



# Aggregation of periods for unemployment benefits

Report on U1 Portable Documents for mobile workers  
Reference year 2021

Frederic De Wispelaere, Lynn De Smedt, Wouter Schepers & Jozef Pacolet -  
HIVA-KU Leuven  
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Unit E/2 — Social security coordination

*E-mail:* [EMPL-E2-UNIT@ec.europa.eu](mailto:EMPL-E2-UNIT@ec.europa.eu)

*European Commission*

*B-1049 Brussels*

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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-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/UK movers:** EU-27, EFTA, or UK citizens who reside in an EU-27 or EFTA country or the UK 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 the EU: *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., the qualifying period). In some cases, the period of insurance, employment, or self-employment of an EU/EFTA/UK mover might be insufficient to be entitled to an unemployment benefit of the Member State of last activity (i.e., the competent Member State). In such cases, additional periods completed by the person in another Member State and proven by a so-called Portable Document U1 (PD U1) are required. These periods should be taken into account by the Member State of last activity when determining access to an unemployment benefit. In that respect, the number of PDs U1 received depends on several variables: 1) the inflow of EU/EFTA/UK 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.

The scope of the report is limited to the number of PDs U1 received from EU/EFTA/UK 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>5</sup> Some Member States provided data on the total group of persons for which a PD U1 was received without selecting for those issued under Article 61 of the Basic Regulation. Consequently, there are several reservations concerning the scope of the reported data, which affect the analysis and conclusions.

For reference year 2021, some 35 400 cases of aggregation of periods for unemployment were reported by 30 Member States.<sup>6</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 these cases, the Member State of last activity was Lithuania (4 867)<sup>7</sup> and Italy (4 221). Furthermore, France (3 547), Austria (3 327), Switzerland (3 043), and Spain (2 807) received more than 2 500 cases of aggregation.

<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.

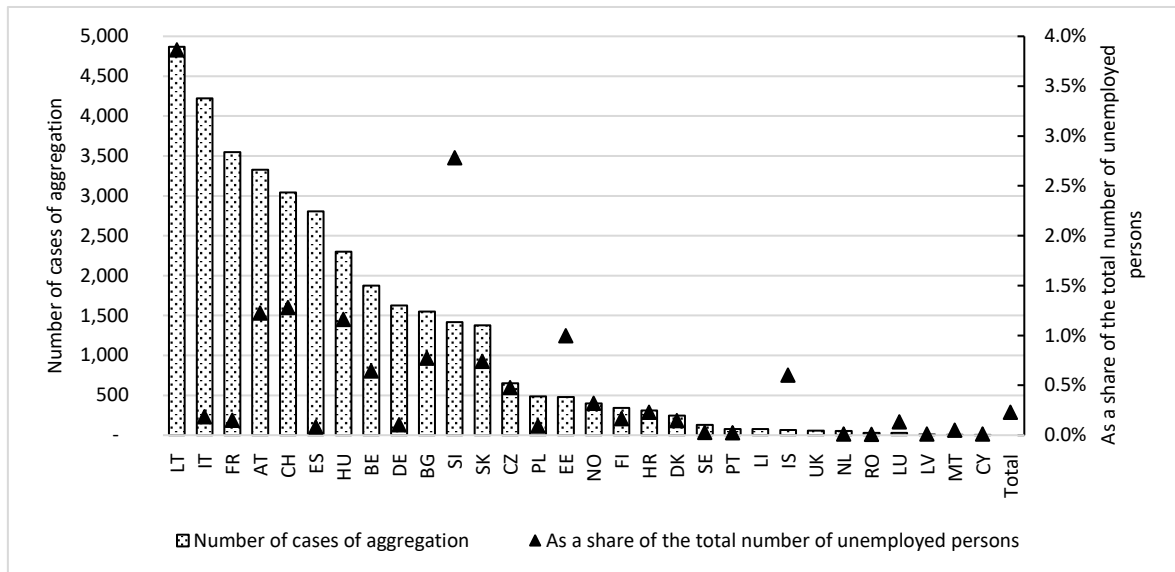
<sup>4</sup> The term "Member State" is used in this report to indicate the 27 countries belonging to the European Union (EU) in reference year 2021, the European Economic Area (EEA), Switzerland, and the United Kingdom.

<sup>5</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.

<sup>6</sup> No data are available for IE and EL.

<sup>7</sup> These figures may include cases other than just EU/EFTA/UK movers who became unemployed in Lithuania (e.g., outgoing 'other cross-border workers' who became unemployed).

**Figure Number of cases of aggregation of periods for unemployment, by Member State of last activity, 2021**



\* Data for IE and EL are missing.

Source: Questionnaire on aggregation of periods for unemployment benefits 2022; Eurostat [\[une\\_rt\\_a\]](#) (2020 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 0.2 % of the unemployed persons in the EU/EFTA/UK additional periods completed in a Member State other than the competent State were required. Only in Lithuania (3.9 %), Slovenia (2.8 %), Switzerland (1.3 %), Hungary (1.2 %), and Austria (1.2 %) 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 Germany, and to a lesser extent in Austria and Switzerland.

## 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> It can occur that the period of insurance, employment, or self-employment of the EU/EFTA/UK 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 considered 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/UK 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 may 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., the 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 to obtain an idea of the size of the phenomenon. The questionnaire applies to reference year 2021 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/UK 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 2021. 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/UK labour mobility			Outgoing intra-EU/EFTA/UK labour mobility		
<i>EU/EFTA/UK movers of working age</i>	<i>Frontier workers</i>	<i>Other cross-border workers</i>	<i>EU/EFTA/UK 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 30 Member States<sup>21</sup> provided quantitative data for 2021, 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 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

<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. See footnote 31 of the PD U1 report for reference year 2020: "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).

<sup>21</sup> No data were reported by IE and EL.

<sup>22</sup> For CZ, IT, and IS, a breakdown by Member State of previous employment or insurance was not possible. CH provided a breakdown by citizenship instead of the former Member State of insurance, employment, or self-employment.

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

conclusions that are more adequate. Nevertheless, we continue to have doubts about some of the reported figures.<sup>24</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 2021, the EU-27 aggregate (excluding the UK) is produced. Accordingly, the text of the report describing the quantitative findings focusses on this EU-27 aggregate.

There are two Agreements now governing the relations between the EU and UK in terms of social security coordination. First, the **Withdrawal Agreement**<sup>25</sup> entered into force on 1 February 2020 with a transitional period until 31 December 2020. It provides for *full coordination* to all those persons (including their family members/survivors) who have continuously been in a cross-border situation involving the EU and the UK since before the end of the transition period. This means that the complete social security coordination acquis<sup>26</sup> applies to these persons. Furthermore, *partial coordination* applies to persons who are not covered by art. 30 (full coordination) but have been subject to both UK/EU social security legislation before the end of the transition period. This includes among others EU rules concerning the aggregation of periods, rights and obligations deriving from such periods. The Withdrawal Agreement also protects persons in triangular situations with EFTA Member States. For the purposes of the aggregation of periods, periods completed both before and after the end of the transition period are taken into account in accordance with Regulation 883/2004.

The **Trade and Cooperation Agreement**<sup>27</sup> was signed on 30 December 2020, was applied provisionally as of 1 January 2021, and entered into force on 1 May 2021. In this Agreement there is a **Protocol on Social Security Coordination** which covers all persons who 1) are or have been covered by the social security legislation of an EU Member State or of the UK; 2) are residing in an EU Member State or the UK; 3) are or have been in a cross-border situation between an EU Member State and the UK as from 1 January 2021. This Protocol fully coordinates all branches of social security coordination that are currently coordinated under the Basic Regulation except for family benefits, long-term care, special non-contributory cash benefits, and assisted reproduction services. Additionally, there is a partial coordination for invalidity benefits and unemployment benefits. However, this Protocol does not apply to situations involving a UK national moving between two or more Member States, without a cross-border element with the UK as such. Furthermore, it does not apply to the EFTA Member States. Unless otherwise provided for in the Protocol on Social Security Coordination, the competent institution of a State will, to the extent necessary, take into account periods of insurance, employment, self-employment or residence completed under the legislation of any other State as though they were periods completed under the legislation which it applies, where its legislation makes conditional upon the completion of periods of insurance, employment, self-employment or residence.

