



Aggregation of periods for unemployment benefits

Report on U1 Portable Documents for mobile workers
Reference year 2022

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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 systems¹ are based on some key principles protecting the social security rights of persons moving within the EU. The principle of ‘aggregation’² 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 States³ 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/EEA/CH/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 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.

Since 2014, data on the number of the PDs U1 issued and received by EU/EFTA countries and the UK is collected and reported by the [Network Statistics FMSSFE](#), on behalf of the European Commission - DG Employment. This year marks 10 years of collecting statistics on the aggregation of unemployment benefits. Hence, it is a perfect moment to take a closer look at the evolution and trends of the collected and reported statistics since then. This year’s PD U1 report is therefore not limited to an analysis of the figures collected for reference year 2022 but also highlights key evolutions and trends over the past decade.

The scope of the data collection and thus of the report is limited to the number of PDs U1 received from EU/EEA/CH/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.⁴ Consequently, Member States may have 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.⁵ As a result, there are several reservations concerning the scope of the reported data. Moreover, the scope of the reported data may also have been corrected by some Member States during the period of the data collection. This summary therefore also uses generic terms, notably: PDs U1 ‘received’ and ‘issued’.

In 2022, roughly 38 400 PDs U1 were received by EU/EFTA countries and the UK. Compared to 2021, this concerns an increase of about 3 000 PDs U1 or 8 %. However, 2021 was a year marked by a sharp fall in the number of PDs U1 issued. Moreover, this negative trend had already started in 2020. Indeed, over 50 000 PDs U1 were still issued in 2019, but then dropped to 48 000 PDs U1 in 2020 and only 35 400 in 2021. The COVID-19

¹ 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’).

² Article 6 of the Basic Regulation.

³ The term “Member State” is used in this report to indicate the 27 countries belonging to the European Union (EU) in reference year 2022, the European Economic Area (EEA), Switzerland, and the United Kingdom.

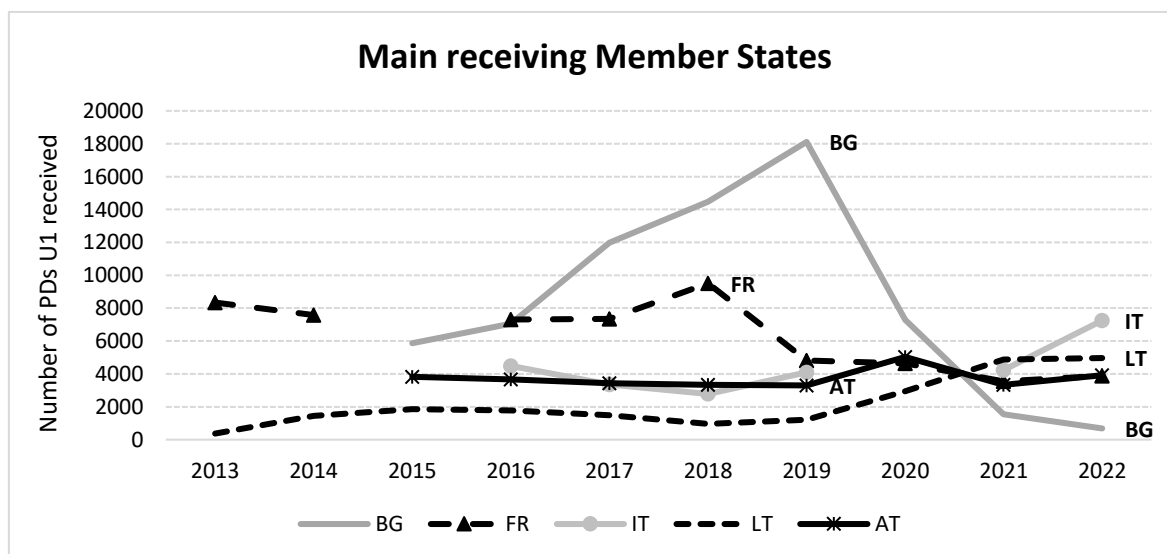
⁴ For instance, for outgoing frontier workers and other cross-border workers who became unemployed in their Member State of last activity. Frontier workers will receive their unemployment benefit from the competent institution in their Member State of residence. Other cross-border workers have the right 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.

⁵ “The competent institution of a Member State whose legislation makes the acquisition, retention, recovery or duration of the right to benefits conditional upon the completion of either periods of insurance, employment or self-employment shall, to the extent necessary, take into account periods of insurance, employment or self-employment completed under the legislation of any other Member State as though they were completed under the legislation it applies.”

pandemic is one of the explanations for this decline since 2020 but surely also Brexit. Indeed, as will be seen in the reported figures below, the UK was the main issuing country of a PD U1 until 2019.

The Member States reporting the most PDs U1 received in 2022 were Italy (7 251 PDs U1), Lithuania (4 964), Austria (3 917), France (3 889), Spain (3 123), and Hungary (2 720). These have also been the main receiving Member States of a PD U1 over the studied period. Bulgaria can be added to this list as it reported by far the most PDs U1 of all reporting Member States between 2017 and 2019. For instance, in 2019, some 18 100 PDs U1 were received by Bulgaria. Reported figures show a sharp decline in PDs U1 received by Bulgaria from 2020 onwards, to even 682 PDs U1 received in 2022. It is unlikely that the figures reported by above Member States include only cases of unemployed recent mobile workers with a PD U1 in order to receive an unemployment in their Member State of last activity. In this regard, it would be useful to apply a mixed method that combines and integrates qualitative and quantitative research methods. For instance, expert interviews could be used to explain the reported number of PDs U1 and evolutions/trends. In any case, the breakdown of the reported data by issuing Member State for above listed main receiving Member States provides some additional interesting information. These figures give the impression that it mainly concerns frontier workers and other cross-border workers (e.g., seasonal workers) who claim unemployment benefits in their country of residence on the basis of a PD U1 received in their country of last activity.⁶ Indeed, the direction of the bilateral flows of the PDs U1 tend to go in the opposite direction of the bilateral flows of intra-EU labour mobility (of EU-movers, frontier workers, other cross-border workers). For instance, it appears that a lot of PDs U1 received by Lithuania, Spain, and Bulgaria were issued by the UK. Most of these cases may concern workers who were temporarily employed in the UK and maintained their residence in their country of origin. Furthermore, Hungary and Slovenia appear to receive many PDs U1 issued by Austria, while there is an important flow of frontier workers residing in Hungary and Slovenia and working in Austria. A similar reasoning can be made for the high number of PDs U1 received by France and issued by Switzerland, or for the high number of PDs U1 received by Austria and issued by Germany.

Figure 1 – Evolution of the number of PDs U1 received between 2013-2022, selection of the main receiving Member States



Source: Administrative data PD U2 Questionnaire 2014-2023

⁶ Based on the application of Article 65(5)(a) of Regulation 883/2004. They may also include unemployed other cross-border workers who first receive unemployment benefits from the Member State of last activity (application of Article 65(5)(b) of Regulation 883/2004). In that respect, there might be a correlation with the figures reported in the PD U2 Report. However, this exercise goes beyond the scope of this report.

Introduction

In the EU, it is the standard that unemployed persons claim their unemployment benefits in the Member State of last activity.⁷ Nevertheless, it is possible that the period of insurance, employment, or self-employment of the EU/EEA/CH/UK mover is insufficient to be entitled to an unemployment benefit, in which 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.^{8,9}

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)¹⁰ 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.¹¹ 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 there¹² (leaving aside the special case of posting¹³). Hence, the aggregation rules become fully applicable from that moment on. However, not all Member States uniformly apply this principle. Some Member States (for instance, Belgium, Finland, and Denmark) have specifically defined periods for the application of the aggregation principle in their national law.

Not only the number of EU/EEA/CH/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.¹⁴ 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 2022 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 unemployment benefit. The questionnaire only covers unemployed recent mobile workers, including 1) EU/EEA/CH/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).

⁷ Leaving aside some exceptions for frontier workers, other-cross border workers, and posted workers.

⁸ Article 61 of the Basic Regulation.

