



# Aggregation of periods for unemployment benefits

*Report on U1 Portable Documents  
for mobile workers*

*Reference year 2018*

Frederic De Wispelaere, Lynn De Smedt & Jozef Pacolet - HIVA-KU Leuven  
*October 2019*



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**EUROPEAN COMMISSION**

Directorate-General for Employment, Social Affairs and Inclusion

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## **Network Statistics FMSSFE**

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

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Manuscript completed in October 2019.

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Luxembourg: Publications Office of the European Union, 2020

PDF ISBN 978-92-76-15282-8 doi: 10.2767/90595 KE-04-20-030-EN-N

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## SUMMARY OF MAIN FINDINGS

As a principle, unemployed mobile workers<sup>1</sup> will claim benefits in the Member State<sup>2</sup> of last activity.<sup>3</sup> However, in most Member States entitlement to an unemployment benefit is dependent on the condition that the unemployed person has worked / been insured during a certain period preceding the application for an unemployment benefit (i.e. qualifying period). In some cases a mobile worker's period of insurance, employment or self-employment is insufficient to be entitled to an unemployment benefit of the competent Member State (Member State of last activity). In such cases additional periods completed by the person in a Member State other than the competent State and proven by a Portable Document U1 (PD U1) are required. These periods should be taken into account by the Member State of last activity when determining access to an unemployment benefit. Otherwise employees who make use of the free movement of workers would be at a disadvantage in the acquisition of their benefit rights.

This report analyses data on the number of PDs U1 received in 2018. The number of PDs U1 received depends on several variables: 1) the inflow of EU/EFTA mobile workers, 2) their risk of becoming unemployed, 3) their period of insurance, employment or self-employment completed in the Member State of last activity and finally the qualifying period. Most Member States apply a qualifying period of some 12 months.

**For reference year 2018, some 49,500 cases of aggregation of periods for unemployment were reported by 29 Member States (excl. IE, EL and IS) (Table 1).** In these cases, the period of insurance, employment or self-employment in the Member State of last activity was not long enough to be immediately entitled to an unemployment benefit from that Member State. A similar number of cases of aggregation were reported by EU-15 and EU-13 Member States. In most of the cases the Member State of last activity was Bulgaria (14,465) and France (9,509). Also Spain and Austria reported more than 3,000 cases of aggregation. The reported figures show that EU-13 Member States receive a significant number of PDs U1 as well. Which actually goes against the general perception about the application of aggregation of periods in case of unemployment.

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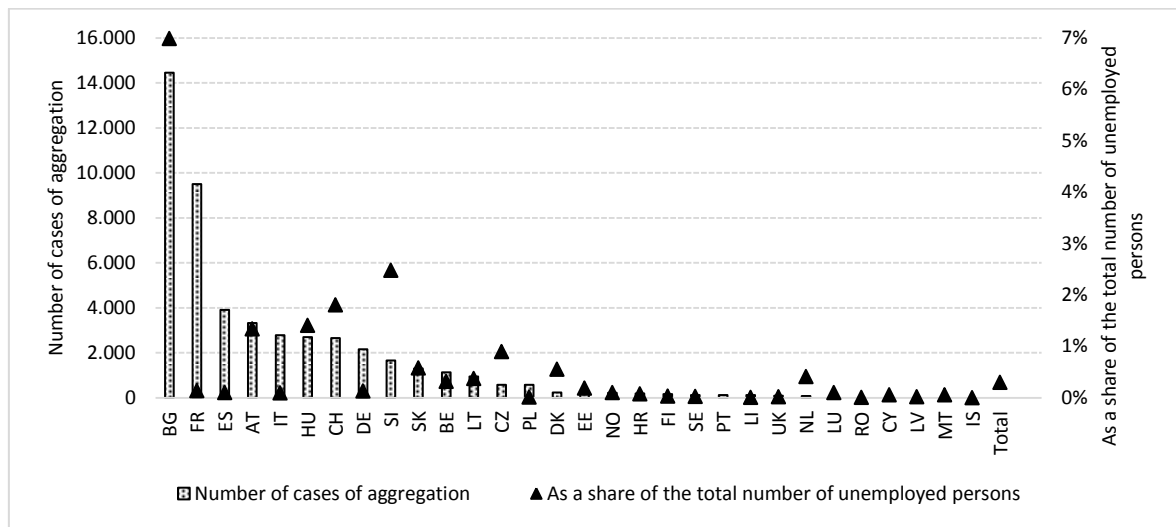
<sup>1</sup> This group includes 1) EU/EFTA movers of working age living in the same country as where they work and 2) incoming cross-border workers other than frontier workers. Article 1(f) of Regulation (EC) No 883/2004 (i.e. the 'Basic Regulation') defines frontier workers as persons who pursue their occupation in the territory of a Member State (MS) which is different than their MS of residence to which they return as a rule daily or at least once a week. Frontier workers will receive their unemployment benefit from the competent institution in their MS of residence. Other cross-border workers have the right to choose: either they remain in the MS of last activity and are entitled to an unemployment benefit from that MS; or they return to the MS of residence and are entitled to an unemployment benefit from that MS.

<sup>2</sup> EU Member States: Belgium (BE), Bulgaria (BG), the Czech Republic (CZ), Denmark (DK), Germany (DE), Estonia (EE), Ireland (IE), Greece (EL), Spain (ES), France (FR), Croatia (HR), Italy (IT), Cyprus (CY), Latvia (LV), Lithuania (LT), Luxembourg (LU), Hungary (HU), Malta (MT), the Netherlands (NL), Austria (AT), Poland (PL), Portugal (PT), Romania (RO), Slovenia (SI), Slovakia (SK), Finland (FI), Sweden (SE) and the United Kingdom (UK). EFTA countries: Iceland (IS), Liechtenstein (LI), Norway (NO) and Switzerland (CH).

<sup>3</sup> Within the personal scope determined by Article 2 of the Basic Regulation.



**Figure** Number of cases of aggregation of periods for unemployment, by Member State of last activity, 2018



Source Questionnaire on aggregation of periods for unemployment benefits 2019

In order to capture the importance of the principle of aggregation, above figures could be compared to number of unemployed persons. **For some 0.3% of the unemployed persons in the EU/EFTA additional periods completed in a Member State other than the competent State were required** (Table 6). Only in Bulgaria, Slovenia, Austria, Switzerland and Hungary more than 1% of the unemployed persons made use of the principle of aggregation.

Furthermore, **an average 3.0% of the new intra-EU movers of working age became unemployed and completed an insufficient period of insurance, employment or self-employment in order to be entitled to an unemployment benefit** (Table 6). However, a much higher percentage of new intra-EU/EFTA mobile workers to the EU-13 (10%) made use of the principle of aggregation compared to new intra-EU/EFTA mobile workers to the EU-15 (1.8%) or the EFTA (2.4%).

Data shows that in particular an additional period completed in an EU-15 Member State was added to the short period already achieved in the Member State of last activity (Annex I – Table A1.1). **In some eight out of ten cases of aggregation a period completed in the EU-15 was added.** In most cases the period of insurance, employment or self-employment of the Member State of last activity was aggregated with an additional period completed in the United Kingdom and to a lesser extent in Germany and Austria. What is remarkable is that **the main former Member States of insurance, employment or self-employment are 'immigration' Member States.**

**In seven out of ten cases of aggregation a period of insurance, employment or self-employment of more than three months was already completed by the unemployed mobile worker in the Member State of last activity** (Table 2). This is an indication that only in a minority of cases new intra-EU movers of working age who became unemployed worked for a very short period in the last Member State of activity.

## INTRODUCTION

As a principle, unemployed mobile workers will claim benefits in the Member State of last activity. In some cases a mobile worker's period of insurance, employment or self-employment is insufficient to be entitled to an unemployment benefit. In that case additional periods completed by the person in a Member State other than the competent Member State (i.e. the Member State of last activity) are required.<sup>4</sup> For the aggregation of periods, the competent institution where the person applied for unemployment benefits must contact the institutions of the Member States to whose legislation the person has also been subject in order to determine all periods completed under their legislation. Portable Document (PD) U1<sup>5</sup> or the corresponding Structured Electronic Document (SED) U002 certifies periods of insurance, employment or self-employment completed by a worker in another Member State that are to be taken into account for the award of unemployment benefits. The PD U1 is issued to the worker, on his or her request, by the institution of the Member State where the person completed the periods of insurance, employment or self-employment.<sup>6</sup> The SED U002 is issued at the request of the competent institution.

It should be noted that a mobile worker becomes subject to the legislation of a Member State as soon as he or she starts to work there<sup>7</sup> (leaving aside the special case of posting<sup>8</sup>). Hence, the aggregation rules become fully applicable from that moment on. However, this principle is not uniformly applied by all Member States. Some Member States (for example, Belgium<sup>9</sup>, Finland and Denmark) have specifically defined periods for the application of the aggregation principle in their national law.<sup>10</sup>

Not only the number of EU/EFTA mobile workers,<sup>11</sup> their risk of becoming unemployed<sup>12</sup> and the period of insurance, employment or self-employment completed by these mobile persons in the Member State of last activity will determine the number of PDs U1 or SEDs U002 requested by the competent Member States and issued by the former Member States of insurance, employment or self-employment (i.e. issuing Member States) but also the qualifying period, which varies significantly across Member States.<sup>13</sup> It varies from at least 4 months in France to 24 months in Slovakia. Nevertheless, many Member States apply a qualifying period of some 12 months.

A thematic questionnaire on the aggregation of periods for unemployment was sent to the Administrative Commission in order to obtain an idea of the size of the phenomenon.<sup>14</sup> The questionnaire applies to reference year 2018 and covers mobile

<sup>4</sup> Article 61 of the Basic Regulation.

