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 1.7 times in 2019.
[25] Total applicable to all 32 EU/EFTA countries.

The period differs largely among the sending Member States. Luxembourg reports a duration of only 10 days. For Croatia, France and Belgium the average duration is around a month. By contrast, Estonia, Ireland, Spain, Latvia, Hungary and Iceland all reported an average period of more than 200 days. The average duration for Poland amounts to 124 days. Unfortunately there are no figures available for Germany.

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. In addition, the average duration that services are provided abroad in a receiving country may differ significantly from the average. For example, the unweighted average duration for Poland is 71 days, but it amounts to 92 days for the receiving EU-15 Member States and to 51 days for the receiving EU-13 Member States. Furthermore, the average duration for a worker can differ significantly from the one for a self-employed. For example, data for Belgium indicate that the average length of the period is 34 days for an employee and 188 days for a self-employed person.

Table 11 Average duration of the period that persons are active under Article 12, in days, from a sending perspective, 2019

	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	48	1.8	85
BG			
CZ	155	1.1	174
DK	75	1.2	94
DE			
EE	229	1.3	293
IE	228	1.2	275
EL			
ES	329		
FR	30	1.9	56
HR	31	1.4	43
IT	47	1.4	64
CY			
LV	254	1.1	279
LT			
LU	10	3.6	36
HU	244	1.5	372
MT			
NL			
AT			
PL	124	1.7	215
PT	102	1.7	170
RO			
SI	54	3.1	168
SK	107	1.6	168
FI	150	1.3	190
SE	117	1.2	135
UK	166	1.3	208
IS	248	1.0	252
LI			
NO	161	1.1	178
CH			
Total*	115	1.7	194

* The total unweighted average duration per PD A1 issued according to Article 12 BR is 139 days.
Source Administrative data PD A1 Questionnaire 2020

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 115 days and that the person is sent 1.7 times per year makes that an individual person is abroad 194 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 194 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 2019, an equivalent of 0.5% 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 in Luxembourg (4.4%), Slovenia (3.1%), Slovakia (2.2%) and Croatia (2%) more than 1% of the employed population provided services abroad in 2019.

Table 12 Share of persons falling under Article 12 of the Basic Regulation in national employment, by sending Member State, 2019

	Total employed persons (in ,000)	Forms	% of employed persons	Persons	% of employed persons	Persons in FTE*	% of employed persons in FTE
BE	4,820	85,870	1.8%	48,628	1.0%	12,881	0.3%
BG	3,229	14,792	0.5%	11,294	0.3%		
CZ	5,288	10,644	0.2%	9,473	0.2%	5,124	0.1%
DK	2,878	10,211	0.4%	8,173	0.3%	2,378	0.1%
DE	42,221	1,678,407	4.0%				
EE	671	7,200	1.1%	5,636	0.8%	5,120	0.8%
IE	2,311	3,383	0.1%	2,802	0.1%	2,395	0.1%
EL	3,905	6,583	0.2%				
ES	19,764	136,096	0.7%			139,055	0.8%
FR	27,140	122,552	0.5%	65,711	0.2%	11,418	0.0%
HR	1,675	46,299	2.8%	33,486	2.0%	4,515	0.3%
IT	23,280	175,908	0.8%	128,447	0.6%	25,676	0.1%
CY	414	81	0.0%	72	0.0%		
LV	910	2,629	0.3%	2,398	0.3%	2,078	0.2%
LT	1,372	32,005	2.3%				
LU	465	75,131	16.2%	20,684	4.4%	2,333	0.6%
HU	4,512	57,454	1.3%	37,702	0.8%	43,537	1.0%
MT	254	305	0.1%				
NL	8,953	25,074	0.3%				
AT	4,338	98,965	2.3%				
PL	16,431	246,849	1.5%	142,658	0.9%	95,060	0.6%
PT	4,851	58,887	1.2%	35,294	0.7%	18,654	0.4%
RO	8,680	44,864	0.5%				
SI	980	95,339	9.7%	30,580	3.1%	15,989	1.7%
SK	2,582	91,304	3.5%	57,983	2.2%	30,340	1.2%
FI	2,566	4,428	0.2%	3,503	0.1%	2,063	0.1%
SE	5,132	3,863	0.1%	3,356	0.1%	1,404	0.0%
UK	32,527	42,818	0.1%	34,244	0.1%	22,074	0.1%
IS	201	197	0.1%	194	0.1%	152	0.1%
LI							
NO	2,716	1,940	0.1%	1,752	0.1%	970	0.0%
CH	4,675	27,928	0.6%				
Total	239,738	3,208,539	1.3%**		0.5%**		0.3%**

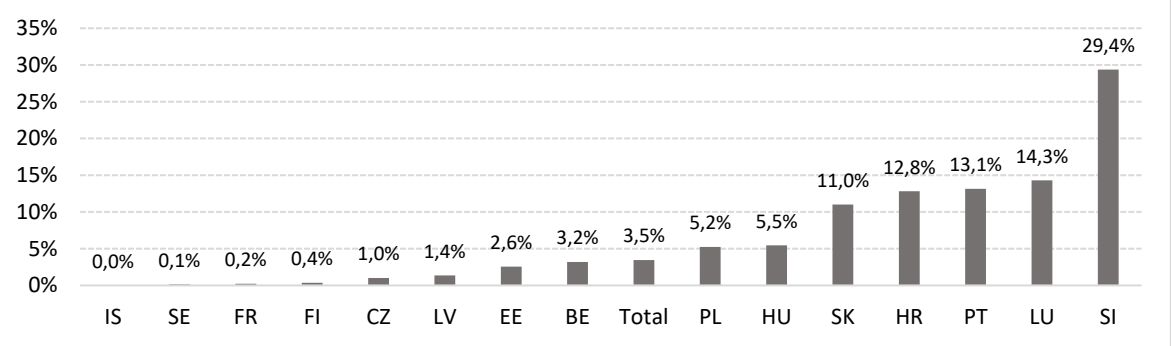
* In order to estimate the number of persons in FTEs, the average duration was converted to working days by dividing it by 5/7. Thereafter, this period was divided by 230 days and afterwards multiplied by the number of PDs A1 issued.
** Average calculated for the reporting Member States. The EU averages are therefore not perfectly comparable.
Source Administrative data PD A1 Questionnaire 2020 and Eurostat [lfsa_egan2] [nama_10_a10_e]

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)[26] could be estimated. Such data are only available for 21 Member States. In 2019, an equivalent of 0.3% 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 stay abroad only for a short period (see *section 3.7*). For instance, the share of persons covered by Article 12 in the Luxembourg workforce falls sharply when the impact is expressed in FTEs. The same observation applies to the results for Slovakia, Slovenia and Croatia.

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 based on the reported number of persons involved and not on the number of PDs A1 issued.

Mainly the the Slovenian (29%) construction sector, and to a lesser extent, the Luxembourg (14%), Portuguese (13%), Croatian (13%) 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 3.5% workers residing in one of these 15 reporting Member States were sent abroad to provide services in the construction sector.

Figure 7 Estimated share of individual persons falling under Article 12 of the Basic Regulation in total employment in construction, by sending Member State, 2019



Source Administrative data PD A1 Questionnaire 2020 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 also be estimated on the basis of the number of PDs A1 issued according to Article 12 received and the breakdown by sector of activity. However, there are some important caveats. Firstly, the estimate would be based on the number of forms received and not on the number of individual employed/self-employed persons involved. This implies an overestimation of the share of persons covered by Article 12. Secondly, only the impact of activities according to Article 12 on receiving Member States would be described. No such data exist for persons active in two or more Member States according to Article 13. Finally, the distribution by sector of activity is not available for all reporting Member States. Therefore, data on incoming posting undertakings and posted workers registered by national declaration tools are preferable to calculate the impact on the receiving Member States.

[26] "*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).

