**Record of proceedings**
**18th Meeting of the Management Board of the European Labour Authority (ELA)**
**25-26 November 2025, Bratislava, Slovakia**

## 1. INTRODUCTION BY THE CHAIR

**The Chair** opened the proceedings and welcomed all Members of the ELA Management Board (MB) to the 18th MB meeting. He mentioned that he would be unable to chair the meeting on Day 2 and that the following the elections of the new Chair and Deputy Chair, it would be the newly elected Chair, as the current Deputy Chair was unable to come in person to the meeting. The decision on the election of the Chairman and Deputy Chairman has been updated to come into effect the following day.

There were no comments from the floor.

## 2. ADOPTION OF THE AGENDA OF THE 18TH ELA MANAGEMENT BOARD MEETING

**The Chair** presented the final draft of the agenda of the 18th ELA Management Board meeting.

**Conclusion:** The agenda of the 18th ELA Management Board meeting was adopted by consensus.

## 3. ADOPTION OF THE MINUTES OF THE 17TH ELA MANAGEMENT BOARD MEETING

**The Chair** presented the final draft of the minutes of the 17th ELA MB meeting, mentioning that comments from individual Members were reflected.

There were no comments from the floor.

**Conclusion:** The Management Board adopted the minutes from the previous meeting.

## 4. FOLLOW UP TO PREVIOUS MEETING AND WRITTEN PROCEDURES

**The Chair** provided an overview of the written procedures launched since the 17th ELA Management Board meeting: the amending of the budget 2025, finalised in November 2025 which incorporated the EFTA contribution into ELA's budget. Additionally, an update was given on the informal meeting of the Board where the Members discussed the main findings of the

evaluation and the way how to address them either within the remit of existing mandate – through the dedicated Action Plan or through the revision

**Conclusion:** The Management Board took note of the outcomes of the documents submitted for written procedure as well as the information on the informal MB**.**

## 5. FINAL DRAFT SPD 2026-2028

**The Chair** introduced the point and explained the process which led to the final draft version of the SPD 2026-2028 submitted for the adoption.

**The ED** passed the floor to the **Acting Head of Governance and Coordination Unit** who summed up the main comments received from the Members and how they were reflected in the final document.

**The Members:**

- Appreciated the focus on subcontracting and intermediaries but suggested also a stronger focus on fair recruitment.
- Proposed looking more closely on hiring and placement agencies, especially noting problematic practices, for which a future discussion in a multilateral meeting was suggested.
- Social partners expressed their wish for further involvement in all stages and would like debriefs on inspection outcomes.
- Concerns were raised on the talent pool as possible way to drive TCN recruitment,
- There were questions raised about the remuneration tool, with emphasis on data provision, liability and salary calculations as there is no “one size fits all” in the EU.
- on digitalisation, it was proposed AI could help with supporting enforcement, such as looking at cross-border data, and possibilities should be further explored.

**The EC** welcomed the draft SPD and progress towards impact measurement. For the talent pool, an action plan was already produced with its key focus being on upscaling and attract workers. For attracting them, an improvement must happen in working conditions as well, which will be done through the Quality Jobs Act and Roadmap.

**The ED** thanked for the contributions and confirmed that ELA remains committed to continuous optimisation. He further clarified that fair recruitment and its linkage to other ELA activities is on the agenda, as outlined in the ED Vision. Closer cooperation with PES to deeper integrate with EURES is necessary to tackle unemployment. The remuneration tool remains a challenge, but ELA sees a positive participation of MS and will keep working on it. Throughout its validation process, all relevant parties will be involved.

**Conclusion:** The Management Board adopted the SPD 2026-2028.

## 6. BUDGET 2026

**The Chair** introduced the point explaining the 2026 budget and its key allocations.

There were no comments from the floor.

**Conclusion:** The Management Board adopted the budget for 2026.

## 7. INITIAL DRAFT SPD 2027-2029, INCLUDING DRAFT BUDGET 2027

**The Chair** introduced the point and reminded the MB Members that after the adoption of the draft, there will be an extensive period of consultation in 2026 following the practice from previous years.