<sup>5</sup> See Annex III.

<sup>6</sup> Article 54 of 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 (i.e. the 'Implementing Regulation').

<sup>7</sup> Article 11 (3) of the Basic Regulation.

<sup>8</sup> Article 12 of the Basic Regulation.

<sup>9</sup> Since October 2016 a waiting period of three months has been introduced before aggregating periods.

<sup>10</sup> Fuchs, M. (ed.), Garcia de Cortazar, C., Kahil, B. and Pötl, M., 2015, *Assessment of the impact of amendments to the EU social security coordination rules on aggregation of periods or salaries for unemployment benefits*, FreSsco, European Commission.

<sup>11</sup> See Fries-Tersch, E., Tugran, T., Rossi, L. and Bradley, H. (2018), *2017 annual report on intra-EU labour mobility*, Network Statistics FMSSFE, European Commission.

<sup>12</sup> In general, some 11% of the new EU-28/EFTA movers (= < 1 year of residence) were unemployed in 2013 (De Wispelaere, F. and Pacolet, J., 2015, *Aggregation of periods for unemployment benefits. Analysis of the economic impact of the options*, Network Statistics FMSSFE, European Commission).

<sup>13</sup> See the MISSOC tables for more detailed information.

<sup>14</sup> See Annex II. The questionnaire also asks whether Member States are aware of cases of fraud or error with regard to the provisions on the coordination of pensions. An analysis of the replies can be found in the thematic report on fraud and error (Jorens, Y., de Coninck, M., De Wispelaere, F. and Pacolet, J. (2019),

workers who became unemployed in their Member State of last activity and needed additional periods completed in a Member State other than the competent Member State to be entitled to an unemployment benefit. The questionnaire only covers unemployed recent mobile workers, including 1) EU/EFTA movers of working age living in the same country as where they work and 2) incoming cross-border workers other than frontier workers (see Figure 1). However, a PD U1 might also be received for outgoing frontier workers<sup>15</sup> and other cross-border workers<sup>16</sup> who became unemployed. In the past, some Member States provided data on the number of PDs U1 received without selecting the number of unemployed mobile persons (and thus not excluding outgoing 'frontier workers' and 'other cross-border workers'). It cannot be ruled out that this is still the case in the data collection for reference year 2018. For instance, Bulgaria reported that it is not possible to make a distinction between these categories of unemployed persons. Moreover, one would expect that for Member States that have specifically defined periods for the application of the aggregation principle in their national law, the total number of cases of aggregation in case of an employment of less than 1 month (or even 3 months) is zero. But this is not the case (see Table 2).

**Figure 1 Scope of the number of PDs U1 received vs scope of the data collection**

Incoming intra-EU/EFTA labour mobility			Outgoing intra-EU/EFTA labour mobility		
<i>EU/EFTA movers of working age</i>	<i>Frontier workers</i>	<i>Other cross-border workers</i>	<i>EU/EFTA movers of working age</i>	<i>Frontier workers</i>	<i>Other cross-border workers</i>
Will claim UB in the MS of last activity	Will claim UB in the MS of residence	Country of choice: MS of last activity or MS of residence	Will claim UB in the MS of last activity	Will claim UB in the MS of residence	Country of choice: MS of last activity or MS of residence
<b>Does the reporting country receive a PD U1?</b>					
YES	NO, MS of residence is competent	YES, if the worker stays in the MS of last activity No, if the worker returns to the MS of residence	NO	YES, MS of residence is competent	NO, if the worker stays in the MS of last activity YES, if the worker returns to the MS of residence
<b>Covered by the data collection?</b>					
YES	NO	YES	NO	NO	NO

A total of 29 Member States<sup>17</sup> provided quantitative data, of which five Member States<sup>18</sup> were not able to provide a breakdown by former Member State of insurance, employment or self-employment (i.e. the Member State which issued the PD U1) and three other Member States<sup>19</sup> were not able to provide a breakdown by length of insurance, employment or self-employment in the Member State of last activity. Over the years, more Member States were able to respond to this questionnaire. This

*Fraud and error in the field of EU social security coordination*, Network Statistics FMSSFE, European Commission – DG EMPL).

<sup>15</sup> Article 1(f) of the Basic Regulation defines frontier workers as persons who pursue their occupation in the territory of a Member State which is different than their Member State of residence to which they return as a rule daily or at least once a week. Frontier workers will receive their unemployment benefit from the competent institution in their Member State of residence.

<sup>16</sup> Other cross-border workers have the right to choose: either they remain in the Member State of last activity and are entitled to an unemployment benefit from that Member State; or they return to the Member State of residence and are entitled to an unemployment benefit from that Member State.

<sup>17</sup> No data available for IE, EL and IS.

<sup>18</sup> CZ, EE and IT. AT and CH provided a breakdown by Member State of birth.

<sup>19</sup> LT, IT and UK.

enables us to draw more adequate conclusions. Nevertheless, we continue to have doubts about some of the reported figures.<sup>20</sup>

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<sup>20</sup> In this respect, it would be better if the questionnaire for next reference year makes a distinction between the categories of unemployed persons with a PD U1.

## 1. GENERAL OVERVIEW

As is shown in *Table 1*, some 49,500 cases of aggregation of periods for unemployment were reported by 29 Member States. In most of these cases the Member State of last activity was Bulgaria (14,465) and France (9,509).<sup>21</sup> Also Spain and Austria reported more than 3,000 cases of aggregation. Member States such as Malta (5 cases), Romania (31 cases) received only a minor number of PDs U1. These data are quite surprising as one would expect them to have a strong correlation with the annual inflow of EU/EFTA movers of working age. However, this is certainly not the case.<sup>22</sup> For instance, the 2017 inflow of EU/EFTA movers of working age to Germany amounted to some 437,000 persons (*see also Table 6*). Which makes Germany by far the most important 'recipient country'. However, Germany does not receive most of the PDs U1.

*Table 1* as well as *Annex I* give an overview of the flow of aggregated cases between competent Member States and the former Member States of insurance, employment or self-employment. Some 7,900 cases of aggregation were reported by Bulgaria where additional periods completed in the United Kingdom were required in order to receive an unemployment benefit from Bulgaria.<sup>23</sup> This single flow represents 55% of the number of PDs U1 received by Bulgaria and 16% of the total number of PDs U1 received by the reporting Member States. Spain also granted 1,773 unemployment benefits based on additional periods completed in the United Kingdom. Furthermore, a high number of unemployed mobile persons residing in Slovenia needed to prove additional periods completed in Austria (1,500 cases) and a high number of unemployed mobile persons residing in Bulgaria needed to prove additional periods completed in Germany (1,771 cases).

A similar number of cases of aggregation were reported by EU-15 and EU-13 Member States (*see Table 2*). However, aggregated results for the EU-13 Member States are strongly affected by the number of cases reported by Bulgaria, whereas figures for France had an impact on the total number of cases reported for the EU-15 Member States. Nonetheless, it is clear that EU-13 Member States receive a significant number of PDs U1 as well.

Data shows that in particular an additional period completed in an EU-15 Member State was added to the short period already achieved in the Member State of last activity (*Annex I – Table A1.1*).<sup>24</sup> In some eight out of ten cases of aggregation a period completed in the EU-15 was added. The United Kingdom is the former Member State of insurance, employment or self-employment for unemployed mobile workers who had to aggregate periods to be entitled to an unemployment benefit in Bulgaria, Spain, Cyprus, Latvia, Lithuania and Romania. New EU Member States such as Poland, Bulgaria and Romania never appear as one of the main former Member States of insurance, employment or self-employment of the unemployed mobile workers in the EU-15 who had to prove additional periods of insurance, employment or self-

<sup>21</sup> As already mentioned, these figures may include cases of unemployed persons residing in a Member State other than the competent Member State.

<sup>22</sup> A 'correlation coefficient' can take a range of values from +1 to -1. A value of 0 indicates that there is no association between the two variables. In our case there is a positive but very weak correlation of only 0.07 between the number of PDs U1 issued and the 2017 inflow of EU/EFTA movers of working age.

<sup>23</sup> This is due to the fact of the high number of Bulgarian seasonal workers employed in the UK. In that case Bulgaria applies Article 65(2) of the Basic Regulation (information received from the Bulgarian competent administration).

<sup>24</sup> This is the case for BE, BG, DK, ES, FR, HR, CY, LV, LT, LU, HU, MT, NL, PL, PT, RO, SI, SK, FI, SE, UK and NO. For unemployed mobile workers living in Sweden and Denmark in many cases an additional period completed in Norway was added to the period already completed in Sweden/Denmark.

employment. Finally, some one out of four forms were exchanged across neighbouring Member States.

