



Export of unemployment benefits

Report on U2 Portable Documents
Reference year 2022

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

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E-mail: EMPL-E2-UNIT@ec.europa.eu

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Glossary

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

Implementing Regulation: Regulation (EC) No 987/2009 of the European Parliament and of the Council of 16 September 2009 laying down the procedure for implementing Regulation (EC) No 883/2004 on the coordination of social security systems.

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

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

EU-27: Belgium (BE), Bulgaria (BG), the Czech Republic (CZ), Denmark (DK), Germany (DE), Estonia (EE), Ireland (IE), Greece (EL), Spain (ES), France (FR), Croatia (HR), Italy (IT), Cyprus (CY), Latvia (LV), Lithuania (LT), Luxembourg (LU), Hungary (HU), Malta (MT), the Netherlands (NL), Austria (AT), Poland (PL), Portugal (PT), Romania (RO), Slovenia (SI), Slovakia (SK), Finland (FI), and Sweden (SE).

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

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

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

Summary of main findings

An unemployed person has the right, under certain conditions and for a limited period, to search for a job in another Member State¹ while retaining the unemployment benefit from the competent Member State.² The [Portable Document U2](#) (PD U2) certifies this right.

Since 2014, data on the number of the PDs U2 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.³ Hence, this year marks 10 years of collecting statistics on the export of unemployment benefits. In regard, 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 U2 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.

In 2022, roughly 27 000 PDs U2 were granted to unemployed persons wishing to export their unemployment benefit to another EU/EFTA country or the UK, representing less than 0.2 % of the total number of unemployment benefits paid. Both in absolute and relative terms, only a small group of unemployed persons in the EU/EFTA and the UK export their unemployment benefits. It concerns unemployed persons who go to another Member State to seek work there. However, it may also concern unemployed persons, other than frontier workers, who reside in a Member State other than the Member State of last activity and export their unemployment benefit to that Member State of residence. Indeed, most of the exported unemployment benefits in the EU/EFTA and the UK are transferred to Romania and Poland. It concerns mostly unemployed persons who remained resident in either Poland or Romania during their last activity in Germany and the Netherlands, and transferred the unemployment benefit to their Member State of residence.

The number of authorisations to export the unemployment benefit has always been on the low side, even though a number of Member States are facing a large outflow of persons of working age, including unemployed persons. It is therefore likely that a (large) group of unemployed persons moved to another Member State and looked for work there without having applied for a PD U2 in the competent Member State. Looking at the PD U2 data collected within the Administrative Commission between 2014 and 2023, it appears that there has been a consistent growth between 2014 and 2019 (from roughly 24 000 PDs U2 to around 33 000 PDs U2), which came to an end in 2020 due to the COVID-19 pandemic. In 2020, 2021 and 2022, approximately 27 000 PDs U2 were issued annually. A number that is roughly 5 000 PDs U2 lower than the numbers for 2018 and 2019 but still higher compared to 2014.

The general evolution and trend of the number of PDs U2 issued/received in the EU/EFTA and the UK sometimes differs strongly from the evolution and trend that can be observed at country level, both in terms of the number of PDs U2 issued and the number of PDs U2 received. In 2014, Spain, Germany, the Netherlands, Portugal and Switzerland were the main issuing Member States of a PD U2. This top five has changed over the years. Based

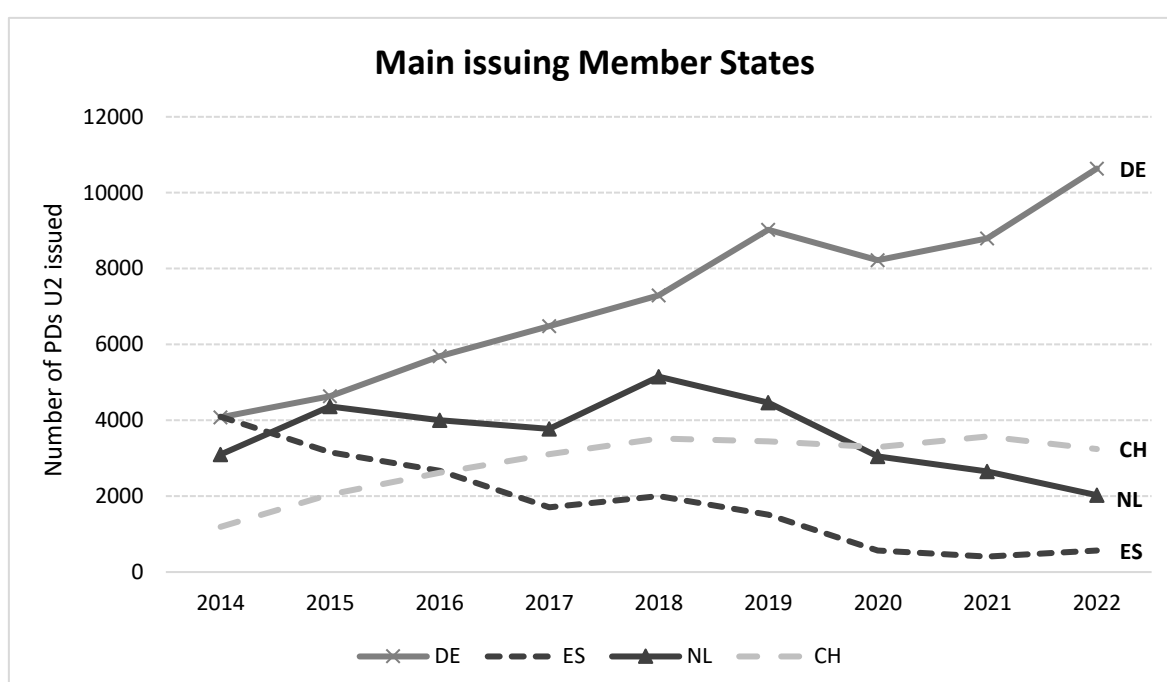
¹ The term "Member State" is used in this report to indicate the 27 countries belonging to the European Union (EU) in reference year 2022, the European Economic Area (EEA), Switzerland, and the United Kingdom.

² 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').

³ At its 334th meeting of 12-13 March 2013, the Administrative Commission agreed on the collection of PD U2 data. In order to give Member States the chance to take the necessary preparatory measures to allow them to collect these data it was agreed to start the data collection from the second semester of 2013 onwards. A revised PD U2 Questionnaire was approved in the Administrative Commission of March 2017 (AC 078/17). A breakdown by receiving or competent Member State was inserted in questions 1 and 2.

on the most recent data for 2022, Germany appears to be the most important issuing Member State (39 % of the total number of PDs U2 issued), and to a lesser extent Switzerland, Denmark, Austria and the Netherlands. The figures show a sharp decline in the number of PDs U2 issued by Spain (-3 527 compared to 2014), the Netherlands (-3 124 compared to 2018) and Portugal (-2 233 compared to 2014). In contrast, Germany (+6 557), and to a lesser extent Switzerland (+2 103), issued many more PDs U2 compared to 2014. For instance, the number of PDs U2 issued by Germany more than doubled between 2014 and 2022 (from 4 080 PDs U2 in 2014 to 10 637 PDs U2 in 2022). This while Member States such as Spain and Portugal show a strong negative trend between 2014 and 2022, and the Netherlands since 2019. Several Member States also issue a (very) limited number of PDs U2. For instance, in Bulgaria, Estonia, Malta, Romania, and Slovakia, less than 100 PDs U2 were issued annually between 2014 and 2022.

Figure 1 – Evolution of the number of PDs U2 issued between 2014-2022, selection of the main issuing Member States

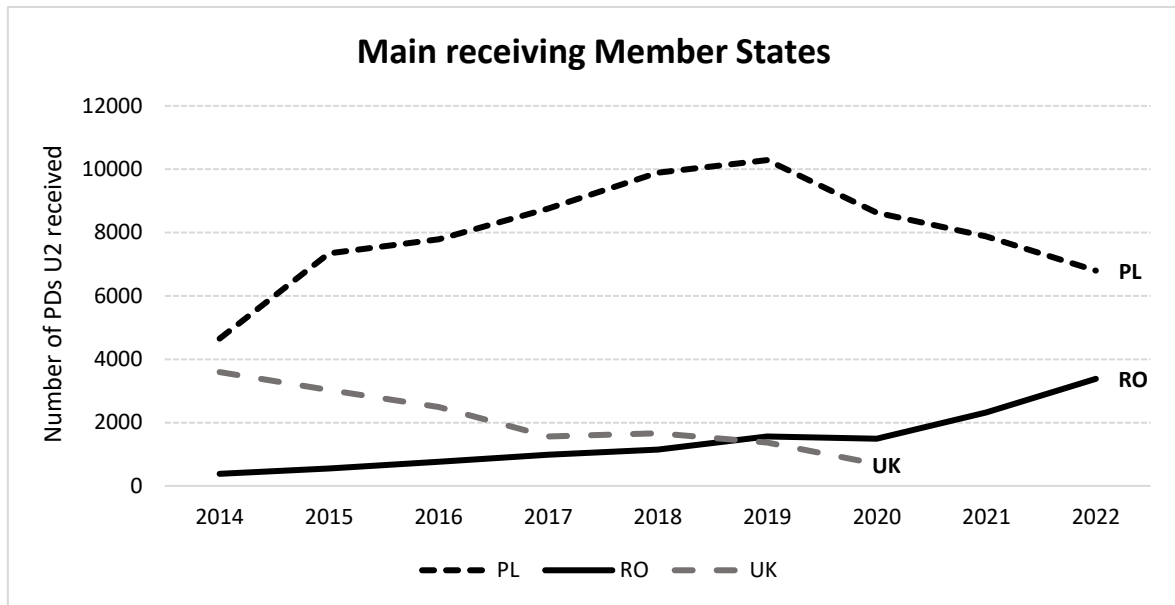


* Other main issuing Member States such as DK, AT, FR and PT are not included to preserve the readability.

Source: Administrative data PD U2 Questionnaire 2015-2023

By far most of the unemployment benefits are exported to Poland. This was already the case in 2014 and it still is today. The evolution of the number of PDs U2 received by Poland shows a growth until 2019 (from 4 651 PDs U2 in 2014 to 10 289 PDs U2 in 2019). Since 2020, however, a decrease in the number of PDs U2 received by Poland can be observed (6 796 PDs U2 in 2022). As a result, Poland's share in the total number of PDs U2 received decreased between 2019 and 2022 (from 38 % to 31 %), also partly due to the increase in the number of PDs U2 exported to Romania (from 381 PDs U2 in 2014 to 3 381 PDs U2 in 2022). In 2022, around half of the total exported unemployment benefits in the EU/EFTA and the UK were transferred to Poland and Romania. Finally, it should be noted that the UK was still the second most important receiving Member State in 2014 (3 594 PDs U2), mainly concerning unemployment benefits exported from Spain. However, from 2014 onwards, these numbers showed a sharp downward trend (even before Brexit).

Figure 2 – Evolution of the number of PDs U2 received between 2014-2022, selection of the main receiving Member States



Source: Administrative data PD U2 Questionnaire 2015-2023

Under the current rules, the period of export is limited to three months. The competent institutions may, however, extend this period of three months up to a maximum of six months. Consequently, export rules are not applied uniformly across the EU. It appears that more than half of the Member States do not provide an extension. The policy applied by competent institutions on whether or not to grant an extension hardly changed during the last decade. As a result, the average period that unemployment benefits are exported does not show a sharp decrease or increase in the EU/EFTA and the UK.

1. Introduction

It is an essential principle of the EU is that mobile persons do not lose their social security rights when moving to another Member State. Therefore, the EU rules on the coordination of social security systems provide that persons are entitled to export their benefits to another Member State.⁴ Article 64 of the Basic Regulation lays down the legal conditions for the export of cash benefits when an unemployed person goes to another Member State to seek work there. Unemployed persons who want to look for employment in a Member State other than the one that pays the unemployment benefit may export this benefit for a limited period.⁵ Entitlement to an unemployment benefit is retained for a period of three months from the date when the unemployed person ceased to be available to the employment services of the Member State which pays the unemployment benefit (= competent Member State). This period of three months only applies if it does not exceed the period of entitlement provided for under the legislation of the competent Member State (see also *Figure 2* in *section 5*). Competent institutions may extend this period of three months up to a maximum of six months. The person concerned must return to the competent Member State before the period during which the unemployment benefit is retained, expires. (S)he will lose all entitlement to benefits of the competent Member State if (s)he does not return in time unless the provisions of the competent Member State are more favourable.

When unemployed persons want to look for work in another Member State, they have to apply for a Portable Document U2 (PD U2)⁶ in the Member State that pays the unemployment benefit. This document certifies the authorisation to export unemployment benefits if unemployed persons go to another Member State to look for work.⁷ It allows unemployed persons to seek work in another Member State without becoming a financial burden on the social security system of that Member State. This thematic report provides statistics on the use of PD U2/ SED U008⁸ for reference year 2022.⁹

The collection of statistical information allows the monitoring of the use of the export of unemployment benefits. In this context, figures on the bilateral flow of jobseekers between the competent and the receiving Member State are particularly useful (*section 2*). In addition, the monitoring concerns Member States' policies on extending the export period to six months (*section 3*), the likelihood of the unemployed finding work abroad (i.e., the 'success rate') (*section 4*), the average period of export (*section 5*), return to the competent Member State (*section 6*), and certainly also the administrative application and consequences of the provisions of the Coordination Regulations (*section 7*). In addition, despite a high-quality level of coordination techniques developed by the EU legislature to coordinate the variety of social security systems, in practice, mobile persons might not take up their social rights. In this context, it is important to know which efforts Member States are making to inform unemployed persons about the possibility of exporting their unemployment benefit abroad and what their rights and obligations are (*section 8*). After all, there is a risk that a group of unemployed persons will look for work in another Member State without having a PD U2. Finally, the questionnaire asks whether Member States are aware of cases

⁴ Article 7 of the Basic Regulation. See also Article 48 TFEU.

