



Export of unemployment benefits

Report on U2 Portable Documents

Reference year 2017

Written by Frederic De Wispelaere & Jozef Pacolet – HIVA-KU Leuven
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SUMMARY OF THE MAIN FINDINGS

In general, to receive unemployment benefits the person has to stay in the country which pays your benefits. Nonetheless, an unemployed person has the right to look for a job in another Member State¹ while retaining the unemployment benefit from the competent Member State for a limited period of time. This right is certified by the so-called Portable Document U2 (*PD U2 – Retention of unemployment benefits*). 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 almost half of the Member States do not provide an extension:

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

As a result, 'only' 11.5% of the authorisations granted to export the benefit were prolonged in 2017. In addition, 2% of the authorisations were issued immediately for a period of more than three months.

The intra-EU mobility of jobseekers with a PD U2 is rather limited. Figures reported by 29 Member States show a total of 30,398 authorisations issued in 2017 representing on average only 2 out of 1,000 unemployed persons. The overall number of authorisations issued in 2017 shows a small increase compared to previous years. Most of the unemployment benefits are exported from an EU-15 Member State to an EU-13 Member State. Germany (6,482), the Netherlands (4,793), Switzerland (3,108), France (2,700) and Denmark (2,169) granted the highest number of authorisations, whereas Malta (0) and Romania (9) issued the fewest. Furthermore, some 8,800 authorisations were received by Poland representing more than one out of three persons who exported their unemployment benefit to another Member State.

Approximately one out of ten unemployed persons with a PD U2 found work abroad. There seem to be low success rates for the Netherlands as one of the main sending Member States and for Poland as the main receiving Member State. Furthermore, the prolongation of the export period results in a higher percentage of unemployed persons finding employment abroad. Finally, only 9% of the persons return to the competent Member State after the period of export.

¹ 28 EU Member States, as well as Iceland, Liechtenstein, Norway and Switzerland. EU-15 Member States: Belgium (BE), Greece (EL), Luxembourg (LU), Denmark (DK), Spain (ES), the Netherlands (NL), Germany (DE), France (FR), Portugal (PT), Ireland (IE), Italy (IT), United Kingdom (UK), Austria (AT), Finland (FI) and Sweden (SE). EU-13 Member States: Croatia (HR), Romania (RO), Bulgaria (BG), Poland (PL), the Czech Republic (CZ), Latvia (LV), Lithuania (LT), Slovenia (SI), Estonia (EE), Slovakia (SK), Hungary (HU), Cyprus (CY) and Malta (MT). EFTA countries: Iceland (IS), Liechtenstein (LT), Norway (NO) and Switzerland (CH).

1. INTRODUCTION

One of the key principles of the EU rules on the coordination of social security systems is that persons are entitled to export their benefits to another Member State.² Article 64 of Regulation (EC) No 883/2004 (i.e. the 'Basic Regulation') lays down the legal conditions for the export of cash benefits in the event that an unemployed person goes to another Member State in order to seek work there. Unemployed persons who want to look for employment in another Member State than the one that pays the unemployment benefit may export this benefit for a limited period of time. Entitlement to an unemployment benefit is retained for a period of three months from the date when the unemployed person ceased to be available to the employment services of the competent Member State. Of course, this period of three months only applies if it does not exceed the period of entitlement provided for under the legislation of the competent Member State (see also *Figure 2*). The competent institutions may, however, 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.

Portable Document U2 (PD U2)³ '*Retention of unemployment benefits*' certifies the authorisation to export unemployment benefits if unemployed persons go to another Member State to look for work.⁴ 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 U008⁵ and relates to reference year 2017.⁶ The data collection exercise was accompanied by several additional qualitative questions giving Member States the opportunity to share their experiences with the application of the EU provisions on the export of unemployment benefits.

2. NUMBER OF PDS U2 ISSUED AND RECEIVED

2.1. The current flow of PDs U2 among Member States

Figures reported by 29 Member States⁷ show a total of 30,398 authorisations issued in 2017 (*Table 1*). Most PDs U2 were issued by Germany (6,482), the Netherlands (4,793), Switzerland (3,108), France (2,700) and Denmark (2,169) (*Table 1*). These four Member States represent 64% of total authorisations issued by the reporting Member States. Also Norway, Spain, Austria and Belgium granted more than 1,000 authorisations. This is in contrast to Malta (0) and Romania (9), which issued no or hardly any authorisations. Also Hungary, Slovenia, Cyprus, Estonia, Bulgaria and Slovakia issued a limited number of PDs U2 (less than 100 authorisations). The intra-

² Article 7 of Regulation (EC) No 883/2004 of the European Parliament and of the Council of 29 April 2004 on the coordination of social security systems. See also Article 48 of the Treaty on the Functioning of the European Union (TFEU).

