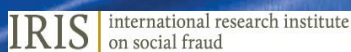




# Aggregation of periods for unemployment benefits

Report on U1 Portable Documents for mobile workers  
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) U1:** This document is a statement of insurance periods to be taken into account when calculating an unemployment benefit.

**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).

**EU/EFTA movers:** EU-28 or EFTA citizens who reside in an EU-28 or EFTA country other than their country of citizenship.

**Frontier workers:** persons who pursue their occupation in the territory of a Member State which is different than their Member State of residence to which they return as a rule daily or at least once a week.



## Summary of main findings

The EU rules on the coordination of social security systems<sup>1</sup> are based on some key principles protecting the social security rights of persons moving within Europe: *a)* the determination of a single applicable legislation; *b)* the prohibition of discrimination, reinforced by the equal treatment of cross-border facts and events (i.e. principle of assimilation); *c)* the exportability of benefits; and *d)* the aggregation of insurance periods.<sup>2</sup> The latter, the principle of aggregation,<sup>3</sup> intends to eliminate disadvantages for persons who have been affiliated under different social security systems and are confronted with the fact that national social security systems often require a minimum period of affiliation in order to access social benefits.

Indeed, in most Member States<sup>4</sup> entitlement to an unemployment benefit is dependent on the condition that the unemployed person has worked/been insured during a certain period preceding the application for an unemployment benefit (i.e. qualifying period). However, in some cases, the period of insurance, employment or self-employment of an EU/EFTA mover might be insufficient to be entitled to an unemployment benefit of the Member State of last activity (i.e. competent Member State). In such cases, additional periods completed by the person in another Member State and proven by a Portable Document U1 (PD U1) are required.<sup>5</sup> These periods should be taken into account by the Member State of last activity when determining access to an unemployment benefit. In that respect, the number of PDs U1 received depends on several variables: 1) the inflow of EU/EFTA movers of working age, 2) their risk of becoming unemployed, 3) their period of insurance, employment or self-employment completed in the Member State of last activity and finally, 4) the qualifying period. To what extent these variables, and thus the number of PDs U1 issued/received, have been affected by the COVID-19 pandemic is discussable. On the one hand, the COVID-19 pandemic and the restrictions on freedom of movement imposed by Member States appear to have significantly reduced labour mobility from one Member State to another. As a result, the inflow of EU/EFTA movers of working age has been lower compared to previous years. However, this does not necessarily imply that less PDs U1 will be issued in 2020. Indeed, the probability of becoming unemployed was significantly higher during the COVID-19 pandemic. Therefore, no conclusions will be drawn about the impact of the pandemic on the number of PDs U1 issued/received in 2020.

The scope of the report is limited to the number of PDs U1 received from EU/EFTA movers who became unemployed in their Member State of last activity and needed additional periods completed in a Member State other than the competent Member State to be entitled to an unemployment benefit. However, a PD U1 might also be asked for other situations.<sup>6</sup> Some Member States provided data on the total group of persons for which a PD U1 was received without making a selection for those issued under Article 61 of the Basic

<sup>1</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>2</sup> 'Sincere transnational cooperation' between the competent public authorities is generally considered as the fifth principle.

<sup>3</sup> Article 6 of the Basic Regulation.

<sup>4</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.

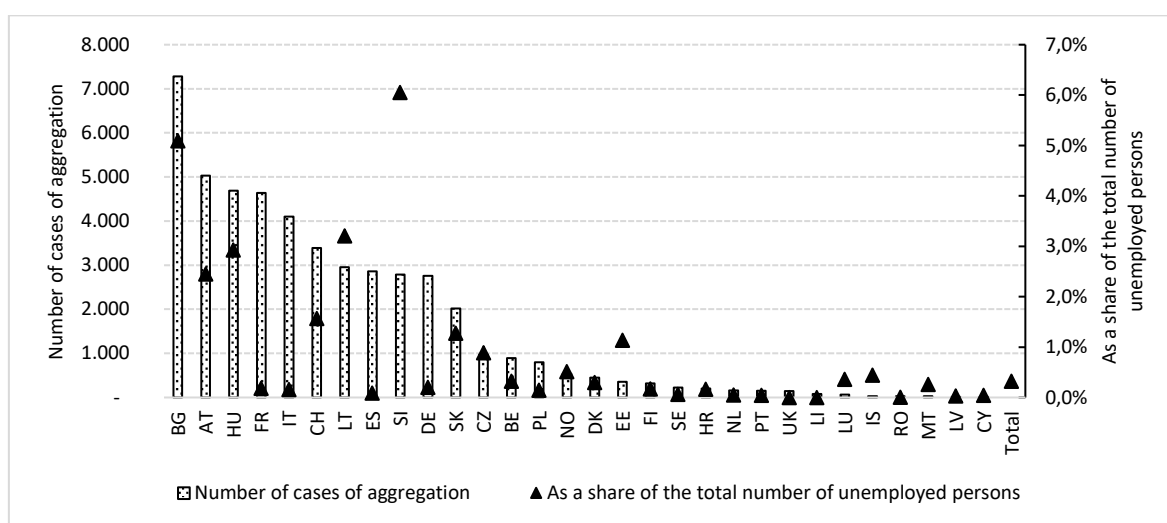
<sup>5</sup> These rules and conditions apply to EU citizens in the UK and to UK citizens in the EU provided they are protected by the EU-UK Withdrawal Agreement. If one acquired any social security rights before 31 December 2020, the EU-UK Withdrawal Agreement sets out the general rules for the protection of these rights.

<sup>6</sup> For instance, for outgoing frontier workers and other cross-border workers who became unemployed in their Member State of last activity. Frontier workers will receive their unemployment benefit from the competent institution in their Member State of residence. Other cross-border workers have the right to choose: either they remain in the Member State of last activity and are entitled to an unemployment benefit from that Member State; or they return to the Member State of residence and are entitled to an unemployment benefit from that Member State.

Regulation. Consequently, there are several reservations concerning the validity of the data, which affect the analysis and conclusions.

For reference year 2020, some 48,000 cases of aggregation of periods for unemployment were reported by 30 Member States.<sup>7</sup> In these cases, the period of insurance, employment or self-employment in the Member State of last activity was not long enough to become immediately entitled to an unemployment benefit from that Member State. In most of the cases, the Member State of last activity was Bulgaria (7,283), Austria (5,030), Hungary (4,686), and France (4,641). Furthermore, Italy (data 2019) and Switzerland reported more than 3,000 cases of aggregation.

**Figure Number of cases of aggregation of periods for unemployment, by Member State of last activity, 2020**



\* Data for IT concern reference year 2019. Data for IS concern reference year 2016.

Source: Questionnaire on aggregation of periods for unemployment benefits 2021; Eurostat [une\_rt\_a] (2019 figures)

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

In most cases, the period of insurance, employment or self-employment of the Member State of last activity was aggregated with an additional period completed in the United Kingdom and to a lesser extent in Austria, Germany, and Switzerland. These results suggest that the figures reported by several Member States particularly include unemployed frontier and seasonal workers who claimed an unemployment benefit in their Member State of residence instead of their Member State of last activity. For instance, this might be the case for the reported figures by Bulgaria (mainly from the UK), Hungary (mainly from Austria), Lithuania (mainly for the UK), and Slovenia (mainly from Austria).

<sup>7</sup> No data is available for IE and EL. Data for 2019 is used for IT and data for 2016 for IS.

## Introduction

In the EU, it is the standard that unemployed persons claim their unemployment benefits in the Member State of last activity.<sup>8</sup> However, it can occur that the period of insurance, employment, or self-employment of the EU/EFTA mover is insufficient to be entitled to an unemployment benefit. When this is the case, additional periods completed by the person in a Member State other than the competent Member State (i.e. the Member State of last activity) are required.<sup>9,10</sup>

For the aggregation of periods, the competent institution, where the person applied for unemployment benefits, must contact the institutions of the Member States whose legislation the person has also been subject to in order to determine all periods completed under their legislation. The periods of insurance, employment or self-employment completed by a worker in another Member State that are to be taken into account for the award of unemployment benefits are certified by a Portable Document U1 (PD U1)<sup>11</sup> or the corresponding Structured Electronic Document (SED) U002. The PD U1 is issued to the worker, on his or her request, by the institution of the Member State where the person completed the periods of insurance, employment or self-employment.<sup>12</sup> The SED U002 is issued at the request of the competent institution.

It should be noted that a mobile worker becomes subject to the legislation of a Member State as soon as he or she starts to work there<sup>13</sup> (leaving aside the special case of posting<sup>14</sup>). Hence, the aggregation rules become fully applicable from that moment on. However, not all Member States uniformly apply this principle. Some Member States (for example, Belgium<sup>15</sup>, Finland, and Denmark) have specifically defined periods for the application of the aggregation principle in their national law.<sup>16</sup>

Not only the number of EU/EFTA movers of working age, their risk of becoming unemployed, and the period of insurance, employment or self-employment completed by these mobile persons in the Member State of last activity will determine the number of PDs U1 or SEDs U002 requested by the competent Member States and issued by the former Member States of insurance, employment or self-employment (i.e. issuing Member States) but also the qualifying period, which varies significantly across Member States.<sup>17</sup> This period varies from at least 4 months in France to 24 months in Slovakia. Nevertheless, many Member States apply a qualifying period of some 12 months.

A thematic questionnaire on the aggregation of periods for unemployment was sent to the Administrative Commission in order to obtain an idea of the size of the phenomenon. The questionnaire applies to reference year 2020 and covers mobile workers who became unemployed in their Member State of last activity and needed additional periods completed in a Member State other than the competent Member State to be entitled to an

<sup>8</sup> Leaving aside some exceptions for frontier workers, other-cross border workers, and posted workers.

<sup>9</sup> Article 61 of the Basic Regulation.