Aggregation of periods for unemployment benefits

**Table 1 The number of aggregations of periods for unemployment, 2018**

		Competent Member State																												Total					
		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	
Member State of previous employment/insurance (i.e. Member State which issued the PD U1)	BE	6	319		7	9				49	667	0		0	0	3	8	9	0	34		9	4	0	1	1	1	1	0	0	2			1,130	
	BG	10			0	76				37	25	0		1	0	1	0	1	0	0		1	0	0	0	0	0	1	0	0	1			154	
	CZ	3	507		4	57				31	19	2		0	0	4	0	5	0	1		33	1	0	1	455	0	1	5	0	1			1,130	
	DK	3	24			20				21	10	0		0	1	39	0	0	0	0	2		2	1	0	0	1	8	27	1	0	41		201	
	DE	56	1,771		0					388	323	94		1	2	90	7	692	0	27		175	14	9	26	112	10	10	7	0	12			3,826	
	EE	1	18		0	4				1	3	0		0	2	4	0	0	0	0		0	0	0	0	0	13	2	0	0	0	0		48	
	IE	10	403		6	23				150	192	11		0	1	126	1	42	0	2		34	1	0	1	38	1	3	16	0	2			1,063	
	EL	8	275		0	45				6	37	0		6	0	1	2	2	0	2		1	0	0	0	1	1	1	2	0	3			393	
	ES	85	631		15	82				3	337	0		0	0	14	3	11	1	3		2	16	0	1	6	4	3	12	0	5			1,234	
	FR	159	496		3	34				678		2		0	0	3	14	32	0	2		15	19	1	9	5	1	2	5	0	4			1,484	
	HR	1			0	162				2	8			0	0	1	0	2	0	0		0	0	0	6	1	0	1	0	0	0	0			184
	IT	82	122		0	85				72	264	5		1	0	1	2	19	1	0		0	0	2	87	37	0	0	4	0	2			786	
	CY	0	566		0	1				1	4	0			0	9	1	3	0	0		1	1	0	1	4	2	0	3	0	0			597	
	LV	3	9		0	9				0	1	0			0	17	0	1	0	0		0	0	0	0	0	0	0	1	0	1			42	
	LT	4	3		1	16				4	6	0		0	3		0	1	1	0		0	0	0	0	0	0	1	4	0	6			50	
	LU	101	18		0	28				8	466	0		0	0	2		2	0	1		2	0	0	0	0	0	0	1	0	0			629	
	HU	9	2		4	126				1	13	0		0	0	0	2		0	0		1	0	1	4	87	0	1	0	0	2			253	
	MT	4	55		1	2				26	39	0		1	0	4	0	11		1		1	0	0	0	2	0	1	0	0	1			149	
	NL	386	356		12	96				99	97	0		1	1	42	1	108	0			71	4	0	5	46	3	1	2	0	7			1,338	
	AT	7	181		3	410				40	24	39		0	0	4	0	916	0	2		9	1	4	1,500	159	0	2	1	3	1			3,306	
	PL	34	32		1	182				35	45	0		0	0	5	4	9	0	1			1	0	0	9	1	1	18	0	28			406	
	PT	29	128		1	32				122	88	0		0	0	2	9	1	0	0				1	0	0	1	1	3	0	2			420	
	RO	51	19		1	115				67	31	0		0	0	0	0	30	0	0		0	0		0	0	1	1	6	0	1			323	
	SI	2	41		0	12				1	1	35		0	0	0	0	4	0	0		0	0	0		3	0	0	0	0	0			99	
	SK	4	39		0	35				11	6	5		0	0	2	0	157	0	0		2	1	0	10		1	0	5	0	0			278	
	FI	1	43		5	6				37	19	0		0	2	9	1	2	0	0		0	1	0	0	4		8	0	0	9			147	
	SE	6	136		42	19				21	22	0		0	0	11	0	13	1	0		8	0	0	0	2	49		2	0	42			374	
	UK	44	7,909		46	123				1,773	631	0		16	4	446	5	581	1	4		196	20	9	8	270	5	6	0	23				12,120	
	IS	0	11		3	2				13	5	0		0	0	26	0	1	0	0		3	0	0	0	4	1	3	0	0	22			94	
	LI	0	1		0	5				2	0	0		0	0	0	0	0	0	1		0	0	0	0	0	0	0	0	0	0			9	
	NO	0	102		78	17				29	17	4		0	1	76	0	8	0	0		11	0	0	0	23	66	48	2	0				482	
	CH	28	248		9	332				188	1,505	3		0	0	8	6	43	0	1		6	35	4	0	30	3	2	2	117	3			2,573	
	Unknown			586			222				4,604		2,780				2					3,332										2,655			14,181
<b>Total</b>	1,137	14,465	586	242	2,165	222			3,916	9,509	200	2,780	27	17	952	66	2,706	5	84	3,332	583	120	31	1,660	1,300	172	128	102	120	221	2,655		49,503		
<b>EU-15</b>	983	12,812		140	1,012				3,467	3,177	151		25	11	793	53	2,430	4	79		524	81	26	1,638	682	84	65	56	3	155			28,451		
<b>EU-13</b>	126	1,291		12	797				217	201	42		2	5	47	7	224	1	3		39	4	1	22	561	18	10	42	0	41			3,713		
<b>EFTA</b>	28	362		90	356				232	1,527	7		0	1	110	6	52	0	2		20	35	4	0	57	70	53	4	117	25			3,158		
<b>Neighbour</b>	702	294		42	1,168				800	3,562	35				5	22	29	1,109		61		210	16	1	1,597	710	128	83	16	120	51			10,761	

\* BG: Overestimation as unemployed frontier workers and other cross-border workers returning to Bulgaria are reported as well.

\*\* AT and CH: Breakdown by Member State which has issued the PD U1 is not included as both Member States provided a breakdown by citizenship.

Source Questionnaire on aggregation of periods for unemployment benefits 2019

Member States were asked to provide a more detailed breakdown by the period of insurance, employment or self-employment completed by the unemployed mobile persons in the Member State of last activity for the reported cases of aggregation. Approximately 18% of the reported cases were applicable to a period of insurance, employment or self-employment of less than 30 days in the Member State of last activity (Table 2 and Figure 2). Also, 13% of the cases were applicable to a period between one and three months, and 69% of the cases to a period of three months or longer. So, in seven out of ten cases of aggregation a period of insurance, employment or self-employment of more than three months was already completed by the unemployed mobile worker in the Member State of last activity. These figures prove that only in a minority of cases new mobile workers who became unemployed worked for a very short period in the last Member State of activity.

**Table 2 The number of aggregations of periods for unemployment, by length of insurance, employment or self-employment in Member State of last activity, *by competent Member State*, 2018**

	Less than 30 days		More than 1 month but less than 3 months		3 months and more		Total for subperiods		Total
	Number	Row %	Number	Row %	Number	Row %	Number	Number	Column %
BE	91	8.0%	166	14.6%	880	77.4%	1,137	1,137	2.3%
BG	409	2.8%	1,559	10.8%	12,479	86.4%	14,447	14,465	29.2%
CZ	64	10.9%	233	39.8%	289	49.3%	586	586	1.2%
DK	126	52.1%	23	9.5%	93	38.4%	242	242	0.5%
DE	161	7.4%	344	15.9%	1,660	76.7%	2,165	2,165	4.4%
EE	46	20.7%	31	14.0%	145	65.3%	222	222	0.4%
IE									
EL									
ES	1,495	38.2%	774	19.8%	1,647	42.1%	3,916	3,916	7.9%
FR	3,670	38.6%	1,402	14.7%	4,437	46.7%	9,509	9,509	19.2%
HR	16	8.0%	19	9.5%	165	82.5%	200	200	0.4%
IT	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	2,780	5.6%
CY	2	7.4%	7	25.9%	18	66.7%	27	27	0.1%
LV	6	35.3%	5	29.4%	6	35.3%	17	17	0.0%
LT	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	952	1.9%
LU	2	3.0%	2	3.0%	62	93.9%	66	66	0.1%
HU	281	10.4%	382	14.1%	2,043	75.5%	2,706	2,706	5.5%
MT	0	0.0%	1	20.0%	4	80.0%	5	5	0.0%
NL	20	23.8%	22	26.2%	42	50.0%	84	84	0.2%
AT	419	12.6%	252	7.6%	2,661	79.9%	3,332	3,332	6.7%
PL	22	3.8%	67	11.5%	494	84.7%	583	583	1.2%
PT	25	20.8%	32	26.7%	63	52.5%	120	120	0.2%
RO	6	19.4%	11	35.5%	14	45.2%	31	31	0.1%
SI	429	25.8%	138	8.3%	1,093	65.8%	1,660	1,660	3.4%
SK	157	12.1%	167	12.8%	976	75.1%	1,300	1,300	2.6%
FI	19	11.0%	44	25.6%	109	63.4%	172	172	0.3%
SE	39	30.5%	31	24.2%	58	45.3%	128	128	0.3%
UK	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	n.a.	102	0.2%
IS									0.0%
LI	2	1.7%	11	9.2%	107	89.2%	120	120	0.2%
NO	83	37.6%	59	26.7%	79	35.7%	221	221	0.4%
CH	530	20.0%	255	9.6%	1,870	70.4%	2,655	2,655	5.4%
<b>Total</b>	<b>8,120</b>	<b>17.8%</b>	<b>6,037</b>	<b>13.2%</b>	<b>31,494</b>	<b>69.0%</b>	<b>45,651</b>	<b>49,503</b>	<b>100.0%</b>
<b>EU-13</b>	<b>1,438</b>	<b>6.6%</b>	<b>2,620</b>	<b>12.0%</b>	<b>17,726</b>	<b>81.4%</b>	<b>21,784</b>	<b>22,754</b>	<b>46.0%</b>
<b>EU-15</b>	<b>6,067</b>	<b>29.1%</b>	<b>3,092</b>	<b>14.8%</b>	<b>11,712</b>	<b>56.1%</b>	<b>20,871</b>	<b>23,753</b>	<b>48.0%</b>
<b>EFTA</b>	<b>615</b>	<b>20.5%</b>	<b>325</b>	<b>10.8%</b>	<b>2,056</b>	<b>68.6%</b>	<b>2,996</b>	<b>2,996</b>	<b>6.0%</b>

