Posting of workers

Report on A1 Portable Documents issued in 2017

Frederic De Wispelaere & Jozef Pacolet – HIVA-KU Leuven

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Directorate-General for Employment, Social Affairs and Inclusion
Network Statistics FMSSFE (Contract VC/2017/0463 'Network of Experts on intra-EU mobility – Lot 2: Statistics and compilation of national data')
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SUMMARY

Introduction

The main principle of the so-called social security coordination rules (see Regulation (EC) No 883/2004[1] (i.e. 'the Basic Regulation) and Regulation (EC) No 987/2009[2] (i.e. 'the Implementing Regulation')) is that persons are subject to the legislation of a single Member State only. In case of employment the legislation of the Member State where the activity is carried out usually applies (*'lex loci laboris'*). However, in some very specific situations, criteria other than the actual place of employment are applied. Such situations include, *inter alia*, *1)* employed persons who are employed by an employer which normally carry out its activities in a Member State and who are posted by that employer to another Member State to perform work on its behalf (Article 12(1) of the Basic Regulation), *2)* persons who normally pursue an activity as a self-employed person in a Member State who go to pursue a similar activity in another Member State (Article 12(2) of the Basic Regulation); and *3)* persons who pursue an activity as an employed/self-employed person in two or more Member States (Article 13 of the Basic Regulation).[3] In case of Article 12 of the Basic Regulation the social security legislation of the Member State of origin continues to apply for up to 24 months. In case of Article 13 of the Basic Regulation, special rules for persons who are normally employed, self-employed or both employed and self-employed in two or more Member States are laid down to ensure that the social security legislation of only one Member State is applicable. In order to prove that a person is subject to a social security system a so-called 'Portable Document A1 (PD A1)' is issued by the Member State whose legislation remains applicable. This certificate concerns the social security legislation which applies to a person and confirms that this person has no obligations to pay contributions in another Member State. It should be noted that a PD A1 is not only issued to persons active under Article 12 of the Basic Regulation but also to several other mobile workers, such as persons who pursue an activity in two or more Member States, mariners and flight or cabin crew members.

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)[4]. Consequently, persons might be 'posted' under the Basic Regulation but not in the meaning of the Directive. For instance, self-employed persons falling under Article 12 (2) of the Basic Regulation are not covered by the Posting of Workers Directive. In contrast, persons might also be posted under the Posting of Workers Directive and not under the Basic Regulation. For instance, workers who pursue an activity in two or more Member States (Article 13 of the Basic Regulation) may fall under the terms and conditions of the Posting of Workers Directive.

This summary presents the results of the data collection on the number of PDs A1 issued by the EU Member States and EFTA countries during reference year 2017. As will be shown below, these data provide more information on the size, the characteristics and the impact of intra-EU posting according to Article 12(1) of the

[1] Regulation (EC) No 883/2004 of the European Parliament and of the Council of 29 April 2004 on the coordination of social security systems.
[2] Regulation (EC) No 987/2009 of the European Parliament and of the Council of 16 September 2009 laying down the procedure for implementing Regulation (EC) No 883/2004 on the coordination of social security systems.
[3] See EC (2013), *Practical guide on the applicable legislation in the European Union (EU), the European Economic Area (EEA) and in Switzerland.*
[4] Directive 96/71/EC of the European Parliament and of the Council of 16 December 1996 concerning the posting of workers in the framework of the provision of services. The Directive lays down a nucleus of mandatory rules of the host Member State that should be respected by the posting undertaking.

Basic Regulation. The importance of collecting data on posted workers was recently recognised by Directive (EU) 2018/957 of the European Parliament and of the Council of 28 June 2018 amending Directive 96/71/EC concerning the posting of workers in the framework of the provision of services by stating in Recital 5: *"Sufficient and accurate statistical data in the area of posted workers is of utmost importance, in particular with regard to the number of posted workers in specific employment sectors and per Member State."* In this respect, data collected at EU level on the number of PDs A1, this via a thematic questionnaire launched in the framework of the Administrative Commission, is vitally important. In recent years, several new questions were included in the thematic PD A1 questionnaire which resulted in a step-by-step improvement of the information available on PDs A1 issued under the Basic Regulation. Nonetheless, further steps to improve the response rate of Member States can still be taken. Moreover, it should be acknowledged that the PD A1 data only provides an indicative picture of the actual number of postings under the Posting of Workers Directive. 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. In 2018 such data are for the first time collected via a questionnaire launched within the framework of the Expert Committee on Posting of Workers (ECPW).

An overall picture of the number of PDs A1 issued

In 2017, a total of 2.8 million PDs A1 were issued by the reporting Member States at request of the employer or the person concerned. It amounts to 0.8% of total EU employment. The two main issuing Member States were Poland (573,358 PDs A1 issued) and Germany (399,745 PDs A1 issued). Some 1.4 million PDs A1 were issued by the EU-15 Member States and some 1.3 million PDs A1 by the EU-13 Member States. Compared to 2016, the overall number of PDs A1 issued increased by more than 500,000 certificates, representing a growth rate of 22%. This is the highest growth rate since data on the A1 certificate are collected at EU level.

The total number of PDs A1 issued as well as its evolution reflects various cases for which the certificate is granted. Such certificates are issued for different situations which are further defined in Articles 11-16 of the Basic Regulation. Most importantly, a distinction should be made between the number of PDs A1 issued to the following two categories of persons:

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

2) persons covered by Article 13 of the Basic Regulation. These persons pursue an activity as an employed/self-employed person in two or more Member States (hereafter "persons covered by Article 13").

Figures will illustrate the increasing importance of PDs A1 issued in accordance with Article 13 of the Basic Regulation and consequently their impact on the evolution of the total number of PDs A1 issued.

Persons covered by Article 12

Approximately 1.7 million PDs A1 were issued according to Article 12. Some 7% of the forms were issued to self-employed persons. A more detailed analysis shows that some 1 million PDs A1 were granted by the EU-15 Member States and some 700,000 by the EU-13 Member States. The main sending Member States pursuant to Article 12 were Germany (332,091 PDs A1), Poland (235,836 PDs A1) and Slovenia (163,876 PDs A1). From the perspective of the receiving Member State, most persons covered

by Article 12 provided services in Germany (427,175 PDs A1), France (241,363 PDs A1) and Belgium (167,335 PDs A1). There were two significant flows: from Poland to Germany (114,979 PDs A1) and from Slovenia to Germany (71,219 PDs A1).

Compared to 2016, the overall number of PDs A1 issued to persons covered by Article 12 increased by some 6.5%. This is mainly the result of an increasing number of PDs A1 issued by Germany pursuant to Article 12 (+100,000 PDs A1). However, an important finding is that the number of PDs A1 issued pursuant to Article 12 from the EU-13 Member States decreased by some 1% compared to 2016, mainly due to a strong decline of such certificates issued by Poland according to Article 12 (-24,163 PDs A1). As a consequence, the number of PDs A1 issued by Poland pursuant to Article 12 is back at the level of 5 years ago. From the perspective of the receiving Member State, especially France (+38,344 PDs A1), Austria (+20,896 PDs A1) and the Netherlands (+20,649 PDs A1 PDs A1) received a higher number of PDs A1 issued pursuant to Article 12.

Based on the reported figures it can be concluded that on average one individual person falling under Article 12 was sent abroad two times in 2017. 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 98 days.

In 2017, an equivalent of 0.4% of EU employment could be related to the employment of persons falling under Article 12. The most striking figure is obtained for Slovenia, as some 5% of the Slovenian population of working age provided services abroad under Article 12. By using data on the duration, the relative weight of such activities on the labour market in terms of work volume was estimated. An equivalent of 0.2% of employment in full-time equivalents (FTEs) could be related to persons falling under Article 12.

Almost 47% of the persons which were sent abroad in accordance with Article 12 work in the construction sector. For instance, approximately 119,000 persons who were sent from Poland under Article 12 concerned a situation in which persons work in the construction sector. The share of PDs A1 issued under Article 12 in total employment of the construction sector amounted to some 5%. Some 6 out of 10 employed persons in the Slovenian construction sector were sent abroad to provide services. From the perspective of the receiving Member State, mainly in the construction sector of Luxembourg, Austria and Belgium employment under Article 12 is an important type of employment.

Persons covered by Article 13

The number of certificates issued to persons according to Article 13 exceeded, for the first time, the level of 1 million PDs A1. The main issuing Member State is Poland as it has issued almost 325,000 PDs A1 or almost a third of A1 certificates issued to persons on the basis of Article 13.

The number of PDs A1 issued on the basis of Article 13 increased from 168,279 PDs A1 issued in 2010 to more than 1 million PDs A1 issued in 2017. This is a remarkable growth within a short period of time, which may be partly explained by stricter controls and sanctions imposed in some of the main receiving Member States. Moreover, the number even increased in 2017 by more than 400,000 certificates compared to 2016, representing a growth rate of 64%. Consequently, the share of the PDs A1 issued on the basis of Article 13 in the total number of PDs A1 strongly increased over the past few years, up to 36% in 2017.

No maximum period for the provision of services in two or more Member States is set by Article 13. In practice, the average duration persons pursue an activity in two or

more Member States is 305 days per PD A1 and even a complete year per individual person.

In 2017, an equivalent of 0.4% of EU employment, also in FTEs, could be related to the employment of persons who pursue an activity in two or more Member States. This implies that the work volume of such persons is almost twice as high compared to the work volume of persons covered by Article 12.

Half of the A1 certificates issued on the basis of Article 13 are issued to persons employed in the road freight transport sector. For instance, some 170,000 PDs A1 were issued by Poland to persons employed in the road freight transport sector. Based on the statistics published by Eurostat on road freight transport in the EU, we observe that Poland is by far the largest international transport Member State in the EU. Consequently, the finding that a high number of A1 certificates related to Article 13 are issued to truck drivers, mainly to those with a headquarter in Poland, is no surprise. When confronting the PD A1 data with the employment figures of the road freight transport sector, it is observed that a third to even half of the truck drivers employed in Luxembourg, Lithuania, Croatia, Poland, Slovakia and Latvia pursue an activity in two or more Member States.

1. INTRODUCTION

This report presents the data on the number of Portable Documents A1 (PDs A1), which replaced the E101 forms,[5] granted by Member States[6,7] during reference year 2017.[8] According to Article 19 of the Implementing Regulation this certificate will be provided by the competent Member State at the request of the employer or the person concerned. It establishes the presumption that the holder is properly affiliated to the social security system of the Member State which has issued the certificate. Consequently it confirms that the person concerned has no obligations to pay contributions in another Member State. PDs A1 are used for various cases: pursuing activities in another Member State on the basis of Article 12; pursuing activities in two or more Member States on the basis of Article 13; 'Article 16 agreements'; civil servants; mariners; flight or cabin crew members; contract staff of the EU. With regard to the granting of a PD A1 the Administrative Commission lays down the structure, content, format and detailed arrangements for the exchange of documents,[9] and Regulation (EC) No 987/2009 *('implementing Regulation')* sets out the information policy impacting the granting of PD A1.[10] Nonetheless, Member States still have an important margin of discretion for designing their internal PD A1 granting procedure.[11]

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

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

1.1. Brief overview of the legal framework

As a rule, the social security legislation of the Member State in which the employee or self-employed person is working applies. Nevertheless, as regards persons covered by Article 12 of the Basic Regulation, there is 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.[12] Furthermore, Article 13 of the

[5] 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.
[6] Member States: 28 EU Member States and EFTA countries. See Annex 2 for the country abbreviations.
[7] We use the term 'EU-15' to refer to the 'old' EU Member States: Belgium, Greece, Luxembourg, Denmark, Spain, Netherlands, Germany, France, Portugal, Ireland, Italy, United Kingdom, Austria, Finland and Sweden; and 'EU-13' to refer to all the 'new' Member States: Croatia, Romania, Bulgaria, Poland, Czech Republic, Latvia, Lithuania, Slovenia, Estonia, Slovakia, Hungary, Cyprus and Malta. EFTA: Switzerland, Liechtenstein, Norway and Iceland.
[8] The Network would like to thank all delegations of the Administrative Commission for providing these data. Without their support no data would be available at EU level and no analysis could be made. Moreover, we would like to thank the Commission for remarks, comments and exchanges on previous versions.
[9] Commission Decision No A1 of 12 June 2009.
[10] See for instance Articles 15 and 19 of Regulation (EC) No 987/2009.
[11] Jorens, Y. and Lhernould, J.-P. (2014), *Procedures related to the granting of Portable Document A1: an overview of country practices*, FreSsco, European Commission.
[12] See recital 1 of Decision No A2 of 12 June 2009. Moreover, recital 2 of the same Decision states that *"the provisions of Article 12 of Regulation (EC) No 883/2004 … aim in particular to facilitate the freedom to provide services for the benefit of employers which post workers to Member States other than that in which they are established, as well as the freedom of workers to move to other Member States. These provisions also aim at*

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 the applicable legislation will be determined for flight or cabin crew members by their 'home base'. Finally, Article 16 (1) of the Basic Regulation permits the competent authorities of two or more Member States to reach agreements dealing with exceptions to the rules governing the applicable legislation.

1.2. Content of the PD A1 report

This report presents a general overview of the number of PDs A1 issued *(Chapter 2)* and in particular those issued related to persons covered by Article 12 *(Chapter 3).* This is done by making a breakdown by classification of the sending and receiving Member State, by type status, by sector of activity and by focusing on the impact on the national labour market of the sending and receiving Member State. Furthermore, data on the number of individual persons involved and the duration persons are pursuing an activity abroad is reported, 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)*. The need for a more detailed profile of persons active in two or more Member States recently emerged 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. Only the United Kingdom, Norway and Switzerland did not provide a breakdown by receiving Member State for the PDs A1 issued according to Article 12. This prevents drawing a 'complete picture'[13] in terms of receiving Member States. With regard to the collection of more detailed figures on the PDs A1 issued according to Article 12, 21 Member States provided a breakdown by sector of economic activity. Also, 21 and 18 Member States respectively, were able to provide data on the number of individual employed/self-employed persons and on the duration persons are pursuing an activity covered by Article 12. With regard to the collection of more detailed figures on the PDs A1 issued to persons active in two or more Member States some 15 Member States provided a breakdown by sector of economic activity, 17 Member States reported the number of individual persons active in two or more Member States and 14 Member States provided data on the duration. The above response rates indicate that the image presented for some indicators is still (very) incomplete due to missing data from several Member States. This is of course not without consequence for the robustness of the overall conclusions.

1.3. Some important methodological remarks

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

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."

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

Therefore, it should be noted that the number of PDs A1 issued are only an estimate of the actual number of posted workers for several reasons:

* In some cases, a posting may take place without the institutions being informed of it. Moreover, a PD A1 can also be awarded with retroactive effect. Consequently the number of PDs A1 issued and its evolution may depend on the number of inspections performed by the enforcement bodies in the host Member State (concentrated in certain sectors of activity) as well as to what extent host Member States implemented sanctions in case of failure to show a PD A1[14];

* Due to differences in the scope of posting between the Posting of Workers Directive and the Basic Regulation, the number of issued PDs A1 may not fully reflect the characteristics and the scale of posting under the Posting of Workers Directive in the EU. For instance, posted self-employed persons defined by Article 12 (2) of the Basic Regulation are not covered by Directive 96/71/EC. Contrarily, persons covered by Article 13 may fall under the terms and conditions of the Posting of Workers Directive, and thus be considered as 'posted workers' in their own right;

* The number of PDs A1 issued is not necessarily equal to the number of persons involved, as several PDs A1 may be issued to the same person during the reference year;

* Only data on the number of PDs A1 issued according to Article 12 are available from the perspective of the receiving Member State, which is an underestimation of the total number of PDs A1 received. These forms are also received for several other cases, mainly because persons are active in two or more Member States (Art. 13 of the Basic Regulation).

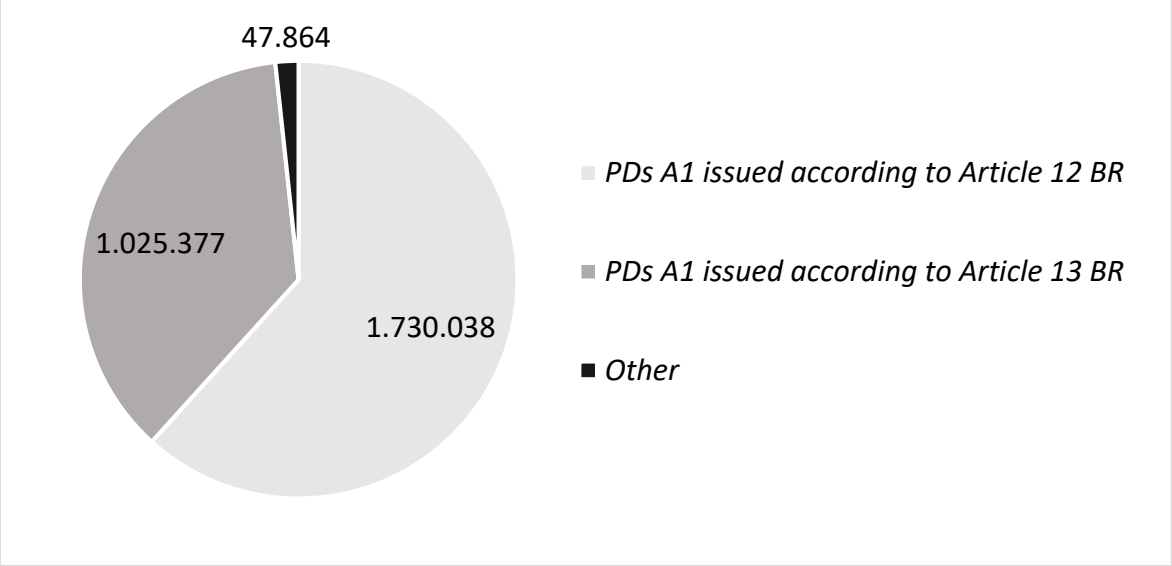
[14] See, for instance, France by Article L 114-15-1 of 'Code de la sécurité sociale'.

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

2.1. Number of PDs A1 issued in 2017

A total of 2.8 million PDs A1 were issued by the reporting Member States at the request of the employer or the person concerned. Approximately 1.73 million PDs A1 were applicable to persons covered by Article 12 *(Figure 1)*. The number of certificates issued to persons covered by Article 13 exceeds, for the first time, the level of 1 million PDs A1. The remainder PDs A1 were applicable to other categories (47,864 PDs A1), mainly issued to civil servants (17,939 PDs A1) as well as to persons covered by an 'Article 16 Agreement' (21,149 PDs A1).

Figure 1 Total number of PDs A1 issued, breakdown by type, 2017



Source Administrative data PD A1 Questionnaire 2018

In absolute terms, the five main issuing Member States were Poland (573,358 PDs A1 issued), Germany (399,745 PDs A1 issued), Spain (191,148 PDs A1 issued), Slovenia (190,976 PDs A1 issued) and Italy (152,528 PDs A1 issued) *(Table 1)*. Belgium, Slovakia, France and the Netherlands also issued more than 100,000 PDs A1.

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

When making a distinction between EU-15 Member States and EU-13 Member States, we observe that some 1.42 million PDs A1 were issued by the EU-15 Member States and some 1.32 million PDs A1 by the EU-13 Member States.

Some 62% of the PDs A1 were granted according to Article 12 *(Table 2)*. Further on in this report, the reader will notice that this is a much lower percentage compared to previous years. That lower percentage reflects the growing importance of certificates issued to persons covered by Article 13. Furthermore, there are some remarkable differences between EU-15 Member States and EU-13 Member States when analysing the distribution by type of case in which a PD A1 is granted. Some 70% of the PDs A1

granted by EU-15 Member States are issued to persons covered by Article 12. In comparison, 45% of the PDs A1 granted by EU-13 Member State are issued to persons covered by Article 13.

A total of 19 Member States[15] mainly issued a PD A1 to persons covered by Article 12. The other Member States mainly issued the certificate to persons covered by Article 13. Especially France issued a high number of certificates in relation to persons covered by Article 12. By contrast, more than eight out of ten PDs A1 issued by Cyprus, Latvia, the Czech Republic and Liechtenstein concerned persons covered by Article 13.

As the main sending Member State Poland issued 41% of PDs A1 to persons covered by Article 12 and 57% to persons covered by Article 13. This is an important change compared to previous years, given that Poland has always issued more PDs A1 to persons falling under Article 12 than to persons falling under 13.[16] Also for Germany, which is the second most important issuing Member State, the share of PDs A1 issued to persons covered by Article 13 increased significantly (from 8.8% in 2016 to 15.7% in 2017). We observe a similar evolution for most of the other Member States, particularly for Lithuania (+ 46 percentage points), Romania (+ 41 percentage points) and Bulgaria (+ 40 percentage points).

Finally, only Denmark (1,186 PDs A1) and Poland (639 PDs A1) issued a relatively high number of PDs A1 to flight or cabin crew members compared to other Member States. However, Ireland remarked that their figure of 3,600 PD A1s issued to employed persons working in two or more Member States mainly relates to airline staff to whom the transitional provisions contained in Articles 87 and 87a of the Basic Regulation would continue to apply.

[15] Belgium, Germany, Greece, Spain, France, Croatia, Italy, Luxembourg, Hungary, Austria, Portugal, Romania, Slovenia, Slovakia, Finland, United Kingdom, Iceland, Norway and Switzerland.
[16] De Wispelaere, F. and Pacolet, J. (2017b), *Posting of workers: Report on A1 portable documents issued in 2016*, Network Statistics FMSSFE, European Commission.