4. PERSONS COVERED BY ARTICLE 13

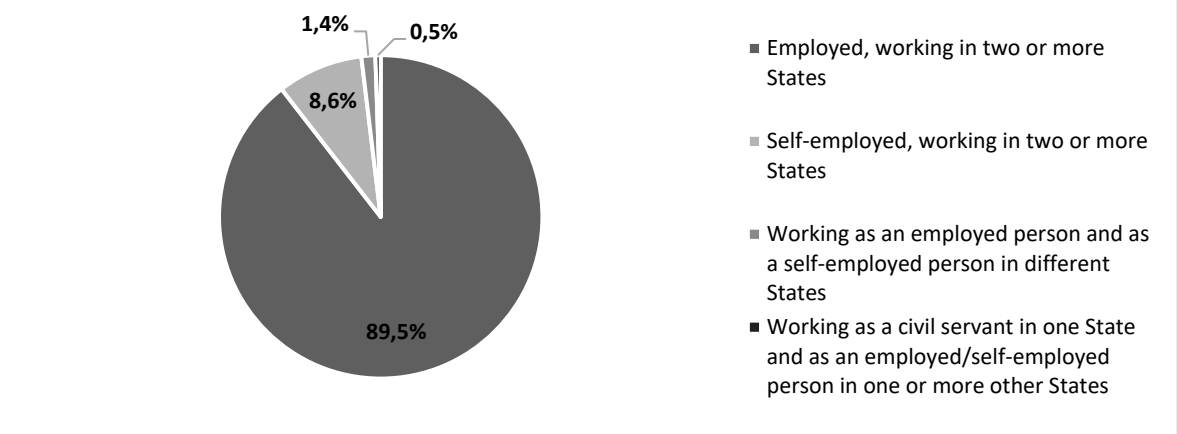
Detailed figures on persons who are active in two or more Member States (i.e. persons covered by Article 13) are reported in this chapter. Recently, the need emerged for a more detailed profile of persons active in two or more Member States, as the number of PDs A1 issued to this group of persons has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

4.1. Breakdown by type of activity

A total of 1.36 million PDs A1 were issued to persons covered by Article 13. The main issuing Member State is Poland as it issued more than 387,000 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. Some 9 out of ten of these certificates relate to persons employed in different Member States *(Figure 8)*. In addition, 8.6% of these forms were issued to self-employed persons who are active in two or more Member States. Only 1.4% 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, 2019



Source Administrative data PD A1 Questionnaire 2020

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 the Czech Republic, Greece, Poland, Slovakia, Sweden and the United Kingdom issued a relatively high percentage (more than 10% of the forms) to persons *self-employed* in different 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, 2019**

	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	55,737	88.7%	5,812	9.2%	964	1.5%	350	0.6%	62,863	100%
BG	14,415	95.8%	215	1.4%	414	2.8%	0	0.0%	15,044	100%
CZ	52,543	75.6%	13,226	19.0%	3,676	5.3%	20	0.0%	69,465	100%
DK	39,002	97.7%	617	1.5%	215	0.5%	98	0.2%	39,932	100%
DE	80,342	89.5%	3,534	3.9%	2,022	2.3%	3,849	4.3%	89,747	100%
EE	15,487	99.3%	78	0.5%	26	0.2%	<5	0.0%	15,592	100%
IE	2,779	86.6%	343	10.7%	82	2.6%	6	0.2%	3,210	100%
EL	2,043	77.2%	515	19.5%	83	3.1%	6	0.2%	2,647	100%
ES	104,462	92.6%	8,273	7.3%	102	0.1%	<5	0.0%	112,839	100%
FR	2,831	98.8%	10	0.3%	23	0.8%	<5	0.1%	2,866	100%
HR	16,492	96.2%	363	2.1%	246	1.4%	36	0.2%	17,137	100%
IT	33,578	90.4%	2,984	8.0%	504	1.4%	66	0.2%	37,132	100%
CY	3,313	85.7%	52	1.3%	503	13.0%	0	0.0%	3,868	100%
LV	18,230	97.6%	280	1.5%	161	0.9%	0	0.0%	18,671	100%
LT	62,725	99.9%	11	0.0%	28	0.0%	0	0.0%	62,764	100%
LU	14,251	91.5%	320	2.1%	1,001	6.4%	9	0.1%	15,581	100%
HU	12,033	91.2%	312	2.4%	840	6.4%	<5	0.0%	13,187	100%
MT	1,115	98.7%	10	0.9%	5	0.4%	0	0.0%	1,130	100%
NL	71,148	90.7%	6,210	7.9%	934	1.2%	122	0.2%	78,414	100%
AT	94,504	96.9%	1,544	1.6%	1,038	1.1%	430	0.4%	97,516	100%
PL	329,934	85.2%	56,173	14.5%	679	0.2%	616	0.2%	387,402	100%
PT	17,778	98.0%	190	1.0%	168	0.9%	0	0.0%	18,136	100%
RO	37,209	100.0%	5	0.0%	0	0.0%	0	0.0%	37,214	100%
SI	45,774	93.2%	2,410	4.9%	873	1.8%	42	0.1%	49,099	100%
SK	27,464	76.5%	6,919	19.3%	1,499	4.2%	14	0.0%	35,896	100%
FI	4,240	91.2%	308	6.6%	35	0.8%	68	1.5%	4,651	100%
SE	6,517	78.2%	264	3.2%	277	3.3%	1,280	15.4%	8,338	100%
UK	8,418	61.2%	3,988	29.0%	1,323	9.6%	15	0.1%	13,744	100%
IS	17	45.9%	13	35.1%	<5	5.4%	5	13.5%	37	100%
LI	1,279	77.2%	80	4.8%	239	14.4%	58	3.5%	1,656	100%
NO	1,527	71.0%	211	9.8%	382	17.8%	30	1.4%	2,150	100%
CH	41,461	95.2%	1,463	3.4%	572	1.3%	36	0.1%	43,532	100%
Total	1,218,648	89.5%	116,733	8.6%	18,916	1.4%	7,163	0.5%	1,361,460	100%

* EL & CY: 2019 figures

Source Administrative data PD A1 Questionnaire 2020

4.2. Comparison with previous years

The number of PDs A1 issued for persons covered by Article 13 increased from 168,279 PDs A1 issued in 2010 to some 1.36 million PDs A1 issued in 2019 *(Table 14)*. This is a remarkable growth within a relatively short period. However, in 2018, the growth rate slowed down (7%). In 2019 once again, there was a strong increase of approximately 260,000 certificates, resulting in a growth rate of 24% compared to 2018. Especially the EFTA countries are experiencing a strong increase (+229%). Additionally, the growth in the EU-15 (+30%) is slightly higher than in the EU-13 (14.9%).

Several Member States have granted much more PDs A1 in 2019 compared to 2018. This is particularly the case for Austria (+76,543 PDs A1). Furthermore, France (+698%), Switzerland (+292%) and Italy (+102%) show a high growth rate compared to 2018. 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 2019. In 2010, Poland issued only 44,018 PDs A1 according to Article 13. This number continued to increase every year, so that in 2019 no less than 387,400 forms were issued by this Member State. Only Ireland, Spain, Portugal, Slovakia, Hungary, Iceland and Norway show a decline in the number of certificates issued. The massive increase that Germany shows in the

number of PDs A1 issued under Article 12 is much less the case under Article 13. Although here as well an increase is noticeable (+28,962 or +47.6%).

Table 14 Total number of PDs A1 issued for persons active in two or more Member States by the sending Member States, 2010-2019