<sup>10</sup> Suppose that a Slovenian IT worker previously worked for 10 years in Slovenia. After 4 months of work in Croatia he is dismissed due to restructuring. In Croatia, an unemployed worker is entitled to an unemployment benefit if he has been in paid employment (or paid contributions) for at least 9 months in the previous 2 years. If the Slovenian worker can demonstrate, by a Portable Document U1 (PD U1), that before his Croatian job he worked for 10 years in Slovenia, the Slovenian insurance period must be taken into account and aggregated with the Croatian insurance period.

<sup>11</sup> See Annex III.

<sup>12</sup> Article 54 of the Implementing Regulation.

<sup>13</sup> Article 11 (3) of the Basic Regulation.

<sup>14</sup> Article 12 of the Basic Regulation.

<sup>15</sup> Since October 2016, a waiting period of three months has been introduced before aggregating periods.

<sup>16</sup> Fuchs, M. (ed.), Garcia de Cortazar, C., Kahil, B. and Pötl, M., 2015, *Assessment of the impact of amendments to the EU social security coordination rules on aggregation of periods or salaries for unemployment benefits*, FreSsco, European Commission.

<sup>17</sup> See the MISSOC tables for more detailed information. <https://www.missoc.org/>

unemployment benefit. The questionnaire only covers unemployed recent mobile workers, including 1) EU/EFTA movers of working age living in the same country as where they work and 2) incoming cross-border workers other than frontier workers (see Figure 1). However, a PD U1 might also be received for outgoing frontier workers<sup>18</sup> and other cross-border workers<sup>19</sup> who became unemployed.<sup>20</sup> In the past, some Member States provided data on the total number of PDs U1 received without excluding the number of PDs U1 received for these two groups. It cannot be ruled out that this is still the case in the data collection for reference year 2020. That is why the analyses and conclusions in this report must be considered as tentative.

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

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

A total of 28 Member States<sup>21</sup> provided quantitative data for 2020, of which four Member States<sup>22</sup> were not able to provide a breakdown by former Member State of insurance, employment or self-employment (i.e. the Member State which issued the PD U1) and three other Member States<sup>23</sup> were not able to provide a breakdown by length of insurance, employment or self-employment in the Member State of last activity. Over the years, more and more Member States were able to respond to this questionnaire. This enables us to draw conclusions that are more adequate. Nevertheless, we continue to have doubts about

<sup>18</sup> Article 1(f) of the Basic Regulation defines frontier workers as persons who pursue their occupation in the territory of a Member State which is different than their Member State of residence to which they return as a rule daily or at least once a week. Frontier workers receive their unemployment benefit from the competent institution in their Member State of residence.

<sup>19</sup> Other cross-border workers have the right to choose: either they remain in the Member State of last activity and are entitled to an unemployment benefit from that Member State; or they return to the Member State of residence and are entitled to an unemployment benefit from that Member State.

<sup>20</sup> Based on the application of Article 65(5)(a) of Regulation 883/2004.

<sup>21</sup> No data were reported by IE, EL, IT and IS. Both IE and EL did respond to the questionnaire but mentioned that these data are not available. In IE, the IT systems of the Department of Employment Affairs and Social Protection do not record details of these cases. This information is retained manually at local level with the individual claim papers and therefore cannot be readily accessed. In EL, there is a lack of data due to the non-existence of an Electronic Data System.

<sup>22</sup> CZ, FI, UK and CH. UK and CH provided a breakdown by citizenship instead of the former Member State of insurance, employment, or self-employment.

<sup>23</sup> LT, FI and UK.

some of the reported figures.<sup>24</sup> For some of the Member States where no data were available for reference year 2020, the latest available data reported is included in the analysis<sup>25</sup>. Whenever older data are used, this is mentioned in a footnote.

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.

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<sup>24</sup> In this respect, it would be better if the questionnaire for next reference year makes a distinction between the categories of unemployed persons with a PD U1.

<sup>25</sup> It concerns data for reference year 2019 for IT, and data for reference year 2016 for IS.

## 1. General overview

In 2020, 47,979 cases of aggregation of periods for unemployment were reported by 30 Member States<sup>26</sup> (*Table 1*). In most of these cases, the Member State of last activity was Bulgaria (7,283)<sup>27</sup> and Austria (5,030). Furthermore, Hungary (4,686), France (4,638), and Italy (4,100)<sup>28</sup> received a high number of cases of aggregation. In addition, Germany, Spain, Lithuania, Slovenia, and Switzerland received more than 2,500 cases. On the contrary, Member States such as Cyprus (14 cases), Latvia (18 cases), Malta (26 cases), and Romania (28 cases) received only a minor number of PDs U1.

These data are quite surprising, as one would expect them to have a strong correlation with the annual inflow of EU/EFTA movers of working age. However, this is not the case.<sup>29,30</sup> For instance, the 2019 inflow of EU/EFTA movers of working age to Germany amounted to some 426,000 persons (*see also Table 6*). This makes Germany by far the most important 'recipient country'. However, Germany is certainly not the most important Member State in terms of PDs U1, as it only received 2,759 PDs U1 in 2020.

*Table 1* as well as *Annex I* give an overview of the flow of aggregated cases between competent Member States and the former Member States of insurance, employment or self-employment. The largest flow of 2,715 cases of aggregation in 2020 was reported by Bulgaria, where additional periods completed in the United Kingdom were required in order to receive an unemployment benefit from Bulgaria.<sup>31</sup> This single flow represents 5.7% of the total number of PDs U1 received by the reporting Member States and 37% of the number of PDs U1 received by Bulgaria. Further important flows took place from Austria as a sending Member State to Slovenia as a receiving Member State (2,568 cases) and Austria to Hungary (1,936 cases). In addition, Austria granted 1,885 unemployment benefits based on additional periods completed in Germany. Furthermore, a high number of unemployed mobile persons residing in the United Kingdom needed to prove additional periods completed in Lithuania (1,450).

The column percentages in *Table A1.1* in *Annex I* indicate that 92% of all cases of aggregation in Slovenia needed to prove additional periods completed in Austria, and 93% of cases in Liechtenstein needed to prove additional periods completed in Switzerland. Similarly, of all cases of aggregation in Croatia, 87% needed to prove additional periods completed in Germany.

Aggregated results for the EU-13 Member States are strongly affected by the number of cases reported by Bulgaria and Hungary, whereas high figures for Austria, France, and Italy had an impact on the total number of cases reported for the EU-14 Member States. It is clear that EU-13 Member States receive a significant number of PDs U1 as well. Nevertheless, the profile of this group (unemployed frontier workers and other cross-border workers who return to their Member State of residence and claim an unemployment benefit) is likely to differ from that of the mobile persons who became unemployed in the EU-14.

<sup>26</sup> IE and EL could not provide data. Data for IT concern reference year 2019 and data for IS concern reference year 2016.

<sup>27</sup> As already mentioned, these figures may include cases of unemployed persons residing in a Member State other than the competent Member State.

<sup>28</sup> Data for IT concern reference year 2019.

<sup>29</sup> A 'correlation coefficient' can take a range of values from +1 to -1. A value of 0 indicates that there is no association between the two variables. In our case there is a positive but weak correlation of only +0.30 between the number of PDs U1 issued in 2020 and the 2019 inflow of EU/EFTA movers of working age.

<sup>30</sup> One of the explanations could be that several countries provided data on the total number of PDs U1 received instead of limiting the data to the application of Article 61 of the Basic Regulation.

<sup>31</sup> This is due to the fact of the high number of Bulgarian seasonal workers employed in the UK. In that case Bulgaria applies Article 65(2) of the Basic Regulation: "An unemployed person, other than a frontier worker, who does not return to his/her Member State of residence, shall make himself/herself available to the employment services in the Member State to whose legislation he/she was last subject." (information received from the Bulgarian competent administration in 2019).



Data show that in particular an additional period completed in an EU-14 Member State or the UK was added to the short period already achieved in the Member State of last activity (*Annex I – Table A1.1*).<sup>32</sup> In some seven out of ten cases of aggregation, a period completed in the EU-14 or the UK was added. In the most cases, the UK is the former Member State of insurance, employment or self-employment for unemployed mobile workers who had to aggregate periods to be entitled to an unemployment benefit in Bulgaria, Spain, Cyprus, Latvia, Lithuania, Malta, Poland, and Romania. EU-13 Member States such as Poland, Slovakia, and Romania never appear as one of the main former Member States of insurance, employment or self-employment of the unemployed mobile workers in the EU-14 who had to prove additional periods of insurance, employment or self-employment. Finally, approximately four out of ten forms were exchanged across neighbouring Member States. More specifically in Belgium, Germany, Estonia, France, Luxembourg, Austria, Slovenia, Slovakia, Sweden, and Liechtenstein more than half of all additional periods needed to be proven in a neighbouring Member State.

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<sup>32</sup> This is the case for BE, BG, DK, DE, EE, ES, FR, HR, CY, LV, LT, LU, HU, MT, NL, AT, PL, PT, RO, SI, SK, SE, and NO. For unemployed mobile workers living in IS and LI in many cases an additional period completed in an EFTA Member State was added to the period already completed in these Member States.