⁹ Suppose that a Slovenian IT worker previously worked in Slovenia for 10 years. 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 in Slovenia for 10 years, the Slovenian insurance period must be taken into account and aggregated with the Croatian insurance period.

¹⁰ See Annex III.

¹¹ Article 54 of the Implementing Regulation.

¹² Article 11 (3) of the Basic Regulation.

¹³ Article 12 of the Basic Regulation.

¹⁴ See the MISSOC tables for more detailed information. <https://www.missoc.org/>

However, a PD U1 might also be received for outgoing frontier workers¹⁵ and other cross-border workers¹⁶ who became unemployed.¹⁷ 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 2022. 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/EEA/CH/UK labour mobility			Outgoing intra-EU/EEA/CH/UK labour mobility		
<i>EU/EEA/CH/UK movers of working age</i>	<i>Frontier workers</i>	<i>Other cross-border workers</i>	<i>EU/EEA/CH/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
Does the reporting country receive a PD U1?					
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
Covered by the data collection?					
YES	NO	YES	NO	↕	↕

A total of 29 Member States¹⁸ provided quantitative data for 2022, of which four Member States¹⁹ 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 four Member States²⁰ 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 some of the reported figures.²¹

As of 1 February 2020, the United Kingdom is no longer part of the European Union. Since last year, the EU-28 aggregate is replaced by a EU-27 aggregate (excluding the UK) in all thematic statistical reports. There are two Agreements now governing the relations between

¹⁵ 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.

¹⁶ 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.

¹⁷ Based on the application of Article 65(5)(a) of Regulation 883/2004.

¹⁸ No data were reported by EL, CY, and IS. For CY and IS Member States, data concerning reference year 2021 is reported.

¹⁹ For CZ, IE, and IT, 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.

²⁰ IE, IT, LT, and UK.

²¹ 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.

the EU and UK in terms of social security coordination. First, the **Withdrawal Agreement**²² 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 acquis²³ 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. Provisions of the Withdrawal Agreement can be extended to protect the rights of person who were in triangular situation involving the UK, EU and EEA/Switzerland at the end /before the end of transition period. 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**²⁴ 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 EEA and Switzerland. 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.

²² 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>

²³ Basic Regulation and Implementing Regulation

²⁴ 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 2022, 38 372 cases of aggregation of periods for unemployment were reported by 30 Member States²⁵ (*Table 1*). In most of these cases, the Member State of last activity was Italy (7 251 PDs U1) and Lithuania (4 964). Furthermore, Austria (3 917), France (3 889), and Spain (3 123) received more than 3 000 cases. On the contrary, Member States such as Latvia (9 cases), Malta (5 cases), Latvia (7 cases), and Cyprus (less than 5 cases, data 2021) 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/EEA/CH/UK movers of working age. However, this is not the case.^{26,27} For instance, the 2021 inflow of EU/EEA/CH/UK movers of working age to Germany amounted to some 374 929 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 1 674 PDs U1 in 2022. The Netherlands also receives relatively few PDs U1 (41) 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 1 843 cases of aggregation in 2022 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 4.8 % of the total number of PDs U1 received by the reporting Member States and 37.1 % of the number of PDs U1 received by Lithuania. For many unemployed EU/EEA/CH/UK movers in Austria, an additional period of insurance had to be proven from Germany (1 421 cases). Aggregated periods from Norway were also needed in quite a few cases for unemployed EU/EFTA/UK movers in Lithuania (1 335). For unemployed EU/EEA/CH/UK movers in France, an additional period of insurance had to be proven from Switzerland (1 331 cases). Furthermore, a high number of unemployed EU/EEA/CH/UK movers in Slovenia had to prove additional periods completed in Austria (1 313 cases). Finally, Hungary reported 1 110 cases of aggregation based on additional periods of insurance from Austria.

The column percentages in *Table A1.1* in *Annex I* indicate that 94 % of all cases of aggregation in Liechtenstein needed to prove additional periods completed in Switzerland, and 93 % of cases in Slovenia needed to prove additional periods completed in Austria. Similarly, of all cases of aggregation in Estonia, 60 % needed to prove additional periods completed in Finland, and for 51 % cases of aggregation in Croatia, additional periods completed in Germany 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.

Data show that in particular an additional period completed in an EU-14 Member State (56 %), or the UK (16 %) was added to the period of insurance already achieved in the

²⁵ IE and EL could not provide data. Data for CY and IS concern reference year 2021.

²⁶ 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 +0.29 between the number of PDs U1 issued in 2022 and the 2021 inflow of EU/EFTA/UK movers of working age.

²⁷ 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.

Member State of last activity (*Annex I – Table A1.1*).²⁸ In some 72 % 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 Spain, Lithuania, and Malta, while Germany is the main former Member State for Croatia, Cyprus, Luxembourg, Austria, Poland, and Romania. 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, 46 % of PDs U1 were exchanged across neighbouring Member States. More specifically in Belgium, Germany, Estonia, France, Luxembourg, the Netherlands, Austria, Slovenia, Sweden, and Liechtenstein more than half of all additional periods needed to be proven in a neighbouring Member State.