Sending MS	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	Change 2019 vs 2018	
											Numbers	%
EU-27	**163,548**	**218,531**	**261,531**	**349,873**	**414,161**	**490,890**	**597,759**	**994,404**	**1,074,063**	**1,300,341**	**226,278**	**21.1%**
EU-28	**168,107**	**224,585**	**269,774**	**359,116**	**421,488**	**501,279**	**611,237**	**1,008,242**	**1,084,618**	**1,314,085**	**229,467**	**21.2%**
EU-15	**113,097**	**130,714**	**151,305**	**204,061**	**208,435**	**223,516**	**255,194**	**409,610**	**452,331**	**587,616**	**135,285**	**29.9%**
EU-13	**55,010**	**93,871**	**118,469**	**155,055**	**213,053**	**277,763**	**356,043**	**598,632**	**632,287**	**726,469**	**94,182**	**14.9%**
EFTA	**172**	**140**	**291**	**8,017**	**8,908**	**10,510**	**12,541**	**17,135**	**14,417**	**47,375**	**32,958**	**228.6%**
Total	**168,279**	**224,725**	**270,065**	**367,133**	**430,396**	**511,789**	**623,778**	**1,025,377**	**1,099,035**	**1,361,460**	**262,425**	**23.9%**
BE	18,208	19,857	2,320	23,714	20,146	21,181	33,414	57,273	59,451	62,863	3,412	5.7%
BG	n.a.	n.a.	577	1,093	833	737	3,593	21,106	12,283	15,044	2,761	22.5%
CZ	4,099	4,770	8,520	17,435	20,859	25,442	35,672	55,700	52,723	69,465	16,742	31.8%
DK	5,027	5,336	11,043	17,744	15,999	21,924	22,288	27,688	34,496	39,932	5,436	15.8%
DE	16,799	21,631	15,229	21,651	16,445	16,962	22,778	62,877	60,785	89,747	28,962	47.6%
EE	2,297	3,159	3,511	4,048	7,654	9,672	11,411	12,456	12,713	15,592	2,879	22.6%
IE	556	1,036	4,061	3,822	4,177	3,875	3,694	4,180	3,435	3,210	-225	-6.6%
EL	0	7	228	443	1,273	1,854	2,932	2,926	2,647	2,647		
ES	13,718	17,776	26,633	36,152	33,496	36,957	44,340	77,663	121,713	112,839	-8,874	-7.3%
FR	897	5,540	9,367	5,792	4,451	7,667	3,259	916	359	2,866	2,507	698.3%
HR	n.a.	n.a.	n.a.	662	927	1,516	2,581	14,023	13,451	17,137	3,686	27.4%
IT	1,619	1,813	2,112	2,041	2,932	5,755	5,458	20,359	18,401	37,132	18,731	101.8%
CY	515	1,497	2,244	2,113	1,830	2,795	3,263	3,868	3,868	3,868		
LV	273	523	1,657	3,095	3,001	3,877	6,602	17,289	17,681	18,671	990	5.6%
LT	2,061	1,457	2,141	2,611	2,012	3,288	4,738	43,099	46,825	62,764	15,939	34.0%
LU	4,987	4,206	4,323	3,802	11,376	11,773	12,629	14,238	14,345	15,581	1,236	8.6%
HU	<5	66	1,339	1,920	1,930	3,470	3,498	19,540	9,751	13,187	3,436	35.2%
MT	<5	<5	0	0	115	77	219	827	1,202	1,130	-72	-6.0%
NL	44,822	44,788	58,569	68,554	75,236	65,359	68,377	79,823	73,095	78,414	5,319	7.3%
AT	n.a.	n.a.	3,606	4,258	6,392	8,137	11,624	17,810	20,973	97,516	76,543	365.0%
PL	44,018	81,770	94,877	118,599	156,452	207,947	248,214	324,999	351,439	387,402	35,963	10.2%
PT	24	31	981	878	257	347	892	20,070	21,452	18,136	-3,316	-15.5%
RO	n.a.	n.a.	73	109	1,171	646	1,428	37,470	29,129	37,214	8,085	27.8%
SI	429	66	127	208	210	406	13,132	26,559	39,788	49,099	9,311	23.4%
SK	1,311	561	3,403	3,162	16,059	17,890	21,692	21,696	41,434	35,896	-5,538	-13.4%
FI	1,881	1,911	1,953	2,181	2,532	3,928	3,230	3,314	4,109	4,651	542	13.2%
SE	n.a.	728	2,637	3,786	6,396	7,408	6,801	6,635	6,515	8,338	1,823	28.0%
UK	4,559	6,054	8,243	9,243	7,327	10,389	13,478	13,838	10,555	13,744	3,189	30.2%
IS	34	15	6	8	102	69	70	95	51	37	-14	-27.5%
LI	138	125	285	423	548	1,174	1,278	976	976	1,656	680	69.7%
NO	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	1,829	2,279	2,150	-129	-5.7%
CH	n.a.	n.a.	n.a.	7,586	8,258	9,267	11,193	14,235	11,111	43,532	32,421	291.8%

* EL & CY: 2018 figures.

Source Administrative data PD A1 Questionnaire 2020 and previous years

4.3. Breakdown by sector of economic activity

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

Annex 1 – Table 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 197,000 PDs A1 are provided by Poland to persons employed in the freight transport sector by road.

The percentage distribution by economic activity is shown in *Table 15*. Some four out of ten forms are issued to persons employed in the road freight transport sector. 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' 18% 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, 2019 (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%	30.7%	16.6%	68.9%	7.7%	0.2%	39.8%	28.6%	21.4%	10.4%	6.2%	0.3%
BG												
CZ												
DK												
DE												
EE	4.7%	80.9%	59.9%	14.4%	0.6%	0.2%	8.1%	7.1%	3.3%	0.7%	2.0%	0.9%
IE												
EL	0.0%	20.6%	0.0%	79.4%								
ES												
FR	0.0%	18.5%	0.2%	81.5%	30.6%	0.3%	18.1%		31.5%		1.0%	
HR	0.6%	44.1%	8.8%	55.3%	4.5%	0.2%	41.2%	30.9%	6.5%	0.3%	2.9%	1.9%
IT												
CY												
LV	0.3%	41.0%	31.5%	58.7%	5.3%	0.0%	40.9%	0.2%	10.4%	0.0%	2.0%	
LT	0.7%	18.1%	17.5%	81.2%	0.0%	0.0%	74.3%	0.0%	0.0%		0.0%	
LU	1.8%	25.1%	9.8%	73.1%	5.4%	0.1%	50.6%	37.3%	15.5%		1.3%	0.6%
HU												
MT												
NL												
AT	0.0%	12.8%	1.9%	15.4%	2.6%	1.4%	3.7%	1.2%	1.0%	0.2%	7.9%	0.1%
PL	0.5%	26.1%	20.6%	73.3%	2.1%	0.1%	51.4%	51.0%	1.9%	1.1%	17.8%	11.9%
PT												
RO												
SI	0.0%	53.7%	0.0%	46.3%	0.0%	0.0%	46.3%		0.0%		0.0%	
SK	0.1%	13.5%	10.4%	86.4%	0.5%	0.2%	57.9%	57.6%	0.6%	0.3%	40.8%	0.3%
FI	0.2%	61.9%	10.8%	37.9%	2.1%	0.1%	11.7%	11.1%	12.1%	0.1%	11.8%	0.4%
SE	0.4%	44.2%	14.3%	55.3%	12.6%	0.7%	7.1%		22.1%		12.4%	3.9%
UK												
IS												
LI	0.0%	28.3%	1.0%	71.7%	0.2%	0.8%	57.9%	51.7%	8.7%	0.6%	4.0%	
NO												
CH												
Total	0.6%	29.5%	18.4%	69.9%	2.8%	0.3%	49.1%	36.7%	4.2%	1.5%	14.0%	7.0%

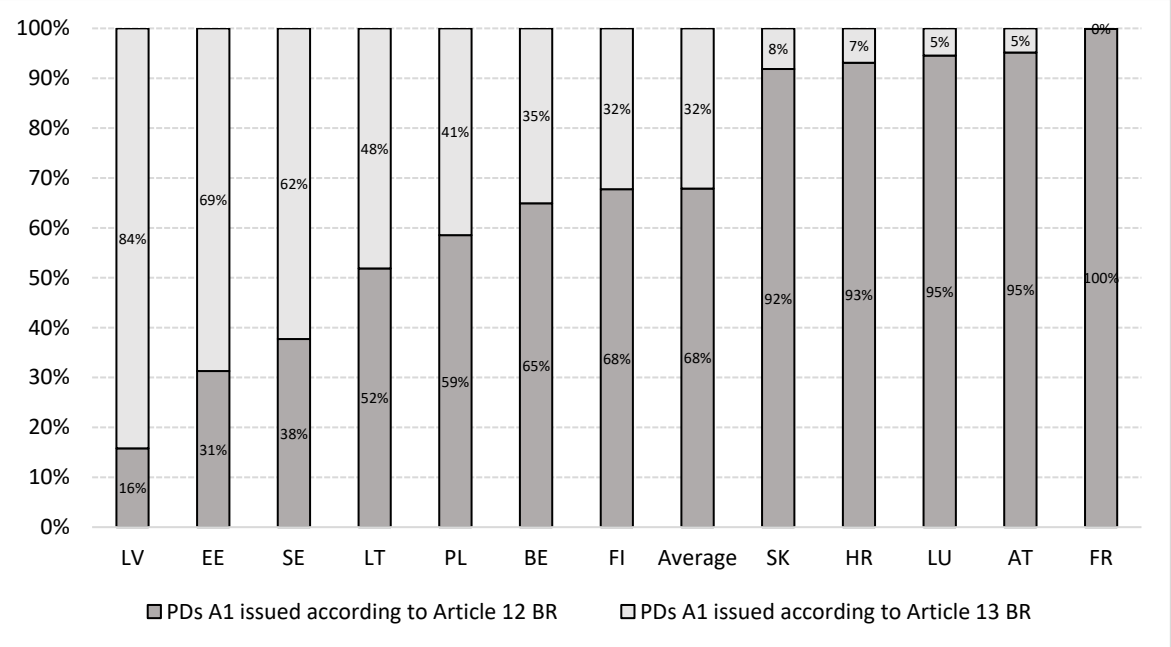
* EL: 2018 figures.

Source Administrative data PD A1 Questionnaire 2020

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 is (much) smaller.[27] Almost all reporting Member States issued a higher number of PDs A1 to persons covered by Article 12. Only Latvia, Estonia and Sweden are an exception to this. Nonetheless, the share of Article 13 in total has increased compared to previous years (from 24% in 2017 and 28% in 2018 to 32% in 2019).