**Table 1 - The number of aggregations of periods for unemployment, 2020**

		Competent Member State																																
		BE	BG	CZ	DK	DE	EE	IE	EL	ES	FR	HR	IT*	CY	LV	LT	LU	HU	MT	NL	AT	PL	PT	RO	SI	SK	FI	SE	UK	IS*	LI	NO	CH	Total
Member State of previous employment/insurance (i.e. Member State which issued the PD U1)	EU-27	838	3,953		201	2,155	288			1,521	2,454	199		7	10	984	55	3,610	18	143	3,949	514	79	19	2,760	1,490	109		13	6	455		25,830	
	EU-14	728	3,118		169	1,222	270			1,348	2,228	179		5	5	862	49	3,216	13	133	2,518	439	78	16	2,713	793	94		13	6	366		20,581	
	EU-13	110	835		32	933	18			173	226	20		<5	5	122	6	394	5	10	1,431	75	<5	<5	47	697	15		0	0	89		5,249	
	EFTA	24	615		203	433	38			181	1,447	<5			<5	519	<5	133	<5	9	906	52	41	<5	21	108	103		17	77	20		4,956	
	Neighbour	503	162		101	1,454	238			603	3,141	7			<5	65	31	2,273		67	3,524	275	18		2,653	1,038	137			82	149		16,523	
	<b>Total</b>	<b>890</b>	<b>7,283</b>	<b>970</b>	<b>451</b>	<b>2,759</b>	<b>353</b>			<b>2,862</b>	<b>4,638</b>	<b>200</b>	<b>4,100</b>	<b>14</b>	<b>18</b>	<b>2,953</b>	<b>62</b>	<b>4,686</b>	<b>26</b>	<b>163</b>	<b>5,030</b>	<b>802</b>	<b>154</b>	<b>28</b>	<b>2,786</b>	<b>2,020</b>	<b>317</b>	<b>227</b>	<b>148</b>	<b>31</b>	<b>83</b>	<b>536</b>	<b>3,389</b>	<b>47,979</b>
	BE		199		<5	22	0			54	528	0		0	0	10	5	10	0	37	21	12	5	<5	0	<5	<5	0	0	0	9		923	
	BG	<5			<5	79	<5			32	21	0		<5	0	5	0	0	0	<5	131	0	<5	0	<5	<5	<5	0	0	<5		294		
	CZ	<5	264		<5	47	0			25	15	0		0	0	5	<5	18	0	<5	68	69	0	0	<5	528	<5	0	0	<5		1,055		
	DK	<5	<5			20	0			16	16	0		0	0	120	<5	5	<5	0	10	<5	0	<5	0	3	32	0	0	69		310		
	DE	35	777		42		6			281	316	173		0	<5	257	8	916	0	30	1,885	203	<5	7	50	188	10	<5	<5	36		5,231		
	EE	<5	<5		<5	<5				<5	<5	0		0	<5	17	0	0	<5	0	<5	0	0	0	0	0	0	0	0	0	<5		39	
	IE	<5	294		<5	61	8			171	161	0		0	0	152	0	71	<5	7	37	32	25	0	<5	59	<5	0	0	11		1,109		
	EL	10	157		<5	37	0			5	33	0		<5	0	11	<5	<5	<5	<5	34	0	0	0	<5	<5	<5	0	0	<5		309		
	ES	125	168		19	148	6				333	0		0	0	45	<5	19	<5	20	124	<5	18	0	<5	7	12	0	0	39		1,107		
	FR	163	687		7	47	<5			419		0		<5	0	12	18	52	<5	10	34	15	22	0	8	14	<5	0	0	6		1,523		
	HR	5	0		0	228	0			<5	19			0	0	0	0	<5	0	0	59	0	0	0	19	<5	<5	0	0	<5		344		
	IT	42	93		<5	124	0			59	140	0		0	0	6	<5	42	0	<5	198	<5	<5	<5	66	71	<5	0	0	<5		868		
	CY	0	386		<5	<5	0			<5	7	0			<5	11	0	8	0	0	<5	0	0	<5	0	6	0	0	0	<5		440		
	LV	<5	0		<5	12	13			<5	8	0		0		57	0	0	0	0	7	<5	0	0	0	0	0	0	0	0	5		107	
	LT	<5	<5		<5	22	<5			<5	<5	0		<5	0	0	0	0	0	0	5	<5	0	0	0	0	0	<5	0	0	31		82	
	LU	76	17		<5	43	<5			10	404	0		0	<5	<5		<5	0	<5	15	<5	<5	0	0	<5	<5	<5	0	0	<5		586	
	HU	5	<5		0	123	0			9	13	0		0	0	0	<5		<5	<5	389	<5	0	0	0	138	0	0	0	<5		689		
	MT	<5	50		10	22	<5			21	38	<5		0	<5	18	<5	24		<5	24	<5	0	<5	4	<5	<5	0	0	7		234		
	NL	229	281		13	113	8			100	89	6		0	0	195	<5	140	0		58	136	<5	<5	14	84	7	<5	0	19		1,506		
	AT	7	404		7	538	<5			25	39	0		<5	<5	16	0	1,936	0	13		14	0	<5	2,568	357	7	0	5	10		5,952		
	PL	30	44		5	210	<5			24	43	<5		0	0	8	0	7	<5	<5	99		0	0	<5	15	<5	0	0	25		526		
	PT	30	5		<5	46	<5			184	130	0		0	0	<5	6	<5	<5	5	66	<5	0	0	<5	<5	0	0	0	9		497		
RO	50	5		<5	148	<5			45	47	0		0	<5	0	<5	46	0	0	292	0	0		<5	0	0	0	0	<5		644			
SI	<5	33		0	10	0			<5	<5	7		0	0	0	0	15	0	0	147	0	0	0		<5	0	0	0	<5		219			
SK	7	48		<5	25	0			6	8	10		0	0	<5	<5	272	<5	0	203	<5		0	20		0	0	0	5		612			
FI	<5	20		5	8	225			8	22	0		0	0	20	0	8	<5	<5	14	0	0	0	0	<5	12	<5	0	28		378			
SE	<5	14		59	15	12			16	17	0		0	<5	14	0	10	<5	<5	22	12	<5	<5	<5	<5			0	121		330			
UK	28	2,715		47	171	27			1,160	737	0		7	5	1,450	<5	943	7	11	175	236	34	8	5	422	15	<5	0	61		8,326			
IS	<5	<5		14	<5	<5			10	10	0		0	<5	65	0	<5	0	0	5	9	<5	0	<5	5	<5	0	0	11		150			
LI	0	<5		0	<5	0			0	0	0		0	0	0	0	0	0	0	255	0	0	0	0	0	0	0	0	0		257			
NO	<5	67		182	15	35			34	17	<5		0	<5	426	0	12	0	<5	12	41	<5	0	0	31	93	17	0		992				
CH	21	543		7	414	<5			137	1,420	0		0	0	28	<5	118	<5	6	634	<5	39	<5	20	72	6	0	77	9		3,564			
Unknown	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		62		

\* IT: data concern reference year 2019. IS: data concern reference year 2016.

\*\* FR reported a total of 4,641, but this does not match the sum of 4,638.

\*\*\* UK and CH: breakdown by Member State which has issued the PD U1 is not included as the Member State provided a breakdown by citizenship. CZ, IT, and FI: breakdown by Member State of previous employment or insurance not possible.

Source: Questionnaire on aggregation of periods for unemployment benefits 2021



Member States were asked to provide a more detailed breakdown by the period of insurance, employment or self-employment completed by the unemployed mobile persons in the Member State of last activity for the reported cases of aggregation. Approximately 13% of the reported cases were applicable to a period of insurance, employment or self-employment of less than 30 days in the Member State of last activity (Table 2 and Figure 2). Additionally, 13% of the cases were applicable to a period between one and three months, and 74% of the cases to a period of three months or longer. Therefore, in 3 out of 4 cases of aggregation the unemployed mobile worker already completed a period of insurance, employment or self-employment of more than three months. These figures prove that only in a minority of cases new mobile workers who became unemployed worked for a very short period in the Member State of last activity.

**Table 2 - The number of aggregations of periods for unemployment, by length of insurance, employment or self-employment in Member State of last activity, by competent Member State, 2020**

	Less than 30 days		More than 1 month but less than 3 months		3 months and more		Total for subperiods	Total	
	Number	Row %	Number	Row %	Number	Row %	Number	Number	Column %
<b>EU-27</b>	4,286	11.8%	4,978	13.7%	27,161	74.6%	36,425	43,792	91.3%
<b>EU-14</b>	2,290	13.3%	2,338	13.6%	12,611	73.2%	17,239	21,653	45.1%
<b>EU-13</b>	1,996	10.4%	2,640	13.8%	14,550	75.8%	19,186	22,139	46.1%
<b>EFTA</b>	925	22.9%	444	11.0%	2,670	66.1%	4,039	4,039	8.4%
<b>Total</b>	<b>5,211</b>	<b>12.9%</b>	<b>5,422</b>	<b>13.4%</b>	<b>29,831</b>	<b>73.7%</b>	<b>40,464</b>	<b>47,979</b>	<b>100.0%</b>
<b>BE</b>	116	13.0%	216	24.3%	558	62.7%	890	890	1.9%
<b>BG</b>	87	1.2%	761	10.4%	6,435	88.4%	7,283	7,283	15.2%
<b>CZ</b>	222	22.9%	287	29.6%	461	47.5%	970	970	2.0%
<b>DK</b>	220	48.8%	50	11.1%	181	40.1%	451	451	0.9%
<b>DE</b>	164	5.9%	407	14.8%	2,188	79.3%	2,759	2,759	5.8%
<b>EE</b>	55	15.6%	55	15.6%	243	68.8%	353	353	0.7%
<b>IE**</b>									
<b>EL**</b>									
<b>ES</b>	793	27.7%	539	18.8%	1,530	53.5%	2,862	2,862	6.0%
<b>FR</b>	468	10.1%	559	12.0%	3,614	77.9%	4,641	4,638	9.7%
<b>HR</b>	31	15.5%	16	8.0%	153	76.5%	200	200	0.4%
<b>IT*</b>								4,100	8.5%
<b>CY</b>	<5	7.1%	0	0.0%	13	92.9%	14	14	0.0%
<b>LV</b>	<5	5.6%	9	50.0%	8	44.4%	18	18	0.0%
<b>LT**</b>								2,953	6.2%
<b>LU</b>	0	0.0%	8	12.9%	54	87.1%	62	62	0.1%
<b>HU</b>	599	12.8%	746	15.9%	3,341	71.3%	4,686	4,686	9.8%
<b>MT</b>	5	19.2%	6	23.1%	15	57.7%	26	26	0.1%
<b>NL</b>	39	23.9%	56	34.4%	68	41.7%	163	163	0.3%
<b>AT</b>	417	8.3%	372	7.4%	4,241	84.3%	5,030	5,030	10.5%
<b>PL</b>	41	5.1%	103	12.8%	658	82.0%	802	802	1.7%
<b>PT</b>	26	16.9%	43	27.9%	85	55.2%	154	154	0.3%
<b>RO</b>	<5	14.3%	5	17.9%	19	67.9%	28	28	0.1%
<b>SI</b>	783	28.1%	345	12.4%	1,658	59.5%	2,786	2,786	5.8%
<b>SK</b>	167	8.3%	307	15.2%	1,546	76.5%	2,020	2,020	4.2%
<b>FI**</b>								317	0.7%
<b>SE</b>	47	20.7%	88	38.8%	92	40.5%	227	227	0.5%
<b>UK**</b>								148	0.3%
<b>IS*</b>	6	19.4%	<5	3.2%	24	77.4%	31	31	0.1%
<b>LI</b>	7	8.4%	33	39.8%	43	51.8%	83	83	0.2%
<b>NO</b>	273	50.9%	63	11.8%	200	37.3%	536	536	1.1%
<b>CH</b>	639	18.9%	347	10.2%	2,403	70.9%	3,389	3,389	7.1%

\* Data for IT concern reference year 2019. Data for IS concern reference year 2016.