²⁸ 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, 2022

	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
EU-27	1 902	509		106	1 310	246			1 965	2 231	324		<5	6	1 689	27	2 180	<5	39	3 222	332	37	14	1 406	989	108	62	<5	350		55	19 117	
EU-14	1 790	464		99	798	223			1 693	2 059	291		<5	<5	1 598	26	1 993	<5	33	1 897	300	34	12	1 383	546	91	54	<5	244		37	15 677	
EU-13	112	45		7	512	23			272	172	33		0	<5	91	<5	187	0	6	1 325	32	<5	<5	23	443	17	8	0	106		18	3 440	
EFTA	65	54		66	291	28			234	1 349	8		<5	<5	1 432	<5	54	<5	<5	587	20	12	<5	7	79	71	42	63	15	<5	4 491		
Neighbour	1 430	12		54	1 025	191			663	3 006	29		<5	44	16	1 271		24	2 567	174	8	<5	1 362	648	109	67	65	64		9	12 841		
Total	2 010	682	689	185	1 674	301			3 123	3 889	334	7 251	<5	9	4 964	28	2 720	5	41	3 917	467	54	19	1 414	1 321	264	109	66	67	386	2 322	57	38 372
BE		23		7	22	0			52	581	<5		0	0	14	5	12	0	13	16	11	<5	0	<5	<5	<5	0	<5		<5	773		
BG	13			<5	40	0			34	11	0		0	0	<5	0	<5	0	0	124	0	0	0	0	0	<5	0	0	<5	5	237		
CZ	0	10		<5	43	0			24	24	<5		0	0	6	0	5	0	<5	43	29	<5	<5	<5	341	<5	<5	0	<5	0	537		
DK	5	0			14	<5			22	16	0		0	0	194	0	<5	0	9	<5	0	0	0	0	<5	12	24	0	70	<5	374		
DE	98	63		27		9			390	306	169		<5	<5	564	8	640	<5	11	1 421	144	<5	6	20	155	9	9	0	28	6	4 088		
EE	0	0		0	<5				<5	<5	0		0	<5	9	0	0	0	0	<5	0	0	0	0	0	8	<5	0	7	0	33		
IE	13	74		<5	40	<5			194	121	34		0	0	366	0	27	0	<5	30	18	<5	<5	0	34	<5	<5	0	5	9	980		
EL	15	12		<5	25	<5			<5	18	0		<5	0	6	<5	<5	0	0	26	0	0	0	<5	<5	<5	<5	0	14	<5	137		
ES	189	26		9	77	7				232	0		0	0	25	0	9	0	<5	83	<5	8	<5	<5	6	9	6	0	22	<5	717		
FR	395	175		8	38	<5			484		<5		0	0	14	<5	20	<5	<5	26	5	15	<5	<5	6	5	<5	0	11	5	1 224		
HR	<5	0		0	66	0			<5	8			0	0	0	0	<5	0	0	190	0	0	0	11	<5	0	0	0	<5	0	289		
IT	81	13		<5	52	0			78	88	8		0	0	7	<5	15	0	0	166	0	0	0	37	29	<5	0	<5	<5	<5	589		
CY	<5	33		0	7	0			<5	<5	0		0	15	0	5	0	0	9	0	0	0	0	0	<5	0	<5	0	<5	<5	85		
LV	0	0		<5	5	11			0	<5	0		0	35	0	0	0	0	6	0	0	0	<5	0	<5	0	0	15	0	79			
LT	<5	0		0	7	<5			6	<5	0		0	<5	0	0	0	0	<5	<5	<5	0	0	0	0	0	<5	0	13	<5	41		
LU	446	<5		0	35	0			21	468	0		0	0	6		<5	0	<5	6	0	<5	0	<5	<5	<5	0	0	<5	<5	999		
HU	5	0		0	57	<5			8	12	<5		0	0	<5	0	0	0	0	247	0	<5	<5	<5	84	<5	<5	0	<5	0	427		
MT	<5	0		<5	6	5			20	37	<5		0	0	11	<5	12		<5	33	<5	0	0	0	5	0	<5	0	6	<5	144		
NL	491	30		<5	99	8			190	66	8		0	<5	258	<5	149	0		42	89	<5	0	<5	84	<5	0	0	20	7	1 557		
AT	10	40		<5	346	<5			38	39	63		0	0	<5	<5	1 110	0	<5		22	0	<5	1 313	218	<5	<5	<5	0	<5	3 218		
PL	39	0		<5	156	0			31	30	0		0	0	9	0	<5	0	<5	110		<5	0	0	5	<5	<5	0	44	<5	438		
PT	39	<5		<5	23	0			179	85	<5		0	0	7	0	<5	0	0	52	0	0	0	0	0	<5	<5	0	<5	<5	398		
RO	42	0		<5	89	0			134	32	0		0	0	<5	0	28	0	<5	297	<5	0		0	<5	0	0	0	<5	<5	634		
SI	<5	<5		0	6	0			<5	<5	28		0	0	<5	0	<5	0	0	177	0	0	0		<5	0	0	0	0	0	225		
SK	<5	0		0	27	<5			7	6	<5		0	0	0	0	128	0	0	86	0	0	0	9	<5	0	0	0	0	<5	271		
FI	<5	0		<5	6	180			17	11	0		0	0	40	0	<5	0	0	<5	<5	0	0	0	<5	<5	<5	<5	11	0	283		
SE	<5	<5		27	21	12			25	28	<5		0	0	95	<5	<5	0	0	18	<5	0	0	<5	<5	39		0	53	<5	340		
IS	<5	0		<5	6	<5			9	5	<5		0	0	81	0	<5	0	0	5	0	0	0	<5	<5	<5	0	0	12	0	139		
LI	0	0		0	<5	0			7	0	0		0	0	0	0	0	0	0	142	0	0	0	0	0	0	0	0	<5	0	151		
NO	<5	8		57	12	27			34	13	<5		<5	0	1 335	0	5	0	0	13	16	0	0	0	22	62	39	0		<5	1 649		
CH	63	46		5	272	0			184	1 331	<5		<5	<5	16	<5	45	<5	<5	427	<5	12	<5	<5	55	5	<5	63	<5	<5	2 552		
UK	43	119		13	73	27			924	309	<5		0	0	1 843	0	486	<5	<5	108	115	5	<5	<5	253	<5	5	0	21		4 354		
Unknown																															82	82	

* IE and EL did not provide data. CY and IS: data concern reference year 2021.

** FI: a breakdown could only be provided for 182 PDs U1 issued by Unemployment Funds, for 82 PDs U1 issued by Kela (the Social Insurance Institution of Finland) a breakdown could not be provided.

*** 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 2023

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 14 % 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 73 % 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 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, 2022

	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 %
EU-27	3 121	13.5 %	3 047	13.1 %	17 009	73.4 %	23 177	35 474	92.4 %
EU-14	1 891	12.4 %	1 859	12.2 %	11 462	75.3 %	15 212	22 545	58.8 %
EU-13	1 230	15.4 %	1 188	14.9 %	5 547	69.6 %	7 965	12 929	33.7 %
EFTA	519	18.3 %	363	12.8 %	1 959	69.0 %	2 841	2 841	7.4 %
Total	3 640	14.0 %	3 410	13.1 %	18 968	72.9 %	26 018	38 372	100.0 %
BE	103	5.1 %	172	8.6 %	1 735	86.3 %	2 010	2 010	5.2 %
BG	57	8.4 %	99	14.5 %	526	77.1 %	682	682	1.8 %
CZ	128	18.6 %	234	34.0 %	327	47.5 %	689	689	1.8 %
DK	85	45.9 %	16	8.6 %	84	45.4 %	185	185	0.5 %
DE	85	5.1 %	264	15.8 %	1 325	79.2 %	1 674	1 674	4.4 %
EE	55	18.3 %	35	11.6 %	211	70.1 %	301	301	0.8 %
IE*									
EL*									
ES	769	24.6 %	529	16.9 %	1 825	58.4 %	3 123	3 123	8.1 %
FR	511	13.1 %	458	11.8 %	2 920	75.1 %	3 889	3 889	10.1 %
HR	66	19.8 %	24	7.2 %	244	73.1 %	334	334	0.9 %
IT*							0	7 251	18.9 %
CY*	0	0.0 %	0	0.0 %	<5	100.0 %	<5	<5	0.0 %
LV	<5	11.1 %	<5	33.3 %	5	55.6 %	9	9	0.0 %
LT*								4 964	12.9 %
LU	0	0.0 %	<5	7.1 %	26	92.9 %	28	28	0.1 %
HU	382	14.0 %	431	15.8 %	1 907	70.1 %	2 720	2 720	7.1 %
MT	<5	20.0 %	<5	40.0 %	<5	40.0 %	5	5	0.0 %
NL	9	22.0 %	22	53.7 %	10	24.4 %	41	41	0.1 %
AT	275	7.0 %	309	7.9 %	3 333	85.1 %	3 917	3 917	10.2 %
PL	25	5.4 %	59	12.6 %	383	82.0 %	467	467	1.2 %
PT	5	9.3 %	14	25.9 %	35	64.8 %	54	54	0.1 %
RO	<5	21.1 %	<5	15.8 %	12	63.2 %	19	19	0.0 %
SI	382	27.0 %	117	8.3 %	915	64.7 %	1 414	1 414	3.7 %
SK	129	9.8 %	181	13.7 %	1 011	76.5 %	1 321	1 321	3.4 %
FI	21	11.5 %	42	23.1 %	119	65.4 %	182	264	0.7 %
SE	28	25.7 %	31	28.4 %	50	45.9 %	109	109	0.3 %
IS*	8	12.1 %	<5	6.1 %	54	81.8 %	66	66	0.2 %
LI	5	7.5 %	42	62.7 %	20	29.9 %	67	67	0.2 %
NO	122	31.6 %	68	17.6 %	196	50.8 %	386	386	1.0 %
CH	384	16.5 %	249	10.7 %	1 689	72.7 %	2 322	2 322	6.1 %
UK*								57	0.1 %

* 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. CY and IS: data concern reference year 2021.

