

Construction Companies' Practices and Challenges



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### ACCESS TO INFORMATION ON THE POSTING OF WORKERS: CONSTRUCTION COMPANIES' PRACTICES AND CHALLENGES

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# ACCESS TO INFORMATION ON THE POSTING OF WORKERS: COMPANY PRACTICES AND CHALLENGES IN THE CASE OF SLOVAKIA

Alexandra Moran and Lucia Mýtna Kureková CC-BY, https://doi.org/10.3986/9789610508366\_06

### Introduction

As workers are becoming increasingly mobile, the use of the posting of workers has been on the rise in Slovakia. This is a reflection of the labour and skill shortages facing the construction industry specifically, as well as the entire economy. The construction sector holds an important position in the Slovak national economy and is highly internationalised (ECSO, 2021). Indeed, posted workers from Slovakia are most often employed in the construction sector (52.5%) (De Wispelaere et al., 2022). Skill and labour shortages are likely to persist in the coming years with several large infrastructural projects are planned, the expansion of FDI investment, and the continued rapid aging of the workforce (Machlica et al., 2017). It is thus anticipated that labour mobility, including the posting of workers, will keep expanding. This is already reflected in migration data, which demonstrates a rise in posting as well as in labour migration to Slovakia in the past years, including migration from third countries. However, the existing regulatory framework of migration and integration policy remains complex, with fairly frequent changes to registration requirements and other conditions as well as lengthy and complicated procedures (Bajzíková & Bajzík, 2020; Přívara & Rievajová, 2021).

Regarding the posting of workers as a tool of intra-EU labour mobility, in 2021, Slovakia was ranked as the ninth-largest sending country in the EU, having issued 106,212 PDs A1 (De Wispelaere et al., 2022). Slovakia issues

more PDs A1 than it receives, with the net balance of PDs A1 issued and received being 64,014 in 2021. Workers from Slovakia posted to work in one country, i.e., those posted under Article 12, are most often posted to Germany (57.4%), Austria (10%), the Czech Republic (7.5%), the Netherlands (5.1%), and Belgium (4.7%). Furthermore, half of the PDs A1 under Article 12 are issued to self-employed workers, making Slovakia stand out compared to other Member States - the EU average being 6%.

Due to its highly regulated nature and a complex legal framework transcending national boundaries, access to information is a key prerequisite for the lawful application of the existing posting rules. By extension of this logic, barriers to gaining accurate, timely, and reliable information on duties related to posting at low cost increase the risk of non-compliance by companies and jeopardise equal and fair treatment of posted workers (Danaj et al., 2022). To the best of our knowledge, to date, in Slovakia, no systematic review of access to posting information is available regarding the channels, the breadth and depth of available information, the main gaps, or the role of public institutions and other actors therein.

To fill this gap, this chapter systematically maps employers' access to information about the posting of workers in Slovakia. More specifically, the research questions concern the undertakings' search and use of information on the posting of workers. We mapped information channels and their providers to evaluate these issues and assess their availability, accessibility, and quality. Furthermore, we also investigated these aspects from the stakeholders' perspectives in the interview phase and undertakings in the online survey. The findings presented in this chapter are based on the data gathered in the mapping of 41 information channels, interviews with 9 key stakeholders, and the online pilot survey of posting and receiving undertakings. Eighteen companies legally registered in Slovakia completed the survey; 14 of them are primarily posting undertakings. Most survey respondents are medium-sized companies; aside from those active in the construction sector, some are manufacturing companies (Kureková et al., 2023). A closer description of the methodology used in this project, including its limitations, can be found in the chapter on methodology.

We analyse the challenges and needs of posting and user undertakings based on information gaps identified in the mapping exercise, information provided by stakeholders during the interview stage, and the pilot online survey. These data are used to produce conclusions on the dynamics of "posting information infrastructure" and to recommend how access to and quality of information on the posting of workers in Slovakia can be improved. A detailed analysis is presented in an extensive study by Kureková et al. (2023), while this e-book chapter concisely distils the main messages and evidence.