Source Questionnaire on aggregation of periods for unemployment benefits 2019

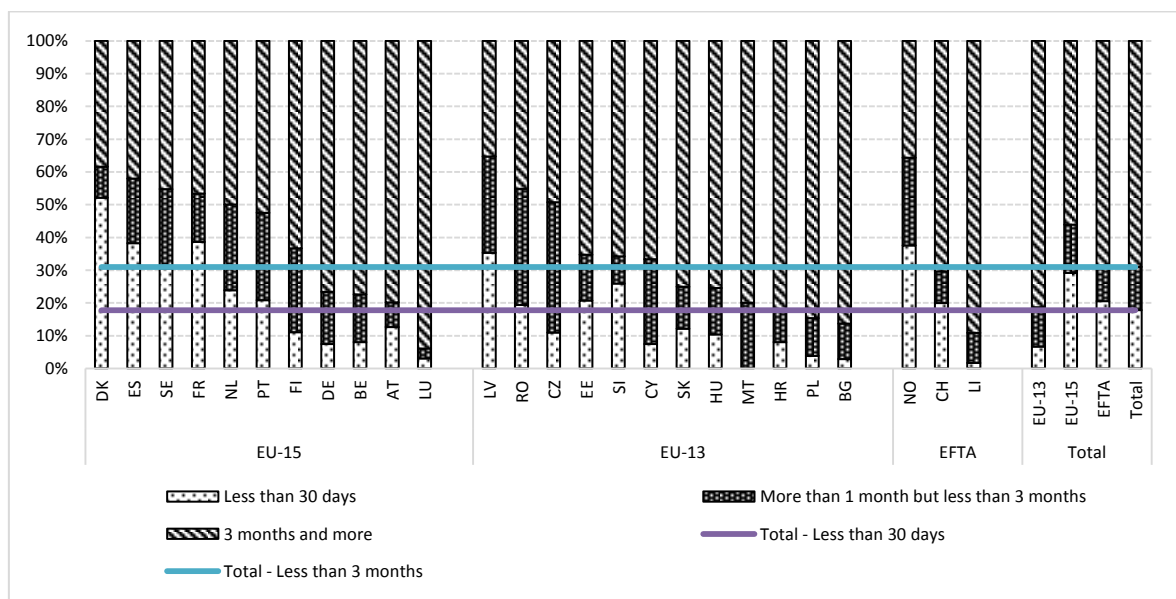


Furthermore, one would expect that for Member States that have specifically defined periods for the application of the aggregation principle in their national law (Belgium<sup>25</sup>, Finland and Denmark), the number of cases of aggregation in case of an employment of less than 1 month (or even 3 months) amounts to zero. However, this is not the case.

The distribution of the length of insurance, employment or self-employment varies markedly between the EU-13 and the EU-15 (Figure 2). Some 44% of the cases reported by the EU-15 concerned a period of insurance, employment or self-employment of less than three months compared to only 19% of the cases reported by the EU-13.

The period already completed by the unemployed mobile workers also differs across the Member States of last activity. In most cases, the length of the period of insurance, employment or self-employment completed in the Member State of last activity is longer than three months. Only in Denmark, Spain, Sweden, France, the Netherlands, Latvia, Romania, the Czech Republic and Norway most of the PDs U1 were required based on a period of insurance of less than three months.

**Figure 2 Aggregation of periods for unemployment by length of insurance, employment or self-employment in Member State of last activity, *by competent Member State*, 2018**



Source Questionnaire on aggregation of periods for unemployment benefits 2019

It is also useful to determine the former Member State of insurance, employment or self-employment (i.e. issuing Member State) whose legislation the unemployed mobile worker has been subject to (Table 3 – based on Table 1). However, the missing data for eight competent Member States<sup>26</sup> lead to a distorted view of reality when reporting figures on the former Member States of insurance. Therefore, some caution is required when drawing conclusions.

<sup>25</sup> The number of cases reported by Belgium below 3 months corresponds to former cross border workers who have been granted unemployment benefits according to Article 65, §5, a) of Regulation 883/2004. The Belgian delegation is well aware that these data should be excluded from the report, but the Belgian competent institution cannot statistically make a distinction between cases of former cross border workers and cases where foreign periods were aggregated according to Article 61.

<sup>26</sup> CZ, EE, IE, EL, IT, AT, IS and CH.

In most cases, the period of insurance, employment or self-employment of the Member State of last activity was aggregated with an additional period completed in the United Kingdom (34% of column total), Germany (11% of column total) or Austria (9% of column total) (see Table 3 – last column). Remarkably, these former Member States of insurance, employment or self-employment are 'immigration' Member States.<sup>27</sup>

For most former Member States of insurance, employment or self-employment a period of longer than three months was already completed in the Member State of last activity (Table 3). This is also the case for new EU Member States such as Croatia (86%), Bulgaria (74%) and Romania (72%). Moreover, the number of cases whereby a period of more than three months was already completed in the Member State of last activity accounts for 86% of the cases for EU former EU-13 Member States of insurance, employment or self-employment and for 75% of the cases for former EU-15 Member States of insurance, employment or self-employment.

**Table 3 The number of aggregations of periods for unemployment, by length of insurance, employment or self-employment in Member State of last activity, by former *Member State of insurance, employment or self-employment*, 2018**

	Less than 30 days		More than 1 month but less than 3 months		3 months and more		Total for subperiods		Total
	Number	Row %	Number	Row %	Number	Row %	Number	Number	Column %
BE	260	23.1%	277	24.6%	590	52.4%	1,127	1,130	3.2%
BG	20	13.1%	20	13.1%	113	73.9%	153	154	0.4%
CZ	56	5.0%	83	7.4%	982	87.6%	1,121	1,130	3.2%
DK	59	36.6%	26	16.1%	76	47.2%	161	201	0.6%
DE	300	8.0%	412	11.0%	3,017	80.9%	3,729	3,826	10.8%
EE	5	11.4%	3	6.8%	36	81.8%	44	48	0.1%
IE	91	9.9%	111	12.1%	719	78.1%	921	1,063	3.0%
EL	142	36.4%	35	9.0%	213	54.6%	390	393	1.1%
ES	108	8.9%	212	17.5%	888	73.5%	1,208	1,234	3.5%
FR	336	22.8%	286	19.4%	854	57.9%	1,476	1,484	4.2%
HR	4	2.2%	22	12.0%	157	85.8%	183	184	0.5%
IT	73	9.3%	101	12.9%	607	77.7%	781	786	2.2%
CY	6	1.0%	16	2.7%	563	96.2%	585	597	1.7%
LV	0	0.0%	2	8.3%	22	91.7%	24	42	0.1%
LT	4	8.7%	7	15.2%	35	76.1%	46	50	0.1%
LU	169	27.0%	101	16.1%	356	56.9%	626	629	1.8%
HU	10	4.0%	25	9.9%	218	86.2%	253	253	0.7%
MT	14	9.7%	11	7.6%	120	82.8%	145	149	0.4%
NL	109	8.4%	199	15.4%	986	76.2%	1,294	1,338	3.8%
AT	686	20.8%	387	11.7%	2,228	67.5%	3,301	3,306	9.4%
PL	21	5.5%	40	10.4%	322	84.1%	383	406	1.1%
PT	57	13.7%	45	10.8%	313	75.4%	415	420	1.2%
RO	57	18.0%	33	10.4%	227	71.6%	317	323	0.9%
SI	3	3.0%	7	7.1%	89	89.9%	99	99	0.3%
SK	17	6.3%	28	10.3%	226	83.4%	271	278	0.8%
FI	30	21.7%	18	13.0%	90	65.2%	138	147	0.4%
SE	53	14.7%	90	24.9%	218	60.4%	361	374	1.1%
UK	898	7.7%	1328	11.4%	9,448	80.9%	11,674	12,120	34.3%
IS	12	17.6%	16	23.5%	40	58.8%	68	94	0.3%
LI	3	33.3%	0	0.0%	6	66.7%	9	9	0.0%
NO	87	21.5%	64	15.8%	253	62.6%	404	482	1.4%
CH	282	11.0%	459	17.9%	1,822	71.1%	2,563	2,573	7.3%
<b>Total</b>	<b>3,972</b>	<b>11.6%</b>	<b>4,464</b>	<b>13.0%</b>	<b>25,834</b>	<b>75.4%</b>	<b>34,270</b>	<b>35,322</b>	<b>100.0%</b>
<b>EU-13</b>	<b>217</b>	<b>6.0%</b>	<b>297</b>	<b>8.2%</b>	<b>3,110</b>	<b>85.8%</b>	<b>3,624</b>	<b>3,713</b>	<b>10.5%</b>

<sup>27</sup> In that respect, not only the former Member State of insurance, employment or self-employment but also the nationality of the unemployed mobile worker should be asked by the thematic questionnaire. Austria and Switzerland have provided a breakdown by citizenship. Some 16% of the PDs U1 received by Switzerland refer to persons with the Swiss nationality. Furthermore some 42% of the PDS U1 received by Austria refer to persons with the Austrian nationality.

## Aggregation of periods for unemployment benefits

	Less than 30 days		More than 1 month but less than 3 months		3 months and more		Total for subperiods	Total	
	Number	Row %	Number	Row %	Number	Row %	Number	Number	Column %
<b>EU-15</b>	3,371	12.2%	3,628	13.1%	20,603	74.6%	27,602	28,451	80.5%
<b>EFTA</b>	384	12.6%	539	17.7%	2,121	69.7%	3,044	3,158	8.9%

\* This is an incomplete picture due to missing data for IE, EL and IS as reporting Member State and given that some Member States did not provide a (complete) breakdown by former Member State of insurance, employment or self-employment (CZ, EE, FR, IT, AT and CH).

\*\* Total numbers differ compared to *Table 2* as some Member States did not provide a breakdown by former Member State of insurance, employment or self-employment.