⁵ See also [A-Z on social security coordination](#): "69.3. I am an unemployed person. Can I export my unemployment benefits to another Member State and if so, under which conditions?" and "69.4. I want to make use of the possibility to export my unemployment benefit to another Member State. Which are the practicalities involved?"

⁶ See *Annex IV* for the Portable Document U2.

⁷ See also Article 55 of the Implementing Regulation.

⁸ The competent Member State will provide a Structured Electronic Document (SED) U008 if the unemployed person has been registered as a jobseeker without a PD U2 (see *section 7* for more detailed information).

⁹ See *Annex III* for the PD U2 Questionnaire. For EL no data are available.

of fraud or error regarding the provisions on the export of unemployment benefits (*section 9*)¹⁰.

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 the EU-27 aggregate (excluding the UK) in all thematic statistical reports. There are two Agreements now governing the relations between the EU and UK in terms of social security coordination. First, the **Withdrawal Agreement**¹¹ 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 acquis¹² 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 a triangular situation involving the UK, EU and EEA/Switzerland at the end /before the end of transition period. The **Trade and Cooperation Agreement**¹³ 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.

¹⁰ 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.* (2023), *Fraud and error in the field of EU social security coordination*, Network Statistics FMSSFE, European Commission – DG EMPL).

¹¹ 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>

¹² Basic Regulation and Implementing Regulation.

¹³ 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

2. Number of PDs U2 issued and received

2.1. The current flow of PDs U2 among Member States

In total, 31 Member States provided (partial) data on the number of PDs U2 issued and received in 2022.¹⁴ The figures pictured in *Table 1* show that 27 043 authorisations were issued. Most of these authorisations were issued by Germany (10 637), Switzerland (3 241), Denmark (2 370), Austria (2 103), and the Netherlands (2 026). Together, these five Member States represent 75 % of the total authorisations issued, as can be seen in the column percentage. The relative importance of Germany is particularly striking, as almost four in ten PDs U2 issued in the EU/EFTA and UK are awarded to persons receiving an unemployment benefit from Germany. Furthermore, Iceland and France each issued more than 1 000 PDs U2. This is in sharp contrast with Liechtenstein, Malta, Romania, Estonia, and Cyprus (data 2021) which issued hardly any authorisations. Other Member States which issued less than 100 PDs U2 are Bulgaria, Croatia, Lithuania, Hungary, Poland, Slovenia, Slovakia, Finland, and the United Kingdom. The remaining reporting Member States¹⁵ issued between 100 and 1 000 authorisations.

The median value of PDs U2 issued by a Member State amounted to 155 forms, which lies slightly higher than in 2021 (median of 133 forms).¹⁶ This figure suggests that the intra-EU mobility of jobseekers with a PD U2 is rather limited. This will also be the conclusion in *section 2.3* when these numbers are compared to the total number of unemployed persons. The above enumeration already shows that most PDs U2 are issued by EU-14 Member States, namely 78.4 %. Only 2.6 % of the total number of forms were issued by EU-13 Member States, and the remaining 18.8 % by EFTA countries.

As explained in the introduction, the entitlement period to an unemployment benefit of three months can be extended by the competent institution up to six months. In most cases, such a prolongation will be granted after the first period of export of three months (*see section 3*). Nonetheless, 1 461 PDs U2 or 5.4 % of the total number of authorisations were immediately issued for a period longer than three months. According to the data reported in *Table 1*, eight Member States seems to apply this policy, namely Belgium, Czechia, Germany, Spain, Luxembourg, Poland, Slovenia, and Slovakia. Czechia issued around 72 % of PDs U2 for a period longer than three months, and Belgium and Luxembourg did the same for about 19 % of PDs U2.

On the right-hand side of *Table 1* the number of forms received can be seen. In total, the 31 reporting Member States received 21 817 PDs U2¹⁷. The highest number of authorisations were received by Poland (6 796), making up 31 % of the total number of forms received from the reporting Member States, followed by Romania with 3 381 forms or 16 % of the total. Spain, France, and Portugal each received more than 1 000 PDs U2 in 2022. In total, EU-14 Member States received 32.7 % of the PDs U2, whereas EFTA countries received 4.6 %. Most PDs U2 were received by EU-13 Member States, namely

¹⁴ No figures were provided by EL. Data for CY cover reference year 2021.

¹⁵ These consist of BE, CZ, IE, ES, IT, LV, LU, PT, SE, and NO.

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

¹⁷ We would expect to observe an equal number of PDs U2 received and issued. Different possible reasons may explain this discrepancy between both. Firstly, the reported totals do not cover Greece and data for Cyprus concern reference year 2021. Secondly, the time dimension might play a role as there will be a period of time between the moment the PD U2 is issued by the competent Member State and the moment the unemployed person has registered with the employment services of the Member State which (s)he has gone to. However, Article 64(1)(b) of the Basic Regulation (EC) states that the unemployed person has to register within seven days after (s)he ceased to be available to the employment services of the Member State which (s)he left. Finally, not every unemployed person who receives a PD U2 will eventually export his/her unemployment benefit. Perhaps other reasons might explain this discrepancy as well.

62.4 % of authorisations, of which the PDs U2 received by Poland already account for 31.1 %.

A visual representation of the column percentages of PDs U2 issued (*Figure A1*) and received (*Figure A2*) is provided in *Annex II*.

Table 1 - Number of authorisations to export the unemployment benefit issued and received, 2022

	Issued					Received	
	No of PDs U2 or SEDs U008 issued for up to 3 months (A)	No of PDs U2 or SEDs U008 issued for more than 3 months (B)	Total No of PDs U2 or SEDs U008 issued (A+B)	Column %	Share more than 3 months in total No of PDs U2 or SEDs U008 issued (B/(A+B))	No of persons who registered as a jobseeker on the basis of a PD U2 or on the basis of an SED U008	Column %
EU-27	20 445	1 461	21 906	81.0%		20 749	95.1%
EU-14	19 959	1 253	21 212	78.4%		7 139	32.7%
EU-13	486	208	694	2.6%		13 610	62.4%
EFTA	5 083	0	5 083	18.8%		1 012	4.6%
Total	25 582	1 461	27 043	100.0%	5.4%	21 817	100.0%
BE	593	136	729	2.7%	18.7%	307	1.4%
BG	16		16	0.1%	0.0%	958	4.4%
CZ	79	200	279	1.0%	71.7%	200	0.9%
DK	2 370		2 370	8.8%	0.0%	167	0.8%
DE	9 568	1 069	10 637	39.3%	10.0%	396	1.8%
EE	7		7	0.0%	0.0%	35	0.2%
IE	455	0	455	1.7%	0.0%	108	0.5%
EL*							
ES	558	11	569	2.1%	1.9%	1 343	6.2%
FR	1 595		1 595	5.9%	0.0%	1 146	5.3%
HR	27	0	27	0.1%	0.0%	532	2.4%
IT	155	0	155	0.6%	0.0%	352	1.6%
CY**	10		10	0.0%	0.0%	28	0.1%
LV	167	0	167	0.6%	0.0%	151	0.7%
LT	40	0	40	0.1%	0.0%	558	2.6%
LU	154	37	191	0.7%	19.4%	67	0.3%
HU	20		20	0.1%	0.0%	58	0.3%
MT	0	0	0	0.0%		55	0.3%
NL	2 026		2 026	7.5%	0.0%	242	1.1%
AT***		2 103	2 103	7.8%	0.0%	779	3.6%
PL	38	<5	42	0.2%	9.5%	6 796	31.1%
PT	176		176	0.7%	0.0%	1 731	7.9%
RO	<5	0	<5	0.0%	0.0%	3 381	15.5%
SI	22	<5	23	0.1%	4.3%	42	0.2%
SK	59	<5	62	0.2%	4.8%	816	3.7%
FI	90	0	90	0.3%	0.0%	67	0.3%
SE	116		116	0.4%	0.0%	434	2.0%
IS	1 062	0	1 062	3.9%	0.0%	41	0.2%
LI	0	0	0	0.0%		<5	0.0%
NO	780		780	2.9%	0.0%	234	1.1%
CH	3 241		3 241	12.0%	0.0%	735	3.4%
UK	54		54	0.2%	0.0%	56	0.3%

* No data available for EL due to non-existence of Electronic Data System.

** CY: data concern 2021.

*** AT: Not possible to make a distinction between three months and longer.

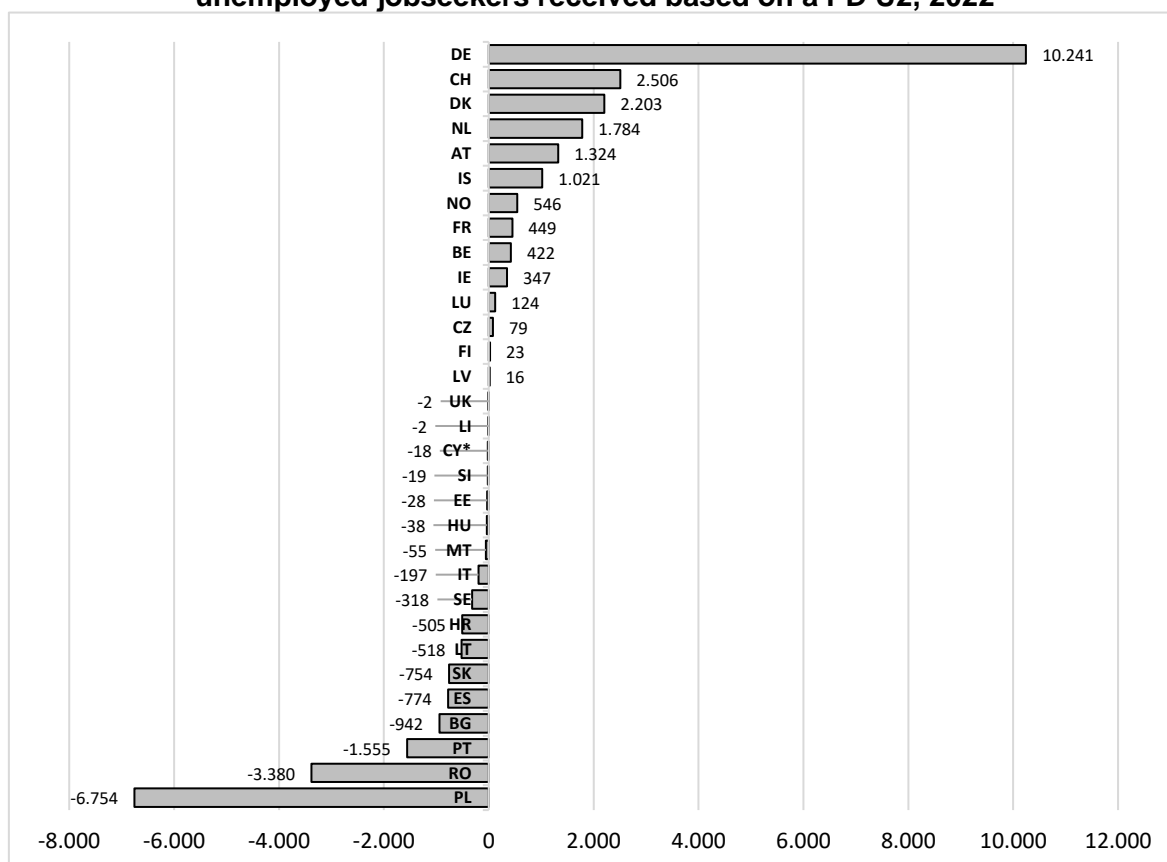
Source: Administrative data PD U2 Questionnaire 2023

The PD U2 questionnaire does not ask about the financial cost related to the export of unemployment benefits. Though, such information might be available at national level. For instance, data provided by the Dutch administration states that the total expenditure amounted to EUR 8.2 million in 2022, of which EURO 6.4 million paid to jobseekers exporting their unemployment benefit to Poland.¹⁸

¹⁸ A report published in 2022 referred to an average amount of EUR 12 million per year (for the period 2018-2020) <https://www.rekenkamer.nl/binaries/rekenkamer/documenten/rapporten/2022/06/22/een-nederlandse-uitkering-in-het-buitenland/rapport+Een+Nederlandse+uitkering+in+het+buitenland+erratum.pdf>

Figure 1 gives an overview of the net balance of PDs U2 per Member State by showing the number of outgoing jobseekers based on a PD U2 minus the number of incoming jobseekers on the basis of a PD U2 (column 4 minus column 7 of Table 1). Approximately half of the Member States¹⁹ are 'net recipients', implying that more jobseekers with a PD U2 are received than sent. The other Member States²⁰ are 'net senders'. Poland is clearly the main 'net receiving Member State' of jobseekers with a PD U2. The number of incoming jobseekers (6 796 see Table 1) in this Member State is 162 times higher than the number of outgoing jobseekers (42), based on the number of PDs U2 issued and received. The opposite is true for Germany, which is the main 'net sending Member State' for jobseekers with a PD U2. The number of jobseekers with a PD U2 leaving Germany (10 673) is almost 27 times higher than the number of jobseekers with a PD U2 coming to this Member State (396).

Figure 1 - Net balance between unemployed jobseekers sent based on a PD U2 and unemployed jobseekers received based on a PD U2, 2022



* No data available for EL. Data for CY concern 2021.

Source: Administrative data PD U2 Questionnaire 2023

2.2. Bilateral flows of incoming and outgoing jobseekers

The bilateral flows of incoming and outgoing jobseekers with a PD U2 for reference year 2022 are shown in Table 2 and Table 3. The detail of the number of PDs U2 **issued** in 2022 (as could be seen in the fourth column of Table 1) by receiving Member States is presented in Table 2. However, a breakdown of the PDs U2 issued by receiving Member State could not be made by Germany, Italy, Latvia, Hungary, Austria, Portugal, Romania and Switzerland. Consequently, for the two main issuing countries of a PD U2, notably

¹⁹ PL, RO, PT, BG, ES, SK, LT, HR, SE, IT, MT, HU, EE, SI, CY (data 2021), LI, and UK.