[27] Such calculations are not included in this report as only a very limited number of Member States reported all the requested 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, 2019**



Source Administrative data PD A1 Questionnaire 2020

4.4. The number of individual persons involved

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

Based on the input from 22 Member States, the number of individual persons active in two or more Member States is some 86% 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 2019. The number of individual persons is (almost) equal to the number of PDs A1 issued by Latvia and the Netherlands. Poland, which is the main issuing Member State, issued a certificate to some 322,000 persons covered by Article 13. Based on the reported figures it is estimated that some 1.16 million individual persons received a PD A1 according to Article 13 in 2019.[28]

[28] This is calculated 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, 2019

Sending MS	Individual number of persons (A)	Number of PDs A1 issued (B)	A/B	B/A
BE	46,114	62,863	73%	1.4
BG	14,103	15,044	94%	1.1
CZ	62,799	69,465	90%	1.1
DK	33,771	39,932	85%	1.2
DE				
EE	12,925	15,592	83%	1.2
IE	3,033	3,210	94%	1.1
EL				
ES				
FR	2,792	2,866	97%	1.0
HR	16,075	17,137	94%	1.1
IT	34,543	37,132	93%	1.1
CY	3,353	3,868	87%	1.2
LV	18,488	18,671	99%	1.0
LT				
LU	13,409	15,581	86%	1.2
HU	10,154	13,187	77%	1.3
MT				
NL	78,292	78,414	100%	1.0
AT				
PL	321,813	387,402	83%	1.2
PT				
RO				
SI	36,396	49,099	74%	1.3
SK	32,826	35,896	91%	1.1
FI	4,305	4,651	93%	1.1
SE	6,314	8,338	76%	1.3
UK	12,129	13,744	88%	1.1
IS	32	37	86%	1.2
LI				
NO	1,892	2,150	88%	1.1
CH				
Total reported	765,558	894,279	86%	1.2
Estimate total individual	1,165,494**			

* The figures on the 'individual number of persons' do not take into account the category 'working as a civil servant in one State and as an employed/self-employed person in one or more other States'.
** Total applicable to all 32 EFTA/EU countries. Figure obtained by applying the percentage of 86% to all missing Member States.
*** IE & CY: 2018 figures.
Source Administrative data PD A1 Questionnaire 2020

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 20 Member States were able to provide figures on the average duration persons are active in two or more Member states.

The average duration of persons covered by Article 13 was 312 days per PD A1 *(Table 17)*. Nonetheless, the average duration per PD A1 varies markedly among the reporting Member States from some 178 days for the Czech Republic to some 561 days in France. 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.

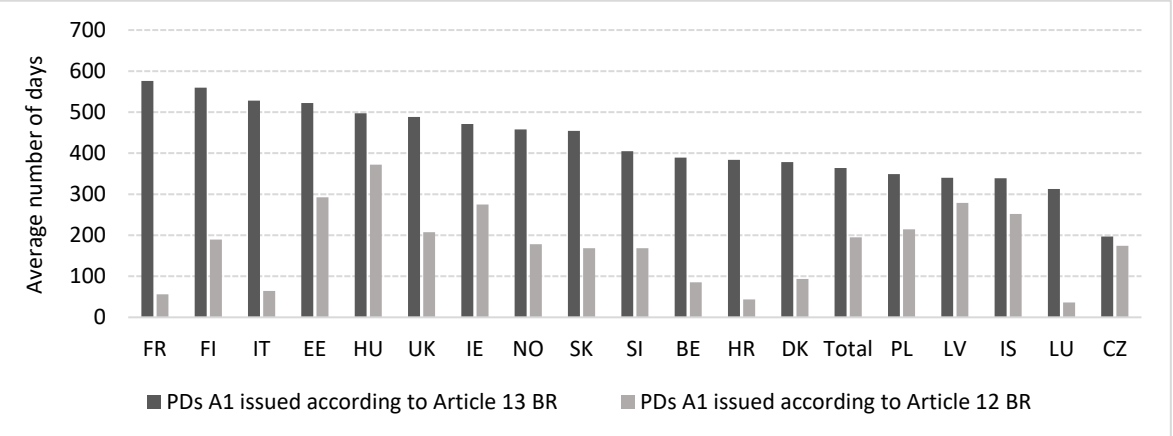
Table 17 Average duration services are provided in two or more Member States, in days, from a sending perspective, 2019

	Average duration per form (A)	Number of forms issued per individual (B)	Average duration per individual worker (A*B)
BE	285	1.4	389
BG			
CZ	178	1.1	197
DK	320	1.2	378
DE			
EE	433	1.2	522
IE	445	1.1	471
EL			
ES			
FR	561	1.0	576
HR	360	1.1	384
IT	491	1.1	528
CY			
LV	337	1.0	340
LT			
LU	269	1.2	313
HU	383	1.3	497
MT			
NL			
AT			
PL	290	1.2	349
PT	365		
RO			
SI	300	1.3	405
SK	415	1.1	454
FI	518	1.1	560
SE	414	1.3	
UK	431	1.1	488
IS	293	1.2	339
LI			
NO	403	1.1	458
CH			
Total	312	1.2	364

* The figures on the average duration do not take into account the category 'working as a civil servant in one State and as an employed/self-employed person in one or more other States'.
Source Administrative data PD A1 Questionnaire 2020

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 10)*. 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 is observed for the Czech Republic, while for France, Italy and Finland the largest difference in duration is observed.

Figure 10 Average duration in days, persons covered by Article 12 versus persons covered by Article 13, 2019



* Figures from last column of *Tables 11 and 17.*
** The figures on the average duration for Art. 13 BR do not take into account the category 'working as a civil servant in one State and as an employed/self-employed person in one or more other States'.
Source Administrative data PD A1 Questionnaire 2020

4.6. The impact on national labour markets

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

In 2019, an equivalent of 0.5% of EU employment could be related to the employment of persons active in two or more Member States *(Table 18)*. Only in Slovenia (3.7%), Luxembourg (2.9%), and Poland (2.0%) more than 2% 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.

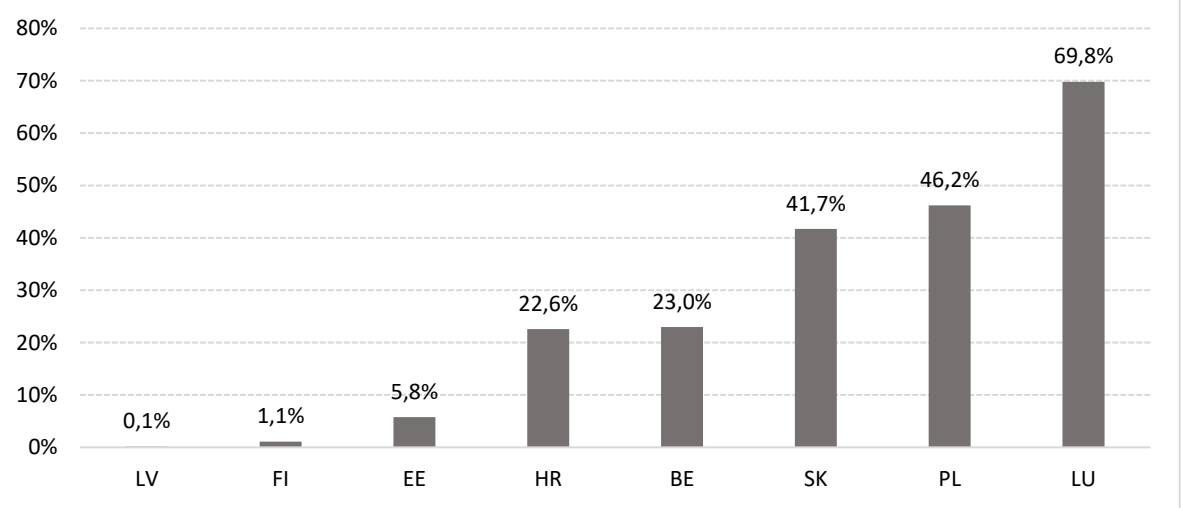
Table 18 Share of persons employed in two or more Member States in national employment, from a sending perspective, 2019

Sending MS	Total employed persons (in ,000)	Forms	% of employed persons	Persons	% of employed persons	Persons in FTE*	% of employed persons in FTE*
BE	4,820	62,863	1.3%	46,114	1.0%	46,114	1.1%
BG	3,229	15,044	0.5%	14,103	0.4%		
CZ	5,288	69,465	1.3%	62,799	1.2%	38,400	0.8%
DK	2,878	39,932	1.4%	33,771	1.2%	33,771	1.4%
DE	42,221	89,747	0.2%				
EE	671	15,592	2.3%	12,925	1.9%	12,925	2.1%
IE	2,311	3,210	0.1%	3,033	0.1%	3,033	0.1%
EL	3,905	2,647	0.1%				
ES	19,764	112,839	0.6%				
FR	27,140	2,866	0.0%	2,792	0.0%	2,792	0.0%
HR	1,675	17,137	1.0%	16,075	1.0%	16,075	1.0%
IT	23,280	37,132	0.2%	34,543	0.1%	34,543	0.2%
CY	414	3,868	0.9%	3,353	0.8%	3,295	
LV	910	18,671	2.1%	18,488	2.0%	18,488	2.1%
LT	1,372	62,764	4.6%				
LU	465	15,581	3.4%	13,409	2.9%	13,016	3.1%
HU	4,512	13,187	0.3%				
MT	254	1,130	0.4%				
NL	8,953	78,414	0.9%				
AT	4,338	97,516	2.2%				
PL	16,431	387,402	2.4%	321,813	2.0%	348,902	2.2%
PT	4,851	18,136	0.4%				
RO	8,680	37,214	0.4%				
SI	980	49,099	5.0%	36,396	3.7%	45,744	4.9%
SK	2,582	35,896	1.4%	32,826	1.3%	32,826	1.3%
FI	2,566	4,651	0.2%	4,305	0.2%	4,305	0.2%
SE	5,132	8,338	0.2%	6,314	0.1%		
UK	32,527	13,744	0.0%	12,129	0.0%	12,129	0.0%
IS	201	37	0.0%	32	0.0%	32	0.0%
LI							
NO	2,716	2,150	0.1%	1,892	0.1%	2,691	0.1%
CH	4,675	43,532	0.9%	37,248	0.8%	37,082	1.0%
Total	239,561	1,360,029	0.6%		0.5%		0.6%

