Exploring the transformation of PD A1 processes through European digital identity and business wallets

Belgium

GENERAL INFORMATION	
Name of the organisation	Fragomen together with DRV Bund and SICPA
Type of organisation	Private sector (companies)
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Topic of the good practice	PD A1 digital portals: user-friendly, accessible, efficient and interoperable solutions
Geographical focus	Cross-country (please specify) Germany
Duration	3/9/2025
Summary of the good practice	This good practice, developed within the EU-funded WE BUILD (Wallet Ecosystem for Businesses and payment Use cases on Identification, Legal representation & Data sharing) consortium, examines how European Digital Identity (EUDI) Wallets for natural persons and EU Business Wallets (EBW) for legal entities can streamline and speed up the PD A1 application, handling, issuance and verification process. In collaboration with Deutsche Rentenversicherung Bund (DRV Bund) (Germany) and other partners, the initiative explores how A1 certificates can be issued directly into digital wallets and be verified, enabling secure, user-controlled, and interoperable data exchange. The approach reduces administrative burden, improves data quality, combats fraud and strengthens GDPR-compliant processes. By combining user-centric design,

	interoperability, and enforcement capabilities, the solution contributes to a more efficient functioning of the EU internal market while supporting fair labour mobility. Through parallel use cases, the consortium also assesses potential synergies with Posted Worker Notification (PWN) procedures.
OBJECTIVES AND ACTIVITIES	
Background/context What challenge, need or gap were you trying to solve or respond to? Why was this issue relevant or urgent in your context (sector, region, country)?	▶ PD A1 procedures remain fragmented, partially digitalised, and administratively burdensome for employers across the EU Member States. They also remain vulnerable to fraud. ▶ The portability and secure exchange of PD A1 certificates remain a particular challenge. In practice, PD A1 certificates often need to be exchanged between employers, employees and other relevant parties as PDF documents via email, which does not provide a secure, standardised and verifiable means of sharing the certificate. ▶ Furthermore, employees are not always notified when a PD A1 application is submitted on their behalf, limiting their visibility over the application process and access to the resulting certificate.These inefficiencies hinder the freedom to provide services, create legal uncertainty, and limit the ability of authorities to prevent abuse and ensure compliance with labour and social security legislation. ▶ Our use case also complements current European initiatives, including the ESSPASS initiative and the digitalisation of the process for requesting and issuing PD A1 attestations. It aims to provide a solution that enables secure and portable access to PD A1 attestations and the real-time, cross-border verification of these attestations, allowing their validity to be confirmed quickly and securely. As stated in the proposal amending the European social security coordination regulations, *"The European Digital Identity Wallets (EUDIW), under Regulation (EU) 2024/1183, hold the potential to become the digital system*

	facilitating user-friendly and secure identification and verification across borders."
Objectives What were the main goals of this practice (e.g. better compliance, faster processing, improved worker protection)? (Please limit to three) Who or what were these goals intended to help or change? (Please limit to three)	▶ The WE BUILD project – PD A1 use case aims to: • Simplify and digitalise the PD A1 issuance and verification processes Complement the ESSPASS initiative by exploring additional aspects, especially related to the identity verification and the issuance of PDA1 in EU Business Wallets (EBW) • Reduce administrative burden for employers and workers • Improve data accuracy and GDPR-compliant data sharing • Enable secure, interoperable and portable cross-border exchange of PD A1 credentials, reducing reliance on paper certificates and PDFs exchanged via email. • Enable real-time cross-border verification of the authenticity of the PD A1 credential and the identity and trustworthiness of its issuer. • Strengthen enforcement and fraud prevention mechanisms • Explore synergies towards Posted Worker Notification processes ▶ The use case integrates EUDI Personal and EU Business Wallets (EBW), and their Relying Parties into the PD A1 lifecycle, enabling a user-controlled data exchange as a verifiable credential.
Main activities What were the main steps or actions you carried out to put the practice into effect? Were any tools, materials, partnerships, or processes created?	▶ The use case demonstrates the process where a PD A1 document is issued in Germany and verified abroad and showcases the end-to-end user journey and technical feasibility of wallet-based interactions. The use case designs the PD A1 attestation in a standardized and digital verifiable credential. It captures all legally required attributes of the PD A1 in a machine-

readable format compliant with EUDI Wallet framework, while enabling selective disclosure to the relying parties. In this use case, the German DRV Bund provides its approval response together with a credential offer or "pickup code" that enables the PD A1 Verifiable Credential (VC) to be retrieved. The credential offer can be used in two ways:

1. Employer: The employer can use the credential offer to download the PD A1 directly from DRV Bund's issuing system into the Employer Business Wallet (EBW). The PD A1 can then be retained as part of the employee's personnel records and made available for potential inspections by the relevant authorities in the host country.
2. Employee: The credential offer can also be forwarded to the employee, enabling them to download the PD A1 directly from DRV Bund's issuing system into their personal EUDI Wallet.

- Before issuing the PD A1, DRV Bund's issuing system performs the necessary authorization and identity checks in relation to both the EBW and the EUDI Wallet. The use case also addresses identity-matching challenges arising from the fact that Personal Identification Data (PID) cannot necessarily be matched consistently across EU Member States. To strengthen the identity-matching process, the use case introduces an employee credential issued by the employer, which provides an additional factor of authentication and helps establish a trusted link between the employee's identity and the relevant PD A1 credential.

- At the verification stage of the lifecycle, a verifier (for example, a contractor or host-country authority) can request a verifiable presentation of the PD A1 together with the relevant identity credential. For an on-site verification, the verifier displays a QR code, which is scanned by the employee's EUDI Wallet. The wallet checks that the request is valid and authorized and enables selective disclosure of the information required for the verification, such as the applicable national

	social security legislation and the employer's details. Verification requests may also be directed to the employer, who can present the PD A1 directly from the EBW. The use case has developed rulebooks and data schemas that provide a single source of truth for governance, interoperability and compliance. These include: • Rulebook: Defines the requirements, roles, processes and conformance criteria applicable to PD A1 credentials and attestations. • Data schemas: Define how credential data must be structured and validated. • Sample data: Demonstrate the expected payload structures and provide practical examples for implementers.
Funding/organisational resources	This use case is funded by the EU within the Horizon Europe Programme.
PARTICIPATION	
Stakeholders involved Organisations or entities actively contributing to the design, implementation, monitoring, or support of the good practice (e.g. labour inspectorates, social security institutions, trade unions, employers' associations, or other).	• DRV Bund (Germany) as issuing authority • WE BUILD consortium partners Fragomen, SICPA & Bosch • EU institutions and other EU Member State authorities, such as the European Commission within the framework of the ESSPASS initiative, the Dutch Ministry of Social Affairs and Employment, Finnish Center for Pensions and the Spanish Labor Inspectorate. ▶ The initiative actively seeks feedback from all Member States and the European Commission to support scalability and alignment.
Target groups Main groups or categories that the practice is directly aimed at, who should receive its services or who engage with it (e.g. employers, mobile or posted	▶ The use case is aimed at the following target groups : employers in the home EU Member State, end-user companies and customers, including employer's representatives in the host receiving EU Member

workers, labour inspectors and social security officers, or other).	States, posted workers, social security institutions, pension insurance organisations and their officers in both home and host EU Member States, labour and social security inspection services in the host receiving EU Member State, customs and border guards.
Final beneficiaries Individuals or groups that ultimately benefit from the outcomes of the practice, even if they are not the direct target or user (e.g. mobile or posted workers, vulnerable workers at risk of exploitation, employers benefiting from clearer rules or reduced admin burdens, or other).	▶ The target groups are also the primary beneficiaries of the use case. The use case delivers multiple benefits to users, relying parties, and competent authorities. For users (employers and posted workers): • Reduced administrative burden and faster, more efficient procedures. • Greater transparency and control over personal and business data. • Secure digital storage of all relevant documents in a wallet, readily available for record-keeping and inspections. ▶ For relying parties (e.g. end users, customers, and employers' representatives): • Ability to verify in real-time and across borders an employer's compliance with applicable legislation, helping to reduce the risk of joint liability for non-compliance. • Increased confidence in the authenticity and validity of the PD A1 credential, as well as the identity and trustworthiness of its issuer. • Access only to the PD A1 credential attributes that have been selectively disclosed. ▶ For competent authorities (e.g. social security institutions, labour inspectors, customs authorities, and border guards): • Improved data quality and interoperability. • Enhanced real-time verification and enforcement capabilities.