²⁰ DE, CH, DK, NL, AT, IS, NO, FR, BE, IE, LU, CZ, FI, and LV.

Germany and Switzerland, it is not known to which Member States unemployment benefits are exported.

A high number of PDs U2 are issued by Netherlands to jobseekers who export their unemployment benefit to Poland (1 643). This single flow represents 81 % of the number of PDs U2 issued by the Netherlands and 6 % of the total number of PDs U2 issued by the reporting Member States. In addition, the flows from Iceland to Poland (962 PDs U2), Denmark to Poland (452), Denmark to Romania (451), and France to Belgium (395) are considerable. Furthermore, several flows from Germany and Switzerland to other Member States will probably be very high as well (see also *Table 4*). However, as already mentioned, these data are not available.

In some cases, more than half of the PDs U2 issued are received by a single Member State. This can be seen when looking at the column percentages (see *Table a1 in Annex I*). This is the case for the flows from the Netherlands to Poland (81 %), Bulgaria to Germany (69 %), Iceland to Poland (61 %), and Croatia to Germany (56 %).

Table 2 can also be read by receiving Member State when looking at the row figures. In addition, data on the number of PDs U2 **received** has been requested via the 'PD U2 Questionnaire' and is reported in *Table 3* by competent Member State. However, the breakdown by competent Member State was not available for seven out of the 31 reporting Member States²¹. Seeing that the table is missing this information, it should be interpreted with caution. For Poland, which receives most of the unemployed persons with a PD U2, this information is available. The two main flows of unemployed persons based on the number of PDs U2 received go from the Germany to Poland (2 698) and from the Netherlands to Poland (1 719).

The reported flows of jobseekers with a PD U2 show that the level of the unemployment rates in competent and host Member States is not such a strong determinant for the intra-EU mobility of jobseekers with a PD U2. For instance, Germany, Switzerland, and the Netherlands, which are the main issuing Member States, have one of the lowest unemployment rates in the EU (2.2 %, 3.2 %, and 2.6 % respectively²²). Moreover, it is not unlikely that a high number of jobseekers with a PD U2 are unemployed persons, other than frontier workers, who reside in a Member State other than the Member State of last activity (e.g., seasonal workers). The Netherlands reported that, as in previous years, there are many applications for unemployment benefits from persons who came to the Netherlands to work and, after becoming unemployed and receiving unemployment benefit want to export the unemployment benefit to search for a new job in their Member State of residence based on Article 65 (5) (b) of the BR.^{23,24}

²¹ EL was not able to provide data. No breakdown is available for CZ, DE, IT, LV, AT, RO, and CH.

²² Based on 2022 data from Eurostat [\[une_rt_a\]](#), percentage of total population, age class from 15 to 74 years. The EU-27 average amounts to 4.0 %.

²³ "A worker other than a frontier worker who has been provided benefits at the expense of the competent institution of the Member State to whose legislation he/she was last subject shall firstly receive, on his/her return to the Member State of residence, benefits in accordance with Article 64."

²⁴ Moreover, additional information provided by the Netherlands shows that 432 persons who exported their unemployment benefit from the Netherlands to Poland in 2021 had already done so in the past (within the period 2014-2021).

Table 2 - Total number of PDs U2 or SED U008 issued, breakdown by receiving Member State, 2022

Receiving Member State	Issuing 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
BE	<5		19		0	0	48	395	0	0		<5	9		27		<5					0	<5	<5	<5	<5	<5		<5		0	514
BG	10	0	176		0	<5	16	<5	0	<5		0	<5		22		0				0		0	<5	<5	10	11		0	0	258	
CZ	0		22		0	10	9	19	0	0		0	<5		6		0				0		0	15	<5	<5	37	6		<5	131	
DK	6	0			0	0	8	88	0	0		<5	0		<5		<5				<5		0	<5	<5	11	21	26		0	172	
DE	29	11	102		0	16	96	292	15	<5		7	8		40		16				6	8	9	14	9	29		0	0	708		
EE	0	0	6		<5		0	0	0	0		0	0		0		0				0	0	<5	0	<5		6		0	20		
IE	<5	0	10		0		53	5	0	0		<5	<5		<5		<5				0	<5	0	<5	<5	<5	<5		<5	88		
EL	7	0	72		0	0	<5	<5	0	<5		0	<5		19		0				0	<5	<5	<5	<5	12	10		<5	137		
ES	100	0	190		<5	37		148	0	<5		<5	10		70		<5				0	5	25	21	71	21		<5	0	708		
FR	343	<5	73		0	<5	97		<5	0		<5	47		27		<5				<5	<5	8	12	9	22		<5	656			
HR	<5	0	27		0	<5	<5	<5	0	0		0	<5		<5		0				<5	0	0	0	<5	11	5		0	57		
IT	42	<5	126		<5	8	52	70	0	0		<5	14		13		0				<5	<5	7	<5	5	5		0	351			
CY	<5	0	<5		0	<5	0	0	0	0		<5	0		0		0				0	0	0	<5	0	0		<5	12			
LV	<5	0	42		<5	23	<5	<5	0	0		0	<5		7		0				0	0	<5	0	34	15		0	131			
LT	0	0	185		0	70	<5	<5	0	0			<5		9		0				0		<5	<5	79	162		<5	520			
LU	<5	0			0	0	0	47	0	0		0	0		0		0				0	<5	0	<5	0	0		0	52			
HU	<5	0	56		0	6	<5	<5	0	0		0	0		15		0				0	<5	0	0	6	<5		0	97			
MT	<5	0	<5		0	0	10	<5	0	0		0	<5		<5		0				0	<5	0	0	0	0		0	19			
NL	30	0	27		0	<5	23	34	0	0		<5	<5							11		<5	<5	<5	<5	<5	6		0	143		
AT	6	<5	13		0	<5	9	41	7	0		0	<5		11		<5				7	5	<5	5	<5	9		0	125			
PL	66	0	452		0	207	10	5	0	0		0	<5		1 643						0	<5		10	648	341		23	3 411			
PT	32	0	52		0	11	22	55	0	0		<5	82		33		0				0	<5	<5	<5	13	<5		<5	309			
RO	15	0	451		0	6	32	5	0	<5		0	0		20		0				0	<5	<5	<5	27	17		0	579			
SI	0	0	<5		0	<5	0	<5	<5	0		0	0		25		0				0		0	<5	0	0	<5	16	51			
SK	<5	0	47		0	28	<5	<5	0	0		<5	0		0		0				0	0	0	<5	35	30		0	151			
FI	<5	<5	7		<5	<5	<5	7	0	0		<5	0		<5		0				0		0	<5	5	<5	<5		0	40		
SE	12	0	45		0	<5	18	15	<5	0		<5	<5		21		<5				0	<5	9		8	40		0	180			
IS	<5	0	22		0	0	<5	5	0	0		<5	0		0		<5				0	0	0	<5		<5		0	38			
LI		0	0		0	0	0	0	0	0		0	0		0		0				0	0	0	0	0	0		0	0			
NO	<5	0	111		0	0	12	11	0	0		8	0		5		<5				0	<5	<5	<5	14			0	174			
CH	9	0	14		0	<5	35	323	<5	0		<5	<5		<5		0				<5	<5	<5	5	<5	<5	<5	0	402			
UK	0	0	13		0	10	0	8	0	0		0	0		0		0				0	0	0	0	0	<5		0	33			
Unknown	0	0	0		0	0	0	0	0	0		0	0		0		0				0	0	0	0	0	0	0	0	0			
Total	729	16	279	2 370	10 637	7	455	569	1 595	27	155	10	167	40	191	20	2 026	2 103	42	176	<5	23	62	90	116	1 062	780	3 241	54	27 043		

* No data available for EL. CY: data concern 2021.

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

Source: Administrative data PD U2 Questionnaire 2023

Table 3 - Total number of PDs U2 or SED U008 received, breakdown by competent Member State, 2022

		Receiving Member State																												Total		
		BE	BG	CZ	DK	DE	EE	IE	EL	ES	FR	HR	IT	CY*	LV	LT	LU	HU	MT	NL	AT	PL	PT	RO	SI	SK	FI	SE	IS		LI	NO
Competent Member State	BE	5	11	<5		0	0		75	210	<5	0	<5	<5	0	<5	31		73	32		0	0	0	12	<5	0	<5		0	464	
	BG	<5			0	0	0	<5	18	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	21	
	CZ	<5	61	<5	0	<5		7	7	<5	<5		0	0	0	<5	<5		6	0		0	150	0	5	0	0	<5		0	247	
	DK	6	176	22	6	6		131	8	28	5		185		<5	<5	31		477	50		<5	45	0	43	22	0	111	12	1 371		
	DE	24	540	66	12	13		449	77	436	13		87	16	54	4	71		2 698	303		15	187	18	180	<5	0	33	8	5 306		
	EE	0	0	0			0	<5	<5	0	0		0	0	0	0	0		0	0		0	0	0	0	0	0	0	0	0	<5	
	IE	<5	6	0		<5		34	8	<5	0		79	0	0	0	<5		341	7		0	38	0	<5	0	0	0	0	8	532	
	EL	0	0	<5	0	<5		<5	7	0	0		<5	<5	0	0	<5		<5	0		0	0	0	<5	0	0	<5	0	0	23	
	ES	37	19	12	0	25			232	<5	0		<5	<5	0	10	23		10	17		0	<5	0	17	0	0	11	<5	424		
	FR	170	13	9	<5	22		183		<5	0		<5	23	0	24	25		62	261		0	<5	9	52	<5	0	9	5	879		
	HR	0	0	0	0	0		<5	<5	0	0		0	0	0	0	0		0	0		0	0	0	<5	0	0	0	0	0	5	
	IT	6	<5	<5	0	0		7	<5	<5	0		0	<5	0	0	<5		<5	<5		0	5	0	0	0	0	0	0	0	37	
	CY	0	9	0	0	0		0	0	0	0		0	0	0	0	<5		0	0		0	0	0	0	0	0	0	0	0	10	
	LV	<5	<5	<5	<5	<5		12	0	0	0		<5	0	0	0	6		0	7		0	0	0	9	<5	0	12	<5	63		
	LT	0	0	<5	0	6		<5	<5	0	<5			0	0	0	<5		0	<5		0	<5	0	<5	<5	0	9	0	31		
	LU	7	<5	0	0	<5		5	20	<5	0		<5		0	<5	<5		<5	76		0	0	0	<5	0	0	0	0	124		
	HU	0	0	0	0	0		<5	5	0	0		0	0	0	0	0		0	0		0	0	0	0	0	0	0	0	0	7	
	MT	0	0	0	0	0		0	18	0	0		0	0	0		0		0	0		0	0	0	0	0	0	0	0	0	18	
	NL	18	18	<5	0	<5		40	20	<5	0		10	0	0	<5			1 719	31		0	25	0	18	0	0	<5	0	1 909		
	AT	5	60	7	<5	<5		59	12	29	<5		<5	<5	<5	5	16		284	26		11	109	0	33	<5	<5	11	0	680		
	PL	<5	0	0	0	13		<5	57	0	0		0	0	0	0	0			0		0	0	0	<5	0	0	<5	0	76		
	PT	6	5	0	0	<5		18	235	0	0		0	7	0	<5	8		<5			0	0	0	<5	<5	0	<5	0	289		
	RO	0	0	0	0	0		0	37	0	0		0	0	0	0	0		0	0		0	0	0	0	0	0	0	0	37		
	SI	0	0	0	0	0		0	0	<5	0		0	0	0	0	<5		0	0		0	0	0	0	0	0	0	0	<5		
	SK	<5	0	<5	0	<5		6	<5	0	0		0	<5	0	<5	<5		<5	0		0	0	0	0	0	<5	<5	0	26		
	FI	0	0	<5	7	0		25	12	0	0		<5	<5	0	0	<5		0	5		<5	0		8	0	0	<5	0	69		
	SE	<5	<5	7	0	<5		19	43	<5	<5		<5	<5	0	0	<5		11	<5		0	<5	0		<5	0	8	<5	109		
	IS	0	7	11	<5	0		50	<5	10	0		65	0	0	0	0		584	9		0	28	0	5	0	8	0	784			
LI	0	0	0	0	0		0	0	0	0		0	0	0	0	0		0	0		0	0	0	0	0	0	0	0	0			
NO	<5	5	6	<5	<5		17	7	<5	<5		110	0	0	0	<5		280	<5		<5	20	0	19	<5	0		0	477			
CH	14	15	6	<5	<5		191	92	8	0		5	6	0	<5	12		185	896		11	191	0	15	0	0	5	20	1 677			
UK	0	0	0	0	<5		<5	5	<5	<5		<5	0	0	0	0		52	<5		0	10	0	0	0	0	0	0	83			
Unknown	0	0	0	0	0		0	0	0	0		0	0	0	0	0		0	0		0	0	40	0	0	0	0	0	40			
Total	307	958	200	167	396	35	108	1 343	1 146	532	352	28	151	558	67	58	55	242	779	6 796	1 731	3 381	42	816	67	434	41	<5	234	735	56	21 817

* No data available for EL. CY: data concern 2021.

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

*** BE reported 5 PDs U2 received with BE as competent Member State. DK reported 22 PDs U2 received with DK as competent Member State.

**** PL reported 6 796 but the sum amounts to 6 797.

Source: Administrative data PD U2 Questionnaire 2023

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

In 2022, on average less than 0.2 % (2 out of 1 000) of the unemployed persons moved to another Member State on the basis of a PD U2 in order to seek work there (*Table 4*).²⁵ This figure confirms the conclusion that intra-EU mobility of jobseekers with a PD U2 is limited in size. This average figure is also similar to those of the previous reference years.

