



# Export of unemployment benefits

Report on U2 Portable Documents  
Reference year 2020

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## Glossary

**Basic Regulation:** Regulation (EC) No 883/2004 of the European Parliament and of the Council of 29 April 2004 on the coordination of social security systems.

**Implementing Regulation:** 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.

**Competent Member State:** The Member State in which the institution with which the person concerned is insured or from which the person is entitled to benefits is situated.

**Portable Document (PD) U2:** This document certifies the authorisation to export unemployment benefits if unemployed persons go to another Member State to look for work.

**EU-28:** 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).

**EU-27:** 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) and Sweden (SE).

**EU-14:** Belgium (BE), Denmark (DK), Germany (DE), Ireland (IE), Greece (EL), Spain (ES), France (FR), Italy (IT), Luxembourg (LU), the Netherlands (NL), Austria (AT), Portugal (PT), Finland (FI) and Sweden (SE).

**EU-13:** Bulgaria (BG), the Czech Republic (CZ), Estonia (EE), Croatia (HR), Cyprus (CY), Latvia (LV), Lithuania (LT), Hungary (HU), Malta (MT), Poland (PL), Romania (RO), Slovenia (SI) and Slovakia (SK).

**EFTA countries:** Iceland (IS), Liechtenstein (LI), Norway (NO) and Switzerland (CH)



## Summary of main findings

An unemployed person has the right, under certain conditions and for a limited period, to search for a job in another Member State<sup>1</sup> while retaining the unemployment benefit from the competent Member State.<sup>2,3</sup> The so-called Portable Document U2 (*PD U2 – Retention of unemployment benefits*) certifies this right. The extent to which jobseekers made use of this right in 2020 may have been strongly affected by the COVID-19 pandemic. Indeed, the COVID-19 pandemic and the restrictions on freedom of movement imposed by Member States in order to stem the spread of the virus, appears to have significantly reduced (labour) mobility, of which jobseekers<sup>4</sup>, from one Member State to another.<sup>5</sup>

In 2020, some 27,700 PDs U2 were issued by the competent institutions in the EU/EFTA and the UK.<sup>6</sup> The large majority of PDs U2 were issued by EU-14 Member states (71%) and EFTA countries (25%). The EU-13 Member States only represented 3% of the total number of PDs U2 issued. Member States which issued the highest number of PDs U2 were Germany (8,219), Switzerland (3,296), the Netherlands (3,052), Denmark (2,415), and Iceland (2,061). Together, these five Member States granted almost 70% of all PDs U2 in 2020. On the contrary, Liechtenstein, Malta, Romania, and Hungary issued less than 20 PDs U2 each.

Some 60% of the exported unemployment benefits were transferred to an EU-13 Member State. From the point of view of the receiving Member State Poland stands out. In 2020, more than 8,600 persons were registered in this Member State as a jobseeker on the basis of a PD U2, which equals 38% of all PDs U2 received by the reporting Member States.

The two main flows of unemployed persons with a PD U2 were from Germany to Poland (2,952), and from the Netherlands to Poland (2,147). These single flows represent 12% and 9% respectively of the total number of PDs U2 issued by the reporting Member States.

The consistent growth of the number of authorisations from 2014 to 2019 came to an end in 2020. This is most likely an effect of the COVID-19 pandemic. All EU/EFTA countries and the UK show a significant decrease compared to 2019. For instance, the number of PDs U2 issued by Germany decreased by 9% compared to 2019. The number of PDs U2 issued by the Netherlands even decreased by a third, or some 1,400 forms compared to 2019. Finally, the number of jobseekers with a PD U2 going to Poland decreased by 16%.

<sup>1</sup> The term “Member State” is used in this report to indicate the 27 countries belonging to the European Union (EU) in reference year 2020, the European Economic Area (EEA), Switzerland and the UK.

<sup>2</sup> Regulation (EC) No 883/2004 of 29 April 2004 on the coordination of social security systems (hereafter referred to as ‘Basic Regulation’) and Regulation (EC) No 987/2009 of 16 September 2009 laying down the procedure for implementing Regulation (EC) No 883/2004 on the coordination of social security systems (hereafter referred to as ‘Implementing Regulation’).

<sup>3</sup> These rules and conditions apply to EU citizens in the UK and to UK citizens in the EU provided they are protected by the EU-UK Withdrawal Agreement. If one acquired any social security rights before 31 December 2020, the EU-UK Withdrawal Agreement sets out the general rules for the protection of these rights.

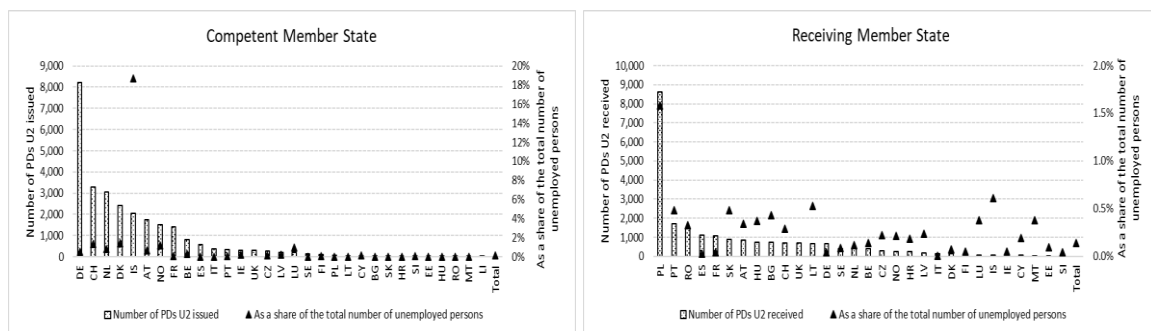
<sup>4</sup> Moreover, short term labour mobility and seasonal work were also strongly affected by the pandemic. This is of relevance as it is not unlikely that a high number of jobseekers with a PD U2 were short term / seasonal workers, who became unemployed and reside in a Member State other than the Member State of last activity.

<sup>5</sup> Fries-Tersch, E., Jones, M. and Siöland, L. (2021), *Annual Report on Intra-EU Labour Mobility 2021*, Network Statistics FMSSFE, on behalf of the European Commission - DG EMPL.

<sup>6</sup> Data on export of unemployment benefits were collected for reference year 2020 via a thematic questionnaire addressed to the Administrative Commission. In total, 29 countries were able to provide data, while for two other Member States (IT and CY) data from the most recent reference year was imputed to get the most complete picture of the current situation regarding the export of unemployment benefits.

To put the figures on the export of unemployment benefits in perspective, they could be compared to the total number of unemployed persons. It can be seen that only 0.2% of the jobseekers made use of this right. This share varies between jobseekers in EU-14 Member States (0.14%), EU-13 Member States (0.04%), and EFTA countries (2.1%). The highest percentage is noted in Iceland, where a PD U2 was issued to 19% of the jobseekers. In addition, this share amounts to more than 1% in Denmark, Switzerland, and Norway. Germany, the main issuing Member State in absolute terms, has an ‘export rate’ of 0.5%. Furthermore, from the receiving Member State’s point of view, the share of PDs U2 received in the total number of unemployed persons amounts to 1.6% for the main receiving Member State Poland.

### Number of authorisations to export the unemployment benefit issued and received, 2020



Under the current rules, the period of export is limited to three months. The competent institutions may, however, extend this period of three months up to a maximum of six months. Consequently, export rules are not applied uniformly across the EU. It appears that more than half of the Member States do not provide an extension. The Netherlands and Liechtenstein reported that because of the COVID-19 pandemic, exceptional prolongations were allowed in 2020.

- *Three months, no extension:* Denmark, Ireland, Greece, France, Croatia, Italy, Cyprus, Hungary, the Netherlands, Finland, Sweden, the United Kingdom, Iceland, Liechtenstein, Norway, and Switzerland.
- *Three months, possibility to extend:* Belgium, Bulgaria, Germany, Estonia, Spain, Latvia, Lithuania, Luxembourg, Austria, Poland, Portugal, Romania, Slovenia, and Slovakia.
- *Six months by default:* Czech Republic and Malta.

Roughly one out of ten unemployed persons with a PD U2 found work abroad during their period of export. However, the success rate during the export period strongly varies among Member States. For instance, there seem to be rather low success rates (i.e., the percentage of unemployed persons exporting their unemployment benefit who found work abroad) for the Netherlands (1.2%) and Switzerland (4.9%) as two of the main sending Member States. The same goes for Poland as the main receiving Member State with a success rate of only 3%. The prolongation of the export period results in a higher percentage of unemployed persons finding employment abroad. However, in most Member States, the success rate during the prolonged export period is lower than the success rate during the first three months. Finally, only 11% of the persons return to the competent Member State after the period of export.

Finally, Member States were asked to quantify the number of cases of fraud and error related to PD U2. The majority of the reporting Member States stated that no cases of fraud or error were detected. However, there might be a certain lack of knowledge about the rules on the export unemployment benefits. Consequently, a (significant) share of unemployed persons moving abroad might not request a PD U2.

## 1. Introduction

An essential principle of the EU is that movers do not lose their social security rights. Therefore, the EU rules on the coordination of social security systems provide that persons are entitled to export their benefits to another Member State.<sup>7</sup> Article 64 of the Basic Regulation lays down the legal conditions for the export of cash benefits when an unemployed person goes to another Member State to seek work there. Unemployed persons who want to look for employment in a Member State other than the one that pays the unemployment benefit may export this benefit for a limited period. Entitlement to an unemployment benefit is retained for a period of three months from the date when the unemployed person ceased to be available to the employment services of the competent Member State. Of course, this period of three months only applies if it does not exceed the period of entitlement provided for under the legislation of the competent Member State (see also *Figure 2* in section 5). However, the competent institutions may extend this period of three months up to a maximum of six months. Furthermore, the person concerned must return to the competent Member State before the period during which the unemployment benefit is retained, expires. (S)he will lose all entitlement to benefits of the competent Member State if (s)he does not return in time unless the provisions of the competent Member State are more favourable.

Unemployed persons who want to look for work in another Member State have to apply for a Portable Document U2 (PD U2)<sup>8</sup> in the Member State that pays the unemployment benefit. This document certifies the authorisation to export unemployment benefits if unemployed persons go to another Member State to look for work.<sup>9</sup> It allows unemployed persons to seek work in another Member State without becoming a financial burden on the social security system of that Member State. This thematic report provides statistics on the use of PD U2/ SED U008<sup>10</sup> for reference year 2020.<sup>11</sup> For Member States<sup>12</sup> that did not provide data for reference year 2020, data from the latest reference year is used, which is always indicated in a footnote.

It allows the monitoring of the use of the export of unemployment benefits by pointing to a number of findings established on the basis of the collected data. In this context, figures on the bilateral flow of jobseekers between the competent and the receiving Member State are particularly useful (*section 2*). In addition, the monitoring concerns Member States' policies on extending the export period to six months (*section 3*), the likelihood of the unemployed finding work abroad (*section 4*), the average period of export (*section 5*), return to the competent Member State (*section 6*), and certainly also the administrative application and consequences of the provisions of the Coordination Regulations (*section 7*). In addition, despite a high-quality level of coordination techniques developed by the EU legislature to coordinate the variety of social security systems, in practice, mobile persons might not take up their social rights. In this context, it is important to know what efforts Member States are making to inform the unemployed about the possibility of exporting their unemployment benefit abroad and what their rights and obligations are (*section 8*). After all, there is a risk that a group of unemployed persons will look for work in another Member State without

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<sup>7</sup> Article 7 of the Basic Regulation. See also Article 48 TFEU.

<sup>8</sup> See *Annex II*.

<sup>9</sup> See also Article 55 of the Implementing Regulation.

<sup>10</sup> The competent Member State will provide a Structured Electronic Document (SED) U008 if the unemployed person has been registered as a jobseeker without a PD U2 (see *section 7* for more detailed information).

<sup>11</sup> See *Annex I* for the PD U2 Questionnaire.

<sup>12</sup> It concerns IT and CY, for which data from reference year 2019 is used. Only for EL no data are available.

having a PD U2. Finally, the questionnaire also asks whether Member States are aware of cases of fraud or error with regard to the provisions on the export of unemployment benefits (*section 9*)<sup>13</sup>.

As of 1 February 2020, the United Kingdom is no longer part of the European Union. This has a significant impact on the dissemination of statistics. In all thematic reports for reference year 2020, the EU-27 aggregate (excluding the UK) is produced for 2020. Accordingly, the text of the report describing the quantitative findings focusses on this EU-27 aggregate. Data before 1 February 2020 refers to periods when the UK was a Member State, and therefore remains valid. Therefore, when discussing the evolution of the number of PDs U2 issued/received, both the EU-27 aggregate and the EU-28 aggregate is reported for years 2019 and earlier.

## 2. Number of PDs U2 issued and received

### 2.1. The current flow of PDs U2 among Member States

In total, 29 Member States provided (partial) data on the number of PDs U2 issued and received in 2020, and for 2 Member States<sup>14</sup> data concerning reference year 2019 were added to obtain the most representative total figures. The figures pictured in *Table 1* show that 27,669 authorisations were issued. Most of these authorisations were issued by Germany (8,219), Switzerland (3,296), the Netherlands (3,052), Denmark (2,415), and Iceland (2,061). Together, these five Member states represent some 70% of the total authorisations issued, as can be seen in the column percentage. Furthermore, France, Austria, and Norway each issued more than 1,000 PDs U2. This is in sharp contrast with Liechtenstein, Malta, Romania, and Hungary, which issued hardly any authorisations. Other Member States which issued less than 100 PDs U2 are Bulgaria, Estonia, Croatia, Cyprus (data 2019), Lithuania, Poland, Slovenia, and Slovakia. The remaining reporting Member States<sup>15</sup> issued between 100 and 1,000 authorisations.

The median value of PDs U2 issued by a Member State amounted to 205 forms.<sup>16</sup> This means that the intra-EU mobility of jobseekers is rather limited. This will also be concluded in *section 2.3* when these numbers are compared to the total number of unemployed persons.

The above enumeration already shows that the majority of PDs U2 are issued by EU-14 Member States, namely 71%. Only 3% of the total number of forms were issued by EU-13 Member States, and the remaining 25% by EFTA countries.