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

<sup>25</sup> Agreement on the withdrawal of the United Kingdom of Great Britain and Northern Ireland from the European Union and the European Atomic Energy Community 2019/C 384 I/01. See <https://eur-lex.europa.eu/legal-content/EN/TXT/?qid=1580206007232&uri=CELEX%3A12019W/TXT%2802%29>

<sup>26</sup> Basic Regulation and Implementing Regulation

<sup>27</sup> Trade and Cooperation Agreement between the European Union and the European Atomic Energy Community, of the one part, and the United Kingdom of Great Britain and Northern Ireland, of the other part. See <https://eur-lex.europa.eu/legal-content/EN/TXT/?uri=uriserv%3AOJ.L..2021.149.01.0010.01.ENG&toc=OJ%3AL%3A2021%3A149%3ATOC>

## 1. General overview

In 2021, 35 402 cases of aggregation of periods for unemployment were reported by 30 Member States<sup>28</sup> (*Table 1*). In most of these cases, the Member State of last activity was Lithuania (4 867)<sup>29</sup> and Italy (4 221). Furthermore, France (3 547), Austria (3 327), Switzerland (3 043), and Spain (2 807) received more than 2 500 cases. On the contrary, Member States such as Malta (6 cases), Latvia (7 cases), and Cyprus (less than 5 cases) received only a minor number of PDs U1.

The data reported by several Member States is quite surprising, as one would expect that these data have a strong correlation with the annual inflow of EU/EFTA/UK movers of working age. However, this is not the case.<sup>30,31</sup> For instance, the 2020 inflow of EU/EFTA/UK movers of working age to Germany amounted to some 379 792 persons (*see also Table 6*). This makes Germany by far the most important ‘receiving Member State’. However, Germany is certainly not the main receiving Member State in terms of PDs U1, as it only received 1 628 PDs U1 in 2021. The Netherlands also receives relatively few PDs U1 (54) in relation to the high inflow of (temporary) labour mobility.

*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 2 339 cases of aggregation in 2021 was reported by Lithuania, where additional periods completed in the United Kingdom were proven in order to receive an unemployment benefit from Lithuania. This single flow represents 6.6 % of the total number of PDs U1 received by the reporting Member States and 48.1 % of the number of PDs U1 received by Lithuania.<sup>32</sup> In addition, for a large number of unemployed EU/EFTA/UK movers in Austria, an additional period of insurance had to be proven from Germany (1 374 cases). Aggregated periods from Austria were also needed in quite a few cases for unemployed EU/EFTA/UK movers in Slovenia (1 303) and Hungary (1 131). Finally, a high number of unemployed EU/EFTA/UK mover in France had to prove additional periods completed in Switzerland (1 169 cases).

The column percentages in *Table A1.1* in *Annex I* indicate that 99 % of all cases of aggregation in Liechtenstein needed to prove additional periods completed in Switzerland, and 92 % of cases in Slovenia needed to prove additional periods completed in Austria. Similarly, of all cases of aggregation in Estonia, 59 % needed to prove additional periods completed in Finland, and for 51 % cases of aggregation in Bulgaria, additional periods completed in the United Kingdom needed to be proven.

Aggregated results for the EU-13 Member States are strongly affected by the number of cases reported by Lithuania and Hungary, whereas high figures for Italy, Austria, France, and Spain 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>28</sup> IE and EL could not provide data.

<sup>29</sup> These figures may include cases other than just EU/EFTA/UK movers who became unemployed in Lithuania (e.g., outgoing ‘other cross-border workers’ who became unemployed).

<sup>30</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 +0.27 between the number of PDs U1 issued in 2021 and the 2020 inflow of EU/EFTA/UK movers of working age.

<sup>31</sup> One of the explanations could be that several Member States 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>32</sup> However, see footnote 29.

Data show that in particular an additional period completed in an EU-14 Member State (53 %) or the UK (20 %) was added to the short period already achieved in the Member State of last activity (*Annex I – Table A1.1*).<sup>33</sup> In some three quarters of cases of aggregation, a period completed in the EU-14 or the UK was added. In most cases, the UK is the main 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, Lithuania, Malta, and Poland. EU-13 Member States such as Hungary, 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, Hungary, the Netherlands, Austria, Slovenia, Finland, Sweden, and Liechtenstein more than half of all additional periods needed to be proven in a neighbouring Member State.

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<sup>33</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, FI, SE, NO, and UK. For unemployed mobile workers living in LI in almost all 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, 2021**

	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	IS***		LI	NO	CH****	UK
<b>EU-27</b>	1 755	665		144	1 242	375			1 439	1 942	297	<5	6	1 425	25	2 216	5	46	2 608	312	41	19	1 406	997	182	65	<5	336		54	17 605		
<b>EU-14</b>	1 660	572		129	772	353			1 261	1 791	251	<5	<5	1 305	23	2 014	<5	44	1 729	266	40	19	1 376	520	141	52	<5	262		41	14 632		
<b>EU-13</b>	95	93		15	470	22			178	151	46	0	<5	120	<5	202	<5	<5	879	46	<5	0	30	477	41	13	0	74		13	2 973		
<b>EFTA</b>	58	98		66	272	58			254	1 197	9	<5	<5	1 103	<5	74	0	<5	608	32	25	<5	8	76	105	58	75	11		<5	4 198		
<b>Neighbour</b>	1 331	14		76	929	292			483	2 616	32		<5	43	15	1 293		35	2 310	170	12	0	1 361	672	213	74	76	116		9	12 174		
<b>Total</b>	<b>1 874</b>	<b>1 548</b>	<b>650</b>	<b>246</b>	<b>1 628</b>	<b>478</b>			<b>2 807</b>	<b>3 547</b>	<b>309</b>	<b>4 221</b>	<b>&lt;5</b>	<b>7</b>	<b>4 867</b>	<b>28</b>	<b>2 299</b>	<b>6</b>	<b>54</b>	<b>3 327</b>	<b>487</b>	<b>79</b>	<b>29</b>	<b>1 418</b>	<b>1 377</b>	<b>341</b>	<b>131</b>	<b>66</b>	<b>76</b>	<b>399</b>	<b>3 043</b>	<b>56</b>	<b>35 402</b>
<b>BE</b>		9		7	12	<5			28	458	<5	0	0	17	6	6	0	17	15	13	<5	0	<5	<5	<5	0	0	<5		<5		<5	603
<b>BG</b>	11			0	41	0			28	9	0	0	0	<5	0	0	0	0	99	0	0	0	0	0	0	0	0	0	<5		<5	192	
<b>CZ</b>	0	27		6	30	<5			20	22	<5	0	0	<5	0	6	0	0	50	44	0	0	0	373	0	0	0	<5		<5		<5	589
<b>DK</b>	6	<5		20	6				13	5	0	0	0	170	0	<5	0	<5	6	<5	0	0	0	<5	8	16	0	35	0		0	291	
<b>DE</b>	104	122		32	6				306	272	155	<5	0	448	5	622	<5	18	1 374	126	<5	11	20	149	10	10	0	32		7	3 834		
<b>EE</b>	0	0		0	<5				<5	<5	0	0	0	9	0	0	0	0	0	0	0	0	0	0	16	<5	0	5		<5	40		
<b>IE</b>	12	71		<5	37	9			177	127	23	0	0	267	<5	46	<5	<5	36	28	<5	0	0	37	<5	0	0	11		9	901		
<b>EL</b>	20	14		<5	24	<5			5	10	0	<5	0	6	<5	<5	0	<5	24	0	0	0	0	<5	<5	0	0	8		0	123		
<b>ES</b>	160	28		9	81	<5				222	<5	0	0	22	0	10	0	<5	19	<5	12	0	<5	9	10	6	0	24		7	625		
<b>FR</b>	362	176		8	46	<5			319		0	0	<5	9	<5	31	<5	<5	32	6	10	<5	<5	<5	<5	<5	<5	0	<5	<5	0	1 025	
<b>HR</b>	7	0		0	94	0			0	6		0	0	<5	0	<5	0	<5	51	0	0	0	18	<5	0	<5	0	<5		0	188		
<b>IT</b>	75	22		<5	67	0			55	85	9	0	0	6	<5	22	<5	0	113	<5	<5	<5	39	32	0	0	0	6		<5	543		
<b>CY</b>	0	60		<5	7	<5			<5	0	0		0	43	0	15	0	0	<5	<5	0	0	<5	9	0	<5	0	<5		<5	153		
<b>LV</b>	<5	0		<5	<5	8			0	<5	0	0	0	27	0	0	0	0	10	0	0	0	0	0	0	0	0	0	<5		<5	56	
<b>LT</b>	0	0		<5	6	7			<5	5	0	0	<5	0	0	0	0	0	<5	0	0	0	0	<5	<5	0	0	5		0	33		
<b>LU</b>	351	<5		<5	27	<5			19	410	0	0	0	5		<5	0	0	12	<5	0	0	<5	<5	<5	<5	0	0	0	<5	839		
<b>HU</b>	<5	<5		<5	65	0			<5	15	<5	0	0	1	0		0	0	255	0	0	0	<5	88	<5	0	0	6		<5	448		
<b>MT</b>	9	<5		<5	7	<5			21	32	<5	0	0	17	<5	14		<5	0	0	0	0	0	<5	<5	<5	0	<5		0	120		
<b>NL</b>	514	50		7	81	7			102	73	7	0	<5	264	<5	129	0		34	72	6	0	<5	70	<5	7	0	15		5	1 453		
<b>AT</b>	11	60		7	335	5			18	31	52	0	0	8	<5	1 131	0	0		12	0	<5	1 303	209	<5	<5	<5	5		<5	3 197		
<b>PL</b>	27	0		<5	121	0			25	31	0	0	0	16	0	5	<5	0	69		0	0	0	<5	19	<5	0	36		<5	362		
<b>PT</b>	30	9		<5	20	<5			164	68	<5	0	0	0	<5	<5	0	<5	51	0	0	0	0	<5	<5	<5	0	7		0	371		
<b>RO</b>	34	0		0	71	0			63	23	0	0	0	0	<5	19	0	0	222	<5	0		<5	0	0	<5	0	<5		0	439		
<b>SI</b>	0	0		0	7	0			0	0	29	0	0	<5	0	<5	0	0	97	0	0	0	0	0	0	0	0	0	0	0	137		
<b>SK</b>	<5	<5		0	16	<5			9	5	12	0	0	<5	0	136	0	0	18	0	<5	0	9	0	0	0	0	<5		<5	216		
<b>FI</b>	<5	<5		<5	<5	284			<5	15	<5	0	0	23	0	<5	0	0	0	0	0	0	<5	<5	5	0	0	<5		0	346		
<b>SE</b>	13	<5		44	19	24			52	15	<5	0	0	60	0	7	0	<5	13	<5	<5	<5	0	0	102		0	115		6	481		
<b>IS</b>	0	<5		6	<5	<5			6	11	0	0	0	93	0	<5	0	0	<5	0	0	0	0	6	<5	<5	0	0	0	0	137		
<b>LI</b>	0	0		0	<5	0			6	0	0	0	0	0	0	0	0	0	189	0	0	0	0	0	0	0	0	0		0	197		
<b>NO</b>	<5	8		55	10	56			38	17	<5	0	<5	991	0	5	0	0	12	26	0	0	0	23	95	53	0		<5	1 395			
<b>CH</b>	56	88		5	257	0			204	1 169	7	<5	0	19	<5	68	0	<5	403	6	25	<5	8	47	9	<5	75	11		<5	2 469		
<b>UK</b>	61	785		36	114	45			1 114	408	<5	<5	0	2 339	<5	9	<5	6	111	143	13	7	<5	304	5	8	0	52			5 570		
<b>Unknown</b>	0	0		0	0	0			0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	49	0	0	0	0	0	49		