Table 4 - The percentage of unemployed persons with a PD U2 compared to the average number of unemployed persons, 2022

	Average number of unemployed persons (in 000) (A)	Issued		Received	
		Total No of PDs U2 or SEDs U008 issued (B)	% unemployed persons who have exported their unemployment benefit (B/A)	Total No of PDs U2 or SEDs U008 received (C)	Share of PDs U2 or SEDs U008 received in total number of unemployed persons (C/(C+A))
EU-27	13 284	21 906	0.16%	20 749	0.16%
EU-14	11 319	21 212	0.19%	7 139	0.06%
EU-13	1 973	694	0.04%	13 610	0.69%
EFTA	316	5 083	1.61%	1 012	0.32%
Total	13 600	27 043	0.20%	21 817	0.16%
BE	294	729	0.25%	307	0.10%
BG	140	16	0.01%	958	0.68%
CZ	118	279	0.24%	200	0.17%
DK	139	2 370	1.71%	167	0.12%
DE	1 376	10 637	0.77%	396	0.03%
EE	40	7	0.02%	35	0.09%
IE	119	455	0.38%	108	0.09%
EL*	588				
ES	3 025	569	0.02%	1 343	0.04%
FR	2 234	1 595	0.07%	1 146	0.05%
HR	128	27	0.02%	532	0.41%
IT	2 027	155	0.01%	352	0.02%
CY*	33	10	0.03%	28	0.08%
LV	65	167	0.26%	151	0.23%
LT	90	40	0.04%	558	0.62%
LU	15	191	1.27%	67	0.44%
HU	176	20	0.01%	58	0.03%
MT	9	0	0.00%	55	0.61%
NL	350	2 026	0.58%	242	0.07%
AT	221	2 103	0.95%	779	0.35%
PL	498	42	0.01%	6 796	1.35%
PT	314	176	0.06%	1 731	0.55%
RO	465	<5	0.00%	3 381	0.72%
SI	41	23	0.06%	42	0.10%
SK	170	62	0.04%	816	0.48%
FI	190	90	0.05%	67	0.04%
SE	419	116	0.03%	434	0.10%
IS	8	1 062	13.28%	41	0.51%
LI		0		<5	
NO	96	780	0.81%	234	0.24%
CH	212	3 241	1.53%	735	0.35%
UK		54		56	

* No data available for EL. CY: data concern 2021.

Source: Administrative data PD U2 Questionnaire 2023; Eurostat [\[une rt a\]](#)

²⁵ The estimated impact might be an underestimation as the number of unemployed persons and not the number of persons receiving an unemployment benefit is used as the denominator for the calculation of this indicator. The Social Benefit Recipients Database (SOCR) of the OECD publishes figures on the number of unemployment benefits (<https://www.oecd.org/social/recipients.htm>). However, main limitations of SOCR are that the most recent figures concern 2018 and that figures are not available for every EU/EFTA country.

The highest percentage can be seen in Iceland, where 13.3 % of the jobseekers were issued a PD U2 (*Table 4*). Additionally, in Denmark (1.7 %), Switzerland (1.5 %), and Luxembourg (1.3 %) more than 1 % of unemployed persons exported their unemployment benefit. Germany, which is the main issuing Member State in 2022, shows an ‘export rate’ of 0.8 %. On average 0.19 % of the persons receiving an unemployment benefit from an EU-14 Member State exported this benefit to another Member State, as opposed to only 0.04 % of the unemployed persons in the EU-13. Finally, a recent report states that the financial cost of the export of unemployment benefits from the Netherlands amounts to only 0.3% of total spending on unemployment benefits in the Netherlands.²⁶

From the perspective of the host Member States, the number of incoming jobseekers with a PD U2 amounts to 0.16 %. The difference between EU-14 and EU-13 Member States can be observed here as well, since the number of jobseekers received by EU-14 Member States amounts to only 0.06 % of the total number of unemployed persons whereas this percentage equals 0.69 % for EU-13 Member States. Some 1.4 % of the unemployed persons in Poland, the main receiving Member State in absolute terms, are unemployed persons with the authorisation to import their unemployment benefit.

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

The summary of this report looks at the evolution and trend of the number of PDs U2 issued and received by Member States between 2014 and 2022. This section compares the data for 2022 with those for 2021 and discusses the salient findings.

The overall number of PDs U2 issued in 2022 remained stable compared to 2021 (-0.3 %), with even an increase for the EU-27 (+7.5%). It is mainly Germany (+1 840 PDs U2 or +21 %) and Austria (+688 PDs U2 or +49 %) that issued many more PDs U2 in 2022 compared to 2021. Both Member States reported the highest number of PDs U2 issued by their country since data collection started in 2014. Furthermore, Ireland has known a steep increase of more than 200 %, going from 151 PDs U2 issued in 2021 to 455 in 2022. However, this number for 2022 is lower than the figures reported for 2019 and earlier. There are also several Member States that issued less PDs U2 in 2022 compared to 2021. This mainly concerned the Netherlands (-627 PDs U2 or -24 %), Belgium (-611 PDs U2 or -46 %), Norway (-576 PDs U2 or -43%) and Iceland (-551 PDs U2 or -34%). For the Netherlands, this is a continuation of the downward trend observed since 2019. This decrease in the Netherlands from 2021 to 2022 can be explained by a different methodology used. Previously, the number of paid benefits was reported, while in 2022, the number of issued PDs U2 is reported²⁷. Therefore, the number reported for 2022 is the correct figure, and the decline noted should be looked at with caution.

Regarding the perspective of the receiving Member State, around 3 % more PDs U2 were received by the reporting Member States when comparing reference year 2021 with 2022. Romania in particular received many more PDs U2 in 2022 compared to 2021 (+1 063 PDs U2), confirming the upward trend already observed for Romania in previous years. On the other hand, the number of PDs U2 received by Hungary fell by 93 % from 796 in 2021 to 58 in 2022 (or -738 PDs U2). The main receiving Member State, Poland, received 14 % less PDs U2 in 2022 compared to 2021 (-1 084 PDs U2). The continuous growth of incoming jobseekers, both in general and for Poland in particular, which could be noticed from 2015 to 2019 is not visible anymore.

²⁶ <https://www.rekenkamer.nl/binaries/rekenkamer/documenten/rapporten/2022/06/22/een-nederlandse-uitkering-in-het-buitenland/rapport+Een+Nederlandse+uitkering+in+het+buitenland+erratum.pdf>

²⁷ When looking at the evolution of paid benefits exported from 2021 to 2022, it only amounts to -9.5 %, as in 2021 2 653 benefits were exported compared to 2 400 in 2022. Nevertheless, the correct number of PDs U2 issued in 2022 is 2 026 and is therefore reported in the Table.

Table 5 - Evolution of the number of PDs U2 issued and received, 2015-2022

	Total number of PDs U2 or SEDs U008 issued									Total number of PDs U2 or SEDs U008 received								
	2015	2016	2017	2018	2019	2020	2021	2022	% Change 2021-2022	2015	2016	2017	2018	2019	2020	2021	2022	% Change 2021-2022
EU-27	22 467	22 079	24 131	26 680	24 446	20 112	20 375	21 896	7.5%	17 142	18 355	22 247	21 276	22 951	21 037	20 174	20 721	2.7%
EU-14	20 964	20 843	22 859	25 508	23 316	19 318	19 705	21 212	7.6%	7 197	7 256	9 814	7 394	7 321	7 030	6 033	7 139	18.3%
EU-13	1 503	1 236	1 272	1 172	1 130	794	670	684	2.1%	9 945	11 099	12 433	13 882	15 630	14 007	14 141	13 582	-4.0%
EFTA	4 134	4 863	4 992	5 771	5 010	6 856	6 543	5 083	-22.3%	1 484	1 200	1 096	1 182	989	1 035	1 023	1 012	-1.1%
Total	26 826	27 243	29 379	32 650	29 600	27 260	27 103	27 033	-0.3%	21 648	22 044	24 906	24 118	25 308	22 765	21 197	21 789	2.8%
Total* (same group)	25 698	26 319	26 182	28 863	29 191	23 780	23 548	24 221	2.9%	18 467	19 221	20 877	22 218	23 741	20 911	19 779	20 192	2.1%
BE	1 535	1 543	1 648	1 589	1 544	796	1 340	729	-45.6%	624	667	622	450	492	399	301	307	2.2%
BG	70	83	75	50	45	36	22	16	-27.3%	129	235	365	511	704	736	774	958	23.8%
CZ	276	197	207	217	269	266	298	279	-6.4%	223	277	264	292	332	303	286	200	-30.1%
DK	1 569	2 023	2 169	2 789	2 688	2 415	2 362	2 370	0.3%	230	195	181	188	183	127	102	167	63.7%
DE	4 637	5 688	6 482	7 296	9 020	8 219	8 797	10 637	20.9%	1 351	937	812	763	809	661	447	396	-11.4%
EE	57	58	48	47	34	21	11	7	-36.4%	60	68	56	66	40	45	45	35	-22.2%
IE	918	763	897	841	704	300	151	455	201.3%	268	293	266	196	97	65	19	108	468.4%
EL																		
ES	3 159	2 671	1 707	2 005	1 509	569	408	569	39.5%	1 858	1 840	2 025	1 997	2 012	1 114	752	1 343	78.6%
FR			2 700	2 687		1 418	1 800	1 595	-11.4%			2 220			1 094	1 114	1 146	2.9%
HR	68	47	127	104	81	33	21	27	28.6%	54	85	90	136	216	255	333	532	59.8%
IT	477	440	450	412	363		132	155	17.4%	19	181	188	175	131		132	352	166.7%
CY	102	67	47	59	46		10			56	71	58		65		28		
LV	293	247	276	266	289	205	112	167	49.1%	201	224	194	162	232	190	188	151	-19.7%
LT	128	162	195	109	110	53	30	40	33.3%	360	423	401	472	607	674	715	558	-22.0%
LU	225	221	219	238	210	202	192	191	-0.5%	148	116	129	106	130	80	86	67	-22.1%
HU	76	29	35	55	25	17	9	20	122.2%	212	405	525	414	711	739	796	58	-92.7%
MT	0	<5	0	0	<5	<5	37	0	-100.0%	108	101	94	94	71	46	0	55	
NL	4 361	4 000	3 774	5 150	4 464	3 052	2 653	2 026	-23.6%	457	475	458	519	395	411	283	242	-14.5%
AT	2 013	1 833	1 682	1 611	1 960	1 732	1 415	2 103	48.6%	823	809	855	859	899	836	673	779	15.8%
PL	262	206	128	117	87	80	68	42	-38.2%	7 346	7 788	8 756	9 893	10 289	8 627	7 880	6 796	-13.8%
PT	1 744	1 183	648	458	517	350	227	176	-22.5%	677	1 080	1 436	1 552	1 637	1 717	1 616	1 731	7.1%
RO	24	29	9	14	18	11	8	<5	-87.5%	553	758	981	1 143	1 560	1 493	2 318	3 381	45.9%
SI	60	35	37	54	52	32	9	23	155.6%	27	23	25	20	14	21	11	42	281.8%
SK	87	75	88	80	72	36	35	62	77.1%	616	641	624	679	789	878	767	816	6.4%
FI	97	289	268	228	180	115	95	90	-5.3%	95	86	93	61	87	104	78	67	-14.1%
SE	229	189	215	204	157	150	133	116	-12.8%	647	577	529	528	449	422	430	434	0.9%
IS	549	417		628		2 061	1 613	1 062	-34.2%	84	82		60		67	142	41	-71.1%
LI				<5	0	<5	0	0					5	<5		<5	<5	0.0%
NO	1 544	1 830	1 884	1 620	1 565	1 498	1 356	780	-42.5%	396	220	296	306	225	273	175	234	33.7%
CH	2 041	2 616	3 108	3 522	3 445	3 296	3 574	3 241	-9.3%	1 004	898	800	811	761	695	704	735	4.4%
UK	225	301	256	199	144	292	185	54	-70.8%	3 022	2 489	1 563	1 660	1 368	693		56	

* Total (same group): Only selecting those Member States which reported figures for 2015, 2016, 2017, 2018, 2019, 2020, 2021, and 2022. This means that the number of forms issued and received by EL, FR, IT, CY, IS, and LI are not included in the total number issued and received, and the number of forms received by UK are not included in the total numbers received.

Source: Administrative data PD U2 Questionnaires 2016-2023

3. The number of prolongations

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

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

It is to be expected that Member States that issue a high number of authorisations are more restrictive to extend the period of export. However, this does not necessarily seem to be the case. For instance, the German competent institutions may grant a prolongation if several conditions are fulfilled by the jobseeker. The time during which persons are entitled to an unemployment benefit might also influence the policy applied by Member States. This is well-illustrated by the pragmatic approach of Czechia. In most cases the Czech competent institutions issue a PD U2 immediately for the remaining period of entitlement to an unemployment benefit (see also *Table 1*). Most jobseekers who leave Czechia to look for a job in another Member State are entitled to an unemployment benefit for five months. Export can be realised after one month of registration,²⁸ so there are four remaining months to export the benefit. As reported by the Czech competent institutions, to issue a PD U2 for three months and grant a prolongation for another month seems a useless administrative burden for both the competent institutions and the jobseekers. Only in some cases, for instance when the client knows when he/she starts to work abroad, a PD U2 for only three months with possibility of prolongation is issued.

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

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

²⁸ See Article 64(1)(a) of the Basic Regulation. However, the competent institutions may authorise departure before the four weeks expire.