As explained in the introduction, the entitlement period to an unemployment benefit of three months can be extended by the competent institution up to six months. In most cases, such a prolongation will be granted after the first period of export of three months (*see section 3*). Nonetheless, 620 PDs U2 or 2.2% of the total number of authorisations were immediately issued for a period longer than three months. Seven Member States applied this policy, namely the Czech Republic, Germany, Luxembourg, Poland, Portugal, Romania, and Slovenia. The Czech Republic in particular granted a majority of authorisations for a period

<sup>13</sup> A comprehensive analysis of the prevalence of fraud and error in the field of EU social security coordination can be found in the thematic report on fraud and error (Jorens *et al.* (2021), *Fraud and error in the field of EU social security coordination*, Network Statistics FMSSFE, European Commission – DG EMPL).

<sup>14</sup> It concerns IT and CY (2019). No figures were provided by EL.

<sup>15</sup> These consist of BE, CZ, IE, ES, IT (data 2019), LV, LT, PT, FI, SE, and UK.

<sup>16</sup> The median is the middle number in a sorted list of values (from low to high or from higher to low).

of more than three months, namely 48%<sup>17</sup> of their total authorisations. Luxembourg issued around 24% of PDs U2 for a period longer than three months, and Slovenia did the same for about 22% of PDs U2.

On the right-hand side of *Table 1* the number of forms received can be seen. In total, the 31 reporting Member States received 22,961 PDs U2<sup>18</sup>. The highest number of authorisations were received by Poland (8,627), making up 38% of the total number of forms received from the reporting Member States. Contrarily, Liechtenstein received no forms. Spain, France, Portugal, and Romania each received more than 1,000 PDs U2 in 2020. In total, EU-14 Member States received 31% of the PDs U2, whereas EFTA countries received 4.5%. Most forms were received by EU-13 Member States, namely 61%, of which the forms received by Poland already account for 38%.

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<sup>17</sup> However, this share for the Czech Republic seems to be on a decline, as it still amounted to 82% in reference year 2018, and 51% in reference year 2019.

<sup>18</sup> We would expect to observe an equal number of PDs U2 received and issued. Different possible reasons may explain this discrepancy between both. Firstly, the reported totals do not cover Greece. Secondly, the time dimension might play a role as there will be a period of time between the moment the PD U2 is issued by the competent Member State and the moment the unemployed person has registered with the employment services of the Member State which (s)he has gone to. However, Article 64(1)(b) of the Basic Regulation (EC) states that the unemployed person has to register within seven days after (s)he ceased to be available to the employment services of the Member State which (s)he left. Finally, not every unemployed person who receives a PD U2 will eventually export his/her unemployment benefit. Perhaps also other reasons might explain this discrepancy.

**Table 1 - Number of authorisations to export the unemployment benefit issued and received, 2020**

	Issued					Received	
	No of PDs U2 or SEDs U008 issued for up to 3 months (A)	No of PDs U2 or SEDs U008 issued for more than 3 months (B)	Total No of PDs U2 or SEDs U008 issued (A+B)	Column %	Share more than 3 months in total No of PDs U2 or SEDs U008 issued (B/(A+B))	No of persons who registered as a jobseeker on the basis of a PD U2 or on the basis of an SED U008	Column %
<b>EU-27</b>	<b>19,901</b>	<b>620</b>	<b>20,521</b>	<b>74.2%</b>		<b>21,233</b>	<b>92.5%</b>
<b>EU-14</b>	<b>19,203</b>	<b>478</b>	<b>19,681</b>	<b>71.1%</b>		<b>7,161</b>	<b>31.2%</b>
<b>EU-13</b>	<b>698</b>	<b>142</b>	<b>840</b>	<b>3.0%</b>		<b>14,072</b>	<b>61.3%</b>
<b>EFTA</b>	<b>6,856</b>	<b>0</b>	<b>6,856</b>	<b>24.8%</b>		<b>1,035</b>	<b>4.5%</b>
<b>Total</b>	<b>27,049</b>	<b>620</b>	<b>27,669</b>	<b>100.0%</b>	<b>2.2%</b>	<b>22,961</b>	<b>100.0%</b>
<b>BE</b>	796	0	796	2.9%	0.0%	399	1.7%
<b>BG</b>	36	0	36	0.1%	0.0%	736	3.2%
<b>CZ</b>	139	127	266	1.0%	47.7%	303	1.3%
<b>DK</b>	2,415	0	2,415	8.7%	0.0%	127	0.6%
<b>DE</b>	7,834	385	8,219	29.7%	4.7%	661	2.9%
<b>EE</b>	21	0	21	0.1%	0.0%	45	0.2%
<b>IE</b>	300	0	300	1.1%	0.0%	65	0.3%
<b>EL</b>							
<b>ES</b>	569	0	569	2.1%	0.0%	1,114	4.9%
<b>FR</b>	1,418	0	1,418	5.1%	0.0%	1,094	4.8%
<b>HR</b>	33	0	33	0.1%	0.0%	255	1.1%
<b>IT*</b>	363	0	363	1.3%	0.0%	131	0.6%
<b>CY*</b>	46	0	46	0.2%	0.0%	65	0.3%
<b>LV</b>	205	0	205	0.7%	0.0%	190	0.8%
<b>LT</b>	53	0	53	0.2%	0.0%	674	2.9%
<b>LU</b>	153	49	202	0.7%	24.3%	80	0.3%
<b>HU</b>	17	0	17	0.1%	0.0%	739	3.2%
<b>MT</b>	<5	0	<5	0.0%	0.0%	46	0.2%
<b>NL</b>	3,052	0	3,052	11.0%	0.0%	411	1.8%
<b>AT**</b>		1,732	1,732	6.3%		836	
<b>PL</b>	73	7	80	0.3%	8.8%	8,627	37.6%
<b>PT</b>	306	44	350	1.3%	12.6%	1,717	7.5%
<b>RO</b>	10	<5	11	0.0%	9.1%	1,493	6.5%
<b>SI</b>	25	7	32	0.1%	21.9%	21	0.1%
<b>SK</b>	36	0	36	0.1%	0.0%	878	3.8%
<b>FI</b>	115	0	115	0.4%	0.0%	104	0.5%
<b>SE</b>	150	0	150	0.5%	0.0%	422	1.8%
<b>UK</b>	292	0	292	1.1%	0.0%	693	3.0%
<b>IS</b>	2,061	0	2,061	7.4%	0.0%	67	0.3%
<b>LI</b>	<5	0	<5	0.0%	0.0%	0	0.0%
<b>NO</b>	1,498	0	1,498	5.4%	0.0%	273	1.2%
<b>CH</b>	3,296	0	3,296	11.9%	0.0%	695	3.0%

\* IT and CY: data concern reference year 2019.

\*\* AT: Not possible to make a differentiation between 3 months and longer.

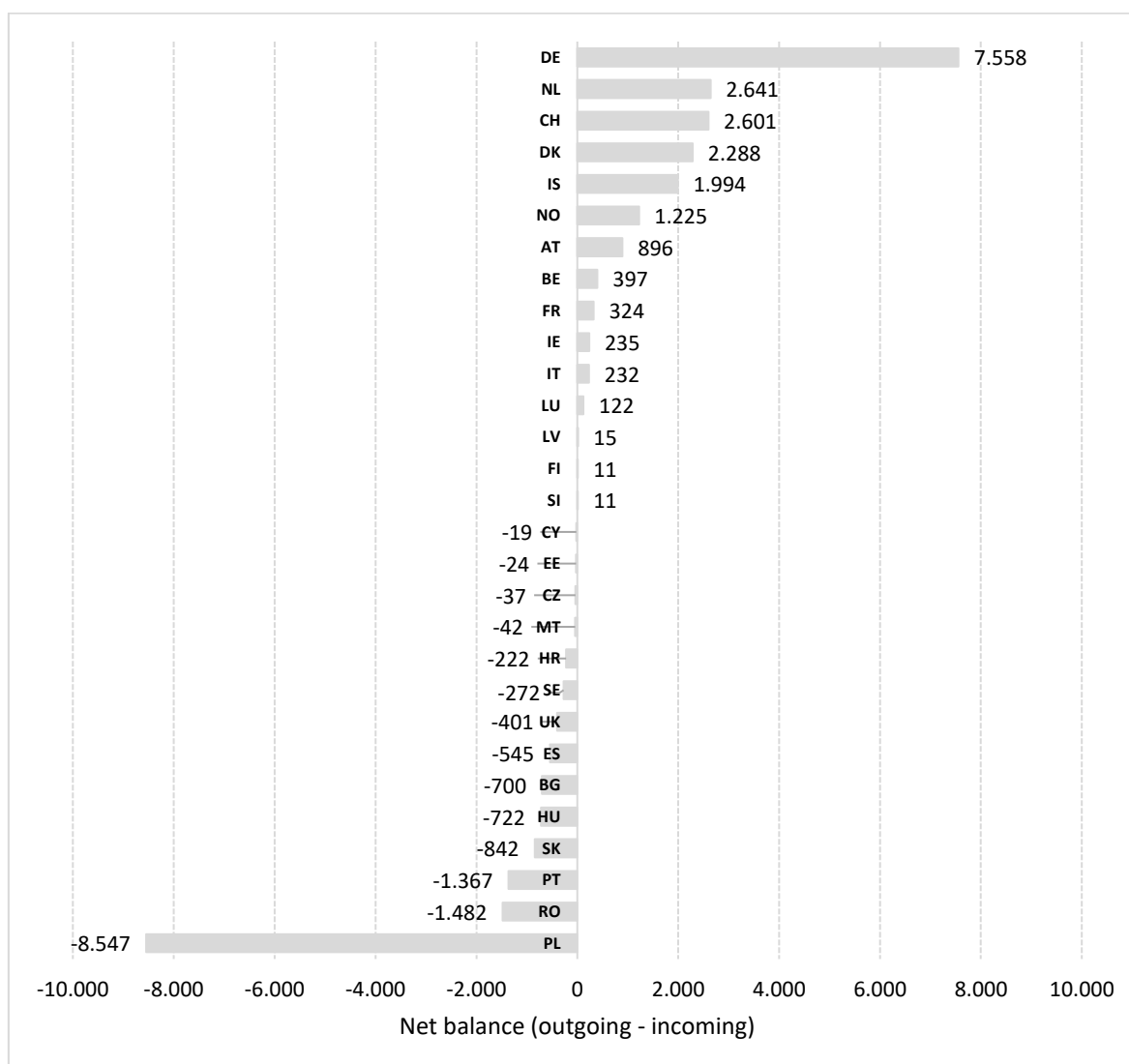
Source: Administrative data PD U2 Questionnaire 2021

Figure 1 gives an overview of the net balance of PDs U2 per Member State by showing the number of outgoing jobseekers on the basis of a PD U2 minus the number of incoming jobseekers on the basis of a PD U2 (column 4 minus column 7 of Table 1). Approximately half of the Member States<sup>19</sup> are 'net recipients', implying that more jobseekers are received than sent. The other Member States<sup>20</sup> are 'net senders'. Poland is clearly the main 'net receiving Member State' for jobseekers with a PD U2. The number of incoming jobseekers (8,627 see Table 1) in this Member State is 107 times higher than the number of outgoing jobseekers (80), based on the number of PDs U2 issued and received. The opposite is true for Germany, which is the main 'net sending Member State' for jobseekers with a PD U2. The number of jobseekers with a PD U2 leaving Germany (8,219) is 12 times higher than the number of jobseekers with a PD U2 coming to this Member State (661).

<sup>19</sup> PL, RO, PT, SK, HU, BG, LT, ES, UK, SE, HR, MT, CZ, EE, and CY (data 2019).

<sup>20</sup> DE, NL, CH, DK, NO, AT, IS, BE, FR, IE, IT (data 2019), LU, LV, FI, SI, and LI.

**Figure 1 - Net balance between unemployed jobseekers sent based on a PD U2 and unemployed jobseekers received based on a PD U2, 2020**



\* No data available for EL. Data for IT and CY concern reference year 2019. LI and MT are left out due to anonymization, but Table 1 shows that MT received more PDs U2 than it issued, and LI issued more PDs U2 than it received.

Source: Administrative data PD U2 Questionnaire 2021

## 2.2. Bilateral flows of incoming and outgoing jobseekers

The bilateral flows of incoming and outgoing jobseekers for reference year 2020 are shown in *Table 2* and *Table 3*. The total number of PDs U2 **issued** in 2020 (as could be seen in the fourth column of *Table 1*) are presented in *Table 2*. The breakdown between up to 3 months and more than 3 months is not provided, as only seven Member States issued authorisations for more than 3 months, of which only three could provide a breakdown by receiving Member State.

The main flow of unemployed persons based on the number of PDs U2 issued goes from the Netherlands to Poland (2,515). This single flow represents 82% of the number of PDs U2 issued by the Netherlands and 9% of the total number of PDs U2 issued by the reporting Member States. In addition, the flows from Iceland to Poland (1,286), Norway to Poland (666), Denmark to Poland (510), and France to Belgium (355) are considerable. Furthermore, a number of flows from Germany and Switzerland to other Member States will

probably also be very high (see also *Table 4*). However, as already mentioned, these data are not available.

In some cases, more than half of the PDs U2 issued are received by a single Member State. This can be seen when looking at the column percentages (see *Table a1 in Annex I*). This is the case for the flows from Liechtenstein to Spain (100%), the Netherlands to Poland (82%), Hungary to Germany (65%), Iceland to Poland (62%), Ireland to Poland (61%), Croatia to Germany (58%), and Bulgaria to Germany (53%).

*Table 2* can also be read by receiving Member State when looking at the row figures. In addition, data on the number of U2 forms **received** has been requested via the 'PD U2 Questionnaire' and is reported in *Table 3* by competent Member State. However, the breakdown by competent Member State was not available for nine out of the 31 reporting Member States. Seeing that the table is missing this information, it should be interpreted with caution. For Poland, which receives most of the unemployed persons with a PD U2, this information is available. The two main flows of unemployed persons based on the number of PDs U2 received go from the Germany to Poland (2,952) and from the Netherlands to Poland (2,147).