**The ED** explained that the SPD builds on previous versions and will continue to be updated to reflect ELA's full operational capacity. Following this, the **Acting Head of Governance and Coordination Unit** further explained how the document reflects ELA's key strategic areas and specific objectives in them and how it will be reflected in practical activities.

**The Members** mentioned:

- Simplification should go hand in hand with enforcement. Enforcement challenges should be also discussed when talking about digitalisation.
- The need of reinforcing cooperation to fully use the potential of CJI's.
- For the ELA mandate revision, it is important to talk about the TCNs and their protection.
- The chapter on mobility trends should look more at labour market developments which show what is going on in the MS since cross-border recruitment is demand-driven.
- Incorporating existing studies could help formulate possible scenarios for what is coming since these can define the working programme priorities.
- ELA should focus on complex cases, be more structural and systemic, which could uncover malicious practices.

EC was asked about the implication for the possible adoption of the revision during the programming period (up to 2029) and the budget foreseen for the future in SPD.

**The EC** clarified all budget projections are indicative, and budget estimates are solely for illustrative purposes. The reference to the implementation of the action plan is much appreciated and the version with KPI's is looked forward to.

**The ED** thanked the MB for all their comments, responding to them, and highlighted the synergies between different ELA activities and its multi-scope approach for the following years. He stressed that it is important to synchronize ELA's future projection on the budget with discussions on the MFF, particularly as regards the foreseen reinforcement of ELA by EC proposal and corresponding need for increased resources.

**Conclusion:** The Management Board adopted the Draft SPD 2027-2029.

## 8. ELECTION OF THE MB CHAIR AND DEPUTY CHAIR

**The Chair** opened the point by informing the MB about the candidates who submit their interest to run for the Chairmanship (Rits de Boer from Netherlands) and Deputy Chairmanship (Diane Vella muscat from Malta) and gave the opportunity to the representatives in the room to express their interest, should there still be someone.

As there were no further candidates, the Chair gave the existing candidates the floor to present themselves to the Board. Following their presentations, the Chair explained the voting procedure and tasked the Secretariat to start the elections.

**Conclusion:** The election was conducted by secret ballot, with the outcome of the vote being 23 yes and 2 abstain in both cases, and consequently Rits de Boer has been elected as the

new Chairperson and Diane Vella Muscat as Deputy Chairperson of the Management Board for the term of 3 years (first term).

## 9. UPDATE FROM THE COMMISSION

**The Chair** introduced the item. He then passed the floor to the representative of the European Commission to give updates relevant to ELA's work.

**The Commission** provided an overview of relevant activities and initiatives, including:

- The Quality Jobs Act has its preparations ongoing, with content being discussed, minding the diversity of national systems. It will be presented as legislative and non-legislative package and will be subject to a two-stage consultation with social partners foreseen in 2026.
- Under the announced Work Programme for 2026, the Fair Labour Mobility Package:
    - Consists of several initiatives such as the Skills Portability Initiative, the revision of the ELA mandate and the proposal for a European Social Security Pass (ESPASS).
    - Builds on ELA's evaluation and the implementation dialogue held in September.
    - Package was welcomed during the implementation dialogue but shows differing views regarding ELA's mandate revision.
- The EC believes the ELA's mandate should be pragmatic and focus on its core principle, being free movement.
- Areas such as, data-handling competencies, a role *vis a vis* TCN's, information provision, improvement of MSs cooperation and EURES development responsibilities are areas, where the mandate can be strengthened.
- A final agreement has been reached on the Talent Pool, which now only awaits a final vote by the co-legislator. The initiative was made in close cooperation with DG Home.
- The E-declaration is ongoing and could be presented at the future MB meeting.

**The Members** asked which DG will take the lead on the e-declaration implementation. Within the context of the fair labour mobility package, further measures, should be considered on challenges of posted TCN's and it was asked if subcontracting challenges will be addressed as well. Further, MB asked if any disagreement on the 883 could postpone the Fair Labour Mobility Package and whether there will be legislation provided on the right to disconnect as a part of the Quality Jobs Act's digitalization part.