³ See *Annex II*.

⁴ See also Article 55 of implementing 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.

⁵ The competent Member State will provide a so-called 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).

⁶ See *Annex I* for the PD U2 Questionnaire. More detailed information about the bilateral flows of incoming and outgoing jobseekers was not yet requested by the PD U2 Questionnaire collecting data for reference year 2017.

⁷ No figures were provided by Greece, Iceland and Liechtenstein.

EU mobility of jobseekers seems rather limited taking into consideration the above figures as well as the median value of 256 PDs U2. This conclusion will be confirmed when these numbers are compared to the total number of unemployed persons (*section 2.2*). Almost eight out of ten authorisations to export the unemployment benefits were granted by the competent institutions from the EU-15. In addition, competent institutions from the EFTA issued 16% of total number of forms and finally competent institutions from the EU-13 issued 4% of total number of forms.

The competent institutions may grant a maximum export period of six months. In most cases such a prolongation will be granted after the first period of export of three months. Only some 2% of the total number of forms were issued immediately for a period longer than three months. This policy was applied by six Member States, notably by the Czech Republic, Germany, Poland, Romania, Slovenia and Slovakia.⁸ Especially the Czech Republic (80%) granted a high number of authorisations for a period longer than three months already from the start of the export period.

The 28 reporting Member States received a total of 24,906 PDs U2.⁹ Poland (8,756) received the highest number of PDs U2, whereas Slovenia (25) received the fewest. Both France and Spain received more than 2,000 authorisations in 2017 and the UK and Portugal more than 1,000 authorisations. Germany received very few jobseekers with a PD U2 despite it having the lowest unemployment rate in the EU. Half of the number of authorisations were received by EU-13 Member States, of which Poland accounts for more than one out of three PDs U2 received.

Most unemployment benefits are exported from an EU-15 Member State and received by an EU-13 Member State (*Table 1*). Results are, however, strongly influenced by a limited number of Member States. For instance, Poland is an important outlier from the perspective of host Member States. Nonetheless, these results show that the level of the unemployment rates in competent and host Member States might be a weak explanatory variable for the intra-EU mobility of jobseekers with a PD U2. Both Germany and the Netherlands, which are the main issuing Member States, have one of the lowest unemployment rates in Europe (3.8% and 4.9% respectively (2016 figures)). Spain, which is one of the main host Member States, has one of the highest unemployment rates (17.2% in 2016). Moreover, it is not unlikely that a high number of jobseekers with a PD U2 are unemployment persons, other than frontier workers, who reside in a Member State other than the Member State of last activity. For instance, we know that a high number of persons who are insured in the Netherlands actually reside in Poland.¹⁰ It is not unlikely that a part of this group exports their benefit from the Netherlands to Poland if they become unemployed.

⁸ Finland issued one PD U2 immediately for a period longer than three months. However, this is probably an error as this is not possible under Finnish law.

⁹ 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 currently cover EL, LI and CH. Secondly, also 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 Regulation (EC) No 883/2004 states that the unemployed person has to register within seven days after (s)he ceased to be available to the employment services of the MS which (s)he left. Finally, not every unemployed person who received a PD U2 will eventually export his/her unemployment benefit. But, perhaps also other reasons might explain this discrepancy.

¹⁰ For instance, in 2016, the Netherlands issued 83,383 so-called 'S1 certificates' to persons of working age insured in the Netherlands and residing in Poland (See De Wispelaere, F. and Pacolet, J., 2018, *Cross-border healthcare. Reference year 2017*, Network Statistics FMSSFE). This was the main flow between countries in 2016. The S1 certificate is an entitlement to healthcare if the person does not live in the country where (s)he is insured.