The reported flows of jobseekers with a PD U2 show that the level of the unemployment rates in competent and host Member States is not such a strong determinant for the intra-EU mobility of jobseekers with a PD U2. For instance, Germany, Switzerland, and the Netherlands, which are the main issuing Member States, have one of the lowest unemployment rates in the EU (3.8%, 4.8%, and 3.8% respectively<sup>21</sup>). Moreover, it is not unlikely that a high number of jobseekers with a PD U2 are unemployed persons, other than frontier workers, who reside in a Member State other than the Member State of last activity. The reported figures may include a considerable number of persons who are insured in the Netherlands and actually reside in Poland. Upon becoming unemployed, these jobseekers export their benefit from the Netherlands to Poland in accordance with Article 65(5)(b) of the Basic Regulation. In that respect, the decrease of short-term labour mobility and seasonal work during the pandemic might had an impact on the number of PDs U2 issued by the Netherlands. For instance, in 2019 some 3,890 PDs U2 were issued by the Netherlands in order to seek work in Poland. In 2020, this single flow decreased by 35% or some 1,375 forms.

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<sup>21</sup> Based on 2020 data from Eurostat [\[une\\_rt\\_a\]](#). The EU-27 average amounts to 7.1%.



**Table 2 - Total number of PDs U2 or SED U008 issued, breakdown by receiving Member State, 2020**

Receiving Member State	Sending 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	
BE	<5			23		0	0		37	355	0	<5	<5		6	0	0		39	<5			0	<5		5	<5	<5	0	6			483	
BG	9			148	<5	<5		10	<5	0	19	0	<5	0	<5	0	<5		19	0	<5	0		0	<5	0	<5	14	0	20			250	
CZ	<5	0		39		0	15		5	12	0	<5	0	<5	0	0	0		12	0			0	7		0	24	79	0	18			218	
DK	<5	<5				0	0		<5	67	<5	0	<5	<5	0	0	0		6	<5			0	<5		7	5	31	0	51			182	
DE	38	19		186	<5	<5		124	316	19	0		14	13	11	<5			50	29			<5	10		26	11	17	0	41			934	
EE	0	0		13		0	0		0	6	0	0	0	<5	0	0	0		<5	0			0	0		0	0	<5	0	9			34	
IE	<5	0		7		0		23	0	<5	0		<5	<5	0	0	0		<5	6			0	0		0	<5	<5	0	5			52	
EL	20	0		60		0	0		6	<5	0	7	0	8	0	0	0		16	0			0	0		0	<5	14	0	17			151	
ES	88	<5		135	<5	6			128	0	<5		6	9	0	0	0		86	<5			0	<5		20	21	81	<5	45			634	
FR	317	<5		66	<5	9		47		<5	0		<5	40	0	0	0		42	<5			0	5		16	28	18	0	22			622	
HR	<5	0		17		0	<5	0	<5		0		0	0	0	0	0		<5	0			<5	<5		<5	0	12	0	8			53	
IT	43	0		83		0	5		61	158	0	<5		5	16	0	0		22	<5			0	<5		7	7	11	0	14			435	
CY	<5	0		<5		0	0		0	0	0		0	0	0	0	0		<5	0			0	0		<5	<5	0	0	0			12	
LV	0	0		39	<5	9		0	6	0	0		0	<5	0	0	0		9	0			0	0		0	0	6	76	0	51			199
LT	<5	0		133		0	23		<5	<5	0	<5			<5	0	0		12	0			0	0		<5	16	166	0	280			639	
LU	<5	0		5		0	0		<5	46	0	0		0		0	0		0	0			0	0		0	<5	0	0	0			56	
HU	8	0		55		0	<5		8	<5	0	0		0	<5		0		18	0			0	0		<5	5	28	0	7			136	
MT	<5	0		5		0	0		5	0	0	0		0	0	0			0	0			0	0		0	0	0	0	5			16	
NL	41	<5		50	<5	<5		20	<5	0	0		<5	6	0	0				9			0	0		<5	<5	7	0	12			162	
AT	7	7		25	<5	<5		12	<5	7	0		0	<5	5	0	11			<5			12	<5		7	<5	<5	0	<5			117	
PL	95	0		510		0	184		14	5	0	<5		0	5	0	0	2,515		<5			0	<5		8	102	1,286	0	666			5,397	
PT	36	0		37	<5	<5		21	<5	0	0		<5	77	0	0	30			0			0	<5		<5	9	56	0	11			285	
RO	19	0		329		0	<5		29	0	0	5		0	0	0	0		39	0			0	0		<5	<5	45	0	39			517	
SI	<5	0		<5		0	<5		<5	0	<5	0		0	0	0	0		<5	0			0			<5	<5	6	0	-			22	
SK	0	0		67	<5	8		0	0	0		<5		0	0	0	<5		33	0			<5			<5	30	51	0	40			237	
FI	<5	0		10		6	<5		12	9	0	0		<5	0	0	0		6	0			0	0		9	<5	<5	0	7			67	
SE	11	<5		69		0	0		19	21	<5	<5		7	0	<5	0		21	0			<5	<5				15	0	62			233	
UK	20	0		103	<5	18		83	19	0	<5		<5	<5	0	0	34			<5			<5	<5		10		17	0	48			365	
IS	<5	0		45		0	0		<5	19	0	0		<5	0	0	0		0	15			0	0		0	<5		0	6			91	
LI	0	0		0		0	0		0	0	0	0		0	0	0	0		0	0			0	0		0	0	0	0	0			0	
NO	<5	0		127		0	0		<5	14	<5	0		5	<5	0	0		<5	<5			0	0		18	<5	16	0				194	
CH	20	0		21		0	0		22	222	0	0		<5	<5	0	0		16	0			<5	0		<5	<5	<5	0	<5			319	
Unknown	0	0		0		0	0		0	0	0	0		0	0	0	0		0	0			0	0		0	0	0	0	0			0	
<b>Total</b>	<b>796</b>	<b>36</b>	<b>266</b>	<b>2,415</b>	<b>8,219</b>	<b>21</b>	<b>300</b>	<b>569</b>	<b>1,418</b>	<b>33</b>	<b>363</b>	<b>46</b>	<b>205</b>	<b>53</b>	<b>202</b>	<b>17</b>	<b>&lt;5</b>	<b>3,052</b>	<b>1,732</b>	<b>80</b>	<b>350</b>	<b>11</b>	<b>32</b>	<b>36</b>	<b>115</b>	<b>150</b>	<b>292</b>	<b>2,061</b>	<b>&lt;5</b>	<b>1,498</b>	<b>3,296</b>	<b>27,669</b>		

\* Data for IT and CY concern reference year 2019.

\*\* A breakdown by receiving Member State was not available for CZ, DE, IT, LV, AT, PT, RO, FI, and CH.

\*\*\* PL reported PDs U2 or SED U008 which were issued for which PL itself was the receiving Member State.

Source: Administrative data PD U2 Questionnaire 2021

**Table 3 - Total number of PDs U2 or SED U008 received, breakdown by competent Member State, 2020**

	Receiving 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
<b>BE</b>	7	12		<5		0	<5			268	<5		0	<5	<5	7	<5	43			100			0	0	0	9	19	<5	<5			475
<b>BG</b>	0			0		0	0			10	0	<5		0	0	0	0	<5		<5			0	0	0	<5	<5	0	0			18	
<b>CZ</b>	6	49		<5		0	0			20	0	<5		<5	0	0	<5	<5		5			0	148	0	9	6	<5	<5			254	
<b>DK</b>	14	138				14	<5			19	18	7		134	<5	42	5	50		541			0	67	7	69	95	43	126			1,393	
<b>DE</b>	31	387		40		9	7			70	176	22		66	12	451	6	99		2,952			7	212	28	120	83	5	47			4,830	
<b>EE</b>	0	<5		0			0			<5	0	<5		0	0	<5	0	<5		0			0	0	0	0	0	0	0			7	
<b>IE</b>	<5	<5		<5		<5				18	7	<5		63	0	21	<5	5		470			0	58	0	<5	14	0	<5			667	
<b>EL</b>	<5	0		<5		0	0			0	0	15		0	<5	0	0	<5		<5			0	0	0	7	0	<5	<5			34	
<b>ES</b>	41	19		<5		0	17			170	<5	0		<5	<5	6	9	30		22			<5	<5	13	25	141	<5	6			511	
<b>FR</b>	212	12		10		<5	9				<5	<5		<5	23	9	10	59		96			<5	9	12	28	124	<5	13			640	
<b>HR</b>	0	0		0		0	0			<5		0		0	0	0	0	0		0			0	0	0	<5	0	0	<5			5	
<b>IT</b>	10	<5		<5		0	<5			<5	0	0		0	<5	<5	0	7		15			<5	10	0	<5	12	0	<5			78	
<b>CY</b>	0	25		0		0	0			0	0			0	0	0	0	<5		<5			0	<5	0	<5	<5	0	0			33	
<b>LV</b>	<5	0		<5		<5	<5			<5	<5	<5		5	<5	0	<5	9		<5			0	0	0	15	8	<5	6			65	
<b>LT</b>	<5	0		0		0	0			<5	0	<5			0	0	0	<5		0			0	0	0	7	<5	<5	6			23	
<b>LU</b>	<5	<5		<5		<5	<5			28	0	0		0		<5	0	8		5			0	0	0	0	<5	0	<5			58	
<b>HU</b>	0	0		0		0	<5			<5	0	0		0	0		0	0		0			0	0	0	<5	0	0	0			6	
<b>MT</b>	0	<5		0		0	0			10	0	0		0	0	0		0		0			0	<5	0	0	0	0	0			12	
<b>NL</b>	25	13		<5		<5	0			0	<5	<5		8	0	10	0			2,147			<5	29	0	21	25	0	<5			2,291	
<b>AT</b>	9	23		6		<5	0			47	18	<5		<5	10	93	<5	26		181			<5	85	0	19	34	0	7			573	
<b>PL</b>	<5	0		0		0	10			105	0	0		0	0	0	0	<5					0	<5	0	<5	<5	0	0			120	
<b>PT</b>	6	9		<5		0	0			52	<5	0		0	14	0	0	5		<5			0	<5	0	<5	21	<5	0			118	
<b>RO</b>	0	0		0		0	0			<5	0	0		0	0	<5	0	0		0			0	0	0	0	0	0	0			<5	
<b>SI</b>	0	<5		<5		0	0			<5	<5	0		0	0	0	0	0		0				<5	0	0	<5	0	0			8	
<b>SK</b>	0	0		0		0	<5			5	0	0		0	0	0	0	0		<5			0	0	<5	0	0	0	0			10	
<b>FI</b>	<5	<5		<5		<5	0			11	0	0		0	<5	0	<5	6		5			0	0		11	11	0	10			67	
<b>SE</b>	7	0		<5		0	0			26	<5	<5		<5	0	<5	0	<5		13			0	<5	0	<5	9	0	20			86	
<b>UK</b>	0	<5		<5		0	7			119	0	<5		10	0	<5	0	<5		119			<5	24	0	<5		<5	0			297	
<b>IS</b>	<5	13		22		<5	0			<5	11	<5		163	<5	19	0	6		1,291			<5	32	0	13	12		14			1,606	
<b>LI</b>	0	0		0		0	0			0	0	0		0	0	0	0	0		0			0	0	0	0	0	0	0			0	
<b>NO</b>	<5	13		15		5	<5			11	<5	0		207	0	<5	<5	7		498			0	31	0	33	11	<5				847	
<b>CH</b>	13	8		5		0	<5			85	5	<5		9	<5	68	<5	32		157			<5	164	8	19	56	<5	5			647	
<b>Unknown</b>	0	0		0		0	0			0	0	0		0	0	0	0	0		0			0	0	0	0	0	<5	0			<5	
<b>Total</b>	<b>399</b>	<b>736</b>	<b>303</b>	<b>127</b>	<b>661</b>	<b>45</b>	<b>65</b>	<b>1,114</b>	<b>1,094</b>	<b>253</b>	<b>133</b>	<b>65</b>	<b>190</b>	<b>674</b>	<b>80</b>	<b>739</b>	<b>46</b>	<b>411</b>	<b>836</b>	<b>8,627</b>	<b>1,717</b>	<b>1,493</b>	<b>21</b>	<b>878</b>	<b>104</b>	<b>422</b>	<b>693</b>	<b>67</b>	<b>0</b>	<b>273</b>	<b>695</b>	<b>22,961</b>	

\* Data for IT and CY concern reference year 2019.

\*\* A breakdown by competent Member State was not available for CZ, DE, ES, IT, LV, AT, PT, RO, and CH.

\*\*\* BE, SE and IS reported PDs U2 or SED U008 received for which SE and IS themselves were the competent Member State.

Source: Administrative data PD U2 Questionnaire 2021

## 2.3. As a share of the total number of unemployed persons

In 2020, on average around 0.2% (2 out of 1,000) of the unemployed persons moved to another Member State on the basis of a PD U2 in order to seek work there (Table 4).<sup>22</sup> This figure confirms the conclusion that intra-EU mobility of jobseekers with a PD U2 is limited in size. This average figure is also similar to those of the previous reference years.

**Table 4 - The percentage of unemployed persons with a PD U2 compared to the average number of unemployed persons, 2020**

	Average number of unemployed persons (in ,000) (A)	Issued		Received	
		Total No of PDs U2 or SEDs U008 issued (B)	% unemployed persons who have exported their unemployment benefit (B/A)	Total No of PDs U2 or SEDs U008 received (C)	Share of PDs U2 or SEDs U008 received in total number of unemployed persons (C/(C+A))
<b>EU-27</b>	<b>14,382</b>	<b>20,521</b>	<b>0.14%</b>	<b>21,233</b>	<b>0.15%</b>
<b>EU-14</b>	<b>13,780</b>	<b>19,681</b>	<b>0.14%</b>	<b>7,161</b>	<b>0.05%</b>
<b>EU-13</b>	<b>1,871</b>	<b>840</b>	<b>0.04%</b>	<b>14,072</b>	<b>0.75%</b>
<b>EFTA</b>	<b>327</b>	<b>6,856</b>	<b>2.10%</b>	<b>1,035</b>	<b>0.32%</b>
<b>Total</b>	<b>15,978</b>	<b>27,669</b>	<b>0.17%</b>	<b>22,961</b>	<b>0.14%</b>
BE	282	796	0.28%	399	0.14%
BG	169	36	0.02%	736	0.43%
CZ	137	266	0.19%	303	0.22%
DK	170	2,415	1.42%	127	0.07%
DE	1,658	8,219	0.50%	661	0.04%
EE	48	21	0.04%	45	0.09%
IE	137	300	0.22%	65	0.05%
EL	755				
ES	3,531	569	0.02%	1,114	0.03%
FR	2,381	1,418	0.06%	1,094	0.05%
HR	135	33	0.02%	255	0.19%
IT	2,310	363*	0.02%	131*	0.01%
CY	34	46*	0.14%	65*	0.19%
LV	79	205	0.26%	190	0.24%
LT	126	53	0.04%	674	0.53%
LU	21	202	0.96%	80	0.38%
HU	198	17	0.01%	739	0.37%
MT	12	<5		46	0.38%
NL	357	3,052	0.85%	411	0.11%
AT	243	1,732	0.71%	836	0.34%
PL	537	80	0.01%	8,627	1.58%
PT	351	350	0.10%	1,717	0.49%
RO	452	11	0.00%	1,493	0.33%
SI	51	32	0.06%	21	0.04%
SK	181	36	0.02%	878	0.48%
FI	213	115	0.05%	104	0.05%
SE	458	150	0.03%	422	0.09%
UK		292		693	
IS	11	2,061	18.74%	67	0.61%
LI		<5		0	
NO	125	1,498	1.20%	273	0.22%
CH	238	3,296	1.38%	695	0.29%

\* IT & CY: data concern reference year 2019.