Moreover, Members requested a coherent approach on the inclusion of subcontracting in initiatives listed by the EC.

**The EC** clarified that DG Grow will be their partner in the e-declaration project, for which parameters are currently being negotiated. To tackle the possible adverse consequences for workers' rights the EC aims to improve enforcement of the rules through its Quality Jobs Roadmap, and a stronger ELA mandate. Finally, they confirmed that the Fair Labour Mobility Package will be launched regardless of any disagreement on the 883.

**Conclusion:** The Management Board took note of the update from the Commission.

## 10. ELA 2026 – 2030 ED VISION

**The Chair** introduced the point then passed the floor to the ED.

**The ED** presented the main principles of ELA's operation until 2030.

**The EC** welcomed the ED Vision and noted ELA should direct its efforts towards practical implementation. What could be more reflected is the current geopolitical challenges and EU enlargement since this would prepare ELA for the upcoming years. Further, elements such as combining increased specialisation with the ambition to remain agile and how the organisational structuring could be linked with ELA's long-term vision could be elaborated.

**The Members** mentioned that ELA should move away from its silo-structure and improve coordination among units/sectors. Additionally, more targeted actions and more concerted inspections were requested. The Members highlighted the importance of technology but also stressed it only delivers when there is access to data and information, something the ELA mandate revision should entail. Great potential is seen in optimisation of ELA's resources and if activities become more demand driven. Follow-ups on the Authority's activities, would be much appreciated by the Members. Finally, EURES was mentioned frequently, with the Members asking for more discussion, such as a future brainstorm which could connect needs and existing activities.

**The ED** appreciated the feedback by the Members. He agreed it is key to link operational analysis to inspections and enforcement since this would allow better targeting of the inspections. ELA is currently working on workforce analysis and will be working towards stronger integration of its activities. Integrating EURES with other ELA activities has big potential and could be done in future. EURES should focus more on fair recruitment, vulnerable categories of workers; and leveraging digital services to be offered for free.

**Conclusion:** The Management Board took note of the ED's vision 2026-2030.

## 11. DRAFT ACTION PLAN FOLLOWING ELA's EVALUATION

**The Chair** introduced the draft action plan and then passed the floor to the ED.

**The ED** gave an overview of the procedure and the action plan itself and passed the floor to the **Acting Head of Governance and Coordination Unit** who covered the main lessons learnt and foreseen actions for ELA.

**The EC** appreciated its fruitful cooperation with ELA. They find the action plan as a tool to establish impact-focused KPI's and to ensure stronger synergies across work strands. The EC asks for strong engagement from all MB Members as well, especially when it comes to defining KPI's.

**The Members** welcomed ELA's action plan but see some room for improvements. They asked for references regarding cooperation with other agencies. Additionally, regarding the mediation, Members would like the already existing WG to finalise the work.

In general, **Members** emphasized the need for 'enhanced strategic management' in which deeper cooperation will help identify structural problems and outline areas in which MS need to closely work together. For tackling common challenges, Members asked more detail in how ELA could have more access to data and the ability to retain it, as well as asking how ELA and the EC envision the KPI development?

**The ED** mentioned that ELA wants to remain a service-oriented organisation and therefore wants to adopt KPI's showing the type of actions it provides. To do this successfully, defining KPI's together with MB Members and COM is a highly important goal for 2026.

**Conclusion:** The Management Board took note of the draft action plan following ELA's evaluation.

## 12. CAPACITY-BUILDING IMPLEMENTATION REPORT 2025 AND ANNUAL WORKPLAN 2026

**The Chair** introduced the point then passed the floor to the ED.

**The ED** briefly mentioned some recent developments which show progress in line with the capacity building strategy before passing the floor to the **Head of Capacity Building Sector** who provided a clear overview of the past capacity-building activities and its numbers, while hinting towards 2026 as well.

**The EC** acknowledged the importance of these capacity-building activities. ELA is encouraged to further improve their training activities to meet the operational needs of MS whilst keeping in mind geographical balance and the use of a merit-based approach.