\* IE and EL did not provide data

\*\* FI reported a total of 341, but this does not match the sum of 292. For the 49 PDs U1 issued by Kela (the Social Insurance Institution of Finland) a breakdown could not be provided. LU reported a total of 27, but this does not match the sum of 28.

\*\*\* CZ, IT, and IS: breakdown by Member State of previous employment or insurance was not possible. However, IS reported that 38 PDs U1 were from Nordic countries, while 28 were from outside Nordic countries.

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

Source: Questionnaire on aggregation of periods for unemployment benefits 2022



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 15 % 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 72 % of the cases to a period of three months or longer. Therefore, in almost three out of four 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, 2021**

	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>	3 184	10.0 %	3 051	9.6 %	16 385	51.7 %	31 708	31 758	89.7 %
<b>EU-14</b>	1 934	13.8 %	1 862	13.3 %	10 216	72.9 %	14 012	18 283	51.6 %
<b>EU-13</b>	1 250	14.5 %	1 189	13.8 %	6 169	71.7 %	8 608	13 475	38.1 %
<b>EFTA</b>	727	20.3 %	395	11.0 %	2 462	68.7 %	3 584	3 584	10.1 %
<b>Total</b>	<b>3 911</b>	<b>14.9 %</b>	<b>3 446</b>	<b>13.1 %</b>	<b>18 854</b>	<b>71.9 %</b>	<b>26 211</b>	<b>35 402</b>	<b>100.0 %</b>
<b>BE</b>	121	6.5 %	156	8.3 %	1 597	85.2 %	1 874	1 874	5.3 %
<b>BG</b>	30	1.9 %	152	9.8 %	1 366	88.2 %	1 548	1 548	4.4 %
<b>CZ</b>	116	17.8 %	195	30.0 %	339	52.2 %	650	650	1.8 %
<b>DK</b>	122	49.6 %	34	13.8 %	90	36.6 %	246	246	0.7 %
<b>DE</b>	108	6.6 %	248	15.2 %	1 272	78.1 %	1 628	1 628	4.6 %
<b>EE</b>	84	17.6 %	92	19.2 %	302	63.2 %	478	478	1.4 %
<b>IE*</b>									
<b>EL*</b>									
<b>ES</b>	744	26.5 %	516	18.4 %	1 547	55.1 %	2 807	2 807	7.9 %
<b>FR</b>	430	12.1 %	461	13.0 %	2 656	74.9 %	3 547	3 547	10.0 %
<b>HR</b>	55	17.8 %	33	10.7 %	221	71.5 %	309	309	0.9 %
<b>IT*</b>								4 221	11.9 %
<b>CY</b>	0	0.0 %	0	0.0 %	<5	100.0 %	<5	<5	0.0%
<b>LV</b>	<5	42.9 %	<5	28.6 %	<5	28.6 %	7	7	0.0 %
<b>LT*</b>								4 867	13.7 %
<b>LU</b>	0	0.0 %	<5	3.7 %	26	96.3 %	27	28	0.1 %
<b>HU</b>	394	17.1 %	351	15.3 %	1 554	67.6 %	2 299	2 299	6.5 %
<b>MT</b>	<5	16.7 %	0	0.0 %	5	83.3 %	6	6	0.0 %
<b>NL</b>	11	20.4 %	21	38.9 %	22	40.7 %	54	54	0.2 %
<b>AT</b>	302	9.1 %	262	7.9 %	2 763	83.0 %	3 327	3 327	9.4 %
<b>PL</b>	23	4.7 %	52	10.7 %	412	84.6 %	487	487	1.4 %
<b>PT</b>	19	24.1 %	19	24.1 %	41	51.9 %	79	79	0.2 %
<b>RO</b>	6	20.7 %	7	24.1 %	16	55.2 %	29	29	0.1 %
<b>SI</b>	401	28.3 %	124	8.7 %	893	63.0 %	1 418	1 418	4.0 %
<b>SK</b>	137	9.9 %	181	13.1 %	1 059	76.9 %	1 377	1 377	3.9 %
<b>FI</b>	45	15.4 %	103	35.3 %	144	49.3 %	292	341	1.0 %
<b>SE</b>	32	24.4 %	41	31.3 %	58	44.3 %	131	131	0.4 %
<b>IS</b>	8	12.1 %	<5	6.1 %	54	81.8 %	66	66	0.2 %
<b>LI</b>	6	7.9 %	25	32.9 %	45	59.2 %	76	76	0.2 %
<b>NO</b>	160	40.1 %	63	15.8 %	176	44.1 %	399	399	1.1 %
<b>CH</b>	553	18.2 %	303	10.0 %	2 187	71.9 %	3 043	3 043	8.6 %
<b>UK*</b>								56	0.2 %