\*\* IE and EL could not provide data. IT, LT, FI, and UK could not provide a breakdown by length of insurance, employment or self-employment in Member State of last activity.

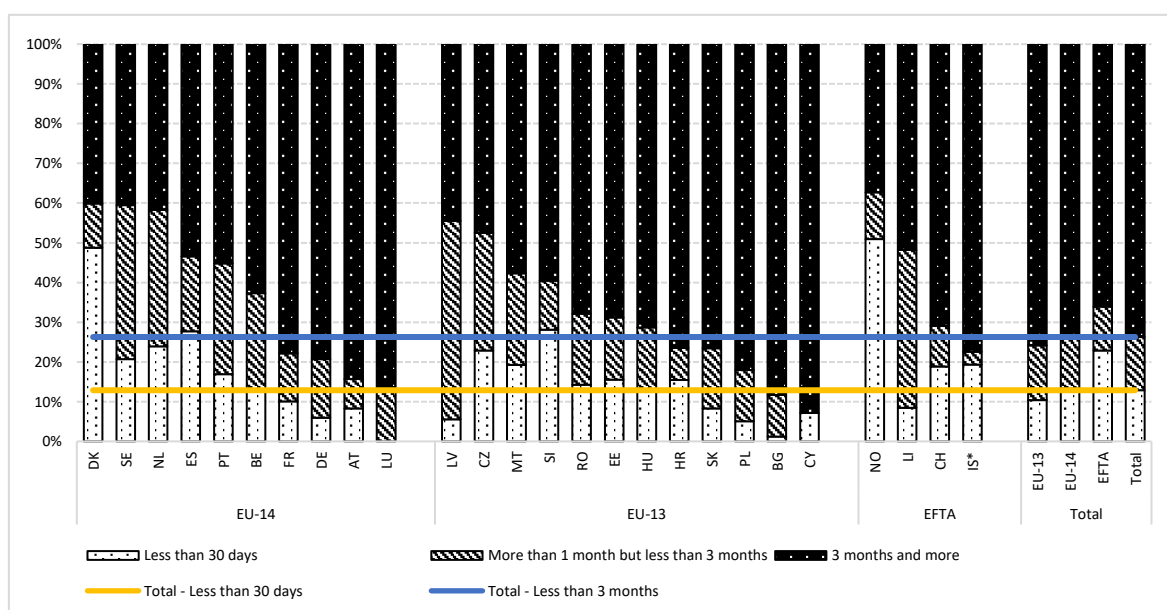
Source: Questionnaire on aggregation of periods for unemployment benefits 2021

Furthermore, one would expect that for Member States that have specifically defined periods for the application of the aggregation principle in their national law (Belgium<sup>33</sup>, Finland, and Denmark), the number of cases of aggregation in case of an employment of less than 1 month (or even 3 months) amounts to zero. However, this is not the case.

The distribution of the length of insurance, employment or self-employment does not vary significantly between the EU-13 and the EU-14 (Figure 2). In the EU-14, slightly more cases reported concern a period of less than 30 days compared to the EU-13 (13% versus 10% respectively), while in the EU-14 less cases concerning a period of insurance, employment or self-employment of three months and more are reported compared to the EU-13 (73% versus 76% respectively). In EFTA countries, a higher share of cases for a period of less than 30 days is reported, namely 23%.

The period already completed by the unemployed mobile workers does differ markedly across the Member States of last activity. In most cases, the length of the period of insurance, employment or self-employment completed in the Member State of last activity is longer than three months. Only in Denmark and Norway most of the PDs U1 were required based on a period of insurance of less than three months, while in Latvia the most common length of insurance, employment or self-employment was more than 1 month but less than 3 months.

**Figure 2 - Aggregation of periods for unemployment by length of insurance, employment or self-employment in Member State of last activity, *by competent Member State*, 2020**



\* Data for IS concern reference year 2016.

Source: Questionnaire on aggregation of periods for unemployment benefits 2021

It is also useful to determine the former Member State of insurance, employment or self-employment (i.e. issuing Member State) whose legislation the unemployed mobile worker has been subject to (Table 3 – based on Table 1). However, the missing data for seven competent Member States<sup>34</sup> leads to a distorted view of reality when reporting figures on

<sup>33</sup> The number of cases reported by Belgium below 3 months corresponds to former cross border workers who have been granted unemployment benefits according to Article 65(5)(a) of the Basic Regulation. The Belgian delegation is well aware that these data should be excluded from the report, but the Belgian competent institution cannot statistically make a distinction between cases of former cross border workers and cases where foreign periods were aggregated according to Article 61 of the Basic Regulation.

<sup>34</sup> IE, EL, CZ, IT, FI, UK, and CH.

the former Member States of insurance. Therefore, some caution is required when drawing conclusions.

In most cases, the period of insurance, employment or self-employment of the Member State of last activity was aggregated with an additional period completed in the United Kingdom (17.4% of column total), Austria (15.3% of column total), Germany (14.2% of column total), or Switzerland (10.5% column total) (see Table 3 – last column). Remarkably, these former Member States of insurance, employment or self-employment are ‘immigration’ Member States.<sup>35</sup>

For all former Member States of insurance, employment or self-employment, most often a period of longer than three months was already completed in the Member State of last activity (Table 3). In total, almost three quarters of cases a period of more than 3 months was completed. This is also the case for new EU Member States such as Croatia (85.6%), Bulgaria (77.8%) and Romania (78.9%). Moreover, the number of cases whereby a period of more than three months was already completed in the Member State of last activity accounts for 83.3% of the cases for former EU-13 Member States of insurance, employment or self-employment and for 71.2% of the cases for former EU-14 Member States of insurance, employment or self-employment.

**Table 3 - The number of aggregations of periods for unemployment, by length of insurance, employment or self-employment in Member State of last activity, by former Member State of insurance, employment or self-employment, 2020**

	Less than 30 days		More than 1 month but less than 3 months		3 months and more		Total for subperiods	Total	
	Number	Row %	Number	Row %	Number	Row %		Number	Column %
<b>EU-27</b>	3,613	13.1%	3,649	13.2%	20,298	73.7%	27,560	27,560	69.8%
<b>EU-14</b>	3,227	14.7%	3,100	14.1%	15,629	71.2%	21,956	21,956	55.6%
<b>EU-13</b>	386	6.9%	549	9.8%	4,669	83.3%	5,604	5,604	14.2%
<b>EFTA</b>	696	13.8%	741	14.7%	3,594	71.4%	5,031	5,031	12.7%
<b>Total</b>	<b>4,983</b>	<b>12.6%</b>	<b>5,134</b>	<b>13.0%</b>	<b>29,343</b>	<b>74.4%</b>	<b>39,460</b>	<b>39,460</b>	<b>100.0%</b>
<b>BE</b>	175	18.6%	191	20.3%	574	61.1%	940	940	2.4%
<b>BG</b>	38	12.2%	31	10.0%	242	77.8%	311	311	0.8%
<b>CZ</b>	44	4.1%	109	10.2%	918	85.7%	1,071	1,071	2.7%
<b>DK</b>	63	34.1%	28	15.1%	94	50.8%	185	185	0.5%
<b>DE</b>	563	10.1%	582	10.4%	4,439	79.5%	5,584	5,584	14.2%
<b>EE</b>	<5	16.0%	<5	16.0%	17	68.0%	25	25	0.1%
<b>IE</b>	77	8.0%	93	9.7%	793	82.3%	963	963	2.4%
<b>EL</b>	28	8.6%	27	8.3%	270	83.1%	325	325	0.8%
<b>ES</b>	129	10.8%	205	17.2%	860	72.0%	1,194	1,194	3.0%
<b>FR</b>	226	13.0%	416	23.9%	1,097	63.1%	1,739	1,739	4.4%
<b>HR</b>	15	4.2%	37	10.2%	309	85.6%	361	361	0.9%
<b>IT</b>	232	16.0%	154	10.6%	1,066	73.4%	1,452	1,452	3.7%
<b>CY</b>	10	2.4%	15	3.5%	400	94.1%	425	425	1.1%
<b>LV</b>	7	12.3%	5	8.8%	45	78.9%	57	57	0.1%
<b>LT</b>	6	7.1%	5	5.9%	74	87.1%	85	85	0.2%
<b>LU</b>	151	25.9%	93	16.0%	338	58.1%	582	582	1.5%
<b>HU</b>	50	6.4%	79	10.1%	654	83.5%	783	783	2.0%
<b>MT</b>	19	8.8%	15	7.0%	181	84.2%	215	215	0.5%
<b>NL</b>	127	9.6%	224	17.0%	969	73.4%	1,320	1,320	3.3%
<b>AT</b>	1167	19.3%	848	14.0%	4,031	66.7%	6,046	6,046	15.3%
<b>PL</b>	39	6.2%	74	11.7%	518	82.1%	631	631	1.6%
<b>PT</b>	107	11.3%	140	14.8%	700	73.9%	947	947	2.4%

<sup>35</sup> In that respect, not only the former Member State of insurance, employment or self-employment but also the nationality of the unemployed mobile worker should be asked by the thematic questionnaire.