Table 1 Total number of PDs A1 issued by the competent Member States, breakdown by type, 2017

Sending MS	Employed, active under Article 12(1)	Self-employed, active under Article 12(2)	*Sum persons active under Article 12*	Employed, working in two or more States	Self-employed, working in two or more States	Working as an employed person and as a self-employed person in different States	Working as a civil servant in one State and as an employed/ self-employed person in one or more other States	*Sum active in two or more States*	Civil servant	Contract staff	Mariner	Flight or cabin crew member	Exception (Art. 16)	*Sum others*	Total
BE	72,884	3,835	76,719	46,906	9,197	1,140	30	57,273	377	0	2	27	n.a.	406	**134,398**
BG	14,713	68	14,781	20,336	367	403	0	21,106	264	0	16	0	53	333	**36,220**
CZ	9,017	2,293	11,310	43,120	10,583	1,972	25	55,700	496	0	2	16	409	923	**67,933**
DK	8,081	169	8,250	26,981	427	176	104	27,688	179	n.a.	56	1,186	489	1,910	**37,848**
DE	319,332	12,759	332,091	55,876	2,652	2,957	1,392	62,877	298	0	8	154	4,317	4,777	**399,745**
EE	6,299	6	6,305	12,360	42	50	4	12,456	148	0	59	2	7	216	**18,977**
IE	3,016	206	3,222	3,600	382	193	5	4,180	41	0	0	83	219	343	**7,745**
EL	4,192	46	4,238	2,249	560	106	11	2,926	20	20	n.a.	n.a.	n.a.	40	**7,204**
ES	103,927	6,941	110,868	68,488	9,087	88	0	77,663	302	0	414	108	1,793	2,617	**191,148**
FR	109,155	13	109,168	895	0	21	0	916	8	1	883	0	683	1,575	**111,659**
HR	41,065	130	41,195	13,224	572	204	23	14,023	228	0	1,491	0	3,089	4,808	**60,026**
IT	116,237	13,495	129,732	18,720	1,316	251	72	20,359	521	5	0	7	1,904	2,437	**152,528**
CY	75	6	81	3,313	52	503	0	3,868	30	0	50	0	11	91	**4,040**
LV	1,529	100	1,629	16,978	135	176	n.a.	17,289	49	n.a.	768	1	953	1,771	**20,689**
LT	26,462	86	26,548	43,018	11	70	n.a.	43,099	10	n.a.	507	n.a.	16	533	**70,180**
LU	58,381	305	58,686	12,987	285	963	3	14,238	0	0	0	0	951	951	**73,875**
HU	62,225	648	62,873	18,681	298	561	n.a.	19,540	288	0	0	n.a.	180	468	**82,881**
MT	124	21	145	776	24	27	0	827	10	0	401	4	1	416	**1,388**
NL	19,231	3,074	22,305	71,262	7,616	839	106	79,823	267	n.a.	499	19	825	1,610	**103,738**
AT	45,108	5,195	50,303	15,420	1,323	789	278	17,810	30	0	1	3	809	843	**68,956**
PL	217,154	18,682	235,836	283,445	39,325	800	1,429	324,999	10,717	0	34	639	1,133	12,523	**573,358**
PT	64,200	120	64,320	19,979	30	59	2	20,070			4	2	678	684	**85,074**
RO	46,714	19	46,733	37,247	112	111	0	37,470	359	0	122	2	57	540	**84,743**
SI	156,347	7,529	163,876	25,150	1,167	217	25	26,559	504	0	0	0	37	541	**190,976**
SK	54,883	35,910	90,793	19,395	1,492	789	20	21,696	345	1	0	8	135	489	**112,978**
FI	3,295	246	3,541	3,157	65	41	51	3,314	432	15	202	167	390	1,206	**8,061**
SE	2,947	197	3,144	4,610	257	292	1,476	6,635	355	1	240	116	219	931	**10,710**
UK	28,084	5,696	33,780	7,549	3,838	2,438	13	13,838	465	6	90	187	1,130	1,878	**49,496**
IS	91	71	162	65	17	4	9	95	25	0	2	4	5	36	**293**
LI	8	24	32	974	n.a.	1	1	976	10	n.a.	n.a.	n.a.	6	16	**1,024**
NO	1,762	338	2,100	1,140	216	451	22	1,829	111	0	45	12	n.a.	168	**4,097**
CH	14,174	1,098	15,272	12,461	849	887	38	14,235	1,050	1	71	12	650	1,784	**31,291**
Total	1,610,712	119,326	1,730,038	910,362	92,297	17,579	5,139	1,025,377	17,939	50	5,967	2,759	21,149	47,864	**2,803,279**
EU-15	958,070	52,297	1,010,367	358,679	37,035	10,353	3,543	409,610	3,295	48	2,399	2,059	14,407	22,208	**1,442,185**
EU-13	636,607	65,498	702,105	537,043	54,180	5,883	1,526	598,632	13,448	1	3,450	672	6,081	23,652	**1,324,389**
EFTA	16,035	1,531	17,566	14,640	1,082	1,343	70	17,135	1,196	1	118	28	661	2,004	**36,705**

Source Administrative data PD A1 Questionnaire 2018

Table 2 Total number of PDs A1 issued by the competent Member States, percentage breakdown by type, 2017

Sending MS	Employed, active under Article 12(1)	Self-employed, active under Article 12(2)	*Sum persons active under Article 12*	Employed, working in two or more States	Self-employed, working in two or more States	Working as an employed person and as a self-employed person in different States	Working as a civil servant in one State and as an employed/self-employed person in one or more other States	*Sum active in two or more States*	Civil servant	Contract staff	Mariner	Flight or cabin crew member	Exception (Art. 16)	*Sum others*	Total
BE	54.2%	2.9%	57.1%	34.9%	6.8%	0.8%	0.0%	42.6%	0.3%	0.0%	0.0%	0.0%	0.0%	0.3%	100%
BG	40.6%	0.2%	40.8%	56.1%	1.0%	1.1%	0.0%	58.3%	0.7%	0.0%	0.0%	0.0%	0.1%	0.9%	100%
CZ	13.3%	3.4%	16.6%	63.5%	15.6%	2.9%	0.0%	82.0%	0.7%	0.0%	0.0%	0.0%	0.6%	1.4%	100%
DK	21.4%	0.4%	21.8%	71.3%	1.1%	0.5%	0.3%	73.2%	0.5%	0.0%	0.1%	3.1%	1.3%	5.0%	100%
DE	79.9%	3.2%	83.1%	14.0%	0.7%	0.7%	0.3%	15.7%	0.1%	0.0%	0.0%	0.0%	1.1%	1.2%	100%
EE	33.2%	0.0%	33.2%	65.1%	0.2%	0.3%	0.0%	65.6%	0.8%	0.0%	0.3%	0.0%	0.0%	1.1%	100%
IE	38.9%	2.7%	41.6%	46.5%	4.9%	2.5%	0.1%	54.0%	0.5%	0.0%	0.0%	1.1%	2.8%	4.4%	100%
EL	58.2%	0.6%	58.8%	31.2%	7.8%	1.5%	0.2%	40.6%	0.3%	0.3%	0.0%	0.0%	0.0%	0.6%	100%
ES	54.4%	3.6%	58.0%	35.8%	4.8%	0.0%	0.0%	40.6%	0.2%	0.0%	0.2%	0.1%	0.9%	1.4%	100%
FR	97.8%	0.0%	97.8%	0.8%	0.0%	0.0%	0.0%	0.8%	0.0%	0.0%	0.8%	0.0%	0.6%	1.4%	100%
HR	68.4%	0.2%	68.6%	22.0%	1.0%	0.3%	0.0%	23.4%	0.4%	0.0%	2.5%	0.0%	5.1%	8.0%	100%
IT	76.2%	8.8%	85.1%	12.3%	0.9%	0.2%	0.0%	13.3%	0.3%	0.0%	0.0%	0.0%	1.2%	1.6%	100%
CY	1.9%	0.1%	2.0%	82.0%	1.3%	12.5%	0.0%	95.7%	0.7%	0.0%	1.2%	0.0%	0.3%	2.3%	100%
LV	7.4%	0.5%	7.9%	82.1%	0.7%	0.9%	0.0%	83.6%	0.2%	0.0%	3.7%	0.0%	4.6%	8.6%	100%
LT	37.7%	0.1%	37.8%	61.3%	0.0%	0.1%	0.0%	61.4%	0.0%	0.0%	0.7%	0.0%	0.0%	0.8%	100%
LU	79.0%	0.4%	79.4%	17.6%	0.4%	1.3%	0.0%	19.3%	0.0%	0.0%	0.0%	0.0%	1.3%	1.3%	100%
HU	75.1%	0.8%	75.9%	22.5%	0.4%	0.7%	0.0%	23.6%	0.3%	0.0%	0.0%	0.0%	0.2%	0.6%	100%
MT	8.9%	1.5%	10.4%	55.9%	1.7%	1.9%	0.0%	59.6%	0.7%	0.0%	28.9%	0.3%	0.1%	30.0%	100%
NL	18.5%	3.0%	21.5%	68.7%	7.3%	0.8%	0.1%	76.9%	0.3%	0.0%	0.5%	0.0%	0.8%	1.6%	100%
AT	65.4%	7.5%	72.9%	22.4%	1.9%	1.1%	0.4%	25.8%	0.0%	0.0%	0.0%	0.0%	1.2%	1.2%	100%
PL	37.9%	3.3%	41.1%	49.4%	6.9%	0.1%	0.2%	56.7%	1.9%	0.0%	0.0%	0.1%	0.2%	2.2%	100%
PT	75.5%	0.1%	75.6%	23.5%	0.0%	0.1%	0.0%	23.6%	0.0%	0.0%	0.0%	0.0%	0.8%	0.8%	100%
RO	55.1%	0.0%	55.1%	44.0%	0.1%	0.1%	0.0%	44.2%	0.4%	0.0%	0.1%	0.0%	0.1%	0.6%	100%
SI	81.9%	3.9%	85.8%	13.2%	0.6%	0.1%	0.0%	13.9%	0.3%	0.0%	0.0%	0.0%	0.0%	0.3%	100%
SK	48.6%	31.8%	80.4%	17.2%	1.3%	0.7%	0.0%	19.2%	0.3%	0.0%	0.0%	0.0%	0.1%	0.4%	100%
FI	40.9%	3.1%	43.9%	39.2%	0.8%	0.5%	0.6%	41.1%	5.4%	0.2%	2.5%	2.1%	4.8%	15.0%	100%
SE	27.5%	1.8%	29.4%	43.0%	2.4%	2.7%	13.8%	62.0%	3.3%	0.0%	2.2%	1.1%	2.0%	8.7%	100%
UK	56.7%	11.5%	68.2%	15.3%	7.8%	4.9%	0.0%	28.0%	0.9%	0.0%	0.2%	0.4%	2.3%	3.8%	100%
IS	31.1%	24.2%	55.3%	22.2%	5.8%	1.4%	3.1%	32.4%	8.5%	0.0%	0.7%	1.4%	1.7%	12.3%	100%
LI	0.8%	2.3%	3.1%	95.1%	0.0%	0.1%	0.1%	95.3%	1.0%	0.0%	0.0%	0.0%	0.6%	1.6%	100%
NO	43.0%	8.2%	51.3%	27.8%	5.3%	11.0%	0.5%	44.6%	2.7%	0.0%	1.1%	0.3%	0.0%	4.1%	100%
CH	45.3%	3.5%	48.8%	39.8%	2.7%	2.8%	0.1%	45.5%	3.4%	0.0%	0.2%	0.0%	2.1%	5.7%	100%
Total	57.5%	4.3%	61.7%	32.5%	3.3%	0.6%	0.2%	36.6%	0.6%	0.0%	0.2%	0.1%	0.8%	1.7%	100%
EU-15	66.4%	3.6%	70.1%	24.9%	2.6%	0.7%	0.2%	28.4%	0.2%	0.0%	0.2%	0.1%	1.0%	1.5%	100%
EU-13	48.1%	4.9%	53.0%	40.6%	4.1%	0.4%	0.1%	45.2%	1.0%	0.0%	0.3%	0.1%	0.5%	1.8%	100%
EFTA	43.7%	4.2%	47.9%	39.9%	2.9%	3.7%	0.2%	46.7%	3.3%	0.0%	0.3%	0.1%	1.8%	5.5%	100%

Source Administrative data PD A1 Questionnaire 2018

Both Poland and Germany are the main issuing Member States of a PD A1. Some 21% of the total number of PDs A1 are issued by Poland and some 14% by Germany *(Table 3).* Nonetheless, as can be seen from *Table 3*, the share of Member States may differ strongly according to the type of case in which the PD A1 is granted for. Almost one out of three PDs A1 granted to persons covered by Article 13 are issued by Poland. However, its share in total is much lower for Poland with regard to A1 certificates issued to persons covered by Article 12. This is in contrast to Germany which is the main issuing Member State of A1 certificates issued to persons falling under Article 12. The country shows a much lower share in the total number of PDs A1 issued to persons covered by Article 13. Another striking finding is that while the share of Slovakia in total is rather limited, it amounts to 30% of the total number of PDs A1 issued to self-employed persons according to Article 12(2).

Some 51% of the PDs A1 were issued by EU-15 Member States and 47% by EU-13 Member States. Nonetheless, most of the A1 certificates issued to self-employed persons according to Article 12(2) (55% of total) and to persons active in two or more Member States (58%) are granted by EU-13 Member States.

Table 3 Total number of PDs A1 issued by the competent Member States, by type, share in column total, 2017

Sending MS	*Employed, active under Article 12*	*Self-employed, active under Article 12*	Sum persons active under Article 12	Active in two or more States under Article 13	Others	Total
BE	4.5%	3.2%	4.4%	5.6%	0.8%	4.8%
BG	0.9%	0.1%	0.9%	2.1%	0.7%	1.3%
CZ	0.6%	1.9%	0.7%	5.4%	1.9%	2.4%
DK	0.5%	0.1%	0.5%	2.7%	4.0%	1.4%
DE	19.8%	10.7%	19.2%	6.1%	10.0%	14.3%
EE	0.4%	0.0%	0.4%	1.2%	0.5%	0.7%
IE	0.2%	0.2%	0.2%	0.4%	0.7%	0.3%
EL	0.3%	0.0%	0.2%	0.3%	0.1%	0.3%
ES	6.5%	5.8%	6.4%	7.6%	5.5%	6.8%
FR	6.8%	0.0%	6.3%	0.1%	3.3%	4.0%
HR	2.5%	0.1%	2.4%	1.4%	10.0%	2.1%
IT	7.2%	11.3%	7.5%	2.0%	5.1%	5.4%
CY	0.0%	0.0%	0.4%	0.4%	0.2%	0.1%
LV	0.1%	0.1%	0.1%	1.7%	3.7%	0.7%
LT	1.6%	0.1%	1.5%	4.2%	1.1%	2.5%
LU	3.6%	0.3%	3.4%	1.4%	2.0%	2.6%
HU	3.9%	0.5%	3.6%	1.9%	1.0%	3.0%
MT	0.0%	0.0%	0.0%	0.1%	0.9%	0.0%
NL	1.2%	2.6%	1.3%	7.8%	3.4%	3.7%
AT	2.8%	4.4%	2.9%	1.7%	1.8%	2.5%
PL	13.5%	15.7%	13.6%	31.7%	26.2%	20.5%
PT	4.0%	0.1%	3.7%	2.0%	1.4%	3.0%
RO	2.9%	0.0%	2.7%	3.7%	1.1%	3.0%
SI	9.7%	6.3%	9.5%	2.6%	1.1%	6.8%
SK	3.4%	30.1%	5.2%	2.1%	1.0%	4.0%
FI	0.2%	0.2%	0.2%	0.3%	2.5%	0.3%
SE	0.2%	0.2%	0.2%	0.6%	1.9%	0.4%
UK	1.7%	4.8%	2.0%	1.3%	3.9%	1.8%
IS	0.0%	0.1%	0.0%	0.0%	0.1%	0.0%
LI	0.0%	0.0%	0.0%	0.1%	0.0%	0.0%
NO	0.1%	0.3%	0.1%	0.2%	0.4%	0.1%
CH	0.9%	0.9%	0.9%	1.4%	3.7%	1.1%
Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%
EU-15	59.5%	43.8%	58.4%	39.9%	46.4%	51.4%
EU-13	39.5%	54.9%	40.6%	58.4%	49.4%	47.2%
EFTA	1.0%	1.3%	1.0%	1.7%	4.2%	1.3%

Source Administrative data PD A1 Questionnaire 2018

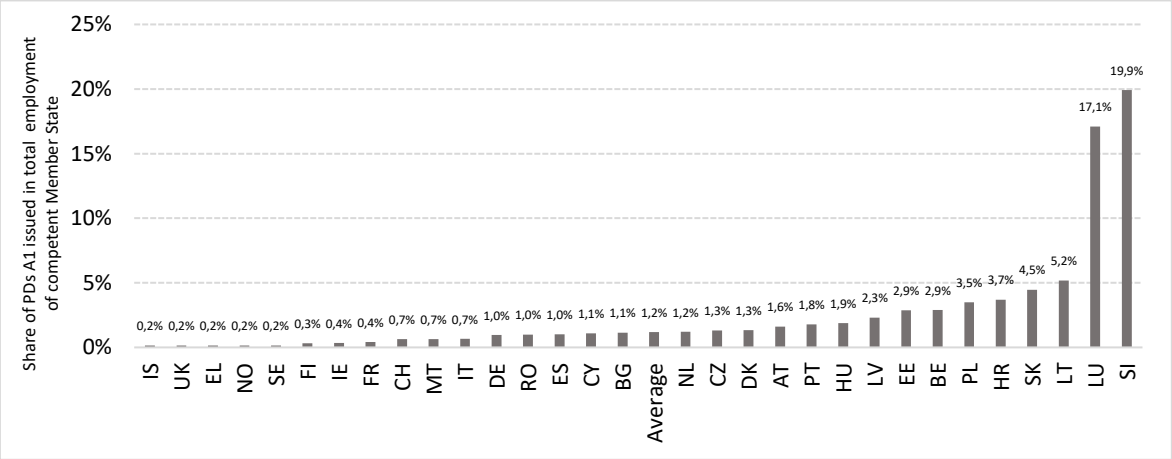
2.2. Share in total EU employment

The total number of PDs A1 issued can be compared to the total number of employed persons in the sending 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 2017, a PD A1 was issued to an equivalent of 1.2% of the employed population *(Figure 2)*. In relative terms, Slovenia (20%) and Luxembourg (17%) were the main sending Member States. Poland, which is the main sending Member State in absolute terms, issued a PD A1 to 3.5% of its employed population in 2017. As already indicated, these figures should be considered as an overestimation of the real impact on national labour markets. In a later stage, they will be corrected on the basis of the number of individual persons involved and the number of persons in full-time equivalents.

Figure 2 Share of PDs A1 in national employment of the sending Member State, 2017



* LU: employment is based on the National Accounts of LU by using the 'domestic concept' (which also takes into account the number of commuters)

Source Administrative data PD A1 Questionnaire 2018 and Eurostat [lfsa_egan2] - [nama_10_a10_e]

2.3. Comparison with previous years

Compared to 2016, the overall number of PDs A1 issued increased by some 512,000 PDs A1 *(Table 4)*. Consequently, the EU growth rate amounted to roughly 22%. This is a much higher growth rate compared to previous years, mainly due to the high increase of the number of PDs A1 issued to persons covered by Article 13 (see also *Chapter 4 – Table 15*). It is even the highest growth rate since data on the A1 certificate are collected at EU level.

The growth in total number of PDs A1 issued is mainly influenced by Germany (+139,677 PDs A1 issued) and to a lesser extent by Poland (+59,386 PDs A1 issued). Almost all Member States issued more A1 certificates compared to 2016. Especially Malta (+175%) and Lithuania (+128%) show a very high growth rate. Nonetheless, six Member States have granted less certificates compared to 2016 (France, Austria, Finland, Sweden, Liechtenstein and Norway). The number of PDs A1 issued by France even decreased by some 29,000 PDs A1 compared to 2016.

Over the past five years, EU-13 Member States (+106%) have shown a much higher growth rate compared to EU-15 Member States (+64%). The growth rate between 2016 and 2017 is similar in the EU-15 (+22%) and the EU-13 (+23%). Moreover, as stated above, most PDs A1 issued are still issued by EU-15 Member States.

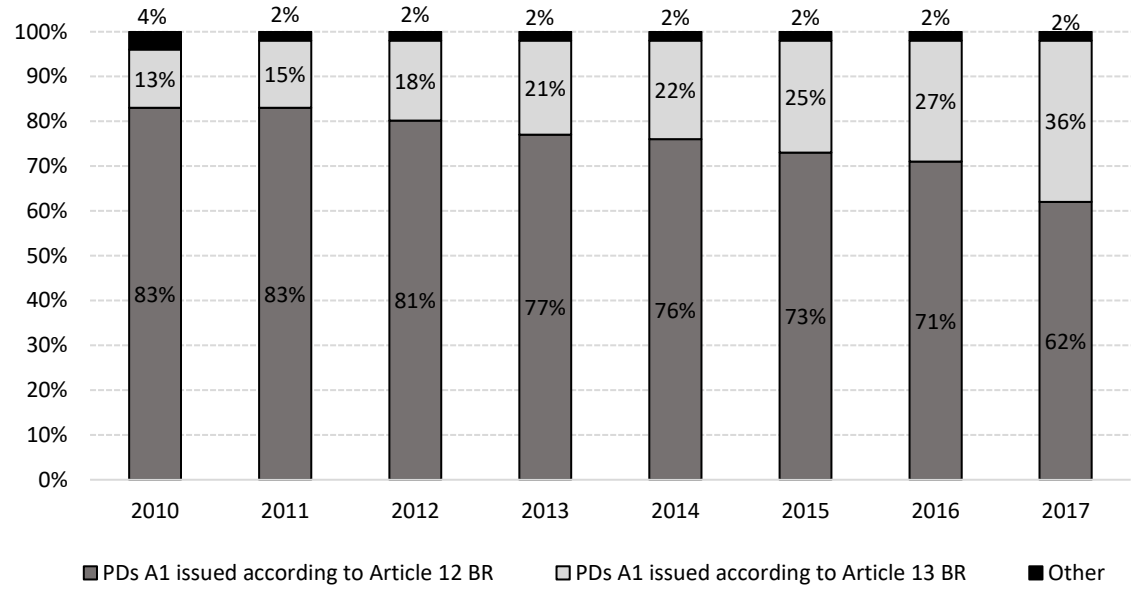
Table 4 PDs A1 issued by the competent Member States, 2012-2017

Sending MS	2012	2013	2014	2015	2016	2017	% change 2017 vs. 2012	% change 2017 vs. 2016	Change in numbers 2017 vs. 2012	Change in numbers 2017 vs. 2016
BE	59,832	83,582	79,771	86,218	104,307	134,398	124.6%	28.8%	74,566	30,091
BG	11,896	14,185	14,203	15,839	19,595	36,220	204.5%	84.8%	24,324	16,625
CZ	24,162	30,912	31,675	37,174	47,578	67,933	181.2%	42.8%	43,771	20,355
DK	19,592	25,220	20,409	30,031	29,595	37,848	93.2%	27.9%	18,256	8,253
DE	243,125	254,469	255,724	240,862	260,068	399,745	64.4%	53.7%	156,620	139,677
EE	18,606	15,927	15,054	15,363	17,953	18,977	2.0%	5.7%	371	1,024
IE	7,799	7,396	7,654	7,899	7,339	7,745	-0.7%	5.5%	-54	406
EL	1,889	2,131	3,608	4,789	6,924	7,204	281.4%	4.0%	5,315	280
ES	76,960	101,705	111,557	125,711	147,424	191,148	148.4%	29.7%	114,188	43,724
FR	140,805	130,435	125,203	139,040	135,974	111,659	-20.7%	-17.9%	-29,146	-24,315
HR		10,227	27,556	38,998	42,602	60,026		40.9%	60,026	17,424
IT	52,237	59,114	74,431	91,740	114,515	152,528	192.0%	33.2%	100,291	38,013
CY	2,282	2,192	1,955	3,091	3,552	4,040	77.0%	13.7%	1,758	488
LV	5,402	7,425	6,656	7,738	10,830	20,689	283.0%	91.0%	15,287	9,859
LT	14,041	17,342	19,208	25,254	30,723	70,180	399.8%	128.4%	56,139	39,457
LU	44,256	32,472	62,141	62,947	68,725	73,875	66.9%	7.5%	29,619	5,150
HU	65,182	68,489	68,234	63,663	65,185	82,881	27.2%	27.1%	17,699	17,696
MT	327	322	324	228	504	1,388	324.5%	175.4%	1,061	884
NL	84,202	95,719	116,060	95,017	98,687	103,738	23.2%	5.1%	19,536	5,051
AT	40,038	42,171	48,815	64,373	75,132	68,956	72.2%	-8.2%	28,918	-6,176
PL	341,100	385,422	428,405	463,174	513,972	573,358	68.1%	11.6%	232,258	59,386
PT	55,901	82,851	75,577	64,970	64,459	85,074	52.2%	32.0%	29,173	20,615
RO	44,459	51,939	57,194	46,871	50,855	84,743	90.6%	66.6%	40,284	33,888
SI	65,871	83,898	103,303	126,902	164,226	190,976	189.9%	16.3%	125,105	26,750
SK	48,924	56,442	89,494	98,383	112,028	112,978	130.9%	0.8%	64,054	950
FI	6,223	6,892	6,940	9,369	8,155	8,061	29.5%	-1.2%	1,838	-94
SE	6,152	11,664	10,951	12,502	11,456	10,710	74.1%	-6.5%	4,558	-746
UK	43,100	41,049	33,092	44,332	49,210	49,496	14.8%	0.6%	6,396	286
IS	306	277	245	283	239	293	-4.2%	22.6%	-13	54
LI	454	548	646	1,239	1,343	1,024	125.6%	-23.8%	570	-319
NO	n.a.	n.a.	3,252	3,887	4,134	4,097		-0.9%		-37
CH	n.a.	19,077	20,649	21,305	23,887	31,291		31.0%		7,404
Total	1,525,123	1,741,494	1,919,986	2,049,192	2,291,176	2,803,279	83.8%	22.4%	1,278,156	512,103
EU-15	882,111	976,870	1,031,933	1,079,800	1,181,970	1,442,185	63.5%	22.0%	560,074	260,215
EU-13	642,252	744,722	863,261	942,678	1,079,603	1,324,389	106.2%	22.7%	682,137	244,786
EFTA	760	19,902	24,792	26,714	29,603	36,705	4,729.6%	24.0%	35,945	7,102
EU-15	57.8%	56.1%	53.7%	52.7%	51.6%	51.5%				
EU-13	42.1%	42.8%	45.0%	46.0%	47.1%	47.2%				
EFTA	0.0%	1.1%	1.3%	1.3%	1.3%	1.3%				

Source Administrative data PD A1 Questionnaire 2018 and previous years

Figure 3 clearly illustrates the increasing importance of PDs A1 issued for activities in two or more Member States. Firstly, the share of the PDs A1 issued to persons covered by Article 13 in total number of PDs A1 increased by almost 9 percentage points between 2016 and 2017. Secondly, this share already doubled between 2010 and 2016 from 13% to 27%. Finally, it should be noted that the distribution below is based on the number of PDs A1 issued and not on the number of individual persons involved and the number of persons in full-time equivalents. When keeping in mind that under the current rules on social security coordination the period is set at a maximum of 24 months according to Article 12 of Regulation (EC) No 883/2004, while no maximum period for the provision of services in two or more Member States has been determined by Article 13 of this Regulation, it can be expected that the number of persons pursuing activities in two or more Member States is at a similar or even at a higher level than the number of persons covered by Article 12.