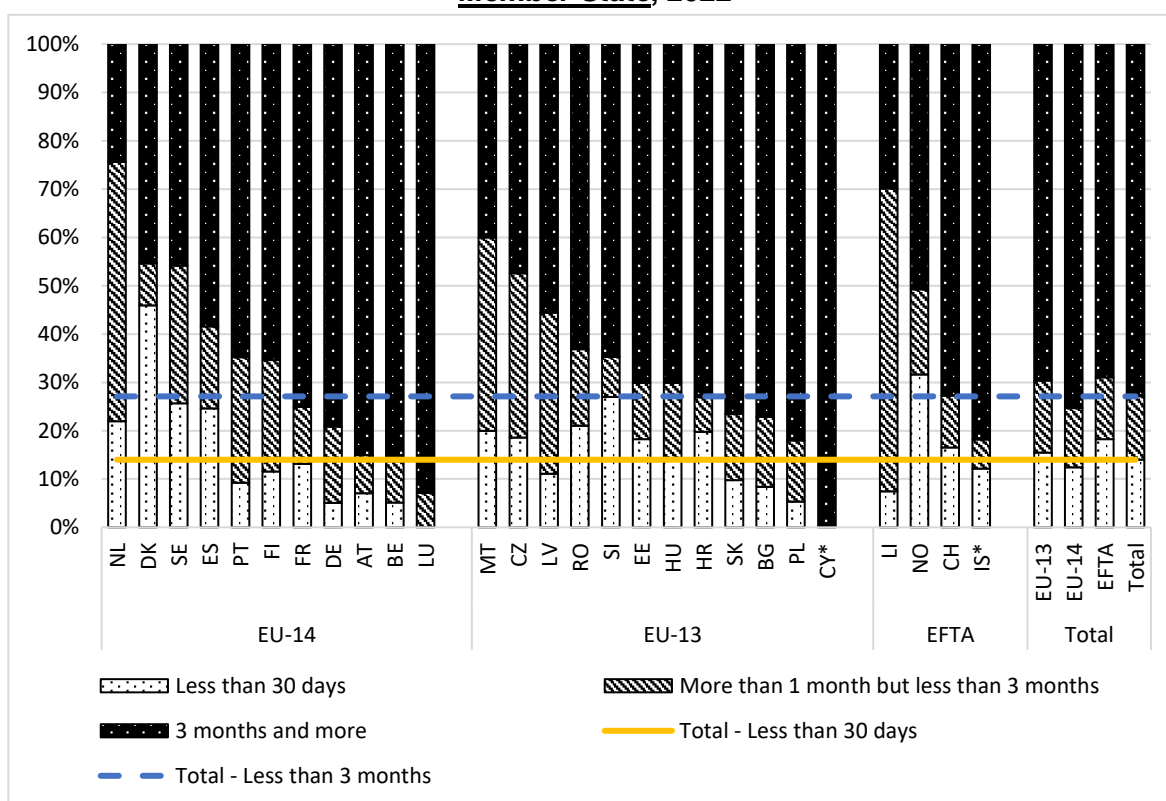
Source: Questionnaire on aggregation of periods for unemployment benefits 2023

Furthermore, one would expect that for Member States that have specifically defined periods for the application of the aggregation principle in their national law (Belgium²⁹, 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 (15.4 % versus 12.4 % respectively), while in the EU-13 less cases concerning a period of insurance, employment, or self-employment of three months and more are reported compared to the EU-14 (69.6 % versus 75.3 % respectively). In EFTA countries, a higher share of cases for a period of less than 30 days is reported, namely 18.3 %.

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, 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 the Netherlands, Malta, and Liechtenstein, the most common length of insurance, employment or self-employment was more than one month but less than three months in 2022.

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*, 2022



* CY and IS: data concern reference year 2021.

Source: Questionnaire on aggregation of periods for unemployment benefits 2023

²⁹ 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 understands 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 eight competent Member States³⁰ leads 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 (15.3 % of column total), Austria (14.0 % of column total), Switzerland (11.1 % of column total), or the United Kingdom (10.9 %) (*see Table 3 – last column*). Remarkably, these former Member States of insurance, employment, or self-employment are ‘immigration’ Member States.³¹

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 81.4 % of the cases for former EU-13 Member States of insurance, employment, or self-employment and for 72.7 % of the cases for former EU-14 Member States of insurance, employment, or self-employment.

³⁰ CZ, IE, EL, IT, LT, IS, CH, and UK.

³¹ 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*, 2022

	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 %
EU-27	2 392	13.8 %	2 057	11.8 %	12 924	74.4 %	17 373	17 373	75.7 %
EU-14	2 106	15.0 %	1 724	12.3 %	10 212	72.7 %	14 042	14 042	61.2 %
EU-13	286	8.6 %	333	10.0 %	2 712	81.4 %	3 331	3 331	14.5 %
EFTA	360	11.8 %	548	17.9 %	2 149	70.3 %	3 057	3 057	13.3 %
Total	3 120	13.6 %	2 923	12.7 %	16 898	73.7 %	22 941	22 941	100.0 %
BE	163	21.5 %	82	10.8 %	512	67.6 %	757	757	3.3 %
BG	16	7.0 %	24	10.5 %	189	82.5 %	229	229	1.0 %
CZ	48	9.0 %	66	12.4 %	417	78.5 %	531	531	2.3 %
DK	48	26.8 %	30	16.8 %	101	56.4 %	179	179	0.8 %
DE	384	10.9 %	392	11.1 %	2 742	77.9 %	3 518	3 518	15.3 %
EE	2	8.3 %	5	20.8 %	17	70.8 %	24	24	0.1 %
IE	84	13.9 %	79	13.1 %	442	73.1 %	605	605	2.6 %
EL	17	13.1 %	11	8.5 %	102	78.5 %	130	130	0.6 %
ES	55	8.0 %	84	12.2 %	552	79.9 %	691	691	3.0 %
FR	188	15.6 %	200	16.6 %	817	67.8 %	1 205	1 205	5.3 %
HR	20	6.9 %	25	8.7 %	244	84.4 %	289	289	1.3 %
IT	47	8.1 %	46	7.9 %	488	84.0 %	581	581	2.5 %
CY	2	2.9 %	6	8.8 %	60	88.2 %	68	68	0.3 %
LV	7	15.9 %	3	6.8 %	34	77.3 %	44	44	0.2 %
LT	4	10.3 %	5	12.8 %	30	76.9 %	39	39	0.2 %
LU	197	19.9 %	136	13.7 %	659	66.4 %	992	992	4.3 %
HU	42	9.9 %	37	8.7 %	347	81.5 %	426	426	1.9 %
MT	13	9.8 %	15	11.4 %	104	78.8 %	132	132	0.6 %
NL	142	11.0 %	134	10.4 %	1 016	78.6 %	1 292	1 292	5.6 %
AT	633	19.7 %	406	12.6 %	2 176	67.7 %	3 215	3 215	14.0 %
PL	32	7.5 %	33	7.8 %	360	84.7 %	425	425	1.9 %
PT	54	13.8 %	51	13.1 %	285	73.1 %	390	390	1.7 %
RO	61	9.7 %	69	10.9 %	501	79.4 %	631	631	2.8 %
SI	14	6.3 %	8	3.6 %	202	90.2 %	224	224	1.0 %
SK	25	9.3 %	37	13.8 %	207	77.0 %	269	269	1.2 %
FI	43	17.7 %	36	14.8 %	164	67.5 %	243	243	1.1 %
SE	51	20.9 %	37	15.2 %	156	63.9 %	244	244	1.1 %
IS	11	19.0 %	9	15.5 %	38	65.5 %	58	58	0.3 %
LI	3	2.0 %	11	7.3 %	137	90.7 %	151	151	0.7 %
NO	58	18.5 %	65	20.8 %	190	60.7 %	313	313	1.4 %
CH	288	11.4 %	463	18.3 %	1 784	70.4 %	2 535	2 535	11.1 %
UK	368	14.7 %	318	12.7 %	1 825	72.7 %	2 511	2 511	10.9 %

* 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, CH, 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 2023

2. Evolution of the number of PDs U1 received

The summary of this report looks at the evolution and trend of the number of PDs U1 received by Member States between 2013 and 2022. This section compares the data for 2022 with those for 2021 and discusses salient findings (*Table 4*). In general, compared to 2021, Bulgaria, Denmark, Estonia, Malta, the Netherlands, Poland, Portugal, Romania, Slovenia, Slovakia, Finland, Sweden, Liechtenstein, Norway, and Switzerland had less cases of aggregation. This contrasts with Belgium, Czechia, Germany, Spain, France, Croatia, Italy, Latvia, Lithuania, Hungary, Austria, and the United Kingdom which received more forms.

Compared to 2021, Bulgaria knew the most remarkable decrease with -55.9%, going from 1 548 PDs U1 received in 2021 to 682 in 2022. This downward trend seems to have been going on from 2019 onwards. On the contrary, a large increase can be seen in Italy (+71.8 %), from 4 221 PDs U1 in 2021 to 7 251 in 2022.