Aggregation of periods for unemployment benefits

	Less than 30 days		More than 1 month but less than 3 months		3 months and more		Total for subperiods	Total	
	Number	Row %	Number	Row %	Number	Row %	Number	Number	Column %
<b>RO</b>	66	9.2%	86	11.9%	568	78.9%	720	720	1.8%
<b>SI</b>	18	7.4%	17	7.0%	209	85.7%	244	244	0.6%
<b>SK</b>	70	10.4%	72	10.7%	534	79.0%	676	676	1.7%
<b>FI</b>	69	19.3%	56	15.6%	233	65.1%	358	358	0.9%
<b>SE</b>	113	35.2%	43	13.4%	165	51.4%	321	321	0.8%
<b>UK</b>	674	9.8%	744	10.8%	5,451	79.4%	6,869	6,869	17.4%
<b>IS</b>	25	29.4%	13	15.3%	47	55.3%	85	85	0.2%
<b>LI</b>	10	3.8%	13	5.0%	238	91.2%	261	261	0.7%
<b>NO</b>	111	20.2%	100	18.2%	338	61.6%	549	549	1.4%
<b>CH</b>	550	13.3%	615	14.9%	2,971	71.8%	4,136	4,136	10.5%

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

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

Source: Questionnaire on aggregation of periods for unemployment benefits 2021

## 2. Evolution of the number of PDs U1 received

The figures reported for reference year 2020 can be compared with those provided for previous years (*Table 4*). Compared to 2019, Belgium, Bulgaria, Spain, France, Latvia, Luxembourg, and Liechtenstein had less cases of aggregation. This in contrast to Denmark, Germany, Estonia, Cyprus, Lithuania, Hungary, Malta, the Netherlands, Austria, Poland, Portugal, Romania, Slovenia, Slovakia, Finland, Sweden, the United Kingdom, Norway, and Switzerland which received more forms. In Bulgaria, the strongest decrease can be noticed (-59.8%). It seems that after a year-after-year increase of the number of PDs U1 received by Bulgaria, now a decrease has started. In addition, a strong decrease is reported by Belgium (-30.8%), and Latvia (-30.8%). The opposite has occurred in the United Kingdom, which received 37 times more PDs U1 in 2020 than in 2019. Furthermore, Malta and Norway (+358.1%) record a high increase of PDs U1 received. However, in all three these Member States, the total number of PDs U1 received remains on the low side, namely below 550.

**Table 4 - Evolution of the number of PDs U1 received, 2013-2020**

	Number of forms received								Change compared to 2019	
	2020	2019	2018	2017	2016	2015	2014	2013	Number	%
BE	890	1,287	1,137	1,101	1,433	1,335		2,196	-397	-30.8%
BG	7,283	18,113	14,465	11,973	7,057	5,861		4,118	-10,830	-59.8%
CZ	970	1,048	586	329	522					-7.4%
DK	451	264	242	231	122	85		54	187	70.8%
DE	2,759	2,318	2,165	1,252					441	19.0%
EE	353	182	222	187	234	229		174	171	94.0%
IE										
EL										
ES	2,862	3,256	3,916	3,407	3,538	2,871		2,471	-394	-12.1%
FR	4,638	4,814	9,509	7,347	7,311		7,575	8,338	-176	-3.7%
HR	200	200	200	97	146	69		16	0	0.0%
IT		4,100	2,780	3,345	4,486					
CY	14		27	29	0	10		<5	14	
LV	18	26	17	25	39	23	19	19	-8	-30.8%
LT	2,953	1,204	952	1,479	1,779	1,854	1,448	370	1,749	145.3%
LU	62	71	66	62	39	27		48	-9	-12.7%
HU	4,686	3,252	2,706	2,536	1,960	4,351		1,149	1,434	44.1%
MT	26	<5	5	<5	9	<5		8		
NL	163	96	84	63	61	32		160	67	69.8%
AT	5,030	3,299	3,332	3,433	3,670	3,814			1,731	52.5%
PL	802	656	583	546					146	22.3%
PT	154	89	120	114	126	105			65	73.0%
RO	28	21	31	33	26	11		12	7	33.3%
SI	2,786	1,737	1,660	1,526		1,590			1,049	60.4%
SK	2,020	1,384	1,300	1,067	1,040	1,057	1,156	1,160	636	46.0%
FI	317	186	172	160	123	205		135	131	70.4%
SE	227	142	128	134	242	303	394	457	85	59.9%
UK	148	<5	102	102	182	156	133	30		
IS					31					
LI	83	95	120					726	-12	-12.6%
NO	536	117	221	224	206	115		500	419	358.1%
CH	3,389	2,673	2,655	2,599	2,661	1,076	1,163	1,305	716	26.8%

Source: Questionnaires on aggregation of periods in case of unemployment benefits

Another interesting evolution to analyse is the share of PDs U1 received for a length of insurance, employment, or self-employment of more than three months. This evolution is pictured in *Table 5*. In most Member States, the share of PDs U1 applicable to a length of three months or more has stayed relatively stable. Nevertheless, in Malta (-42 p.p.), the Czech Republic (-17 p.p.), and Slovenia (-10 p.p.), this share has dropped considerably. The opposite can be seen in Norway (+37 p.p.), Romania (+25 p.p.), and Liechtenstein (+17 p.p.) which received a lower share of cases for a length of three months or more.

**Table 5 - Evolution of the percentage of PDs U1 received for a length of insurance, employment or self-employment of more than three months, 2013-2020**

	2020	2019	2018	2017	2016	2015	2014	2013	% change in p.p.* compared to 2019
BE	63%	70%	77%	73%	48%	48%		47%	-7 p.p.
BG	88%	84%	86%	89%	90%	91%		96%	5 p.p.
CZ	48%	65%	49%	48%	49%				-17 p.p.
DK	40%	42%	38%		34%	21%		37%	-2 p.p.
DE	79%	79%	77%	75%					1 p.p.
EE	69%	64%	65%	51%	59%	55%		45%	5 p.p.
IE									
EL									
ES	53%	46%	42%	40%	33%	29%		30%	8 p.p.
FR	78%	75%	47%	46%	48%			37%	3 p.p.
HR	77%	82%	83%	85%	77%	84%		94%	-5 p.p.
IT									
CY	93%		67%	83%		50%		100%	
LV	44%	50%	35%	68%	41%	57%	58%	58%	-6 p.p.
LT									
LU	87%	93%	94%	92%	87%	85%		83%	-6 p.p.
HU	71%	68%	75%	68%	85%	92%		97%	4 p.p.
MT	58%	100%	80%	100%	22%	100%		75%	-42 p.p.
NL	42%	44%	50%	41%	44%	34%		67%	-2 p.p.
AT	84%	82%	80%	80%	81%	81%			2 p.p.
PL	82%	83%	85%	71%	70%	74%	72%	64%	-1 p.p.
PT	55%	45%	53%	54%	62%	51%			10 p.p.
RO	68%	43%	45%	70%	58%	55%		67%	25 p.p.
SI	60%	69%	66%	65%		67%			-10 p.p.
SK	77%	73%	75%	71%	69%	61%	56%	63%	4 p.p.
FI		71%	63%	69%	21%			46%	
SE	41%	39%	45%	37%	40%	36%	44%	39%	1 p.p.
UK								40%	
IS					77%				
LI	52%	35%	89%					76%	17 p.p.
NO	37%	0%	36%	42%	44%	24%			37 p.p.
CH	71%	69%	70%	75%	74%	72%	75%	97%	2 p.p.

\* p.p.: percentage points.

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

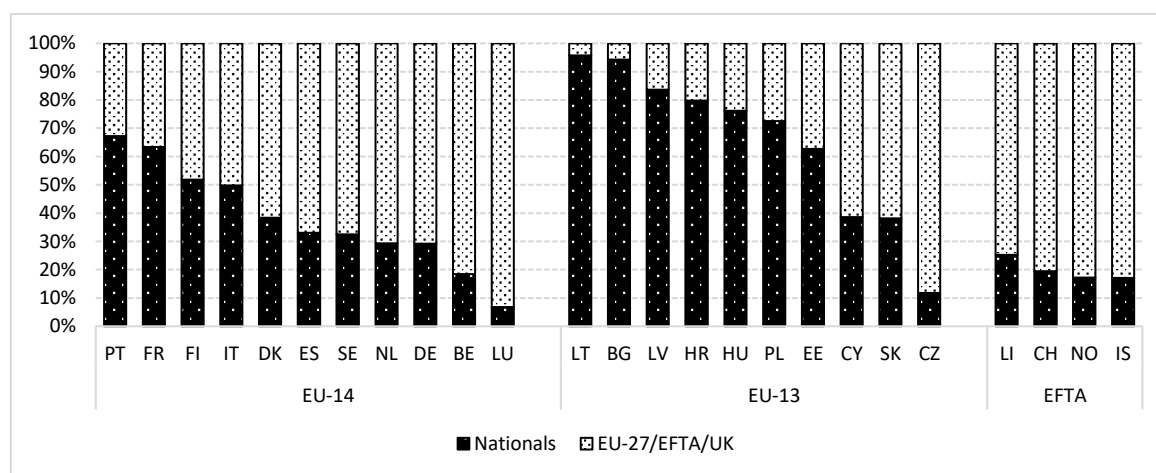
### 3. Comparison to the total number of unemployed persons and recent EU-movers of working age

The reported number of cases of aggregation on the basis of a PD U1 can be compared to the total number of unemployed persons.<sup>36</sup> For some 0.3% of the unemployed persons in the EU/EFTA additional periods completed in a Member State other than the competent State were required (*Table 6*).<sup>37</sup> Only in Slovenia (6.1%), Bulgaria (5.1%), Lithuania (3.2%), Hungary (2.9%), Austria (2.5%), Switzerland (1.6%), Slovakia (1.3%), and Estonia (1.1%) more than 1% of the unemployed persons made use of the principle of aggregation of periods. A lower share of unemployed persons in the EU-14 (0.2% of total unemployed persons in the EU-14) had to rely on this principle compared to unemployed persons in the EU-13 (1.2% of total unemployed persons in the EU-13) or the EFTA (1.2% of total unemployed persons in the EFTA).