Source: Administrative data PD U2 Questionnaire 2021; Eurostat [\[une rt a\]](#)

<sup>22</sup> The estimated impact might be an underestimation as the number of unemployed persons and not the number of persons receiving an unemployment benefit is used as the 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 concern 2016 and that figures are not available for every EU/EFTA country.

The highest percentages can be seen in Iceland, where 18.7% of the jobseekers were issued a PD U2 (*Table 4*)! Although Iceland also reported the highest share in 2018<sup>23</sup>, the share in 2020 is remarkably higher than the figure for reference year 2018, which amounted to 9.0%. Additionally, in Denmark (1.4%), Switzerland (1.4%), and Norway (1.2%) more than 1% of unemployed persons exported their unemployment benefit. Germany, which is the main issuing Member State in 2020, shows an 'export rate' of 0.5%. On average 0.14% of the persons receiving an unemployment benefit from an EU-14 Member State exported this benefit to another Member State, as opposed to only 0.04% of the unemployed persons in the EU-13.

From the perspective of the host Member States, the number of incoming jobseekers with a PD U2 amounts to 0.14%. The difference between EU-14 and EU-13 Member States can be observed here as well, since the number of jobseekers received by EU-14 Member States amounts to only 0.05% of the total number of unemployed persons whereas this percentage equals 0.75% for EU-13 Member States. Some 1.6% of the unemployed persons in Poland, the main receiving Member State in absolute terms, are unemployed persons with the authorisation to import their unemployment benefit.

## 2.4. Evolution of the number of PDs U2 issued and received

The overall number of authorisations issued in 2020 shows a serious decrease of almost 19% compared to 2019 (*Table 5*). This could indicate the effect of the COVID-19 pandemic. Only in the United Kingdom (due to the Brexit?), the number of authorisations issued grew considerably (+103%), from 144 PDs U2 issued in 2019 to 292 in 2020. In all other Member States, a decrease is visible compared to 2019. The strongest decrease in the number of authorisations issued is reported by Spain (-62%), Croatia (-59%), and Ireland (-57%). In absolute terms, the largest decrease can be observed for the Netherlands (a decrease of some 1,400 forms compared to 2019). For example, in terms of number of forms, the export of unemployment benefits from the Netherlands to Poland decreased by 1,375 PDs U2 compared to 2019. However, this decrease was already noticed from 2018 to 2019.

Regarding the perspective of the receiving Member State, around 14% less PDs U2 were received by the reporting Member States when comparing reference year 2019 with 2020. The main receiving Member State, Poland, received 16% less PDs U2 in 2020 compared to 2019. The continuous growth of incoming jobseekers, both in general and for Poland in particular, which could be noticed from 2014 to 2019 is not visible anymore. This could again be a result of the COVID-19 pandemic. Even stronger declines are reported by the United Kingdom (-49%), Spain (-45%), and Luxembourg (-39%). Nevertheless, certain Member States knew an increase in number of forms received. The Member States with the most remarkable growth are Slovenia (+50%), Norway (+21%), and Finland (+20%). Finally, it should be noted that Iceland issued much more PDs U2 compared to 2018 (no data are available for reference year 2019).

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<sup>23</sup> No data were available for IS for reference year 2019.

**Table 5 - Evolution of the number of PDs U2 issued and received, 2014-2020**

	Total number of PDs U2 or SEDs U008 issued								Total number of PDs U2 or SEDs U008 received							
	2014	2015	2016	2017	2018	2019	2020	% change 2019-2020	2014	2015	2016	2017	2018	2019	2020	% change 2019-2020
EU-27		21,888	21,572	20,934	23,522	24,037	18,694	-22.2%		17,067	18,103	19,781	21,101	22,755	19,943	-12.4%
EU-28		22,113	21,873	21,190	23,721	24,181				20,089	20,592	21,344	22,761	24,123		
EU-14		20,487	20,403	19,709	22,409	22,953	17,900	-22.0%		7,178	7,075	7,406	7,219	7,190	5,936	-17.4%
EU-13		1,401	1,169	1,225	1,113	1,084	794	-26.8%		9,889	11,028	12,375	13,882	15,565	14,007	-10.0%
EFTA		3,585	4,446	4,992	5,142	5,010	4,794	-4.3%		1,400	1,118	1,096	1,117	986	968	-1.8%
<b>Total</b>		<b>25,698</b>	<b>26,319</b>	<b>26,182</b>	<b>28,863</b>	<b>29,191</b>	<b>23,780</b>	<b>-18.5%</b>		<b>21,489</b>	<b>21,710</b>	<b>22,440</b>	<b>23,878</b>	<b>25,109</b>	<b>21,604</b>	<b>-14.0%</b>
BE	1,517	1,535	1,543	1,648	1,589	1,544	796	-48.4%	908	624	667	622	450	492	399	-18.9%
BG	50	70	83	75	50	45	36	-20.0%	214	129	235	365	511	704	736	4.5%
CZ	236	276	197	207	217	269	266	-1.1%	212	223	277	264	292	332	303	-8.7%
DK	1,403	1,569	2,023	2,169	2,789	2,688	2,415	-10.2%	190	230	195	181	188	183	127	-30.6%
DE	4,080	4,637	5,688	6,482	7,296	9,020	8,219	-8.9%	1,458	1,351	937	812	763	809	661	-18.3%
EE	70	57	58	48	47	34	21	-38.2%	64	60	68	56	66	40	45	12.5%
IE	731	918	763	897	841	704	300	-57.4%	444	268	293	266	196	97	65	-33.0%
EL																
ES	4,096	3,159	2,671	1,707	2,005	1,509	569	-62.3%	1,616	1,858	1,840	2,025	1,997	2,012	1,114	-44.6%
FR				2,700	2,687		1,418					2,220			1,094	
HR	62	68	47	127	104	81	33	-59.3%	45	54	85	90	136	216	255	18.1%
IT	1,421	477	440	450	412	363				19	181	188	175	131		
CY		102	67	47	59	46				56	71	58		65		
LV	277	293	247	276	266	289	205	-29.1%	230	201	224	194	162	232	190	-18.1%
LT	97	128	162	195	109	110	53	-51.8%	298	360	423	401	472	607	674	11.0%
LU	198	225	221	219	238	210	202	-3.8%	158	148	116	129	106	130	80	-38.5%
HU	191	76	29	35	55	25	17	-32.0%	277	212	405	525	414	711	739	3.9%
MT	<5	0	<5	0	0	<5	<5		115	108	101	94	94	71	46	-35.2%
NL	2,720	4,361	4,000	3,774	5,150	4,464	3,052	-31.6%	519	457	475	458	519	395	411	4.1%
AT		2,013	1,833	1,682	1,611	1,960	1,732	-11.6%		823	809	855	859	899	836	-7.0%
PL	309	262	206	128	117	87	80	-8.0%	4,651	7,346	7,788	8,756	9,893	10,289	8,627	-16.2%
PT	2,409	1,744	1,183	648	458	517	350	-32.3%	582	677	1,080	1,436	1,552	1,637	1,717	4.9%
RO	25	24	29	9	14	18	11	-38.9%	381	553	758	981	1,143	1,560	1,493	-4.3%
SI	106	60	35	37	54	52	32	-38.5%	23	27	23	25	20	14	21	50.0%
SK	89	87	75	88	80	72	36	-50.0%	494	616	641	624	679	789	878	11.3%
FI	316	97	289	268	228	180	115	-36.1%	98	95	86	93	61	87	104	19.5%
SE	264	229	189	215	204	157	150	-4.5%	644	647	577	529	528	449	422	-6.0%
UK	273	225	301	256	199	144	292	102.8%	3,594	3,022	2,489	1,563	1,660	1,368	693	-49.3%
IS	495	549	417		628		2,061		102	84	82		60		67	
LI				<5	0	<5							5	<5	0	
NO	1,084	1,544	1,830	1,884	1,620	1,565	1,498	-4.3%	434	396	220	296	306	225	273	21.3%
CH	1,192	2,041	2,616	3,108	3,522	3,445	3,296	-4.3%	1,156	1,004	898	800	811	761	695	-8.7%

\* Totals: Only selecting those Member States which reported figures for 2015, 2016, 2017, 2018, 2019, and 2020. This means that the number of forms issued and received by EL, FR, IT, CY, IS, and LI are not included in the total number issued and received.

Source: Administrative data PD U2 Questionnaires 2015-2021

### 3. The number of prolongations

As a result of the discretion which Member States are given by Article 64(1)(c) of the Basic Regulation to extend the period of three months up to a maximum of six months, there is a non-uniform application of the export rules by the competent institutions. Based on the quantitative and qualitative input of the reporting Member States, differences appear in the policies applied for granting a prolongation (*Table 6* and *Table 7*). It appears that more than half of the Member States do not provide an extension. No changes were reported compared to previous years. The Netherlands<sup>24</sup> and Liechtenstein reported that because of the COVID-19 pandemic, exceptional prolongations were allowed in 2020.

- *Three months, no extension:* Denmark, Ireland, Greece, France, Croatia, Italy, Cyprus, Hungary, the Netherlands, Finland, Sweden, the United Kingdom, Iceland, Liechtenstein, Norway, and Switzerland.
- *Three months, possibility to extend:* Belgium, Bulgaria, Germany, Estonia, Spain, Latvia, Lithuania, Luxembourg, Austria, Poland, Portugal, Romania, Slovenia, and Slovakia.
- *Six months by default:* the Czech Republic and Malta.

It is to be expected that Member States that issue a high number of authorisations are more restrictive to extend the period of export. However, this does not necessarily seem to be the case. For instance, the German competent institutions may grant a prolongation if several conditions are fulfilled by the jobseeker. The time during which persons are entitled to an unemployment benefit might also influence the policy applied by Member States. This is well-illustrated by the pragmatic approach of the Czech Republic. In most cases the Czech competent institutions issue a PD U2 immediately for the remaining period of entitlement to an unemployment benefit (*see also Table 1*). Most jobseekers who leave the Czech Republic to look for a job in another Member State are entitled to an unemployment benefit for five months. Export can be realised after one month of registration,<sup>25</sup> so there are four remaining months to export the benefit. As reported by the Czech competent institutions, to issue a PD U2 for three months and grant a prolongation for another month seems a useless administrative burden for both the competent institutions and the jobseekers.

Most Member States which may provide an extension, have defined formal criteria to assess the requests for prolongation. The criteria most applied are:

1. proof of an increased chance of finding employment abroad during the extended period (applied in BG, ES, and RO);
2. proof of efforts by the unemployed person during the first three months (applied in EE, LT, AT, PT, and SK);
3. job opportunities on the labour market of the competent Member State (applied in BE, DE, AT, and PL).

<sup>24</sup> At the request of the client, UWV (i.e., the competent institution in the Netherlands) prolonged the period of export to a maximum of 6 months because of the travel restrictions due to COVID-19. This exception of prolongation was only applied in the beginning of the COVID-19 pandemic until the 18<sup>th</sup> of May 2020. After that date, beneficiaries exporting their unemployment benefits were aware of possible travel restrictions.

<sup>25</sup> See Article 64(1)(a) of the Basic Regulation. However, the competent institutions may authorise departure before the four weeks expire.