Figure 3 Percentage in total number of PDs A1 issued, 2010-2017



Source Administrative data PD A1 Questionnaire 2018 and previous years

3. PERSONS COVERED BY ARTICLE 12

In this chapter the characteristics and the scale of persons falling under Article 12 are described in detail. This is done by making a breakdown by classification of the sending and receiving Member State, by status (employed or self-employed) and by sector of activity. Furthermore, data on the number of individual persons involved and the duration persons are active under Article 12 is reported, in order to gain a better insight into the impact of this group of persons on national labour markets.

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

3.1. General

In 2017, a total of 1.73 million PDs A1 were issued for persons covered by Article 12. Some 1 million PDs A1 based on Article 12 were granted by the EU-15 Member States and some 700,000 by the EU-13 Member States *(Table 6)*. The main sending Member States were Germany (332,091 PDs A1), Poland (235,836 PDs A1) and Slovenia (163,876 PDs A1) *(Table 5)*.

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 the United Kingdom, Norway and Switzerland did not provide such breakdown. Their number is rather limited compared to the total, so the picture by receiving Member State is relatively complete. The main receiving Member States were Germany (427,175 PDs A1), France (241,363 PDs A1) and Belgium (167,335 PDs A1) *(Table 5)*. Especially Germany received a high number of PDs A1, amounting to 25% of the total number of PDs A1 received *(Annex 1 - Table A1.2)*. It is the main host Member State for persons sent from Bulgaria, the Czech Republic, Greece, Croatia, Latvia, Lithuania, Hungary, Austria, Poland, Romania, Slovenia and Slovakia. Almost half of the PDs A1 are issued to persons who will be sent to a neighbouring Member State in order to work there for a certain period of time. Even more than 8 out of 10 employed/self-employed persons sent from Belgium and Luxembourg are providing services in a neighbouring Member State.

The breakdown by receiving Member State also makes it possible to determine the main flows between sending and receiving Member States of persons covered by Article 12. *Table 5* illustrates two significant flows: from Poland to Germany (114,979 PDs A1) and from Slovenia to Germany (71,219 PDs A1). It is worth noting that the single flow of persons covered by Article 12 from Poland to Germany decreased by some 16,000 PDs A1 compared to 2016.

There are also flows of more than 40,000 PDs A1: from Slovenia to Austria (48,867 PDs A1), from Germany to Austria (45,475 PDs A1), from Germany to France (44,117 PDs A1), from Germany to the Netherlands (42,935 PDs A1), from Slovakia to Germany (42,180 PDs A1) and finally from Germany to Switzerland (42,093 PDs A1). Especially the flow of persons covered by Article 12 from Germany to France (+19,755 PDs A1), Austria (+15,279 PDs A1) and the Netherlands (+14,557 PDs A1) increased significantly.

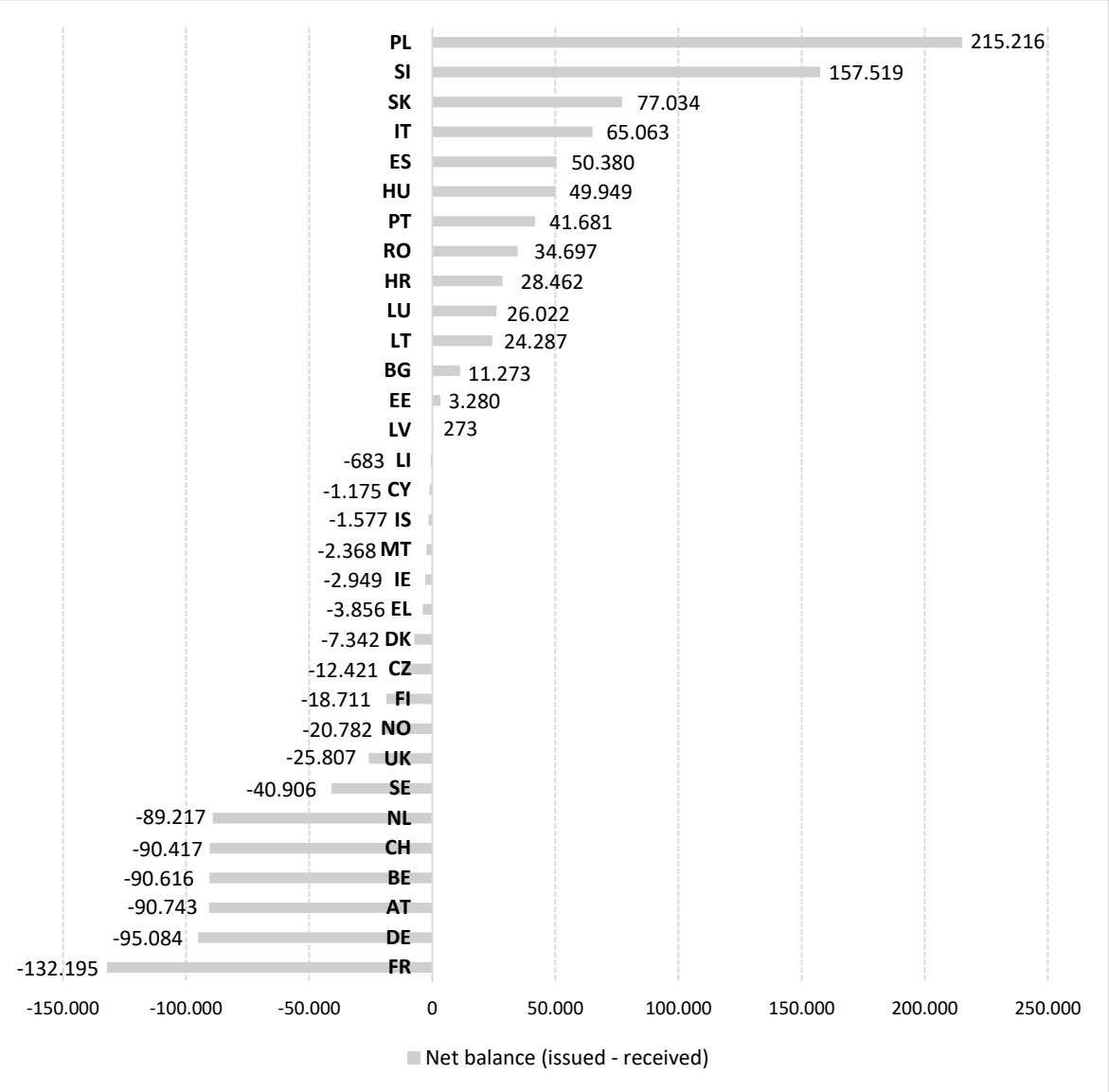
Table 5 PDs A1 issued by competent Member States according to Article 12 of the Basic Regulation, breakdown by receiving Member State,2017

		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
Receiving Member State	BE		2,510	515	129	26,712	11	327	99	5,693	22,287	1,770	6,743	2	108	2,121	22,702	2,527	13	9,559	879	23,657	14,860	6,767	11,643	5,525	75	101		0	0			167,335
	BG	53		31	12	1,192	0	1	184	226	465	27	250	0	0	5	41	43	1	31	76	322	9	253	46	226	4	10		0	0			3,508
	CZ	340	43		56	4,509	1	15	18	1,276	1,655	239	1,122	1	5		119	403	0	51	693	2,770	133	384	613	9,762	14	5		0	0			24,227
	DK	492	29	244		6,869	7	193	19	822	996	286	887	0	71	297	132	372	0	148	303	2,015	198	97	397	508	125	77		8	0			15,592
	DE	7,416	5,904	3,776	642		318	454	1,643	17,049	16,057	27,659	14,881	7	520	7,806	9,966	34,578	8	4,626	24,153	114,979	3,986	16,941	71,219	42,180	182	210		12	3			427,175
	EE	41	1	13	7	1,490		0	4	99	130	8	40	0	17	325	41	1	2	14	155	271	0	219	29	80	30	8		0	0			3,025
	IE	204	28	35	29	1,718	0		23	1,114	1,036	56	278	0	6	1	133	95	2	49	110	821	232	33	70	68	8	22		0	0			6,171
	EL	178	821	114	113	1,773	0	10		713	1,566	37	1,368	59		8	131	46	0	155	95	301	40	164	74	93	99	151		0	0			8,109
	ES	2,038	89	422	459	19,501	44	39	106		11,862	121	7,950	0	19	91	619	245	6	867	1,358	2,106	10,005	379	1,042	524	289	296		10	1			60,488
	FR	30,540	1,629	1,049	800	44,117	219	390	524	31,961		719	31,157	0	22	2,653	20,286	1,412	23	2,690	2,518	28,210	26,270	7,096	2,310	4,110	108	479		71	0			241,363
	HR	93	143	91	17	1,550	191	0	6	404	493		933	0	7	6	37	384	0	19	435	507	22	25	7,165	222	22	19		0	0			12,791
	IT	1,721	420	321	144	16,855	122	88	222	9,396	10,498	1,441		1	8	105	521	920	45	968	2,744	3,210	954	6,025	6,593	1,093	95	146		11	2			64,669
	CY	37	6	6	11	440	0	2	239	60	99	4	72			2	18	6	1	16	18	142	6	28	13	7	3	20		0	0			1,256
	LV	37	24	3	7	345	19	0	2	125	113	16	30	0		244	17	11	0	4	33	242	0	0	53	23	5	3		0	0			1,356
	LT	37	152	17	117	432	3	0	2	115	123	13	74	0	24		14	4	0	29	24	964	19	5	19	62	9	3		0	0			2,261
	LU	7,750	5	25	27	14,633	0	7	12	348	5,199	171	532	0	0	10		529	5	219	177	913	754	166	1,072	98	7	5		0	0			32,664
	HU	171	49	187	73	3,145	1	13	11	566	1,138	236	784	8	1	2	199	131	0	65	803	1,343	30	437	966	2,539	18	5		3	0			12,924
	MT	47	18	4	17	669	0	3	16	238	394	5	584	0	6	2	83	26		12	21	304	1	19	3	15	18	8		0	0			2,513
	NL	19,123	603	301	194	42,935	238	382	517	3,698	4,100	1,003	3,035	0	12	3,100	740	2,715	5		1,033	14,547	2,796	2,591	3,702	4,057	57	35		3	0			111,522
	AT	785	643	783	310	45,475	5	21	20	1,179	1,360	1,038	7,984	0	10	79	241	13,006	5	563		5,278	960	1,142	48,867	11,146	58	88		0	0			141,046
	PL	445	128	474	78	8,467	52	26	23	2,256	2,410	270	1,951	0	4	14	287	535	4	166	632		82	178	793	1,271	49	25		0	0			20,620
	PT	360	9	129	28	3,182	0	29	32	14,256	2,631	77	806	0	2	1	187	12	3	43	175	356		34	87	120	49	28		3	0			22,639
	RO	173	192	161	27	3,594	0	9	152	1,681	1,583	140	1,773	0			106	471	0	66	515	756	25		184	420	5	3		0	0			12,036
	SI	78	61	190	7	1,070	1	2	3	173	431	2,182	663	0	1		31	288	0	22	763	210	9	60		111	1			0	0			6,357
	SK	146	307	1,604	7	2,732	0	1	42	736	625	129	736	0	1	1	40	1,505	0	20	541	2,752	30	882	774	145	1	2		0	0			13,759
	FI	116	278	184	125	4,418	3,746	54	20	933	1,053	923	550	0	117	1,706	94	97	6	112	360	4,327	278	327	922	1,169		337		0	0			22,252
	SE	440	139	403	440	12,806	536	359	32	1,472	1,336	1,188	768	0	369	3,152	162	683	0	181	675	13,440	791	586	1,384	2,330	326	0		7	0			44,005
	UK	2,039	421	321	507	14,342	4	497	140	10,426	10,047	691	4,576	0	48	162	987	751	11	984	1,657	5,824	1,042	1,263	1,290	1,318	131	100		8	0			59,587
	IS	34	0	8	42	183	5	15	44	86	157	56	16	0	4	37	3	13	0	15	44	912	27	0	16	21	0	1			0			1,739
	LI	15	0	18	5	282	0	0	2	1	14	0	17	0			17	41	0		264	26	0	0	8	5	0	0		0				715
	NO	288	53	105	3,595	4,555	771	103	4	1,058	684	619	782	0	185	4,513	58	171	0	131	453	2,405	310	300	220	510	128	859		22	0			22,882
	CH	1,482	76	272	56	42,093	11	182	92	2,707	8,626	129	38,390	3	11	105	674	741	5	480	3,396	1,926	451	332	2,302	1,035	29	53		4	26			105,689
	unkn.				169	7				1					51			111			5,200						1,596		33,780			2,100	15,272	58,287
	Total	76,719	14,781	11,806	8,250	332,091	6,305	3,222	4,253	110,868	109,168	41,253	129,732	81	1,629	26,548	58,686	62,873	145	22,305	50,303	235,836	64,320	46,733	163,876	90,793	3,541	3,099	33,780	162	32	2,100	15,272	1,730,562
	EU-15	73,202	13,528	8,622	3,947	255,336	5,250	2,850	3,409	99,060	90,028	37,180	81,515	69	1,312	21,292	56,901	57,988	132	21,164	36,237	219,984	63,166	43,611	150,672	74,339	1,609	2,075		133	6			
	EU-13	1,698	1,124	2,781	436	29,635	268	72	702	7,955	9,659	3,269	9,012	9	66	601	1,033	3,808	8	515	4,709	10,583	366	2,490	10,658	14,883	179	111		3	0			
	EFTA	1,819	129	403	3,698	47,113	787	300	142	3,852	9,481	804	39,205	3	200	4,655	752	966	5	626	4,157	5,269	788	632	2,546	1,571	157	913		26	26			
	Neighbour	64,829	1,013	6,637	1,082	235,810	3,765	497	184	46,217	74,529	2,418	78,194	0	41	258	52,954	15,654	0	14,185	33,357	121,465	10,005	690	63,591	24,718	484	1,273		0	0			

Source Administrative data PD A1 Questionnaire 2018

Figure 4 gives an overview of the net balance per reporting Member State by showing the number of PDs A1 issued **minus** the number of PDs A1 received. Some 14 Member States are net senders (i.e. more PDs A1 issued than received), in particular Poland, Slovenia and Slovakia. The other 18 Member States are net recipients (i.e. more PDs A1 received than issued), in particular France, Germany, Austria, Belgium, Switzerland and the Netherlands.

Figure 4 Net balance between the number of PDs A1 issued and received according to Article 12 of the Basic Regulation, 2017



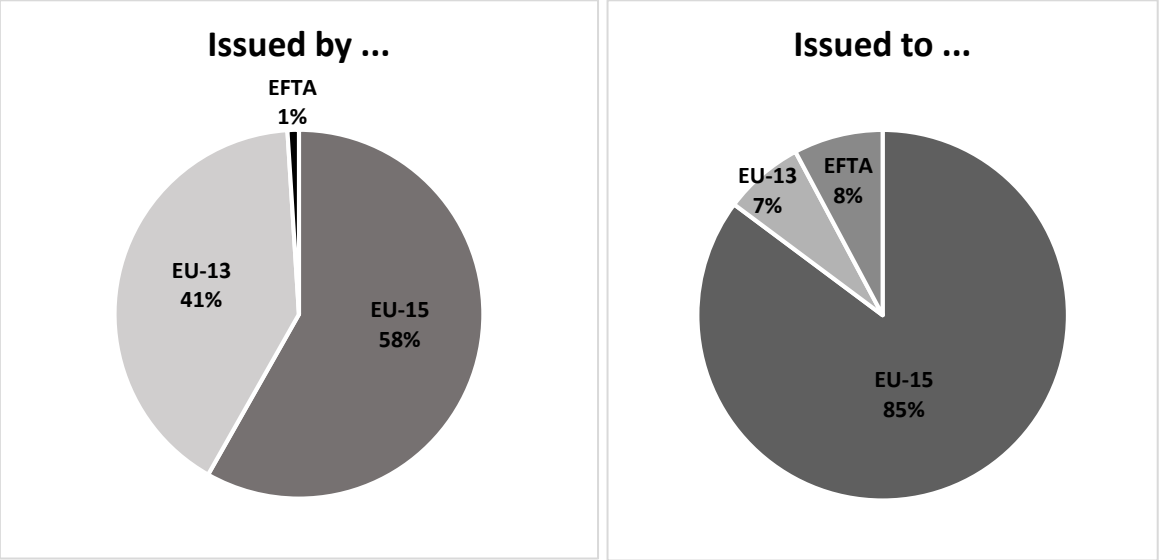
Source Administrative data PD A1 Questionnaire 2018

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

Some 58% of the PDs A1 issued according to Article 12 were granted by EU-15 Member States and 41% 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 even increased compared to previous years (it was 56% in 2016), mainly due to the increased number of PDs A1 issued by Germany (+ 100,325 PDs A1) and a declining number of PDs A1 issued by Poland (-24,163 PDs A1) (see also *Table 6*). Furthermore, approximately 85% of PDs A1 issued

according to Article 12 were received by EU-15 Member States *(Figure 5 – at the right hand side)*. Both graphs show that there is not only a flow of persons covered by Article 12 from EU-13 to EU-15 Member States but also across EU-15 Member States.

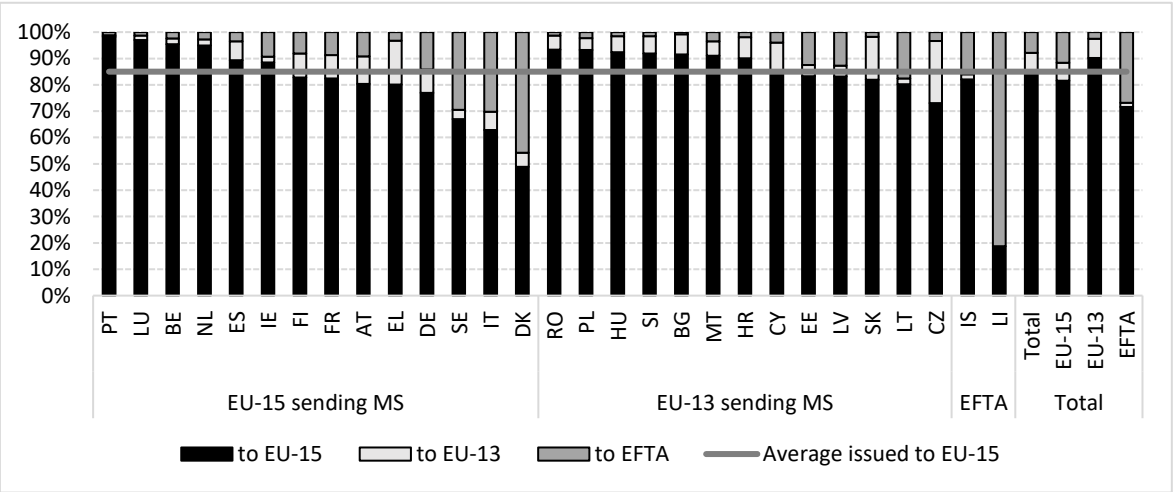
Figure 5 PDs A1 issued according to Article 12 of the Basic Regulation, breakdown by classification of the sending or the receiving Member State, total, 2017



Source Administrative data PD A1 Questionnaire 2018

More than 90% of the PDs A1 issued according to Article 12 by Portugal, Luxembourg, Belgium, the Netherlands, Romania, Poland, Hungary, Slovenia, Bulgaria, Malta and Croatia are to the EU-15 *(Figure 6)*. The share of forms issued to the EU-15 is somewhat higher for the EU-13 Member States (90%) than for the EU-15 Member States (82%), mainly because of the higher number of A1 certificates issued by EU-15 Member States to Switzerland compared to the EU-13 Member States.

Figure 6 PDs A1 issued by the sending Member States according to Article 12 of the Basic Regulation, breakdown by classification of the receiving Member State, 2017

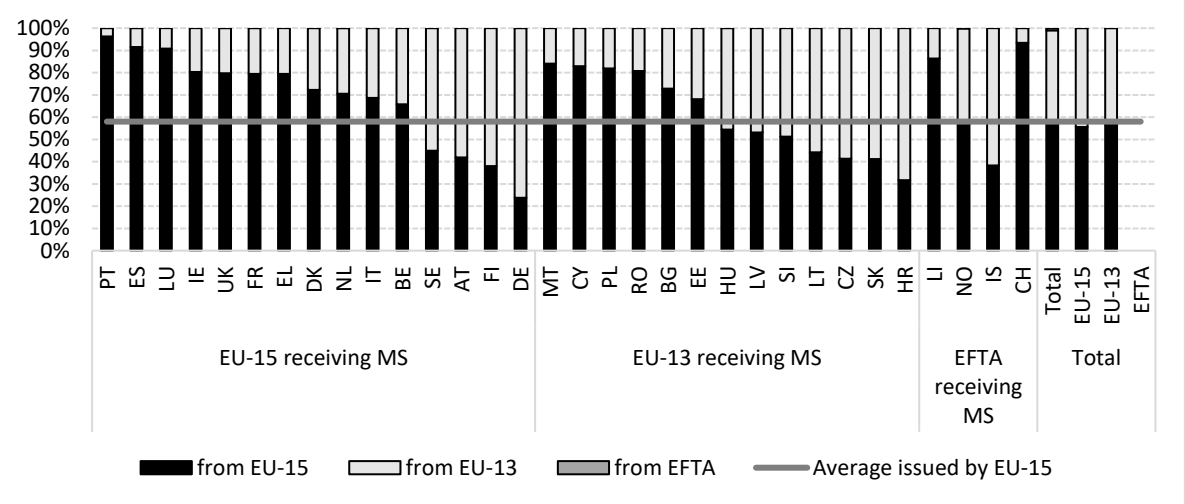


* No breakdown by receiving MS reported by UK, NO and CH .
Source Administrative data PD A1 Questionnaire 2018

The EU-15 Member States received almost equal proportions of PDs A1 issued by EU-15 and EU-13 Member States. Germany, Finland, Austria, Sweden, Croatia, Slovakia, Czech Republic, Lithuania and Iceland received more than 50% of the PDs A1 issued according to Article 12 from the EU-13 *(Figure 7)*. On the other hand, PDs A1 issued

according to Article 12 from the EU-15 represent the overwhelming majority (>90%) in Portugal, Spain, Luxembourg and Switzerland.