**Source** Questionnaire on aggregation of periods for unemployment benefits 2019

## 2. EVOLUTION OF THE NUMBER OF PDS U1 RECEIVED

The figures reported for reference year 2018 could be compared with those provided for previous years (*Table 4*). Compared to 2017, Italy, Cyprus, Latvia, Lithuania, Austria, Romania, Sweden and Norway had less cases of aggregation. This in contrast to Belgium, Bulgaria, the Czech Republic, Denmark, France, Germany, Estonia, Spain, Croatia, Luxembourg, Hungary, Malta, the Netherlands, Portugal, Slovenia, Slovakia and Finland which received more forms. Bulgaria, which already receives the highest number of PDs U1 forms, shows a further increase of 21% in 2018 compared to 2017. France, Germany, Czech Republic and Croatia also experienced a strong increase in the number of PDs U1 received.

**Table 4 Evolution of the number of PDs U1 received, 2013-2018**

	Number of forms received						Change compared to 2017	
	2018	2017	2016	2015	2014	2013	Number	%
BE	1,137	1,101	1,433	1,335		2,196	36	3.3%
BG	14,465	11,973	7,057	5,861		4,118	2,492	20.8%
CZ	586	329	522				257	78.1%
DK	242	231	122	85		54	11	4.8%
DE	2,165	1,252					913	72.9%
EE	222	187	234	229		174	35	18.7%
IE								
EL								
ES	3,916	3,407	3,538	2,871		2,471	509	14.9%
FR	9,509	7,347	7,311		7,575	8,338	2,162	29.4%
HR	200	97	146	69		16	103	106.2%
IT	2,780	3,345	4,486				-565	-16.9%
CY	27	29	0	10		3	-2	-6.9%
LV	17	25	39	23	19	19	-8	-32.0%
LT	952	1,479	1,779	1,854	1,448	370	-527	-35.6%
LU	66	62	39	27		48	4	6.5%
HU	2,706	2,536	1,960	4,351		1,149	170	6.7%
MT	5	2	9	3		8	3	150.0%
NL	84	63	61	32		160	21	33.3%
AT	3,332	3,433	3,670	3,814			-101	-2.9%
PL	583	546					37	6.8%
PT	120	114	126	105			6	5.3%
RO	31	33	26	11		12	-2	-6.1%
SI	1,660	1,526		1,590			134	8.8%
SK	1,300	1,067	1,040	1,057	1,156	1,160	233	21.8%
FI	172	160	123	205		135	12	7.5%
SE	128	134	242	303	394	457	-6	-4.5%
UK	102	102	182	156	133	30	0	0.0%
IS			31					
LI	120					726		
NO	221	224	206	115		500	-3	-1.3%
CH	2,655	2,599	2,661	1,076	1,163	1,305	56	2.2%

Source Questionnaire on aggregation of periods in case of unemployment benefits

In 2018, compared to 2017, Belgium, the Czech Republic, Denmark, Germany, Estonia, Spain, France, Luxembourg, Hungary, the Netherlands, Slovenia, Slovakia and Sweden received (i.e. 'accepted') a higher percentage of PDs U1 required for a period of insurance, employment or self-employment of more than three months (*Table 5*). In contrast, Bulgaria, Croatia, Cyprus, Latvia, Malta, Poland, Portugal, Romania, Norway and Switzerland received compared to their total number of cases less requests for aggregation on the basis of a period of insurance, employment or self-employment of more than 3 months.

**Table 5 Evolution of the percentage of PDs U1 received for a length of insurance, employment or self-employment of more than three months, 2013-2018**

	2018	2017	2016	2015	2014	2013	% change in p.p. compared to 2017
BE	77%	73%	48%	48%		47%	4 p.p.
BG	86%	89%	90%	91%		96%	-2 p.p.
CZ	49%	48%	49%				2 p.p.
DK	38%	17%	34%	21%		37%	21 p.p.
DE	77%	75%					1 p.p.
EE	65%	51%	59%	55%		45%	14 p.p.
IE							
EL							
ES	42%	40%	33%	29%		30%	2 p.p.
FR	47%	46%	48%			37%	1 p.p.
HR	83%	85%	77%	84%		94%	-2 p.p.
IT							
CY	67%	83%		50%		100%	-16 p.p.
LV	35%	68%	41%	57%	58%	58%	-33 p.p.
LT							
LU	94%	92%	87%	85%		83%	2 p.p.
HU	75%	68%	85%	92%		97%	7 p.p.
MT	80%	100%	22%	100%		75%	-20 p.p.
NL	50%	41%	44%	34%		67%	9 p.p.
AT	80%	80%	81%	81%			0 p.p.
PL	85%	88%					-3 p.p.
PT	53%	54%	62%	51%			-1 p.p.
RO	45%	70%	58%	55%		67%	-25 p.p.
SI	66%	65%		67%			1 p.p.
SK	75%	71%	69%	61%	56%	63%	4 p.p.
FI	63%	69%	21%			46%	-5 p.p.
SE	45%	37%	40%	36%	44%	39%	9 p.p.
UK						40%	
IS			77%				
LI	89%					76%	
NO	36%	42%	44%	24%			-6 p.p.
CH	70%	75%	74%	72%	75%	97%	-4 p.p.

\* p.p.: percentage points.

Source Questionnaire on aggregation of periods in case of unemployment benefits

### 3. AS A SHARE OF THE TOTAL NUMBER OF UNEMPLOYED PERSONS AND RECENT EU-MOVERS OF WORKING AGE

The reported number of cases of aggregation on the basis of a PD U1 could be compared to the total number of unemployed persons.<sup>28</sup> For some 0.3% of the unemployed persons in the EU/EFTA additional periods completed in a Member State other than the competent State were required (*Table 6*).<sup>29</sup> Only in Bulgaria (7.0%), Slovenia (2.5%), Switzerland (1.8%), Hungary (1.4%) and Austria (1.3%) more than 1% of the unemployed persons made use of the principle of aggregation of periods. A lower share of unemployed persons in the EU-15 (0.2% of total unemployed persons in the EU-15) had to rely on this principle compared to unemployed persons in the EU-

<sup>28</sup> Note that no data is available on the total number of unemployed persons who were or became unemployed during the year. This implies a (small) overestimation of the share of the cases of aggregated periods in the total unemployment figure.

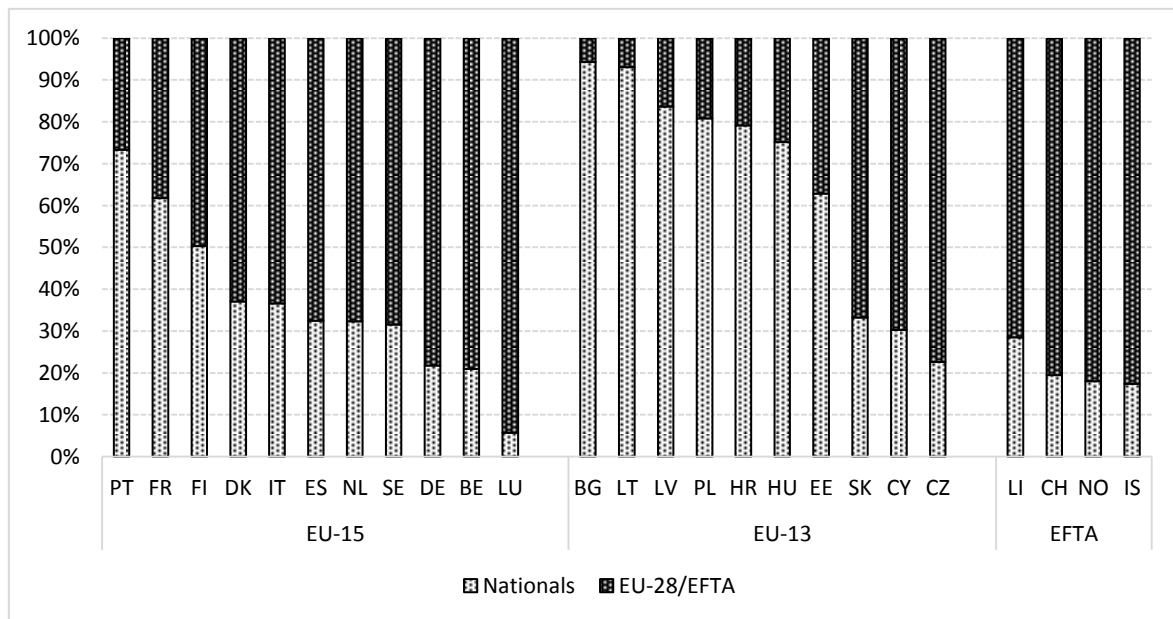
<sup>29</sup> However, the estimated impact might be an underestimation as the number of unemployed persons and not the number of persons actually receiving an unemployment benefit has been used as denominator for the calculation of this indicator. The Social Benefit Recipients Database (SOCR) of the OECD publishes figures on the number of unemployment benefits (<https://www.oecd.org/social/recipients.htm>). However, main limitations of SOCR are that the most recent figures apply for 2016 and that figures are not available for every EU/EFTA country.

13 (0.9% of total unemployed persons in the EU-13) or the EFTA (1.1% of total unemployed persons in the EFTA).

**Box I - Return migration in the EU**

The composition of inflows to EU-28/EFTA Member States for 2017 shows that in several EU-13 Member State (BG, LT, LV, PL, HR, HU and EE), but also in Portugal and France, nationals made up the largest group of incoming movers (only selecting nationals and other EU/EFTA citizens – excluding third country nationals). This means that inflows to many EU-13 Member States are largely return mobility.

**Figure 3 Citizenship of EU/EFTA movers of working age (15-64), by receiving Member State, 2017**



Source Own elaboration based on data from Eurostat [migr\_imm1ctz] (2017 figures)

These cases of aggregated periods could also be compared to the annual inflow of intra-EU mobile workers of working age. On average 3.0% of the mobile workers of working age became unemployed and completed an insufficient period of insurance, employment or self-employment to be entitled to an unemployment benefit (Table 6).