Table 6 - An update of the policies applied by the Member States concerning the request for prolongation of the period of export (prolongation possible? Yes / No), 2022

Prol.	Applied criteria
BE YES	Exceptionally, the initially granted export period can be extended to a maximum of 6 months. It will only be granted upon submission of an attestation from the foreign mediation services giving a positive opinion on the extension or upon submission of proof of intensive search behaviour or clear and concrete employment opportunities.
BG YES	We do not have legally bounded criteria but assess the requests for prolongation restrictively, granting prolongation only if the jobseekers' possibility to find a job increases.
CZ	No. LOCR usually allows the maximum period of UB export and specifies the whole possible period at PD U2. In some cases (client knows when he/she starts to work abroad) LOCR issues a PD U2 just for 3 months with possibility of prolongation.
DK NO	NO
DE YES	There are the following criteria for assessing applications for extension of the export period: - Does the unemployed person present reasons for continuing to look for work abroad (e.g., joint move with spouse)? - Are better integration opportunities abroad to be expected? By when can integration into the foreign labour market be expected, if applicable? - Can the current labour demand in Germany be met without the unemployed person?
EE YES	The justified prolongation request must be submitted by the end of the first 3-month period at the latest.
IE NO	No such assessments/surveys have been undertaken. Prolongation of the period of export is not normally permitted. A limited period of prolongation may be allowed in exceptional circumstances, with decisions being made on a case-by-case basis.
EL NO	NO
ES YES	Yes, the criteria are based on the expectations of finding employment in the country of export, by supplying documents supporting such expectations, e.g., documents proving that the beneficiary of the exported benefit is involved in a recruitment process. Registration as jobseeker in the country of exportation or attendance to training courses are not considered sufficient requirements to grant the prolongation of the period of export.
FR NO	France does not open up the possibility of these extension requests.
HR NO	There are no criteria in place to assess requests for prolongation.
IT NO	Italian legislation provides for the exportability of unemployment benefit only for three months.
CY NO	NO
LV YES	Initially the Portable Document U2 is issued for 3 months. In case a person has not found work and still is registered as a jobseeker in the employment services of another member state and complies with all the procedure, then request for prolongation of the period of export is confirmed and granted for another 3 months.
LT YES	Person should apply for an extension before the end of 3-month initial period. Decision to extend is made taking into account objective circumstances (i.e., person is attending language courses or is going to sign a work contract in a few weeks after 3-month period, etc.).
LU YES	YES
HU NO	NO
MT	Malta does not have any particular procedure for prolongation. If, on the basis of the length of his/her insurance record in Malta, a person is entitled for 6 months of benefit, the prolongation is granted automatically.
NL NO	A prolongation of the period of export is not practised by the Netherlands.
AT YES	An extension of a benefit export can only be made if the person presents himself in person at his competent regional office (RGS) in Austria. This applies to an extension within the three-month period as well as to an extension beyond this period up to a maximum of six months. Only in particularly justified cases (e.g. proven concrete job offer shortly after the previous period of recognition of the benefit export) can this be waived and an extension of the benefit export can be granted without return. Before an extension beyond a period of three months is granted, it must always be examined why the previous job search was unsuccessful and whether it is necessary to attend a training course or measure in the individual case and also whether a suitable job is available in Austria and can be assigned.
PL YES	yes, the criterion is whether the Polish employment services can provide a job offer for the person concerned.
PT YES	Requests for prolongation are assessed by the social security competent institutions under information provided by the claimant on the active job search in another Member State, to be proved through the applicable SED.
RO YES	No, no criteria are in place to this aim. The sole condition is that the unemployed complies with the control and checking rules applied by the assisting institution.
SI YES	YES
SK YES	The justification for extending the period of export of unemployment benefit shall be assessed on a case-by-case basis in accordance with the principle of proportionality. Important reasons include, for example, following a spouse, taking part in an educational course, retraining, language training, etc. Authorisation to extend the export of unemployment benefit should not be refused to persons wishing to accompany their spouse or partner who has obtained a job in another Member State.
FI NO	NO
SE NO	NO
IS NO	NO
LI NO	Liechtenstein does not extend applications due to official practice.
NO NO	Norway does not prolong the period of export (3 months).
CH NO	NO
UK NO	NO

Source: Administrative data PD U2 Questionnaire 2023

Some 5 278 prolongations were granted in 2021 representing 21 % of the total number of PDs U2 issued (*Table 7*). This percentage would be even higher when deducting the number of jobseekers who found employment during the first three months from the number of PDs U2 issued for up to three months (see second to last column in *Table 7*). The competent institutions in Germany, Latvia, Lithuania, Slovenia, and Slovakia prolonged more than a quarter of the authorisations issued by them. Furthermore, it should be noted that 5.4 % of the PDs U2 were already issued for more than three months (see *Table 1*). Available data suggest that almost all requests for a prolongation of the export period were approved by the reporting Member States which may grant a prolongation (see final column

of Table 7). This indicates that these Member States are rather flexible in approving a prolongation. In each Member State for which these data are available, a request for prolongation was approved in 90 % or more of the cases with most Member States even approving all requests. The only exception is Latvia where the approval rate is 'only' 58 %, and Finland with 0 %, but they received less than five requests for prolongation.

Table 7 - The number of requested and granted prolongations of the period of export, 2022

	No of PDs U2 issued for up to 3 months (A)	No of requests for prolongation of export (B)	No of prolongations granted (C)	% Prolonged (C/A)	% Prolonged by using a more selective definition***	% Approved (C/B)
EU-27	20 445		5 278	25.8 %		
EU-14	19 959		5 171	25.9 %		
EU-13	486		107	22.0 %		
EFTA	5 083		0	0.0 %		
Total	25 582		5 278	20.6 %		
BE	593	143	136	22.9 %	24.4 %	95.1 %
BG	16	<5	<5	18.8 %		100.0 %
CZ**	79	15	14	17.7 %	66.7 %	93.3 %
DK	2 370					
DE	9 568		4 936	51.6 %	57.3 %	
EE	7					
IE	455	0	0	0.0 %	0.0 %	
EL*						
ES	558	86	77	13.8 %	16.6 %	89.5 %
FR	1 595					
HR	27	0	0	0.0 %	0.0 %	
IT	155	0	0	0.0 %		
CY*	10	<5				
LV**	167	80	46	27.5 %	38.7 %	57.5 %
LT	40	13	13	32.5 %	41.9 %	100.0 %
LU	154	0	0	0.0 %	0.0 %	
HU	20					
MT	0	0	0			
NL	2 026					
AT	2 103					
PL**	38	6	6	23.7 %	23.7 %	100.0 %
PT	176	22	22	12.5 %		100.0 %
RO	<5	0	0	0.0 %	0.0 %	
SI	22	7	7	31.8 %	38.9 %	100.0 %
SK	59	15	15	25.4 %	37.5 %	100.0 %
FI	90	<5	0	0.0 %	0.0 %	0.0 %
SE	116	0	0	0.0 %		
IS	1 062	0	0	0.0 %		
LI	0					
NO	780					
CH	3 241					
UK	54					

* No data available for EL. CY: data concern 2021.

** PL reported 6 requests for prolongations of export of which 9 were granted. However, as this is impossible and would give a rate of approval of 150 %, the number of prolongations granted was made equal to 6.

*** Denominator: the number of jobseekers who found employment during the first three months were deducted from the number of PDs U2 issued for up to three months. For PT this resulted in a share higher than 100 % so it was left out.

Source: Administrative data PD U2 Questionnaire 2023

4. The success rate and impact of prolongation

The total success rate (*=the percentage of unemployed persons exporting their unemployment benefit who found work abroad²⁹*) is calculated by dividing the number of

²⁹ The questionnaire and Table 8 ask about the number of unemployed persons with a PD U2 who have found work in a Member State other than the exporting Member State. However, the reported figures may also include cases where the jobseeker with a PD U2 has found work in the competent Member State. For example, additional information provided by

persons who found work in another Member State during the export period by the total number of PDs U2 issued.³⁰ Additionally, the success rate during the first three months of the export period and the success rate during the prolongation period can be calculated.³¹

Less than one out of ten unemployed persons with a PD U2 found work abroad (*Tables 8 and 9*).³² However, the success rate during the export period strongly varies among Member States. For instance, a very high percentage of jobseekers with an authorisation from Portugal (97 %) found work abroad, followed at a great distance by Slovakia (31 %) and Latvia (28%). The shares are the lowest in Switzerland (4 %), Belgium (5 %), the Netherlands (5 %), and Luxembourg (6 %) (*Table 8*). From the perspective of the receiving Member State, especially unemployed persons who moved to Liechtenstein (50 %), Switzerland (47 %), the Netherlands (45 %), Luxembourg (39 %), and Malta (38 %) found work in these Member States (*Table 9*).

Some of the main competent Member States (the Netherlands and Switzerland) and host Member States (Poland and Romania) show low success rates. For instance, the percentage of unemployed persons who received a PD U2 issued from the Netherlands and who found work abroad amounts to 4.7 % (*Table 8*).³³ Moreover, out of the 6 796 jobseekers with a PD U2 received by Poland, only 225 found a job in this Member State, or a 3.3 % success rate. In Romania, the success rate is even lower at 1.3 % (*Table 9*).

More specifically, the Netherlands reported that as an issuing Member State, less than five unemployed persons out of 1 643 who exported their unemployment benefit from the Netherlands to Poland found work during the export period, or 0.2 %. From a receiving point of view, Poland reported that 46 out of 1 719 jobseekers from the Netherlands found work in Poland, or 2.7 %. Although both percentages may not be equal, they both show that the success rate between the Netherlands and Poland is low. A closer look at the figures provided by the Netherlands shows that most of the flows between the Netherlands and Poland are unemployed persons, other than frontier workers, who resided in Poland and worked in the Netherlands, and thus export their unemployment benefit under Article 65(5)(b) of the Basic Regulation.

To assess the impact of the prolongation period, a distinction should be made between the success rate during the first three months of the export period and the success rate during the prolonged export period. For eight issuing Member States which are granting a prolongation it was possible to calculate the success rate for both periods (BE, DE, ES, LV,

the Netherlands shows that of the 101 persons who exported their unemployment benefit to Poland and then found work during this period, 91 found work in the Netherlands.

³⁰ This not the best denominator as persons who are still seeking work abroad in 2022 based on a PD U2 issued in 2021 should also be taken into account. However, we do not know how many of the PDs U2 issued in 2021 are still valid. Moreover, it is better to analyse only those persons who have finalised their export period and of which the outcome is known (found work, returned to the competent Member State, stayed in the Member State where seeking work).

³¹ The success rates during the export period could be compared to the chance of finding work (during the first three months or during the prolonged export period) on the labour market of the competent Member State or the chance of finding work (during the first three months or during the prolonged export period) by unemployed persons living in the Member State where they are seeking work. This comparison should give us an answer to the question whether the export leads to a higher chance of finding employment during the first three months or in the event of prolongation after six months. The thematic report of 2014 already discussed this question. Due to several methodological limitations, the results were tentative. For instance, we do not know if the unemployed persons exporting their unemployment benefit have characteristics similar to the 'native' unemployed persons. Therefore, more detailed information is required for a thorough calculation and comparison.

³² Some 8.6 % from the perspective of the competent Member State and some 8.1 % from the perspective of the host Member State.

³³ In the questionnaire filled out by the Netherlands it was reported that the practical implementation of the rules on export of unemployment benefits does not contribute to more persons finding a job, seeing the work resumption rate of 4.7 %. This share of 4.7 % includes the persons of which it is certain they have found work. However, there are also people who no longer complete their income form. Some of those people may also have found work. This is not included in the figures because it is not registered (it is only registered if people fill in the income form that they have found work or if we receive this from the sister body). This may also explain the difference with the figure provided by Poland (see the next paragraph).

LT, PL, SI and SK) (Table 8). The average success rate during the first three months amounts to 7.1 %, while the success rate during the prolonged period amounts to 5.9 %, and the total success rate amounts to 9.5 % (or an increase of some two percentage points compared to the success rate during the first three months). In most reporting Member States, the success rate during the prolonged export period is lower than the success rate during the first three months. Only in Spain, Latvia, and Slovenia the success rate is higher during the prolonged period.

Table 8 - The number of unemployed persons with a PD U2 who found work, by sending Member State, 2022

Sending MS	Total number of PDs U2 issued (A)	No of prolongations granted (B)	of which: No of persons who found work in another MS during the prolonged export period (if applicable) (D)		Success rate during the first 3 months (E/A)	Success rate during the prolonged export period (D/B)	Total success rate (C/A)	Share of persons who have found work in another MS during the prolonged export period (D/C)	
			No of persons who found work in another MS during the export period (C)	of persons who found work during the first 3 months (E=(C-D))					
BE	729	136	36	0	36	4.9 %	0.0 %	4.9%	0.0%
BG	16	<5							
CZ	279	14	58	5	53	19.0 %	35.7 %	20.8%	8.6%
DK	2 370		153					6.5%	
DE	10 637	4 936	951	267	684	6.4 %	5.4 %	8.9%	28.1%
EE	7		<5					14.3%	
IE	455	0	0	0	0	0.0 %		0.0%	
EL*									
ES	569	77	95	13	82	14.4 %	16.9 %	16.7%	13.7%
FR	1 595								
HR	27	0	<5	0	<5	7.4 %		7.4%	0.0%
IT	155	0							
CY*	10		<5					20.0%	
LV**	167	46	46		46	28.7 %	100 %	27.5 %	
LT	40	13	9	<5	7	17.5 %	15.4 %	22.5%	22.2%
LU	191		12	<5	11	5.8 %		6.3%	8.3%
HU	20								
MT	0	0	0	0	0				
NL	2 026		95					4.7%	
AT	2 103								
PL	42	9	0	0	0	0.0 %	0.0 %	0.0%	
PT	176	22	171					97.2%	
RO	<5	0	0	0	0	0.0 %		0.0%	
SI	23	7	<5	<5	<5	4.3 %	42.9 %	17.4%	75.0%
SK	62	15	19	2	17	27.4 %	13.3 %	30.6%	10.5%
FI	90	0	19					21.1%	
SE	116	0							
IS	1 062	0							
LI	0								
NO	780								
CH	3 241		140					4.3%	
UK	54								
Total selection***								8.6 %	
Only MSs granting prolongation****						7.1 %	5.9 %	9.5 %	25.6 %

* No data available for EL. CY: data concern 2021.