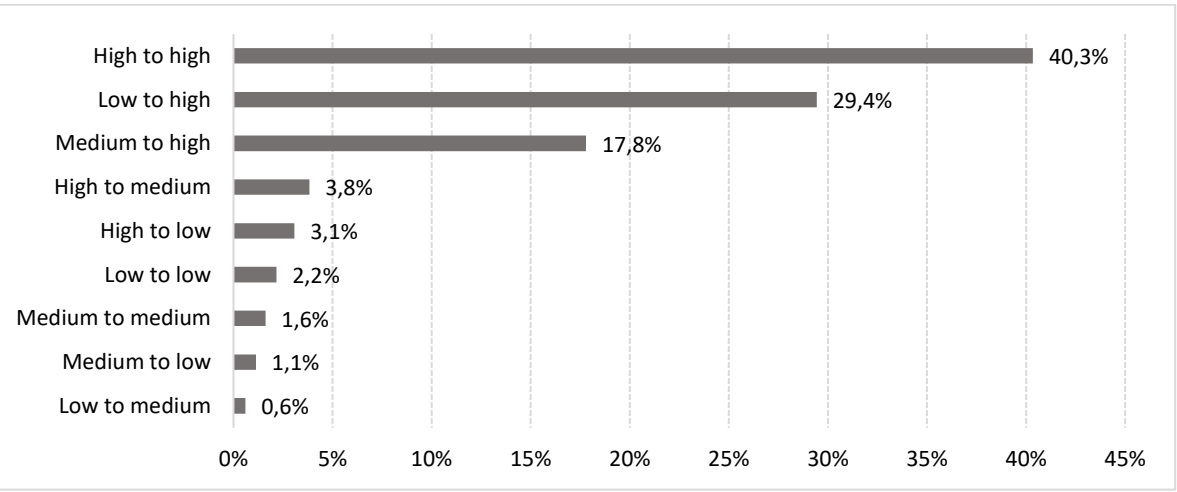
Figure 7 PDs A1 issued according to Article 12 of the Basic Regulation received by the receiving Member States, breakdown by classification of the sending Member State, 2017



* No data reported by UK, NO and CH.
Source Administrative data PD A1 Questionnaire 2018

Some 40% of the persons covered by Article 12 go from one high-wage Member State to another *(Figure 8)*.[17] The flow from low-wage to high-wage Member States represents some 30% of total PDs A1 issued according to Article 12. Furthermore, 18% of the persons covered by Article 12 are sent from medium-wage to high-wage Member States. 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 8 Flow of PDs A1 issued according to Article 12 of the Basic Regulation between EU Member States divided by wage group (high, medium, low), share in total, 2017



* High-wage (above EU average wage, year 2012 - Eurostat): DK, LU, SE, FI, BE, NL, DE, FR, AT, IT, IE, UK, IS, LI, NO and CH; Medium-wage (around EU average, 2012): CY, ES, EL, MT, SI, PT; Low-wage (less than half of the EU average wage): HR, CZ, EE, PL, SK, HU, LV, LT, RO and BG.
Source Administrative data PD A1 Questionnaire 2018 based on EC, 2016 (see Figure 5).

[17] One could argue that the preponderance of high-to-high flows is dependent on the fact that high-wage countries represent the most numerous group (16 vs 6 medium-wage and 10 low-wage countries).

3.3. Comparison with previous years

Tables 6 and 7 illustrate the evolution of the number of PDs A1 issued and received according to Article 12 between 2010 and 2017.

Compared to 2016, the overall number of PDs A1 issued pursuant to Article 12 increased by more than 100,000 certificates *(Table 6)*. This evolution is mainly the result of an increased number of certificates issued by Germany (+100,000 PDs A1 or +43% compared to 2016). However, an important finding is that the number of PDs A1 issued by the EU-13 Member States according to Article 12 decreased by 1% compared to 2016, mainly due to the strong decline of certificates issued by Poland (-24,163 PDs A1 or -9.3% compared to 2016). Consequently, the number of PDs A1 issued by Poland according to Article 12 is back at the level of 5 years ago.

The number of PDs A1 issued according to Article 12 by Belgium, Czech Republic, Denmark, Germany, Greece Spain, Croatia, Italy, Lithuania, Luxembourg, Hungary, Malta, Portugal, Slovenia, Slovakia, the United Kingdom, Iceland and Switzerland increased compared to 2016. On the contrary, the number of certificates issued by Bulgaria, Estonia, Ireland, France, Cyprus, Latvia, the Netherlands, Austria, Poland, Romania, Finland, Sweden and Liechtenstein decreased.

Table 6 PDs A1 according to Article 12 of the Basic Regulation issued by sending Member States, 2010-2017

Sending MS	2010	2011	2012	2013	2014	2015	2016	2017	Change 2017 vs 2016	
									%	Numbers
BE	49,862	55,931	56,103	58,522	58,611	63,467	69,836	76,719	9.9%	6,883
BG	5,734	7,429	11,091	12,861	13,275	14,811	15,656	14,781	-5.6%	-875
CZ	15,829	16,102	15,358	13,155	10,380	10,799	11,145	11,806	5.9%	661
DK	9,262	11,491	6,176	5,320	3,869	7,288	6,508	8,250	26.8%	1,742
DE	201,436	226,850	221,650	227,008	232,776	218,006	231,766	332,091	43.3%	100,325
EE	13,580	15,322	14,889	11,689	7,147	5,415	6,327	6,305	-0.3%	-22
IE	1,935	3,106	3,512	3,457	3,261	3,616	3,303	3,222	-2.5%	-81
EL	642	888	1,661	1,688	2,325	2,908	3,941	4,253	7.9%	312
ES	44,087	48,479	48,132	63,519	76,286	86,943	100,469	110,868	10.4%	10,399
FR	133,896	144,256	130,247	123,580	119,727	130,468	132,012	109,168	-17.3%	-22,844
HR				8,716	24,060	33,381	36,142	41,253	14.1%	5,111
IT	35,430	35,611	48,369	55,509	69,279	83,277	106,395	129,732	21.9%	23,337
CY	81	38	35	66		96	169	81	-52.1%	-88
LV	3,424	4,287	2,846	3,237	1,655	1,801	2,446	1,629	-33.4%	-817
LT	6,462	9,515	11,306	14,105	16,683	21,430	25,371	26,548	4.6%	1,177
LU	55,852	39,385	39,758	28,481	50,345	50,440	55,364	58,686	6.0%	3,322
HU	40,640	57,848	63,742	66,415	65,655	59,711	61,365	62,873	2.5%	1,508
MT	442	318	327	322	145	88	110	145	31.8%	35
NL	15,190	25,986	24,199	25,429	37,775	27,141	28,394	22,305	-21.4%	-6,089
AT	25,957	28,806	35,671	36,959	41,114	55,320	62,526	50,303	-19.5%	-12,223
PL	221,126	227,930	246,214	262,714	266,745	251,107	259,999	235,836	-9.3%	-24,163
PT	58,923	54,043	54,580	81,687	74,735	64,020	62,005	64,320	3.7%	2,315
RO	29,730	59,363	44,318	51,739	57,194	46,871	48,710	46,733	-4.1%	-1,977
SI	23,944	42,485	65,727	83,659	102,920	126,153	150,922	163,876	8.6%	12,954
SK	28,245	40,926	44,854	52,807	73,810	80,058	89,931	90,793	1.0%	862
FI	2,187	2,668	3,181	3,332	2,786	3,725	3,707	3,541	-4.5%	-166
SE		2,993	3,339	4,622	4,306	4,287	3,611	3,099	-14.2%	-512
UK	32,109	35,368	33,148	29,935	23,501	31,708	33,647	33,780	0.4%	133
IS	376	377	293	269	140	179	126	162	28.6%	36
LI	61	63	166	119	89	65	65	32	-50.8%	-33
NO	1,872	2,163	n.a.	n.a.	3,252	n.a.	n.a.	2,100		
CH			n.a.	10,346	10,851	10,728	11,727	15,272	30.2%	3,545
Total	1,058,314	1,200,027	1,230,892	1,341,267	1,454,697	1,495,307	1,623,695	1,730,562	6.6%	106,867
EU-15	666,768	715,861	709,726	749,048	800,696	832,614	903,484	1,010,337	11.8%	106,853
EU-13	389,237	481,563	520,707	581,485	639,669	651,721	708,293	702,659	-0.8%	-5,634
EFTA	2,309	2,603	459	10,734	14,332	10,972	11,918	17,566	47.4%	5,648

Source Administrative data PD A1 Questionnaire 2018 and previous years

The increase of the number of PDs A1 according to Article 12 received by the EU-15 Member States (+88,616 PDs A1) is much higher compared to that to the EU-13 Member States (+16,069 PDs A1) *(Table 7)*. Nonetheless, the growth rate of PDs A1

received by an EU-13 Member State increased by 16% compared to 2016. Especially France (+38,344 PDs A1) and to a lesser extent Austria (+20,896 PDs A1) and the Netherlands (+20,649 PDs A1) received a higher number PDs A1 issued to persons falling under Article 12. This evolution might be partially explained by the application of control measures.

Table 7 PDs A1 issued according to Article 12 of the Basic Regulation, by receiving Member State, 2010-2017

Receiving MS	2010	2011	2012	2013	2014	2015	2016	2017	Change 2017 vs 2016	
									%	Numbers
BE	90,540	125,107	125,264	134,340	159,749	156,556	178,319	167,335	-6.2%	-10,984
BG	4,483	4,006	3,896	3,805	3,267	3,325	3,867	3,508	-9.3%	-359
CZ	15,892	17,144	17,808	18,603	17,165	19,144	22,743	24,227	6.5%	1,484
DK	9,608	11,002	11,044	10,763	10,869	13,352	15,698	15,592	-0.7%	-106
DE	250,054	311,361	335,862	373,666	414,220	418,908	440,065	427,175	-2.9%	-12,890
EE	1,235	1,904	2,325	2,998	2,951	2,315	3,733	3,025	-19.0%	-708
IE	5,014	6,084	4,674	5,556	3,973	4,039	5,760	6,171	7.1%	411
EL	10,656	7,763	6,795	4,820	4,692	5,683	6,383	8,109	27.0%	1,726
ES	63,304	47,640	46,075	46,507	44,825	47,369	52,353	60,488	15.5%	8,135
FR	160,532	161,954	156,490	182,219	190,848	184,695	203,019	241,363	18.9%	38,344
HR				1,753	4,560	7,139	9,835	12,791	30.1%	2,956
IT	60,460	64,223	48,663	47,445	52,481	59,095	61,321	64,669	5.5%	3,348
CY	1,702	1,042	1,106	956	944	716	972	1,256	29.2%	284
LV	1,851	1,788	1,516	1,235	1,504	1,431	1,080	1,356	25.6%	276
LT	1,850	2,248	3,497	2,274	1,930	2,404	2,018	2,261	12.0%	243
LU	27,730	24,295	19,741	20,503	21,763	21,749	26,591	32,664	22.8%	6,073
HU	8,457	9,924	9,900	8,887	8,955	8,743	11,312	12,924	14.3%	1,612
MT	1,308	1,449	1,052	952	1,062	1,453	2,318	2,513	8.4%	195
NL	91,560	105,885	99,416	100,423	87,817	89,411	90,873	111,522	22.7%	20,649
AT	59,642	76,335	76,445	88,596	101,015	108,627	120,150	141,046	17.4%	20,896
PL	12,877	16,013	16,033	14,387	14,521	17,897	17,818	20,620	15.7%	2,802
PT	12,193	13,345	11,422	10,696	12,833	15,374	18,109	22,639	25.0%	4,530
RO	9,445	10,476	11,224	10,894	9,717	10,709	10,028	12,036	20.0%	2,008
SI	3,391	2,676	3,340	4,507	6,550	5,685	5,146	6,357	23.5%	1,211
SK	8,692	6,876	6,641	7,010	7,648	8,141	9,694	13,759	41.9%	4,065
FI	20,205	22,183	22,522	19,917	16,589	18,618	21,014	22,252	5.9%	1,238
SE	19,464	24,412	26,095	29,446	33,019	37,373	39,120	44,005	12.5%	4,885
UK	34,321	37,247	40,366	43,522	50,893	54,344	57,226	59,587	4.1%	2,361
IS	543	559	385	392	338	608	1,373	1,739	26.7%	366
LI	572	763	510	925	417	803	842	715	-15.1%	-127
NO	18,771	30,523	16,170	18,778	21,250	24,958	23,844	22,882	-4.0%	-962
CH	51,962	62,578	64,908	78,106	87,492	97,701	104,295	105,689	1.3%	1,394
Unknown			39,429	45,790	58,717	46,943	56,776	58,287	2.7%	1,511
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	6.6%	106,867
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	6.6%	88,616
EU-13	71,183	75,546	78,338	78,261	80,774	89,127	100,564	116,633	16.0%	16,069
EFTA	71,848	94,423	81,973	98,201	109,497	124,070	130,354	131,025	0.5%	671

* DK, UK, LI, NO and CH did not provide a breakdown by receiving Member State for 2012, 2013, 2014, 2015, 2016 or 2017, which prevents to draw a complete picture in terms of receiving Member States.

Source Administrative data PD A1 Questionnaire 2018 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 7% of the persons covered by Article 12 were self-employed in 2017 *(Table 8)*, which is a similar percentage compared to previous years (7.3% in 2016 and 7.8% in 2015). Especially Slovakia, the Czech Republic, Liechtenstein and Iceland granted a high percentage of PDs A1 to self-employed persons. In absolute terms, this is mainly the case for Slovakia.

The detailed information provided by the reporting Member States results in a similar view by receiving Member State. Especially Switzerland and Sweden 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, 2017

	Issued				Received			
	Employed		Self-employed		Employed		Self-employed	
	Number	*% row*	*Number*	*% row*	*Number*	*% row*	*Number*	*% row*
BE	72,884	95.0%	3,835	5.0%	148,088	93.9%	9,671	6.1%
BG	14,713	99.5%	68	0.5%	3,277	94.2%	200	5.8%
CZ	9,017	79.7%	2,293	20.3%	23,165	95.8%	1,011	4.2%
DK	8,081	98.0%	169	2.0%	14,524	94.0%	920	6.0%
DE	319,332	96.2%	12,759	3.8%	390,136	92.3%	32,524	7.7%
EE	6,299	99.9%	6	0.1%	2,894	96.1%	117	3.9%
IE	3,016	93.6%	206	6.4%	5,841	95.4%	281	4.6%
EL	4,196	98.7%	57	1.3%	7,666	96.4%	287	3.6%
ES	103,927	93.7%	6,941	6.3%	57,680	96.7%	1,940	3.3%
FR	109,155	100.0%	13	0.0%	228,673	95.8%	10,000	4.2%
HR	41,065	99.7%	130	0.3%	12,016	94.1%	756	5.9%
IT	116,237	89.6%	13,495	10.4%	60,750	95.4%	2,950	4.6%
CY	75	92.6%	6	7.4%	1,196	96.5%	44	3.5%
LV	1,529	93.9%	100	6.1%	1,306	96.6%	46	3.4%
LT	26,462	99.7%	86	0.3%	2,153	96.5%	78	3.5%
LU	58,381	99.5%	305	0.5%	31,767	97.9%	678	2.1%
HU	62,225	99.0%	648	1.0%	12,292	95.6%	567	4.4%
MT	124	85.5%	21	14.5%	2,429	97.1%	72	2.9%
NL	19,231	86.2%	3,074	13.8%	107,048	96.0%	4,474	4.0%
AT	45,108	89.7%	5,195	10.3%	129,648	92.3%	10,835	7.7%
PL	217,154	92.1%	18,682	7.9%	19,644	96.0%	810	4.0%
PT	64,200	99.8%	120	0.2%	21,605	95.6%	991	4.4%
RO	46,714	100.0%	19	0.0%	11,614	97.0%	356	3.0%
SI	156,347	95.4%	7,529	4.6%	6,135	96.8%	200	3.2%
SK	54,883	60.4%	35,910	39.6%	13,051	95.0%	688	5.0%
FI	3,295	93.1%	246	6.9%	21,266	96.1%	874	3.9%
SE	4,196	98.7%	57	1.3%	39,426	90.0%	4,398	10.0%
UK	28,084	83.1%	5,696	16.9%	56,623	96.6%	1,979	3.4%
IS	91	56.2%	71	43.8%	1,693	98.2%	31	1.8%
LI	8	25.0%	24	75.0%	680	95.1%	35	4.9%
NO	1,762	83.9%	338	16.1%	22,343	98.2%	408	1.8%
CH	14,174	92.8%	1,098	7.2%	88,993	84.6%	16,208	15.4%
Total	1,611,965	93.1%	119,197	6.9%				

Source Administrative data PD A1 Questionnaire 2018

3.5. Breakdown by sector of economic activity

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

3.5.1 From the perspective of the sending Member State

Annex 1 – Table 1.3 presents a distribution by sector activity of the PDs A1 issued according to Article 12. The table shows, *inter alia*, that approximately 119,000 PDs A1 issued by Poland according to Article 12 concern a situation in which services are provided abroad in the construction sector. Roughly 53,600 of these certificates are received by Germany.[18]

[18] 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. Such data is available for 19 Member States.

The share of the sector of activity in total number of PDs A1 is shown in *Table 9*. In 2017, on average 47% of PDs A1 were issued to persons providing services abroad in the construction sector. Furthermore, 26.5% 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.

The figures show that the construction sector is by far the most 'popular' sector. Consequently, most of the reporting Member States issued mainly a PD A1 to persons providing services in the construction industry. Only employed/self-employed persons from France, Cyprus and Finland work mainly in a sector other than construction. A more detailed distribution of the service sector illustrates that almost one out of ten temporary services activities occur in education, the health and social care sector or in other services. Furthermore, a high percentage of persons from the Netherlands and Luxembourg and falling under Article 12 are employed by temporary employment agencies.

Table 9 **PDs A1 issued according to Article 12 of the Basic Regulation, from a sending perspective, breakdown by sector of activity, 2017 (row %)**

Sending MS	Agriculture, hunting and fishing NACE A	Industry NACE B to F		Services NACE G to T								
		Industry Total	of which Construction NACE F	Services Total	of which							
					Wholesale and retail trade NACE G	Accommodation and food service activities NACE I	Transportation and storage; Information and communication NACE H and J	of which Freight transport by road NACE H - Group 49.4	Financial and insurance; Real estate; Professional, scientific and technical activities; Administrative and support service activities NACE K,L, M and N	of which Temporary employment agency NACE N - Group 78.2	Education, health and social work, arts and other services NACE P, Q, R and S	of which Human health and social work activities NACE Q
BE*	0.8%	20.0%	17.2%	79.1%	0.4%	0.4%	13.4%	0.0%	14.4%	0.0%	41.3%	n.a.
BG												
CZ	1.4%	67.5%	46.2%	31.1%	3.2%	0.4%	3.9%	3.0%	23.0%	n.a.	n.a.	n.a.
DK												
DE												
EE	4.5%	86.3%	57.7%	9.2%	0.6%	0.7%	0.3%	0.0%	1.4%	0.2%	6.1%	3.0%
IE												
EL												
ES												
FR	0.0%	46.4%	7.9%	53.6%	6.4%	1.1%	7.1%	0.2%	21.2%	3.9%	17.8%	0.6%
HR	0.1%	87.9%	46.4%	12.0%	1.9%	0.4%	1.9%	0.1%	6.0%	1.1%	2.1%	0.3%
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	0.3%	60.0%	42.8%	39.7%	1.6%	0.0%	23.5%	0.2%	13.2%	1.4%	0.8%	0.0%
LT	0.3%	58.1%	44.8%	41.6%	0.1%	7.7%	0.5%	0.5%	0.0%	0.0%	0.0%	0.0%
LU	0.0%	51.6%	38.0%	48.4%	3.9%	0.1%	2.4%	0.1%	38.6%	16.7%	3.2%	0.4%
HU	0.0%	85.4%	56.5%	14.6%	3.1%	2.1%	4.3%	1.7%	2.1%	0.0%	3.6%	1.0%
MT	0.0%	23.4%	0.0%	76.6%	0.0%	0.0%	1.4%	0.0%	66.9%	0.0%	8.3%	0.0%
NL	0.9%	33.2%	1.3%	65.9%	5.0%	3.5%	3.5%	1.0%	22.1%	20.8%	31.8%	0.2%
AT	1.3%	74.4%	52.5%	24.4%	8.2%	0.7%	1.7%	0.2%	4.8%	0.9%	9.0%	1.0%
PL	2.1%	68.4%	50.6%	29.5%	1.4%	0.2%	3.5%	3.0%	7.0%	5.1%	17.3%	3.6%
PT	0.3%	79.0%	55.7%	20.6%	1.9%	0.1%	0.4%	0.2%	18.0%	5.7%	0.2%	0.0%
RO	0.9%	81.4%	51.6%	17.7%	1.2%	0.1%	8.2%	0.0%	5.4%	0.0%	0.0%	2.9%
SI	0.2%	98.4%	68.4%	1.4%	1.0%	0.0%	0.2%	0.0%	0.0%	0.0%	0.1%	0.0%
SK	0.9%	78.3%	43.5%	20.9%	2.1%	0.3%	2.0%	1.4%	1.8%	0.9%	14.3%	3.9%
FI	0.3%	53.5%	12.5%	46.2%	1.5%	0.2%	4.5%	1.5%	13.2%	0.5%	26.4%	0.0%
SE	0.4%	34.7%	13.7%	64.9%	5.4%	0.1%	7.7%	n.a.	36.7%	n.a.	15.0%	0.8%
UK												
IS	2.0%	0.0%	7.3%	98.0%	0.0%	0.0%	6.7%	0.7%	17.3%	0.0%	74.0%	0.0%
LI												
NO												
CH												
Total	0.9%	72.5%	46.5%	26.7%	2.5%	0.7%	3.1%	1.1%	9.6%	3.8%	9.6%	1.7%

* BE : Only figures for self-employed persons are reported.

Source Administrative data PD A1 Questionnaire 2018

3.5.2 From the perspective of the receiving Member State

By using the detailed figures reported by 21 sending Member States a fragmented picture can be presented of the services provided in the receiving Member States by

persons falling under Article 12. It is worth noting that due to the limited number of reporting Member States, an incomplete dataset from the perspective of the receiving Member State is obtained. It follows that some caution is required when drawing general conclusions. Nonetheless these fragmented data present an interesting view on the distribution of persons falling under Article 12 by sector of activity in the receiving Member States.

Most of the workers sent to Belgium, Denmark, Germany, Estonia, France, Croatia, Latvia, Luxembourg, the Netherlands, Austria, Finland, Sweden, Iceland, Liechtenstein and Norway provide services in the construction sector of the host Member State *(Table 10)*. Furthermore, most of the services received by Bulgaria, Ireland, Greece, Spain, Italy, Cyprus, Lithuania, Hungary, Malta, Portugal, Romania, Slovenia and Switzerland are provided in the service sector. For instance, some Member States received a high percentage of services in the health and social care sector. The percentage of persons covered by Article 12 and employed by temporary employment agencies will be an underestimation for all receiving Member States as not all reporting Member States were able to provide such detailed information. Nonetheless, the figures indicate that a high number of persons providing services in France and Belgium on the basis of Article 12 are employed by temporary employment agencies.