**The Members** shared their appreciation for the Authority's organisation of activities. What has been welcomed is ELA's focus on basic training as entrance to more in-depth elements of content, the offer of modular, thematic meetings and study visits. To improve, it was suggested to put more focus on the train the trainer principle to further disseminate the expertise upon return to the MS.

**The Head of Capacity Building Sector** pointed out that more modular trainings will be organised in 2026, and following several requests and identified needs, one edition will focus solely on social aspects of road transport legislation. ELA also aims to continue enlarging the provision of learning materials which contribute to training of trainers. In 2026, ELA will also be implementing a community of practice through which participants can access and share materials and discuss common issues among each other even before, during and after the training.

**Conclusion:** The Management Board took note of the implementation of the Capacity Building Strategy and approved the plan of activities for 2026.

## 13. MUTUAL LEARNING AND UNDERSTANDING PROGRAMME (MLUP) ON FREE MOVEMENT OF WORKERS

**The Chair** introduced the MLUP on the free movement of workers and then passed the floor to the ED.

**The ED** shortly presented the new MLUP and gave the word to the **Head of Cooperation Support Unit**, who explained how this programme fits in ELA's strategic framework and what outcomes can be expected.

**The EC** welcomed the cross-reference of involving national free movement bodies in carrying out these activities. They stand ready to support ELA in reaching its objectives.

**The Members** encouraged the launch of the new MLUP but asked how this will be coordinated with many other capacity-building activities. They also pointed out to look beyond numerical indicators to assess trends and evolutions over longer periods, to better reflect the practical challenges faced by Member State's competent authorities. Collecting studies which show how recruitment practices in free movement are more demand-driven should be also considered within the MLUP.

**The HoU** took note of all comments and reassured that this MLUP will include some of the current capacity-building activities but will be better organised through a streamlined programme focussing specifically on free movement. He also acknowledged the suggestion regarding recruitment practices and confirmed that this aspect will be further explored.

**Conclusion:** The Management Board took note of the presentation of the programme.

## 14. FEASIBILITY STUDY ON THE ESTABLISHMENT OF A HELP DESK FOR LABOUR MOBILITY AT EU LEVEL

**The Chair** introduced the point and then passed the floor to the **Head of Information sector**.

**The Head of Information Sector** took the opportunity to further explain the help desk study. She outlined its challenges, models, methodology and identified scenarios

**The Members** acknowledged the analysis but also shared comments.

- Due to its scarce number of resources, ELA should focus on helping MS and social partners to reach more effective enforcement.
- Providing this type of information can be risky and lead to divergent results. Asking different desks can result in receiving various answers, which should be noted and taken caution against.
- A point was raised on added value of the help desk. In case there is a need for such solution, the most viable solution would be to streamline and improve the existing assistance sites and services.
- The employer's side clarified they encouraged the study on the helpdesk, since employers need an increase in information provision, to make sure they understand obligations among different MSs. There is no need to completely cut this idea off, since they feel ELA still has a role in helping to address the need for information.
- In case the tool would be developed, its cost would be an issue for many Members.

**The ED** explained that the Authority had its reservations on the help desk, which were revealed by this feasibility study, and wanted to come up with ways to help a vulnerable group improve their access to information, in this case being SME's. instead of providing information, ELA wants to change its approach and shift towards anticipatory communication, for which the end user is spared of doing the search for information themselves.

**The Head of Sector** emphasized the point presented was merely a study, not a strategy for implementing a help desk. ELA has close cooperation with labour mobility services in the MS through labour mobility labs and Your Europe's content review to improve the existing information.

**Conclusion:** The Management Board took note of the sturdy but will need additional arguments should it support the development of ELA helpdesk in future, including ELA's mandate and available resources.

## 15. UPDATES ON EURES

**The Chair** introduced the point and then passed the floor to the **Head of EURES Sector**.

**The Head of sector** provided an update on EURES' state of play and portal strategy implementation.

**The Members** acknowledged EURES could be a tool for fair recruitment across the EU to promote fair employment but in general, there is room for improvement.