** LV reported 46 prolongations granted and 48 persons who found work in another Member State during the export period. As this would lead to a success rate during the prolonged period of 104.3 %, the number of persons who found work in another Member State during the export period was made equal to 46.

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

**** Only Member States granting prolongation: data available for BE, DE, ES, LV, LT, PL, SI and SK.

Source: Administrative data PD U2 Questionnaire 2022

Another indicator to measure the impact of the prolongation period is the calculation of the share of persons who found work in another Member State during this period. Based on Table 8 (last column - from the perspective of the competent Member State) it seems that

of the persons who found work 26 % did this during the prolongation period. This average figure is mainly driven by the percentage Slovenia (75 %) and Germany (28 %). However, based on *Table 9 (last column - from the perspective of the host Member State)* this share drops to 13 %.

Table 9 - The number of unemployed persons with a PD U2 who found work, by receiving Member State, 2022

Receiving MS	Total number of PDs U2 or SEDs U008 received (A)	No of persons who found work in your MS during the export period (B)	of which: No of persons who found work in another MS during the prolonged export period (if applicable) (C)	Total success rate (B/A)	Share of persons who found work in another MS during the prolonged export period (C/B)
BE	307	36	<5	11.7 %	8.3 %
BG	958				
CZ	200	50	8	25.0 %	16.0 %
DK	167	27	<5	16.2 %	14.8 %
DE	396	107	18	27.0 %	16.8 %
EE	35	<5		11.4 %	
IE	108				
EL*					
ES	1 343	91	8	6.8 %	8.8 %
FR	1 146				
HR	532	12	0	2.3 %	0.0 %
IT	352				
CY*	28	6		21.4 %	
LV	151				
LT	558	27	<5	4.8 %	3.7 %
LU	67	26	<5	38.8 %	11.5 %
HU	58				
MT	55	21	5	38.2 %	23.8 %
NL	242	108	10	44.6 %	9.3 %
AT	779				
PL	6 796	225	0	3.3 %	0.0 %
PT	1 731	74	<5	4.3 %	1.4 %
RO	3 381	45	27	1.3 %	60.0 %
SI	42	8	<5	19.0 %	25.0 %
SK	816	87	14	10.7 %	16.1 %
FI	67	13	6	19.4 %	46.2 %
SE	434	131	28	30.2 %	21.4 %
IS	41				
LI	<5	<5		50.0 %	
NO	234				
CH	735	346		47.1 %	
UK	56				
Total**				8.1 %	12.7 %

* No data available for EL. CY: data concern 2021.

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

Source: Administrative data PD U2 Questionnaire 2023

5. Average period of export

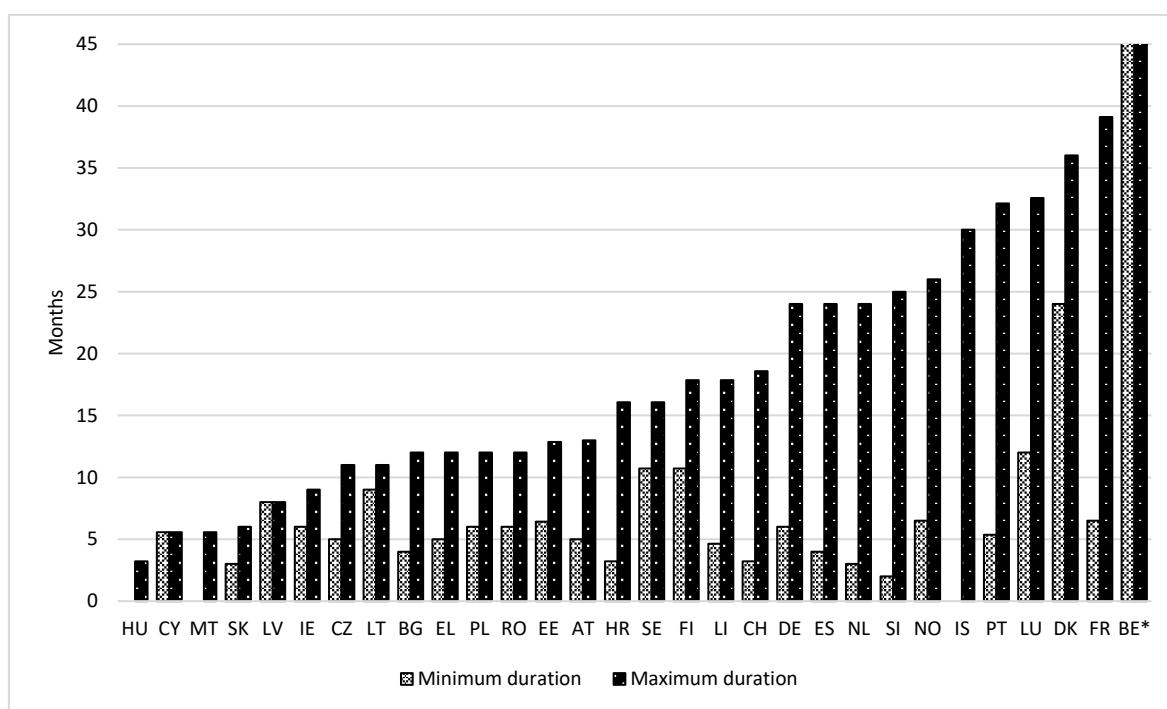
The unemployed person must fulfil several conditions to receive the unemployment benefit in another Member State. One of the conditions is that the person concerned must have been registered as a person seeking work and have remained available to the employment services of the competent Member State for at least four weeks after becoming unemployed. The competent institutions may nonetheless authorise departure before such time has expired.³⁴ This condition together with the time during which persons are entitled to an unemployment benefit might have an impact on the average period of export. Notably,

³⁴ Article 64 (1) a) of the Basic Regulation. Additional data reported by the Netherlands indicate that this is the case for 0.7% of the exported unemployment benefits by the Netherlands (2021 figures).

if Member States with a short duration apply the four-week rule, the period of export might be very short to find a job in the chosen Member State.

The average period that persons are entitled to an unemployment benefit strongly differs between Member States (*Figure 2*). The duration of the unemployment benefit is longest in Belgium, where an upper limit does not apply. In Hungary, on the other hand, the unemployment benefit is granted for 90 days at most. Consequently, if export is allowed from the fifth week onwards, workers might have the possibility to export the benefit for less than three months. As a result, an extension of the export period after 3 months is not possible in Hungary (see *Table 6*). Likewise, in Slovakia, the Netherlands, and Slovenia, the minimum duration persons are entitled to an unemployment benefit is lower or equal to the export period of three months. In addition, in many Member States, the time during which persons are entitled to a benefit depends on the period of insurance/employment. Consequently, young people will receive an unemployment benefit during a shorter period compared to older people, while it can be assumed that most unemployed persons who look for a job abroad are young people.³⁵

Figure 2 - Minimum and maximum time during which persons are entitled to an unemployment benefit, in months, 2022



* BE: unlimited duration.

Source: Own elaboration based on data from MISSOC

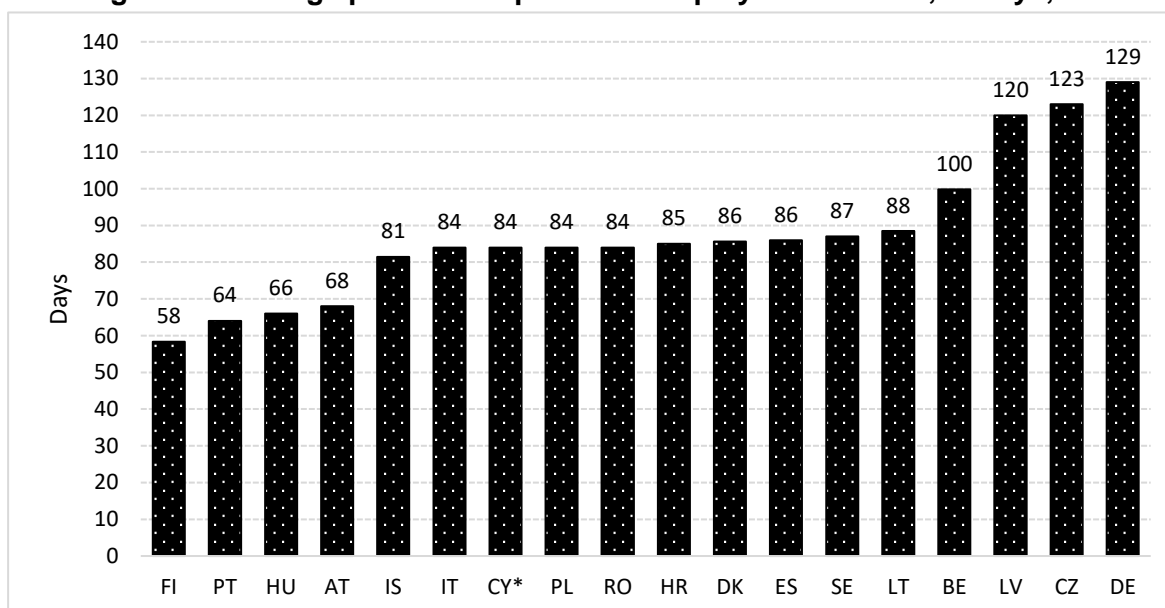
The questionnaire asked Member States for the average length of the export period during which the benefits were paid, which was provided by 19 Member States. In Belgium, Latvia, Czechia, Germany, and Slovakia, the average length of export is longest, as it amounts to 100 days or more (*Figure 3*). On the other side of the graph are Finland, Portugal, Hungary, and Austria where the average period of export is 68 days or less. However, the bulk of the reporting member States are situated around a median exporting period of 85 days or 3 months.

It is likely that the policies applied for granting a prolongation are a more important explanatory variable of the average period of export than the average time during which

³⁵ For example, in the thematic report for reference year 2014 Sweden reported that “jobseekers between the ages of 30 and 39 used the opportunity to export their unemployment benefits [to] a slightly higher extent than other age categories.”

persons are entitled to an unemployment benefit. All five Member States with an export period of 100 days or more (BE, LV, CZ, DE, and SK) may extend the period of three months up to a maximum of six months.

Figure 3 - Average period of export of unemployment benefit, in days, 2022



* CY: data concern 2021. Reported figures for SK are not included.

Source: Administrative data PD U2 Questionnaire 2023

6. Return to the competent Member State

The unemployed person must return to the competent Member State before the period during which the unemployment benefit is retained expires unless the provisions of the competent Member State are more favourable. If the person concerned does not return in time, (s)he will lose all entitlement to benefits of the competent Member State.

Nevertheless, only around 6.7 % of the unemployed persons return to the competent Member State (*Table 10*). This is a small decrease compared to 2021, when the share amounted to 8.6 %. This drop is partly due to the decline in Denmark. Whereas in 2021, 1 389 out of 2 362 persons returned or 58.8 %, only 969 out of 2 370 persons returned in 2022 or 40.9 %.

The most notable exceptions to the overall low rate of return are Estonia and Finland where respectively 43 % and 31 % of unemployed persons returned and registered with the employment services before the end of the export period. However, the fact that the person concerned does not return, does not necessarily imply that (s)he has found employment abroad (see the last column of *Table 10*). For instance, while 43 % of unemployed persons returned to Estonia, only 14 % found work abroad.

Table 10 - The number of persons who returned and registered with the employment services in the competent Member State before the end of the export period, by sending Member State, 2022

	Total No of PDs U2 or SEDs U008 issued (A)	No of persons who returned and registered with the employment services in the competent MS before the end of the export period (B)	% Who returned and registered with the employment services in the competent MS before the end of the export period (B/A)	<i>Pre memoria:</i> % Who found work abroad (Table 8 column C/A)
BE	729	<5	0.5 %	4.9 %
BG	16			
CZ	279	9	3.2 %	20.8 %
DK	2 370	969	40.9 %	6.5 %
DE	10 637	77	0.7 %	8.9 %
EE	7	<5	42.9 %	14.3 %
IE	455	0	0.0 %	0.0 %
EL*				
ES	569	29	5.1 %	16.7 %
FR	1 595			
HR	27	0	0.0 %	7.4 %
IT	155	0	0.0 %	
CY*	10			20.0 %
LV	167	16	9.6 %	27.5 %
LT	40	<5	7.5 %	22.5 %
LU	191	0	0.0 %	6.3 %
HU	20			
MT	0	0		0.0 %
NL	2 026	81	4.0 %	4.7 %
AT	2 103			
PL**	42	42	100.0 %	0.0 %
PT	176	27	15.3 %	97.2 %
RO	<5	0	0.0 %	0.0 %
SI	23	<5	4.3 %	17.4 %
SK	62	<5	4.8 %	30.6 %
FI	90	28	31.1 %	21.1 %
SE	116	14	12.1 %	
IS	1 062	158	14.9 %	
LI	0			
NO	780			
CH	3 241	50	1.5 %	4.3 %
UK	54			
Total ***	22 465	1 514	6.7 %	8.6 %

* No data available for EL. CY: data concern 2021.

** PL reported that 47 persons returned registered with the employment services in the competent Member State before the end of the export period. However, this is more than the 42 PDs U2 which were issued, which would give a share of return of 112 %. Therefore, this number was made equal to 42.