Table 10 PDs A1 issued according to Article 12 of the Basic Regulation, from a receiving perspective, breakdown by sector of activity, 2017 (row %)

Receiving MS	Agriculture, hunting and fishing NACE A	Industry NACE B to F		Services NACE G to T								
		Industry Total	of which Construction NACE F	Services Total	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%	73.0%	48.9%	26.5%	2.3%	0.5%	1.6%	0.4%	14.6%	8.2%	6.9%	0.3%
BG	0.1%	45.7%	27.1%	54.3%	2.9%	1.1%	24.5%	7.8%	13.0%	1.4%	10.5%	0.6%
CZ	0.8%	69.7%	24.0%	29.5%	5.0%	0.2%	3.1%	1.3%	6.9%	2.8%	13.7%	0.8%
DK	1.4%	70.3%	35.3%	28.3%	3.4%	0.4%	4.9%	1.7%	8.8%	0.5%	9.4%	0.9%
DE	1.0%	77.1%	51.6%	21.9%	2.0%	0.7%	2.4%	1.5%	4.9%	2.1%	10.3%	3.4%
EE	0.1%	73.4%	40.4%	26.5%	1.1%	0.0%	10.8%	8.4%	7.1%	0.1%	7.8%	0.3%
IE	0.1%	56.1%	29.9%	43.8%	5.4%	0.7%	10.4%	4.5%	18.2%	1.0%	12.6%	1.2%
EL	0.0%	26.9%	12.5%	73.1%	3.0%	2.9%	8.0%	4.0%	29.7%	1.2%	25.9%	2.2%
ES	0.1%	58.4%	25.2%	41.5%	4.5%	0.7%	5.2%	0.8%	18.7%	1.6%	11.6%	0.9%
FR	0.4%	65.3%	43.9%	34.3%	2.1%	0.2%	1.7%	0.5%	22.3%	12.6%	7.3%	0.5%
HR	0.6%	82.0%	65.3%	17.4%	2.7%	0.8%	2.6%	1.3%	7.6%	0.1%	3.0%	0.3%
IT	0.5%	53.4%	22.5%	46.0%	4.3%	1.3%	11.4%	0.6%	13.0%	0.9%	15.6%	1.1%
CY	0.3%	26.5%	13.4%	73.2%	3.6%	0.3%	29.2%	26.8%	22.4%	0.3%	16.4%	1.4%
LV	0.1%	68.8%	50.8%	31.1%	1.4%	0.0%	15.7%	14.4%	5.2%	0.7%	6.6%	0.4%
LT	0.1%	57.8%	36.1%	42.1%	6.3%	0.0%	9.1%	8.0%	5.0%	0.0%	21.6%	0.3%
LU	0.1%	70.7%	48.4%	29.2%	2.2%	1.1%	4.5%	2.0%	12.1%	3.8%	9.5%	0.6%
HU	2.1%	57.1%	16.9%	40.9%	6.0%	0.1%	5.4%	2.2%	9.8%	3.6%	17.6%	0.3%
MT	0.7%	30.4%	9.0%	68.9%	8.5%	1.5%	18.7%	11.6%	18.0%	2.8%	20.4%	0.6%
NL	4.8%	66.3%	35.2%	28.9%	2.7%	0.4%	2.6%	0.5%	6.1%	1.9%	12.2%	1.3%
AT	0.4%	85.5%	64.3%	14.1%	1.9%	0.9%	3.1%	1.2%	3.3%	0.5%	5.5%	0.6%
PL	0.5%	68.9%	22.8%	30.6%	4.7%	0.3%	2.9%	0.3%	13.0%	1.3%	10.3%	0.4%
PT	0.5%	36.9%	6.4%	62.6%	10.8%	0.8%	9.7%	3.2%	22.8%	0.9%	16.0%	1.4%
RO	0.6%	58.2%	20.5%	41.2%	4.1%	0.3%	9.9%	6.8%	13.6%	1.5%	13.1%	0.6%
SI	0.9%	57.9%	26.4%	41.2%	3.7%	0.6%	5.1%	2.6%	16.8%	6.8%	10.5%	0.5%
SK	1.0%	70.5%	25.8%	28.5%	3.9%	0.7%	6.2%	1.5%	12.1%	0.7%	8.5%	0.5%
FI	1.8%	81.6%	53.8%	16.6%	1.2%	0.1%	1.5%	0.7%	3.8%	0.2%	7.5%	0.0%
SE	0.5%	87.8%	67.2%	11.7%	1.0%	0.2%	2.0%	0.9%	2.6%	0.4%	4.7%	0.1%
UK	0.1%	60.3%	27.8%	39.7%	3.9%	0.9%	6.3%	0.6%	16.0%	3.4%	12.0%	1.1%
IS	0.0%	85.7%	66.6%	14.3%	0.6%	1.2%	2.1%	1.1%	6.3%	0.2%	3.9%	0.0%
LI	0.0%	68.1%	39.0%	31.9%	7.6%	0.0%	10.6%	4.9%	3.8%	1.1%	4.9%	0.3%
NO	0.4%	72.8%	53.9%	26.8%	1.4%	7.9%	2.0%	0.6%	4.6%	0.2%	3.5%	0.1%
CH	0.6%	55.1%	27.8%	44.3%	6.9%	1.0%	4.8%	0.4%	11.8%	0.8%	19.1%	1.1%
Total	0.9%	72.5%	46.5%	26.7%	2.5%	0.7%	3.1%	1.1%	9.6%	3.8%	9.5%	1.7%

* By using the detailed figures reported by 21 sending Member States, which accounts for some 60% of the total number of PDs A1 issued.

Source Administrative data PD A1 Questionnaire 2018

3.6. The number of individual persons involved

As mentioned earlier, the number of PDs A1 issued according to Article 12 is not necessarily equal to the number of persons involved. A total of 21 Member States reported figures on the number of individual persons involved. The number of individual persons involved is only half of the number of PDs A1 issued for these persons *(Table 11)*. It means that one person falling under Article 12 is sent abroad almost two 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 equal to the number of PDs A1 issued by Greece and Iceland. Figures for Poland show that on average, one individual employed/self-employed person was sent abroad two times in 2017.

These kinds of figures are really important to calculate the impact on national employment, as this is a better numerator than the number of forms granted. Moreover, it also useful to make an estimate of the total number of individual persons covered by Article 12. On the basis of the reported figures it is estimated that some 900,000 individual persons received a PD A1 according to Article 12 in 2017.[19]

Table 11 Number of individual persons who received a PD A1 according to Article 12 of the Basic Regulation, 2017

	Individual number of persons who received a PD A1 *(A)*	Number of PDs A1 issued *(B)*	A/B	B/A
BE				
BG	11,282	14,781	76%	1.3
CZ	9,680	11,806	82%	1.2
DK	5,390	8,250	65%	1.5
DE				
EE	4,907	6,305	78%	1.3
IE	2,567	3,222	80%	1.3
EL	4,253	4,253	100%	1.0
ES				
FR	58,932	109,168	54%	1.9
HR	30,176	41,253	73%	1.4
IT	73,921	129,732	57%	1.8
CY	72	81	89%	1.1
LV	1,402	1,629	86%	1.2
LT				
LU	17,708	58,686	30%	3.3
HU	43,233	62,873	69%	1.5
MT				
NL				
AT				
PL	116,948	235,836	50%	2.0
PT	33,305	64,320	52%	1.9
RO				
SI	47,698	163,876	29%	3.4
SK	58,091	90,793	64%	1.6
FI	1,928	3,541	54%	1.8
SE	2,702	3,099	87%	1.1
UK				
IS	162	162	100%	1.0
LI				
NO	1,618	2,100	77%	1.3
CH				
Total reported	525,975	1,015,766	52%	1.9
Estimate total individual	896,104*	1,730,562		

* Figure obtained by applying the percentage of 52% to all missing Member States.
Source Administrative data PD A1 Questionnaire 2018

[19] This by assuming for those Member States that did not provide data on the number of persons involved that on average one individual person was sent abroad almost two times (1.9) in 2017.

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 17 sending Member States reported figures on the average duration for 2017.

The average duration persons are active under Article 12 was 98 days in 2017. This is the total weighted[20] EU average calculated on the basis of the replies of the 17 reporting Member States *(Table 12)*. The unweighted average amounts to 146 days (same duration as in 2016).

The period differs to a large extent among the sending Member States. Luxembourg and France report a duration of almost less than a month. By contrast, Estonia, Ireland, Croatia, Latvia, Hungary and Finland all reported an average period of more than 200 days. The average duration for Poland amounts to 127 days.

It cannot be excluded that average figures are strongly influenced by the sector of activity in which the person is employed. However, a question that asks for more detailed figures on the average duration by sector of activity is not included in the PD A1 Questionnaire.

Table 12 Average duration of the period that persons are active under Article 12, in days, from a sending perspective, 2017

	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			
BG			
CZ	151	1.2	184
DK	89	1.5	136
DE			
EE	222	1.3	285
IE	228	1.3	286
EL			
ES			
FR	35	1.9	65
HR	261	1.4	357
IT	61	1.8	107
CY			
LV	270	1.2	314
LT			
LU	14	3.3	46
HU	222	1.5	323
MT			
NL			
AT			
PL	127	2.0	256
PT	118	1.9	228
RO			
SI	62	3.4	213
SK	72	1.6	113
FI	211	1.8	388
SE			
UK			
IS	159	1.0	159
LI			
NO	175	1.3	227
CH			
Total*	98	1.9	191

* The total unweighted average duration per PD A1 issued according to Article 12 BR is 146 days.

Source Administrative data PD A1 Questionnaire 2018

[20] Based on the total number of PDs A1 issued by the reporting Member States.

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 12)*. The fact that the average duration is 98 days and that the person is sent almost two times per year makes that an individual person is abroad 191 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 191 days during the same year.

3.8. The impact on national labour markets

The number of individual persons covered by Article 12 could be compared to the total number of employed/self-employed persons in the sending Member States to determine the relative importance of this activity. Since such data are not available for all Member States, an alternative is to use the number of PDs A1 issued to persons covered by Article 12. However, this will result into an overestimation of the relative impact.

In 2017, an equivalent of 0.4% of EU employment could be related to the employment of persons covered by Article 12 *(Table 13)*. The most striking figure is obtained for Slovenia, as some 5% of the Slovenian employed population is sent abroad. In addition, more than 1% of the employed population in Luxembourg (4.1%), Slovakia (2.3%) and Croatia (1.9%) provided services abroad in 2017. This is in contrast to Finland, Ireland, Norway and Iceland, which show a very low percentage of their employed population sent abroad (0.1% and lower).

By using the additional data about 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)[21] could be estimated. Such data are only available for 17 Member States. In 2017, an equivalent of 0.2% of employment in FTEs could be related to persons covered by Article 12 (weighted average).

[21] "*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).

Table 13 Share of persons falling under Article 12 of the Basic Regulation in national employment, by sending Member State, 2017

	Total employed persons (in ,000)	Forms	% of employed persons	Persons	% of employed persons	Persons in FTE*	% of employed persons in VTE
BE	4,638	76,719	1.7%				
BG	3,150	14,781	0.5%	11,282	0.4%		
CZ	5,222	11,806	0.2%	9,680	0.2%	4,884	0.1%
DK	2,816	8,250	0.3%	5,390	0.2%	2,012	0.1%
DE	41,664	332,091	0.8%				
EE	659	6,305	1.0%	4,907	0.7%	3,830	0.6%
IE	2,194	3,222	0.1%	2,567	0.1%	2,013	0.1%
EL	3,753	4,253	0.1%	4,253	0.1%		
ES	18,825	110,868	0.6%				
FR	26,880	109,168	0.4%	58,932	0.2%	10,468	0.0%
HR	1,625	41,253	2.5%	30,176	1.9%	29,499	1.9%
IT	23,023	129,732	0.6%	73,921	0.3%	21,681	0.1%
CY	380	81	0.0%	72	0.0%		
LV	895	1,629	0.2%	1,402	0.2%	1,205	0.1%
LT	1,355	26,548	2.0%				
LU	433	58,686	21.6%	17,708	4.1%	2,251	0.9%
HU	4,421	62,873	1.4%	43,233	1.0%	38,241	0.9%
MT	212	145	0.1%				
NL	8,605	22,305	0.3%				
AT	4,260	50,303	1.2%				
PL	16,423	235,836	1.4%	116,948	0.7%	82,058	0.5%
PT	4,757	64,320	1.4%	33,305	0.7%	20,794	0.5%
RO	8,671	46,733	0.5%				
SI	959	163,876	17.1%	47,698	5.0%	27,836	3.1%
SK	2,531	90,793	3.6%	58,091	2.3%	17,915	0.7%
FI	2,473	3,541	0.1%	1,928	0.1%	2,047	0.1%
SE	5,022	3,099	0.1%	2,702	0.1%		
UK	31,963	33,780	0.1%				
IS	194	162	0.1%	162	0.1%	71	0.0%
LI	n.a.	32	n.a.				
NO	2,644	2,100	0.1%	1,618	0.1%	1,007	0.0%
CH	4,637	15,272	0.3%				
Total	235,281	1,730,562	0.8%		0.4%		0.2%
Estimate**				896,104		466,448	

* In order to estimate the number of persons in FTEs, the average duration was divided by 365 days, because figures were collected in terms of 'calendar days' and not in terms of 'working days', and afterwards multiplied by the number of PDs A1 issued.

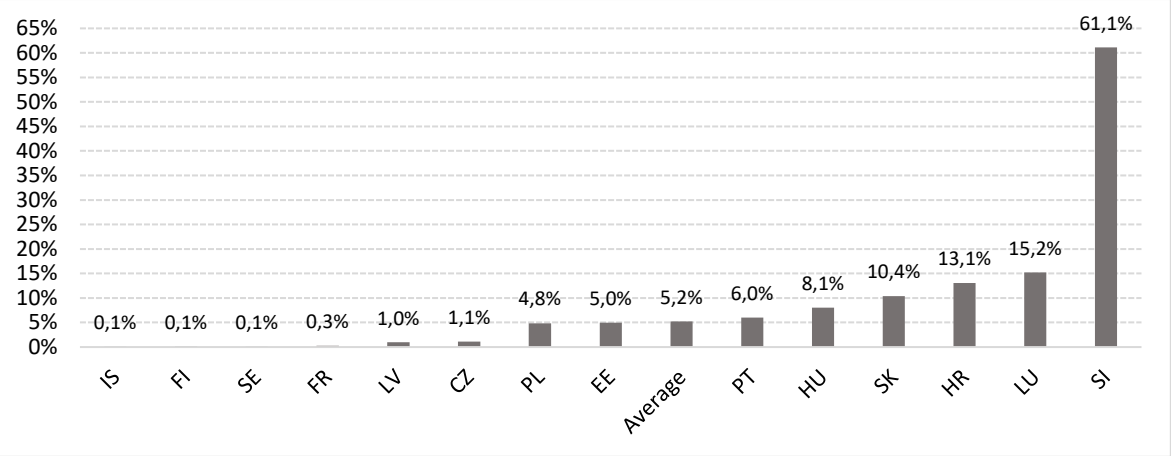
** Sum of figures reported and estimate for those Member States who did not provide data (average % is applied to these Member States).

Source Administrative data PD A1 Questionnaire 2018 and Eurostat [lfsa_egan2]

By using data about the 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 9* for 14 reporting Member States from a sending perspective. The reported figures are calculated on the basis of the reported number of persons involved and thus not on the number of PDs A1 issued.

A remarkable high number of some 6 out of 10 employed persons in the Slovenian construction sector were send abroad. Furthermore, also the Luxembourg (15%), Croatian (13%), Slovakian (10%) and Hungarian (8%) construction sectors sent a high percentage of persons abroad. On average 5% workers residing in one of these 14 reporting Member States were sent abroad to provide services in the construction sector.

Figure 9 Estimated share of individual persons falling under Article 12 of the Basic Regulation in total employment in construction, by sending Member State, 2017

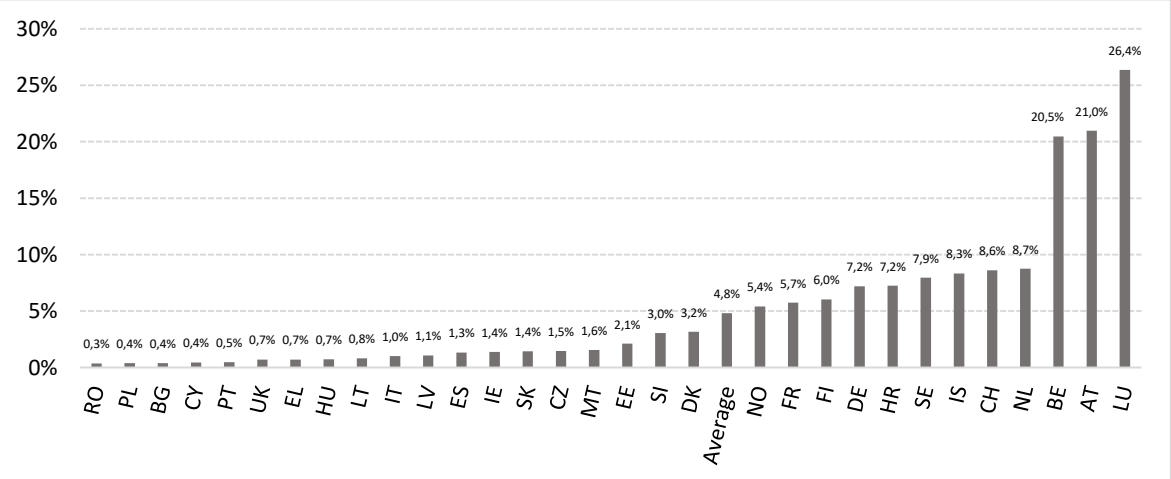


Source Administrative data PD A1 Questionnaire 2018 and Eurostat [lfsa_egan2]

Also from the perspective of the receiving Member State the impact of persons covered by Article 12 on national labour markets could be estimated on the basis of the number of PDs A1 issued according to Article 12 received and the breakdown by sector of activity. However, there are some caveats that should be taken into account. Firstly, the estimate is 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 is 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 based on *Table 10*. This means that the distribution is based on the figures provided by 21 reporting Member States. Nonetheless, this gives a very useful overview of the Member States which receive a high number of persons covered by Article 12 in relative terms. In addition, detailed figures for the construction sector are reported.

Mainly in the construction sector of Luxembourg, Austria and Belgium persons covered by Article 12 are an important type of employment *(Figure 10)*. Furthermore, also the construction sectors in the Netherlands, Switzerland, Iceland receive a relatively high number of persons covered by Article 12 compared to the national employment in this sector of activity. The share of such activities in total employment of the construction sector amounts to some 5%.

Figure 10 Estimated share of PDs A1 issued according to Article 12 of the Basic Regulation in total employment in construction, by receiving perspective, 2017



Source Administrative data PD A1 Questionnaire 2018 and Eurostat [lfsa_egan2]

4. PERSONS COVERED BY ARTICLE 13

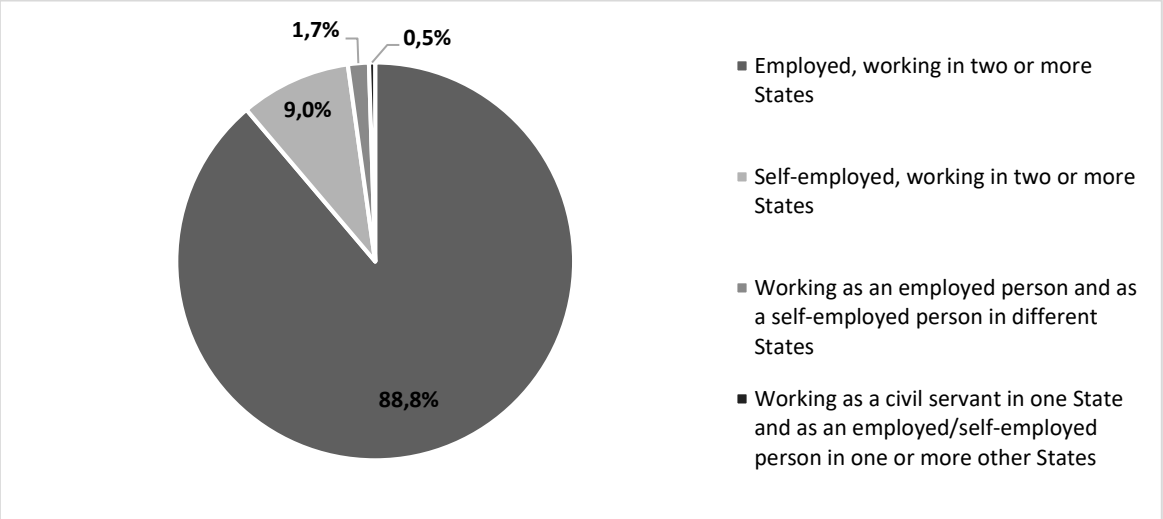
Detailed figures on persons who are active in two or more Member States (i.e. persons covered by Article 13) are reported in this Chapter. The need for a more detailed profile of persons active in two or more Member States recently emerged as the number of PDs A1 issued to this group of persons has strongly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

4.1. Breakdown by type of activity

A total of 1,025,377 PDs A1 were issued to persons covered by Article 13. The main issuing Member State is Poland as it has issued almost 325,000 PDs A1 or almost a third of A1 certificates issued to persons pursuing activities in two or more Member States *(Table 14)*.