We argue that the current legal and institutional arrangement of posting issues in Slovakia has not been able to overcome the existing complexity. Information on the posting of workers in Slovakia remains fragmented across actors and various channels. Currently, several public institutions are involved in providing information and face coordination challenges among each other. Legal areas are divided between institutions responsible for these varied agendas, providing only information related to their field. Furthermore, a single website containing all rules and obligations is currently lacking. Additionally, state institutions, NGOs, and social partners are underrepresented as information providers on posting compared to other country case studies in the INFO-POW project (Kayran et al., 2023). This leads to the prevalence of channels provided by private actors, which may negatively impact access to information on posting, as services by private actors are often monetised. Furthermore, to receive all necessary information, undertakings must use multiple sources, which may be of varying quality. Difficulty gaining access to information on responsibilities related to posting increases the risk of non-compliance and amplifies inequalities between companies based on size and resources.

### **Access to Information: Channels and Practices**

The transposition of European-level legislation on the posting of workers took place through Act No. 311/2001 (the Labour Code) and Act No. 351/2015 Coll. on cross-border co-operation in the posting of workers. The National Labour Inspectorate (NLI), as an agency of the Ministry of Labour, Social Affairs and Family, is the institution responsible for monitoring and

enforcing regulations related to employment and working conditions. Additionally, the Inspectorate is tasked with providing information on the posting of workers. It does so by hosting a single national posting website and providing free advice on posting. In addition to NLI as the key informant about posting, our mapping exercise identified many other information providers.

Based on the criteria set out in the mapping exercise (Danaj et al., 2023), 41 information channels on the posting of workers were identified in the Slovak case study. Compared to the mapping exercises conducted by partner institutions, non-state actors were far more prevalent as information providers, as only seven channels (17%) were provided by state actors (Danaj et al., 2023). The 34 non-state actors (83%) included consultancies, law firms, publishing houses, online journals, research and educational organisations. Furthermore, NGOs and social partner institutions were not found to provide any information on the posting of workers, except for one European social partner platform. This sets Slovakia apart from other countries presented in the book, where social actors play an active role in posting information provision (Danaj et al., 2023).

Information provided on the websites of public institutions was found to be fragmented, as no website provides all the information necessary as stipulated in the Enforcement Directive. While the National Labour Inspectorate website is considered by public authorities to be the single national posting website, it does not provide detailed information on issues related to the social security obligations in the posting of workers. The Inspectorate only provides a hyperlink to the Social Insurance Agency website, the second public institution attaining a key informant role.

Almost all of the identified information channels were provided online (95%), which supports the preferred choice of companies well, as was found in our survey. The content of the provided information most often concerns the "hardcore" provisions which apply to posted workers. All except one channel target employers, mostly undertakings based in Slovakia that send or receive posted workers. Only 11 information channels (27%) target workers.

A key finding of our research is the relatively widespread monetisation of information on posting. Most channels were privately funded or for profit (27 channels, 66%) and 10 were publicly funded (10 channels, 24%). Channels provided by publicly funded actors were all accessible free of charge, while only close to half of those privately funded were free. Overall, two-thirds of the channels were freely accessible, a few required registrations to access the content, and almost one-third were paywalled. Although sources were not purchased for this project, the available material suggests that paid channels provided more detailed and specific information. However, during the interview stage, respondents state that public institutions provide specific information and solutions to problems upon request via e-mail or phone. Based on this information, we believe that public channels are equally, if not more, detailed and precise than private channels, but an information seeker needs to exert additional effort to reach this information. It is also not evident that the option to pursue more details is readily available, as no prompt to follow up on specific details was found on the single national website or other public websites. For example, the National Liaison Officer for posting is based at the National Labour Inspectorate, providing detailed contact information to the officer on its website. However, information on the national contact point is rarely provided on other information channels - only 28% provided some or all contact information about the National Liaison Officer (8 out of 29 channels which could be confidently assessed).