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Table 1 Number of authorisations to export the unemployment benefit issued and received, 2017

| | 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 % |
| BE | 1,648 | 0 | 1,648 | 5.4% | 0% | 622 | 2.5% |
| BG | 75 | 0 | 75 | 0.2% | 0% | 365 | 1.5% |
| CZ | 41 | 166 | 207 | 0.7% | 80% | 264 | 1.1% |
| DK | 2,169 | 0 | 2,169 | 7.1% | 0% | 181 | 0.7% |
| DE | 6,107 | 375 | 6,482 | 21.3% | 6% | 812 | 3.3% |
| EE | 48 | 0 | 48 | 0.2% | 0% | 56 | 0.2% |
| IE | 897 | 0 | 897 | 3.0% | 0% | 266 | 1.1% |
| EL | | | | | | | |
| ES | 1,707 | 0 | 1,707 | 5.6% | 0% | 2,025 | 8.1% |
| FR | 2,700 | 0 | 2,700 | 8.9% | 0% | 2,220 | 8.9% |
| HR | 127 | 0 | 127 | 0.4% | 0% | 90 | 0.4% |
| IT | 450 | 0 | 450 | 1.5% | 0% | 188 | 0.8% |
| CY | 47 | 0 | 47 | 0.2% | 0% | 58 | 0.2% |
| LV | 276 | 0 | 276 | 0.9% | 0% | 194 | 0.8% |
| LT | 195 | 0 | 195 | 0.6% | 0% | 401 | 1.6% |
| LU | 219 | 0 | 219 | 0.7% | 0% | 129 | 0.5% |
| HU | 35 | 0 | 35 | 0.1% | 0% | 525 | 2.1% |
| MT | 0 | 0 | 0 | 0.0% | 0% | 94 | 0.4% |
| NL | 4,793 | 0 | 4,793 | 15.8% | 0% | 458 | 1.8% |
| AT | | 1,682* | 1,682 | 5.5% | | 855 | 3.4% |
| PL | 110 | 18 | 128 | 0.4% | 14% | 8,756 | 35.2% |
| PT | 648 | 0 | 648 | 2.1% | 0% | 1,436 | 5.8% |
| RO | 8 | 1 | 9 | 0.0% | 11% | 981 | 3.9% |
| SI | 32 | 5 | 37 | 0.1% | 14% | 25 | 0.1% |
| SK | 86 | 2 | 88 | 0.3% | 2% | 624 | 2.5% |
| FI | 267 | 1 | 268 | 0.9% | 0% | 93 | 0.4% |
| SE | 215 | 0 | 215 | 0.7% | 0% | 529 | 2.1% |
| UK | 256 | 0 | 256 | 0.8% | 0% | 1,563 | 6.3% |
| IS | | | | | | | |
| LI | | | | | | | |
| NO | 1,884 | 0 | 1,884 | 6.2% | 0% | 296 | 1.2% |
| CH | 3,108 | 0 | 3,108 | 10.2% | 0% | 800 | 3.2% |
| Total | 29,830 | 568 | 30,398 | 100.0% | 2% | 24,906 | 100.0% |
| EU-15 | 23,758 | 376 | 24,134 | 79.4% | | 11,377 | 45.7% |
| EU-13 | 1,080 | 192 | 1,272 | 4.2% | | 12,433 | 49.9% |
| EFTA | 4,992 | 0 | 4,992 | 16.4% | | 1,096 | 4.4% |

* AT: Not possible to make a distinction.