More detailed information has been collected on the type of activity of these persons. On average 89% of these forms relate to persons employed in different Member States, including workers posted under the terms and conditions of the Posting of Workers Directive *(Figure 11)*. Also, 9% of these forms were issued to self-employed persons who are active in two or more Member States. Only 1.7% 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 11 Total number of PDs A1 issued for persons active in two or more Member States, breakdown by type of activity, 2017



Source Administrative data PD A1 Questionnaire 2018

Most Member States issued almost exclusively PDs A1 related to activities in two or more Member States to persons *employed* in different Member States *(Table 14)*. Only the United Kingdom, Czech Republic, Iceland, Belgium, Poland, Norway and Spain issued a relatively high percentage to persons *self-employed* in different Member States *(more than 10% of the forms issued related to activities in two or more Member States)*. Finally, the United Kingdom 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 14 **Total number of PDs A1 issued for persons active in two or more Member States by the sending Member State, breakdown by type of activity, 2017**

	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	46,906	81.9%	9,197	16.1%	1,140	2.0%	30	0.1%	57,273	100%
BG	20,336	96.4%	367	1.7%	403	1.9%	0	0.0%	21,106	100%
CZ	43,120	77.4%	10,583	19.0%	1,972	3.5%	25	0.0%	55,700	100%
DK	26,981	97.4%	427	1.5%	176	0.6%	104	0.4%	27,688	100%
DE	55,876	88.9%	2,652	4.2%	2,957	4.7%	1,392	2.2%	62,877	100%
EE	12,360	99.2%	42	0.3%	50	0.4%	4	0.0%	12,456	100%
IE	3,600	86.1%	382	9.1%	193	4.6%	5	0.1%	4,180	100%
EL	2,249	76.9%	560	19.1%	106	3.6%	11	0.4%	2,926	100%
ES	68,488	88.2%	9,087	11.7%	88	0.1%	0	0.0%	77,663	100%
FR	895	97.7%	0	0.0%	21	2.3%	0	0.0%	916	100%
HR	13,224	94.3%	572	4.1%	204	1.5%	23	0.2%	14,023	100%
IT	18,720	91.9%	1,316	6.5%	251	1.2%	72	0.4%	20,359	100%
CY	3,313	85.7%	52	1.3%	503	13.0%	0	0.0%	3,868	100%
LV	16,978	98.2%	135	0.8%	176	1.0%	0	0.0%	17,289	100%
LT	43,018	99.8%	11	0.0%	70	0.2%	0	0.0%	43,099	100%
LU	12,987	91.2%	285	2.0%	963	6.8%	3	0.0%	14,238	100%
HU	18,681	95.6%	298	1.5%	561	2.9%	0	0.0%	19,540	100%
MT	776	93.8%	24	2.9%	27	3.3%	0	0.0%	827	100%
NL	71,262	89.3%	7,616	9.5%	839	1.1%	106	0.1%	79,823	100%
AT	15,420	86.6%	1,323	7.4%	789	4.4%	278	1.6%	17,810	100%
PL	283,445	87.2%	39,325	12.1%	800	0.2%	1,429	0.4%	324,999	100%
PT	19,979	99.5%	30	0.1%	59	0.3%	2	0.0%	20,070	100%
RO	37,247	99.4%	112	0.3%	111	0.3%	0	0.0%	37,470	100%
SI	25,150	94.7%	1,167	4.4%	217	0.8%	25	0.1%	26,559	100%
SK	19,395	89.4%	1,492	6.9%	789	3.6%	20	0.1%	21,696	100%
FI	3,157	95.3%	65	2.0%	41	1.2%	51	1.5%	3,314	100%
SE	4,610	69.5%	257	3.9%	292	4.4%	1,476	22.2%	6,635	100%
UK	7,549	54.6%	3,838	27.7%	2,438	17.6%	13	0.1%	13,838	100%
IS	65	68.4%	17	17.9%	4	4.2%	9	9.5%	95	100%
LI	974	99.8%	0	0.0%	1	0.1%	1	0.1%	976	100%
NO	1,140	62.3%	216	11.8%	451	24.7%	22	1.2%	1,829	100%
CH	12,461	87.5%	849	6.0%	887	6.2%	38	0.3%	14,235	100%
Total	910,362	88.8%	92,297	9.0%	17,579	1.7%	5,139	0.5%	1,025,377	100%

Source Administrative data PD A1 Questionnaire 2018

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 more than 1 million PDs A1 issued in 2017 *(Table 15)*. This is a remarkable growth within a short period of time. Moreover, the number of PDs A1 issued to persons covered by Article 13 even increased by more than 400,000 certificates compared to 2016, representing a growth rate of 64%.

Most of the Member States have granted much more PDs A1 compared to the previous year. This is particularly the case for Poland (+ 76,785 PDs A1), Germany (+ 40,099), Lithuania (+ 38,361), Romania (+36,042) and Spain (+33,323 PDs A1) in absolute terms. In addition, both Romania and Portugal show a very high growth rate. Only France, Greece, Sweden and Liechtenstein granted less certificates to persons active in two or more Member States.

Table 15 **Total number of PDs A1 issued for persons active in two or more Member States by the sending Member States, 2010-2017**

Sending MS	2010	2011	2012	2013	2014	2015	2016	2017	Change 2017 vs 2016	
									%	Numbers
BE	18,208	19,857	2,320	23,714	20,146	21,181	33,414	57,273	71.4%	23,859
BG	n.a.	n.a.	577	1,093	833	737	3,593	21,106	487.4%	17,513
CZ	4,099	4,770	8,520	17,435	20,859	25,442	35,672	55,700	56.1%	20,028
DK	5,027	5,336	11,043	17,744	15,999	21,924	22,288	27,688	24.2%	5,400
DE	16,799	21,631	15,229	21,651	16,445	16,962	22,778	62,877	176.0%	40,099
EE	2,297	3,159	3,511	4,048	7,654	9,672	11,411	12,456	9.2%	1,045
IE	556	1,036	4,061	3,822	4,177	3,875	3,694	4,180	13.2%	486
EL	0	7	228	443	1,273	1,854	2,932	2,926	-0.2%	-6
ES	13,718	17,776	26,633	36,152	33,496	36,957	44,340	77,663	75.2%	33,323
FR	897	5,540	9,367	5,792	4,451	7,667	3,259	916	-71.9%	-2,343
HR	n.a.	n.a.	n.a.	662	927	1,516	2,581	14,023	443.3%	11,442
IT	1,619	1,813	2,112	2,041	2,932	5,755	5,458	20,359	273.0%	14,901
CY	515	1,497	2,244	2,113	1,830	2,795	3,263	3,868	18.5%	605
LV	273	523	1,657	3,095	3,001	3,877	6,602	17,289	161.9%	10,687
LT	2,061	1,457	2,141	2,611	2,012	3,288	4,738	43,099	809.6%	38,361
LU	4,987	4,206	4,323	3,802	11,376	11,773	12,629	14,238	12.7%	1,609
HU	4	66	1,339	1,920	1,930	3,470	3,498	19,540	458.6%	16,042
MT	3	2	0	0	115	77	219	827	277.6%	608
NL	44,822	44,788	58,569	68,554	75,236	65,359	68,377	79,823	16.7%	11,446
AT	n.a.	n.a.	3,606	4,258	6,392	8,137	11,624	17,810	53.2%	6,186
PL	44,018	81,770	94,877	118,599	156,452	207,947	248,214	324,999	30.9%	76,785
PT	24	31	981	878	257	347	892	20,070	2,150.0%	19,178
RO	n.a.	n.a.	73	109	1,171	646	1,428	37,470	2,523.9%	36,042
SI	429	66	127	208	210	406	13,132	26,559	102.2%	13,427
SK	1,311	561	3,403	3,162	16,059	17,890	21,692	21,696	0.0%	4
FI	1,881	1,911	1,953	2,181	2,532	3,928	3,230	3,314	2.6%	84
SE	n.a.	728	2,637	3,786	6,396	7,408	6,801	6,635	-2.4%	-166
UK	4,559	6,054	8,243	9,243	7,327	10,389	13,478	13,838	2.7%	360
IS	34	15	6	8	102	69	70	95	35.7%	25
LI	138	125	285	423	548	1,174	1,278	976	-23.6%	-302
NO	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	1,829		
CH	n.a.	n.a.	n.a.	7,586	8,258	9,267	11,193	14,235	27.2%	3,042
Total	168,279	224,725	270,065	367,133	430,396	511,789	623,778	1,025,377	64.4%	401,599
EU-15	113,097	130,714	151,305	204,061	208,435	223,516	255,194	409,610	60.5%	154,416
EU-13	55,010	93,871	118,469	155,055	213,053	277,763	356,043	598,632	68.1%	242,589
EFTA	172	140	291	8,017	8,908	10,510	12,541	17,135	36.6%	4,594

Source Administrative data PD A1 Questionnaire 2018 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 48% of the total number of PDs A1 issued to persons active in two or more Member States.

Annex 1 – Table 1.4 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 170,000 PDs A1 are granted by Poland to persons employed in the freight transport sector by road.

The percentage distribution by economic activity is shown in *Table 16*. Half of the forms are issued to persons employed in the road freight transport sector. Especially Lithuania, Croatia and Slovakia granted a high percentage of forms to persons active in this sector of activity, while Poland makes up the lion's share in absolute terms – in line with the importance of international road freight transport in the country's economy.

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

Table 16 Total number of PDs A1 issued for persons active in two or more Member States, breakdown by economic activity, from a sending perspective, 2017 (row %)

Sending MS	Agriculture, hunting and fishing NACE A	Industry NACE B to F		Services NACE G to T								
		Industry Total	of which Construction NACE F	Services Total	of which							
					Wholesale and retail trade NACE G	Accommodation and food service activities NACE I	Transportation and storage; Information and communication NACE H and J	of which Freight transport by road NACE H - Group 49.4	Financial and insurance; Real estate; Professional, scientific and technical activities; Administrative and support service activities NACE K,L, M and N	of which Temporary employment agency NACE N - Group 78.2	Education, health and social work, arts and other services NACE P, Q, R and S	of which Human health and social work activities NACE Q
BE*	0.2%	20.9%	16.4%	79.0%	2.2%	0.4%	29.6%	n.a.	9.6%	n.a.	27.8%	n.a.
BG												
CZ												
DK												
DE												
EE	2.8%	79.9%	59.2%	17.3%	0.4%	0.1%	12.6%	11.2%	2.3%	0.4%	1.9%	0.8%
IE												
EL												
ES												
FR	0.0%	18.8%	1.0%	81.2%	1.7%	4.3%	8.0%	5.7%	66.5%	0.0%	0.7%	0.7%
HR	1.1%	11.5%	3.1%	87.4%	6.2%	0.1%	75.7%	62.6%	4.5%	0.4%	1.0%	0.3%
IT												
CY	0.0%	40.4%	4.4%	59.6%	2.0%	7.8%	40.7%	5.8%	5.7%	0.0%	2.7%	0.4%
LV	0.5%	34.9%	0.3%	64.5%	3.2%	0.2%	51.8%	48.1%	7.5%	0.6%	1.8%	0.0%
LT	0.4%	13.6%	13.1%	85.9%	0.0%	0.0%	84.0%	84.0%	0.0%	0.0%	0.0%	0.0%
LU	1.0%	31.6%	8.3%	67.4%	4.1%	0.1%	52.1%	34.1%	10.4%	0.0%	0.7%	0.1%
HU	0.0%	87.2%	51.9%	12.8%	1.5%	2.0%	1.8%	1.7%	2.9%	0.0%	4.6%	3.4%
MT	0.0%	2.3%	0.0%	97.7%	0.0%	48.5%	46.9%	46.9%	2.1%	0.0%	0.2%	0.0%
NL												
AT	1.3%	46.2%	20.0%	52.4%	6.9%	0.5%	23.2%	14.6%	11.1%	4.2%	10.4%	0.7%
PL	0.6%	23.0%	18.4%	76.4%	2.8%	0.1%	52.8%	52.5%	1.9%	0.8%	18.8%	12.7%
PT												
RO												
SI												
SK	0.1%	6.7%	0.0%	93.2%	0.5%	0.3%	67.5%	67.5%	1.4%	0.4%	23.4%	0.8%
FI												
SE	0.5%	39.7%	14.3%	59.8%	11.7%	0.4%	10.0%	n.a.	20.8%	n.a.	16.3%	5.7%
UK												
IS												
LI	0.2%	33.7%	0.0%	66.1%	0.1%	1.0%	55.0%	55.0%	6.3%	4.3%	3.8%	0.0%
NO												
CH												
Total	0.6%	26.2%	17.8%	73.2%	2.6%	0.3%	52.4%	50.1%	2.8%	0.6%	14.7%	8.6%

* BE: Only figures for self-employed are reported.

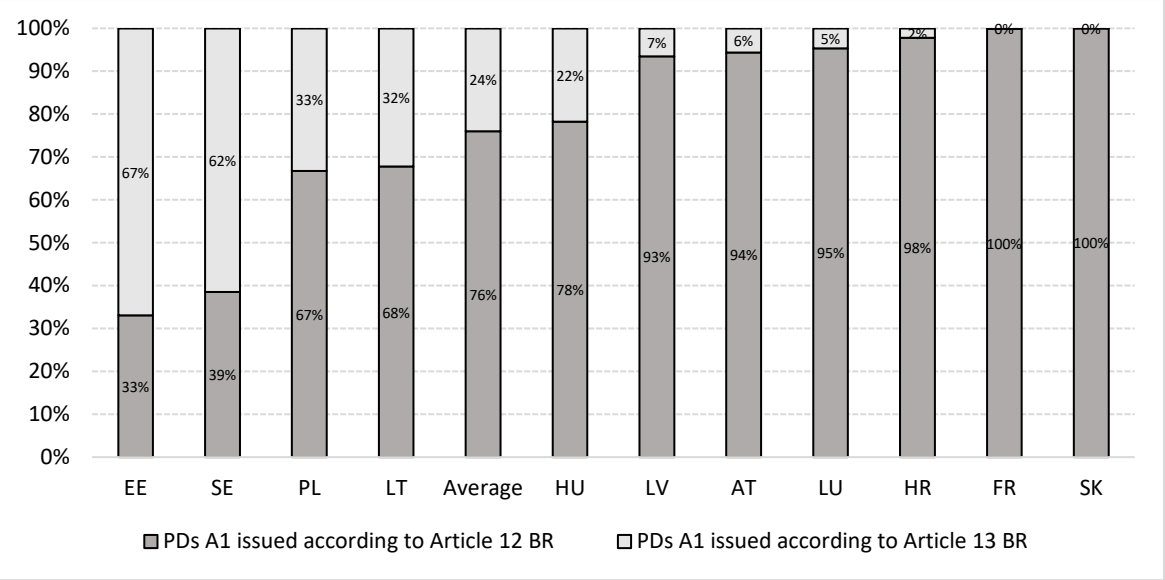
Source Administrative data PD A1 Questionnaire 2018

In particular the construction sector employs a high number of persons covered by Article 12 *(see Table 9)* and persons covered by Article 13 *(see Table 16)*. In some cases persons covered by Article 13 might also be posted under the conditions of the Posting of Workers Directive. Moreover, the conditions determined by Articles 12 and 13 strongly differ.

On average almost 8 out of 10 PDs A1 granted to persons employed in the construction sector are issued to persons covered by Article 12 and only 2 out of 10 PDs A1 to persons covered by Article 13 *(Figure 12)*. However, in terms of individual persons and the volume of work the difference between Article 12 and Article 13 will be (much) smaller.[22] Almost all reporting Member States issued a higher number of PDs A1 to persons covered by Article 12. Only Estonia and Sweden are an exception to this. As the main sending Member State Poland granted 2 out of 3 PDs A1 to persons covered by Article 12 and some 1 out of 3 PDs A1 to persons covered by Article 13.

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

Figure 12 **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, 2017**



Source Administrative data PD A1 Questionnaire 2018

4.4. The number of individual persons involved

The number of PDs A1 issued according to Article 13 is not necessarily equal to the number of persons involved. Several PDs A1 could be issued to the same person during the reference year. In addition, as no maximum period for the provision of services in two or more Member States is set by Article 13, a person could be active in two or more Member States for several years. However, the latter are not counted. This shows that both the number of PDs A1 issued in 2017 (i.e. annual flow) to persons covered by Article 13 and the number of PDs A1 in circulation for this group of persons (i.e. stock) are interesting indicators. This remark also holds for Article 12.

Based on the input from 17 Member States, the number of individual persons active in two or more Member States is some 83% of the number of PDs A1 issued for these persons *(Table 17)*. This means that one person received some 1.2 PDs A1 during reference year 2017. The number of individual persons is almost equal to the number of PDs A1 issued by Ireland, Croatia, Slovakia and Iceland. Poland, which is the main issuing Member State, issued a certificate to 268,861 persons covered by Article 13. On the basis of the reported figures it is estimated that some 850,000 individual persons received a PD A1 according to Article 13 in 2017.[23]

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

Table 17 Number of individual persons employed in two or more Member States, 2017

Sending MS	Individual number of persons (A)	Number of PDs A1 issued (B)	A/B	B/A
BE				
BG	19,034	21,106	90%	1.1
CZ	47,324	55,700	85%	1.2
DK				
DE				
EE	10,316	12,456	83%	1.2
IE	3,930	4,180	94%	1.1
EL				
ES				
FR	622	916	68%	1.5
HR	14,000	14,023	100%	1.0
IT	15,301	20,359	75%	1.3
CY	3,353	3,868	87%	1.2
LV	14,589	17,289	84%	1.2
LT				
LU	11,797	14,238	83%	1.2
HU	15,918	19,540	81%	1.2
MT				
NL				
AT				
PL	268,861	324,999	83%	1.2
PT				
RO				
SI	19,480	26,559	73%	1.4
SK	20,134	21,696	93%	1.1
FI	2,127	3,314	64%	1.6
SE	4,717	6,635	71%	1.4
UK				
IS	86	95	91%	1.1
LI				
NO				
CH				
Total reported	471,589	566,973	83%	1.2
Estimate total individual	853,676*	1,025,377		

* Figure obtained by applying the percentage of 83% to all missing Member States.
Source Administrative data PD A1 Questionnaire 2018

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

The average duration of persons covered by Article 13 is 305 days per PD A1 *(Table 18)*. Nonetheless, the average duration per PD A1 varies markedly among the reporting Member States from some 181 days for the Czech Republic to some 597 days in Ireland. By multiplying the average duration by the number of times a person has received a PD A1 it is possible to estimate the average duration a person is active in two or more Member States. On average an individual person is active during a complete year in two or more Member States.

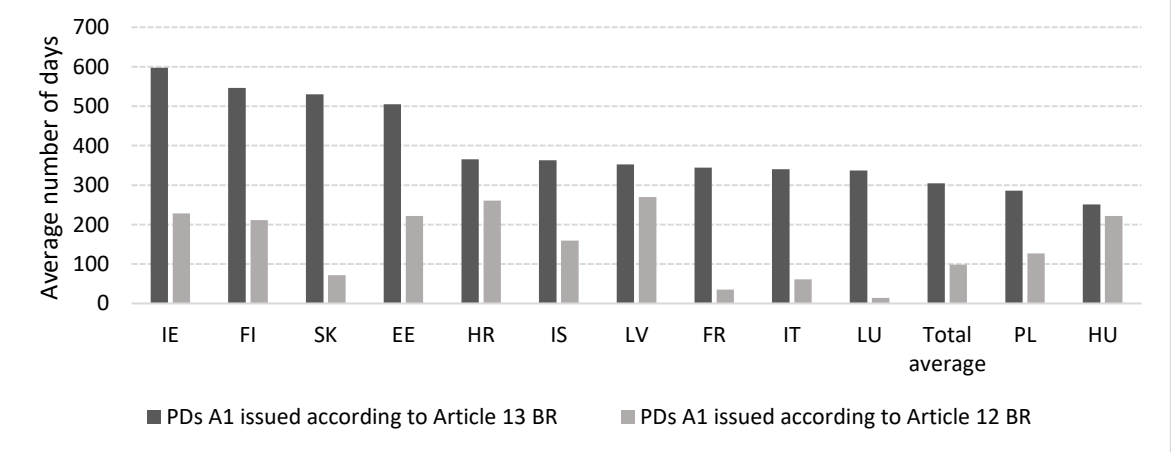
Table 18 Average duration services are provided in two or more Member States, in days, from a sending perspective, 2017

	Average duration per form (A)	Number of forms issued per individual (B)	Average duration per individual worker (A*B)
BE			
BG			
CZ	181	1.2	213
DK			
DE			
EE	505	1.2	610
IE	597	1.1	635
EL			
ES			
FR	344	1.5	507
HR	365	1.0	366
IT	340	1.3	452
CY			
LV	352	1.2	418
LT			
LU	337	1.2	407
HU	251	1.2	308
MT			
NL			
AT			
PL	286	1.2	346
PT			
RO	348		
SI			
SK	530	1.1	571
FI	546	1.6	851
SE			
UK			
IS	363	1.1	401
LI			
NO			
CH			
Total	305	1.2	366

Source Administrative data PD A1 Questionnaire 2018

In general, the average period during which persons are active in a Member State other than the Member State where social security contributions should be paid varies between persons covered by Article 12 and persons covered by Article 13 *(Figure 13)*. For all reporting Member States the average period during which persons covered by Article 12 are active in another Member State is lower than the period during which persons are active in two or more Member States. The smallest differences in duration arise for Hungary while for Slovakia the highest difference in duration is observed.

Figure 13 Average duration in days per PD A1, persons covered by Article 12 versus persons covered by Article 13, 2017



Source Administrative data PD A1 Questionnaire 2018

4.6. The impact on national labour markets

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

In 2017, an equivalent of 0.4% of EU employment, also in FTEs, could be related to the employment of persons active in two or more Member States *(Table 19)*. Leaving aside Luxembourg, only in Poland, Estonia and Slovenia more than 1% of the employed population is active in two or more Member States.

Moreover, the work volume of persons (in FTEs) employed in two or more Member States is even higher compared to the work volume of persons covered by Article 12. It is estimated that some 818,151 FTEs were employed in two or more Member States according to Article 13 and that some 466,448 FTEs were active according to Article 12 in 2017 *(see Tables 13 and 19)*.

Table 19 Share of persons employed in two or more Member States in national employment, from a sending perspective, 2017

Sending MS	Total employed persons (in ,000)	Forms	% of employed persons	Persons	% of employed persons	Persons in FTE*	% of employed persons in FTE*
BE	4,638	57,273	1.2%				
BG	3,150	21,106	0.7%				
CZ	5,222	55,700	1.1%	47,324	0.9%	27,621	0.5%
DK	2,816	27,688	1.0%				
DE	41,664	62,877	0.2%				
EE	659	12,456	1.9%	10,316	1.6%	10,316	1.7%
IE	2,194	4,180	0.2%	3,930	0.2%	3,930	0.2%
EL	3,753	2,926	0.1%		0.0%		
ES	18,825	77,663	0.4%		0.3%		
FR	26,880	916	0.0%	622	0.0%	622	0.0%
HR	1,625	14,023	0.9%	14,000	0.9%	14,020	0.9%
IT	23,023	20,359	0.1%	15,301	0.1%	15,301	0.1%
CY	380	3,868	1.0%	3,353	0.9%		
LV	895	17,289	1.9%	14,589	1.6%	14,589	1.7%
LT	1,355	43,099	3.2%				
LU	433	14,238	3.3%	11,797	2.7%	11,797	4.5%
HU	4,421	19,540	0.4%	15,918	0.4%	15,918	0.3%
MT	212	827	0.4%				
NL	8,605	79,823	0.9%				
AT	4,260	17,810	0.4%				
PL	16,423	324,999	2.0%	268,861	1.6%	254,657	1.6%
PT	4,757	20,070	0.4%				
RO	8,671	37,470	0.4%			35,725	0.4%
SI	959	26,559	2.8%	19,480	2.0%		
SK	2,531	21,696	0.9%	20,134	0.8%	20,134	0.8%
FI	2,473	3,314	0.1%	2,127	0.1%	2,127	0.1%
SE	5,022	6,635	0.1%	4,717	0.1%		
UK	31,963	13,838	0.0%				
IS	194	95	0.0%	86	0.0%	86	0.1%
LI	0	976					
NO	2,644	1,829	0.1%				
CH	4,637	14,235	0.3%				
Total	235,281	1,025,377	0.44%		0.36%		0.39%
Estimate**				853,676		818,151	

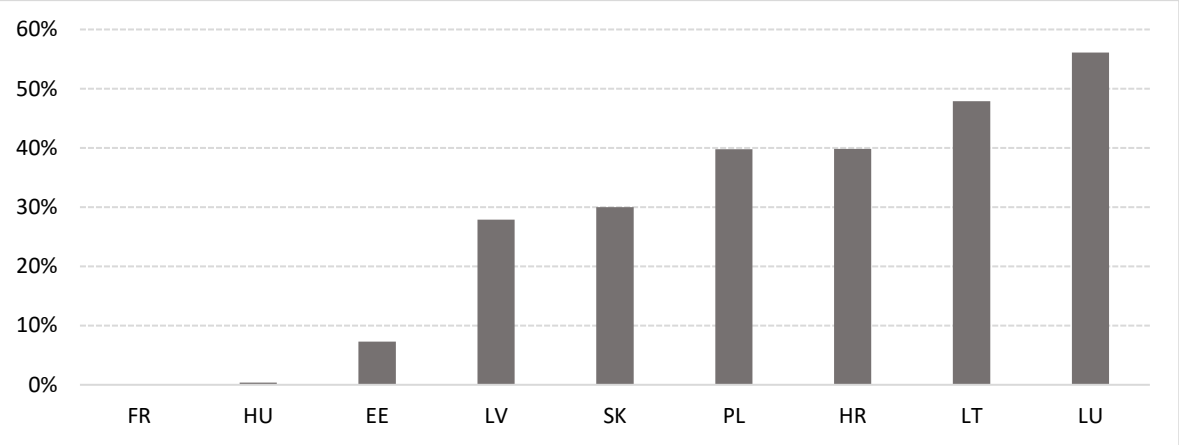
* In order to estimate the number of persons in FTEs, the average duration was divided by 365 days and afterwards multiplied by the number of PDs A1 issued.