A much higher percentage of new intra-EU/EFTA mobile workers to the EU-13 (10% of the total flow of intra-EU/EFTA mobile workers of working age to the EU-13 in 2018) made use of the principle of aggregation of periods compared to new intra-EU/EFTA mobile workers to the EU-15 (1.8% of the total flow of intra-EU/EFTA mobile workers of working age to the EU-15 in 2017) or the EFTA (2.4% of the total flow of intra-EU/EFTA mobile workers of working age to the EFTA in 2018). This could be an indication of return migration for the EU-13 Member States. Especially because figures show that inflows to many EU-13 countries are nationals who return from an EU-15 Member State (see Box I).<sup>30</sup>

<sup>30</sup> There is a rather strong positive correlation of 0.3 between the number of PDs U1 issued and the share of nationals in the total inflow of EU/EFTA movers of working age in the host Member State.

**Table 6 The number of aggregations of periods for unemployment, as a percentage of the total number of unemployed persons and the total annual EU/EFTA migration inflow of working age, 2018**

	Cases of aggregation	Number of annual average unemployed persons (2017)		Total annual inflow of EU-27/EFTA movers of working age (2017)	
	Number	Number (in ,000)	% cases of aggregation	Number (in ,000)	% cases of aggregation
BE	1,137	354	0.3%	63,154	1.8%
BG	14,465	207	7.0%	9,703	149.1%
CZ	586	155	0.4%	18,220	3.2%
DK	242	172	0.1%	40,551	0.6%
DE	2,165	1,621	0.1%	437,241	0.5%
EE	222	40	0.6%	11,617	1.9%
IE					
EL					
ES	3,916	3,917	0.1%	165,690	2.4%
FR	9,509	2,788	0.3%	154,906	6.1%
HR	200	202	0.1%	7,969	2.5%
IT	2,780	2,907	0.1%	81,597	3.4%
CY	27	47	0.1%	12,099	0.2%
LV	17	85	0.0%	4,291	0.4%
LT	952	103	0.9%	9,386	10.1%
LU	66	16	0.4%	14,835	0.4%
HU	2,706	192	1.4%	39,187	6.9%
MT	5	9	0.1%		
NL	84	438	0.0%	99,787	0.1%
AT	3,332	248	1.3%		
PL	583	844	0.1%	91,119	0.6%
PT	120	465	0.0%	22,810	0.5%
RO	31	449	0.0%		
SI	1,660	67	2.5%		
SK	1,300	224	0.6%	3,256	39.9%
FI	172	234	0.1%	11,336	1.5%
SE	128	358	0.0%	40,971	0.3%
UK	102	1,447	0.0%		
IS	0	6	0.0%	9,724	0.0%
LI	120			428	28.0%
NO	221	116	0.2%	21,664	1.0%
CH	2,655	147	1.8%	89,462	3.0%
<b>Total</b>	<b>49,503</b>	<b>17,858</b>	<b>0.3%</b>	<b>1,461,003</b>	<b>3.0%</b>
<b>EU-15</b>	<b>23,753</b>	<b>14,965</b>	<b>0.2%</b>	<b>1,132,878</b>	<b>1.8%</b>
<b>EU-13</b>	<b>22,754</b>	<b>2,624</b>	<b>0.9%</b>	<b>206,847</b>	<b>10.2%</b>
<b>EFTA</b>	<b>2,996</b>	<b>269</b>	<b>1.1%</b>	<b>121,278</b>	<b>2.4%</b>

**Source** Questionnaire on aggregation of periods in case of unemployment benefits; Eurostat [une\_nb\_a] and [migr\_imm1ctz] (2017 figures).

**ANNEX I ADDITIONAL TABLES**

**Table A1.1 The number of aggregations of periods in case of unemployment *as % of column total*, 2018**

		Competent 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
Former Member State of insurance, employment or self-employment (i.e. Member State which issued the PD U1)	BE	1%	2%		3%	0%				1%	7%	0%		0%	0%	0%	12%	0%	0%	40%		2%	3%	0%	0%	0%	1%	1%	0%		0%	1%	2%	
	BG	1%	0%		0%	4%				1%	0%	0%		4%	0%	0%	0%	0%	0%	0%		0%	0%	0%	0%	0%	0%	1%	0%		0%	0%	0%	
	CZ	0%	4%		2%	3%				1%	0%	1%		0%	0%	0%	0%	0%	0%	1%		6%	1%	0%	0%	35%	0%	1%	5%		0%	0%	2%	
	DK	0%	0%		0%	1%				1%	0%	0%		0%	6%	4%	0%	0%	0%	2%		0%	1%	0%	0%	0%	5%	21%	1%		0%	19%	0%	
	DE	5%	12%		0%	0%				10%	3%	47%		4%	12%	9%	11%	26%	0%	32%		30%	12%	29%	2%	9%	6%	8%	7%		0%	5%	8%	
	EE	0%	0%		0%	0%				0%	0%	0%		0%	12%	0%	0%	0%	0%	0%		0%	0%	0%	0%	0%	8%	2%	0%		0%	0%	0%	
	IE	1%	3%		2%	1%				4%	2%	6%		0%	6%	13%	2%	2%	0%	2%		6%	1%	0%	0%	3%	1%	2%	16%		0%	1%	2%	
	EL	1%	2%		0%	2%				0%	0%	0%		22%	0%	0%	3%	0%	0%	2%		0%	0%	0%	0%	0%	1%	1%	2%		0%	1%	1%	
	ES	7%	4%		6%	4%				0%	4%	0%		0%	0%	1%	5%	0%	20%	4%		0%	13%	0%	0%	0%	2%	2%	12%		0%	2%	2%	
	FR	14%	3%		1%	2%				17%	0%	1%		0%	0%	0%	21%	1%	0%	2%		3%	16%	3%	1%	0%	1%	2%	5%		0%	2%	3%	
	HR	0%	0%		0%	7%				0%	0%	0%		0%	0%	0%	0%	0%	0%	0%		0%	0%	0%	0%	0%	0%	1%	0%		0%	0%	0%	
	IT	7%	1%		0%	4%				2%	3%	3%		4%	0%	0%	3%	1%	20%	0%		0%	0%	6%	5%	3%	0%	0%	4%		0%	1%	2%	
	CY	0%	4%		0%	0%				0%	0%	0%		0%	0%	1%	2%	0%	0%	0%		0%	1%	0%	0%	0%	1%	0%	3%		0%	0%	1%	
	LV	0%	0%		0%	0%				0%	0%	0%		0%	0%	2%	0%	0%	0%	0%		0%	0%	0%	0%	0%	0%	0%	1%		0%	0%	0%	
	LT	0%	0%		0%	1%				0%	0%	0%		0%	18%	0%	0%	0%	20%	0%		0%	0%	0%	0%	0%	0%	1%	4%		0%	3%	0%	
	LU	9%	0%		0%	1%				0%	5%	0%		0%	0%	0%	0%	0%	0%	1%		0%	0%	0%	0%	0%	0%	0%	1%		0%	0%	1%	
	HU	1%	0%		2%	6%				0%	0%	0%		0%	0%	0%	3%	0%	0%	0%		0%	0%	3%	0%	7%	0%	1%	0%		0%	1%	1%	
	MT	0%	0%		0%	0%				1%	0%	0%		4%	0%	0%	0%	0%	0%	1%		0%	0%	0%	0%	0%	0%	1%	0%		0%	0%	0%	
	NL	34%	2%		5%	4%				3%	1%	0%		4%	6%	4%	2%	4%	0%	0%		12%	3%	0%	0%	4%	2%	1%	2%		0%	3%	3%	
	AT	1%	1%		1%	19%				1%	0%	20%		0%	0%	0%	0%	34%	0%	2%		2%	1%	13%	90%	12%	0%	2%	1%		3%	0%	7%	
	PL	3%	0%		0%	8%				1%	0%	0%		0%	0%	1%	6%	0%	0%	1%		0%	1%	0%	0%	1%	1%	1%	18%		0%	13%	1%	
	PT	3%	1%		0%	1%				3%	1%	0%		0%	0%	0%	14%	0%	0%	0%		0%	0%	3%	0%	0%	1%	1%	3%		0%	1%	1%	
	RO	4%	0%		0%	5%				2%	0%	0%		0%	0%	0%	0%	1%	0%	0%		0%	0%	0%	0%	0%	1%	1%	6%		0%	0%	1%	
	SI	0%	0%		0%	1%				0%	0%	18%		0%	0%	0%	0%	0%	0%	0%		0%	0%	0%	0%	0%	0%	0%	0%		0%	0%	0%	
	SK	0%	0%		0%	2%				0%	0%	3%		0%	0%	0%	0%	6%	0%	0%		0%	1%	0%	1%	0%	1%	0%	5%		0%	0%	1%	
	FI	0%	0%		2%	0%				1%	0%	0%		0%	12%	1%	2%	0%	0%	0%		0%	1%	0%	0%	0%	0%	6%	0%		0%	4%	0%	
	SE	1%	1%		17%	1%				1%	0%	0%		0%	0%	1%	0%	0%	20%	0%		1%	0%	0%	0%	0%	28%	0%	2%		0%	19%	1%	
	UK	4%	55%		19%	6%				45%	7%	0%		59%	24%	47%	8%	21%	20%	5%		34%	17%	29%	0%	21%	3%	5%	0%		0%	10%	24%	
	IS	0%	0%		1%	0%				0%	0%	0%		0%	0%	3%	0%	0%	0%	0%		1%	0%	0%	0%	0%	1%	2%	0%		0%	10%	0%	
	LI	0%	0%		0%	0%				0%	0%	0%		0%	0%	0%	0%	0%	0%	1%		0%	0%	0%	0%	0%	0%	0%	0%		0%	0%	0%	
NO	0%	1%		32%	1%				1%	0%	2%		0%	6%	8%	0%	0%	0%	0%		2%	0%	0%	0%	2%	38%	38%	2%		0%	0%	1%		
CH	2%	2%		4%	15%				5%	16%	2%		0%	0%	1%	9%	2%	0%	1%		1%	29%	13%	0%	2%	2%	2%	2%		98%	1%	5%		
Unknown	0%	0%		0%	0%				0%	48%	0%		0%	0%	0%	0%	0%	0%	0%		0%	0%	0%	0%	0%	0%	0%	0%		0%	0%	29%		
Total	100%	100%		100%	100%				100%	100%	100%		100%	100%	100%	100%	100%	100%	100%		100%	100%	100%	100%	100%	100%	100%	100%		100%	100%	100%		
EU-15	86%	89%		58%	47%				89%	65%	76%		93%	65%	83%	80%	90%	80%	94%		90%	68%	84%	99%	52%	49%	51%	55%		3%	70%	81%		
EU-13	11%	9%		5%	37%				6%	4%	21%		7%	29%	5%	11%	8%	20%	4%		7%	3%	3%	1%	43%	10%	8%	41%		0%	19%	11%		
EFTA	2%	3%		37%	16%				6%	31%	4%		0%	6%	12%	9%	2%	0%	2%		3%	29%	13%	0%	4%	41%	41%	4%		98%	11%	9%		
Neighbour	62%	2%		17%	54%				20%	73%	18%		0%	29%	2%	44%	41%	0%	73%		36%	13%	3%	96%	55%	74%	65%	16%		100%	23%	30%		