Table 4 - Evolution of the number of PDs U1 received, 2013-2022

	Number of forms received										Change 2022 versus 2021	
	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	Number	%
BE	2 196		1 335	1 433	1 101	1 137	1 287	890	1 874	2 010	136	7.3 %
BG	4 118		5 861	7 057	11 973	14 465	18 113	7 283	1 548	682	-866	-55.9 %
CZ				522	329	586	1 048	970	650	689	39	6.0 %
DK	54		85	122	231	242	264	451	246	185	-61	-24.8 %
DE					1 252	2 165	2 318	2 759	1 628	1 674	46	2.8 %
EE	174		229	234	187	222	182	353	478	301	-177	-37.0 %
IE												
EL												
ES	2 471		2 871	3 538	3 407	3 916	3 256	2 862	2 807	3 123	316	11.3 %
FR	8 338	7 575		7 311	7 347	9 509	4 814	4 638	3 547	3 889	342	9.6 %
HR	16		69	146	97	200	200	200	309	334	25	8.1 %
IT				4 486	3 345	2 780	4 100		4 221	7 251	3 030	71.8 %
CY	<5		10	0	29	27		14	<5			
LV	19	19	23	39	25	17	26	18	7	9	2	28.6 %
LT	370	1 448	1 854	1 779	1 479	952	1 204	2 953	4 867	4 964	97	2.0 %
LU	48		27	39	62	66	71	62	28	28	0	0.0 %
HU	1 149		4 351	1 960	2 536	2 706	3 252	4 686	2 299	2 720	421	18.3 %
MT	8		<5	9	<5	5	<5	26	6	5	-1	-16.7 %
NL	160		32	61	63	84	96	163	54	41	-13	-24.1 %
AT			3 814	3 670	3 433	3 332	3 299	5 030	3 327	3 917	590	17.7 %
PL					546	583	656	802	487	467	-20	-4.1 %
PT			105	126	114	120	89	154	79	54	-25	-31.6 %
RO	12		11	26	33	31	21	28	29	19	-10	-34.5 %
SI			1 590		1 526	1 660	1 737	2 786	1 418	1 414	-4	-0.3 %
SK	1 160	1 156	1 057	1 040	1 067	1 300	1 384	2 020	1 377	1 321	-56	-4.1 %
FI	135		205	123	160	172	186	317	341	264	-77	-22.6 %
SE	457	394	303	242	134	128	142	227	131	109	-22	-16.8 %
IS				31					66			
LI	726					120	95	83	76	67	-9	-11.8 %
NO	500		115	206	224	221	117	536	399	386	-13	-3.3 %
CH	1 305	1 163	1 076	2 661	2 599	2 655	2 673	3 389	3 043	2 322	-721	-23.7 %
UK	30	133	156	182	102	102	<5	148	56	57	1	1.8 %

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 (-43 p.p.)³², Liechtenstein (-29 p.p.) and the Netherlands (-16 p.p.) this share has dropped considerably. The opposite can be seen in Latvia (+27 p.p.), Finland (+16 p.p.), and Portugal (+13 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, 2013-2022

	2013	2014	2015	2016	2017	2018	2019	2020	2021	2022	% change in p.p. compared to 2021
BE	47 %		48 %	48 %	73 %	77 %	70 %	63 %	85 %	86 %	1 p.p.
BG	96 %		91 %	90 %	89 %	86 %	84 %	88 %	88 %	77 %	-11 p.p.
CZ				49 %	48 %	49 %	65 %	48 %	52 %	47 %	-5 p.p.
DK	37 %		21 %	34 %		38 %	42 %	40 %	37 %	45 %	9 p.p.
DE					75 %	77 %	79 %	79 %	78 %	79 %	1 p.p.
EE	45 %		55 %	59 %	51 %	65 %	64 %	69 %	63 %	70 %	7 p.p.
IE											
EL											
ES	30 %		29 %	33 %	40 %	42 %	46 %	53 %	55 %	58 %	3 p.p.
FR	37 %			48 %	46 %	47 %	75 %	78 %	75 %	75 %	0 p.p.
HR	94 %		84 %	77 %	85 %	83 %	82 %	77 %	72 %	73 %	2 p.p.
IT										0 %	0 p.p.
CY	100 %		50 %		83 %	67 %		93 %	100 %		
LV	58 %	58 %	57 %	41 %	68 %	35 %	50 %	44 %	29 %	56 %	27 p.p.
LT											
LU	83 %		85 %	87 %	92 %	94 %	93 %	87 %	96 %	93 %	-3 p.p.
HU	97 %		92 %	85 %	68 %	75 %	68 %	71 %	68 %	70 %	3 p.p.
MT	75 %		100 %	22 %	100 %	80 %	100 %	58 %	83 %	40 %	-43 p.p.
NL	67 %		34 %	44 %	41 %	50 %	44 %	42 %	41 %	24 %	-16 p.p.
AT			81 %	81 %	80 %	80 %	82 %	84 %	83 %	85 %	2 p.p.
PL	64 %	72 %	74 %	70 %	71 %	85 %	83 %	82 %	85 %	82 %	-3 p.p.
PT			51 %	62 %	54 %	53 %	45 %	55 %	52 %	65 %	13 p.p.
RO	67 %		55 %	58 %	70 %	45 %	43 %	68 %	55 %	63 %	8 p.p.
SI			67 %		65 %	66 %	69 %	60 %	63 %	65 %	2 p.p.
SK	63 %	56 %	61 %	69 %	71 %	75 %	73 %	77 %	77 %	77 %	0 p.p.
FI	46 %			21 %	69 %	63 %	71 %		49 %	65 %	16 p.p.
SE	39 %	44 %	36 %	40 %	37 %	45 %	39 %	41 %	44 %	46 %	2 p.p.
IS				77 %					82 %		
LI	76 %					89 %	35 %	52 %	59 %	30 %	-29 p.p.
NO			24 %	44 %	42 %	36 %	0 %	37 %	44 %	51 %	7 p.p.
CH	97 %	75 %	72 %	74 %	75 %	70 %	69 %	71 %	72 %	73 %	1 p.p.
UK	40 %										

* p.p.: percentage points.

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

³² Nevertheless, it should be noted that in Malta the total number of PDs U1 received only amounts to 5.

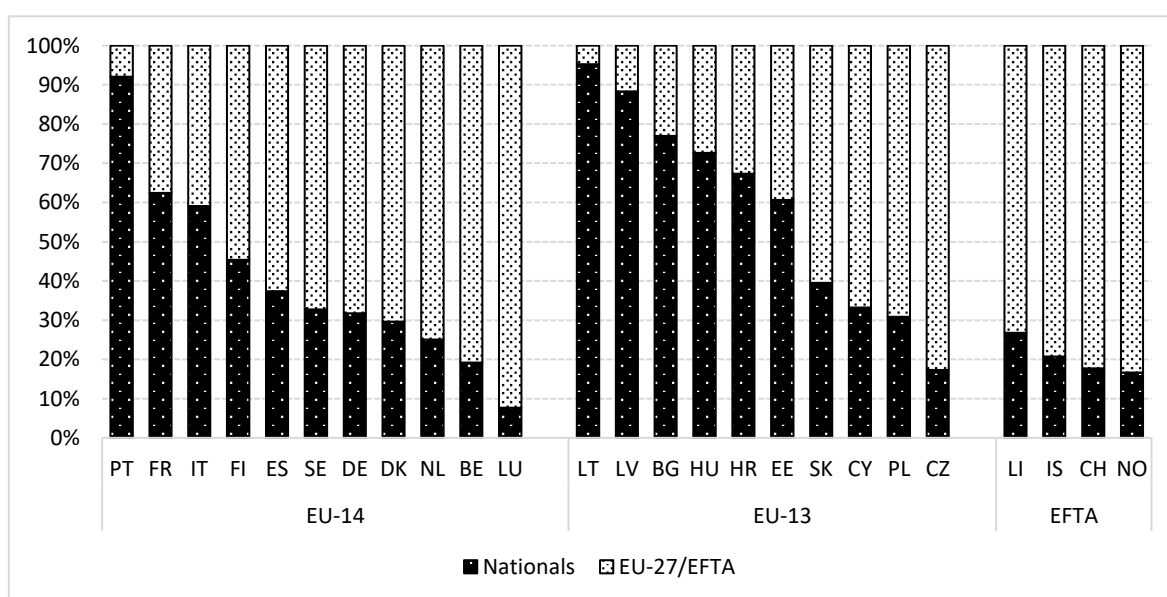
3. Comparison to the total number of unemployed persons and recent EU-movers of working age