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

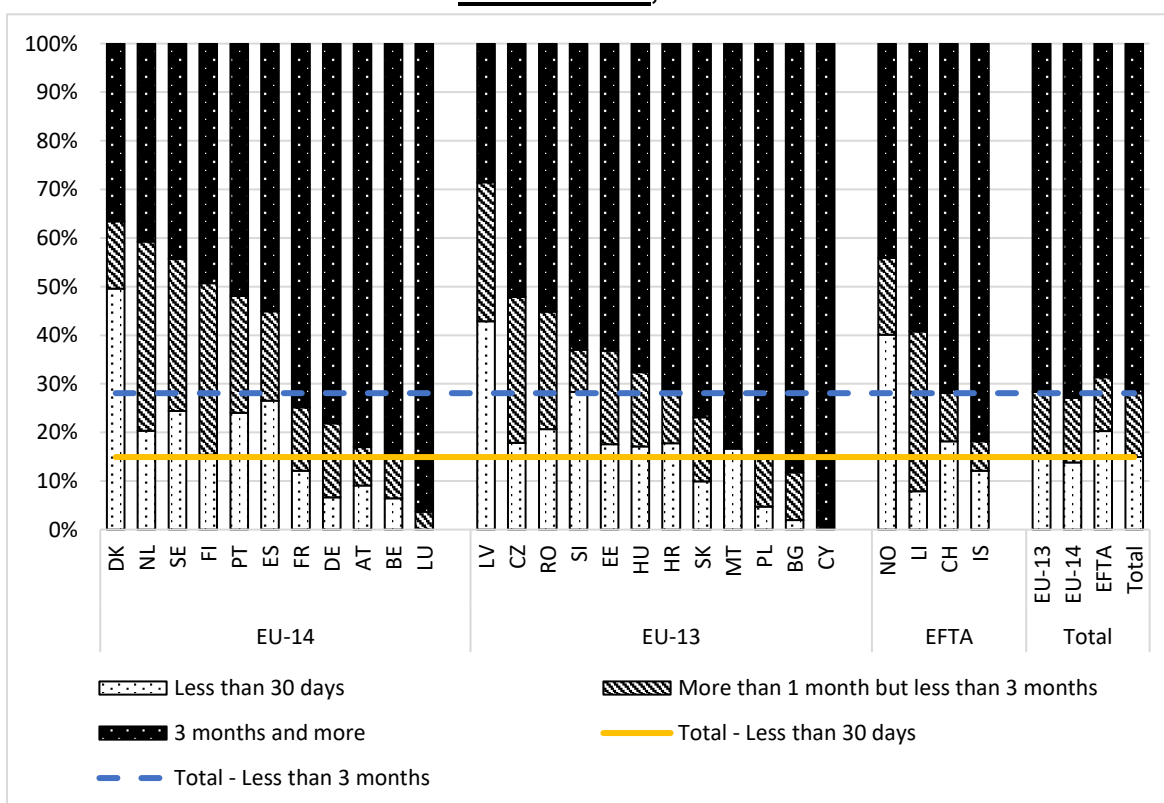
Source: Questionnaire on aggregation of periods for unemployment benefits 2022

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>34</sup>, Finland, and Denmark), the number of cases of aggregation in case of an employment of less than one month (or even three 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-13, slightly more cases reported concern a period of less than 30 days compared to the EU-14 (14.5 % versus 13.8 % respectively), while in the EU-13 slightly less cases concerning a period of insurance, employment, or self-employment of three months and more are reported compared to the EU-14 (71.7 % versus 72.9 % respectively). In EFTA countries, a higher share of cases for a period of less than 30 days is reported, namely 20.3 %.

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 Latvia, most of the PDs U1 were required based on a period of insurance of less than three months and even less than 30 days. In none of the Member States, the most common length of insurance, employment or self-employment was more than one month but less than three months in 2021.

**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*, 2021**



Source: Questionnaire on aggregation of periods for unemployment benefits 2022

<sup>34</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.

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>35</sup> lead to a distorted view of reality when reporting figures on the former Member States of insurance. Therefore, some caution is required when drawing conclusions.

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 Germany (15.5 % of column total), Austria (12.9 % of column total), the United Kingdom (12.8 % of column total), or Switzerland (11.6 % column total) (*see Table 3 – last column*). Remarkably, these former Member States of insurance, employment, or self-employment are ‘immigration’ Member States.<sup>36</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. 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 79.3 % of the cases for former EU-13 Member States of insurance, employment, or self-employment and for 71.8 % of the cases for former EU-14 Member States of insurance, employment, or self-employment.

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<sup>35</sup> CZ, IE, EL, IT, LT, IS, and UK.

<sup>36</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.

**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*, 2021**

	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>	2 744	14.7 %	2 266	12.2 %	13 603	73.1 %	18 613	18 613	73.0 %
<b>EU-14</b>	2 450	16.0 %	1 876	12.3 %	10 990	71.8 %	15 316	15 316	60.1 %
<b>EU-13</b>	294	8.9 %	390	11.8 %	2 613	79.3 %	3 297	3 297	12.9 %
<b>EFTA</b>	567	15.7 %	627	17.4 %	2 415	66.9 %	3 609	3 609	14.2 %
<b>Total</b>	<b>3 787</b>	<b>14.9 %</b>	<b>3 247</b>	<b>12.7 %</b>	<b>18 459</b>	<b>72.4 %</b>	<b>25 493</b>	<b>25 493</b>	<b>100.0 %</b>
<b>BE</b>	130	21.6 %	79	13.1 %	393	65.3 %	602	602	2.4 %
<b>BG</b>	26	12.3 %	24	11.4 %	161	76.3 %	211	211	0.8 %
<b>CZ</b>	49	8.1 %	65	10.7 %	494	81.3 %	608	608	2.4 %
<b>DK</b>	18	14.8 %	26	21.3 %	78	63.9 %	122	122	0.5 %
<b>DE</b>	544	13.8 %	433	11.0 %	2 975	75.3 %	3 952	3 952	15.5 %
<b>EE</b>	9	26.5 %	11	32.4 %	14	41.2 %	34	34	0.1 %
<b>IE</b>	78	12.3 %	71	11.2 %	485	76.5 %	634	634	2.5 %
<b>EL</b>	21	13.8 %	16	10.5 %	116	75.7 %	153	153	0.6 %
<b>ES</b>	73	10.2 %	87	12.2 %	555	77.6 %	715	715	2.8 %
<b>FR</b>	161	13.0 %	185	14.9 %	897	72.2 %	1 243	1 243	4.9 %
<b>HR</b>	11	5.5 %	32	15.9 %	158	78.6 %	201	201	0.8 %
<b>IT</b>	149	14.4 %	118	11.4 %	767	74.2 %	1 034	1 034	4.1 %
<b>CY</b>	9	8.4 %	28	26.2 %	70	65.4 %	107	107	0.4 %
<b>LV</b>	5	16.1 %	<5	12.9 %	22	71.0 %	31	31	0.1 %
<b>LT</b>	8	20.0 %	<5	5.0 %	30	75.0 %	40	40	0.2 %
<b>LU</b>	197	23.6 %	103	12.3 %	535	64.1 %	835	835	3.3 %
<b>HU</b>	43	8.0 %	48	9.0 %	444	83.0 %	535	535	2.1 %
<b>MT</b>	11	10.6 %	13	12.5 %	80	76.9 %	104	104	0.4 %
<b>NL</b>	123	10.3 %	146	12.2 %	931	77.6 %	1 200	1 200	4.7 %
<b>AT</b>	688	20.9 %	387	11.8 %	2 211	67.3 %	3 286	3 286	12.9 %
<b>PL</b>	37	8.0 %	55	11.9 %	369	80.0 %	461	461	1.8 %
<b>PT</b>	103	13.0 %	90	11.4 %	599	75.6 %	792	792	3.1 %
<b>RO</b>	44	8.5 %	61	11.8 %	410	79.6 %	515	515	2.0 %
<b>SI</b>	11	6.9 %	11	6.9 %	138	86.3 %	160	160	0.6 %
<b>SK</b>	31	10.7 %	36	12.4 %	223	76.9 %	290	290	1.1 %
<b>FI</b>	54	16.5 %	66	20.2 %	207	63.3 %	327	327	1.3 %
<b>SE</b>	111	26.4 %	69	16.4 %	241	57.2 %	421	421	1.7 %
<b>IS</b>	5	11.1 %	8	17.8 %	32	71.1 %	45	45	0.2 %
<b>LI</b>	12	6.0 %	8	4.0 %	181	90.0 %	201	201	0.8 %
<b>NO</b>	82	20.3 %	101	25.0 %	221	54.7 %	404	404	1.6 %
<b>CH</b>	468	15.8 %	510	17.2 %	1 981	66.9 %	2 959	2 959	11.6 %
<b>UK</b>	476	14.6 %	354	10.8 %	2 441	74.6 %	3 271	3 271	12.8 %

\* 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 and/or a breakdown by length of insurance, employment, or self-employment (CZ, IT, LT, IS, and UK).

\*\* 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, and/or a breakdown by length of insurance, employment, or self-employment.

Source: Questionnaire on aggregation of periods for unemployment benefits 2022

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

The figures reported for reference year 2021 can be compared with those provided for previous years (*Table 4*). Compared to 2020, Bulgaria, the Czech Republic, Denmark, Germany, Spain, France, Cyprus, Latvia, Luxembourg, Hungary, Malta, Netherlands, Austria Poland, Portugal, Slovenia, Slovakia, Sweden, Liechtenstein, Norway, Switzerland, and the United Kingdom had less cases of aggregation. This contrasts with Belgium, Estonia, Croatia, Lithuania, Romania, and Finland which received more forms. In Bulgaria, the strongest decrease can be noticed (-78.7 %). This was also the case during the previous year where the number of PDs U1 decreased with 59.8 % compared to 2019. In addition, a strong decrease is reported by Malta (-76.9 %), Cyprus (-71.4 %), and the Netherlands (-66.9 %). The opposite took place in Belgium, where the strongest increase occurred (+110.6 %). Furthermore, Lithuania (+64.8 %) and Croatia (+54.5 %) record a high increase of PDs U1 received when comparing 2021 to 2020.