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

Source Administrative data PD A1 Questionnaire 2018 and Eurostat [lfsa_egan2]

By using the additional data about the sector of activity a more detailed analysis is carried out of the share of persons employed in two or more Member States in total employment of the road freight transport sector *(Figure 14)*. It is clear that a high percentage of truck drivers employed in Luxembourg, Lithuania, Croatia, Poland, Slovakia and Latvia is active in two or more Member States.

Figure 14 Estimated share of persons employed in two or more Member States in freight transport by road, 2017

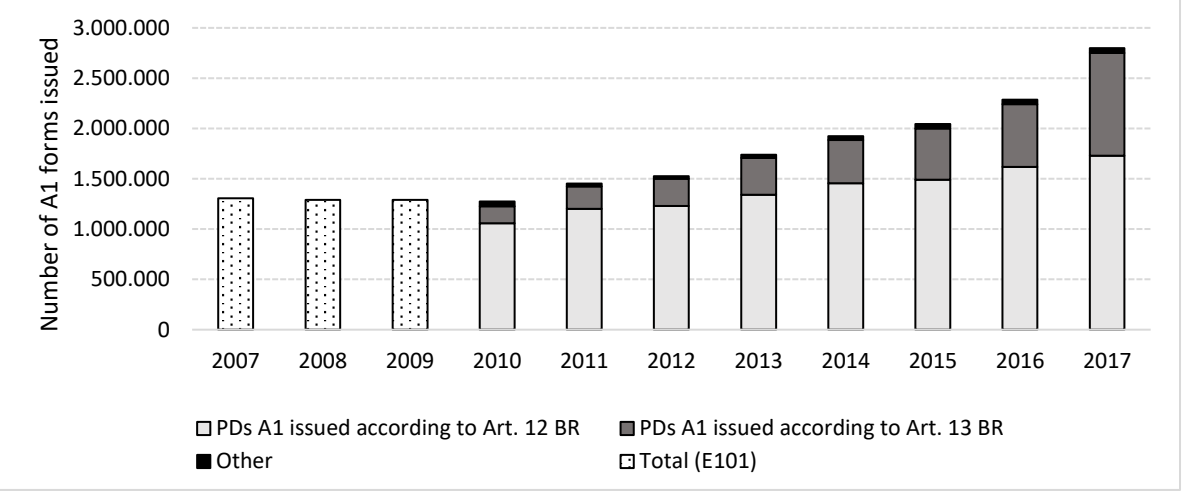


Source Administrative data PD A1 Questionnaire 2018 and Eurostat [lfsa_egan2]

5. CONCLUSIONS

In 2017 a total of 2.8 million PDs A1 were issued to persons insured in a Member State other than the Member State of (temporary) employment. Compared to 2016, the overall number of PDs A1 issued increased by some 22%. Data on the number of PDs A1 / E101 forms show an upward trend since 2011 after a stagnation between 2007 and 2010. This implies an increase of 93% of the number of PDs A1 issued between 2011 and 2017.

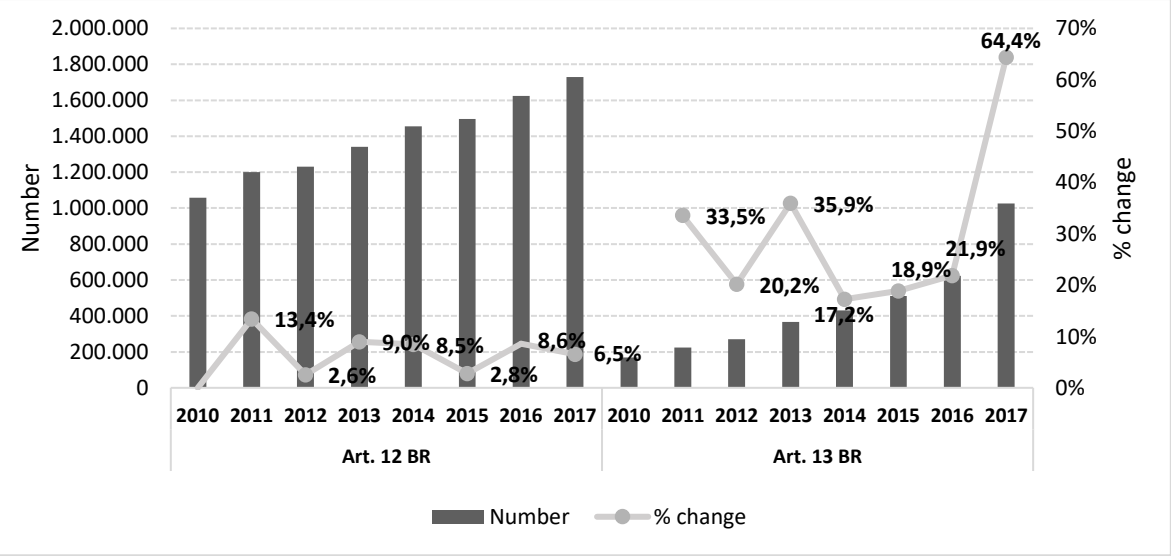
Figure 15 Evolution of the number of PDs A1 / E101 forms issued, by type, 2007-2017



Source Administrative data PD A1 Questionnaire 2018 and previous years

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 6.5% and 64%, respectively, compared to 2016. This illustrates the increasing importance of PDs A1 issued for activities in two or more Member States. In terms of individual persons and the work volume the importance of Article 13 compared to Article 12 is even more pronounced.

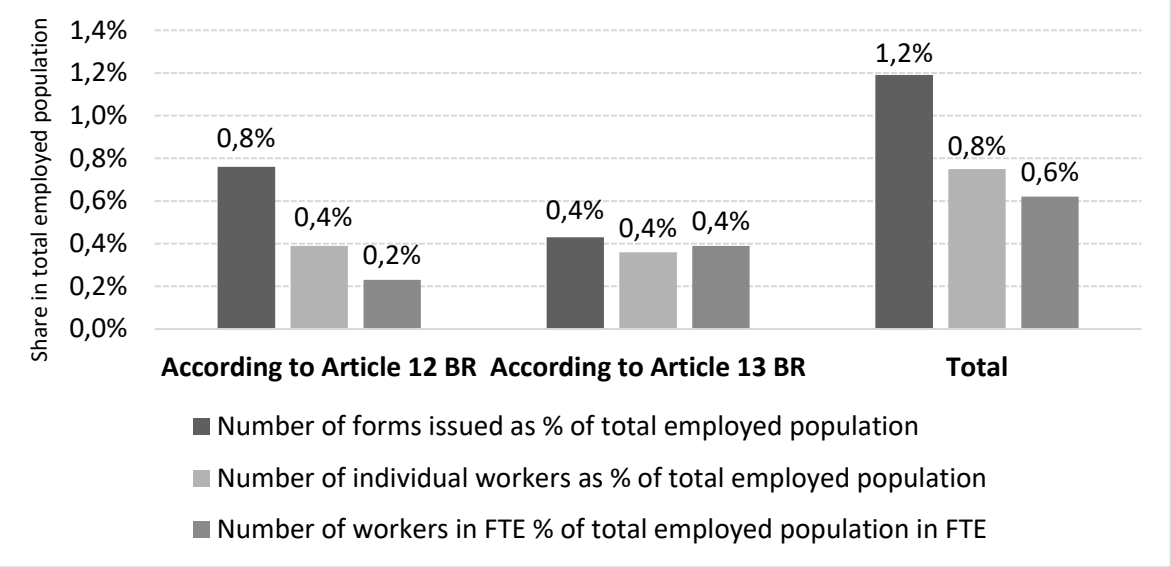
Figure 16 Total number of PDs A1 issued, breakdown by type, 2010-2017



Source Administrative data PD A1 Questionnaire 2018 and previous years

The total number of individual persons with a PD A1 issued in 2017 amounts to 0.8% of total EU employment. In full-time equivalents (FTE), the impact on the labour market reduces to 0.6% of total employment in FTEs. A distinction could be made between persons covered by Article 12 and persons covered by Article 13. Both groups represent some 0.4% of total EU employment. Moreover, the work volume of persons (in FTE) covered by Article 13 is almost twice as high as the work volume of persons covered by Article 12.

Figure 17 Share of PDs A1 in national employment, summary, 2017



Source Administrative data PD A1 Questionnaire 2018

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 sent a high percentage of its employed population abroad. From the perspective of the receiving Member States, mainly the Luxembourg, Austrian and Belgian construction sector received a high percentage of incoming persons falling under Article 12 compared to their national employment. Finally, a high percentage of truck drivers employed in Luxembourg, Lithuania, Croatia, Poland and Slovakia are active in two or more Member States.

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, 2017 (row %)

		Sending MS																															
		BE	BG	CZ	DK	DE	EE	IE	EL	ES	FR	HR	IT	CY	LV	LT	LU	HU	MT	NL	AT	PL	PT	RO	SI	SK	FI	SE	UK	IS	LI	NO	CH	Total
Receiving MS	BE	0.0%	1.5%	0.3%	0.1%	16.0%	0.0%	0.2%	0.1%	3.4%	13.3%	1.1%	4.0%	0.0%	0.1%	1.3%	13.6%	1.5%	0.0%	5.7%	0.5%	14.1%	8.9%	4.0%	7.0%	3.3%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	BG	1.5%	0.0%	0.9%	0.3%	34.0%	0.0%	0.0%	5.2%	6.4%	13.3%	0.8%	7.1%	0.0%	0.0%	0.1%	1.2%	1.2%	0.0%	0.9%	2.2%	9.2%	0.3%	7.2%	1.3%	6.4%	0.1%	0.3%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	CZ	1.4%	0.2%	0.0%	0.2%	18.6%	0.0%	0.1%	0.1%	5.3%	6.8%	1.0%	4.6%	0.0%	0.0%	0.0%	0.5%	1.7%	0.0%	0.2%	2.9%	11.4%	0.5%	1.6%	2.5%	40.3%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	DK	3.2%	0.2%	1.6%	0.0%	44.1%	0.0%	1.2%	0.1%	5.3%	6.4%	1.8%	5.7%	0.0%	0.5%	1.9%	0.8%	2.4%	0.0%	0.9%	1.9%	12.9%	1.3%	0.6%	2.5%	3.3%	0.8%	0.5%	0.0%	0.1%	0.0%	0.0%	0.0%	100.0%
	DE	1.7%	1.4%	0.9%	0.2%	0.0%	0.1%	0.1%	0.4%	4.0%	3.8%	6.5%	3.5%	0.0%	0.1%	1.8%	2.3%	8.1%	0.0%	1.1%	5.7%	26.9%	0.9%	4.0%	16.7%	9.9%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	EE	1.4%	0.0%	0.4%	0.2%	49.3%	0.0%	0.0%	0.1%	3.3%	4.3%	0.3%	1.3%	0.0%	0.6%	10.7%	1.4%	0.0%	0.1%	0.5%	5.1%	9.0%	0.0%	7.2%	1.0%	2.6%	1.0%	0.3%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	IE	3.3%	0.5%	0.6%	0.5%	27.8%	0.0%	0.0%	0.4%	18.1%	16.8%	0.9%	4.5%	0.0%	0.1%	0.0%	2.2%	1.5%	0.0%	0.8%	1.8%	13.3%	3.8%	0.5%	1.1%	1.1%	0.1%	0.4%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	EL	2.2%	10.1%	1.4%	1.4%	21.9%	0.0%	0.1%	0.0%	8.8%	19.3%	0.5%	16.9%	0.7%	0.0%	0.1%	1.6%	0.6%	0.0%	1.9%	1.2%	3.7%	0.5%	2.0%	0.9%	1.1%	1.2%	1.9%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	ES	3.4%	0.1%	0.7%	0.8%	32.2%	0.1%	0.1%	0.2%	0.0%	19.6%	0.2%	13.1%	0.0%	0.0%	0.2%	1.0%	0.4%	0.0%	1.4%	2.2%	3.5%	16.5%	0.6%	1.7%	0.9%	0.5%	0.5%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	FR	12.7%	0.7%	0.4%	0.3%	18.3%	0.1%	0.2%	0.2%	13.2%	0.0%	0.3%	12.9%	0.0%	0.0%	1.1%	8.4%	0.6%	0.0%	1.1%	1.0%	11.7%	10.9%	2.9%	1.0%	1.7%	0.0%	0.2%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	HR	0.7%	1.1%	0.7%	0.1%	12.1%	1.5%	0.0%	0.0%	3.2%	3.9%	0.0%	7.3%	0.0%	0.1%	0.0%	0.3%	3.0%	0.0%	0.1%	3.4%	4.0%	0.2%	0.2%	56.0%	1.7%	0.2%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	IT	2.7%	0.6%	0.5%	0.2%	26.1%	0.2%	0.1%	0.3%	14.5%	16.2%	2.2%	0.0%	0.0%	0.0%	0.2%	0.8%	1.4%	0.1%	1.5%	4.2%	5.0%	1.5%	9.3%	10.2%	1.7%	0.1%	0.2%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	CY	2.9%	0.5%	0.5%	0.9%	35.0%	0.0%	0.2%	19.0%	4.8%	7.9%	0.3%	5.7%	0.0%	0.0%	0.2%	1.4%	0.5%	0.1%	1.3%	1.4%	11.3%	0.5%	2.2%	1.0%	0.6%	0.2%	1.6%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	LV	2.7%	1.8%	0.2%	0.5%	25.4%	1.4%	0.0%	0.1%	9.2%	8.3%	1.2%	2.2%	0.0%	0.0%	18.0%	1.3%	0.8%	0.0%	0.3%	2.4%	17.8%	0.0%	0.0%	3.9%	1.7%	0.4%	0.2%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	LT	1.6%	6.7%	0.8%	5.2%	19.1%	0.1%	0.0%	0.1%	5.1%	5.4%	0.6%	3.3%	0.0%	1.1%	0.0%	0.6%	0.2%	0.0%	1.3%	1.1%	42.6%	0.8%	0.2%	0.8%	2.7%	0.4%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	LU	23.7%	0.0%	0.1%	0.1%	44.8%	0.0%	0.0%	0.0%	1.1%	15.9%	0.5%	1.6%	0.0%	0.0%	0.0%	0.0%	1.6%	0.0%	0.7%	0.5%	2.8%	2.3%	0.5%	3.3%	0.3%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	HU	1.3%	0.4%	1.4%	0.6%	24.3%	0.0%	0.1%	0.1%	4.4%	8.8%	1.8%	6.1%	0.1%	0.0%	0.0%	1.5%	1.0%	0.0%	0.5%	6.2%	10.4%	0.2%	3.4%	7.5%	19.7%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	MT	1.9%	0.7%	0.2%	0.7%	26.6%	0.0%	0.1%	0.6%	9.5%	15.7%	0.2%	23.2%	0.0%	0.2%	0.1%	3.3%	1.0%	0.0%	0.5%	0.8%	12.1%	0.0%	0.8%	0.1%	0.6%	0.7%	0.3%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	NL	17.1%	0.5%	0.3%	0.2%	38.5%	0.2%	0.3%	0.5%	3.3%	3.7%	0.9%	2.7%	0.0%	0.0%	2.8%	0.7%	2.4%	0.0%	0.0%	0.9%	13.0%	2.5%	2.3%	3.3%	3.6%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	AT	0.6%	0.5%	0.6%	0.2%	32.2%	0.0%	0.0%	0.0%	0.8%	1.0%	0.7%	5.7%	0.0%	0.0%	0.1%	0.2%	9.2%	0.0%	0.4%	0.0%	3.7%	0.7%	0.8%	34.6%	7.9%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	PL	2.2%	0.6%	2.3%	0.4%	41.1%	0.3%	0.1%	0.1%	10.9%	11.7%	1.3%	9.5%	0.0%	0.0%	0.1%	1.4%	2.6%	0.0%	0.8%	3.1%	0.0%	0.4%	0.9%	3.8%	6.2%	0.2%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	PT	1.6%	0.0%	0.6%	0.1%	14.1%	0.0%	0.1%	0.1%	63.0%	11.6%	0.3%	3.6%	0.0%	0.0%	0.0%	0.8%	0.1%	0.0%	0.2%	0.8%	1.6%	0.0%	0.2%	0.4%	0.5%	0.2%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	RO	1.4%	1.6%	1.3%	0.2%	29.9%	0.0%	0.1%	1.3%	14.0%	13.2%	1.2%	14.7%	0.0%	0.0%	0.0%	0.9%	3.9%	0.0%	0.5%	4.3%	6.3%	0.2%	0.0%	1.5%	3.5%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	SI	1.2%	1.0%	3.0%	0.1%	16.8%	0.0%	0.0%	0.0%	2.7%	6.8%	34.3%	10.4%	0.0%	0.0%	0.0%	0.5%	4.5%	0.0%	0.3%	12.0%	3.3%	0.1%	0.9%	0.0%	1.7%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	SK	1.1%	2.2%	11.7%	0.1%	19.9%	0.0%	0.0%	0.3%	5.3%	4.5%	0.9%	5.3%	0.0%	0.0%	0.0%	0.3%	10.9%	0.0%	0.1%	3.9%	20.0%	0.2%	6.4%	5.6%	1.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	FI	0.5%	1.2%	0.8%	0.6%	19.9%	16.8%	0.2%	0.1%	4.2%	4.7%	4.1%	2.5%	0.0%	0.5%	7.7%	0.4%	0.4%	0.0%	0.5%	1.6%	19.4%	1.2%	1.5%	4.1%	5.3%	0.0%	1.5%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	SE	1.0%	0.3%	0.9%	1.0%	29.1%	1.2%	0.8%	0.1%	3.3%	3.0%	2.7%	1.7%	0.0%	0.8%	7.2%	0.4%	1.6%	0.0%	0.4%	1.5%	30.5%	1.8%	1.3%	3.1%	5.3%	0.7%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	UK	3.4%	0.7%	0.5%	0.9%	24.1%	0.0%	0.8%	0.2%	17.5%	16.9%	1.2%	7.7%	0.0%	0.1%	0.3%	1.7%	1.3%	0.0%	1.7%	2.8%	9.8%	1.7%	2.1%	2.2%	2.2%	0.2%	0.2%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	IS	2.0%	0.0%	0.5%	2.4%	10.5%	0.3%	0.9%	2.5%	4.9%	9.0%	3.2%	0.9%	0.0%	0.2%	2.1%	0.2%	0.7%	0.0%	0.9%	2.5%	52.4%	1.6%	0.0%	0.9%	1.2%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	LI	2.1%	0.0%	2.5%	0.7%	39.4%	0.0%	0.0%	0.3%	0.1%	2.0%	0.0%	2.4%	0.0%	0.0%	0.0%	2.4%	5.7%	0.0%	0.0%	36.9%	3.6%	0.0%	0.0%	1.1%	0.7%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	NO	1.3%	0.2%	0.5%	15.7%	19.9%	3.4%	0.5%	0.0%	4.6%	3.0%	2.7%	3.4%	0.0%	0.8%	19.7%	0.3%	0.7%	0.0%	0.6%	2.0%	10.5%	1.4%	1.3%	1.0%	2.2%	0.6%	3.8%	0.0%	0.1%	0.0%	0.0%	0.0%	100.0%
	CH	1.4%	0.1%	0.3%	0.1%	39.8%	0.0%	0.2%	0.1%	2.6%	8.2%	0.1%	36.3%	0.0%	0.0%	0.1%	0.6%	0.7%	0.0%	0.5%	3.2%	1.8%	0.4%	0.3%	2.2%	1.0%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	100.0%
	unkn.	0.0%	0.0%	0.0%	0.3%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.1%	0.0%	0.0%	0.2%	0.0%	0.0%	8.9%	0.0%	0.0%	0.0%	0.0%	0.0%	2.7%	0.0%	58.0%	0.0%	0.0%	3.6%	26.2%	100.0%
	Total	4.4%	0.9%	0.7%	0.5%	19.2%	0.4%	0.2%	0.2%	6.4%	6.3%	2.4%	7.5%	0.0%	0.1%	1.5%	3.4%	3.6%	0.0%	1.3%	2.9%	13.6%	3.7%	2.7%	9.5%	5.2%	0.2%	0.2%	2.0%	0.0%	0.0%	0.1%	0.9%	100.0%

Source Administrative data PD A1 Questionnaire 2017

Table A1.2 PDs A1 issued by the sending Member States according to Article 12 of the Basic Regulation, breakdown by receiving Member State, 2017 (column %)