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

The composition of inflows to EU-27/EFTA Member States for 2019 shows that in several EU-13 Member State (LT, BG, LV, HR, HU, PL, and EE), but also in Portugal, France, and Finland, nationals made up the largest group of incoming movers (only selecting nationals and other EU/EFTA/UK citizens – excluding third country nationals). This means that inflows to many EU-13 Member States are largely return mobility.

**Figure 3 - Citizenship of EU/EFTA movers of working age (15-64), by receiving Member State, 2019**



Source: Own elaboration based on data from Eurostat [[migr\\_imm1ctz](#)] (2019 figures)

These cases of aggregated periods could also be compared to the annual inflow of intra-EU mobile workers of working age. On average 3.2% of the mobile workers of working age became unemployed and completed an insufficient period of insurance, employment or self-employment to be entitled to an unemployment benefit (*Table 6*).

A much higher percentage of new intra-EU/EFTA mobile workers to the EU-13 (10.1% of the total flow of intra-EU/EFTA mobile workers of working age to the EU-13 in 2019) made

<sup>36</sup> Note that no data are available on the total number of unemployed persons who were or became unemployed during the year. This implies a (small) overestimation of the share of the cases of aggregated periods in the total unemployment figure.

<sup>37</sup> However, the estimated impact might be an underestimation as the number of unemployed persons and not the number of persons actually receiving an unemployment benefit has been used as denominator for the calculation of this indicator. The Social Benefit Recipients Database (SOCR) of the OECD publishes figures on the number of unemployment benefits (<https://www.oecd.org/social/recipients.htm>). However, the main limitations of SOCR are that the most recent figures concern 2016 and those figures are not available for every EU/EFTA country.



use of the principle of aggregation of periods compared to new intra-EU/EFTA mobile workers to the EU-14 (1.8% of the total flow of intra-EU/EFTA mobile workers of working age to the EU-14 in 2019) or the EFTA (3.3% of the total flow of intra-EU/EFTA mobile workers of working age to the EFTA in 2019). This could be an indication of return mobility for the EU-13 Member States. Especially because figures show that inflows to many EU-13 countries are nationals who return from an EU-14 Member State and the UK (see Box I).<sup>38</sup>

**Table 6 - The number of aggregations of periods for unemployment, as a percentage of the total number of unemployed persons and the total annual EU/EFTA migration inflow of working age, 2020**

	Cases of aggregation (2020)	Number of annual average unemployed persons (2019)		Total annual inflow of EU-28/EFTA movers of working age (2019)	
	Number	Number (in ,000)	% cases of aggregation	Number	% cases of aggregation
EU-27	43,792	14,395	0.3%	1,400,963	3.1%
EU-28	43,940	14,395	0.3%	1,400,963	3.1%
EU-14	21,653	12,523	0.2%	1,181,960	1.8%
EU-13	22,139	1,872	1.2%	219,003	10.1%
EFTA	4,039	327	1.2%	121,470	3.3%
<b>Total</b>	<b>47,979</b>	<b>14,722</b>	<b>0.3%</b>	<b>1,522,433</b>	<b>3.2%</b>
BE	890	274	0.3%	70,451	1.3%
BG	7,283	143	5.1%	17,416	41.8%
CZ	970	109	0.9%	32,295	3.0%
DK	451	152	0.3%	38,136	1.2%
DE	2,759	1,373	0.2%	425,641	0.6%
EE	353	31	1.1%	9,774	3.6%
IE		121			
EL		819			
ES	2,862	3,248	0.1%	180,965	1.6%
FR	4,638	2,519	0.2%	156,249	3.0%
HR	200	119	0.2%	9,584	2.1%
IT	4,100*	2,582	0.2%	97,851	4.2%
CY	14	32	0.0%	11,541	0.1%
LV	18	61	0.0%	3,991	0.5%
LT	2,953	92	3.2%	18,852	15.7%
LU	62	17	0.4%	15,419	0.4%
HU	4,686	160	2.9%	40,182	11.7%
MT	26	10	0.3%		
NL	163	314	0.1%	118,150	0.1%
AT	5,030	205	2.5%		
PL	802	558	0.1%	72,599	1.1%
PT	154	339	0.0%	32,098	0.5%
RO	28	353	0.0%		
SI	2,786	46	6.1%		
SK	2,020	158	1.3%	2,769	73.0%
FI	317	184	0.2%	11,892	2.7%
SE	227	376	0.1%	35,108	0.6%
UK	148				
IS	31*	7	0.4%	7,450	0.4%
LI	83			471	17.6%
NO	536	104	0.5%	22,564	2.4%
CH	3,389	216	1.6%	90,985	3.7%

\* Data for IT concern reference year 2019. Data for IS concern reference year 2016.

Source: Questionnaire on aggregation of periods in case of unemployment benefits 2021; Eurostat [une\_rt\_a] and [migr\_imm1ctz] (2019 figures).

<sup>38</sup> There is a moderate strong positive correlation of +0.39 between the number of PDs U1 issued and the share of nationals in the total inflow of EU/EFTA movers of working age in the host Member State.



## 4. Fraud and error

The final question in the questionnaire addressed to the Administrative Commission asked about any inappropriate use which was encountered concerning the aggregation of periods for unemployment benefits in reference year 2020<sup>39</sup>. Eleven Member States<sup>40</sup> reported no cases of fraud and error, while nine Member States<sup>41</sup> did report several cases. The remaining 11 Member States<sup>42</sup> did not have data available or did not fill out this question.

Regarding fraud, the main reasons given were false PDs U1, fictitious employment, creation of fictitious companies to simulate working periods, identity falsification, non-declaration of facts such as not notifying the competent institutions when starting to work, or getting an unemployment benefit in two Member States at once. With regard to error, there were often mistakes in declarations, and inaccurate data, both from institutions and citizens, such as an incorrect date or missing information.

Out of the nine Member States which reported fraud and error, seven were able to (partially) quantify the number of cases and the amount involved (*Table 7*). While Belgium, Spain, France, Hungary, and Sweden reported less than 100 cases each, the Czech Republic reported 140 cases of inappropriate use, and Bulgaria 170 cases. Nevertheless, the highest amount involved is reported by France, with over € 484,000 in total for five fraud cases. Furthermore, Bulgaria and Spain reported an amount involved of over € 10,000.

The number of cases of inappropriate use can also be compared to the total number of PDs U1 received, which gives us an idea about the impact of fraud and error. In Belgium, France, and Hungary, the cases constitute less than 1% of PDs U1 received, while in Bulgaria and Spain the share amounts to 2.3%. In Sweden, in 4.8% of the PDs U1 received an error was made. Finally, out of the 970 PDs U1 received by the Czech Republic, 140 were involved with inappropriate use, or 14.4% of all PDs U1. Nevertheless, these cases only concern error.

**Table 7 - Number of cases of fraud and error identified in case of aggregation of periods for unemployment benefits, 2020**

	Cases	Amount (in €)	% of total PDs U1 received*	Reason
<b>BE</b>	1		0.1%	Fraud: no involuntary leave from work.
<b>BG</b>	25	29,748	2.3%	Fraud * Inappropriate use of PD U 1 /presentation of fake PDs. * Fictitious employment in a MS in order to obtain benefits or to increase its amount. * Starting an employment in another MS during the period of sickness /receiving sickness benefits in cash or unemployment benefits in Bulgaria. * Export of benefits to another MS with inappropriate aim, e.g. not to seeking a work. * Non-declaration of facts relevant to the entitlement and amount of benefit /e.g. previously received unemployment benefits in another MS, previous employment in another MS. Error: * Errors in declared by the person concerned information regarding employment in another MS /e.g. the date of starting employment in another MS.
	145	22,612		

<sup>39</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>40</sup> It concerns EE, HR, IT, LV, LU, MT, PL, RO, FI, LI, and NO.

<sup>41</sup> It concerns BE, BG, CZ, EL, ES, FR, HU, SK, and SE.

<sup>42</sup> It concerns DK, DE, IE, CY, LT, NL, AT, PT, SI, UK, and CH. No filled out questionnaire was received from IS.

## Aggregation of periods for unemployment benefits

Cases	Amount (in €)	% of total PDs U1 received*	Reason
			* Discrepancies in the information filled in PD and SED by the competent institution.
<b>CZ</b>	140 6,719	14.4%	Error: * Institutions: - Typos in forms - Incorrectly confirmed dates of social security period, end of employment, etc. - Incorrectly confirmed salary info and reason of termination - Requested information were missing. - LOCR received both U1 and SED concerning same client, however different information. - Some countries did not confirm requested information. - Issuing of forms took long time * Citizens: Reporting incorrect date of beginning of new employment. LOCR found it out later from SED/PDU1.
<b>ES</b>	66 1 10,239	2.3%	Fraud: Creation of fictitious companies in Spain to simulate working periods and to get unemployment benefits in Bulgaria with PD U1 issued in Spain with those periods. Afterwards, reimbursement is requested to Spain for that granted benefits. Fraud: false PD U1
<b>FR</b>	4 1 219,958 264,287	0.1%	Fraud: False European Employee Document Fraud: Identity falsification to obtain European Portable Documents
<b>HU</b>	1 9 2,300 2 3,400 15 1,300	0.6%	Fraud: False PDU1 which was not issued by the MS's authority (according to the competent authority) Fraud: During the period of receiving unemployment benefit in Hungary the customer started to work abroad without notifying about it the competent authority. Fraud: Unemployment benefit at the same time in Hungary and in the country of last activity. Error: Inaccurate data on PDU1 issued by MS authority.
<b>SE</b>	1 10	4.8%	Error: Incorrect starting date for period of work. Corrected after it was discovered to be a typo. Error: Issues with the PDU1 document that has been corrected afterwards by the issuing organization.