A question was raised on what is foreseen concretely in the revision when it comes to EURES, whether it would stay at ELA or move under EC.

**The EC** shared they have no concrete answer yet and keep looking at different possibilities to make EURES operationally efficient.

**The ED** made it clear ELA wants to improve EURES and update it to the current market needs. He mentioned that it is ELA's duty to develop EURES and will make use of the 'local first' principle – empowering workers to be more presentable on the labour market, which would also build a better link directly to employers. Together with PES, data could be improved and create a better link between employers' vacancies and workers' CVs.

**Conclusion**: The Management Board took note of the updates on EURES, while also keeping in mind the conclusions from the informal meeting.

## 16. CONCLUSION OF THE FIRST DAY

**The Chair** concluded the first day of the meeting.

## 17. INTRODUCTORY REMARKS BY THE CHAIR DAY 2

**The Chair** welcomed the participants to the second day of the ELA Management Board meeting and presented the agenda.

## 18. REPORT ON CONCERTED AND JOINT INSPECTIONS

**The Chair** introduced the point and then passed the floor to the ED.

**The ED** provided an overview of the CJIs carried out this year. Following this, the **Acting Head of Enforcement and Analysis unit** (ENF) presented the report's scope and findings in further detail.

**The EC** complimented the impressive figures shown and further encouraged ELA to increase the number of its concerted inspections. They encouraged the MS to timely submit the post-

inspections report with valuable data because a) it is a legal obligation and b) the data contained therein are important elements for knowing the situation on the ground. Stronger data exchange is highly important to prevent abuses and subcontracting chains, and better national data will support more effective enforcement. Insights on temporary agencies' inspections would be welcomed since they are a highly relevant discussion topic.

**The Members:**

- Confirmed that ELA's inspections show a positive impact but delays in finalising the reports remain a difficulty. Therefore, the Members are encouraged to send ELA the data, so that they can connect the national and European levels better.
- Encouraged ELA to become more proactive rather than reactive, which can be done through risk assessment and analysis.
- Believe it would be good to show ELA's added value in inspections, by showcasing more of the "success" stories.
- Suggest looking at inspections in the long term to see aggregated data and evaluate best practices. The suggestion stems from the fact that a post-inspection report shortly after makes concrete measuring of inspections difficult.
- Presented the idea of having a common definition, to ensure that inspection reports consist of clear data and that inspectors know the applicable rules of CJI's.

**The ED** took note of all the comments. He assured ELA will keep investing in training inspectors and analytical capacity. The Authority will continue working on the pre-inspection and post-inspection phases, by, for example, simplifying the reporting process. Currently a case management system with integrated reporting modules is being developed.

**The AHoU** acknowledges ELA has many tools to tackle fraud, not only the CJI's. The temporary work agencies and intermediaries are put highly on ELA's agenda. Additionally, further work on the reporting template will be required to receive less generic information from the MS.

**Conclusion:** The Management Board took note of the report on CJI. All MS are called upon to complete the post-inspection reports and submit quality information.

## 19. DRAFT GUIDELINES FOR CJIS

**The Chair** presented the item concerning the draft guidelines for CJI's. He then passed the floor to the ED.

**The ED** explained the they key changes mentioned in the draft guidelines and provided a short update as well. He then passed the floor to the **Acting Head of Enforcement and Analysis Unit**.

**The AHoU** provided an overview of the revised draft of the guidelines and opened the floor for further discussion.

**The Members:**

- Asked about the procedure when the case is submitted by the national social partners organisations.

- Thanked for the simplification initiative, however, noted that a deadline longer than 15 days for building post-inspection reports would be appreciated, to ensure better quality of its content.
- Find reporting an essential part of the CJI guidelines because it forms the basis for analysis, which impacts ELA. A plea to all MS is to be aware of the importance of delivering accurate data.

**The EC** mentioned there is a provision in the regulation which states that when a violation of the law takes place, inspectors report on it.