* In order to estimate the number of persons in FTEs, the average duration was converted to working days by dividing it by 5/7. Thereafter, this period was divided by 230 days and afterwards multiplied by the number of PDs A1 issued.
** Average calculated for the reporting Member States. The EU averages are therefore not perfectly comparable.
*** EL & CY: 2018 figures.
Source Administrative data PD A1 Questionnaire 2020 and Eurostat [lfsa_egan2] [nama_10_a10_e]

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, Poland and Slovakia are 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, 2019



Source Administrative data PD A1 Questionnaire 2020 (Table 18) and Eurostat [sbs_na_1a_se_r2]

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, 2019 (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		0.9%	0.2%	0.1%	40.4%	0.0%	0.1%	0.1%	2.8%	8.6%	0.7%	2.8%	0.0%	0.0%	0.7%	12.4%	1.0%	0.0%	3.5%	0.7%	9.0%	6.2%	2.1%	3.6%	2.1%	0.1%	0.1%	1.5%	0.0%	0.0%		0.3%	100%
	BG	0.8%		0.3%	0.2%	65.6%	0.0%	0.0%	1.0%	2.2%	3.0%	0.2%	5.1%	0.0%	0.3%	0.0%	0.1%	1.1%	0.0%	0.1%	3.7%	6.9%	0.7%	4.0%	0.5%	2.2%	0.1%	0.1%	0.4%	0.0%	0.0%		1.5%	100%
	CZ	0.4%	0.1%		0.2%	78.0%	0.0%	0.0%	0.0%	1.2%	1.8%	0.4%	2.1%	0.0%	0.0%	0.1%	0.1%	0.4%	0.0%	0.1%	1.6%	3.8%	0.1%	0.4%	0.6%	8.3%	0.0%	0.0%	0.1%	0.0%	0.0%		0.1%	100%
	DK	1.3%	0.3%	1.0%		66.0%	0.1%	0.7%	0.2%	3.3%	2.4%	0.2%	4.3%	0.0%	0.1%	1.4%	0.4%	0.9%	0.0%	0.6%	7.1%	5.5%	0.4%	0.3%	0.4%	1.0%	0.5%	0.3%	0.9%	0.0%	0.0%		0.5%	100%
	DE	1.5%	1.4%	0.7%	0.3%		0.1%	0.1%	0.5%	4.2%	4.9%	6.4%	4.7%	0.0%	0.2%	2.0%	2.3%	6.4%	0.0%	1.0%	9.9%	26.0%	0.6%	3.4%	11.0%	9.4%	0.1%	0.1%	0.6%	0.0%	0.0%		1.9%	100%
	EE	1.2%	0.0%	0.5%	0.5%	55.8%		0.0%	0.1%	2.7%	2.7%	0.3%	1.8%	0.0%	0.7%	11.4%	0.8%	0.0%	0.0%	0.2%	7.6%	8.7%	0.0%	0.1%	0.7%	1.8%	1.5%	0.1%	0.8%	0.0%	0.0%		0.1%	100%
	IE	1.4%	0.5%	0.3%	0.4%	63.0%	0.1%		0.1%	6.9%	6.8%	0.1%	5.3%	0.0%	0.0%	0.1%	0.9%	0.8%	0.1%	0.4%	1.5%	3.5%	1.0%	0.6%	0.3%	0.6%	0.1%	0.0%	4.7%	0.0%	0.0%		0.6%	100%
	EL	1.1%	2.9%	1.2%	1.0%	37.9%	0.0%	0.1%		6.3%	7.3%	0.1%	11.8%	0.3%	0.0%	0.1%	0.6%	0.7%	0.0%	0.8%	1.3%	1.2%	0.1%	0.6%	0.1%	0.5%	0.6%	1.5%	12.3%	0.0%	0.0%		9.5%	100%
	ES	1.3%	0.2%	0.3%	0.4%	64.3%	0.1%	0.0%	0.2%		7.3%	0.1%	8.0%	0.0%	0.0%	0.1%	0.4%	0.2%	0.0%	0.6%	1.4%	1.8%	7.8%	0.3%	0.3%	0.3%	0.4%	0.2%	2.0%	0.0%	0.0%		1.9%	100%
	FR	6.9%	0.3%	0.2%	0.2%	47.6%	0.1%	0.1%	0.1%	8.1%		0.2%	10.2%	0.0%	0.0%	0.6%	6.4%	0.5%	0.0%	0.7%	0.9%	5.4%	4.5%	1.8%	0.5%	0.8%	0.1%	0.1%	3.0%	0.0%	0.0%		0.9%	100%
	HR	0.4%	0.4%	0.4%	0.1%	57.7%	0.1%	0.0%	0.0%	1.9%	1.9%		8.0%	0.0%	0.0%	0.0%	0.5%	1.8%	0.0%	0.1%	6.3%	1.1%	0.0%	0.6%	15.9%	0.8%	0.1%	0.2%	0.9%	0.0%	0.0%		1.0%	100%
	IT	1.2%	0.1%	0.2%	0.1%	68.9%	0.1%	0.0%	0.3%	6.5%	5.9%	1.5%		0.0%	0.0%	0.1%	0.5%	0.6%	0.1%	0.6%	3.2%	1.8%	0.3%	2.7%	1.4%	0.7%	0.1%	0.2%	1.7%	0.0%	0.0%		1.1%	100%
	CY	1.4%	2.9%	0.3%	0.6%	38.9%	0.0%	0.1%	10.0%	4.2%	3.2%	0.8%	4.0%		0.0%	0.0%	1.4%	0.0%	0.0%	0.5%	1.3%	1.5%	0.0%	1.6%	0.3%	0.3%	0.4%	1.3%	12.5%	0.0%	0.0%		12.5%	100%
	LV	0.7%	0.3%	0.4%	2.3%	60.6%	0.8%	0.0%	0.0%	2.3%	2.9%	0.0%	1.9%	0.0%		8.8%	0.5%	3.1%	0.0%	0.1%	6.8%	6.1%	0.1%	0.1%	0.2%	0.7%	0.1%	0.0%	0.8%	0.0%	0.0%		0.2%	100%
	LT	0.7%	0.5%	0.3%	1.1%	77.2%	0.7%	0.0%	0.0%	1.8%	2.1%	0.0%	1.8%	0.0%	0.9%		0.3%	0.3%	0.0%	0.1%	0.4%	9.7%	0.0%	0.4%	0.0%	0.8%	0.2%	0.0%	0.2%	0.1%	0.0%		0.1%	100%