Source Administrative data PD U2 Questionnaire 2018

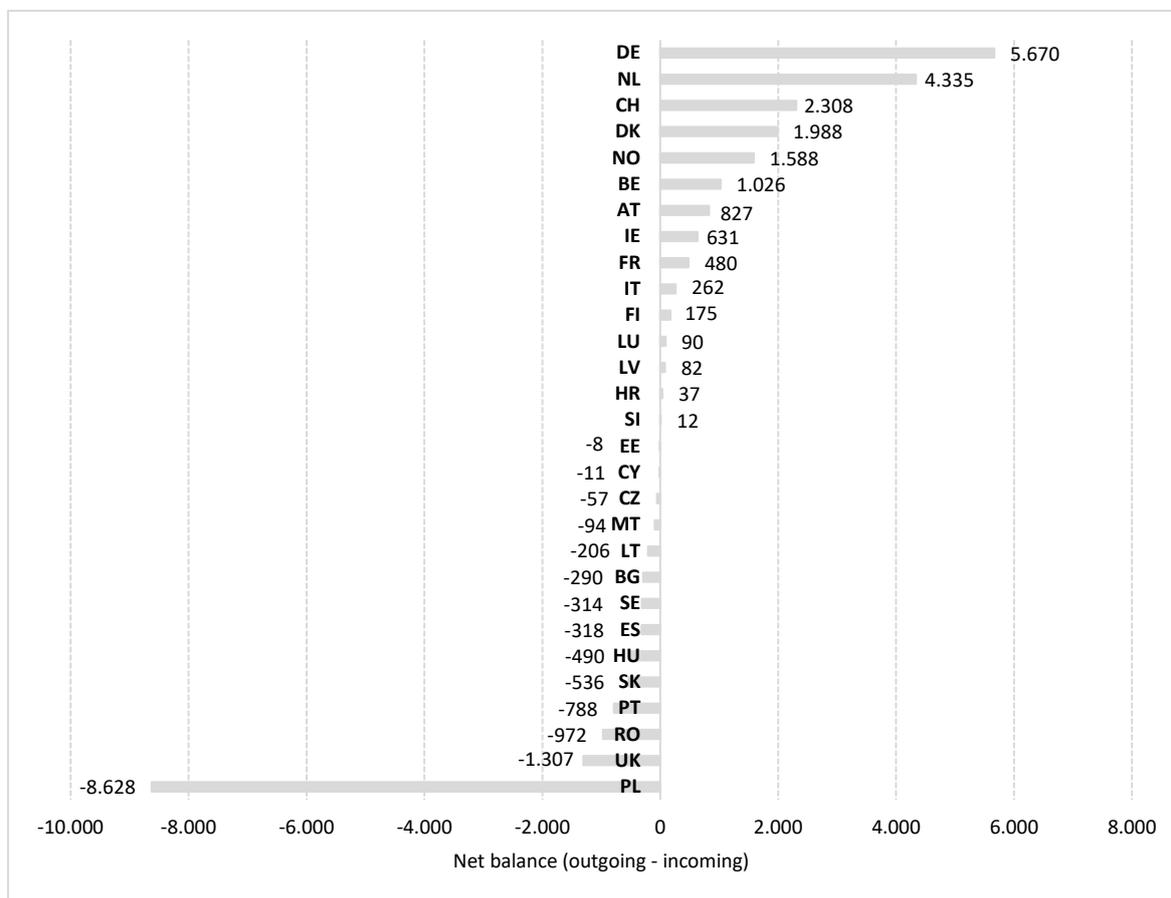
Figure 1 gives an overview of the net balance of PDs U2 per Member State by showing the number of outgoing jobseekers on the basis of a PD U2 minus the number of incoming jobseekers on the basis of a PD U2. Some half of the Member States¹¹ are 'net recipients', implying that more jobseekers are received than sent. The other Member States¹² are 'net senders'. Poland is the main 'net receiving Member State' for jobseekers with a PD U2. Both Germany and the Netherlands are the main 'net sending Member States' for jobseekers with a PD U2. The number of jobseekers with a PD U2 leaving the Netherlands is ten times higher than the number of jobseekers with

¹¹ PL, UK, RO, PT, SK, HU, ES, SE, BG, LT, MT, CZ, CY and EE.

¹² DE, NL, CH, NO, BE, AT, IE, FR, IT, FI, LU, LV, HR and SI.

a PD U2 coming to this Member State. An opposite view we get for Romania and Poland. Notably, the number of jobseekers with a PD U2 coming to Romania is 109 times higher than the number of jobseekers with a PD U2 leaving the Member State.

Figure 1 Net balance between unemployed jobseekers sent on the basis of a PD U2 and unemployed jobseekers received on the basis of a PD U2, 2017



* No data available for Greece, Iceland and Liechtenstein.

Source Administrative data PD U2 Questionnaire 2018

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

On average 0.2% (2 out of 1,000) of unemployed persons moved abroad on the basis of a PD U2 in order to seek work there.¹³ This figure confirms the conclusion that intra-EU mobility of jobseekers with a PD U2 is limited in size. Only 1 to 2% of the jobseekers in Switzerland, Norway, Denmark, Luxembourg and the Netherlands asked for an authorisation to seek work in another Member State. Germany, which was the main issuing Member State in 2017, shows an 'export rate' of 0.4%. On average 0.16% of the persons receiving an unemployment benefit from an EU-15 Member State exported this benefit to another Member State, opposed to only 0.05% of the unemployed persons in the EU-13.