	• Reliable identity verification. • Ability to rely on the authenticity and validity of the PD A1 credential.
GOOD PRACTICE CRITERIA	
Achievements and outcomes What specific results did the practice achieve? (e.g. How many workers or employers were reached, number of publications created? What processes became faster?) What kind of broader benefits did it bring? (e.g. Did it improve understanding of rights and obligations, enhance cooperation between authorities, or reduce legal uncertainty and inconsistent application of rules?)	▶ The use case integrates the European Digital Identity (EUDI) Wallet, the EU Business Wallet (EBW), and their respective relying parties into the PD A1 lifecycle, enabling user-controlled data exchange through verifiable credentials. ▶ The key achievements and functionalities include: • **Wallet-based issuance:** PD A1 attestations can be issued directly to the employer's EU Business Wallet (EBW) and the employee's personal EUDI Wallet. • **Identity verification:** The issuance of a PD A1 attestation is supported by identity verification of both the employer and the employee. • **Pre-filled and reusable data:** Verified identity, employment, and representation data can be reused throughout the process, reducing repetitive data entry, administrative burden, and the risk of errors. • **Semantic interoperability:** The use case has demonstrated how each data element of the PD A1 process can be mapped to standardised attributes aligned with EU standards. • **Cross-border verification:** The solution enables real-time, secure, and user-friendly cross-border verification of PD A1 attestations, allowing for swift confirmation on their authenticity and validity. • **GDPR-compliant data sharing:** Users remain in control of their personal data through selective disclosure, sharing only the credential attributes required by the verifier.

	▶ Beyond these technical achievements, the use case delivers broader benefits by: • reducing administrative burden and processing time for employers and workers; • improving legal certainty through secure and trusted cross-border verification of PD A1 attestations; • strengthening cooperation and interoperability between social security institutions and other competent authorities; • enhancing compliance and fraud prevention through trusted digital identity verification and authentic verifiable credentials; and • supporting the implementation of the European Digital Identity Framework and the digitalisation of cross-border social security procedures.
Cost effectiveness How did you keep costs low while still achieving results? (e.g. Did you reuse existing tools, automate processes, or share resources across teams?) Can you show that the outcomes were worth the investment? (e.g. Did small changes lead to big improvements, or were expensive tools avoided?)	▶ The use case was designed to maximise the reuse of existing European digital infrastructure and standards, thereby minimising development costs while ensuring interoperability and scalability. Rather than creating a standalone solution, it builds on the European Digital Identity (EUDI) Framework, the EU Business Wallet (EBW), verifiable credentials, and the work carried out under the ESSPASS initiative. Importantly, organisations and public authorities will increasingly need to develop and implement EUDI-related capabilities as part of the broader European digital identity ecosystem, irrespective of this specific use case. The PD A1 use case therefore leverages capabilities and infrastructure that will also be required for other digital interactions and services, rather than requiring investment in technology that serves a single purpose. ▶ The solution also reuses existing administrative processes for the issuance of the PD A1 attestation, while digitalising and streamlining key steps such as identity verification, credential issuance, secure data

	sharing and cross-border verification. This approach reduces duplication of effort and avoids the need to develop separate, purpose-built solutions for individual national processes. ▶ The investment creates value well beyond the PD A1 process. Because the underlying EUDI capabilities are intended to support a broad range of digital interactions, the incremental investment required to enable the PD A1 use case can benefit from infrastructure, wallet capabilities and standards that organisations and authorities will need to implement more broadly. The standards-based architecture and reusable rulebooks, data schemas and workflows provide a foundation that can be adopted by other Member States and extended to related cross-border procedures, such as Posted Worker Notification (PWN) processes. This increases the long-term return on investment by allowing the same digital capabilities and components to support multiple administrative services across the European Union, while avoiding the cost and complexity of developing isolated solutions for each individual procedure.
Transferability What are the key features that make this practice work well? (e.g. a digital platform, clear guidelines, a joint inspection process, or strong coordination) What would another country or organisation need to make this work for them? (e.g. certain laws, IT systems, or staff training)	▶ In 2024, approximately 5.6 million PD A1 documents were issued across the European Union, demonstrating the significant scale and impact of the process. The PD A1 use case therefore has considerable potential to deliver more efficient, secure, and user-friendly procedures for all stakeholders involved.The PD A1 issuance process developed by DRV Bund is based on a generic, standards-based approach, making it scalable and transferable across all EU Member States. ▶ The use case is also adaptable to other cross-border administrative procedures, including Posted Worker Notification (PWN) processes and, potentially, immigration-related processes for intra-EU postings.By providing a reusable digital framework based on the European Digital Identity Wallet ecosystem and verifiable credentials, the solution has the potential to support the wider digital transformation of cross-border