		Sending MS																																	
		BE	BG	CZ	DK	DE	EE	IE	EL	ES	FR	HR	IT	CY	LV	LT	LU	HU	MT	NL	AT	PL	PT	RO	SI	SK	FI	SE	UK	IS	LI	NO	CH	Total
Receiving MS	BE	0.0%	17.0%	4.4%	1.6%	8.0%	0.2%	10.1%	2.3%	5.1%	20.4%	4.3%	5.2%	2.5%	6.6%	8.0%	38.7%	4.0%	9.0%	42.9%	1.7%	10.0%	23.1%	14.5%	7.1%	6.1%	2.1%	3.3%		0.0%	0.0%			9.7%
	BG	0.1%	0.0%	0.3%	0.1%	0.4%	0.0%	0.0%	4.3%	0.2%	0.4%	0.1%	0.2%	0.0%	0.0%	0.0%	0.1%	0.1%	0.7%	0.1%	0.2%	0.1%	0.0%	0.5%	0.0%	0.2%	0.1%	0.3%		0.0%	0.0%			0.2%
	CZ	0.4%	0.3%	0.0%	0.7%	1.4%	0.0%	0.5%	0.4%	1.2%	1.5%	0.6%	0.9%	1.2%	0.3%	0.0%	0.2%	0.6%	0.0%	0.2%	1.4%	1.2%	0.2%	0.8%	0.4%	10.8%	0.4%	0.2%		0.0%	0.0%			1.4%
	DK	0.6%	0.2%	2.1%	0.0%	2.1%	0.1%	6.0%	0.4%	0.7%	0.9%	0.7%	0.7%	0.0%	4.4%	1.1%	0.2%	0.6%	0.0%	0.7%	0.6%	0.9%	0.3%	0.2%	0.2%	0.6%	3.5%	2.5%		4.9%	0.0%			0.9%
	DE	9.7%	39.9%	32.0%	7.8%	0.0%	5.0%	14.1%	38.6%	15.4%	14.7%	67.0%	11.5%	8.6%	31.9%	29.4%	17.0%	55.0%	5.5%	20.7%	48.0%	48.8%	6.2%	36.3%	43.5%	46.5%	5.1%	6.8%		7.4%	9.4%			24.7%
	EE	0.1%	0.0%	0.1%	0.1%	0.4%	0.0%	0.0%	0.1%	0.1%	0.1%	0.0%	0.0%	0.0%	1.0%	1.2%	0.1%	0.0%	1.4%	0.1%	0.3%	0.1%	0.0%	0.5%	0.0%	0.1%	0.8%	0.3%		0.0%	0.0%			0.2%
	IE	0.3%	0.2%	0.3%	0.4%	0.5%	0.0%	0.0%	0.5%	1.0%	0.9%	0.1%	0.2%	0.0%	0.4%	0.0%	0.2%	0.2%	1.4%	0.2%	0.2%	0.3%	0.4%	0.1%	0.0%	0.1%	0.2%	0.7%		0.0%	0.0%			0.4%
	EL	0.2%	5.6%	1.0%	1.4%	0.5%	0.0%	0.3%	0.0%	0.6%	1.4%	0.1%	1.1%	72.8%	0.0%	0.0%	0.2%	0.1%	0.0%	0.7%	0.2%	0.1%	0.1%	0.4%	0.0%	0.1%	2.8%	4.9%		0.0%	0.0%			0.5%
	ES	2.7%	0.6%	3.6%	5.6%	5.9%	0.7%	1.2%	2.5%	0.0%	10.9%	0.3%	6.1%	0.0%	1.2%	0.3%	1.1%	0.4%	4.1%	3.9%	2.7%	0.9%	15.6%	0.8%	0.6%	0.6%	8.2%	9.6%		6.2%	3.1%			3.5%
	FR	39.8%	11.0%	8.9%	9.7%	13.3%	3.5%	12.1%	12.3%	28.8%	0.0%	1.7%	24.0%	0.0%	1.4%	10.0%	34.6%	2.2%	15.9%	12.1%	5.0%	12.0%	40.8%	15.2%	1.4%	4.5%	3.0%	15.5%		43.8%	0.0%			13.9%
	HR	0.1%	1.0%	0.8%	0.2%	0.5%	3.0%	0.0%	0.1%	0.4%	0.5%	0.0%	0.7%	0.0%	0.4%	0.0%	0.1%	0.6%	0.0%	0.1%	0.9%	0.2%	0.0%	0.1%	4.4%	0.2%	0.6%	0.6%		0.0%	0.0%			0.7%
	IT	2.2%	2.8%	2.7%	1.7%	5.1%	1.9%	2.7%	5.2%	8.5%	9.6%	3.5%	0.0%	1.2%	0.5%	0.4%	0.9%	1.5%	31.0%	4.3%	5.5%	1.4%	1.5%	12.9%	4.0%	1.2%	2.7%	4.7%		6.8%	6.3%			3.7%
	CY	0.0%	0.0%	0.1%	0.1%	0.1%	0.0%	0.1%	5.6%	0.1%	0.1%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.7%	0.1%	0.0%	0.1%	0.0%	0.1%	0.0%	0.0%	0.1%	0.6%		0.0%	0.0%			0.1%
	LV	0.0%	0.2%	0.0%	0.1%	0.1%	0.3%	0.0%	0.0%	0.1%	0.1%	0.0%	0.0%	0.0%	0.0%	0.9%	0.0%	0.0%	0.0%	0.0%	0.1%	0.1%	0.0%	0.0%	0.0%	0.0%	0.1%	0.1%		0.0%	0.0%			0.1%
	LT	0.0%	1.0%	0.1%	1.4%	0.1%	0.0%	0.0%	0.0%	0.1%	0.1%	0.0%	0.1%	0.0%	1.5%	0.0%	0.0%	0.0%	0.0%	0.1%	0.0%	0.4%	0.0%	0.0%	0.0%	0.1%	0.3%	0.1%		0.0%	0.0%			0.1%
	LU	10.1%	0.0%	0.2%	0.3%	4.4%	0.0%	0.2%	0.3%	0.3%	4.8%	0.4%	0.4%	0.0%	0.0%	0.0%	0.0%	0.8%	3.4%	1.0%	0.4%	0.4%	1.2%	0.4%	0.7%	0.1%	0.2%	0.2%		0.0%	0.0%			1.9%
	HU	0.2%	0.3%	1.6%	0.9%	0.9%	0.0%	0.4%	0.3%	0.5%	1.0%	0.6%	0.6%	9.9%	0.1%	0.0%	0.3%	0.2%	0.0%	0.3%	1.6%	0.6%	0.0%	0.9%	0.6%	2.8%	0.5%	0.2%		1.9%	0.0%			0.7%
	MT	0.1%	0.1%	0.0%	0.2%	0.2%	0.0%	0.1%	0.4%	0.2%	0.4%	0.0%	0.5%	0.0%	0.4%	0.0%	0.1%	0.0%	0.0%	0.1%	0.0%	0.1%	0.0%	0.0%	0.0%	0.0%	0.5%	0.3%		0.0%	0.0%			0.1%
	NL	24.9%	4.1%	2.5%	2.4%	12.9%	3.8%	11.9%	12.2%	3.3%	3.8%	2.4%	2.3%	0.0%	0.7%	11.7%	1.3%	4.3%	3.4%	0.0%	2.1%	6.2%	4.3%	5.5%	2.3%	4.5%	1.6%	1.1%		1.9%	0.0%			6.4%
	AT	1.0%	4.4%	6.6%	3.8%	13.7%	0.1%	0.7%	0.5%	1.1%	1.2%	2.5%	6.2%	0.0%	0.6%	0.3%	0.4%	20.7%	3.4%	2.5%	0.0%	2.2%	1.5%	2.4%	29.8%	12.3%	1.6%	2.8%		0.0%	0.0%			8.2%
	PL	0.6%	0.9%	4.0%	0.9%	2.5%	0.8%	0.8%	0.5%	2.0%	2.2%	0.7%	1.5%	0.0%	0.2%	0.1%	0.5%	0.9%	2.8%	0.7%	1.3%	0.0%	0.1%	0.4%	0.5%	1.4%	1.4%	0.8%		0.0%	0.0%			1.2%
	PT	0.5%	0.1%	1.1%	0.3%	1.0%	0.0%	0.9%	0.8%	12.9%	2.4%	0.2%	0.6%	0.0%	0.1%	0.0%	0.3%	0.0%	2.1%	0.2%	0.3%	0.2%	0.0%	0.1%	0.1%	0.1%	1.4%	0.9%		1.9%	0.0%			1.3%
	RO	0.2%	1.3%	1.4%	0.3%	1.1%	0.0%	0.3%	3.6%	1.5%	1.5%	0.3%	1.4%	0.0%	0.0%	0.0%	0.2%	0.7%	0.0%	0.3%	1.0%	0.3%	0.0%	0.0%	0.1%	0.5%	0.1%	0.1%		0.0%	0.0%			0.7%
	SI	0.1%	0.4%	1.6%	0.1%	0.3%	0.0%	0.1%	0.1%	0.2%	0.4%	5.3%	0.5%	0.0%	0.1%	0.0%	0.1%	0.5%	0.0%	0.1%	1.5%	0.1%	0.0%	0.1%	0.0%	0.1%	0.0%	0.0%		0.0%	0.0%			0.4%
	SK	0.2%	2.1%	13.6%	0.1%	0.8%	0.0%	0.0%	1.0%	0.7%	0.6%	0.3%	0.6%	0.0%	0.1%	0.0%	0.1%	2.4%	0.0%	0.1%	1.1%	1.2%	0.0%	1.9%	0.5%	0.2%	0.0%	0.1%		0.0%	0.0%			0.8%
	FI	0.2%	1.9%	1.6%	1.5%	1.3%	59.4%	1.7%	0.5%	0.8%	1.0%	2.2%	0.4%	0.0%	7.2%	6.4%	0.2%	0.2%	4.1%	0.5%	0.7%	1.8%	0.4%	0.7%	0.6%	1.3%	0.0%	10.9%		0.0%	0.0%			1.3%
	SE	0.6%	0.9%	3.4%	5.3%	3.9%	8.5%	11.1%	0.8%	1.3%	1.2%	2.9%	0.6%	0.0%	22.7%	11.9%	0.3%	1.1%	0.0%	0.8%	1.3%	5.7%	1.2%	1.3%	0.8%	2.6%	9.2%	0.0%		4.3%	0.0%			2.6%
	UK	2.7%	2.8%	2.7%	6.1%	4.3%	0.1%	15.4%	3.3%	9.4%	9.2%	1.7%	3.5%	0.0%	2.9%	0.6%	1.7%	1.2%	7.6%	4.4%	3.3%	2.5%	1.6%	2.7%	0.8%	1.5%	3.7%	3.2%		4.9%	0.0%			3.4%
	IS	0.0%	0.0%	0.1%	0.5%	0.1%	0.1%	0.5%	1.0%	0.1%	0.1%	0.1%	0.0%	0.0%	0.2%	0.1%	0.0%	0.0%	0.0%	0.1%	0.1%	0.4%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%		0.0%	0.0%			0.1%
	LI	0.0%	0.0%	0.2%	0.1%	0.1%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.1%	0.0%	0.0%	0.5%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%		0.0%	0.0%			0.0%
	NO	0.4%	0.4%	0.9%	43.6%	1.4%	12.2%	3.2%	0.1%	1.0%	0.6%	1.5%	0.6%	0.0%	11.4%	17.0%	0.1%	0.3%	0.0%	0.6%	0.9%	1.0%	0.5%	0.6%	0.1%	0.6%	3.6%	27.7%		13.6%	0.0%			1.3%
	CH	1.9%	0.5%	2.3%	0.7%	12.7%	0.2%	5.6%	2.2%	2.4%	7.9%	0.3%	29.6%	3.7%	0.7%	0.4%	1.1%	1.2%	3.4%	2.2%	6.8%	0.8%	0.7%	0.7%	1.4%	1.1%	0.8%	1.7%		2.5%	81.3%			6.1%
	unkn.	0.0%	0.0%	0.0%	2.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	0.0%	3.1%	0.0%	0.0%	0.2%	0.0%	0.0%	10.3%	0.0%	0.0%	0.0%	0.0%	0.0%	45.1%	0.0%	100.0%	0.0%	0.0%	100.0%	100.0%	3.4%
	Total	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Source Administrative data PD A1 Questionnaire 2017

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, 2017

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*	31	763	656	3,013	14	14	509	n.a.	547	n.a.	1,572	n.a.
BG												
CZ	170	7,966	5,454	3,670	379	45	455	352	2,717	n.a.	n.a.	n.a.
DK												
DE												
EE	286	5,440	3,635	579	38	44	16	2	89	12	386	189
IE												
EL												
ES												
FR	25	39,358	6,662	45,449	5,470	897	5,999	129	18,023	3,296	15,060	531
HR	57	36,260	19,135	4,936	785	177	788	32	2,471	454	851	106
IT												
CY	0	49	1	32	4	5	6	0	15	0	2	0
LV	4	880	628	582	24	0	345	3	193	21	11	0
LT	90	15,419	11,898	11,039	33	2,048	123	123	12	0	0	0
LU	28	30,056	22,145	28,211	2,283	74	1,386	87	22,476	9,723	1,875	258
HU	12	53,555	35,429	9,154	1,941	1,325	2,689	1,061	1,334	0	2,282	620
MT	0	34	0	111	0	0	2	0	97	0	12	0
NL	173	6,378	244	12,672	952	669	680	183	4,253	4,000	6,118	46
AT	451	25,977	18,324	8,507	2,861	237	600	72	1,665	311	3,144	348
PL	4,995	160,709	119,016	69,395	3,196	382	8,232	6,945	16,499	11,954	40,664	8,370
PT	206	50,836	35,803	13,278	1,239	75	256	97	11,595	3,638	113	3
RO	427	38,007	24,087	8,279	541	31	3,838	0	2,537	0	1,332	1,332
SI	250	114,492	79,577	1,573	1,203	0	283	0	8	0	67	12
SK	780	71,437	39,734	19,070	1,925	273	1,784	1,296	1,652	805	13,063	3,554
FI	8	1,489	349	1,284	43	6	125	42	366	15	733	0
SE	12	1,017	403	1,906	158	3	225	0	1,076	0	439	23
UK												
IS	3	0	11	147	0	0	10	1	26	0	111	0
LI												
NO												
CH												
Total	8,008	660,122	423,191	242,887	23,089	6,305	28,351	10,425	87,651	34,229	87,835	15,392

* BE : Only figures for self-employed persons are reported.

Source Administrative data PD A1 Questionnaire 2018

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, 2017

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*	16	2,158	1,699	8,161	227	38	3,057	n.a.	996	n.a.	2,870	n.a.
BG												
CZ												
DK												
DE												
EE	347	9,943	7,368	2,159	56	11	1,569	1,393	290	49	233	105
IE												
EL												
ES												
FR	0	158	8	681	14	36	67	48	558	0	6	6
HR	150	1,614	429	12,236	861	16	10,598	8,766	624	49	137	39
IT												
CY	1	1,561	169	2,306	78	303	1,574	224	220	0	104	15
LV	91	5,925	44	10,943	540	38	8,779	8,162	1,267	102	301	4
LT	192	5,866	5,660	37,041			36,205	36,205				
LU	132	4,122	1,076	8,788	531	8	6,795	4,448	1,350	0	87	7
HU	0	16,543	9,846	2,436	285	382	347	320	542		880	652
MT	0	19	0	808	0	401	388	388	17	0	2	0
NL												
AT	73	2,527	1,093	2,866	379	29	1,270	798	604	230	567	38
PL	1,916	74,132	59,321	246,871	8,963	307	170,367	169,674	6,066	2,585	60,861	41,051
PT												
RO												
SI												
SK	22	1,449	1	20,156	110	67	14,602	14,594	303	85	5,066	178
FI												
SE	22	1,789	643	2,691	525	20	452		935		734	256
UK												
IS												
LI	2	332	0	652	1	10	542	542	62	42	37	0
NO												
CH												
Total	2,964	128,138	87,357	358,795	12,570	1,666	256,612	245,562	13,834	3,142	71,885	42,351

* BE: Only figures for self-employed are reported.

Source Administrative data PD A1 Questionnaire 2018

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

Reporting Country:	
Reporting Institution:	
Year/ reference period:	

Number of PD A1 issued according to Regulation (EC) No 883/2004 on the coordination of social security systems

Categories (corresponding to field 3 of PDA1 concerning the status of the holder)	Number of PD A1 issued
3.1 Posted employed person	
3.2 Employed, working in two or more States	
3.3 Posted self-employed person	
3.4 Self-employed, working in two or more States	
3.5 Civil servant	
3.6 Contract staff	
3.7 Mariner	
3.8 Working as an employed person and as a self-employed person in different States	
3.9 Working as a civil servant in one State and as an employed/self-employed person in one or more other States	
3.10 Flight or cabin crew member	
3.11 Exception	
Total	

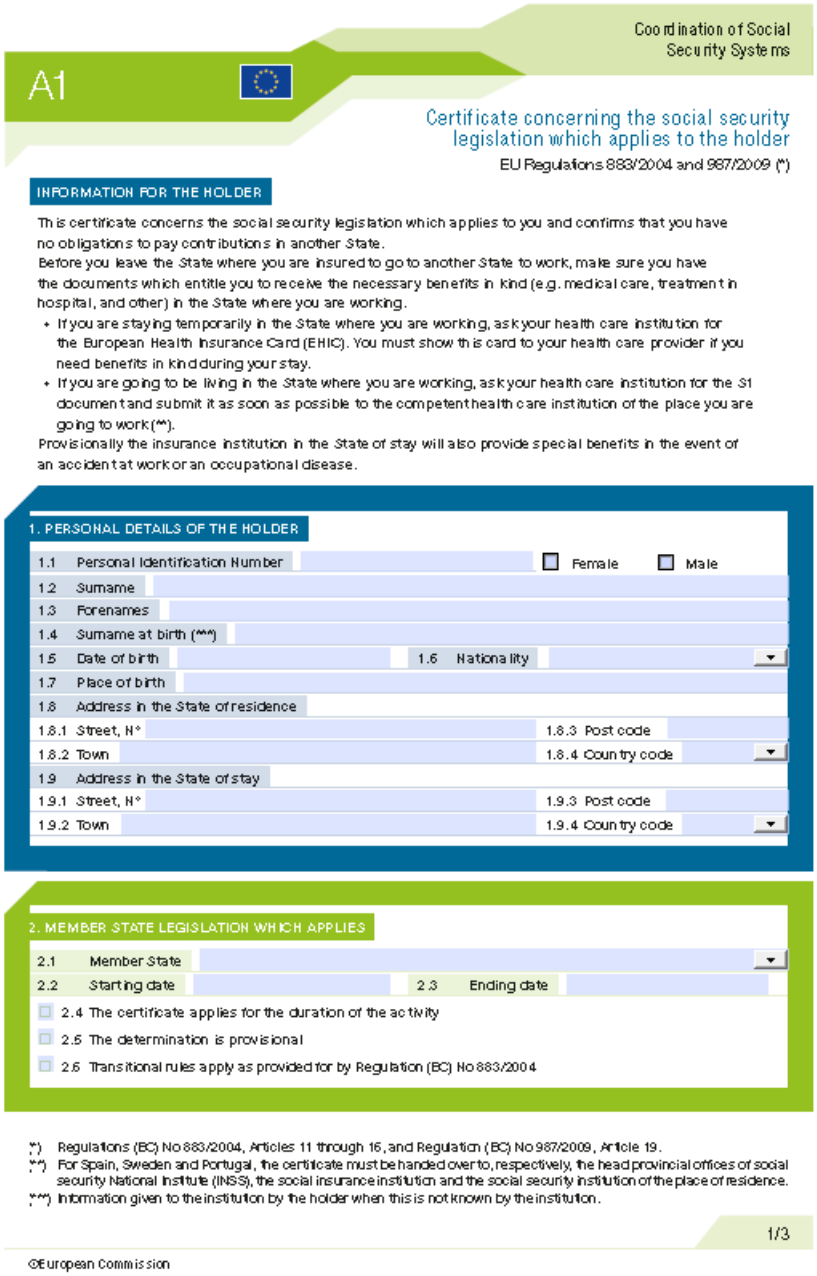
Number of PD A1 issued by sector of economic activity according to *Art. 12* of Regulation (EC) No 883/2004 on the coordination of social security systems:

	Employed Art 12 (1) [box 3.1 of PDA1]	Self-employed Art 12 (2) [box 3.3 of PDA1]	Total	Sectors of economic activity (of total)												Number of 'unique' persons who received a PD A1 (of total)	Avarage duration in days of all PD A1 issued (of total)
					Industry NACE B to F		Services NACE G to T										
				Agriculture, hunting and fishing NACE A	Industry Total	of which: Construction NACE F	Services Total	Wholesale and retail trade NACE G	Accomodation and food serice 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		
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																	

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: Construction NACE F	Services Total	of which: Wholesale and retail trade NACE G	Accomodation 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		
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)															

ANNEX 4 PORTABLE DOCUMENT A1



Coordination of Social Security Systems

A1

Certificate concerning the social security legislation which applies to the holder

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

INFORMATION FOR THE HOLDER

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

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

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

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

1. PERSONAL DETAILS OF THE HOLDER

1.1 Personal Identification Number ☐ Female ☐ Male

1.2 Surname

1.3 Forenames

1.4 Surname at birth (**)

1.5 Date of birth 1.6 Nationality

1.7 Place of birth

1.8 Address in the State of residence

1.8.1 Street, N° 1.8.3 Post code

1.8.2 Town 1.8.4 Country code

1.9 Address in the State of stay

1.9.1 Street, N° 1.9.3 Post code

1.9.2 Town 1.9.4 Country code

2. MEMBER STATE LEGISLATION WHICH APPLIES

2.1 Member State

2.2 Starting date 2.3 Ending date

☐ 2.4 The certificate applies for the duration of the activity

☐ 2.5 The determination is provisional

☐ 2.6 Transitional rules apply as provided for by Regulation (EC) No 883/2004

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

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

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

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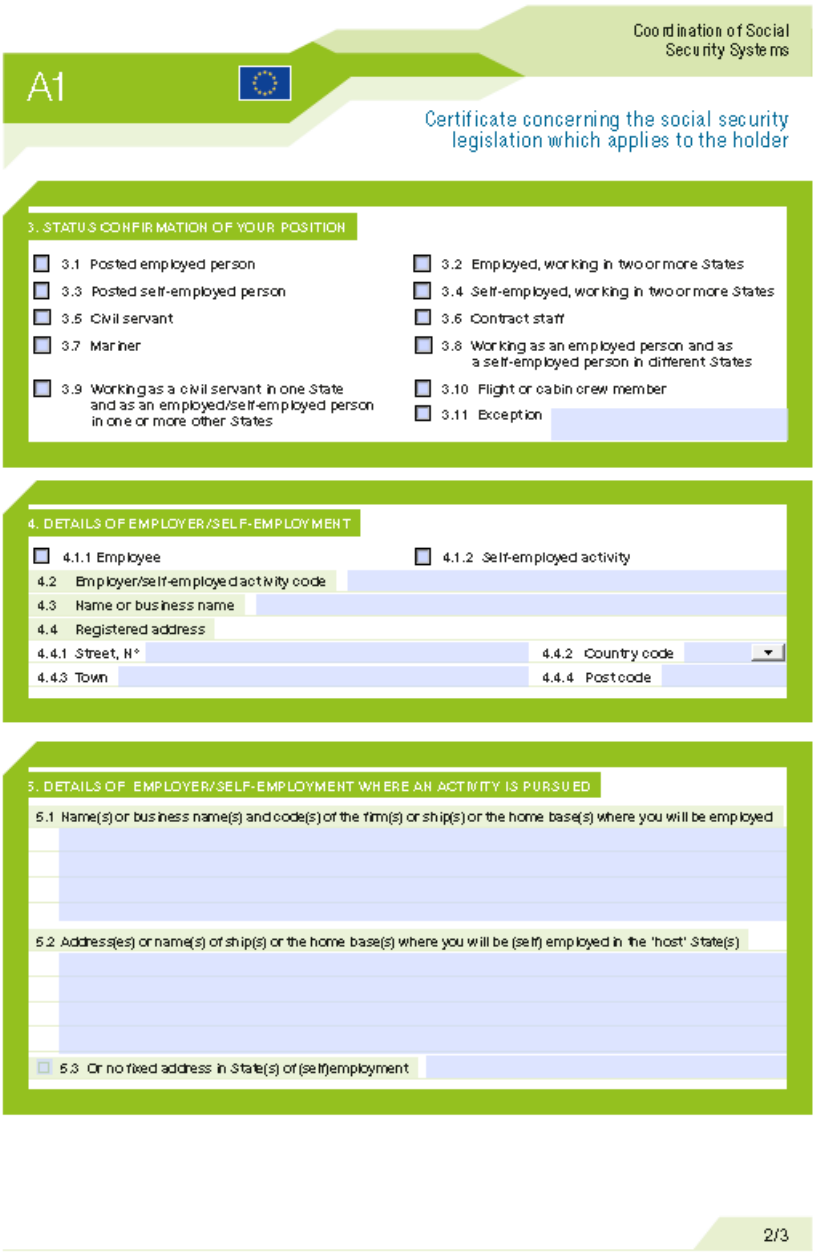

Coordination of Social Security Systems

A1

Certificate concerning the social security legislation which applies to the holder

3. STATUS CONFIRMATION OF YOUR POSITION

- ☐ 3.1 Posted employed person
- ☐ 3.2 Employed, working in two or more States
- ☐ 3.3 Posted self-employed person
- ☐ 3.4 Self-employed, working in two or more States
- ☐ 3.5 Civil servant
- ☐ 3.6 Contract staff
- ☐ 3.7 Mariner
- ☐ 3.8 Working as an employed person and as a self-employed person in different States
- ☐ 3.9 Working as a civil servant in one State and as an employed/self-employed person in one or more other States
- ☐ 3.10 Flight or cabin crew member
- ☐ 3.11 Exception

4. DETAILS OF EMPLOYER/SELF-EMPLOYMENT

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

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

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

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

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

2/3

Coordination of Social Security Systems

A1

Certificate concerning the social security legislation which applies to the holder

5. INSTITUTION COMPLETING THE FORM

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

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