From the perspective of the host Member States, the number of incoming jobseekers with a PD U2 amounted to 0.47% of the unemployed persons in the EU-13. This rate

¹³ 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. No data on the number of persons receiving an unemployment benefit are, however, available at EU level.

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is much higher compared to the EU-15 (rate of only 0.08% of the unemployed persons in the EU-15). The export of unemployment benefits leads to a shift of the number of persons looking for employment from the competent Member State towards the host Member State. The export of unemployment benefits nonetheless has a limited impact on the receiving Member States. For instance, 1% of the unemployed persons in Poland, which is the main receiving Member State in absolute terms, are unemployed persons with the authorisation to import their unemployment benefit. Poland, together with Malta, is also in relative terms the main receiving Member State.

Table 2 The percentage of unemployed persons with a PD U2 compared to the average number of unemployed persons, 2017

| | 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)) |
| BE | 354 | 1,648 | 0.47% | 622 | 0.18% |
| BG | 207 | 75 | 0.04% | 365 | 0.18% |
| CZ | 155 | 207 | 0.13% | 264 | 0.17% |
| DK | 172 | 2,169 | 1.26% | 181 | 0.11% |
| DE | 1,621 | 6,482 | 0.40% | 812 | 0.05% |
| EE | 40 | 48 | 0.12% | 56 | 0.14% |
| IE | 158 | 897 | 0.57% | 266 | 0.17% |
| EL | | | | | |
| ES | 3,917 | 1,707 | 0.04% | 2,025 | 0.05% |
| FR | 2,788 | 2,700 | 0.10% | 2,220 | |
| HR | 203 | 127 | 0.06% | 90 | 0.04% |
| IT | 2,907 | 450 | 0.02% | 188 | 0.01% |
| CY | 47 | 47 | 0.10% | 58 | 0.12% |
| LV | 85 | 276 | 0.32% | 194 | 0.23% |
| LT | 103 | 195 | 0.19% | 401 | 0.39% |
| LU | 16 | 219 | 1.37% | 129 | 0.80% |
| HU | 192 | 35 | 0.02% | 525 | 0.27% |
| MT | 8 | 0 | 0.00% | 94 | 1.16% |
| NL | 438 | 4,793 | 1.09% | 458 | 0.10% |
| AT | 248 | 1,682 | 0.68% | 855 | 0.34% |
| PL | 844 | 128 | 0.02% | 8,756 | 1.03% |
| PT | 465 | 648 | 0.14% | 1,436 | 0.31% |
| RO | 449 | 9 | 0.00% | 981 | 0.22% |
| SI | 67 | 37 | 0.06% | 25 | 0.04% |
| SK | 224 | 88 | 0.04% | 624 | 0.28% |
| FI | 234 | 268 | 0.11% | 93 | 0.04% |
| SE | 358 | 215 | 0.06% | 529 | 0.15% |
| UK | 1,448 | 256 | 0.02% | 1,563 | 0.11% |
| IS | | | | | |
| LI | | | | | |
| NO | 116 | 1,884 | 1.62% | 296 | 0.25% |
| CH | 147 | 3,108 | 2.11% | 800 | 0.54% |
| Total | 18,011 | 30,398 | 0.17% | 24,906 | 0.14% |
| EU-15 | 15,124 | 24,134 | 0.16% | 11,377 | 0.08% |
| EU-13 | 2,624 | 1,272 | 0.05% | 12,433 | 0.47% |
| EFTA | 263 | 4,992 | 1.90% | 1,096 | 0.42% |

Source Administrative data PD U2 Questionnaire 2018; Eurostat

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

The overall number of authorisations issued in 2017 shows a small increase compared to previous years. This increase is more pronounced from a receiving perspective (+3.3% compared to 2016) than from a sending perspective (+1.5% compared to 2016).

The number of authorisations granted by Germany has steadily increased in recent years. As a result, 2,400 more authorisations were issued by the German competent institutions in 2017 compared to 2014. The opposite is true for Spain, which experienced a constant decline. The Spanish competent institutions granted almost 2,400 less PDs U2 in 2017 compared to 2014.

Poland, which was already the main receiving Member State in previous years, received some 12% more PDs U2 in 2017 compared to 2016. Some 4,100 more incoming jobseekers with a PD U2 were registered by the Polish competent institutions in 2017 compared to 2014. This is in contrast to the number of PDs U2 received by the UK. The country shows a decline of some 2,000 incoming jobseekers with a PD U2 compared to 2014.