	LU	20.3%	0.0%	0.1%	0.0%	52.5%	0.0%	0.0%	0.1%	1.4%	14.6%	0.2%	2.8%	0.0%	0.0%	0.0%		0.7%	0.0%	0.4%	0.5%	2.0%	1.3%	0.4%	1.4%	0.4%	0.0%	0.0%	0.3%	0.0%	0.0%		0.4%	100%
	HU	0.6%	0.3%	0.4%	0.2%	75.9%	0.0%	0.0%	0.0%	1.8%	2.1%	0.3%	2.8%	0.0%	0.0%	0.0%	0.5%		0.0%	0.1%	2.8%	2.9%	0.1%	1.1%	1.9%	5.3%	0.0%	0.0%	0.7%	0.0%	0.0%		0.3%	100%
	MT	0.7%	0.5%	0.4%	0.4%	51.4%	0.0%	0.1%	0.4%	8.0%	5.2%	0.6%	19.6%	0.0%	0.8%	0.3%	0.8%	0.8%		0.0%	1.2%	3.7%	0.0%	0.3%	0.3%	0.7%	0.1%	0.7%	0.6%	0.0%	0.0%		2.4%	100%
	NL	10.4%	0.3%	0.2%	0.2%	60.2%	0.1%	0.2%	0.5%	2.6%	2.3%	0.5%	1.8%	0.0%	0.0%	1.7%	0.5%	2.0%	0.0%		1.0%	7.8%	1.4%	1.4%	1.2%	2.0%	0.0%	0.0%	1.6%	0.0%	0.0%		0.3%	100%
	AT	0.2%	0.1%	0.2%	0.1%	81.8%	0.0%	0.0%	0.0%	0.4%	0.7%	0.3%	2.4%	0.0%	0.0%	0.0%	0.1%	2.4%	0.0%	0.4%		1.9%	0.2%	0.4%	4.4%	2.9%	0.0%	0.0%	0.4%	0.0%	0.0%		0.5%	100%
	PL	0.7%	0.1%	0.3%	0.4%	82.9%	0.0%	0.0%	0.1%	2.9%	3.1%	0.1%	3.5%	0.0%	0.1%	0.0%	0.5%	0.6%	0.0%	0.3%	1.1%		0.1%	0.3%	0.5%	1.3%	0.0%	0.0%	0.4%	0.0%	0.0%		0.5%	100%
	PT	0.9%	0.1%	0.1%	0.1%	42.0%	0.0%	0.0%	0.2%	42.4%	6.0%	0.0%	2.9%	0.0%	0.0%	0.0%	0.6%	0.0%	0.0%	0.2%	1.1%	0.8%	%	0.2%	0.1%	0.2%	0.1%	0.0%	0.6%	0.0%	0.0%		1.2%	100%
	RO	0.8%	1.0%	0.5%	0.1%	71.8%	0.0%	0.0%	0.3%	4.8%	5.0%	0.5%	5.8%	0.0%	0.0%	0.0%	0.3%	1.3%	0.0%	0.1%	2.8%	1.9%	0.2%		0.8%	1.2%	0.0%	0.0%	0.3%	0.0%	0.0%		0.4%	100%
	SI	0.6%	0.3%	0.3%	0.1%	56.9%	0.0%	0.1%	0.1%	1.5%	2.4%	13.1%	8.2%	0.0%	0.0%	0.0%	0.1%	2.1%	0.0%	0.2%	9.0%	1.0%	0.0%	0.8%		2.3%	0.0%	0.0%	0.2%	0.0%	0.0%		0.5%	100%
	SK	0.3%	0.3%	3.0%	0.0%	69.6%	0.0%	0.0%	0.0%	2.9%	3.3%	0.2%	3.1%	0.0%	0.0%	0.0%	0.2%	3.3%	0.0%	0.1%	3.3%	6.0%	1.2%	1.7%	0.7%		0.1%	0.0%	0.4%	0.0%	0.0%		0.3%	100%
	FI	0.6%	0.4%	0.4%	0.4%	53.5%	11.1%	0.0%	0.1%	2.9%	3.3%	2.2%	2.1%	0.0%	0.5%	3.9%	0.4%	0.1%	0.0%	0.3%	3.2%	7.9%	0.5%	0.7%	0.4%	1.5%		0.8%	2.0%	0.0%	0.0%		0.5%	100%
	SE	0.6%	0.1%	0.4%	1.1%	56.8%	1.0%	0.6%	0.1%	2.1%	2.4%	0.9%	1.5%	0.0%	0.6%	5.2%	0.2%	0.5%	0.0%	0.2%	1.6%	16.0%	0.5%	0.9%	0.8%	3.1%	1.4%		1.2%	0.0%	0.0%		0.3%	100%
	UK	1.4%	0.2%	0.2%	0.4%	66.3%	0.0%	0.4%	0.1%	8.4%	7.3%	0.2%	4.6%	0.0%	0.0%	0.1%	0.9%	0.5%	0.0%	0.7%	1.2%	3.7%	0.6%	0.4%	0.4%	0.7%	0.1%	0.2%		0.0%	0.0%		0.6%	100%
	IS	1.4%	0.3%	0.1%	2.0%	44.9%	3.3%	0.0%	0.5%	3.8%	6.6%	0.1%	3.3%	0.0%	1.5%	4.3%	0.7%	0.0%	0.0%	0.7%	12.2%	9.3%	0.0%	1.6%	0.3%	0.6%	0.0%	0.0%	1.4%		0.0%		0.9%	100%
	LI	0.3%	0.0%	0.1%	0.3%	79.0%	0.0%	0.0%	0.0%	0.2%	0.1%	0.1%	0.8%	0.0%	0.0%	0.0%	0.2%	0.2%	0.0%	0.0%	8.6%	0.5%	0.0%	0.0%	0.1%	0.1%	0.0%	0.0%	0.0%	0.0%			9.2%	100%
	NO	1.1%	0.4%	0.2%	7.7%	39.9%	1.6%	0.2%	0.0%	3.2%	2.4%	2.6%	4.6%	0.0%	0.2%	15.1%	0.2%	1.4%	0.0%	0.4%	1.2%	5.8%	0.7%	0.6%	0.4%	0.2%	0.5%	2.4%	6.9%	0.1%	0.0%		0.2%	100%
	CH	0.7%	0.1%	0.1%	0.0%	73.1%	0.0%	0.1%	0.0%	1.2%	3.8%	0.1%	15.4%	0.0%	0.0%	0.0%	0.3%	0.2%	0.0%	0.2%	2.4%	0.7%	0.1%	0.2%	0.4%	0.4%	0.0%	0.0%	0.4%	0.0%	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%	99.6%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.3%	0.1%	0.0%	0.0%		0.0%	100%
	Total	2.7%	0.5%	0.3%	0.3%	52.4%	0.2%	0.1%	0.2%	4.2%	3.8%	1.4%	5.4%	0.0%	0.1%	1.0%	2.3%	1.8%	0.0%	0.7%	3.1%	7.7%	1.8%	1.4%	3.0%	2.9%	0.1%	0.1%	1.3%	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, 2019 (column %)