**Table 4 - Evolution of the number of PDs U1 received, 2013-2021**

	Number of forms received									Change 2021 versus 2020	
	2021	2020	2019	2018	2017	2016	2015	2014	2013	Number	%
BE	1 874	890	1 287	1 137	1 101	1 433	1 335		2 196	984	110.6 %
BG	1 548	7 283	18 113	14 465	11 973	7 057	5 861		4 118	-5 735	-78.7 %
CZ	650	970	1 048	586	329	522				-320	-33.0 %
DK	246	451	264	242	231	122	85		54	-205	-45.5 %
DE	1 628	2 759	2 318	2 165	1 252					-1 131	-41.0 %
EE	478	353	182	222	187	234	229		174	125	35.4 %
IE											
EL											
ES	2 807	2 862	3 256	3 916	3 407	3 538	2 871		2 471	-55	-1.9 %
FR	3 547	4 638	4 814	9 509	7 347	7 311		7 575	8 338	-1 091	-23.5 %
HR	309	200	200	200	97	146	69		16	109	54.5 %
IT	4 221		4 100	2 780	3 345	4 486					
CY	<5	14		27	29	0	10		<5	-10	-71.4 %
LV	7	18	26	17	25	39	23	19	19	-11	-61.1 %
LT	4 867	2 953	1 204	952	1 479	1 779	1 854	1 448	370	1 914	64.8 %
LU	28	62	71	66	62	39	27		48	-34	-54.8 %
HU	2 299	4 686	3 252	2 706	2 536	1 960	4 351		1 149	-2 387	-50.9 %
MT	6	26	<5	5	<5	9	<5		8	-20	-76.9 %
NL	54	163	96	84	63	61	32		160	-109	-66.9 %
AT	3 327	5 030	3 299	3 332	3 433	3 670	3 814			-1 703	-33.9 %
PL	487	802	656	583	546					-315	-39.3 %
PT	79	154	89	120	114	126	105			-75	-48.7 %
RO	29	28	21	31	33	26	11		12	1	3.6 %
SI	1 418	2 786	1 737	1 660	1 526		1 590			-1 368	-49.1 %
SK	1 377	2 020	1 384	1 300	1 067	1 040	1 057	1 156	1 160	-643	-31.8 %
FI	341	317	186	172	160	123	205		135	24	7.6 %
SE	131	227	142	128	134	242	303	394	457	-96	-42.3 %
IS	66					31				66	
LI	76	83	95	120					726	-7	-8.4 %
NO	399	536	117	221	224	206	115		500	-137	-25.6 %
CH	3 043	3 389	2 673	2 655	2 599	2 661	1 076	1 163	1 305	-346	-10.2 %
UK	56	148	<5	102	102	182	156	133	30	-92	-62.2 %

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 Latvia (-16 p.p.) and Romania (-13 p.p.), this share has dropped considerably. The opposite can be seen in Malta (+26 p.p.), Belgium (+13 p.p.), and Luxembourg (+9 p.p.) which received a significantly higher 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, 2013-2021**

	2021	2020	2019	2018	2017	2016	2015	2014	2013	% Change in p.p.* 2021 versus 2020
BE	85 %	63 %	70 %	77 %	73 %	48 %	48 %		47 %	23 p.p.
BG	88 %	88 %	84 %	86 %	89 %	90 %	91 %		96 %	0 p.p.
CZ	52 %	48 %	65 %	49 %	48 %	49 %				5 p.p.
DK	37 %	40 %	42 %	38 %		34 %	21 %		37 %	-4 p.p.
DE	78 %	79 %	79 %	77 %	75 %					-1 p.p.
EE	63 %	69 %	64 %	65 %	51 %	59 %	55 %		45 %	-6 p.p.
IE										
EL										
ES	55 %	53 %	46 %	42 %	40 %	33 %	29 %		30 %	2 p.p.
FR	75 %	78 %	75 %	47 %	46 %	48 %			37 %	-3 p.p.
HR	72 %	77 %	82 %	83 %	85 %	77 %	84 %		94 %	-5 p.p.
IT										
CY	100 %	93 %		67 %	83 %		50 %		100 %	7 p.p.
LV	29 %	44 %	50 %	35 %	68 %	41 %	57 %	58 %	58 %	-16 p.p.
LT										
LU	96 %	87 %	93 %	94 %	92 %	87 %	85 %		83 %	9 p.p.
HU	68 %	71 %	68 %	75 %	68 %	85 %	92 %		97 %	-4 p.p.
MT	83 %	58 %	100 %	80 %	100 %	22 %	100 %		75 %	26 p.p.
NL	41 %	42 %	44 %	50 %	41 %	44 %	34 %		67 %	-1 p.p.
AT	83 %	84 %	82 %	80 %	80 %	81 %	81 %			-1 p.p.
PL	85 %	82 %	83 %	85 %	71 %	70 %	74 %	72 %	64 %	3 p.p.
PT	52 %	55 %	45 %	53 %	54 %	62 %	51 %			-3 p.p.
RO	55 %	68 %	43 %	45 %	70 %	58 %	55 %		67 %	-13 p.p.
SI	63 %	60 %	69 %	66 %	65 %		67 %			3 p.p.
SK	77 %	77 %	73 %	75 %	71 %	69 %	61 %	56 %	63 %	0 p.p.
FI	49 %		71 %	63 %	69 %	21 %			46 %	
SE	44 %	41 %	39 %	45 %	37 %	40 %	36 %	44 %	39 %	4 p.p.
IS	82 %					77 %				
LI	59 %	52 %	35 %	89 %					76 %	7 p.p.
NO	44 %	37 %	0 %	36 %	42 %	44 %	24 %			7 p.p.
CH	72 %	71 %	69 %	70 %	75 %	74 %	72 %	75 %	97 %	1 p.p.
UK									40 %	

\* p.p.: percentage points.

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

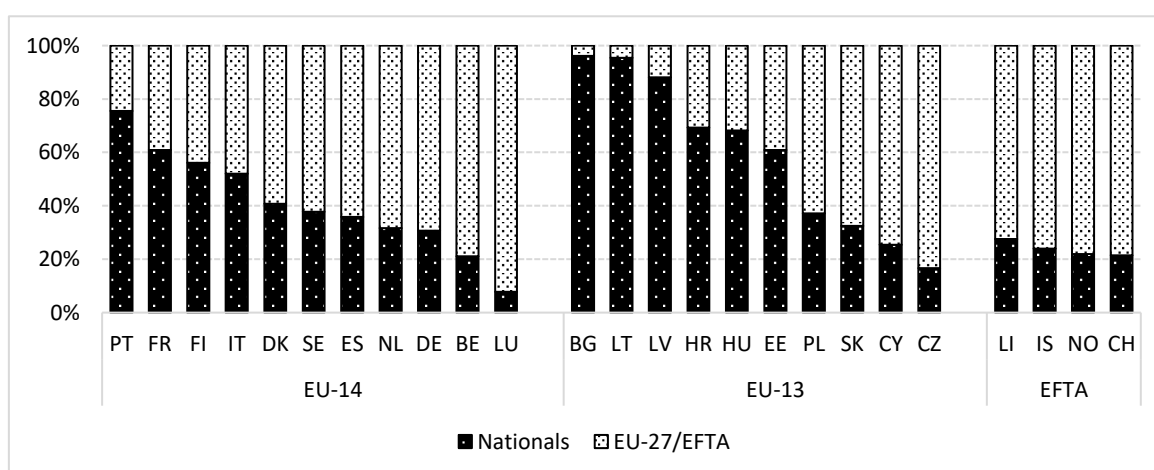
### 3. Comparison to the total number of unemployed persons and recent EU-movers of working age

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>37</sup> For some 0.2 % of the unemployed persons in the EU/EFTA/UK additional periods completed in a Member State other than the competent State were required (*Table 6*).<sup>38</sup> Only in Lithuania (3.9 %), Slovenia (2.8 %), Switzerland (1.3 %), Hungary (1.2 %), and Austria (1.2 %) 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 (0.1 % of total unemployed persons in the EU-14) had to rely on this principle compared to unemployed persons in the EU-13 (0.6 % of total unemployed persons in the EU-13), or the EFTA (1.0 % 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 2020 shows that in several EU-13 Member States (BG, LT, LV, HR, HU, and EE), but also in Portugal, France, Finland, and Italy, nationals made up the largest group of incoming movers (only selecting nationals and other EU/EFTA citizens – excluding third country nationals). This means that inflows to many EU-13 Member States are largely return mobility.