**The AHoU** clarified that nothing has changed regarding the standard procedure, but in exceptional situations, cases can be sent directly to ELA by national social partner organisations. In ELA understanding, OSH aspects of posting are within ELA's mandate.

**The EC** emphasised that a clear framework of rules and procedures is needed to make the work of labour inspectorates easier. Digitalisation will help streamline administrative processes and reporting. Strong partnerships are highly encouraged to leave no space for fraudsters, and to avoid any backlash.

**Conclusion** The Management Board adopted the draft guidelines for CJI's.

## 20. REPORT ON ELA'S INTERNAL CONTROL SYSTEM ASSESSMENT 2024

**The Chair** introduced the point then passed the floor to the ED.

**The ED** further explained the aim of the report then passed the floor to the Compliance Specialist.

**The Compliance Specialist** provided a detailed overview explaining the assessment procedure related to ELA Internal Control The assessment confirmed the functionality of the internal control system, with risks being effectively monitored and mitigation measures implemented, ensuring the framework operates properly.

**Conclusion:** The Management Board took note of the report on ELA's internal control system assessment for year 2024.

## 21. MODEL DECISION ON UNPAID LEAVE & TEMPORARY OCCUPATION OF MANAGEMENT POSTS

**The Chair** presented the point on the model decision on unpaid leave and temporary occupation of management posts.

There were no comments from the floor.

**Conclusion** The Management Board adopted the model decision on unpaid leave and temporary occupation of management posts.

## 22. RECLASSIFICATION OF THE EXECUTIVE DIRECTOR

**The Chair** presented the point of the reclassification of the ED and what it entails.

There were no comments from the floor.

**Conclusion:** The Management Board adopted the decision on the reclassification of the ED.

## 23. REVISION OF SNE RULES – PROLONGATION OF SECONDMENT TO 8 YEARS

**The Chair** presented the point of the revision of SNE rules.

**The Members** expressed their support to prolong secondment for 8 years to reach stability but also mentioned that the decision on prolongation falls on individual MS. For some MS a duration of 8 years might be too long whereas others find this possibility appropriate.

**The EC** underlines the need to prevent the loss of link with the sending MS during such long period of secondment.

**The ED** mentioned it is indeed about creating stability within the authority. Further, he confirmed that it is indeed MS that have the final say in prolongation, ELA just wants to offer the possibility to allow it up to maximum of 8 years rather than the current 6.

**Conclusion:** The Management Board adopted the amendment of the decision laying down SNEs rules.

## 24. APPOINTMENT OF NEW STAKEHOLDER GROUP MEMBERS AND ALTERNATES

**The Chair** introduced the point and invited Members to appoint the new Members and Alternates of ELA's Stakeholder Group following the changes communicated to ELA.

**Conclusion:** The Management Board adopted the decision on the Appointment of Members and Alternates of the ELA Stakeholder Group

## 25. PLANNING OF THE NEXT YEAR'S MB AND SG MEETINGS

**The Chair** informed the Members of the upcoming Management Board (MB) and Stakeholder Group (SG) meetings scheduled for 2026, noting the following dates and locations:

- **11 February**: 13th meeting with the SG, to be held in Brussels.
- **5–6 May**: 19th MB joint with SG meeting, to be held in Bratislava.
- **21 October**: 14th SG meeting, to be held in Brussels.
- **25–26 November**: 20th MB meeting, to be held in Bratislava.

There were no interventions.

**Conclusion:** The Management Board took note of the planning for the next Management Board and Stakeholder Groups meetings.

## 26. AOB

**The Chair** opened the floor for interventions.

**The ED** shared the news about the Annual conference being held in Cyprus on 11 and 12 of March in 2026. It will be a flagship event, also celebrating 10 years of the platform tackling undeclared work. From 1 March 2026 onwards, ELA will be taking over the EUAN presidency and focus on increasing visibility and put the right emphasis on their work.

**Conclusion**: The Management Board took note of the points raised during AOB.

## 27. CONCLUSION OF THE SECOND DAY

**The Chair** closed the MB meeting at 12.15 pm, thanking all interested parties.