Information channels on the posting of workers are deficient in their availability in other languages, as information in 68% of the channels is only available in the national language. In 17%, it is available in one additional language (28 and 7 out of 41, respectively). While English and German are the two language variations provided most often, only 29% of information channels are translated into English (12 channels). Publicly funded actors are found to provide information in other languages more often than privately funded actors. However, the National Labour Inspectorate website is the only state institution on the national level that provides information in English, as well as in other languages. Information on social security provided by the Slovak Insurance Agency is only available in the national language. Furthermore, translated information is often not equivalent to information provided in the national language since out of the six publicly funded channels available in English, only three are equivalent.

We identified numerous information-sharing practices, which differed in intensity across actors. In addition to more passive and non-interactive forms of information provision that transpired via mapping, interviews revealed that actors often engage in other forms of information provision (Table 4).

Table 4: Types of content and tools applied by specific actors (Source: Kureková et al., 2023).

Actors represented in interviews	Non-interactive	Interactive
Social Insurance Agency	Information provided on the website relates to the rules on social security.	Individual consultations available via phone lines. Complex enquiries dealt with in a written form.
National Labour Inspectorate	Information provided on the website relates to the rules on labour law.	Provides webinars/trainings related to legislative changes. Individual phone consultations, in person/online advice by regional offices.
Trade union	None.	None.
ELA	European institutional websites provide information on the Eu- ropean level. Leaflets are handed out at joint inspections.	Webinars, meetings with stakeholders. Does not approach companies but supports national stakeholders and institutions through campaigns.
Employers' association	None.	Facilitates exchange of information between undertakings and organizes roundtables.
Law firm	None.	Provides comprehensive legal services to undertakings, including those related to the posting of workers.
Ministry of Labour, Social Affairs and Family	The website provides little information on posting. Brochures and reports prepared in the past.	Information and guidance provided on demand, typically to social partners.

Note: Channels that are accessible to the general public and provide general information that is not catered to the needs of individual companies, i.e., websites or leaflets, were grouped as non-interactive. Interactive means of providing information include consultations provided by public institutions to companies and events and efforts facilitating the exchange of information between public institutions and companies and amongst each other.

These other forms include individual consultations in person or on the phone to specific questions raised by companies, detailed written responses to specific queries or organisation of closed and targeted events for members or stakeholders. As enforcement institutions, it is evident that the National Labour Inspectorate and Social Insurance Agency apply the greatest variety of tools, offer both general and specific content (upon request), and most directly target companies. Other actors, such as ELA or employers' associations, tend to provide and organise more sporadic and targeted events with a very concrete agenda and typically smaller audiences

According to survey results, companies mostly turn to public authorities for information, followed by consultancies and EU institutions. When asked about the preferred channels for information on posting, survey respondents marked institutional websites and personal contact, which accurately mirrors the actors and practices described above (Table 4). A third of respondents would also like to receive information from social partners. Topics which companies identify as most searched for included information about PD A1, wages, additional allowances, and notification obligations.

### Posting and User Companies' Challenges and Needs

The online survey asked undertakings about their experiences, needs, and preferences. When asked about the importance of six aspects related to seeking information, respondents most valued information is easy to understand, up to date, sufficiently detailed, and available in a single place. The availability of information in different languages and the ability to contact an office or person with questions were seen as less important than the aforementioned aspects. However, over half of the respondents describe them as very important. Despite some information gaps identified in the mapping exercise, the single national website and other public authorities' websites are deemed useful. Nevertheless, most companies agree that they need additional information to apply the posting rules correctly. More specifically, information is needed on wages, additional allowances, long-term posting, payment of social security contributions, and working conditions during posting.

Issues faced by survey respondents include frequent changes in legislation and the language barrier. Indeed, updates to the National Labour Inspectorate website most often follow changes to the posting rules. However, the website might appear confusing about the accuracy and recency of information, as some subsections were added in 2016. Most information channels were last updated in 2020, which can be attributed to the transposition of the Revised Posting Directive. However, this may not be clear to users unfamiliar with posting legislation, and it might create uncertainty about the reliability of information. The recency of information is a general setback of channels identified in Slovakia. Out of all 41 mapped channels of information, 24% did not include the date of the information or the last update. Lack of information on recency or provision of dated information could create confusion on the currently applicable rules on posting. Out of 18 survey respondents, 17 indicate that information being up to date is very important when seeking posting-related information; the remaining respondent finds recency fairly important.