**Figure 3 - Citizenship of EU/EFTA movers of working age (15-64), by receiving Member State, 2020**



Source: Own elaboration based on data from Eurostat [migr\_imm1ctz] (2020 figures)

These cases of aggregated periods could also be compared to the annual inflow of intra-EU mobile workers of working age. On average 2.8 % 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 (5.9 % of the total flow of intra-EU/EFTA mobile workers of working age to the EU-13 in 2020) made use of the principle of aggregation of periods compared to new intra-EU/EFTA mobile workers to the EU-14 (1.9 % of the total flow of intra-EU/EFTA mobile workers of working

<sup>37</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>38</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 2018 and those figures are not available for every EU/EFTA country or the UK.

age to the EU-14 in 2020) or the EFTA (3.2 % of the total flow of intra-EU/EFTA mobile workers of working age to the EFTA in 2020). 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 (see Box I).<sup>39</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, 2021**

	Cases of aggregation (2021)	Number of annual average unemployed persons (2020)		Total annual inflow of EU-27/EFTA movers of working age (2020)	
	Number	Number (in ,000)	% Cases of aggregation	Number	% Cases of aggregation
<b>EU-27</b>	<b>31 762</b>	<b>15 186</b>	<b>0.2 %</b>	<b>1 174 591</b>	<b>2.7 %</b>
<b>EU-28</b>	<b>31 818</b>	<b>15 186</b>	<b>0.2 %</b>	<b>1 174 591</b>	<b>2.7 %</b>
<b>EU-14</b>	<b>18 283</b>	<b>12 945</b>	<b>0.1 %</b>	<b>945 033</b>	<b>1.9 %</b>
<b>EU-13</b>	<b>13 479</b>	<b>2 241</b>	<b>0.6 %</b>	<b>229 558</b>	<b>5.9 %</b>
<b>EFTA</b>	<b>3 584</b>	<b>374</b>	<b>1.0 %</b>	<b>111 770</b>	<b>3.2 %</b>
<b>Total</b>	<b>35 402</b>	<b>15 560</b>	<b>0.2 %</b>	<b>1 286 361</b>	<b>2.8 %</b>
<b>BE</b>	1 874	291	0.6 %	60 462	3.1 %
<b>BG</b>	1 548	201	0.8 %	19 124	8.1 %
<b>CZ</b>	650	137	0.5 %	18 474	3.5 %
<b>DK</b>	246	170	0.1 %	36 407	0.7 %
<b>DE</b>	1 628	1 555	0.1 %	379 792	0.4 %
<b>EE</b>	478	48	1.0 %	8 086	5.9 %
<b>IE</b>		139			
<b>EL</b>		791			
<b>ES</b>	2 807	3 531	0.1 %	105 924	2.7 %
<b>FR</b>	3 547	2 381	0.1 %	102 254	3.5 %
<b>HR</b>	309	135	0.2 %	9 383	3.3 %
<b>IT</b>	4 221	2 301	0.2 %	75 151	5.6 %
<b>CY</b>	<5	34	0.0 %	10 274	0.0 %
<b>LV</b>	7	79	0.0 %	3 484	0.2 %
<b>LT</b>	4 867	126	3.9 %	19 512	24.9 %
<b>LU</b>	28	21	0.1 %	13 250	0.2 %
<b>HU</b>	2 299	198	1.2 %	42 959	5.4 %
<b>MT</b>	6	12	0.1 %		
<b>NL</b>	54	466	0.0 %	104 182	0.1 %
<b>AT</b>	3 327	272	1.2 %		
<b>PL</b>	487	537	0.1 %	95 535	0.5 %
<b>PT</b>	79	351	0.0 %	26 145	0.3 %
<b>RO</b>	29	497	0.0 %		
<b>SI</b>	1 418	51	2.8 %		
<b>SK</b>	1 377	186	0.7 %	2 727	50.5 %
<b>FI</b>	341	209	0.2 %	12 573	2.7 %
<b>SE</b>	131	467	0.0 %	28 893	0.5 %
<b>IS</b>	66	11	0.6 %	5 758	1.1 %
<b>LI</b>	76			460	16.5 %
<b>NO</b>	399	125	0.3 %	18 126	2.2 %
<b>CH</b>	3 043	238	1.3 %	87 426	3.5 %
<b>UK</b>	56				

Source: Questionnaire on aggregation of periods in case of unemployment benefits 2022; Eurostat [une\_rt\_a] and [migr\_imm1ctz] (2020 figures).

<sup>39</sup> There is a moderate strong positive correlation of +0.29 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 2021.<sup>40</sup> Twelve Member States<sup>41</sup> reported no cases of fraud and error, while nine Member States<sup>42</sup> did report several cases. The remaining 11 Member States<sup>43</sup> did not have data available or did not fill out this question.

Regarding fraud, the main reasons given were false PDs U1, provision of false documents, fictitious employment, or non-declaration of facts such as not notifying the competent institutions when starting to work. 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 10 cases each, the Czech Republic reported 126 cases of inappropriate use, and Bulgaria 169 cases. Nevertheless, the highest amount involved is reported by France, with over EUR 170 000 in total for four fraud cases. Furthermore, Bulgaria, the Czech Republic, and Spain reported an amount involved of over EUR 10 000.

The number of cases of inappropriate use can be compared to the total number of PDs U1 received, which gives us an idea about the impact of fraud and error. In Belgium, Spain, France, and Hungary, the cases constitute less than 1 % of PDs U1 received, while in Sweden the share amounts to 2.3 %. In Bulgaria, in 10.9 % of the PDs U1 received an error was made (or fraud was committed). Finally, out of the 650 PDs U1 received by the Czech Republic, 126 were involved with inappropriate use (mostly concerning error) or 19.4 % of all PDs U1 received.

**Table 7 - Number of cases of fraud and error identified in case of aggregation of periods for unemployment benefits, 2021**

	Cases	Amount (in €)	% Of total PDs U1 received*	Reason
BE	2		0.04 %	<b>Fraud:</b> Receiving unemployment benefits while doing paid work in a neighbouring country.
	5			<b>Error:</b> Application for unemployment benefits without first resuming to work for 13 weeks.
BG	1	5 603	10.9 %	<b>Fraud:</b> Presentation of fake PD U1.
	168	34 317		<b>Error:</b> Discrepancies in the information filled in PD and SED by the competent institution for insurance periods and/or date of termination of last employment.
CZ	20	8 000	19.4 %	<b>Fraud:</b> Jobseekers did not inform competent institution of paid work.
	106	11 000		<b>Error:</b> * <i>Institutions:</i> - Typos in forms. - Incorrectly confirmed dates of social security period, end of employment, etc. - Incorrectly confirmed salary info and reason of termination. - Requested information was missing.

<sup>40</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>41</sup> It concerns EE, HR, IT, LV, LU, MT, PL, RO, FI, LI, NO, and IS.

<sup>42</sup> It concerns BE, BG, CZ, EL, ES, FR, HU, SK, and SE.

<sup>43</sup> It concerns DK, DE, CY, IE, LT, NL, AT, PT, SI, CH, and UK.

Cases	Amount (in €)	% Of total PDs U1 received*	Reason	
			- LOCR received both U1 and SED concerning same client, but with 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. - Late information about the start of new gainful activity.	
ES	1	7 405	0.1 %	<b>Fraud:</b> Inappropriate use of the provisions by only being insured in Spain for a very short time (1-2 days).
	2	4 279		<b>Error:</b> PD U1 issued by agencies instead of the competent institution.
FR	4	170 489	0.1 %	<b>Fraud:</b> False European Employee Document
HU	4	873	0.2 %	<b>Fraud:</b> Jobseekers did not inform competent institution of paid work.
SE	2		2.3 %	<b>Error:</b> Unreasonable dates of work and amounts. Corrected after it was discovered to be a typo.
	1			<b>Error:</b> Competent institution stated the wrong year of period that does not match the other information and certificates

\* 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 2022

Five Member States also provided additional information on the methodology or the efforts in the uncovering of inappropriate use. Spain performed six audits or investigations, whereas Hungary reported they performed 11 audits or investigations and allocated two human resources to the uncovering of inappropriate use. France reported they performed 26 audits or investigations and they allocated 10 human resources. However, the Czech Republic performed most audits or investigation, with 74 audits or investigations. Moreover, they allocated 45 human resources. Sweden did not report the number of audits or investigations but mentioned that some documents might have the wrong document name in their case management system. This could affect the possibility of excluding all cases that fall outside the scope of the questionnaire.