The reported number of cases of aggregation on the basis of a PD U1 can be compared to the total number of unemployed persons.³³ For some 0.2 % of the unemployed persons in the EU/EEA/CH/UK additional periods completed in a Member State other than the competent State were required (*Table 6*).³⁴ Only in Lithuania (4.7 %), Slovenia (2.9 %), Hungary (1.4 %), and Austria (1.4 %) 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 (0.6 % of total unemployed persons in the EU-13), or the EFTA (0.7 % 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 2021 shows that in several EU-13 Member States (LT, LV, BG, HU, HR, and EE), but also in Portugal, France, 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, 2021



Source: Own elaboration based on data from Eurostat [[migr_imm1ctz](#)] (2021 figures)

These cases of aggregated periods could also be compared to the annual inflow of intra-EU mobile workers of working age. On average 2.7 % 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*).

³³ 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.

³⁴ 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.

A much higher percentage of new intra-EU/EFTA mobile workers to the EU-13 (5.6 % of the total flow of intra-EU/EFTA mobile workers of working age to the EU-13 in 2021) made use of the principle of aggregation of periods compared to new intra-EU/EFTA mobile workers to the EU-14 (2.2 % of the total flow of intra-EU/EFTA mobile workers of working age to the EU-14 in 2021) or the EFTA (2.3% of the total flow of intra-EU/EFTA mobile workers of working age to the EFTA in 2021). 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).³⁵

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, 2022

	Cases of aggregation (2022)	Number of annual average unemployed persons (2021)		Total annual inflow of EU-27/EFTA movers of working age (2021)	
	Number	Number (in ,000)	% Cases of aggregation	Number	% Cases of aggregation
EU-27	35 474	14 981	0.2 %	1 271 708	2.8 %
EU-28	35 531	14 981	0.2 %	1 271 708	2.8 %
EU-14	22 545	12 788	0.2 %	1 041 295	2.2 %
EU-13	12 929	2 193	0.6 %	230 413	5.6 %
EFTA	2 841	393	0.7 %	125 003	2.3 %
Total	38 372	15 374	0.2 %	1 396 711	2.7 %
BE	2 010	324	0.6 %	65 829	3.1 %
BG	682	171	0.4 %	20 187	3.4 %
CZ	689	150	0.5 %	14 892	4.6 %
DK	185	154	0.1 %	40 983	0.5 %
DE	1 674	1 563	0.1 %	374 929	0.4 %
EE	301	43	0.7 %	9 666	3.1 %
IE		158			
EL		678			
ES	3 123	3 430	0.1 %	138 727	2.3 %
FR	3 889	2 365	0.2 %	123 768	3.1 %
HR	334	138	0.2 %	11 708	2.9 %
IT	7 251	2 367	0.3 %	90 702	8.0 %
CY	<5*	35	0.0 %	10 099	0.0 %
LV	9	71	0.0 %	5 536	0.2 %
LT	4 964	105	4.7 %	19 075	26.0 %
LU	28	17	0.2 %	14 497	0.2 %
HU	2 720	196	1.4 %	39 162	6.9 %
MT	5	9	0.1 %		
NL	41	408	0.0 %	113 487	0.0 %
AT	3 917	284	1.4 %		
PL	467	580	0.1 %	97 833	0.5 %
PT	54	339	0.0 %	33 384	0.2 %
RO	19	459	0.0 %		
SI	1 414	48	2.9 %		
SK	1 321	188	0.7 %	2 255	58.6 %
FI	264	212	0.1 %	13 275	2.0 %
SE	109	489	0.0 %	31 714	0.3 %
IS	66*	13	0.5 %	6 386	1.0 %
LI	67			422	15.9 %
NO	386	128	0.3 %	28 918	1.3 %
CH	2 322	252	0.9 %	89 277	2.6 %
UK	57				

* CY and IS: data concern 2021.

Source: Questionnaire on aggregation of periods in case of unemployment benefits 2023; Eurostat [une_rt_a] and [migr_imm1ctz] (2021 figures).

³⁵ 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 2021.³⁶ Twelve Member States³⁷ reported no cases of fraud and error, while six Member States³⁸ did report several cases. The remaining 12 Member States³⁹ 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. Regarding 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 six Member States which reported fraud and error, five were able to (partially) quantify the number of cases and the amount involved (*Table 7*). While Belgium, Czechia, Spain, and France reported less than 40 cases each, Bulgaria reported 132 cases of inappropriate use. Nevertheless, most of these cases concern error. The highest amount involved is reported by France, with over EUR 1 000 000 in total for four fraud cases. Furthermore, Bulgaria, Czechia, 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, and France, the cases constitute less than 1 % of PDs U1 received, while in Czechia the share amounts to 4.9 %. In Bulgaria, in 19.4 % of the PDs U1 received an error was made or fraud was committed.

Several Member States also provided additional information on the methodology or the efforts in the uncovering of inappropriate use. Spain performed 25 audits or investigations and had three human resources allocated on this topic, while France reported 13 audits or investigations and 16 human resources allocated. Czechia performed most audits or investigation, with 106 audits or investigations. Moreover, they allocated 46 human resources. Even though both Italy and Sweden were not aware of inappropriate use, they reported information on the methodology used. In Italy, four human resources were allocated on the issue. In Sweden, the conclusion that no fraud or error were found, are based on responses from 8 out of 24 unemployment insurance funds.

³⁶ 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).

³⁷ It concerns HR, EE, FI, LV, LI, LU, MT, NO, PL, RO, SI, and IT.

³⁸ It concerns BE, BG, CZ, ES, FR, and SK.

³⁹ It concerns AT, DK, DE, EL, HU, IE, LT, PT, SI, CH, NL, and UK.

Table 7 - Number of cases of fraud and error identified in case of aggregation of periods for unemployment benefits, 2022

	Cases	Amount (in €)	% Of total PDs U1 received*	Reason
BE	3	9 636	0.1 %	Fraud: The person already received full unemployment benefits in Belgium. They filled a U1 from Luxembourg and when matching the employment data of Luxembourg with the data of unemployment, it showed that they didn't correctly report his employment to NEO
BG	52	28 603	7.6 %	Fraud: * Representing PDs U1 with false content * Employment for a short time to obtain a higher UBs amount * Not declaring all the circumstances in the other MS related to UBs assessment (taking new employment, receiving sickness cash benefits etc.)
	80	26 326	11.7 %	Error: Subsequent differences in the certified periods, income, and reason for termination of the employment in the SEDs and PDs U1
	132	26 326	19.4 %	Total
CZ	23	12 512	3.3 %	Fraud: Jobseekers did not inform Labour Office about their gainful activity while being registered and paid unemployment benefits. Labour Office got known about their gainful activity later on PD/SED. Error: * <i>Institutions:</i> - typos in forms - lack of communication at some MS institution - incorrectly confirmed dates of social security period, end of employment, - incorrectly confirmed salary info and reason of termination or unemployment benefits period (information did not correspond with documents provided by citizen) - sometimes requested information were missing, LOCR had to ask again. Counterparties sent only social security info; salary info was missing. - LOCR received both U1 and SED concerning same client, however information was confirmed differently. LOCR had to ask for clarification. - some countries did not confirm requested information - gross salary instead of net, total income instead of monthly average. - issuing of forms took long time - most of the errors are solved at the end <i>Citizens:</i> - 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
	11	1 504	1.6 %	
	34	14 016	4.9 %	Total
ES	5	12 403	0.4 %	Fraud: Cases where, after working in an EU MS for a long period, the person is insured for a short time in Spain in order to be granted with unemployment benefits in Spain. In these cases, Spain has to take over the financial burden of the benefit when very short periods of insurance have been credited in Spain.
FR	8	1 048 803	0.2 %	Fraud