\* The number of cases is divided by the total number of PDs U1 received, as reported in Table 1.

Source: Questionnaire on aggregation of periods in case of unemployment benefits 2021

Four Member States also provided additional information on the methodology or the efforts in the uncovering of inappropriate use. Belgium performed one audit or investigation, while Spain performed four. France reported they performed 26 audits or investigations and they allocated 10 human resources. However, Hungary performed most audits or investigation, with 1,600. Furthermore, they allocated 42 human resources and € 450 financial resources.

# Annex I Additional tables

Table A1.1 The number of aggregations of periods in case of unemployment as % of column total, 2020

		Competent Member State																											Total					
		BE	BG	CZ	DK	DE	EE	IE	EL	ES	FR	HR	IT	CY	LV	LT	LU	HU	MT	NL	AT	PL	PT	RO	SI	SK	FI	SE	UK	IS	LI	NO	CH	Total
Former Member State of insurance, employment or self-employment (i.e. Member State which issued the PD U1)	EU-27	94%	54%	45%	78%	82%				53%	53%	100%		50%	56%	33%	89%	77%	69%	88%	79%	64%	51%	68%	99%	74%	48%	42%	7%	85%	66%			
	EU-14	82%	43%	37%	44%	76%				47%	48%	90%		36%	28%	29%	79%	69%	50%	82%	50%	55%	51%	57%	97%	39%	41%	42%	7%	68%	43%			
	EU-13	12%	11%	7%	34%	5%				6%	5%	10%		14%	28%	4%	10%	8%	19%	6%	28%	9%	1%	11%	2%	35%	7%	0%	0%	17%	13%			
	EFTA	3%	8%	45%	16%	11%				6%	31%	1%		0%	17%	18%	5%	3%	4%	6%	18%	6%	27%	4%	1%	5%	45%	55%	93%	4%	13%			
	Neighbour	57%	2%	22%	53%	67%				21%	68%	4%		0%	11%	2%	50%	49%	0%	41%	70%	34%	12%	0%	95%	51%	60%	0%	99%	28%	42%			
	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%	
	BE	0%	3%	1%	1%	0%				2%	11%	0%		0%	0%	0%	8%	0%	0%	23%	0%	1%	3%	4%	0%	0%	1%	0%	0%	2%	2%			
	BG	0%	0%	1%	3%	0%				1%	0%	0%		7%	0%	0%	0%	0%	0%	1%	3%	0%	1%	0%	0%	0%	0%	0%	0%	1%	1%			
	CZ	0%	4%	0%	2%	0%				1%	0%	0%		0%	0%	0%	2%	0%	0%	1%	1%	9%	0%	0%	0%	26%	1%	0%	0%	1%	2%			
	DK	0%	0%	0%	1%	0%				1%	0%	0%		0%	0%	4%	2%	0%	4%	0%	0%	0%	0%	4%	0%	0%	14%	23%	0%	13%	1%			
	DE	4%	11%	9%	0%	2%				10%	7%	87%		0%	11%	9%	13%	20%	0%	18%	37%	25%	2%	25%	2%	9%	4%	6%	1%	7%	11%			
	EE	0%	0%	0%	0%	0%				0%	0%	0%		0%	11%	1%	0%	0%	4%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%		
	IE	0%	4%	1%	2%	2%				6%	3%	0%		0%	0%	5%	0%	2%	15%	4%	1%	4%	16%	0%	0%	3%	2%	0%	0%	2%	2%			
	EL	1%	2%	0%	1%	0%				0%	1%	0%		21%	0%	0%	3%	0%	4%	1%	1%	0%	0%	0%	0%	0%	1%	0%	0%	1%	1%			
	ES	14%	2%	4%	5%	2%				0%	7%	0%		0%	0%	2%	3%	0%	8%	12%	2%	0%	12%	0%	0%	0%	5%	0%	0%	7%	2%			
	FR	18%	9%	2%	2%	1%				15%	0%	0%		7%	0%	0%	29%	1%	4%	6%	1%	2%	14%	0%	0%	1%	1%	0%	0%	1%	3%			
	HR	1%	0%	0%	8%	0%				0%	0%	0%		0%	0%	0%	0%	0%	0%	0%	0%	1%	0%	0%	0%	1%	0%	2%	0%	0%	0%	1%		
	IT	5%	1%	1%	4%	0%				2%	3%	0%		0%	0%	0%	6%	1%	0%	2%	4%	0%	1%	7%	2%	4%	1%	0%	0%	1%	2%			
	CY	0%	5%	1%	0%	0%				0%	0%	0%		0%	6%	0%	0%	0%	0%	0%	0%	0%	0%	0%	7%	0%	0%	0%	0%	0%	1%	1%		
	LV	0%	0%	0%	0%	4%				0%	0%	0%		0%	0%	2%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1%	0%		
LT	0%	0%	0%	1%	0%				0%	0%	0%		7%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1%	0%	0%	0%	6%	0%			
LU	9%	0%	0%	2%	0%				0%	9%	0%		0%	6%	0%	0%	0%	0%	2%	0%	0%	1%	0%	0%	0%	0%	0%	0%	0%	0%	1%			
HU	1%	0%	0%	4%	0%				0%	0%	0%		0%	0%	0%	2%	0%	4%	1%	8%	0%	0%	0%	0%	7%	0%	0%	0%	1%	1%				
MT	0%	1%	2%	1%	0%				1%	1%	1%		0%	6%	1%	3%	1%	0%	2%	0%	0%	0%	4%	0%	0%	1%	0%	0%	1%	0%	0%			
NL	26%	4%	3%	4%	2%				3%	2%	3%		0%	0%	7%	5%	3%	0%	0%	1%	17%	1%	4%	1%	4%	3%	3%	0%	4%	3%				
AT	1%	6%	2%	19%	0%				1%	1%	0%		7%	6%	1%	0%	41%	0%	8%	0%	2%	0%	11%	92%	18%	3%	0%	6%	2%	12%				
PL	3%	1%	1%	8%	0%				1%	1%	1%		0%	0%	0%	0%	0%	8%	1%	2%	0%	0%	0%	0%	1%	1%	0%	0%	5%	1%				
PT	3%	0%	1%	2%	0%				6%	3%	0%		0%	0%	0%	10%	0%	8%	3%	1%	0%	0%	0%	0%	0%	0%	0%	0%	2%	1%				
RO	6%	0%	1%	5%	0%				2%	1%	0%		0%	6%	0%	2%	1%	0%	0%	6%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1%			
SI	0%	0%	0%	0%	0%				0%	0%	4%		0%	0%	0%	0%	0%	0%	0%	3%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%			
SK	1%	1%	0%	1%	0%				0%	0%	5%		0%	0%	0%	2%	6%	4%	0%	4%	0%	0%	0%	1%	0%	0%	0%	0%	1%	1%				
FI	0%	0%	1%	0%	64%				0%	0%	0%		0%	0%	1%	0%	0%	4%	1%	0%	0%	0%	0%	0%	0%	5%	6%	0%	5%	1%				
SE	0%	0%	13%	1%	3%				1%	0%	0%		0%	6%	0%	0%	0%	4%	1%	0%	1%	1%	4%	0%	0%	0%	3%	0%	23%	1%				
UK	3%	37%	10%	6%	8%				41%	16%	0%		50%	28%	49%	6%	20%	27%	7%	3%	29%	22%	29%	0%	21%	7%	3%	0%	11%	17%				
IS	0%	0%	3%	0%	1%				0%	0%	0%		0%	6%	2%	0%	0%	0%	0%	0%	1%	1%	0%	0%	0%	2%	0%	0%	2%	0%				
LI	0%	0%	0%	0%	0%				0%	0%	0%		0%	0%	0%	0%	0%	0%	0%	5%	0%	0%	0%	0%	0%	0%	0%	0%	0%	1%				
NO	0%	1%	40%	1%	10%				1%	0%	1%		0%	11%	14%	0%	0%	0%	2%	0%	5%	1%	0%	0%	2%	41%	55%	0%	0%	2%				
CH	2%	7%	2%	15%	0%				5%	31%	0%		0%	0%	1%	5%	3%	4%	4%	13%	0%	25%	4%	1%	4%	3%	0%	93%	2%	7%				
Unknown	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%			

\* To calculate the shares in the Total column for EU-27, EU-14, EU-13, EFTA, and Neighbour, we only take into account those Member States which were able to provide a breakdown by sending Member State. Therefore, the total number of aggregations on which these calculations are based amount to 39,055 and not 47,979 as reported in Table 1.

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

\*\*\* No data available for IE and EL. Data for IT concern reference year 2019. Data for IS concern reference year 2016.

\*\*\*\* CZ, IT, and FI did not provide a breakdown by former Member State of insurance, employment or self-employment. UK and CH: breakdown by Member State which has issued the PD U1 is not included as the Member State provided a breakdown by citizenship.