# Annex I Additional tables

## Table A1 The number of aggregations of periods in case of unemployment *as % of column total*, 2021

		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	IS	LI	NO	CH	UK	Total				
Former Member State of insurance, employment or self-employment (i.e., Member State which issued the PD U1)	EU-27	94 %	43 %		59 %	76 %	78 %			51 %	55 %	96 %		50 %	86 %	29 %	89 %	96 %	83 %	85 %	78 %	64 %	52 %	66 %	99 %	72 %	53 %	50 %		1 %	84 %		96 %	64 %				
	EU-14	89 %	37 %		52 %	47 %	74 %			45 %	50 %	81 %		50 %	57 %	27 %	82 %	88 %	67 %	81 %	52 %	55 %	51 %	66 %	97 %	38 %	41 %	40 %		1 %	66 %		73 %	53 %				
	EU-13	5 %	6 %		6 %	29 %	5 %			6 %	4 %	15 %		0 %	29 %	2 %	7 %	9 %	17 %	4 %	26 %	9 %	1 %	0 %	2 %	35 %	12 %	10 %		0 %	19 %		23 %	11 %				
	EFTA	3 %	6 %		27 %	17 %	12 %			9 %	34 %	3 %		25 %	14 %	23 %	7 %	3 %	0 %	4 %	18 %	7 %	32 %	10 %	1 %	6 %	31 %	44 %		99 %	3 %		4 %	15 %				
	Neighbour	71 %	1 %		31 %	57 %	61 %			17 %	74 %	10 %			29 %	1 %	54 %	56 %	0 %	65 %	69 %	35 %	15 %	0 %	96 %	49 %	62 %	56 %		100 %	29 %		16 %	44 %				
	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 %			
	BE		1 %		3 %	1 %	0 %			1 %	13 %	0 %			0 %	0 %	0 %	21 %	0 %	0 %	31 %	0 %	3 %	4 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	2 %	2 %				
	BG		1 %		0 %	3 %	0 %			1 %	0 %	0 %			0 %	0 %	0 %	0 %	0 %	0 %	3 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %		2 %	1 %				
	CZ		0 %	2 %		2 %	2 %	0 %		1 %	1 %	0 %			0 %	0 %	0 %	0 %	0 %	0 %	2 %	9 %	0 %	0 %	0 %	0 %	27 %	0 %	0 %	0 %	1 %		2 %	2 %				
	DK		0 %	0 %		1 %	1 %			0 %	0 %	0 %			0 %	0 %	3 %	0 %	0 %	0 %	2 %	0 %	0 %	0 %	0 %	0 %	0 %	2 %	12 %		0 %	9 %	0 %	1 %				
	DE		6 %	8 %		13 %		1 %		11 %	8 %	50 %			25 %	0 %	9 %	18 %	27 %		17 %	33 %	41 %		4 %	38 %	1 %	11 %	3 %	8 %		8 %	13 %	14 %				
	EE		0 %	0 %		0 %	0 %			0 %	0 %	0 %			0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	5 %	2 %		0 %	1 %		2 %	0 %			
	IE		1 %	5 %		1 %	2 %	2 %		6 %	4 %	7 %			0 %	0 %	5 %	4 %	2 %		17 %	4 %	1 %	6 %	4 %	0 %	0 %	3 %	0 %	0 %	0 %	3 %		16 %	3 %			
	EL		1 %	1 %		1 %	1 %	1 %		0 %	0 %	0 %			25 %	0 %	0 %	4 %	0 %	0 %	2 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	2 %	2 %		0 %	2 %	0 %			
	ES		9 %	2 %		4 %	5 %	0 %			6 %	0 %			0 %	0 %	0 %	0 %	0 %		0 %	2 %	1 %	0 %	15 %	0 %	0 %	1 %	3 %	5 %		6 %		13 %	2 %			
	FR		19 %	11 %		3 %	3 %	1 %		11 %		0 %			0 %	29 %	0 %	14 %	1 %		17 %	2 %	1 %	1 %	13 %	7 %	0 %	0 %	1 %	2 %		0 %	1 %		4 %	4 %		
	HR		0 %	0 %		0 %	6 %	0 %		0 %	0 %	0 %			0 %	0 %	0 %	0 %	0 %		0 %	2 %	2 %	0 %	0 %	0 %	1 %	0 %	0 %	2 %		0 %	1 %		0 %	1 %		
	IT		4 %	1 %		1 %	4 %	0 %		2 %	2 %	3 %			0 %	0 %	0 %	4 %	1 %		17 %	0 %	3 %	0 %	3 %	10 %	3 %	2 %	0 %	0 %	2 %		0 %	2 %	2 %	2 %		
	CY		0 %	4 %		0 %	0 %	0 %		0 %	0 %	0 %			0 %	0 %	1 %	0 %	1 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	2 %		0 %	0 %	5 %	1 %			
	LV		0 %	0 %		0 %	0 %	2 %		0 %	0 %	0 %			0 %	0 %	0 %	0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %		2 %	0 %	0 %			
	LT		0 %	0 %		0 %	0 %	1 %		0 %	0 %	0 %			0 %	29 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %		0 %	0 %	0 %		
	LU		19 %	0 %		0 %	2 %	0 %		1 %	12 %	0 %			0 %	0 %	0 %		0 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	2 %		2 %	3 %			
	HU		0 %	0 %		0 %	4 %	0 %		0 %	0 %	1 %			0 %	0 %	0 %	0 %	0 %		0 %	8 %	0 %	0 %	0 %	0 %	6 %	1 %	0 %	0 %	2 %		2 %	2 %	2 %			
	MT		0 %	0 %		1 %	0 %	0 %		1 %	1 %	0 %			0 %	0 %	0 %	4 %	1 %		2 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	2 %		0 %	1 %		0 %	0 %			
	NL		27 %	3 %		3 %	5 %	1 %		4 %	2 %	2 %			0 %	29 %	5 %	4 %	6 %	0 %		1 %	15 %	8 %	0 %	0 %	5 %	1 %	5 %		0 %	4 %		9 %	5 %			
	AT		1 %	4 %		3 %	21 %	1 %		1 %	1 %	17 %			0 %	0 %	0 %	4 %	49 %	0 %	0 %	0 %	2 %	0 %	0 %	7 %	92 %	15 %	0 %	2 %		1 %	1 %		4 %	12 %		
	PL		1 %	0 %		1 %	7 %	0 %		1 %	1 %	0 %			0 %	0 %	0 %	0 %	0 %		17 %	0 %	2 %	0 %	0 %	0 %	0 %	6 %	3 %		0 %	9 %		5 %	1 %			
	PT		2 %	1 %		2 %	1 %	1 %		6 %	2 %	0 %			0 %	0 %	0 %	11 %	0 %	0 %	2 %	2 %	0 %		0 %	0 %	0 %	1 %	2 %		0 %	2 %		0 %	1 %			
	RO		2 %	0 %		0 %	4 %	0 %		2 %	1 %	0 %			0 %	0 %	0 %	4 %	1 %	0 %	0 %	7 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	1 %		0 %	1 %		0 %	2 %		
	SI		0 %	0 %		0 %	0 %	0 %		0 %	0 %	9 %			0 %	0 %	0 %	0 %	0 %		0 %	3 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	
	SK		0 %	0 %		0 %	1 %	0 %		0 %	0 %	4 %			0 %	0 %	0 %	0 %	6 %	0 %	0 %	1 %	0 %	1 %	0 %	1 %	0 %	0 %	0 %	0 %	1 %		4 %	1 %		4 %	1 %	
FI		0 %	0 %		0 %	0 %	59 %		0 %	0 %	0 %			0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	4 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %		
SE		1 %	0 %		18 %	1 %	5 %		2 %	0 %	0 %			0 %	0 %	1 %	0 %	0 %		0 %	4 %	0 %	1 %	1 %	3 %	0 %	0 %	30 %		0 %	29 %		11 %	2 %				
IS		0 %	0 %		2 %	0 %	0 %		0 %	0 %	0 %			0 %	0 %	2 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	2 %		0 %	0 %		0 %	1 %		1 %		
LI		0 %	0 %		0 %	0 %	0 %		0 %	0 %	0 %			0 %	0 %	0 %	0 %	0 %		0 %	0 %	6 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %		
NO		0 %	1 %		22 %	1 %	12 %		1 %	0 %	1 %			0 %	14 %	20 %	0 %	0 %	0 %	0 %	0 %	5 %	0 %	0 %	0 %	2 %	28 %	40 %		0 %			2 %	5 %		5 %		
CH		3 %	6 %		2 %	16 %	0 %		7 %	33 %	2 %			25 %	0 %	0 %	7 %	3 %	0 %	4 %	12 %	1 %	32 %	10 %	1 %	3 %	3 %	2 %		99 %		3 %	2 %	9 %		9 %		
UK		3 %	51 %		15 %	7 %	9 %		40 %	12 %	1 %			25 %	0 %	48 %	4 %	0 %	17 %	11 %	3 %	29 %	16 %	24 %	0 %	22 %	1 %	6 %		0 %	13 %		20 %		20 %			
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 %	0 %	0 %	0 %	0 %		

To calculate the shares in the Total column for EU-27, EU-14, EU-13, EFTA, and Neighbour, we only consider 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 27 373 and not 35 402 as reported in Table 1.