A further gap in the available information is the lack of sector-specific information. Public institutions do not provide information specific to the construction sector, as rules on posting are generally not based on the sector of activities, except for collective agreements. While collective agreements are included on the national posting website, they are only available in the national language and, at the time of writing, are not updated, i.e., do not mention the collective agreement currently applicable to construction companies at the sectoral level. Determining applicable wages and working conditions for posted workers is deemed fairly difficult by nine out of fourteen posting companies and very difficult by three. Half of the respondents believe that the difficulty depends on the country to which workers are sent. Respondents who provided additional information indicate that they struggle with determining wage scales applicable for certain professions and minimum wages in specific regions.

An interesting finding from the survey results is that only 11% of undertakings registered in Slovakia (2 out of 18) find access to information challenging about the posting of workers. 78% of respondents (14) indicate that access to information was not a challenge for their company to participate in posting. The sample of companies registered in Slovakia varies

considerably compared to the overall sample, where 44% of respondents (53 out of 121) say that access to information is a challenge. These results may be affected by the sample of undertakings already participating in posting or receiving workers, and those unable to participate for lack of access are excluded.

Respondents were also asked to rate the relevance of five factors in creating challenges for companies in accessing information. Understanding of the provided information is deemed most relevant by respondents – 72% consider it very relevant or fairly relevant, while the time and effort required is relevant to 56% of respondents. The three remaining factors – digital skills, language, and cost of retrieving information - do not create challenges for companies, according to most respondents. Given the option to list other factors, undertakings note that "the reliability of information and clearly listed obligations" are fairly relevant and would find value in feedback on the fulfilment of obligations provided by authorities. Companies identify support and guidance, improved clarity and quality of information, and improved availability and accessibility of information as the most useful elements for increasing compliance. On the other hand, increased penalties and inspections are seen as unhelpful. Thus, while Slovak companies indicate that access to information is not a barrier for them to engage in posting, the quality, clarity, and availability of information provided bears on implementing the rules and procedures and compliance.

Finally, one of the most evident challenges is the fragmentation of information channels that forces companies to search for information across different public channels. Specifically, although the National Labour Inspectorate provides a single national website on posting according to the Posting Directive, it is not explicitly labelled as such. Additionally, the rules on labour law and social security law are not clearly differentiated, and the necessity to visit the website of the Social Insurance Agency is not stressed. Tax-related matters are not covered at all, while information on sanctions and their redress is also missing. We interpret the high proportion of private channels in the Slovak context as a market response to the fairly scattered provision of information by public sources.

### **Information Providers' Challenges**

Posting companies' needs and challenges are reflected in the challenges experienced concerning the provision and use of information on the posting of workers faced by information providers (Table 5). We identify and address four main areas: fragmentation vs. clarity, complexity vs. accessibility, content and accuracy, and language. Although the challenges are intertwined, they are divided based on the difficulties the undertakings face.

Information on posting is offered on multiple websites, which mirrors the division of roles and competencies of enforcement agencies linked to the Labour Ministry. Interestingly, the representatives of institutions believe that such breaking of information over multiple channels makes the available information less overwhelming for a user. Moreover, from the perspective of the information provider, it also helps to manage the multifaceted instrument on an institutional level and inform about the obligations resulting from the system of rules attached to that particular actor. Interestingly, a respondent interprets this fragmentation as a strength, arguing that information is more focused, adding clarity and understandability.

All public information providers mention that they struggle to balance detail and parsimony in providing posting information. In particular, they raise that covering such a complex issue on a single website is impossible. Public actors assume that the information users do not have legal backgrounds and are unfamiliar with the rules on posting. Rather, they argue, personal contact can better provide more specific information. However, as we highlighted earlier, this possibility is not evident in how public websites are organised. Moreover, while this might be a reasonable approach, in practice, this results in the fact that freely available information remains rather broad.