Source: Questionnaire on aggregation of periods in case of unemployment benefits 2021

**Table A1.2 The number of aggregations of periods in case of unemployment as % of row total, 2020**

		Competent Member State																												Total				
		BE	BG	CZ	DK	DE	EE	IE	EL	ES	FR	HR	IT	CY	LV	LT	LU	HU	MT	NL	AT	PL	PT	RO	SI	SK	FI	SE	UK	IS	LI	NO	CH	Total
Former Member State of insurance, employment or self-employment (i.e. Member State which issued the PD U1)	Total	2%	15%	2%	1%	6%	1%			6%	10%	0%	9%	0%	0%	6%	0%	10%	0%	0%	10%	2%	0%	0%	6%	4%	1%	0%	0%	0%	1%	7%	100%	
	BE	0%	22%		0%	2%	0%			6%	57%	0%		0%	0%	1%	1%	1%	0%	4%	2%	1%	1%	0%	0%	0%	0%	0%	0%	0%	0%	1%	100%	
	BG	1%	0%		1%	27%	0%			11%	7%	0%		0%	0%	2%	0%	0%	0%	0%	45%	0%	0%	0%	1%	0%		0%	0%	0%	1%	100%		
	CZ	0%	25%		0%	4%	0%			2%	1%	0%		0%	0%	0%	0%	2%	0%	0%	6%	7%	0%	0%	0%	0%	50%		0%	0%	0%	0%	100%	
	DK	1%	1%		0%	6%	0%			5%	5%	0%		0%	0%	39%	0%	2%	0%	0%	3%	1%	0%	0%	0%	1%		10%	2%	0%	22%	100%		
	DE	1%	15%		1%	0%	0%			5%	6%	3%		0%	0%	5%	0%	18%	0%	1%	36%	4%	0%	0%	1%	4%		0%	0%	0%	1%	100%		
	EE	8%	3%		5%	8%	0%			8%	8%	0%		0%	5%	44%	0%	0%	3%	0%	8%	0%	0%	0%	0%	0%		0%	0%	0%	3%	100%		
	IE	0%	27%		0%	6%	1%			15%	15%	0%		0%	0%	14%	0%	6%	0%	1%	3%	3%	2%	0%	0%	5%		0%	0%	0%	1%	100%		
	EL	3%	51%		0%	12%	0%			2%	11%	0%		1%	0%	4%	1%	1%	0%	1%	11%	0%	0%	0%	1%	0%		1%	0%	0%	1%	100%		
	ES	11%	15%		2%	14%	1%			0%	30%	0%		0%	0%	4%	0%	2%	0%	2%	11%	0%	2%	0%	0%	0%	1%		1%	0%	0%	4%	100%	
	FR	11%	45%		0%	3%	0%			28%	0%	0%		0%	0%	1%	1%	3%	0%	1%	2%	1%	1%	0%	1%	1%		0%	0%	0%	0%	0%	100%	
	HR	1%	0%		0%	66%	0%			1%	6%	0%		0%	0%	0%	0%	1%	0%	0%	17%	0%	0%	0%	6%	1%		1%	0%	0%	0%	0%	100%	
	IT	5%	11%		0%	14%	0%			7%	16%	0%		0%	0%	1%	0%	5%	0%	0%	23%	0%	0%	0%	8%	8%		0%	0%	0%	0%	0%	100%	
	CY	0%	89%		1%	1%	0%			0%	2%	0%		0%	0%	3%	0%	2%	0%	0%	1%	0%	0%	0%	0%	1%		0%	0%	0%	1%	100%		
	LV	1%	0%		2%	11%	12%			1%	7%	0%		0%	0%	53%	0%	0%	0%	0%	7%	1%	0%	0%	0%	0%		0%	0%	0%	5%	100%		
	LT	1%	3%		3%	30%	1%			4%	4%	0%		1%	0%	0%	0%	0%	0%	0%	7%	1%	0%	0%	0%	0%		3%	0%	0%	42%	100%		
	LU	13%	3%		0%	7%	0%			2%	69%	0%		0%	0%	1%	0%	1%	0%	1%	3%	0%	0%	0%	0%	0%		0%	0%	0%	0%	0%	100%	
	HU	1%	0%		0%	18%	0%			1%	2%	0%		0%	0%	0%	0%	0%	0%	0%	57%	0%	0%	0%	0%	20%		0%	0%	0%	0%	0%	100%	
	MT	0%	21%		4%	9%	0%			9%	16%	1%		0%	0%	8%	1%	10%	0%	1%	10%	0%	0%	0%	0%	2%		1%	0%	0%	3%	100%		
	NL	15%	19%		1%	8%	1%			7%	6%	0%		0%	0%	13%	0%	9%	0%	0%	4%	9%	0%	0%	1%	6%		0%	0%	0%	1%	100%		
	AT	0%	7%		0%	9%	0%			0%	1%	0%		0%	0%	0%	0%	33%	0%	0%	0%	0%	0%	0%	0%	43%	6%		0%	0%	0%	0%	100%	
	PL	6%	8%		1%	40%	0%			5%	8%	0%		0%	0%	2%	0%	1%	0%	0%	19%	0%	0%	0%	0%	3%		1%	0%	0%	5%	100%		
	PT	6%	1%		1%	9%	0%			37%	26%	0%		0%	0%	0%	1%	0%	0%	1%	13%	0%	0%	0%	0%	0%		0%	0%	0%	2%	100%		
	RO	8%	1%		0%	23%	0%			7%	7%	0%		0%	0%	0%	0%	7%	0%	0%	46%	0%	0%	0%	0%	0%		0%	0%	0%	0%	0%	100%	
	SI	1%	15%		0%	5%	0%			0%	0%	3%		0%	0%	0%	0%	7%	0%	0%	67%	0%	0%	0%	0%	1%		0%	0%	0%	0%	0%	100%	
	SK	1%	8%		0%	4%	0%			1%	1%	2%		0%	0%	0%	0%	45%	0%	0%	33%	0%	0%	0%	3%	0%		0%	0%	0%	1%	100%		
	FI	1%	5%		1%	2%	60%			2%	6%	0%		0%	0%	5%	0%	2%	0%	0%	4%	0%	0%	0%	0%	0%		3%	1%	0%	7%	100%		
	SE	1%	4%		18%	5%	4%			5%	5%	0%		0%	0%	4%	0%	3%	0%	0%	7%	4%	0%	0%	0%	1%		0%	0%	0%	37%	100%		
	UK	0%	33%		1%	2%	0%			14%	9%	0%		0%	0%	18%	0%	11%	0%	0%	2%	3%	0%	0%	0%	0%	5%		0%	0%	1%	100%		
	IS	1%	3%		9%	2%	1%			7%	7%	0%		0%	1%	44%	0%	2%	0%	0%	3%	6%	1%	0%	1%	3%		3%	0%	0%	7%	100%		
LI	0%	0%		0%	0%	0%			0%	0%	0%		0%	0%	0%	0%	0%	0%	0%	99%	0%	0%	0%	0%	0%		0%	0%	0%	0%	0%	100%		
NO	0%	7%		18%	2%	4%			3%	2%	0%		0%	0%	43%	0%	1%	0%	0%	1%	4%	0%	0%	0%	3%		9%	2%	0%	0%	100%			
CH	1%	15%		0%	12%	0%			4%	40%	0%		0%	0%	1%	0%	3%	0%	0%	18%	0%	1%	0%	1%	2%		0%	0%	2%	0%	100%			
Unknown	0%	0%		0%	0%	0%			0%	0%	0%		0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	100%	0%	0%	0%	0%	0%	100%		

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

\*\* Data for IT concern reference year 2019. Data for IS concern reference year 2016.

Source: Questionnaire on aggregation of periods in case of unemployment benefits 2021

## Annex II PD U1 Questionnaire

Number of mobile EU workers (excluding former cross-border workers) who became unemployed in the reference year (2020) and received unemployment benefits in your country on the basis of periods completed in another Member State					
Length of previous insurance, employment or self-employment completed by those workers in your country before their application for unemployment benefits					Total
Less than one month (30 days)		More than one month (30 days), but less than three months (90 days)	Three months or more (90 days or more)		
Member States of origin (i.e. the member state which issued the PDU1)	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					
	<b>Total</b>				

# Annex III Portable Document U1

U1

Coordination of Social Security Systems

**Periods to be taken into account for granting unemployment benefits**  
EU Regulations 883/04 and 987/09 (\*)

## INFORMATION FOR THE HOLDER

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

### 1. PERSONAL DETAILS OF THE HOLDER

1.1 Personal Identification Number	<input type="checkbox"/> Female	<input type="checkbox"/> Male
1.2 Surname		
1.3 Forenames		
1.4 Surname at birth (**)		
1.5 Date of birth	1.6 Nationality	
1.7 Place of birth		
1.8 Current address in the State issuing the certificate		
1.8.1 Street, N°	1.8.3 Post code	
1.8.2 Town	1.8.4 Country code	

### 2. THE HOLDER HAS COMPLETED THE FOLLOWING PERIODS<sup>1</sup>:

2.1 PERIODS OF INSURANCE AND PERIODS TREATED AS SUCH		
2.1.1 Insured employment	From	to
	From	to
	From	to
	From	to
	From	to
	From	to
	From	to
	From	to
	From	to
	From	to
2.1.2 Insured self employment	From	to
	From	to
	From	to
	From	to
	From	to
	From	to
	From	to

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Periods to be taken into account for granting unemployment benefits

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

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

2.1.3 Other periods of insurance

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

2.1.4 Periods treated as periods of insurance

From	to	Reason <sup>6</sup>
From	to	Reason <sup>6</sup>
From	to	Reason <sup>6</sup>

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

2.2.1 Employment

From	to	Activity
From	to	Activity
From	to	Activity

2.2.2 Self employment

From	to	Activity
From	to	Activity
From	to	Activity

2.2.3 These are not insurance periods because

2.3 INCOME DETAILS<sup>45</sup>

2.3.1 Income from employment

From	to	Wage
From	to	Wage
From	to	Wage

2.3.2 Income from self-employment

From	to	Earnings
From	to	Earnings
From	to	Earnings

3. REASON FOR END OF EMPLOYMENT

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

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Periods to be taken into account for granting unemployment benefits

4. OTHER RECEIVED PAYMENTS

The holder

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

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

5.1 Period

From to  
 From to  
 From to

5.2 Last local employment or benefit agency

5.3 Identification N°

5.4 Name

5.5 Address

5.5.1 Street, N°

5.5.3 Post code

5.5.2 Town

5.5.4 Country code

6. UNEMPLOYMENT BENEFIT ENTITLEMENT

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

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

For the period

From to

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

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



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

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

## NOTES

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



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