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

\*\*\* No data available for IE and EL.

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

Source: Questionnaire on aggregation of periods in case of unemployment benefits 2022

**Table A2 The number of aggregations of periods in case of unemployment as % of row total, 2021**

		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	IS	LI	NO	CH	UK	Total
Former Member State of insurance, employment, or self-employment (i.e., Member State which issued the PD U1)	<b>Total</b>	5 %	4 %	2 %	1 %	5 %	1 %			8 %	10 %	1 %	12 %	0 %	0 %	14 %	0 %	6 %	0 %	0 %	9 %	1 %	0 %	0 %	4 %	4 %	1 %	0 %	0 %	1 %	9 %	0 %	100 %	
	BE	0 %	1 %		1 %	2 %	0 %			5 %	76 %	0 %	0 %	0 %	3 %	1 %	1 %	0 %	3 %	2 %	2 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	100 %
	BG	6 %	0 %		0 %	21 %	0 %			15 %	5 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %	52 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	1 %	100 %	
	CZ	0 %	5 %		1 %	5 %	0 %			3 %	4 %	0 %	0 %	0 %	1 %	0 %	1 %	0 %	0 %	8 %	7 %	0 %	0 %	0 %	0 %	63 %	0 %	0 %	0 %	0 %	1 %	0 %	100 %	
	DK	2 %	0 %		0 %	7 %	2 %			4 %	2 %	0 %	0 %	0 %	58 %	0 %	0 %	0 %	0 %	2 %	0 %	0 %	0 %	0 %	1 %	3 %	5 %	0 %	12 %	0 %	0 %	100 %		
	DE	3 %	3 %		1 %	0 %	0 %			8 %	7 %	4 %	0 %	0 %	12 %	0 %	16 %	0 %	0 %	36 %	3 %	0 %	0 %	1 %	4 %	0 %	0 %	0 %	0 %	1 %	0 %	100 %		
	EE	0 %	0 %		0 %	5 %	0 %			8 %	5 %	0 %	0 %	0 %	23 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	40 %	5 %	0 %	13 %	3 %	100 %		
	IE	1 %	8 %		0 %	4 %	1 %			20 %	14 %	3 %	0 %	0 %	30 %	0 %	5 %	0 %	0 %	4 %	3 %	0 %	0 %	0 %	4 %	0 %	0 %	0 %	0 %	1 %	1 %	100 %		
	EL	16 %	11 %		2 %	20 %	2 %			4 %	8 %	0 %	1 %	0 %	5 %	1 %	1 %	0 %	1 %	20 %	0 %	0 %	0 %	0 %	1 %	1 %	0 %	0 %	0 %	7 %	0 %	100 %		
	ES	26 %	4 %		1 %	13 %	0 %			0 %	36 %	0 %	0 %	0 %	4 %	0 %	2 %	0 %	0 %	3 %	0 %	2 %	0 %	0 %	0 %	1 %	2 %	1 %	0 %	4 %	1 %	100 %		
	FR	35 %	17 %		1 %	4 %	0 %			31 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	3 %	0 %	0 %	3 %	1 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	100 %	
	HR	4 %	0 %		0 %	50 %	0 %			0 %	3 %	0 %	0 %	0 %	0 %	1 %	0 %	2 %	0 %	1 %	27 %	0 %	0 %	0 %	10 %	1 %	0 %	1 %	0 %	1 %	0 %	0 %	100 %	
	IT	14 %	4 %		1 %	12 %	0 %			10 %	16 %	2 %	0 %	0 %	1 %	0 %	4 %	0 %	0 %	21 %	0 %	0 %	1 %	7 %	6 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	100 %	
	CY	0 %	39 %		1 %	5 %	1 %			3 %	0 %	0 %	0 %	0 %	28 %	0 %	10 %	0 %	0 %	3 %	1 %	0 %	0 %	1 %	6 %	0 %	1 %	0 %	1 %	0 %	1 %	2 %	100 %	
	LV	2 %	0 %		2 %	5 %	14 %			0 %	2 %	0 %	0 %	0 %	48 %	0 %	0 %	0 %	0 %	18 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	7 %	2 %	100 %	
	LT	0 %	0 %		3 %	18 %	21 %			3 %	15 %	0 %	0 %	6 %	0 %	0 %	0 %	0 %	0 %	12 %	0 %	0 %	0 %	0 %	0 %	3 %	3 %	0 %	0 %	15 %	0 %	100 %		
	LU	42 %	0 %		0 %	3 %	0 %			2 %	49 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	100 %
	HU	1 %	0 %		0 %	15 %	0 %			1 %	3 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	57 %	0 %	0 %	0 %	0 %	0 %	20 %	1 %	0 %	0 %	1 %	0 %	0 %	100 %	
	MT	8 %	3 %		2 %	6 %	2 %			18 %	27 %	1 %	0 %	0 %	14 %	1 %	12 %	0 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	2 %	2 %	2 %	0 %	3 %	0 %	0 %	100 %	
	NL	35 %	3 %		0 %	6 %	0 %			7 %	5 %	0 %	0 %	0 %	18 %	0 %	9 %	0 %	0 %	2 %	5 %	0 %	0 %	0 %	0 %	5 %	0 %	0 %	0 %	1 %	0 %	0 %	100 %	
	AT	0 %	2 %		0 %	10 %	0 %			1 %	1 %	2 %	0 %	0 %	0 %	0 %	35 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	41 %	7 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	100 %
	PL	7 %	0 %		1 %	33 %	0 %			7 %	9 %	0 %	0 %	0 %	4 %	0 %	1 %	0 %	0 %	19 %	0 %	0 %	0 %	0 %	0 %	1 %	5 %	1 %	0 %	10 %	1 %	0 %	100 %	
	PT	8 %	2 %		1 %	5 %	1 %			44 %	18 %	0 %	0 %	0 %	0 %	1 %	1 %	0 %	0 %	14 %	0 %	0 %	0 %	0 %	1 %	1 %	1 %	1 %	0 %	2 %	0 %	0 %	100 %	
	RO	8 %	0 %		0 %	16 %	0 %			14 %	5 %	0 %	0 %	0 %	0 %	0 %	4 %	0 %	0 %	51 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	100 %
	SI	0 %	0 %		0 %	5 %	0 %			0 %	0 %	21 %	0 %	0 %	1 %	0 %	2 %	0 %	0 %	71 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	100 %
	SK	1 %	1 %		0 %	7 %	0 %			4 %	2 %	6 %	0 %	0 %	0 %	0 %	63 %	0 %	0 %	8 %	0 %	0 %	0 %	0 %	4 %	0 %	0 %	0 %	0 %	0 %	1 %	1 %	100 %	
	FI	1 %	1 %		0 %	1 %	82 %			1 %	4 %	0 %	0 %	0 %	7 %	0 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	100 %
	SE	3 %	1 %		9 %	4 %	5 %			11 %	3 %	0 %	0 %	0 %	12 %	0 %	1 %	0 %	0 %	3 %	1 %	0 %	0 %	0 %	0 %	0 %	21 %	0 %	0 %	24 %	1 %	0 %	100 %	
	IS	0 %	1 %		4 %	2 %	1 %			4 %	8 %	0 %	0 %	0 %	68 %	0 %	1 %	0 %	0 %	3 %	0 %	0 %	0 %	0 %	0 %	4 %	1 %	1 %	0 %	0 %	0 %	0 %	0 %	100 %
	LI	0 %	0 %		0 %	1 %	0 %			3 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	96 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	100 %
NO	0 %	1 %		4 %	1 %	4 %			3 %	1 %	0 %	0 %	0 %	71 %	0 %	0 %	0 %	0 %	1 %	2 %	0 %	0 %	0 %	2 %	7 %	4 %	0 %	0 %	0 %	0 %	0 %	0 %	100 %	
CH	2 %	4 %		0 %	10 %	0 %			8 %	47 %	0 %	0 %	0 %	1 %	0 %	3 %	0 %	0 %	16 %	0 %	1 %	0 %	0 %	2 %	0 %	0 %	0 %	3 %	0 %	0 %	0 %	0 %	100 %	
UK	1 %	14 %		1 %	2 %	1 %			20 %	7 %	0 %	0 %	0 %	42 %	0 %	0 %	0 %	0 %	2 %	3 %	0 %	0 %	0 %	5 %	0 %	0 %	0 %	1 %	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, and IS). CH: breakdown by Member State which has issued the PD U1 is not included as CH provided a breakdown by citizenship.

Source: Questionnaire on aggregation of periods in case of unemployment benefits 2022

## Annex II PD U1 Questionnaire

Number of mobile EU workers (excluding former cross-border workers) who became unemployed in the reference year (2021) 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				
Total					

# 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
2.1.2 Insured self employment	From	to
	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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