* 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 2023

Annex I Additional tables

Table A1 The number of aggregations of periods in case of unemployment *as % of column total*, 2022

		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)	EU-27	95 %	75 %	57 %	78 %	82 %		63 %	57 %	97 %	50 %	67 %	34 %	96 %	80 %	40 %	95 %	82 %	71 %	69 %	74 %	99 %	75 %	41 %	57 %	6 %	91 %	96 %	50 %						
	EU-14	89 %	68 %	54 %	48 %	74 %		54 %	53 %	87 %	50 %	44 %	32 %	93 %	73 %	40 %	80 %	48 %	64 %	63 %	63 %	98 %	41 %	34 %	50 %	6 %	63 %	65 %	41 %						
	EU-13	6 %	7 %	4 %	31 %	8 %		9 %	4 %	10 %	0 %	22 %	2 %	4 %	7 %	0 %	15 %	34 %	7 %	6 %	11 %	2 %	34 %	6 %	7 %	0 %	27 %	32 %	9 %						
	EFTA	3 %	8 %	36 %	17 %	9 %		7 %	35 %	2 %	50 %	33 %	29 %	4 %	2 %	20 %	2 %	15 %	4 %	22 %	21 %	0 %	6 %	27 %	39 %	94 %	4 %	4 %	12 %						
	Neighbour	71 %	2 %	29 %	61 %	63 %		21 %	77 %	9 %	0 %	22 %	1 %	57 %	47 %	0 %	59 %	66 %	37 %	15 %	5 %	96 %	49 %	41 %	61 %	97 %	17 %	16 %	33 %						
	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 %	145 %	100 %	100 %	100 %	100 %	100 %	100 %	100 %	
	BE	0 %	3 %	4 %	1 %	0 %		2 %	15 %	0 %	0 %	0 %	0 %	0 %	18 %	0 %	0 %	32 %	0 %	2 %	4 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	1 %	4 %	2 %				
	BG	1 %	0 %	1 %	2 %	0 %		1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	3 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	9 %	1 %			
	CZ	0 %	1 %	1 %	3 %	0 %		1 %	1 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	2 %	1 %	6 %	2 %	5 %	0 %	26 %	0 %	1 %	0 %	1 %	0 %	1 %	0 %	1 %			
	DK	0 %	0 %	0 %	1 %	0 %		1 %	0 %	0 %	0 %	0 %	4 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	5 %	22 %	0 %	18 %	2 %	1 %				
	DE	5 %	9 %	15 %	0 %	3 %		12 %	8 %	51 %	25 %	11 %	11 %	29 %	24 %	20 %	27 %	36 %	31 %	4 %	32 %	1 %	12 %	3 %	8 %	0 %	7 %	11 %	11 %						
	EE	0 %	0 %	0 %	0 %	0 %		0 %	0 %	0 %	0 %	11 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	3 %	1 %	0 %	2 %	0 %	0 %				
	IE	1 %	11 %	2 %	2 %	1 %		6 %	3 %	10 %	0 %	0 %	7 %	0 %	1 %	0 %	2 %	1 %	4 %	4 %	5 %	0 %	3 %	1 %	2 %	0 %	1 %	2 %	0 %	1 %	3 %				
	EL	1 %	2 %	2 %	1 %	0 %		0 %	0 %	0 %	25 %	0 %	0 %	11 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	2 %	0 %	4 %	2 %	0 %				
	ES	9 %	4 %	5 %	5 %	2 %		0 %	6 %	0 %	0 %	6 %	0 %	1 %	0 %	0 %	5 %	2 %	1 %	15 %	5 %	0 %	0 %	3 %	6 %	0 %	6 %	2 %	2 %						
	FR	20 %	26 %	4 %	2 %	0 %		15 %	0 %	1 %	0 %	0 %	0 %	11 %	1 %	20 %	5 %	1 %	1 %	28 %	5 %	0 %	0 %	2 %	3 %	0 %	3 %	9 %	3 %						
	HR	0 %	0 %	0 %	4 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	1 %	0 %	1 %	0 %	1 %				
	IT	4 %	2 %	2 %	3 %	0 %		2 %	2 %	2 %	0 %	0 %	0 %	14 %	1 %	0 %	0 %	4 %	0 %	0 %	0 %	0 %	3 %	2 %	1 %	0 %	1 %	1 %	2 %	2 %					
	CY	0 %	5 %	0 %	0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	1 %	4 %	0 %					
	LV	0 %	0 %	1 %	0 %	4 %		0 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	4 %	0 %	0 %				
	LT	0 %	0 %	0 %	0 %	1 %		0 %	0 %	0 %	0 %	11 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	3 %	4 %	0 %				
	LU	22 %	1 %	0 %	2 %	0 %		1 %	12 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	5 %	0 %	0 %	4 %	0 %	0 %	4 %	0 %	0 %	1 %	0 %	0 %	2 %	3 %					
	HU	0 %	0 %	0 %	3 %	1 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	6 %	0 %	2 %	5 %	0 %	6 %	0 %	1 %	0 %	1 %	0 %	1 %	0 %	1 %				
	MT	0 %	0 %	1 %	0 %	2 %		1 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	5 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	2 %	0 %	0 %				
	NL	24 %	4 %	2 %	6 %	3 %		6 %	2 %	2 %	0 %	33 %	5 %	4 %	5 %	0 %	0 %	1 %	19 %	6 %	0 %	0 %	6 %	1 %	0 %	0 %	5 %	12 %	4 %						
	AT	0 %	6 %	1 %	21 %	0 %		1 %	1 %	19 %	0 %	0 %	0 %	4 %	41 %	0 %	5 %	0 %	5 %	0 %	16 %	93 %	17 %	1 %	2 %	3 %	0 %	2 %	8 %						
	PL	2 %	0 %	1 %	9 %	0 %		1 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	2 %	3 %	0 %	2 %	0 %	0 %	0 %	0 %	1 %	2 %	0 %	11 %	7 %	1 %					
PT	2 %	0 %	2 %	1 %	0 %		6 %	2 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	1 %	2 %	1 %					
RO	2 %	0 %	1 %	5 %	0 %		4 %	1 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	5 %	8 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	4 %	2 %						
SI	0 %	0 %	0 %	0 %	0 %		0 %	0 %	8 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	5 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %						
SK	0 %	0 %	0 %	2 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	5 %	0 %	0 %	2 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	1 %	0 %	0 %	4 %	1 %						
FI	0 %	0 %	1 %	0 %	60 %		1 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	4 %	1 %	3 %	0 %	1 %				
SE	0 %	0 %	15 %	1 %	4 %		1 %	1 %	1 %	0 %	0 %	2 %	4 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	15 %	0 %	0 %	14 %	2 %	1 %					
IS	0 %	0 %	2 %	0 %	0 %		0 %	0 %	1 %	0 %	0 %	2 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	2 %	0 %	0 %	3 %	0 %	0 %					
LI	0 %	0 %	0 %	0 %	0 %		0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	4 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %				
NO	0 %	1 %	31 %	1 %	9 %		1 %	0 %	1 %	25 %	0 %	27 %	0 %	0 %	0 %	0 %	0 %	3 %	0 %	0 %	0 %	2 %	23 %	36 %	0 %	0 %	2 %	4 %							
CH	3 %	7 %	3 %	16 %	0 %		6 %	34 %	1 %	25 %	33 %	0 %	4 %	2 %	20 %	2 %	11 %	1 %	22 %	21 %	0 %	4 %	2 %	3 %	94 %	1 %	2 %	7 %							
UK	2 %	17 %	7 %	4 %	9 %		30 %	8 %	1 %	0 %	0 %	37 %	0 %	18 %	40 %	2 %	3 %	25 %	9 %	5 %	0 %	19 %	1 %	5 %	0 %	5 %	0 %	0 %	0 %	0 %					
Unknown																																			31 %

* 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 27 962 and not 38 372 as reported in Table 1.