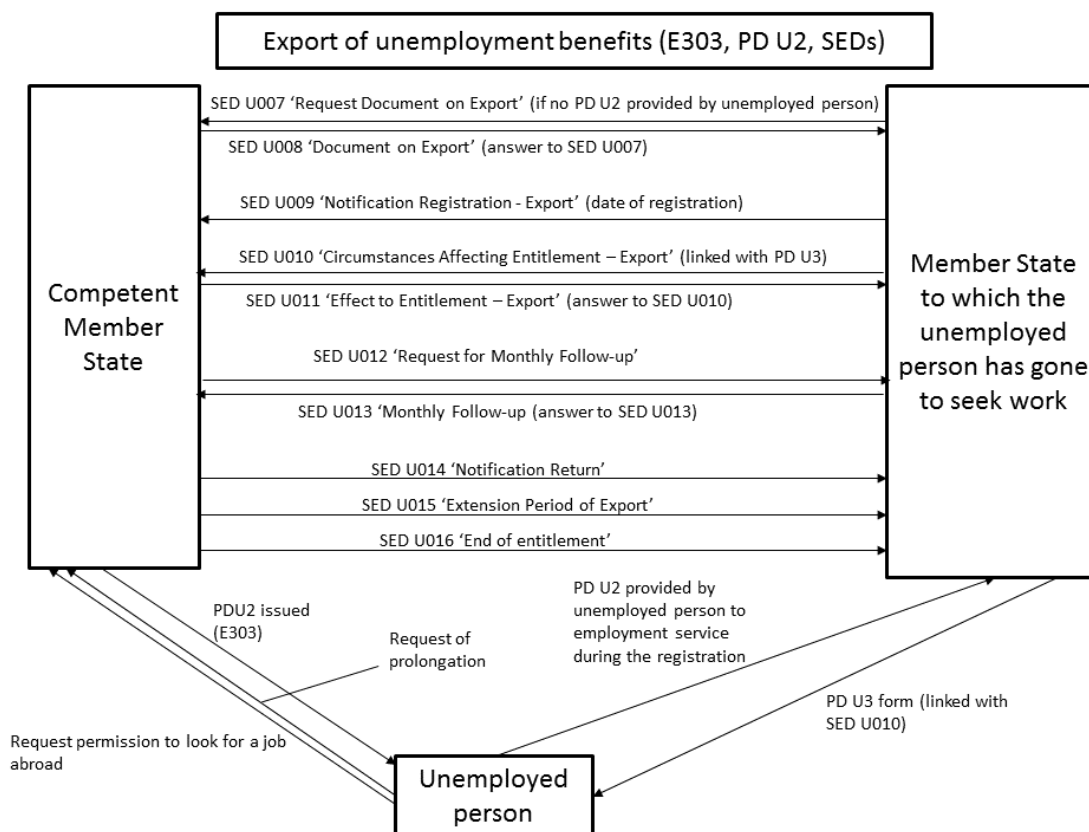
*** Total: only for those Member States which reported the total number of PDs U2 issued (column A) and the number of persons who returned (column B).

Source: Administrative data PD U2 Questionnaire 2023

7. Practical implementation of the rules

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

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



Source: Own elaboration

As already noted, a PD U2 grants the unemployed person an authorisation to export his or her unemployment benefit to another Member State to seek work there. With this PD U2, the unemployed person must register as a person seeking work with the employment services of the Member State to which (s)he has gone. The institution in this Member State must inform the competent institution about the registration by means of a Structured Electronic Document (SED)³⁶ U009 'Notification Registration - Export'. When the unemployed person registers without a PD U2, the institution in the Member State to which the unemployed person has gone requests the document on export from the competent institution by means of an SED U007 'Request Document on Export' and indicates the date of registration. The competent institution provides the institution in the Member State to which the unemployed person has gone with the requested document (SED U008, 'Document on Export')³⁷ and continues to pay the unemployment benefit of the unemployed person. The latter may request an extension of the export period for another three months up to a maximum of six months. If the competent institution extends the export period, it must inform the institution in the Member State to which the unemployed person has gone about the extension by means of an SED U015 'Extension Period of Export'.

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

³⁶ All communication between national institutions on cross-border social security takes place by using structured electronic documents (SED).

³⁷ However, only the body of the SED U008 provides information on the entitlement.

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

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

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

Some Member States stated that EESSI (i.e., Electronic Exchange of Social Security Information) has had a positive impact on the exchange of information between Member States, as it has fastened and simplified the processes.

Finally, it cannot be forgotten that Article 55(6) of Regulation 987/2009 offers Member States the possibility to enhance the bilateral procedures concerning the follow-up of jobseekers.³⁸ Finally, some Member States³⁹ indicated that there is a certain lack of knowledge with unemployed persons (but sometimes also with employment services/institutions themselves) about the possibility to export the unemployment benefits. Therefore, the questionnaire also asked about any information campaigns or awareness-raising events carried out by the Member States.

8. Awareness-raising policies

Knowledge about the export of benefits is not only lacking among the unemployed, but also among employment services of some Member States. Some Member States did report that they organised informative events, seminars, or trainings to increase awareness. Furthermore, necessary information is usually available online, and information is often provided through the EURES network, the European cooperation network of employment services, designed to facilitate the free movement of workers⁴⁰.

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

³⁸ “The competent authorities or competent institutions of two or more Member States may agree amongst themselves specific procedures and time-limits concerning the follow-up of the unemployed person’s situation as well as other measures to facilitate the job-seeking activities of unemployed persons who go to one of those Member States under Article 64 of the Basic Regulation.”

³⁹ CZ, IT, LV, LT, SK, and NO.

⁴⁰ See <https://ec.europa.eu/eures/public/homepage>

authorisations to export the unemployment benefit.⁴¹ This creates a risk that mobile persons do not take up their social rights in a cross-border context. It is difficult to estimate the extent of this risk. The fact that the employment services of the Member State to which the unemployed person has gone will inform the competent institution if the unemployed person registers without a PD U2 somewhat avoids this risk.

9. Fraud and error

Finally, Member States were asked to describe/quantify cases of fraud and error related to PDs U2. However, most Member States were not able to provide data or did not fill out the question⁴². Several reporting Member States also stated that no cases of fraud or error were detected⁴³. Only two Member States reported cases of fraud and error, namely Belgium and Denmark.

In terms of efforts of uncovering inappropriate use, Belgium reported six audits or investigations and Italy reported four human resources allocated.

Belgium and Denmark were able to quantify the cases of inappropriate use, as mentioned in *Table 11*. In Belgium, six cases of fraud and error were detected, mostly concerning not asking for a PD U2 (fraud) or a misalignment with the date on the PD U2 (error). The total amount involved for the six cases is EUR 30 749 of which the majority (EUR 25 278 or 82 %) concerns one specific fraud case of a person which received full unemployment benefits in Belgium but lived in France. In Denmark, one cases of fraud and 16 cases of error were detected. Although no specific reasons were provided, the amounts involved could be broken down between the repayment of the benefit and the administrative sanction. In total, the 17 cases of inappropriate use in Denmark amounted to EUR 10 522.

Table 11 - Number of cases of fraud and error identified in case of export of unemployment benefits, 2022

	Number of cases identified	Amount involved (in €)	Reason
BE	1	25 278	Fraud: In the past there was a U2 demand, but accordingly the person returned to Belgium. The person received full unemployment benefits here but lived in France. There was no U2 demanded after the first one, while the person was registered in France and had a health insurance fund there.
	1	2 452	Fraud: The person moved to France without ever demanding a U2
	1	1 395	Fraud: Export of rights with U2 to France, but didn't report she started working after 2 months
	1	65	Error: The date on the U2 didn't completely align with date of address in France. The person moved before the entry date of the U2.
	1	1 211	Error: Moved for a short period (3 months) to Austria but didn't demand a U2
	1	348	Error: The date on the U2 didn't completely align with date of address in Portugal. The person moved before the entry date of the U2.
	6	30 749	Total
DK	1	4 208	Fraud (€ 4 208 Repayment of benefit € 14 959 Administrative sanction)
	16	6 314	Error (€ 6 314 Repayment of benefit € 648 administrative sanction)
	17	10 522	Total

Source: Administrative data PD U2 Questionnaire 2023

⁴¹ Based on 2013 data from the EU Labour Force Survey, it was estimated that more than 90,000 people were unemployed when they moved to another Member State. The number of authorisations granted to export the unemployment benefit has remained around 30,000 PDs U2, meaning that there is a formal non-take-up of this social right by 2 out of 3 unemployed people who have moved to another Member State. However, in reality, a (large) group of unemployed people may in fact have exported their unemployment benefit abroad without reporting it (i.e., informal take-up).

⁴² This is the case for AT, BG, FR, DE, EL, HU, IE, LV, NO, PT, SK, SI, ES, SE, CH, NL, UK, and LT.

⁴³ This is the case for HR, CZ, EE, FI, IS, IT, LI, LU, MT, PL, and RO.

Annex I Bilateral flows of incoming and outgoing jobseekers

Table A1 - Total number of PDs U2 or SED U008 issued, column percentage, 2022

		Sending Member State																											Total				
		BE	BG	CZ	DK	DE	EE	IE	EL	ES	FR	HR	IT	CY	LV	LT	LU	HU	MT	NL	AT	PL	PT	RO	SI	SK*	FI	SE		IS	LI	NO	CH
Receiving Member State	BE		6%	0%	1%	0%	0%	0%	8%	25%	0%	0%	0%	0%	5%	5%	0%	1%	0%	5%	0%	0%	0%	0%	3%	2%	2%	0%	0%	0%	0%	5%	
	BG	1%		0%	7%	0%	0%	1%	3%	0%	0%	0%	30%	0%	0%	1%	0%	1%	0%	1%	0%	0%	0%	0%	0%	0%	1%	3%	1%	1%	0%	0%	3%
	CZ	0%	0%		1%	0%	0%	2%	2%	1%	0%	0%	0%	0%	0%	1%	0%	0%	0%	0%	0%	0%	0%	0%	24%	1%	1%	3%	1%	0%	6%	1%	
	DK	1%	0%	0%		0%	0%	0%	1%	6%	0%	0%	0%	0%	8%	0%	0%	0%	0%	0%	2%	0%	0%	0%	2%	4%	9%	2%	3%	0%	0%	2%	
	DE	4%	69%	0%	4%		0%	4%	17%	18%	56%	0%	10%	0%	18%	4%	0%	2%	0%	38%	0%	0%	26%	13%	10%	12%	1%	4%	0%	0%	7%		
	EE	0%	0%	0%	0%	0%		0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	4%	0%	0%	1%	0%	0%	0%	0%	
	IE	0%	0%	0%	0%	0%	0%		9%	0%	0%	0%	0%	0%	5%	1%	0%	0%	0%	2%	0%	0%	0%	2%	0%	3%	0%	1%	0%	2%	1%		
	EL	1%	0%	0%	3%	0%	0%	0%		1%	0%	0%	0%	40%	0%	0%	2%	0%	1%	0%	0%	0%	0%	2%	2%	1%	1%	1%	0%	2%	1%		
	ES	14%	0%	0%	8%	0%	29%	8%		9%	0%	0%	10%	0%	8%	5%	0%	3%	0%	5%	0%	0%	0%	8%	28%	18%	7%	3%	0%	4%	7%		
	FR	47%	6%	0%	3%	0%	0%	1%	17%		4%	0%	0%	0%	8%	25%	0%	1%	0%	5%	0%	0%	9%	5%	9%	10%	1%	3%	0%	6%	6%		
	HR	0%	0%	0%	1%	0%	0%	0%	0%	0%		0%	0%	0%	0%	0%	1%	0%	0%	0%	0%	0%	13%	0%	0%	1%	1%	1%	0%	0%	1%		
	IT	6%	6%	0%	5%	0%	14%	2%	9%	4%	0%		0%	0%	3%	7%	0%	1%	0%	0%	0%	0%	4%	5%	8%	2%	0%	1%	0%	0%	3%		
	CY	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%		0%	3%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	2%	0%	0%	0%	2%	0%		
	LV	0%	0%	0%	2%	0%	29%	5%	0%	0%	0%	0%	0%		0%	1%	0%	0%	0%	0%	0%	0%	0%	0%	1%	0%	3%	2%	0%	0%	1%		
	LT	0%	0%	0%	8%	0%	0%	15%	1%	0%	0%	0%	0%	0%		1%	0%	0%	0%	0%	0%	0%	0%	0%	1%	3%	7%	21%	0%	4%	5%		
	LU	0%	0%	0%	0%	0%	0%	0%	0%	3%	0%	0%	0%	0%	0%	0%		0%	0%	0%	0%	0%	0%	3%	0%	2%	0%	0%	0%	0%	1%		
	HU	0%	0%	0%	2%	0%	0%	1%	0%	0%	0%	0%	0%	0%	0%	0%	0%		1%	0%	0%	0%	0%	0%	6%	0%	0%	1%	0%	0%	0%	1%	
	MT	0%	0%	0%	0%	0%	0%	0%	2%	0%	0%	0%	0%	0%	0%	1%		0%	0%	0%	0%	0%	0%	2%	0%	0%	0%	0%	0%	0%	0%	0%	
	NL	4%	0%	0%	1%	0%	0%	0%	4%	2%	0%	0%	0%	0%	3%	1%	0%		0%	26%	0%	0%	9%	2%	2%	2%	0%	1%	0%	0%	1%		
	AT	1%	6%	0%	1%	0%	0%	1%	2%	3%	26%	0%	0%	0%	0%	1%	0%	1%		2%	0%	0%	30%	8%	3%	4%	0%	1%	0%	0%	1%		
	PL	9%	0%	0%	19%	0%	0%	45%	2%	0%	0%	0%	0%	0%	0%	2%	0%	81%	0%		0%	0%	0%	3%	0%	9%	61%	44%	0%	43%	33%		
	PT	4%	0%	0%	2%	0%	0%	2%	4%	3%	0%	0%	0%	0%	3%	43%	0%	2%	0%	0%		0%	0%	0%	0%	0%	3%	1%	1%	0%	2%	3%	
	RO	2%	0%	0%	19%	0%	0%	1%	6%	0%	0%	0%	10%	0%	0%	0%	0%	1%	0%	0%	0%		0%	2%	1%	3%	3%	2%	0%	0%	6%		
	SI	0%	0%	0%	0%	0%	0%	0%	0%	0%	4%	0%	0%	0%	0%	0%	0%	1%	0%	0%	0%	0%		0%	2%	0%	0%	0%	0%	0%	30%	0%	
	SK	0%	0%	0%	2%	0%	0%	6%	1%	0%	0%	0%	0%	0%	3%	0%	0%	0%	0%	0%	0%	0%	0%		0%	1%	3%	4%	0%	0%	1%		
	FI	1%	6%	0%	0%	0%	29%	0%	1%	0%	0%	0%	0%	0%	3%	0%	0%	0%	0%	0%	0%	0%	0%	2%		4%	0%	0%	0%	0%	0%		
	SE	2%	0%	0%	2%	0%	0%	1%	3%	1%	7%	0%	0%	0%	5%	1%	0%	1%	0%	2%	0%	0%	0%	5%	10%		1%	5%	0%	0%	2%		
	IS	0%	0%	0%	1%	0%	0%	0%	0%	0%	0%	0%	0%	0%	8%	0%	0%	0%	0%	5%	0%	0%	0%	0%	0%	1%		0%	0%	0%	0%	0%	
LI	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%		
NO	0%	0%	0%	5%	0%	0%	0%	2%	1%	0%	0%	0%	0%	20%	0%	0%	0%	0%	0%	7%	0%	0%	0%	3%	3%	3%	1%		0%	0%	2%		
CH	1%	0%	0%	1%	0%	0%	0%	6%	20%	4%	0%	0%	0%	3%	1%	0%	0%	0%	0%	0%	0%	9%	2%	2%	4%	0%	0%	2%	4%				
UK	0%	0%	0%	1%	0%	0%	2%	0%	1%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%			
Unknown																																	
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%		

* No data available for EL. CY: data concern 2021.