Table 3 Evolution of the number of PDs U2 issued and received, 2014-2017

| | Issued | | | | | Received | | | | |
|--------------|--------|--------|--------|--------|---------------------------|----------|--------|--------|--------|---------------------------|
| | 2014 | 2015 | 2016 | 2017 | % change previous year | 2014 | 2015 | 2016 | 2017 | % change previous year |
| BE | 1,517 | 1,535 | 1,543 | 1,648 | 6.8% | 908 | 624 | 667 | 622 | -6.7% |
| BG | 50 | 70 | 83 | 75 | -9.6% | 214 | 129 | 235 | 365 | 55.3% |
| CZ | 236 | 276 | 197 | 207 | 5.1% | 212 | 223 | 277 | 264 | -4.7% |
| DK | 1,403 | 1,569 | 2,023 | 2,169 | 7.2% | 190 | 230 | 195 | 181 | -7.2% |
| DE | 4,080 | 4,637 | 5,688 | 6,482 | 14.0% | 1,458 | 1,351 | 937 | 812 | -13.3% |
| EE | 70 | 57 | 58 | 48 | -17.2% | 64 | 60 | 68 | 56 | -17.6% |
| IE | 731 | 918 | 763 | 897 | 17.6% | 444 | 268 | 293 | 266 | -9.2% |
| EL | | | | | | | | | | |
| ES | 4,096 | 3,159 | 2,671 | 1,707 | -36.1% | 1,616 | 1,858 | 1,840 | 2,025 | 10.1% |
| FR | | | | 2,700 | | | | | 2,220 | |
| HR | 62 | 68 | 47 | 127 | 170.2% | 45 | 54 | 85 | 90 | 5.9% |
| IT | 1,421 | 477 | 440 | 450 | 2.3% | | 19 | 181 | 188 | 3.9% |
| CY | | 102 | 67 | 47 | -29.9% | | 56 | 71 | 58 | -18.3% |
| LV | 277 | 293 | 247 | 276 | 11.7% | 230 | 201 | 224 | 194 | -13.4% |
| LT | 97 | 128 | 162 | 195 | 20.4% | 298 | 360 | 423 | 401 | -5.2% |
| LU | 198 | 225 | 221 | 219 | -0.9% | 158 | 148 | 116 | 129 | 11.2% |
| HU | 191 | 76 | 29 | 35 | 20.7% | 277 | 212 | 405 | 525 | 29.6% |
| MT | 3 | 0 | 1 | 0 | -100.0% | 115 | 108 | 101 | 94 | -6.9% |
| NL | 3,099 | 5,049 | 4,462 | 4,793 | 7.4% | 519 | 457 | 475 | 458 | -3.6% |
| AT | | 2,013 | 1,833 | 1,682 | -8.2% | | 823 | 809 | 855 | 5.7% |
| PL | 309 | 262 | 206 | 128 | -37.9% | 4,651 | 7,346 | 7,788 | 8,756 | 12.4% |
| PT | 2,409 | 1,744 | 1,183 | 648 | -45.2% | 582 | 677 | 1,080 | 1,436 | 33.0% |
| RO | 25 | 24 | 29 | 9 | -69.0% | 381 | 553 | 758 | 981 | 29.4% |
| SI | 106 | 60 | 35 | 37 | 5.7% | 23 | 27 | 23 | 25 | 8.7% |
| SK | 89 | 87 | 75 | 88 | 17.3% | 494 | 616 | 641 | 624 | -2.7% |
| FI | 316 | 97 | 289 | 268 | -7.3% | 98 | 95 | 86 | 93 | 8.1% |
| SE | 264 | 229 | 189 | 215 | 13.8% | 644 | 647 | 577 | 529 | -8.3% |
| UK | 273 | 225 | 301 | 256 | -15.0% | 3,594 | 3,022 | 2,489 | 1,563 | -37.2% |
| IS | 495 | 549 | 417 | | | 102 | 84 | 82 | | |
| LI | | | | | | | | | | |
| NO | 1,084 | 1,544 | 1,830 | 1,884 | 3.0% | 434 | 396 | 220 | 296 | 34.5% |
| CH | 1,192 | 2,041 | 2,616 | 3,108 | 18.8% | 1,156 | 1,004 | 898 | 800 | -10.9% |
| Total | | 26,965 | 27,288 | 27,698 | 1.5% | | 21,564 | 21,962 | 22,686 | 3.3% |

* Total: Only selecting those countries which reported figures for 2015, 2016 and 2017.