Receiving MS	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
BE		12.5%	3.7%	1.2%	5.2%	0.4%	7.7%	3.6%	4.4%	15.4%	3.2%	3.6%	2.5%	2.4%	4.9%	35.9%	3.9%	1.6%	34.2%	1.5%	8.0%	23.0%	10.2%	8.3%	5.1%	3.6%	3.7%	7.7%	1.5%	2.6%		2.0%	6.8%
BG	0.1%	%	0.4%	0.3%	0.5%	0.0%	0.1%	2.2%	0.2%	0.3%	0.1%	0.4%	0.0%	1.4%	0.0%	0.0%	0.3%	0.0%	0.0%	0.5%	0.4%	0.2%	1.2%	0.1%	0.3%	0.2%	0.3%	0.1%	0.0%	0.0%		0.7%	0.4%
CZ	0.5%	0.6%		1.6%	4.7%	0.1%	0.3%	0.3%	0.9%	1.5%	0.8%	1.2%	1.2%	0.0%	0.3%	0.2%	0.8%	0.3%	0.2%	1.7%	1.6%	0.2%	0.9%	0.7%	9.2%	0.9%	0.3%	0.2%	0.0%	0.0%		0.5%	3.2%
DK	0.7%	1.1%	4.4%		1.8%	0.7%	8.7%	1.1%	1.1%	0.9%	0.2%	1.2%	0.0%	0.9%	2.0%	0.2%	0.7%	1.3%	1.2%	3.3%	1.0%	0.3%	0.3%	0.2%	0.5%	5.0%	3.9%	1.0%	1.0%	0.0%		0.9%	1.4%
DE	9.1%	48.9%	34.9%	15.3%		9.9%	13.8%	38.1%	15.7%	20.1%	70.4%	13.9%	8.6%	38.9%	31.2%	15.6%	56.3%	3.9%	23.2%	50.5%	53.3%	5.4%	38.2%	58.5%	52.0%	12.2%	7.4%	7.4%	9.6%	55.9%		34.0%	15.8%
EE	0.1%	0.0%	0.2%	0.2%	0.2%		0.0%	0.0%	0.1%	0.1%	0.0%	0.1%	0.0%	1.3%	1.8%	0.1%	0.0%	0.0%	0.0%	0.4%	0.2%	0.0%	0.0%	0.0%	0.1%	1.6%	0.1%	0.1%	0.0%	0.0%		0.0%	0.2%
IE	0.3%	0.6%	0.5%	0.7%	0.6%	0.2%		0.2%	0.9%	1.0%	0.0%	0.5%	0.0%	0.2%	0.0%	0.2%	0.3%	3.0%	0.3%	0.3%	0.2%	0.3%	0.2%	0.1%	0.1%	0.3%	0.1%	1.9%	0.0%	0.0%		0.4%	0.5%
EL	0.2%	3.4%	2.0%	1.6%	0.4%	0.1%	0.5%		0.8%	1.0%	0.1%	1.2%	72.8%	0.1%	0.1%	0.1%	0.2%	1.6%	0.6%	0.2%	0.1%	0.0%	0.2%	0.0%	0.1%	2.2%	6.8%	5.0%	0.5%	0.0%		6.0%	0.5%
ES	2.8%	2.7%	5.0%	7.7%	6.8%	1.6%	2.0%	5.5%		10.5%	0.4%	8.1%	0.0%	0.7%	0.3%	0.9%	0.6%	16.1%	4.5%	2.6%	1.3%	23.6%	1.2%	0.6%	0.6%	14.8%	9.3%	8.5%	21.3%	1.3%		11.8%	5.5%
FR	36.0%	8.1%	7.0%	7.1%	12.7%	4.2%	12.6%	8.7%	26.9%		2.1%	26.6%	0.0%	4.8%	8.4%	38.3%	4.1%	9.2%	14.0%	4.0%	9.9%	34.5%	18.1%	2.2%	3.7%	10.3%	12.0%	31.3%	23.9%	1.3%		13.8%	14.0%
HR	0.1%	0.5%	0.7%	0.2%	0.7%	0.2%	0.0%	0.1%	0.3%	0.3%		1.0%	0.0%	0.3%	0.0%	0.1%	0.7%	0.0%	0.1%	1.3%	0.1%	0.0%	0.3%	3.5%	0.2%	0.4%	1.2%	0.4%	0.0%	0.0%		0.7%	0.6%
IT	2.5%	1.7%	3.6%	2.3%	7.1%	1.3%	1.2%	6.6%	8.3%	8.4%	5.8%		1.2%	1.9%	0.6%	1.2%	1.9%	40.3%	4.3%	5.6%	1.2%	0.9%	10.2%	2.5%	1.4%	4.3%	8.0%	7.0%	10.2%	5.2%		7.0%	5.4%
CY	0.0%	0.5%	0.1%	0.1%	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%	0.1%	0.0%	0.0%	0.0%	0.1%	0.0%	0.0%	0.2%	0.9%	0.8%	0.0%	0.0%		1.2%	0.1%
LV	0.0%	0.1%	0.2%	1.2%	0.2%	0.6%	0.0%	0.0%	0.1%	0.1%	0.0%	0.1%	0.0%		1.4%	0.0%	0.3%	0.3%	0.0%	0.4%	0.1%	0.0%	0.0%	0.0%	0.0%	0.1%	0.1%	0.1%	0.0%	0.0%		0.0%	0.2%
LT	0.1%	0.4%	0.3%	1.1%	0.5%	1.0%	0.0%	0.0%	0.1%	0.2%	0.0%	0.1%	0.0%	3.5%		0.0%	0.1%	0.0%	0.1%	0.0%	0.4%	0.0%	0.1%	0.0%	0.1%	0.5%	0.1%	0.0%	3.6%	0.0%		0.0%	0.3%
LU	12.5%	0.0%	0.5%	0.2%	1.7%	0.0%	0.2%	0.5%	0.5%	6.3%	0.2%	0.8%	0.0%	0.5%	0.0%		0.7%	0.3%	1.0%	0.3%	0.4%	1.1%	0.5%	0.8%	0.2%	0.3%	0.5%	0.4%	0.0%	0.0%		0.8%	1.6%
HU	0.4%	1.1%	1.9%	0.9%	2.6%	0.0%	0.1%	0.3%	0.8%	1.0%	0.3%	0.9%	9.9%	0.4%	0.0%	0.3%		0.7%	0.4%	1.6%	0.7%	0.1%	1.4%	1.1%	3.3%	0.1%	0.2%	0.9%	0.0%	0.0%		0.6%	1.8%
MT	0.0%	0.2%	0.2%	0.2%	0.2%	0.0%	0.1%	0.3%	0.3%	0.2%	0.1%	0.6%	0.0%	1.5%	0.0%	0.1%	0.1%		0.0%	0.1%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.1%	0.9%	0.1%	0.0%	0.0%		0.4%	0.2%
NL	26.4%	4.0%	4.3%	3.9%	7.8%	2.6%	14.6%	16.2%	4.1%	4.1%	2.3%	2.3%	0.0%	1.9%	11.4%	1.4%	7.5%	2.6%		2.2%	6.9%	5.1%	6.8%	2.7%	4.8%	2.0%	1.9%	8.2%	1.5%	0.0%		2.7%	6.8%
AT	0.9%	2.9%	6.9%	2.7%	15.6%	0.3%	0.8%	0.9%	1.0%	1.7%	1.8%	4.4%	0.0%	0.9%	0.0%	0.5%	13.5%	1.6%	5.2%		2.4%	1.2%	2.8%	14.9%	10.2%	2.0%	2.5%	2.9%	0.0%	9.2%		5.2%	10.0%
PL	0.8%	0.6%	2.2%	3.6%	4.6%	0.4%	1.2%	1.6%	2.0%	2.4%	0.2%	1.9%	0.0%	5.2%	0.1%	0.6%	0.9%	0.3%	1.2%	1.1%		0.1%	0.6%	0.5%	1.3%	0.9%	0.5%	0.9%	2.0%	0.0%		1.7%	2.9%
PT	0.5%	0.5%	0.5%	0.5%	1.3%	0.2%	0.2%	1.7%	15.7%	2.5%	0.1%	0.8%	0.0%	0.0%	0.1%	0.4%	0.0%	1.0%	0.5%	0.6%	0.2%		0.2%	0.1%	0.1%	1.4%	0.6%	0.7%	0.0%	0.0%		2.1%	1.6%
RO	0.4%	2.6%	1.9%	0.2%	1.7%	0.0%	0.1%	2.0%	1.4%	1.6%	0.4%	1.3%	0.0%	0.5%	0.0%	0.2%	0.9%	1.0%	0.2%	1.1%	0.3%	0.1%		0.3%	0.5%	0.1%	0.0%	0.3%	0.0%	0.0%		0.5%	1.2%
SI	0.1%	0.4%	0.5%	0.1%	0.6%	0.0%	0.6%	0.1%	0.2%	0.3%	4.9%	0.8%	0.0%	0.2%	0.0%	0.0%	0.6%	0.3%	0.1%	1.6%	0.1%	0.0%	0.3%		0.4%	0.0%	0.1%	0.1%	0.0%	0.0%		0.3%	0.5%
SK	0.1%	0.7%	9.4%	0.2%	1.4%	0.1%	0.1%	0.2%	0.7%	0.9%	0.1%	0.6%	0.0%	0.5%	0.0%	0.1%	1.9%	0.3%	0.1%	1.1%	0.8%	0.7%	1.3%	0.2%		0.5%	0.2%	0.3%	0.5%	0.0%		0.4%	1.0%
FI	0.2%	0.9%	1.5%	1.5%	1.1%	54.6%	0.4%	0.3%	0.7%	0.9%	1.7%	0.4%	0.0%	6.9%	4.4%	0.2%	0.1%	0.0%	0.5%	1.2%	1.1%	0.3%	0.6%	0.1%	0.6%		7.5%	1.7%	0.5%	0.0%		0.6%	1.1%
SE	0.6%	0.6%	2.9%	9.5%	2.9%	12.1%	13.7%	1.4%	1.3%	1.7%	1.6%	0.7%	0.0%	20.6%	13.8%	0.2%	0.7%	0.3%	0.7%	1.4%	5.6%	0.8%	1.6%	0.8%	2.9%	26.4%		2.5%	8.1%	0.0%		0.9%	2.7%
UK	2.2%	2.0%	2.0%	5.5%	5.2%	0.1%	13.4%	2.4%	8.2%	7.9%	0.6%	3.5%	0.0%	0.5%	0.5%	1.6%	1.2%	7.9%	4.3%	1.6%	2.0%	1.3%	1.1%	0.5%	1.0%	4.0%	5.2%	0.8%	2.5%	6.6%		2.7%	4.1%
IS	0.0%	0.0%	0.0%	0.4%	0.1%	1.0%	0.0%	0.2%	0.1%	0.1%	0.0%	0.0%	0.0%	1.3%	0.3%	0.0%	0.0%	0.0%	0.1%	0.3%	0.1%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.1%		0.0%		0.1%	0.1%
LI	0.0%	0.0%	0.1%	0.1%	0.2%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.4%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%			1.4%	0.1%
NO	0.5%	1.1%	0.6%	28.8%	0.9%	8.5%	2.2%	0.0%	0.9%	0.8%	2.1%	1.0%	0.0%	2.2%	18.1%	0.1%	1.0%	0.3%	0.6%	0.5%	0.9%	0.5%	0.5%	0.1%	0.1%	4.4%	23.5%	6.2%	11.7%	0.0%		0.2%	1.2%
CH	1.9%	1.3%	1.7%	1.2%	10.7%	0.1%	5.3%	1.1%	2.1%	7.7%	0.4%	22.0%	3.7%	0.5%	0.2%	1.1%	1.0%	5.6%	2.2%	5.9%	0.7%	0.5%	0.9%	1.1%	1.0%	1.3%	1.6%	2.4%	1.5%	17.9%		0.0%	7.7%
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%	7.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.5%	0.0%	0.0%	0.0%		0.0%	0.2%
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%		100%	100%