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

** No data available for IE and EL. CY and IS: data concern reference year 2021.

**** 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 2023

Table A2 The number of aggregations of periods in case of unemployment *as % of row total*, 2022

		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)	Total	5 %	2 %	2 %	0 %	4 %	1 %			8 %	10 %	1 %	19 %	0 %	0 %	13 %	0 %	7 %	0 %	0 %	10 %	1 %	0 %	0 %	4 %	3 %	1 %	0 %	0 %	1 %	6 %	0 %	100 %		
	BE	0 %	3 %		1 %	3 %	0 %			7 %	75 %	0 %	0 %	0 %	0 %	2 %	1 %	2 %	0 %	2 %	2 %	1 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	100 %
	BG	5 %	0 %		0 %	17 %	0 %			14 %	5 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %	52 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	2 %	0 %	100 %	
	CZ	0 %	2 %		0 %	8 %	0 %			4 %	4 %	0 %	0 %	0 %	0 %	1 %	0 %	1 %	0 %	0 %	8 %	5 %	0 %	0 %	0 %	0 %	64 %	0 %	0 %	0 %	1 %	0 %	0 %	100 %	
	DK	1 %	0 %		0 %	4 %	0 %			6 %	4 %	0 %	0 %	0 %	0 %	52 %	0 %	1 %	0 %	0 %	2 %	1 %	0 %	0 %	0 %	0 %	3 %	6 %	0 %	19 %	0 %	0 %	100 %		
	DE	2 %	2 %		1 %	0 %	0 %			10 %	7 %	4 %	0 %	0 %	0 %	14 %	0 %	16 %	0 %	0 %	35 %	4 %	0 %	0 %	0 %	4 %	0 %	0 %	0 %	1 %	0 %	0 %	100 %		
	EE	0 %	0 %		0 %	9 %	0 %			3 %	3 %	0 %	0 %	0 %	3 %	27 %	0 %	0 %	0 %	0 %	6 %	0 %	0 %	0 %	0 %	0 %	24 %	3 %	0 %	21 %	0 %	0 %	100 %		
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	EL	11 %	9 %		3 %	18 %	1 %			2 %	13 %	0 %	1 %	0 %	0 %	4 %	2 %	1 %	0 %	0 %	19 %	0 %	0 %	0 %	1 %	1 %	1 %	1 %	0 %	10 %	1 %	0 %	100 %		
	ES	26 %	4 %		1 %	11 %	1 %			0 %	32 %	0 %	0 %	0 %	0 %	3 %	0 %	1 %	0 %	0 %	12 %	0 %	1 %	0 %	0 %	0 %	1 %	1 %	1 %	0 %	3 %	0 %	0 %	100 %	
	FR	32 %	14 %		1 %	3 %	0 %			40 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	2 %	0 %	0 %	2 %	0 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	100 %	
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	LV	0 %	0 %		1 %	6 %	14 %			0 %	5 %	0 %	0 %	0 %	0 %	44 %	0 %	0 %	0 %	0 %	8 %	0 %	0 %	0 %	1 %	0 %	1 %	0 %	0 %	0 %	19 %	0 %	0 %	100 %	
	LT	2 %	0 %		0 %	17 %	7 %			15 %	10 %	0 %	0 %	0 %	2 %	0 %	0 %	2 %	0 %	0 %	2 %	2 %	0 %	0 %	0 %	0 %	0 %	0 %	2 %	0 %	32 %	5 %	0 %	100 %	
	LU	45 %	0 %		0 %	4 %	0 %			2 %	47 %	0 %	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 %	13 %	1 %			2 %	3 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	58 %	0 %	0 %	0 %	0 %	0 %	20 %	0 %	0 %	0 %	1 %	0 %	0 %	100 %	
	MT	1 %	0 %		1 %	4 %	3 %			14 %	26 %	1 %	0 %	0 %	0 %	8 %	1 %	8 %	0 %	1 %	23 %	1 %	0 %	0 %	0 %	3 %	0 %	1 %	0 %	4 %	1 %	0 %	0 %	100 %	
	NL	32 %	2 %		0 %	6 %	1 %			12 %	4 %	1 %	0 %	0 %	0 %	17 %	0 %	10 %	0 %	0 %	3 %	6 %	0 %	0 %	0 %	0 %	5 %	0 %	0 %	0 %	1 %	0 %	0 %	100 %	
	AT	0 %	1 %		0 %	11 %	0 %			1 %	1 %	2 %	0 %	0 %	0 %	0 %	0 %	34 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	41 %	7 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	100 %
	PL	9 %	0 %		0 %	36 %	0 %			7 %	7 %	0 %	0 %	0 %	0 %	2 %	0 %	0 %	0 %	0 %	25 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	10 %	1 %	0 %	100 %	
	PT	10 %	1 %		1 %	6 %	0 %			45 %	21 %	1 %	0 %	0 %	0 %	2 %	0 %	0 %	0 %	0 %	13 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	100 %	
	RO	7 %	0 %		0 %	14 %	0 %			21 %	5 %	0 %	0 %	0 %	0 %	0 %	0 %	4 %	0 %	0 %	47 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	100 %	
	SI	1 %	1 %		0 %	3 %	0 %			1 %	0 %	12 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	79 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	100 %
	SK	0 %	0 %		0 %	10 %	0 %			3 %	2 %	0 %	0 %	0 %	0 %	0 %	0 %	47 %	0 %	0 %	32 %	0 %	0 %	0 %	0 %	3 %	0 %	1 %	0 %	0 %	0 %	0 %	1 %	0 %	100 %
	FI	1 %	0 %		0 %	2 %	64 %			6 %	4 %	0 %	0 %	0 %	0 %	14 %	0 %	0 %	0 %	0 %	1 %	1 %	0 %	0 %	0 %	1 %	0 %	1 %	0 %	4 %	0 %	0 %	0 %	100 %	
	SE	1 %	1 %		8 %	6 %	4 %			7 %	8 %	1 %	0 %	0 %	0 %	28 %	0 %	1 %	0 %	0 %	5 %	1 %	0 %	0 %	0 %	0 %	1 %	11 %	0 %	0 %	16 %	0 %	0 %	100 %	
IS	1 %	0 %		3 %	4 %	1 %			6 %	4 %	1 %	0 %	0 %	0 %	58 %	0 %	3 %	0 %	0 %	0 %	4 %	0 %	0 %	0 %	2 %	1 %	3 %	0 %	0 %	9 %	0 %	0 %	100 %		
LI	0 %	0 %		0 %	1 %	0 %			5 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	94 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	0 %	1 %	0 %	0 %	0 %	100 %	
NO	0 %	0 %		3 %	1 %	2 %			2 %	1 %	0 %	0 %	0 %	0 %	81 %	0 %	0 %	0 %	0 %	1 %	1 %	0 %	0 %	0 %	1 %	4 %	2 %	0 %	0 %	0 %	0 %	0 %	0 %	100 %	
CH	2 %	2 %		0 %	11 %	0 %			7 %	52 %	0 %	0 %	0 %	0 %	1 %	0 %	2 %	0 %	0 %	17 %	0 %	0 %	0 %	0 %	0 %	2 %	0 %	0 %	2 %	0 %	0 %	0 %	0 %	100 %	
UK	1 %	3 %		0 %	2 %	1 %			21 %	7 %	0 %	0 %	0 %	0 %	42 %	0 %	11 %	0 %	0 %	2 %	3 %	0 %	0 %	0 %	6 %	0 %	0 %	0 %	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, and IS). CH: breakdown by Member State which has issued the PD U1 is not included as CH provided a breakdown by citizenship. CY and IS: data concern reference year 2021.

Source: Questionnaire on aggregation of periods in case of unemployment benefits 2023

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

Coordination of Social Security Systems

U1



Periods to be taken into account for granting unemployment benefits

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

INFORMATION FOR THE HOLDER

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

1. PERSONAL DETAILS OF THE HOLDER

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

2. THE HOLDER HAS COMPLETED THE FOLLOWING PERIODS¹:

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

U1



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 ²
From	to	Type ²
From	to	Type ²

2.1.4 Periods treated as periods of insurance

From	to	Reason ⁸
From	to	Reason ⁸
From	to	Reason ⁸

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 DETAILS⁴⁵

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) | |

U1



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

U1



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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