Source Administrative data PD U2 Questionnaires 2015-2018

3. THE NUMBER OF PROLONGATIONS

The freedom of choice 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 results in 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 4* and *Table 5*). It appears that almost half of the Member States do not provide an extension. No changes were reported compared to previous years.

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

It is to be expected that Member States that issue a high number of authorisations are more restrictive to extend the period of export. However, this not necessarily seems to be the case. For instance, the German competent institutions may grant a prolongation if several conditions are fulfilled by the jobseeker. The time during which persons are entitled to an unemployment benefit might also influence the policy applied by Member States. This is well-illustrated by the pragmatic approach of the Czech Republic. In most cases the Czech competent institutions issue a PD U2 immediately for the remaining period of entitlement to an unemployment benefit (see *also Table 1*). Most jobseekers who leave the Czech Republic to look for a job in another Member State are entitled to an unemployment benefit for five months. Export can be realised after one month of registration,¹⁴ so there are four remaining months to export the benefit. As reported by the Czech competent institutions, to issue a PD U2 for three months and grant a prolongation for another month seems a useless administrative burden for both the competent institutions and the jobseekers.

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

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

¹⁴ See Article 64(1)(a) of the Basic Regulation. However, the competent institutions may authorise departure before the four weeks expire.

Table 4 An update of the policies applied by the Member States concerning the request for prolongation of the period of export (prolongation possible? Yes / No)

| | Prolongation | Applied criteria |
|-----------|---|---|
| BE | YES | * On an individual basis (circumstances that support prolongation) |
| BG | YES | * Restrictive interpretation: only if there is an increased possibility to find employment abroad. |
| CZ | Most unemployed persons are authorised to export their unemployment benefit for the complete entitlement period. Only in some cases a PD U2 is issued for 3 months with a possibility of prolongation. | |
| DK | NO | |
| DE | YES | * The unemployed person's reason to seek work abroad * Chance of integration * Taking into account the national labour demand |
| EE | YES | Taking into account: * the unemployed person's efforts to look for work abroad during the first three months; * the unemployed person's planned activities for the future job-seeking process; * the jobseeker's evaluation why and how the prolongation would help to find employment abroad; * the opinion of the mediation consultant. |
| IE | NO | A limited period of prolongation can be allowed in exceptional circumstances (such as the death of a family member). |
| EL | NO | |
| ES | YES | * It is required that the unemployed person provides information about his/her involvement in any selection procedure or current activity to attain a job. |
| FR | NO | |
| HR | NO | |
| IT | NO | |
| CY | NO | |
| LV | YES | * Compliance with all procedures |
| LT | YES | * Person should write an application and present evidence of his/her job search in the Member State |
| LU | YES | However, if a person leaves the country without any intention of returning, the prolongation is not granted. |
| HU | Because of the maximum length of the unemployment benefit (90 days) prolongation of the export is not possible. On the other hand, prolongation of the export in the event of an unemployment benefit prior to pension is possible. | |
| MT | If on the basis of the length of his/her insurance record a person is entitled to a benefit for 6 months, the prolongation is granted automatically. | |
| NL | NO | |
| AT | YES | The jobseeker has to return to Austria. Only in exceptional cases a request of prolongation is approved without return. Taking into account: * the job search during the first three months; * whether there is a need for additional education/training; * job availability on the national labour market. |
| PL | YES | * The competent institution will verify whether or not there is a job offer or any other labour market instrument addressed to the unemployed person in Poland. |
| PT | YES | * Verification of active job search by information request through applicable SED |
| RO | YES | * The sole condition is that the unemployed person complies with the control and checking rules. |
| SI | YES | * The assessment of the request for prolongation of the period of export is usually based on the information provided by the person's employment counsellor in another Member State. |
| SK | YES | * The justification of prolongation of the unemployment benefit export is assessed individually. Relevant for the assessment are reasons such as: following the partner, enrolment in some educational training, requalification, language education etc. |
| FI | NO | |
| SE | NO | |
| UK | NO | |
| IS | NO | |
| NO | NO | |
| LI | | |
| CH | NO | |

Source PD U2 Questionnaires 2015-2018

Some 3,200 prolongations were granted in 2017 representing 11.5% of the total number of PDs U2 issued (*Table 5*). This percentage would even be higher when deducting the number of jobseekers who found employment during the first three months from the number of PDs U2 issued for up to three months (*see second to last column in Table 5*). Furthermore, it should be noted that 2% of the PDs U2 were already issued for more than three months (*see Table 1*). Especially the competent institutions in the Czech Republic, Germany, Estonia, Latvia, Luxembourg, Romania and Slovakia prolonged a high number of authorisations.