**Table 6 - An update of the policies applied by the Member States concerning the request for prolongation of the period of export (prolongation possible? Yes / No), 2020**

Pro.	Applied criteria
BE	YES The client has to show an opportunity for work
BG	YES We do not have legally bounded criteria but assess the requests for prolongation restrictively, granting prolongation only if the jobseekers' possibility to find a job increases.
CZ	No specific criteria. LOCR usually allows the maximum export period, i.e., mostly the LOCR issues a PDU2 for the whole entitlement for UB after 4 weeks of registration (Art. 64/1/a of reg. 883/04). In some cases (client knows when he/she starts to work abroad) we issue a PD U2 just for 3 months with possibility of prolongation.
DK	NO
DE	YES There are the following criteria for assessing applications for extension of the export period: * Does the unemployed person present reasons for continuing to look for work abroad (e.g., joint move with spouse)? * Are better integration opportunities abroad to be expected? When can integration into the foreign labour market be expected? * Can the current demand for labour in Germany be met without the unemployed person?
EE	YES The justified prolongation request must be submitted by the end of the first 3-month period at the latest.
IE	NO Prolongation of the period of export is not normally permitted. A limited period of prolongation may be allowed in exceptional circumstances, with decisions being made on a case-by-case basis.
EL	NO OAED as competent body does not extend the basic export period of the three months.
ES	YES The criteria are based on the expectation of employment in the country of travel, enclosing the documentation related to that expectation. E.g.: a document proving the people concerned is in a selection process to get a job. But the expectation of employment shall not be understood just as keeping the registration as a jobseeker in the competent institution of the State of residence or attending training courses (unless they have been initiated before the prolongation request).
FR	NO France is not concerned by extension requests.
HR	NO There are no criteria in place to assess requests for prolongation.
IT	NO
CY	NO Cyprus has not made use of the prolongation period option.
LV	YES Initially the Portable Document U2 is issued for 3 months. In case a person has not found work and still is registered as a jobseeker in the employment services of another member state and complies with all the procedure, then the request for prolongation of the period of export is confirmed and granted for another 3 months.
LT	YES Yes, we have a special application form, where the applicant must state the main reasons that are taken into account for a prolongation of the period of export. A person should apply for the extension before the end of the third month. The decision to extend is made taking into account objective circumstances (i.e., person is attending language courses or is actively searching for a job, etc.). We also ask what the plans are of that person – is (s)he going to continue integration in the new country or is (s)he going to return to Lithuania.
LU	YES There are no specific criteria for a prolongation. Just in case of a definitive leave, a prolongation is not granted.
HU	NO In Hungary the period of granting unemployment benefit is the maximum of 90 days, thus the prolongation of export period under the social security coordination rules is not possible. The prolongation of export in case of an unemployment benefit prior to pension is possible, but in practice clients prior to pension do not export their benefit.
MT	Malta does not have any particular procedure for prolongation. If, on the basis of the length of his/her insurance record in Malta, a person is entitled for 6 months of benefit, the prolongation is granted automatically.
NL	NO In the second week of March 2020 several EU member states put up travel restrictions because of Covid-19. Therefore, some clients who already had permission to search for work in another EU member state with the right to retain entitlement to unemployment benefit were unable to return to the Netherlands. At request of the client, UWV prolonged the period of export till a maximum of 6 months because of these Covid-19 restrictions. Normally a prolongation of the period of export is not practised by the Netherlands, this was an exception because of the closed borders during Covid-19. The exception of prolongation is only applied in the beginning of the Covid-19 period until the 18th of May 2020. After that date, beneficiaries exporting their unemployment benefits were aware of possible travel restrictions.
AT	YES An extension of a benefit export can only be made if the person presents himself in person at his competent regional office (RGS) in Austria. This applies to an extension within the three-month period as well as to an extension beyond this period up to a maximum of six months. Only in particularly justified cases (e.g., proven concrete job offer shortly after the previous award period of the benefit export) can this be waived, and an extension of the benefit export can be granted without return. Before an extension beyond a period of three months is granted, it must always be examined why the previous job search was unsuccessful and whether it is necessary to attend a training course or measure in the individual case and also whether a suitable job is available in Austria and can be assigned.
PL	YES The criterion is whether the Polish employment services can provide a job offer for the person concerned.
PT	YES Requests for prolongation are assessed by the social security competent institutions under information provided by the claimant on the active job search in the other Member State, to be proved through the applicable SED.
RO	YES The sole condition is that the unemployed complies with the control and checking rules applied by the assisting institution.
SI	YES Our Member State has not prescribed any specific criteria for assessing requests for prolongation of the period of export, some criteria are therefore based on our administrative practice. As a rule, the period of export is granted for three months (exceptions are usually made if a person is seeking to reunify with his/her family in another member state or if the duration of unemployment benefits does not exceed the three months period of export by more than a month). The person exporting unemployment benefits is always informed that he/she may request the prolongation of the export period. The assessment of the request for prolongation of the period of export is usually based on the information provided by the person's employment counsellor in another Member State. We request information if the person is still registered as unemployed and carrying out an active search of unemployment. If we receive no indication that the person is no longer actively seeking employment, the request is granted.
SK	YES Justification of the unemployment benefit export prolongation is assessed individually, in compliance with the principle of proportionality. Reasons are e.g., accompanying the spouse, participation at the educational course, re-qualification, language education, etc. Permission should not be denied to persons who want to accompany his/her spouse or a partner who has been recruited to work in another Member State.
FI	NO
SE	NO IAF, which is the body that issues certificates U2 in Sweden, currently has no ability to grant an extension of certificate U2 according to the Swedish legislation 28 § förordningen (1997:835) om arbetslöshetsförsäkringen. This means that an applicant requesting for a prolongation will receive a negative decision.
UK	NO
IS	NO
LI	NO Liechtenstein does not extend applications due to official practice. 2020 was an exceptional situation due to Covid-19.
NO	NO
CH	NO

Source: Administrative data PD U2 Questionnaire 2021

Some 4,700 prolongations were granted in 2020 representing 17% of the total number of PDs U2 issued (*Table 7*). This percentage would even be higher when deducting the number of jobseekers who found employment during the first three months from the number of PDs U2 issued for up to three months (*see second to last column in Table 7*). The competent institutions in Germany, Spain, Latvia, Lithuania, Malta, Poland, Slovakia, and Liechtenstein prolonged more than a fifth of the authorisations issued by them. Furthermore, it should be noted that 2.2% of the PDs U2 were already issued for more than three months (*see Table 1*). Available data suggest that almost all requests for a prolongation of the export period were approved by the reporting Member States which may grant a prolongation. This indicates that these Member States are rather flexible in applying a prolongation. Only Latvia (41% approved) seems to apply the criteria more rigorously (*Table 7 – last column*), this share is even lower than in reference year 2019, when Latvia approved 61% of all prolongations.

**Table 7 - The number of requested and granted prolongations of the period of export, 2020**

	No of PDs U2 issued for up to 3 months (A)	No of requests for prolongation of export (B)	No of prolongations granted (C)	% prolonged (C/A)	% prolonged by using a more selective definition**	% approved (C/B)
EU-27	19,901	457	4,712	23.7%		
EU-14	19,203	276	4,580	23.9%		
EU-13	698	181	132	18.9%		
EFTA	6,856	<5	<5	0.0%		
Total	27,049	458	4,713	17.4%		
BE	796	102	101	12.7%	13.0%	99.0%
BG	36	5	5	13.9%	13.9%	100.0%
CZ**	139	13	13	9.4%	17.3%	100.0%
DK	2,415	0	0	0.0%	0.0%	
DE	7,834		4,307	55.0%	60.7%	
EE	21	<5	<5			100.0%
IE	300	0	0	0.0%	0.0%	
EL						
ES	569	168	166	29.2%	36.5%	98.8%
FR	1,418					
HR	33	0	0	0.0%	0.0%	
IT*	363					
CY*	46	0	0	0.0%	0.0%	
LV	205	120	49	23.9%	32.0%	40.8%
LT	53	21	21	39.6%	42.0%	100.0%
LU	153	0	0	0.0%	0.0%	
HU	17					
MT	<5	<5	<5	25.0%	100.0%	100.0%
NL	3,052	6	6	0.2%	0.2%	100.0%
AT	1,732					
PL	73	n.a.	22	30.1%	31.0%	
PT	306					
RO	10	<5	<5			100.0%
SI	25	<5	<5			100.0%
SK	36	13	13	36.1%	39.4%	100.0%
FI	115	0	0	0.0%	0.0%	
SE	150	0	0	0.0%	0.0%	
UK	292					
IS	2,061					
LI	<5	<5	<5	100.0%	100.0%	100.0%
NO	1,498					
CH	3,296					

\* IT and CY: data concern reference year 2019.

\*\* CZ reported 13 requests for prolongations of export of which 14 were granted. However, as this is impossible and would give us a rate of approval of 107.7%, the number of prolongations granted was made equal to 13.

\*\*\* Denominator: the number of jobseekers who found employment during the first three months were deducted from the number of PDs U2 issued for up to three months.

Source: Administrative data PD U2 Questionnaire 2021



## 4. The success rate and impact of prolongation

The total success rate (= the percentage of unemployed persons exporting their unemployment benefit who found work abroad) is calculated by dividing the number of persons who found work in another Member State during the export period by the total number of PDs U2 issued.<sup>26</sup> Additionally, the success rate during the first three months of the export period and the success rate during the prolongation period can be calculated.<sup>27</sup>

Less than one out of ten unemployed persons with a PD U2 found work abroad (*Tables 8 and 9*).<sup>28</sup> However, the success rate during the export period strongly varies among Member States. For instance, a very high percentage of jobseekers with an authorisation from Malta (75%) and Portugal (73%) found work abroad, whereas the shares are lower in the Netherlands (1%), Belgium (3%), Switzerland (5%), and Denmark (5%) (*Table 8*). From the perspective of the receiving Member State, especially unemployed persons who moved to Switzerland (28%), Finland (30%), Luxembourg (24%), and the Netherlands (21%) found work in these Member States (*Table 9*).

Some of the main competent Member States (the Netherlands and Switzerland) and host Member States (Poland and Romania) show low success rates. For instance, the percentage of unemployed persons who received a PD U2 issued from the Netherlands and who found work abroad amounts to 1.2% (*Table 8*). Moreover, out of the 8,627 jobseekers with a PD U2 received by Poland, only 260 found a job in this Member State, or a 3.0% success rate. In Romania, the success rate equals 3.1% (*Table 9*).

More specifically, the Netherlands reported that as an issuing Member State, only 16 unemployed persons out of 2,515 who exported their unemployment benefit from the Netherlands to Poland found work during the export period, or 0.6%. From a receiving point of view, Poland reported that 58 out of 2,147 jobseekers from the Netherlands found work in Poland, or 2.7%. Although both percentages may not be equal, they both show that the success rate between the Netherlands and Poland is low. A closer look at the figures provided by the Netherlands shows that most of the flows between the Netherlands and Poland are unemployed persons, other than frontier workers, who resided in Poland and worked in the Netherlands, and thus export their unemployment benefit under Article 65(5)(b) of the Basic Regulation.

In order to assess the impact of the prolongation period, a distinction should be made between the success rate during the first three months of the export period and the success rate during the prolonged export period. For eight issuing Member States which are granting a prolongation it was possible to calculate the success rate for both periods (BE, DE, EE, ES, LU, PL, RO, and SK) (*Table 8*). The average success rate during the first three months amounts to 7.1%, the success rate during the prolonged period amounts to 4.8%, and the total success rate amounts to 9.3% (or an increase of some two percentage points compared to the success rate during the first three months). In most reporting Member

<sup>26</sup> This not the best denominator as also persons who are still seeking work abroad in 2020 on the basis of a PD U2 issued in 2019 should be taken into account. However, we do not know how many of the PDs U2 issued in 2019 are still valid. Moreover, it is better to analyse only those persons who have finalised their export period and of which the outcome is known (found work, returned to the competent Member State, stayed in the Member State where seeking work).

<sup>27</sup> The success rates during the export period could be compared to the chance of finding work (during the first three months or during the prolonged export period) on the labour market of the competent Member State or the chance of finding work (during the first three months or during the prolonged export period) by unemployed persons living in the Member State where they are seeking work. This comparison should give us an answer to the question whether or not the export leads to a higher chance of finding employment during the first three months or in the event of prolongation after six months. The thematic report of 2014 already discussed this question. Due to several methodological limitations, the results were tentative. For instance, we do not know if the unemployed persons exporting their unemployment benefit have characteristics similar to the 'native' unemployed persons. Therefore, more detailed information is required for a thorough calculation and comparison.

<sup>28</sup> Some 8.2% from the perspective of the competent Member State and some 7.0% from the perspective of the host Member State.

States, the success rate during the prolonged export period is lower than the success rate during the first three months. Only in Poland and Slovakia the success rate is higher during the prolonged period. In the Czech Republic, this is the case as well, but this Member State usually issues PDs U2 for the longer period by default, so we cannot truly speak about a prolongation.

Another indicator to measure the impact of the prolongation period is the calculation of the share of persons who found work in another Member State during this period. Based on *Table 8 (last column - from the perspective of the competent Member State)* it seems that of the persons who found work 25% did this during the prolongation period. However, on the basis of *Table 9 (last column - from the perspective of the host Member State)* this share decreases to 10%.

**Table 8 - The number of unemployed persons with a PD U2 who found work, by sending Member State, 2020**

Sending MS	Total number of PDs U2 issued (A)	No of prolongations granted (B)	No of persons who found work in another MS during the export period (C)	of which: No of persons who found work in another MS during the prolonged export period (if applicable) (D)	of which: No of persons who found work during the first 3 months E=(C-D)	Success rate during the first 3 months (E/A)	Success rate during the prolonged export period (D/B)	Total success rate (C/A)	Share of persons who have found work in another MS during the prolonged export period (D/C)
BE	796	101	20	0	20	2.5%	0.0%	2.5%	0.0%
BG	36	5			0	0.0%			
CZ	266	13	64	9	55	20.7%	69.2%	24.1%	14.1%
DK	2,415	0	130	0	130	5.4%		5.4%	0.0%
DE	8,219	4,307	739	207	532	6.5%	4.8%	9.0%	28.0%
EE	21	<5	<5		<5				
IE	300	0							
EL									
ES	569	166	114	9	105	18.5%	5.4%	20.0%	7.9%
FR	1,418								
HR	33	0	5	0	5	15.2%		15.2%	0.0%
IT*	363								
CY*	46	0	<5		<5				
LV	205	49	52		52	25.4%		25.4%	
LT	53	21	<5		<5	5.7%			
LU	202	0	14	<5	13	6.4%		6.9%	
HU	17								
MT	<5	<5	<5	0	<5	75.0%	0.0%	75.0%	0.0%
NL	3,052	6	36**		36	1.2%		1.2%	
AT	1,732								
PL	80	22	<5	<5	0	0.0%			100.0%
PT	350		255		255	72.9%		72.9%	
RO	11	<5	0	0	0	0.0%	0.0%	0.0%	
SI	32	<5							
SK	36	13	<5	<5	0	0.0%			100.0%
FI	115	0	7	0	7	6.1%		6.1%	0.0%
SE	150	0							
UK	292								
IS	2,061								
LI	<5	<5	0	0	0	0.0%	0.0%	0.0%	
NO	1,498								
CH	3,296		163		163	4.9%		4.9%	
<b>Total selection***</b>								<b>8.2%</b>	
<b>Only MSs granting prolongation****</b>						<b>7.1%</b>	<b>4.8%</b>	<b>9.3%</b>	<b>24.9%</b>

\* IT & CY: data concern reference year 2019.

\*\* NL: Cases in which the right to unemployment benefits was terminated on the ground that s/he had found work. This does not preclude that other clients, whose right to unemployment benefits was terminated on the basis of other grounds, such as the failure to submit an income statement, may also have found work.

\*\*\* Total selection: those Member States which reported the number of persons who found work in another Member State during the export period (column C) and the total number of PDs U2 issued (column A).