	labour mobility and social security coordination across the European Union.
Sustainability **How is the practice sustainable from a social, financial or environmental perspective?** **What makes this practice able to continue over time? (e.g. It is now part of regular work or has been built into law or procedures?) and how are you making sure it lasts beyond the pilot or project phase?**	▶ It provides a scalable model that enables Member States to streamline PD A1 and related cross-border administrative processes, contributing to a more integrated, transparent, efficient and sustainable Single Market. By supporting the transition from paper-based certificates to digital verifiable credentials, the solution can also reduce the need for printing and physical document exchange, thereby lowering the consumption of paper, ink and toner, as well as the resources associated with storing and handling paper documents. Continued collaboration with EU institutions, alignment with EU initiatives such as ESSPASS, and close cooperation with national authorities will help ensure the long-term sustainability, interoperability and further development of the solution.
Innovativeness What makes this practice new or different in your field or country? (e.g. Is it the first of its kind, or does it combine actors who don't usually work together, or activities not performed before?) How does it improve older or less effective approaches? (e.g. By reaching more people, using data better, or simplifying complex procedures)	▶ The innovation lies in the integration of the European Digital Identity (EUDI) Wallet and the EU Business Wallet (EBW) into the PD A1 lifecycle, complementing the ESSPASS initiative by extending digitalisation beyond the issuance of the PD A1 attestation into including secure identity verification and cross-border verification of the credentials. ▶ A key innovation is that the issuance of the PD A1 attestation is preceded by identity verification of both the employer and the employee. The attestation is then issued as a verifiable credential directly to the employer's EU Business Wallet and the employee's EUDI Wallet, providing a secure, user-controlled, and interoperable digital solution. ▶ The use case also incorporates relying parties into the end-to-end PD A1 lifecycle. Relying parties can request a verifiable presentation of the PD A1 credential and the Personal Identification Data (PID) through a QR code. Following the necessary identity and authorisation checks, the EUDI Wallet enables selective disclosure of only the required credential attributes, ensuring both

	privacy protection and compliance with the principle of data minimisation under the GDPR. ▶ Finally, the PD A1 processes, workflows, rulebooks, and data schemas have been designed to be reusable and transferable to other cross-border administrative procedures, in particular the Posted Worker Notification (PWN) process. This demonstrates that the solution is not only innovative for PD A1 but also provides a scalable foundation for the wider digital transformation of cross-border labour mobility procedures across the European Union.
Digitalisation What kind of digital tools or platforms were used in this practice? (e.g. online portals, automated case tracking, data sharing, digital databases or other) How did these tools help in reaching your goals? (e.g. Did they save time, facilitate access to data in real time, reduce errors, help detect fraud, or improve coordination between authorities?)	▶ The project supports the digitalisation of social security coordination and is fully aligned with the rollout of ESSPASS and the European Digital Identity (EUDI) Framework. ▶ It also establishes a foundation for extending the solution to the handling and verification of Posted Worker Notification (PWN) processes. This is particularly relevant in light of the proposed EU Regulation on the public interface for the declaration of posted workers, which aims to simplify PWN procedures through a single EU portal and promote interoperable and reusable digital solutions that facilitate the identification of service providers. The proposal explicitly recognises the need to strengthen the links between the PWN and PD A1 processes, stating: *"While setting up the public interface, the Commission should continue to explore the possibility for the posting declaration and the application for the PD A1 to be brought closer together technically, including by exploring synergies in terms of data reusability."* ▶ By enabling the secure reuse of verified identity and employment data through digital wallets and verifiable credentials, the project directly supports this objective and provides a practical, scalable solution for the future integration of the PD A1 and PWN processes across the European Union.