\* Dark blue: main former Member State of insurance, employment or self-employment.

\*\* No data available for IE, EL, CY, SI and LI. CZ, EE, IT, AT and CH did not provide a (complete) breakdown by former Member State of insurance, employment or self-employment.

Source Questionnaire on aggregation of periods in case of unemployment benefits 2019



Aggregation of periods for unemployment benefits

**Table A1.2 The number of aggregations of periods in case of unemployment *as % of row total*, 2018**

		Competent Member State																												Total						
		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		
Former Member State of insurance, employment or self-employment (i.e. Member State which issued the PD U1)	BE	1%	28%	0%	1%	1%	0%	0%	0%	4%	59%	0%	0%	0%	0%	0%	1%	1%	0%	3%	0%	1%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%		
	BG	6%	0%	0%	0%	49%	0%	0%	0%	24%	16%	0%	0%	1%	0%	1%	0%	1%	0%	0%	0%	1%	0%	0%	0%	0%	0%	1%	0%	0%	0%	1%	0%	100%		
	CZ	0%	45%	0%	0%	5%	0%	0%	0%	3%	2%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	3%	0%	0%	0%	40%	0%	0%	0%	0%	0%	0%	0%	100%		
	DK	1%	12%	0%	0%	10%	0%	0%	0%	10%	5%	0%	0%	0%	0%	19%	0%	0%	0%	1%	0%	1%	0%	0%	0%	0%	4%	13%	0%	0%	0%	20%	0%	100%		
	DE	1%	46%	0%	0%	0%	0%	0%	0%	10%	8%	2%	0%	0%	0%	2%	0%	18%	0%	1%	0%	5%	0%	0%	1%	3%	0%	0%	0%	0%	0%	0%	0%	100%		
	EE	2%	38%	0%	0%	8%	0%	0%	0%	2%	6%	0%	0%	0%	4%	8%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	27%	4%	0%	0%	0%	0%	0%	100%		
	IE	1%	38%	0%	1%	2%	0%	0%	0%	14%	18%	1%	0%	0%	0%	12%	0%	4%	0%	0%	0%	3%	0%	0%	0%	4%	0%	0%	2%	0%	0%	0%	0%	100%		
	EL	2%	70%	0%	0%	11%	0%	0%	0%	2%	9%	0%	0%	2%	0%	0%	1%	1%	0%	1%	0%	0%	0%	0%	0%	0%	0%	0%	1%	0%	0%	1%	0%	100%		
	ES	7%	51%	0%	1%	7%	0%	0%	0%	0%	27%	0%	0%	0%	0%	1%	0%	1%	0%	0%	0%	0%	1%	0%	0%	0%	0%	0%	1%	0%	0%	0%	0%	100%		
	FR	11%	33%	0%	0%	2%	0%	0%	0%	46%	0%	0%	0%	0%	0%	0%	1%	2%	0%	0%	0%	1%	1%	0%	1%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	
	HR	1%	0%	0%	0%	88%	0%	0%	0%	1%	4%	0%	0%	0%	0%	1%	0%	1%	0%	0%	0%	0%	0%	0%	3%	1%	0%	1%	0%	0%	0%	0%	0%	0%	100%	
	IT	10%	16%	0%	0%	11%	0%	0%	0%	9%	34%	1%	0%	0%	0%	0%	0%	2%	0%	0%	0%	0%	0%	0%	11%	5%	0%	0%	1%	0%	0%	0%	0%	0%	100%	
	CY	0%	95%	0%	0%	0%	0%	0%	0%	0%	1%	0%	0%	0%	0%	2%	0%	0%	1%	0%	0%	0%	0%	0%	0%	1%	0%	0%	0%	1%	0%	0%	0%	0%	100%	
	LV	7%	21%	0%	0%	21%	0%	0%	0%	0%	2%	0%	0%	0%	0%	40%	0%	2%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	2%	0%	0%	2%	0%	0%	100%	
	LT	8%	6%	0%	2%	32%	0%	0%	0%	8%	12%	0%	0%	0%	6%	0%	0%	2%	2%	0%	0%	0%	0%	0%	0%	0%	0%	2%	8%	0%	0%	12%	0%	0%	100%	
	LU	16%	3%	0%	0%	4%	0%	0%	0%	1%	74%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%
	HU	4%	1%	0%	2%	50%	0%	0%	0%	0%	5%	0%	0%	0%	0%	0%	1%	0%	0%	0%	0%	0%	0%	0%	2%	34%	0%	0%	0%	0%	0%	0%	1%	0%	0%	100%
	MT	3%	37%	0%	1%	1%	0%	0%	0%	17%	26%	0%	0%	1%	0%	3%	0%	7%	0%	1%	0%	1%	0%	0%	0%	1%	0%	1%	0%	0%	0%	1%	0%	0%	100%	
	NL	29%	27%	0%	1%	7%	0%	0%	0%	7%	7%	0%	0%	0%	0%	3%	0%	8%	0%	0%	0%	5%	0%	0%	0%	3%	0%	0%	0%	0%	0%	0%	1%	0%	0%	100%
	AT	0%	5%	0%	0%	12%	0%	0%	0%	1%	1%	1%	0%	0%	0%	0%	0%	28%	0%	0%	0%	0%	0%	0%	45%	5%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%
	PL	8%	8%	0%	0%	45%	0%	0%	0%	9%	11%	0%	0%	0%	0%	1%	1%	2%	0%	0%	0%	0%	0%	0%	0%	2%	0%	0%	4%	0%	0%	7%	0%	0%	0%	100%
	PT	7%	30%	0%	0%	8%	0%	0%	0%	29%	21%	0%	0%	0%	0%	0%	2%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1%	0%	0%	0%	0%	0%	100%
	RO	16%	6%	0%	0%	36%	0%	0%	0%	21%	10%	0%	0%	0%	0%	0%	0%	9%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	2%	0%	0%	0%	0%	0%	0%	100%
	SI	2%	41%	0%	0%	12%	0%	0%	0%	1%	1%	35%	0%	0%	0%	0%	0%	4%	0%	0%	0%	0%	0%	0%	0%	3%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%
	SK	1%	14%	0%	0%	13%	0%	0%	0%	4%	2%	2%	0%	0%	0%	1%	0%	56%	0%	0%	0%	1%	0%	0%	4%	0%	0%	0%	2%	0%	0%	0%	0%	0%	0%	100%
	FI	1%	29%	0%	3%	4%	0%	0%	0%	25%	13%	0%	0%	0%	1%	6%	1%	1%	0%	0%	0%	0%	1%	0%	0%	3%	0%	5%	0%	0%	0%	6%	0%	0%	0%	100%
SE	2%	36%	0%	11%	5%	0%	0%	0%	6%	6%	0%	0%	0%	0%	3%	0%	3%	0%	0%	0%	2%	0%	0%	0%	1%	13%	0%	1%	0%	0%	11%	0%	0%	0%	100%	
UK	0%	65%	0%	0%	1%	0%	0%	0%	15%	5%	0%	0%	0%	0%	4%	0%	5%	0%	0%	0%	2%	0%	0%	0%	2%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%
IS	0%	12%	0%	3%	2%	0%	0%	0%	14%	5%	0%	0%	0%	0%	28%	0%	1%	0%	0%	0%	3%	0%	0%	0%	4%	1%	3%	0%	0%	0%	23%	0%	0%	0%	0%	100%
LI	0%	11%	0%	0%	56%	0%	0%	0%	22%	0%	0%	0%	0%	0%	0%	0%	0%	0%	11%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%
NO	0%	21%	0%	16%	4%	0%	0%	0%	6%	4%	1%	0%	0%	0%	16%	0%	2%	0%	0%	0%	2%	0%	0%	0%	5%	14%	10%	0%	0%	0%	0%	0%	0%	0%	100%	
CH	1%	10%	0%	0%	13%	0%	0%	0%	7%	58%	0%	0%	0%	0%	0%	0%	2%	0%	0%	0%	0%	1%	0%	0%	1%	0%	0%	0%	0%	0%	5%	0%	0%	0%	0%	100%
Unknown	0%	0%	4%	0%	0%	2%	0%	0%	0%	32%	0%	20%	0%	0%	0%	0%	0%	0%	0%	23%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	19%	0%	100%	
<b>Total</b>	2%	29%	1%	0%	4%	0%	0%	0%	8%	19%	0%	6%	0%	0%	2%	0%	5%	0%	0%	7%	1%	0%	0%	3%	3%	0%	0%	0%	0%	0%	0%	0%	0%	5%		

\* This is an incomplete picture due to missing data for IE, EL, CY, SI and LI as reporting Member State and given that some Member States did not provide a (complete) breakdown by former Member State of insurance, employment or self-employment (CZ, EE, IT, AT and CH).