\*\*\*\* Only Member States granting prolongation: data available for BE, BG, DE, EE, ES, LV, LT, LU, PL, RO and SK.

Source: Administrative data PD U2 Questionnaire 2021

**Table 9 - The number of unemployed persons with a PD U2 who found work, by receiving Member State, 2020**

Receiving MS	Total number of PDs U2 or SEDs U008 received (A)	No of persons who found work in your MS during the export period (B)	of which: No of persons who found work in another MS during the prolonged export period (if applicable) (C)	Total success rate (B/A)	Share of persons who found work in another MS during the prolonged export period (C/B)
BE	399	45	<5	11.3%	
BG	736				
CZ	303	56	<5	18.5%	
DK	127	15	5	11.8%	33.3%
DE	661	117	19	17.7%	16.2%
EE	45	7		15.6%	
IE	65				
EL					
ES	1,114	83	7	7.5%	8.4%
FR	1,094				
HR	255	<5	<5		33.3%
IT*	131				
CY*	65	17	<5	26.2%	
LV	190				
LT	674	19		2.8%	
LU	80	19	<5	23.8%	
HU	739	42	8	5.7%	19.0%
MT	46	21	8	45.7%	38.1%
NL	411	88	11	21.4%	12.5%
AT	836				
PL	8,627	260	0	3.0%	0.0%
PT	1,717	68		4.0%	
RO	1,493	47	7	3.1%	14.9%
SI	21				
SK	878	78	<5	8.9%	
FI	104	31	11	29.8%	35.5%
SE	422	47	6	11.1%	12.8%
UK	693				
IS	67				
LI					
NO	273				
CH	695	263		37.8%	
<b>Total**</b>				<b>7.0%</b>	<b>9.8%</b>

\* IT & CY: data concern reference year 2019.

\*\* Total success rate only calculated for Member States that could provide data for column A and B. Share of persons who have found work in another MS during the prolonged export period only calculated for Member States that could provide data for column B and C.

Source: Administrative data PD U2 Questionnaire 2021

## 5. Average period of export

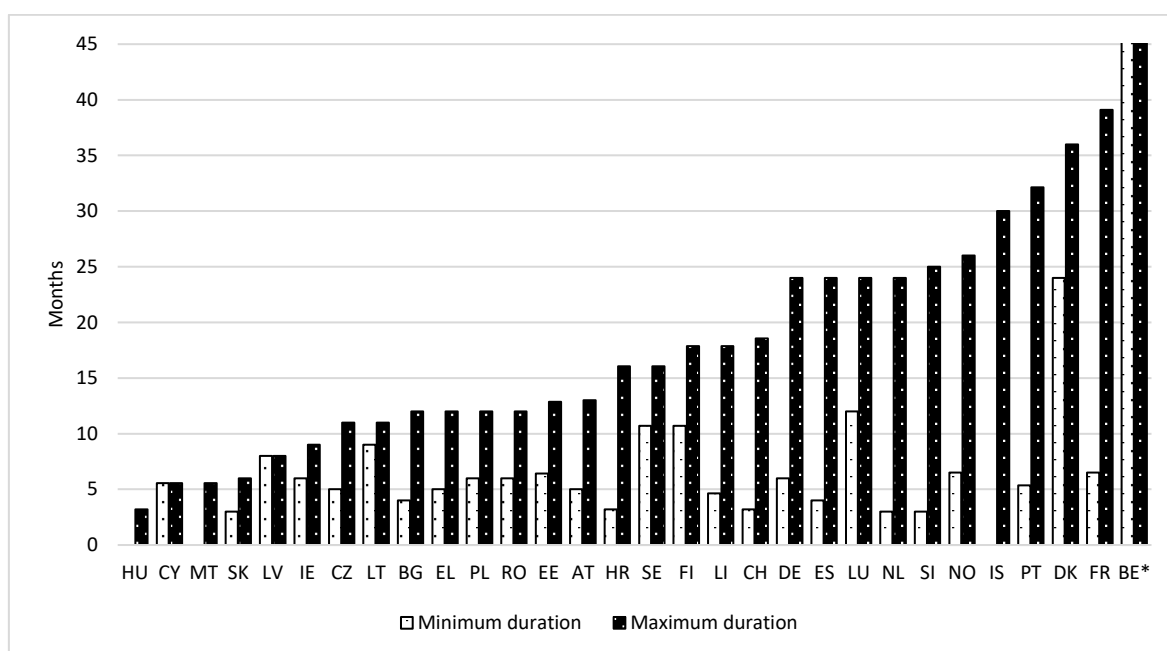
The unemployed person must fulfil several conditions to receive the unemployment benefit in another Member State. One of the conditions is that the person concerned must have been registered as a person seeking work and have remained available to the employment services of the competent Member State for at least four weeks after becoming unemployed. The competent institutions may nonetheless authorise departure before such time has expired.<sup>29</sup> This condition together with the time during which persons are entitled to an unemployment benefit might have an impact on the average period of export. Notably, if Member States with a short duration apply the four-week rule, the period of export might be very short to find a job in the chosen Member State.

The average period that persons are entitled to an unemployment benefit strongly differs among Member States (*Figure 2*). The duration of the unemployment benefit is longest in

<sup>29</sup> Article 64 (1) a) of the Basic Regulation.

Belgium, where an upper limit does not apply. In Hungary, on the other hand, the unemployment benefit is granted for 90 days at most. Consequently, if export is allowed from the fifth week onwards, workers might have the possibility to export the benefit for less than three months. As a result, an extension of the export period after 3 months is not possible in Hungary (see Table 6). Likewise, in Slovakia, the Netherlands and Slovenia, the minimum duration persons are entitled to an unemployment benefit is lower or equal to the export period of three months. In addition, in many Member States, the time during which persons are entitled to a benefit depends on the period of insurance/employment. Consequently, young people will receive an unemployment benefit during a shorter period compared to older people, while it can be assumed that most unemployed persons who look for a job abroad are young people.<sup>30</sup>

**Figure 2 - Minimum and maximum time during which persons are entitled to an unemployment benefit, in months, 2021**



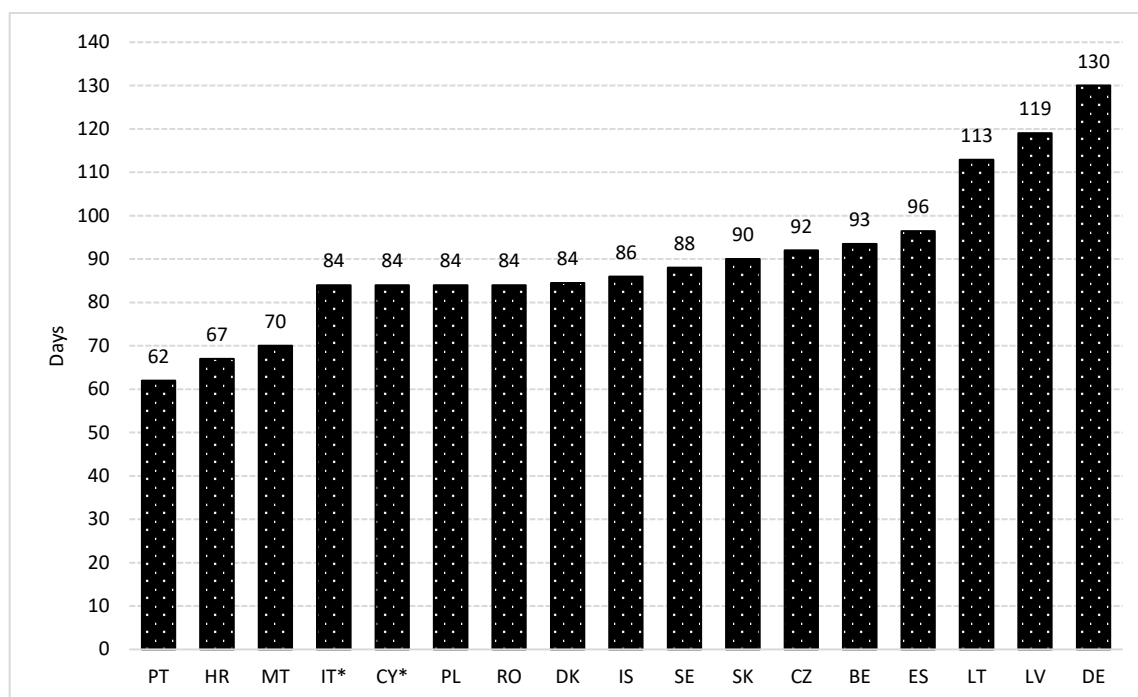
\* BE: unlimited duration.

Source: Own elaboration based on data from MISSOC

The questionnaire asked Member States for the average length of the export period during which the benefits were paid, which was provided by 15 Member States (data for IT and CY concerning reference year 2019 were added as well). In Lithuania, Latvia, and Germany, the average length of export is longest, as it amounts to more than 100 days (Figure 3). On the other side of the graph are Portugal, Croatia, and Malta, where the average period of export is 70 days or less. However, the bulk of the reporting member States are situated around an average exporting period of 90 days, and the median amounts to 86 days.

It is likely that the policies applied for granting a prolongation are a more important explanatory variable of the average period of export than the average time during which persons are entitled to an unemployment benefit. All three Member States with an export period of more than 100 days (LT, LV, and DE) may extend the period of three months up to a maximum of six months.

<sup>30</sup> For example, in the thematic report for reference year 2014 Sweden reported that "jobseekers between the ages of 30 and 39 used the opportunity to export their unemployment benefits [to] a slightly higher extent than other age categories."

**Figure 3 - Average period of export of unemployment benefit, in days, 2020**

\* IT & CY: data concern reference year 2019.

Source: Administrative data PD U2 Questionnaire 2021

## 6. Return to the competent Member State

The unemployed person must return to the competent Member State before the period during which the unemployment benefit is retained expires unless the provisions of the competent Member State are more favourable. If the person concerned does not return in time, (s)he will lose all entitlement to benefits of the competent Member State. Figures show, however, that only some 10.6% of the unemployed persons return to the competent Member State (*Table 10*). The most notable exceptions are Poland and Denmark, where respectively 100% and 61% of unemployed persons returned and registered with the employment services before the end of the export period. However, the fact that the person concerned does not return, does not necessarily imply that (s)he has found employment abroad (see the last column of *Table 10*). For instance, while 61% of unemployed persons returned to Denmark, only 5% found work abroad, indicating that 33% of persons with a PD U2 are still unaccounted for.

**Table 10 - The number of persons who returned and registered with the employment services in the competent Member State before the end of the export period, by sending Member State, 2020**

	Total No of PDs U2 or SEDs U008 issued (A)	No of persons who returned and registered with the employment services in the competent MS before the end of the export period (B)	% who returned and registered with the employment services in the competent MS before the end of the export period (B/A)	<i>Pre memoria:</i> % who found work abroad (Table 8 column C/A)
BE	796	<5		2.5%
BG	36			
CZ	266	15	5.6%	24.1%
DK	2,415	1,478	61.2%	5.4%
DE	8,219	69	0.8%	9.0%
EE	21	<5		
IE	300			
EL				
ES	569	36	6.3%	20.0%
FR	1,418			
HR	33	0	0.0%	15.2%
IT*	363			
CY*	46	<5		
LV	205	37	18.0%	25.4%
LT	53	<5		5.7%
LU	202	58	28.7%	6.9%
HU	17			
MT	<5	<5	25.0%	75.0%
NL	3,052	57	1.9%	1.2%
AT	1,732			
PL	80	80***	100.0%	
PT	350	51	14.6%	72.9%
RO	11	0	0.0%	0.0%
SI	32			
SK	36	<5		
FI	115	15	13.0%	6.1%
SE	150	23	15.3%	
UK	292			
IS	2,061	331	16.1%	
LI	<5	<5	100.0%	0.0%
NO	1,498			
CH	3,296	70	2.1%	4.9%
<b>Total **</b>	<b>21,981</b>	<b>2,332</b>	<b>10.6%</b>	<b>8.2%</b>

\* IT & CY: data concern reference year 2019.

\*\* Total: only for those Member States which reported the total number of PDs U2 issued (column A) and the number of persons who returned (column B).

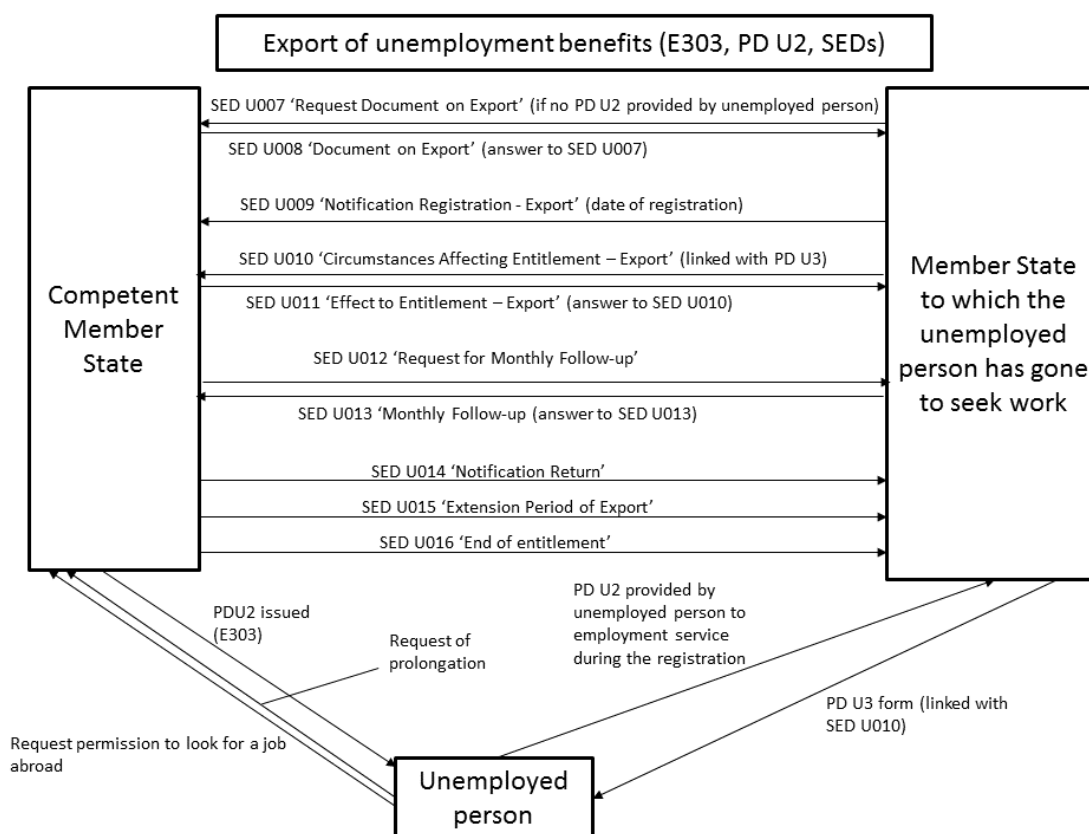
\*\*\* PL reported that 92 persons returned registered with the employment services in the competent MS before the end of the export period. However, this is more than the 80 PDs U2 which were issued, which would give a share of return of 115%. Therefore, this number was made equal to 80.