The lack of specific information due to the conflict between complexity and accessibility is closely related to the third identified challenge. Information providers themselves face information barriers in providing specific information on wages and collective agreements, especially those applicable in other Member States. Importantly, in other countries, social partners, who are the key bearers of working conditions negotiations and can

reliably guide companies in specific questions about posting, can effectively cover this information gap. In this regard, the institutions responsible for providing information on posting in Slovakia report a need for additional financial resources to maintain the information's reliability and recency.

Finally, the views on the issue of language are not unified among stakeholders. While some actors express the need for the availability of information in various languages, representatives of public institutions believe that information provided in English is sufficient. We find evidence that companies appreciate the possibility of communicating in their "mother" language due to the complexity of posting, which contributes to the decision to use the services of private actors. As institutions provide information and services at regional offices, it may not be possible to ensure that employees are available for consultations in English or German at all times. It seems that language availability is likely to improve in the near future. The Social Insurance Agency plans to make its redesigned website available in English. Furthermore, ELA provides a translation facility available to the Member States' institutions and social partners that can be used to improve information provision about posting.

Table 5: Overview of challenges experienced by user/posting undertakings and information providers (Source: Kureková et al., 2023).

Challenges	Experienced by undertakings	Experienced by providers
Fragmentation of information vs. clarity	Information is scattered over multiple websites and institutions.	Cannot provide information on all aspects of posting, as it would be overwhelming.
Complexity of regulatory framework vs. accessibility	Those searching for information are usually not lawyers, and experience difficulty understanding the obligations.	More resources needed in order to keep information updated and reliable.
Content/accuracy of the information	Content is too general.	Lack of regulation on sanctions.
Language	Foreign companies prefer to receive information in their mother tongue, as the context is complex, and the regulatory framework is also country specific.	It is not possible to provide and update information in all possible languages; online consultations are given in English or in Slovak.

## Providers' efforts, recommendations and future plans to improve access

In our research, we identify that public institutions continuously make efforts to improve both the general information basis and that concerning posting. For example, the Slovak national posting website stands out in that it also includes information not listed in the Posting of Workers Directive, such as illegal employment or employment of third-country nationals. Representatives of the National Labour Inspectorate believe that providing information not strictly connected to posting benefits the undertakings' broader understanding of the issue. Similarly, the Social Insurance Agency has recently redesigned its general website to make it more user-friendly for clients. The new version of the website first asks the user to select their situation or employment status and the specific category of information they seek. The "Work abroad" subcategory is offered where applicable and leads to information on PD A1. While the redesigned website does not yet offer an option to switch to another language, personal consultations via e-mail and phone are available in English and German, and the translation of the website has been planned.

To make access to information more efficient, public information providers have moved away from offline sources of information, such as leaflets, and have invested in other forms of providing posting information. Based on their experiences providing information on posting, public respondents believe that the most effective way to disseminate information is through online channels; this is corroborated by the preferences of companies expressed in the survey. Aside from the posting website, the Inspectorate disseminates information also through Facebook. In addition to institutional websites, conversations with stakeholders reveal the crucial role of personal contact with employees of the National Labour Inspectorate and the Social Insurance Agency via phone lines and e-mails. Staff are welltrained and professional in providing timely and accurate information, as the interviews with various stakeholders reflect. Information on the posting of workers is also provided through regional offices of the Inspectorate and the Agency, employees of which are again trained to provide such information. When substantive changes to the legislation on posting are made, the Inspectorate actively organises events or webinars to inform stakeholders.

We also identify a very specific form of engaging with companies and sharing knowledge and information concerning strategies of employers' associations. The representative of the employers' association highlights concerted efforts to support mutual learning and peer learning in the form of organised round tables and other closed events. Companies may be reluctant to contact public institutions due to the possibility of being found non-compliant with the rules on posting. This is why the employers' association facilitates activities where companies can share information or anonymously pose questions to public institutions. Such activities also allowed for the sharing of information, including that related to posting, between companies, which was identified as a very effective way of learning by other stakeholders. While mapping of information channels did not find any channel mastered by employer association, the interviews and survey show that they have played a role in disseminating information about posting. Eight survey respondents have used employers' associations' websites and rate them relatively highly, while one-third would prefer to receive information through these websites in the future.