** A breakdown by receiving Member State was not available for CZ, DE, IT, LV, AT, PT, RO, and CH. LI issued no PDs U2, so this column also remains empty.

Source: Administrative data PD U2 Questionnaire 2023

Table A2 - Total number of PDs U2 or SED U008 received, column percentage, 2022

		Receiving 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	
Competent Member State	BE	2%	1%		2%		0%	0%		6%	18%	0%		0%		6%	0%	4%	13%		1%	2%		0%	0%	0%	3%	5%	0%	0%	0%	0%	0%	3%	
	BG	0%			0%	0%	0%			0%	2%	0%		0%		0%	0%	0%	0%		0%	0%		0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	
	CZ	1%	6%	1%		0%	1%			1%	1%	0%		4%		0%	0%	0%	4%	0%		0%	0%		0%	18%	0%	1%	0%	0%	0%	0%	0%	2%	
	DK	2%	18%		13%		17%	6%			10%	1%	5%		18%		33%	0%	2%	5%	13%		7%	3%		7%	6%	0%	10%	54%	0%	47%	21%	9%	
	DE	8%	56%		40%	34%	12%			33%	7%	82%		46%		16%	24%	93%	7%	29%		40%	18%		36%	23%	27%	41%	5%	0%	14%	14%	34%		
	EE	0%	0%		0%			0%			0%	0%	0%		0%		0%	0%	0%	0%		0%	0%		0%	0%	0%	0%	0%	0%	0%	0%	0%	0%	
	IE	0%	1%		0%		6%				3%	1%	1%		0%		14%	0%	0%	0%	1%		5%	0%		0%	5%	0%	0%	0%	0%	0%	14%	3%	
	EL	0%	0%		1%		0%	1%			0%	1%	0%		0%		0%	1%	0%	0%	1%		0%	0%		0%	0%	0%	1%	0%	0%	0%	0%	0%	
	ES	12%	2%		7%		0%	23%				20%	0%		0%		1%	3%	0%	18%	10%		0%	1%		0%	0%	0%	4%	0%	0%	5%	2%	3%	
	FR	55%	1%		5%		3%	20%			14%		1%		0%		0%	34%	0%	44%	10%		1%	15%		0%	0%	13%	12%	7%	0%	4%	9%	6%	
	HR	0%	0%		0%		0%	0%			0%	0%		0%		0%	0%	0%	0%	0%	0%		0%	0%		0%	0%	0%	0%	0%	0%	0%	0%	0%	
	IT	2%	0%		2%		0%	0%			1%	0%	0%		0%		0%	1%	0%	0%	0%		0%	0%		0%	1%	0%	0%	0%	0%	0%	0%	0%	
	CY	0%	1%		0%		0%	0%			0%	0%	0%				0%	0%	0%	0%	0%		0%	0%		0%	0%	0%	0%	0%	0%	0%	0%	0%	
	LV	0%	0%		2%		6%	2%			1%	0%	0%		0%		0%	0%	0%	0%	2%		0%	0%		0%	0%	0%	2%	7%	0%	5%	2%	0%	
	LT	0%	0%		1%		0%	6%			0%	0%	0%		7%		0%	0%	0%	0%	0%		0%	0%		0%	0%	0%	1%	7%	0%	4%	0%	0%	
	LU	2%	0%		0%		0%	2%			0%	2%	0%		0%		0%	0%	2%	0%	0%		0%	4%		0%	0%	0%	1%	0%	0%	0%	0%	1%	
	HU	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%
	MT	0%	0%		0%		0%	0%			0%	2%	0%		0%		0%	0%	0%	0%	0%		0%	0%		0%	0%	0%	0%	0%	0%	0%	0%	0%	0%
	NL	6%	2%		2%		0%	2%			3%	2%	0%		0%		2%	0%	0%	2%			25%	2%		0%	3%	0%	4%	0%	0%	1%	0%	12%	
	AT	2%	6%		4%		3%	2%			4%	1%	5%		4%		0%	1%	5%	9%	7%		4%	2%		26%	13%	0%	8%	7%	50%	5%	0%	4%	
	PL	0%	0%		0%		0%	12%			0%	5%	0%		0%		0%	0%	0%	0%	0%		0%	0%		0%	0%	0%	0%	0%	0%	1%	0%	0%	
	PT	2%	1%		0%		0%	2%			1%	21%	0%		0%		0%	10%	0%	2%	3%		0%			0%	0%	0%	0%	2%	0%	2%	0%	2%	
	RO	0%	0%		0%		0%	0%			0%	3%	0%		0%		0%	0%	0%	0%	0%		0%	0%		0%	0%	0%	0%	0%	0%	0%	0%	0%	
	SI	0%	0%		0%		0%	0%			0%	0%	0%		0%		0%	0%	0%	0%	1%		0%	0%		0%	0%	0%	0%	0%	0%	0%	0%	0%	
	SK	0%	0%		1%		0%	1%			0%	0%	0%		0%		0%	3%	0%	2%	0%		0%	0%		0%	0%	0%	1%	0%	50%	1%	0%	0%	
	FI	0%	0%		2%		20%	0%			2%	1%	0%		0%		0%	3%	0%	0%	1%		0%	0%		2%	0%		2%	0%	0%	1%	0%	0%	
	SE	0%	0%		4%		0%	2%			1%	4%	0%		7%		1%	3%	0%	0%	1%		0%	0%		0%	0%	0%		2%	0%	3%	2%	1%	
	IS	0%	1%		7%		6%	0%			4%	0%	2%		0%		12%	0%	0%	0%	0%		9%	1%		0%	3%	0%	1%		0%	3%	0%	5%	
	LI	0%	0%		0%		0%	0%			0%	0%	0%		0%		0%	0%	0%	0%	0%		0%	0%		0%	0%	0%	0%	0%	0%	0%	0%	0%	
	NO	0%	1%		4%		3%	1%			1%	1%	0%		4%		20%	0%	0%	0%	1%		4%	0%		2%	2%	0%	4%	2%	0%	0%	0%	3%	
CH	5%	2%		4%		3%	3%			14%	8%	2%		0%		1%	9%	0%	2%	5%		3%	52%		26%	23%	0%	3%	0%	0%	2%	36%	11%		
UK	0%	0%		0%		0%	4%			0%	0%	0%		11%		0%	0%	0%	0%	0%		1%	0%		0%	1%	0%	0%	0%	0%	0%	0%	0%		
Unknown																																			
Total	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	100%	

* No data available for EL. CY: data concern 2021.

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

*** BE and DK reported PDs U2 or SED U008 received for which BE and DK itself was the competent Member State.

Source: Administrative data PD U2 Questionnaire 2023

Annex II Additional visualisations

Figure A1 – Number of authorisations issued to export the unemployment benefit, share in total number of authorisations issued, 2022

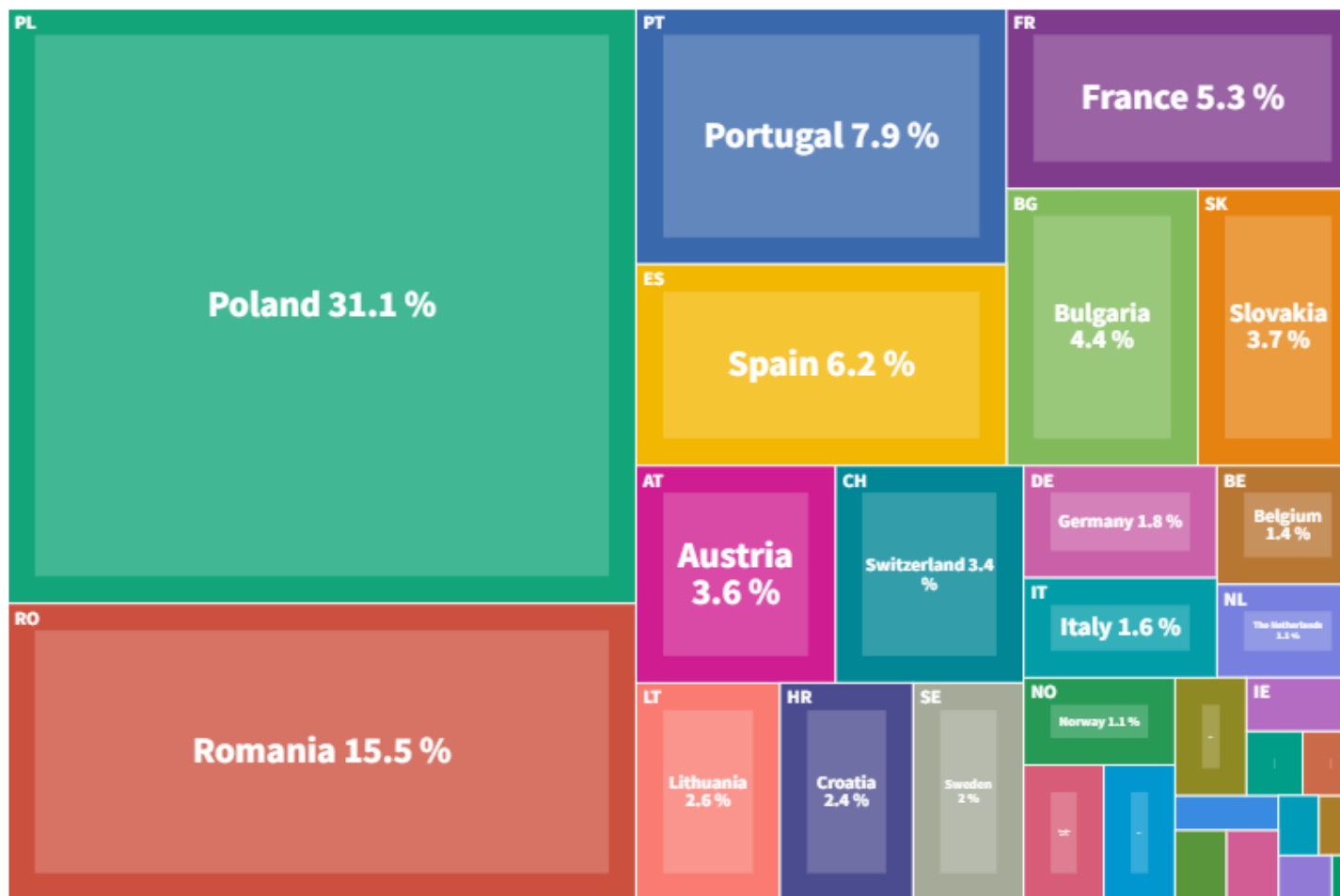


37

* No data available for EL. CY: data concern 2021.

** How to read this figure? Out of all the authorisations issued to export the unemployment benefit, 39.3 % were issued by Germany (see also *Table 1*).

Figure A2 – Number of authorisations received to export the unemployment benefit, share in total number of authorisations received, 2022



* No data available for EL. CY: data concern 2021.

** How to read this figure? Out of all the authorisations received to export the unemployment benefit, 31.1 % were received by Poland (see also *Table 1*).

Annex III PD U2 Questionnaire

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

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

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

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

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

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

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

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

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

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

Annex IV Portable Document U2

Coordination of Social
Security Systems

U2



Retention of unemployment benefit entitlement

EU Regulations 883/04 and 987/09

INFORMATION FOR THE HOLDER

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

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

1. PERSONAL DETAILS OF THE HOLDER

1.1	Personal Identification Number	<input type="checkbox"/>	Female	<input type="checkbox"/>	Male
1.2	Surname				
1.3	Forenames				
1.4	Surname at birth (**)				
1.5	Date of birth			1.6	Nationality
1.7	Place of birth				

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

THIS DOCUMENT

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

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

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

2.3 at the latest by

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

U2



Retention of unemployment benefit entitlement

3. SUPPLEMENTARY INFORMATION FOR THE HOLDER

3.1 Notification of registration

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

3.2 Monthly reporting

The employment service in the State where you are seeking work

3.2.1 is required

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

3.3 Changes of circumstances

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

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

4. INSTITUTION COMPLETING THE FORM

4.1 Name

4.2 Street, N°

4.3 Town

4.4 Post code

4.5 Country code

4.6 Institution ID

4.7 Office fax N°

4.8 Office phone N°

4.9 E-mail

4.10 Date

4.11 Signature

STAMP

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- at the following standard number: +32 22999696 or
- by email via: https://europa.eu/european-union/contact_en

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

[union/index_en](https://europa.eu/european-union/index_en)

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