Source: Administrative data PD U2 Questionnaire 2021

## 7. Practical implementation of the rules

Figure 4 provides an overview of the current flow of documents between the unemployed person and the Member States involved. This enables us to discuss the related administrative concerns.

**Figure 4 - The current and future flow of documents applicable to the export of unemployment benefits**



Source: Own elaboration

As already noted, a PD U2 grants the unemployed person an authorisation to export his or her unemployment benefit to another Member State to seek work there. With this PD U2, the unemployed person must register as a person seeking work with the employment services of the Member State to which (s)he has gone. The institution in this Member State must inform the competent institution about the registration by means of a Structured Electronic Document (SED)<sup>31</sup> U009 'Notification Registration - Export'. When the unemployed person registers without a PD U2, the institution in the Member State to which the unemployed person has gone requests the document on export from the competent institution by means of an SED U007 'Request Document on Export' and indicates the date of registration. The competent institution provides the institution in the Member State to which the unemployed person has gone with the requested document (SED U008, 'Document on Export')<sup>32</sup> and continues to pay the unemployment benefit of the unemployed person. The latter may request an extension of the export period for another three months up to a maximum of six months. If the competent institution extends the export period it must inform the institution in the Member State to which the unemployed person has gone about the extension by means of an SED U015 'Extension Period of Export'.

The competent institution may request a monthly follow-up from the institution in the Member State to which the unemployed person has gone (by means of a PD U2 (point 3.2 of the document) or an SED U012 'Request for Monthly Follow-up'). If a monthly follow-up is requested, each month the institution in the Member State to which the unemployed person has gone has to confirm that the unemployed person still complies with the

<sup>31</sup> All communication between national institutions on cross-border social security takes place by using structured electronic documents.

<sup>32</sup> However, only the body of the SED U008 provides information on the entitlement.

procedures by means of an SED U013 *'Monthly Follow-up'*. If any circumstances occur which could affect the entitlement to an unemployment benefit (the person has taken up employment, has become self-employed, has refused a job offer or interview request, etc.) the institution in the Member State to which the unemployed person has gone has to inform the competent institution by means of an SED U010 *'Circumstances Affecting Entitlement – Export'* and the unemployed person by means of a PD U3 *'Circumstances likely to affect the entitlement to unemployment benefits'*.

Most Member States report that they have no specific problems with the practical implementation of the rules. The problems/concerns most frequently reported are:

- delays in or not receiving confirmation of the registration (SED U009) of the unemployed person with the unemployment services in the Member State where (s)he is seeking work with a PD U2 (reported by BG, CZ, HR, and SK);
- delays in or not receiving a monthly follow-up (SED U013) (reported by BG, CZ, EE, HR, and SK);
- delays in reporting circumstances which could affect the entitlement (SED U010) (reported by ES and SE);
- no or a delayed reply to the question whether a person has been granted a PD U2 (SED U007) (reported by CZ and SE).

Some Member States stated that EESSI (i.e., Electronic Exchange of Social Security Information) has (or will have) a positive impact on the exchange of information between Member States.

Finally, it cannot be forgotten that Article 55(6) of Regulation 987/2009 offers Member States the possibility to enhance the bilateral procedures concerning the follow-up of jobseekers.<sup>33</sup> Finally, some Member States<sup>34</sup> indicated that there is a certain lack of knowledge with unemployed persons about the possibility to export the unemployment benefits. Therefore, the questionnaire also asked about any information campaigns or awareness-raising events carried out by the Member States.

## 8. Awareness-raising policies

Knowledge about the export of benefits is not only lacking among the unemployed, but also among employment services of some Member States. Some Member States did report that they organised informative events, seminars, or trainings to increase awareness. Furthermore, necessary information is usually available online, and information is often provided through the EURES network, the European cooperation network of employment services, designed to facilitate the free movement of workers<sup>35</sup>.

Nonetheless, we tend to conclude that efforts to increase awareness and knowledge about the export rules are (still) needed. If unemployed persons are not aware of their rights/duties, they might also fail to assert/fulfil them when they move to another Member State without a PD U2. For instance, despite the large outflow of people from Poland and Romania, we observe that these Member States only granted a limited number of

<sup>33</sup> "The competent authorities or competent institutions of two or more Member States may agree amongst themselves specific procedures and time-limits concerning the follow-up of the unemployed person's situation as well as other measures to facilitate the job-seeking activities of unemployed persons who go to one of those Member States under Article 64 of the Basic Regulation."

<sup>34</sup> CZ, LV, LT, SK, and NO.

<sup>35</sup> See <https://ec.europa.eu/eures/public/homepage>



authorisations to export the unemployment benefit.<sup>36</sup> This creates a risk that mobile persons do not take up their social rights in a cross-border context. It is difficult to estimate the extent of this risk. The fact that the employment services of the Member State to which the unemployed person has gone will inform the competent institution if the unemployed person registers without a PD U2, somewhat avoids this risk.

## 9. Fraud and error

Finally, Member States were asked to describe/quantify cases of fraud and error related to PD U2. However, many Member States were not able to provide data or did not fill out the question<sup>37</sup>. The majority of the reporting Member States stated that no cases of fraud or error were detected<sup>38</sup>. Only three Member States reported cases of fraud and error, namely Belgium, Denmark, and Greece.

The reasons mentioned for this inappropriate use are often connected to the fulfilment of the conditions by the unemployed persons before leaving and upon arrival. For instance, Greece mentioned that unemployed persons sometimes depart to another Member State without informing the competent institution and without applying for a PD U2, they do not remain available to the employment services of the competent Member State for at least four weeks after becoming unemployed, or they do not register as unemployed in the receiving Member State within seven days of arrival. As already mentioned in *section 8*, this indicates that many unemployed persons might still not be aware of their rights and obligations. Additionally, Belgium mentions two cases of intentional fraud where one person was denied a PD U2 but still submitted unemployment cards to continue to receive benefits, and another person deceived the competent institution by stating a wrong data of arrival.

In terms of efforts, Belgium reported 3 audits or investigations. While Hungary did not report any cases of fraud and error, 193 audits or investigations were performed, 27 human resources were allocated, and € 400 financial resources were allocated.

Only Belgium and Denmark were able to quantify the cases of inappropriate use, as mentioned in *Table 11*. In Belgium, two cases of fraud were detected in which € 9,373 was involved, and one case of error for which the amount involved was not yet calculated. In Denmark, 4 cases of fraud and 19 cases of error were detected. Although no specific reasons were provided, the amounts involved could be broken down between the repayment of the benefit and the administrative sanction. In total, the 19 cases of inappropriate use in Denmark amounted to € 40,317.

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<sup>36</sup> Based on 2013 data from the EU Labour Force Survey, it was estimated that more than 90,000 people were unemployed when they moved to another Member State. The number of authorisations granted to export the unemployment benefit has remained around 30,000 PDs U2, meaning that there is a formal non-take-up of this social right by 2 out of 3 unemployed people who have moved to another Member State. However, in reality, a (large) group of unemployed people may in fact have exported their unemployment benefit abroad without reporting it (i.e., informal take-up).

<sup>37</sup> This is the case for UK, NL, CH, PT, SI, LT, LV, DE, FR, BG, and AT.

<sup>38</sup> This is the case for CZ, EE, IE, ES, HR, LU, HU, MT, PL, RO, SK, FI, LI, IS, SE, and NO.

**Table 11 - Number of cases of fraud and error identified in case of export of unemployment benefits, 2020**

	Number of cases identified	Amount involved (in €)	Reason
BE	1	3,437	Fraud: PD U2 was refused, but person continued to receive benefits by submitting unemployment cards
	1	5,936	Fraud: person applied for a PD U2 from a certain date but had been abroad long before this date
	1		Error: the person introduced "ordinary" unemployment cards for without indicating that she was no longer in Belgium.
DK	4	10,733	Fraud: Repayment of benefit
		18,777	Fraud: Administrative sanction
	19	8,570	Error: Repayment of benefit
		2,237	Error: Administrative sanction

Source: Administrative data PD U2 Questionnaire 2021

Finally, from 1 July 2019 - 1 January 2020 a pilot study was carried out in the Netherlands at two regional offices of UWV (i.e., the competent institution). In this pilot study, it was investigated whether granting intensive services in the four week period (according to Article 64 (1) (a) BR) to beneficiaries eligible to export their unemployment benefit leads to better compliance with the conditions for export.

The main conclusions of the pilot study were:

- The UWV officers were successful in keeping in touch with the beneficiaries and checking whether they fulfilled their obligations;
- At the two regional offices who carried out the pilot study, there was a decrease in the number of export applications compared to other regional UWV offices. It is not possible to say what caused this decline;
- There are no indications that the intensive service provision in the pilot led to an increase in the number of work resumptions within the four-week period.

Follow-up: the information provision to beneficiaries will be improved via various channels.

## Annex I Bilateral flows of incoming and outgoing jobseekers

**Table A1 - Total number of PDs U2 or SED U008 issued, column percentage, 2020**

		Sending 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
Receiving Member State	BE		3%		1%		0%	0%	7%	25%	0%		4%		2%	3%	0%	0%	1%		3%			0%	6%	6%		3%	1%	0%	0%	0%	4%	
	BG	1%			6%		5%	0%	2%	0%	0%		41%		0%	1%	0%	0%	25%	1%		0%		6%	0%	0%	0%	1%	0%	1%	0%	1%	2%	
	CZ	0%	0%		2%		0%	5%	1%	1%	0%		4%		0%	1%	0%	0%	0%	0%		0%		0%	19%	0%	8%	4%	0%	0%	1%		2%	
	DK	0%	3%				0%	0%	1%	5%	3%		0%		2%	1%	0%	0%	0%	0%		5%		0%	3%	5%	2%	2%	0%	0%	3%		1%	
	DE	5%	53%		8%		5%	1%	22%	22%	58%		0%		26%	6%	65%	50%	2%		36%			13%	28%	17%	4%	1%	0%	0%	3%		7%	
	EE	0%	0%		1%			0%	0%	0%	0%		0%		0%	0%	0%	0%	0%	0%		0%		0%	0%	0%	0%	0%	0%	0%	1%		0%	
	IE	0%	0%		0%			0%	4%	0%	3%		0%		4%	0%	0%	0%	0%	0%		8%		0%	0%	0%	0%	1%	0%	0%	0%	0%	0%	
	EL	3%	0%		2%		0%	0%	1%	0%	0%		15%		0%	4%	0%	0%	0%	1%		0%		0%	0%	0%	0%	0%	1%	0%	0%	1%		1%
	ES	11%	3%		6%		14%	2%		9%	0%		2%		11%	4%	0%	0%	0%	3%		3%		0%	3%	13%	7%	4%	100%	3%		5%		
	FR	40%	6%		3%		14%	3%	8%		3%		0%		4%	20%	0%	0%	1%		5%		0%	14%	11%	10%	1%	0%	1%		1%		5%	
	HR	0%	0%		1%		0%	0%	0%	0%			0%		0%	0%	0%	0%	0%	0%		0%		13%	3%	1%	0%	1%	0%	1%		1%	0%	
	IT	5%	0%		3%		0%	2%	11%	11%	0%		2%		9%	8%	0%	0%	1%		1%		0%	3%	5%	2%	1%	0%	1%		1%		3%	
	CY	0%	0%		0%		0%	0%	0%	0%	0%				0%	0%	0%	0%	0%	0%		0%		0%	0%	0%	1%	1%	0%	0%	0%	0%	0%	
	LV	0%	0%		2%		5%	3%	0%	0%	0%		0%		4%	0%	0%	0%	0%	0%		0%		0%	0%	0%	0%	2%	4%	0%	3%		2%	
	LT	0%	0%		6%		0%	8%	0%	0%	0%		4%			0%	0%	0%	0%	0%		0%		0%	0%	1%	5%	8%	0%	19%		5%		
	LU	0%	0%		0%		0%	0%	0%	3%	0%		0%		0%		0%	0%	0%	0%		0%		0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	
	HU	1%	0%		2%		0%	1%	1%	0%	0%		0%		0%	0%	0%		0%	1%		0%		0%	0%	1%	2%	1%	0%	0%	0%	1%		
	MT	0%	0%		0%		0%	0%	1%	0%	0%		0%		0%	0%	0%	0%	0%	0%		0%		0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	
	NL	5%	8%		2%		10%	1%	4%	0%	0%		0%		2%	3%	0%	0%			11%		0%	0%	0%	1%	1%	0%	0%	0%	1%		1%	
	AT	1%	19%		1%		5%	1%	2%	0%	21%		0%		0%	1%	29%	0%	0%		4%		38%	6%	5%	1%	0%	0%	0%	0%	0%	1%		
	PL	12%	0%		21%		0%	61%	2%	0%	0%		2%		0%	2%	0%	0%	0%	82%		4%		0%	8%	5%	35%	62%	0%	44%		41%		
	PT	5%	0%		2%		5%	0%	4%	0%	0%		0%		2%	38%	0%	0%	1%		0%		0%	3%	2%	3%	3%	0%	1%		2%			
	RO	2%	0%		14%		0%	1%	5%	0%	0%		11%		0%	1%	0%	0%	1%		0%		0%	0%	0%	0%	1%	2%	0%	3%		4%		
	SI	0%	0%		0%		0%	1%	0%	0%	3%		0%		0%	0%	0%	0%	0%	0%		0%		0%	0%	1%	0%	0%	0%	0%	0%	0%		
	SK	0%	0%		3%		5%	3%	0%	0%	0%		4%		0%	0%	0%	0%	25%	1%		0%		9%		1%	10%	2%	0%	3%		2%		
	FI	0%	0%		0%		29%	0%	2%	1%	0%		0%		2%	0%	0%	0%	0%	0%		0%		0%	0%	6%	0%	0%	0%	0%	0%	1%		
	SE	1%	6%		3%		0%	0%	3%	1%	3%		2%		13%	0%	6%	0%	1%		0%		3%	3%		0%	1%	0%	4%		2%			
UK	3%	0%		4%		5%	6%	15%	1%	0%		7%		4%	1%	0%	0%	1%		1%		6%	3%	7%		1%	0%	3%		3%				
IS	0%	0%		2%		0%	0%	0%	1%	0%		0%		2%	0%	0%	0%	0%	0%		19%		0%	0%	0%	0%	0%	0%		1%				
LI	0%	0%		0%		0%	0%	0%	0%	0%		0%		0%	0%	0%	0%	0%	0%		0%		0%	0%	0%	0%	0%	0%		0%				
NO	0%	0%		5%		0%	0%	1%	1%	6%		0%		9%	0%	0%	0%	0%	0%		1%		0%	0%	12%	0%	1%	0%		1%				
CH	3%	0%		1%		0%	0%	4%	16%	0%		0%		4%	1%	0%	0%	1%		0%		13%	0%	1%	1%	0%	0%	0%	0%	2%				
Unknown																																		
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%	100%	100%	100%	100%	100%	100%		

\* IT and CY: data concern reference year 2019.