Source Questionnaire on aggregation of periods in case of unemployment benefits 2019

## ANNEX II PD U1 QUESTIONNAIRE

		<b>Number of mobile EU workers (excluding former cross-border workers) who became unemployed in the reference year (2015) and received unemployment benefits in your country on the basis of periods completed in another Member State</b>			<i>Total</i>
		<i>Length of previous insurance, employment or self-employment completed by those workers in your country before their application for unemployment benefits</i>			
		<i>Less than one month (30 days)</i>	<i>More than one month (30 days), but less than three months (90 days)</i>	<i>Three months or more (90 days or more)</i>	
<i>Member States of origin (i.e. the member state which issued the PDU1)</i>	<i>Belgium</i>				
	<i>Bulgaria</i>				
	<i>Czech Republic</i>				
	<i>Denmark</i>				
	<i>Germany</i>				
	<i>Estonia</i>				
	<i>Ireland</i>				
	<i>Greece</i>				
	<i>Spain</i>				
	<i>France</i>				
	<i>Croatia</i>				
	<i>Italy</i>				
	<i>Cyprus</i>				
	<i>Latvia</i>				
	<i>Lithuania</i>				
	<i>Luxembourg</i>				
	<i>Hungary</i>				
	<i>Malta</i>				
	<i>Netherlands</i>				
	<i>Austria</i>				
	<i>Poland</i>				
	<i>Portugal</i>				
	<i>Romania</i>				
	<i>Slovenia</i>				
	<i>Slovak Republic</i>				
	<i>Finland</i>				
	<i>Sweden</i>				
	<i>United Kingdom</i>				
<i>Iceland</i>					
<i>Liechtenstein</i>					
<i>Norway</i>					
<i>Switzerland</i>					
	<i>Total</i>				

## ANNEX III PORTABLE DOCUMENT U1

Coordination of Social Security Systems

U1



### Periods to be taken into account for granting unemployment benefits

EU Regulations 883/04 and 987/09 (\*)

#### INFORMATION FOR THE HOLDER

This document is for an unemployed person who claims unemployment benefits in a Member State and who was previously insured or worked in another Member State. Where appropriate, it is issued by the latter Member State. You should submit it to the employment service or the insurance fund in the country where you claim. The Member State where the claim is made will take into account, to the extent necessary, the periods shown in this certificate.

#### 1. PERSONAL DETAILS OF THE HOLDER

1.1 Personal Identification Number	<input type="checkbox"/> Female	<input type="checkbox"/> 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 Current address in the State issuing the certificate		
1.8.1 Street, N°	1.8.3 Post code	
1.8.2 Town	1.8.4 Country code	

#### 2. THE HOLDER HAS COMPLETED THE FOLLOWING PERIODS:

##### 2.1 PERIODS OF INSURANCE AND PERIODS TREATED AS SUCH

2.1.1 Insured employment	From	to
	From	to
	From	to
	From	to
	From	to
	From	to
2.1.2 Insured self employment	From	to
	From	to
	From	to
	From	to
	From	to
	From	to

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2. THE HOLDER HAS COMPLETED THE FOLLOWING PERIODS (CONTINUED):

2.1 PERIODS OF INSURANCE AND PERIODS TREATED AS SUCH (CONTINUED)

2.1.3 Other periods of insurance

From	to	Type <sup>2</sup>
From	to	Type <sup>2</sup>
From	to	Type <sup>2</sup>

2.1.4 Periods treated as periods of insurance

From	to	Reason <sup>8</sup>
From	to	Reason <sup>8</sup>
From	to	Reason <sup>8</sup>

2.2 PERIODS OF EMPLOYMENT AND SELF EMPLOYMENT, WHICH ARE NOT INSURANCE PERIODS

2.2.1 Employment

From	to	Activity
From	to	Activity
From	to	Activity

2.2.2 Self employment

From	to	Activity
From	to	Activity
From	to	Activity

2.2.3 These are not insurance periods because

2.3 INCOME DETAILS<sup>45</sup>

2.3.1 Income from employment

From	to	Wage
From	to	Wage
From	to	Wage

2.3.2 Income from self-employment

From	to	Earnings
From	to	Earnings
From	to	Earnings

3. REASON FOR END OF EMPLOYMENT

- |  |  |
|--|--|
| <input type="checkbox"/> 3.1 termination by employer               | <input type="checkbox"/> 3.4 resignation by the employee |
| <input type="checkbox"/> 3.2 contract terminated by mutual consent | <input type="checkbox"/> 3.5 contract expired            |
| <input type="checkbox"/> 3.3 dismissal for disciplinary reasons    | <input type="checkbox"/> 3.6 redundancy                  |
| <input type="checkbox"/> 3.7 other (employment)                    |  |
| <input type="checkbox"/> 3.8 other (self-employment)               |  |

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4. OTHER RECEIVED PAYMENTS

The holder

- 4.1 has received or has still to receive wages for the period after end of employment, up to
- 4.2 has received or has still to receive compensation for ending of employment or other similar payment, amounting to
- 4.3 has received or has still to receive payment in lieu of annual leave, amounting to for days
- 4.4 has waived the above rights under their employment contract
  - 4.4.1 Reason
- 4.5 is currently receiving other benefits

5. SINCE THE BEGINNING OF THE FIRST PERIOD COVERED IN BOX 2 THE HOLDER HAS RECEIVED UNEMPLOYMENT BENEFIT

5.1 Period

From to  
 From to  
 From to

5.2 Last local employment or benefit agency

5.3 Identification N°

5.4 Name

5.5 Address

5.5.1 Street, N°

5.5.3 Post code

5.5.2 Town

5.5.4 Country code

6. UNEMPLOYMENT BENEFIT ENTITLEMENT

6.1  The holder is entitled to unemployment benefits from the office issuing this document

Under Article  64  65 (5) (b) of Regulation 883/2004

For the period

From to

6.2  The holder is not entitled to unemployment benefits from the office issuing this document because

- No entitlement exists under the State's laws
- The holder did not apply to have their unemployment benefits exported

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## 7. INSTITUTION COMPLETING THE FORM

7.1	Name	
7.2	Street, N°	
7.3	Town	
7.4	Post code	7.5 Country code
7.6	Institution ID	
7.7	Office fax N°	
7.8	Office phone N°	
7.9	E-mail	
7.10	Date	
7.11	Signature	

STAMP

## NOTES

- [1] The period(s) recorded in box 2 of this document are provided in accordance with the reference periods shown in this Note for the Member State concerned. The reference periods are:
- One year** - if the document is to be presented to Luxembourg institution.
- Two Years** - if it is to be presented to an Italian, Icelandic, Liechtenstein or Swiss institution. Italy may also request information on the complete insurance history abroad of the named person. For the purposes of Swiss institutions, four years in the case of child education or self-employment of short duration.
- Three years** - if it is to be presented to a Belgian, Cypriot, Czech, Danish, French, Greek, Irish, Portuguese or United Kingdom institution.
- More than three years** - if the document is to be presented to a Finnish (20 years), Spanish (6 years), German (5 years), Austrian (10, 15 or 25 years), Hungarian and Slovak (4 years), Swedish (8 years), Polish (20 years), Bulgarian, Estonian, Latvian, Netherlands (years since 1998), Romanian, Slovenian or Maltese institution (total insurance history). In some cases the Belgian institution requests information on the complete insurance periods. If necessary, as regards workers aged 62 or over, the Spanish institution may require information on supplementary periods preceding the last six years.
- The last ended calendar year or the three last calendar years** - if the form is to be presented to a Norwegian institution.
- [2] Please complete as appropriate:  
Maternity or child-rearing; Sickness; Deprivation of liberty; Education; Military or alternative civilian service; Unemployment benefits before commencing last employment; Other (please indicate)
- [3] Indicate whether the periods treated as such refer to, for example,
- Periods of sickness – indicate the name and address of the health insurance fund/company
  - Periods of maternity or child-rearing – indicate the name and address of the health insurance fund/company
  - Period of deprivation of liberty
  - Period of education
  - Period of Military or alternative civilian service
  - Period of granting unemployment benefits before commencement of the last employment
- [4] If the income details are not immediately available at the time of the request, the institution completing this document shall leave this part blank and submit the income details later, if required. Income time reference periods, counted from the end of last employment/insurance, backwards. Austria, Spain: last six month; Czech Republic: last employment; Estonia, France, Hungary, the Netherlands, Romania: last 12 months; Bulgaria: last 15 months; Germany, Slovakia: last 24 months; Poland: incomes from employment and self-employment that are not insurance periods; Cyprus, Malta, UK: no need to fill.
- [5] Type of income. Austria, Belgium, Bulgaria, Hungary, the Netherlands, Poland: gross income; Estonia, France, Romania, Slovakia: gross income for each month (or monthly average); Germany: gross income for each month (or monthly average) and the average weekly hours; Czech Republic (monthly net average): net income. Cyprus, Malta, UK: no need to fill.

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