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, 2019

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	363	27,419	17,500	54,691	4,307	1,166	5,075	650	28,588	19,223	15,555	201
BG												
CZ	117	7,036	4,545	4,007	599	120	492	341	528	0	2,268	0
DK												
DE												
EE	272	5,910	4,258	1,015	114	12	125	28	417	40	347	107
IE												
EL												
ES												
FR	5	51,423	7,427	56,640	7,451	1,024	7,533	298	19,611	3,000	21,021	385
HR	61	40,246	20,333	5,992	930	289	969	38	2,932	1,427	872	104
IT												
CY	0	49	<5	32	<5	<5	6	0	15	0	<5	0
LV	23	1,407	1,077	1,123	112	0	255	<5	747	154	9	0
LT	40	17,136	11,817	858	36	0	560	143	262	0	0	0
LU	46	32,786	24,425	41,171	3,324	90	2,418	93	32,824	11,564	2,515	113
HU	91	46,657	27,924	11,050	3,536	430	2,724	0	3,679	0	681	0
MT	0	0	0	305	0	0	<5	0	280	0	22	0
NL	252	5,570	1,758	13,042	1,131	592	479	175	4,048	3,879	6,792	50
AT	493	51,245	25,238	20,337	10,314	2,540	688	3	1,471	193	5,230	107
PL	6,517	165,142	112,553	75,180	2,274	486	5,582	3,368	14,912	7,607	51,674	17,831
PT	52	14,756	31,336	12,617	1,998	380	37	0	10,119	7,103	83	<5
RO	128	35,935	21,412	7,309	304	200	893	0	5,912	0	0	1,862
SI	117	69,516	37,785	350	130	109	44	0	37	0	30	<5
SK	1,157	74,033	41,816	16,421	580	190	2,307	1,602	1,399	700	11,945	3,125
FI	42	2,328	748	1,268	34	44	96	29	265	16	829	14
SE	6	1,391	551	2,308	277	<5	340	<5	1,347	70	341	42
UK												
IS	10	9	<5	164	0	0	14	0	31	13	119	0
LI												
NO												
CH												
Total	9,792	649,994	392,505	325,880	37,455	7,680	30,640	6,775	129,424	54,989	120,335	23,948

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, 2019

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	265	17,487	9,456	39,297	4,420	90	22,720	16,334	12,199	5,925	3,564	145
BG												
CZ												
DK												
DE												
EE	727	12,617	9,338	2,247	99	32	1,268	1,105	511	115	318	140
IE												
EL		47		181					<5			
ES												
FR	0	382	<5	1,681	632	6	373	257	650	<5	20	5
HR	98	7,549	1,503	9,454	768	39	7,049	5,285	1,109	48	489	321
IT												
CY												
LV	59	7,474	5,745	10,686	973	0	7,451	36	1,888	<5	361	0
LT	414	11,381	10,962	50,969	22		46,649	<5				
LU	260	3,588	1,406	10,452	772	18	7,233	5,337	2,216	0	193	84
HU	0	0	0	1,130	0	633	0	486	11	0	0	0
MT												
NL												
AT	20	8,854	1,287	10,704	1,834	957	2,592	853	729	105	5,512	36
PL	2,016	101,127	79,695	283,616	8,188	379	198,639	197,339	7,227	4,067	68,770	46,094
PT												
RO												
SI		19,122		16,497			16,497					
SK	27	4,845	3,714	31,010	163	85	20,777	20,662	213	102	14,644	121
FI	6	2,048	356	1,252	68	<5	387	366	401	<5	390	12
SE	26	2,813	910	3,519	799	45	452	101	1,404	74	789	246
UK												
IS												
LI	0	448	16	1,135	<5	13	917	819	138	10	64	0
NO												
CH												
Total	3,918	199,782	124,392	473,830	18,741	2,301	333,004	248,981	28,697	10,453	95,114	47,204

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	
3.12 Working as an employed / self-employed person in only one Member State	
Total	

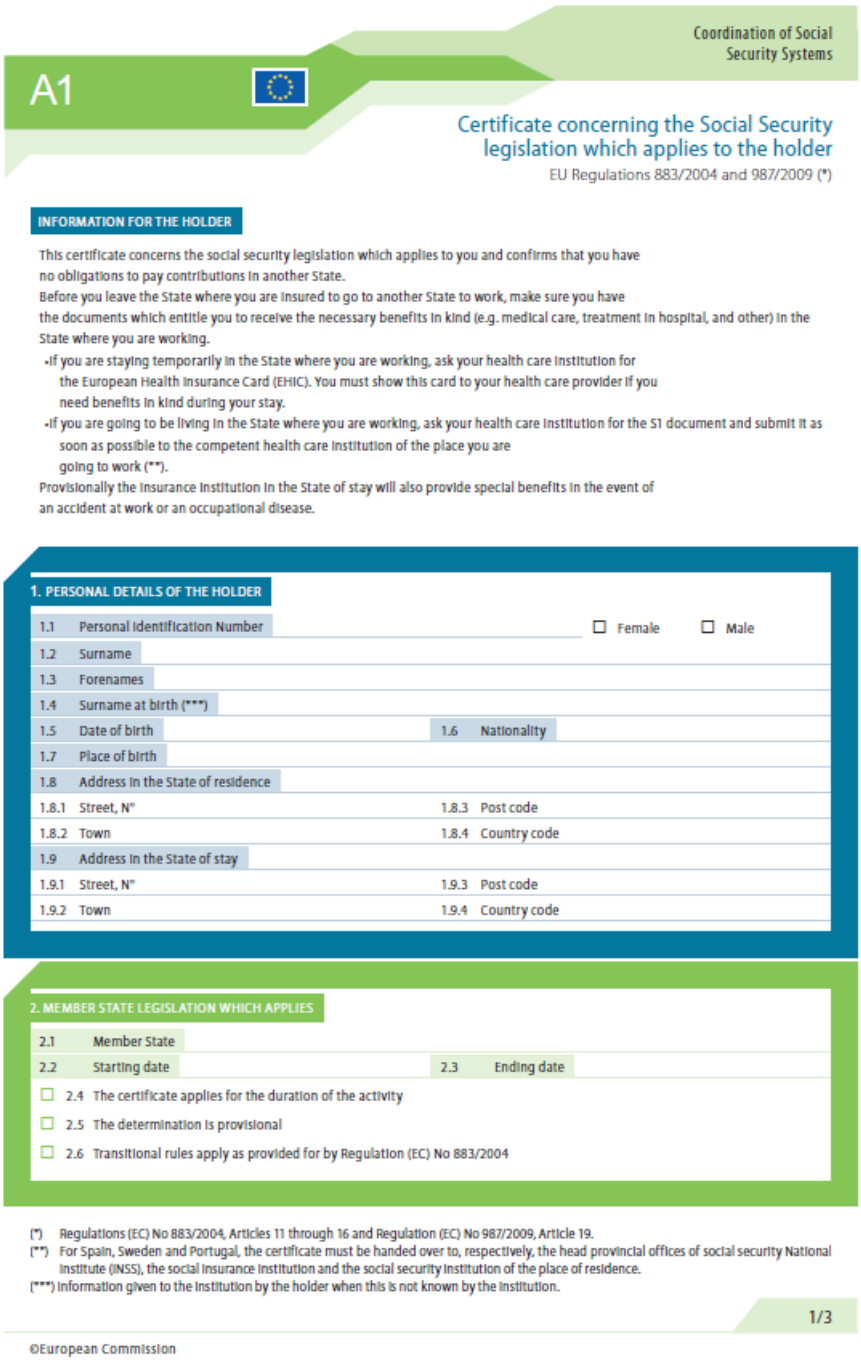
Number of PD A1 issued by sector of economic activity according to *Art. 12* of Regulation (EC) No 883/2004 on the coordination of social security systems:

	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															

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.

1/3

©European Commission

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
- ☐ 3.12 Working as an employed / self-employed person in the State referred to under 2.1

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 WHEN AN ACTIVITY IS PURSUED

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

2/3

Coordination of Social Security Systems

A1

Certificate concerning the Social Security legislation which applies to the holder

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

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

6. INSTITUTION COMPLETING THE FORM

6.1	Name		
6.2	Street, N°		
6.3	Town		
6.4	Post code	6.5	Country code
6.6	Institution ID		
6.7	Office fax N°		
6.8	Office phone N°		
6.9	E-mail		
6.10	Date		
6.11	Signature		

STAMP

3/3

GETTING IN TOUCH WITH THE EU

In person

All over the European Union there are hundreds of Europe Direct information centres. You can find the address of the centre nearest you at: https://europa.eu/european-union/contact_en

On the phone or by email

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

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

FINDING INFORMATION ABOUT THE EU

Online

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

EU publications

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

EU law and related documents

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

Open data from the EU

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

Publications Office
of the European Union