\*\* PL reported PDs U2 or SED U008 which were issued for which PL itself was the receiving Member State.

\*\*\* A breakdown by receiving Member State was not available for CZ, DE, IT, LV, AT, PT, RO, FI, and CH.

Source: Administrative data PD U2 Questionnaire 2021

Table A2 - Total number of PDs U2 or SED U008 received, column percentage, 2020

		Receiving 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
Sending Member State	BE	2%	2%	1%	0%	2%				24%	0%	0%	0%	0%	3%	1%	2%	10%		1%				0%	0%	0%	0%	2%	3%	1%	1%	1%	3%
	BG	0%		0%	0%	0%				1%	0%	2%	0%	0%	0%	0%	1%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
	CZ	2%	7%	1%	0%	0%				2%	0%	2%	0%	0%	0%	2%	1%	0%	0%	0%	0%	0%	0%	17%	0%	2%	1%	1%	1%	1%	1%	2%	
	DK	4%	19%			31%	2%			2%	7%	11%	20%	4%	6%	11%	12%		6%				0%	8%	7%	16%	14%	64%		46%	9%		
	DE	8%	53%	31%		20%	11%			6%	70%	34%	10%	15%	61%	13%	24%		34%				33%	24%	27%	28%	12%	7%	17%	17%	31%		
	EE	0%	0%	0%			0%			0%	0%	2%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	
	IE	0%	1%	1%		2%				2%	3%	2%	9%	0%	3%	2%	1%		5%				0%	7%	0%	0%	2%	0%	0%	0%	4%		
	EL	1%	0%	2%		0%	0%			0%	0%	23%	0%	3%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	2%	0%	1%	0%	0%	
	ES	10%	3%	2%		0%	26%			16%	1%	0%	0%	1%	1%	20%	7%		0%				5%	0%	13%	6%	20%	3%	2%	2%	3%		
	FR	53%	2%	8%		4%	14%				1%	6%	0%	29%	1%	22%	14%		1%				14%	1%	12%	7%	18%	3%	5%	4%			
	HR	0%	0%	0%		0%	0%			0%		0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1%	0%	
	IT	3%	0%	2%		0%	2%			0%	0%	0%	0%	5%	1%	0%	2%		0%				10%	1%	0%	1%	2%	0%	1%	0%	1%	0%	
	CY	0%	3%	0%		0%	0%			0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	
	LV	1%	0%	2%		4%	3%			0%	0%	3%	1%	4%	0%	4%	2%		0%				0%	0%	0%	0%	4%	1%	3%	2%	0%		
	LT	1%	0%	0%		0%	0%			0%	0%	2%		0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	2%	0%	1%	2%	0%	
	LU	1%	0%	2%		2%	2%			3%	0%	0%	0%	0%	0%	0%	2%		0%				0%	0%	0%	0%	0%	1%	0%	0%	0%	0%	
	HU	0%	0%	0%		0%	3%			0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
	MT	0%	0%	0%		0%	0%			1%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
	NL	6%	2%	2%		4%	0%			0%	1%	3%	1%	0%	1%	0%						25%		5%	3%	0%	5%	4%	0%	1%	15%		
	AT	2%	3%	5%		7%	0%			4%	7%	3%	0%	13%	13%	9%	6%		2%				14%	10%	0%	4%	5%	0%	3%	4%			
	PL	0%	0%	0%		0%	15%			10%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1%		
	PT	2%	1%	2%		0%	0%			5%	0%	0%	0%	0%	18%	0%	0%	1%		0%			0%	0%	0%	0%	1%	3%	1%	0%	1%		
	RO	0%	0%	0%		0%	0%			0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	
	SI	0%	0%	1%		0%	0%			0%	1%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	
	SK	0%	0%	0%		0%	2%			0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	
	FI	1%	0%	2%		9%	0%			1%	0%	0%	0%	1%	0%	2%	1%		0%				0%	0%	0%	3%	2%	0%	4%	0%	1%		
	SE	2%	0%	2%		0%	0%			2%	1%	2%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1%	0%	7%	1%		
	UK	0%	0%	2%		0%	11%			11%	0%	5%	1%	0%	1%	0%	1%	1%	1%	1%	1%	1%	1%	5%	3%	0%	0%	1%	0%	1%	0%	2%	
IS	0%	2%	17%		4%	0%			0%	4%	2%	24%	1%	3%	0%	1%		15%				10%	4%	0%	3%	2%	0%	5%	10%				
LI	0%	0%	0%		0%	0%			0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%		
NO	0%	2%	12%		11%	3%			1%	2%	0%	31%	0%	0%	9%	2%		6%				0%	4%	0%	8%	2%	6%		5%				
CH	3%	1%	4%		0%	6%			8%	2%	2%	1%	5%	9%	4%	8%		2%				5%	19%	8%	4%	8%	1%	2%	4%				
Unknown																															3%		
<b>Total</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>			<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>	<b>100%</b>		

\* CY: data concern reference year 2019.

\*\* BE, SE, and IS reported PDs U2 or SED U008 received for which BE, SE, and IS themselves were the competent Member State.

\*\*\* A breakdown by competent Member State was not available for CZ, DE, ES, IT, LV, AT, PT, RO, and CH.

Source: Administrative data PD U2 Questionnaire 2021

## Annex II PD U2 Questionnaire

## 1. Export of unemployment benefits from your Member State in accordance with Article 64 of Regulation (EC) No 883/2004

Receiving Member State	No of PD U2 or SED U008 issued (1)		Export prolongations		Reintegration in the labour market		Return to competent MS Length of export period	
	No of PD U2 or SED U008 issued for up to 3 months	No of PD U2 or SED U008 issued for more than three months (2)	No of requests for prolongation of export beyond the minimum period of 3 months	No of prolongations granted	No of persons who found work in another MS during the export period	Of which: No of persons who found work in another MS during the prolonged export period (if applicable)	No of persons who returned and registered with the employment services in your MS before the end of the export period	Average length of the export period during which the benefits were paid
Belgium								
Bulgaria								
Czech Republic								
Denmark								
Germany								
Estonia								
Ireland								
Greece								
Spain								
France								
Croatia								
Italy								
Cyprus								
Latvia								
Lithuania								
Luxembourg								
Hungary								
Malta								
Netherlands								
Austria								
Poland								
Portugal								
Romania								
Slovenia								
Slovak Republic								
Finland								
Sweden								
United Kingdom								
Iceland								
Liechtenstein								
Norway								
Switzerland								
Total								

(1) Please count only one document per individual case. If you issue both a PD U2 and a SED U008 in an individual case, count only one of these documents per case. Do not count documents that have been revised or corrected.

(2) Please count here documents issued by the institutions directly for a longer than the minimum period of three months (without recourse to a prolongation procedure).

Additional comments (data sources, data limitations etc.):.....

2. Export of unemployment benefits to your Member State in accordance with Article 64 of Regulation (EC) No 883/2004

Competent Member State	Registrations	Reintegration in the labour market	
	No of persons who registered as a jobseeker on the basis of PD U2 or on the basis of SED U008 (1)	No of persons who found work in your MS during the export period	Of which: No of persons who found work in your MS during the prolonged export period (if applicable)
Belgium			
Bulgaria			
Czech Republic			
Denmark			
Germany			
Estonia			
Ireland			
Greece			
Spain			
France			
Croatia			
Italy			
Cyprus			
Latvia			
Lithuania			
Luxembourg			
Hungary			
Malta			
Netherlands			
Austria			
Poland			
Portugal			
Romania			
Slovenia			
Slovak Republic			
Finland			
Sweden			
United Kingdom			
Iceland			
Liechtenstein			
Norway			
Switzerland			
Total			

(1) If both a PD U2 or a SED U008 were issued in an individual case, please count only one of these documents per case.

3. Have you carried out any information campaigns or awareness-raising events on the EU rules on export of unemployment benefits in your country? If yes, which ones and for which target groups (citizens, employment services, etc.)?
4. Have you carried out an assessment, survey, or study at national level on the export of unemployment benefits in the past? If yes, please refer to or present the results?
5. Does your Member State have criteria for assessing requests for prolongation of the period of export? If yes, what are they? If not, on what basis do you assess the requests for prolongation?
6. What is your Member State's experience of the practical implementation of the rules on export of unemployment benefits?
7. Are you aware of cases of fraud or error with regard to the portable document U2? If so, can you describe and quantify such cases detected in the reference period? In order to interpret this information, it is necessary to know how many surveys or investigations there have been in total. Where full information is not available, a partial response is still valuable.

8. What are the national procedures in your Member State for dealing with complaints of unemployed persons concerning the export of unemployment benefits? (These can concern complaints regarding the various steps of the procedure (for example: a refusal to authorise the export, a refusal to prolong the export period, delays in the payments of benefits, etc.).)



## Annex III Portable Document U2

Coordination of Social  
Security Systems

U2



## Retention of unemployment benefit entitlement

EU Regulations 883/04 and 987/09

## INFORMATION FOR THE HOLDER

You may receive unemployment benefit up to the date shown in box 2 from your institution issuing this document, if you:

- are moving to another EU State to look for work.
- register as a jobseeker with the employment services in that State, submit to their control procedures.
- register within 7 days (see box 2) of the date you ceased to be available to the employment service of the State you left. If you register after this date, your benefit will only be paid from the day you register.
- continue to meet the conditions of the Member State you left.
- meet the conditions of the Member State where you are seeking work.

## 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				

## 2. PERIODS FOR WHICH UNEMPLOYMENT BENEFITS MAY BE PAID BY THE INSTITUTION ISSUING

## THIS DOCUMENT

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

2.1 From  and either 2.2.1 to (date)  
or 2.2.2 for a maximum of (days)

Benefit is payable in principle if the holder registered with the employment service in the State where he/she is seeking work

2.3 at the latest by

and can continue to be paid for the above period if he/she remains registered and subject to controls by the State where he/she is seeking work throughout the period. However benefits can only continue to be paid from the date in 2.1 and for as many days as the entitlement to unemployment benefits under the law of the office issuing this document exists.

U2



## Retention of unemployment benefit entitlement

## 3. SUPPLEMENTARY INFORMATION FOR THE HOLDER

## 3.1 Notification of registration

The employment service in the State where you are seeking work must immediately inform the office that issued this document of the date on which you first registered in its territory and of your address there.

## 3.2 Monthly reporting

The employment service in the State where you are seeking work

3.2.1 is required

3.2.2 is not required to send monthly reports to the office that issued this document

## 3.3 Changes of circumstances

The payment of benefits may be suspended by the State issuing this document if any of the circumstances below occur. The employment service where you are seeking work must immediately notify the issuing State if any of the following applies to you and from which date. You:

- + take up employment or become self-employed
- + receive earnings from an activity other than those mentioned above
- + refuse a job offer or interview request from the employment services
- + refuse to participate in occupational rehabilitation
- + are suffering from incapacity for work
- + do not submit to control procedures
- + are not available to the employment services
- + other

## 4. INSTITUTION COMPLETING THE FORM

4.1 Name

4.2 Street, N°

4.3 Town

4.4 Post code

4.5 Country code

4.6 Institution ID

4.7 Office fax N°

4.8 Office phone N°

4.9 E-mail

4.10 Date

4.11 Signature

STAMP

## GETTING IN TOUCH WITH THE EU

### **In person**

All over the European Union there are hundreds of Europe Direct information centres. You can find the address of the centre nearest you at:

[https://europa.eu/european-union/contact\\_en](https://europa.eu/european-union/contact_en)

### **On the phone or by email**

Europe Direct is a service that answers your questions about the European Union. You can contact this service:

- by freephone: 00 800 6 7 8 9 10 11 (certain operators may charge for these calls),
- at the following standard number: +32 22999696 or
- by email via: [https://europa.eu/european-union/contact\\_en](https://europa.eu/european-union/contact_en)

## FINDING INFORMATION ABOUT THE EU

### **Online**

Information about the European Union in all the official languages of the EU is available on the Europa website at: [https://europa.eu/european-union/index\\_en](https://europa.eu/european-union/index_en)

### **EU publications**

You can download or order free and priced EU publications at:

<https://op.europa.eu/en/publications>. Multiple copies of free publications may be obtained by contacting Europe Direct or your local information centre (see [https://europa.eu/european-union/contact\\_en](https://europa.eu/european-union/contact_en)).

### **EU law and related documents**

For access to legal information from the EU, including all EU law since 1952 in all the official language versions, go to EUR-Lex at: <http://eur-lex.europa.eu>

### **Open data from the EU**

The EU Open Data Portal (<http://data.europa.eu/euodp/en>) provides access to datasets from the EU. Data can be downloaded and reused for free, for both commercial and non-commercial purposes.