Interviewed stakeholders provide their own recommendations as well. Two respondents suggest a single digital portal and digitalised posting procedure and providing information on national legislation related to posting through a centralised point. Additionally, cooperation between institutions, including social partners, and between companies should be scaled up. The role of labour unions in improving access to information is especially needed for support. Lastly, stakeholders suggest further diversifying practices of providing information, e.g., through free trainings and videos, which might be more accessible to a larger audience.

### **Conclusions**

This chapter reviews and highlights key actors and channels in posting information provision, and the main challenges that posting and user undertakings and public information providers face. We raise setbacks of existing fragmentation and evaluate it concerning advantages proclaimed

by public providers who see the existing division of posting agendas as adding clarity and accuracy. Our evidence suggests that although there has been a marked improvement in the quality of provided posting information, fragmentation of information is an important barrier which seems to have resulted in an exceptionally high number of private information providers (see also Moran & Kureková, 2023). Thus, while public institutions offer good quality services and have been very well assessed, we believe there is scope for further improvement in the area of access to information about the posting of workers in Slovakia. We, therefore, suggest the following broad recommendations.

Firstly, the political ownership of posting issues appears rather weak in Slovakia. We propose that the complex system of rights and obligations from various legal areas be managed by a strong institution that takes on the coordinator role. While the Labour Ministry attained a more active role in the past, currently, competence over the posting agenda is allocated to the National Labour Inspectorate and the Social Insurance Agency. These bodies, however, do not hold political power to introduce changes that would result in more integrated information provision.

The second set of recommendations concerns improvements to the national posting website. These improvements can be done either through the development of a new website or changes made to the existing website of the National Labour Inspectorate. Creating a new posting website should make it possible to include all aspects of posting in a single place, similar to the Austrian posting <a href="website">website</a>. However, a range of smaller adjustments could also improve the accessibility of information (see Kureková et al. 2023 for details on these changes). These include measures such as:

Labelling the NLI website as the national posting website (e.g., <u>www. vysielanie.sk</u>) and clearly marking that NLI is the national contact point.

Making more evident that the NIP website provides employment and labour law information, and the SIA website provides social security information, and the difference between the two websites.

- Improving the information about recency (e.g., dates of when the websites were updated).
- Making foreign language versions equivalent to the original Slovak versions of NLI and SIA websites.

- Providing more information on collective agreements, especially at a national level.
- Adding a list of key single national posting websites (e.g., from the main posting partners) as an authoritative source of posting information.
- Making hyperlinking more effective and regularly checking whether provided hyperlinks remain active.

We envisage great potential for larger involvement of social partners in posting generally and in information provision about posting particularly. While employers' associations in Slovakia provide some information to companies, trade unions are not at all involved in the posting agenda. The findings of the INFO-POW project suggest that privately funded actors are filling the gap left by social partners. However, the lack of free information sources may lead to disparity between undertakings. Additionally, social partners are better suited as information providers due to their connection to organisations on the European level, their involvement in social dialogue, and their role as representatives of employers or employees. The results of the online survey also point to social partners as desired information providers, and the findings of partner institutions working on the INFO-POW project show that social partners are important information providers that complement public institutions in this regard (e.g., De Smedt & De Wispelaere, 2023; Danaj et al., 2023). Therefore, we suggest that resources be allocated to supporting labour unions and employers' associations in providing information on posting.

Lastly, research suggests that issues with access to information persist not only about the posting of workers but also in labour migration more generally (Kováčová et al., 2021). Posting of third-country nationals is especially difficult for companies (ELA, 2023). We recommend that information on posting is interpreted and contextualised in connection to other forms of labour migration and integration policies to assist undertakings in identifying the applicable rules and complying with them in the plethora of options for labour migration and labour mobility in the EU.

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