Available data suggest that almost all requests for a prolongation of the export period were approved by the reporting Member States which may grant a prolongation. This suggests that these Member States are rather flexible in applying a prolongation.

Table 5 The number of requested and granted prolongations of the period of export, 2017

| | Total number of PDs U2 or SEDs U008 issued (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) |
|--------------|--|---|---------------------------------|-------------------|---|------------------|
| BE | 1,648 | | 122 | 7.4% | | |
| BG | 75 | 5 | 5 | 6.7% | | 100.0% |
| CZ | 41 | 20 | 20 | 48.8% | | 100.0% |
| DK | 2,169 | 0 | 0 | 0.0% | | |
| DE | 6,107 | | 2,464 | 40.3% | 46.4% | |
| EE | 48 | 14 | 14 | 29.2% | 35.9% | 100.0% |
| IE | 897 | 13 | 0 | 0.0% | | 0.0% |
| EL | | | | | | |
| ES | 1,707 | 342 | 282 | 16.5% | 19.3% | 82.5% |
| FR | 2,700 | | 0 | 0.0% | | |
| HR | 127 | 0 | 0 | 0.0% | | |
| IT | 450 | 0 | 0 | 0.0% | | |
| CY | 47 | 1 | 0 | 0.0% | | 0.0% |
| LV | 276 | 121 | 105 | 38.0% | 58.7% | 86.8% |
| LT | 195 | 26 | 26 | 13.3% | 14.7% | 100.0% |
| LU | 219 | | 45 | 20.5% | 24.7% | |
| HU | 35 | | 0 | 0.0% | | |
| MT | 0 | 0 | 0 | | | |
| NL | 4,793 | 10 | 0 | 0.0% | | 0.0% |
| AT | | | | | | |
| PL | 110 | 7 | 7 | 6.4% | 6.8% | 100.0% |
| PT | 648 | 81 | 81 | 12.5% | | 100.0% |
| RO | 8 | 4 | 4 | 50.0% | 66.7% | 100.0% |
| SI | 32 | 5 | 4 | 12.5% | | 80.0% |
| SK | 86 | 20 | 20 | 23.3% | 36.4% | 100.0% |
| FI | 267 | 0 | 0 | 0.0% | | |
| SE | 215 | 1 | 0 | 0.0% | | 0.0% |
| UK | 256 | | 0 | 0.0% | | |
| IS | | | | | | |
| LI | | | | | | |
| NO | 1,884 | 0 | 0 | 0.0% | | |
| CH | 3,108 | | 0 | 0.0% | | |
| Total | 27,857 | | 3,199 | 11.5% | | |

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

Source Administrative data PD U2 Questionnaire 2018

4. THE SUCCESS RATE AND IMPACT OF PROLONGATION

The total success rate (= *the percentage of unemployed persons exporting their unemployment benefit who found work abroad*) is calculated by dividing the number of persons who found work in another Member State during the export period by the total number of PDs U2 issued.¹⁵ Moreover, also the success rate during the first three months of the export period and the success rate during the prolongation period could be calculated.¹⁶

Approximately one out of ten unemployed persons with a PD U2 found work abroad (*Tables 6 and 7*). However, the success rate during the export period strongly varies among Member States. About three out of ten jobseekers with an authorisation from the Czech Republic, Latvia, Slovakia and Finland found work in another Member State. Furthermore, especially unemployed persons who moved to the Czech Republic, Cyprus, Luxembourg, Malta and Switzerland found work there.

The median value amounts to some 15%, which is higher than the mean value. This is because some of the main competent Member States (especially the Netherlands) and host Member States (Poland and Romania) show low success rates. Only 0.6% of the unemployed persons who received a PD U2 from the Netherlands found work abroad. Moreover, only 256 of the 8,756 jobseekers with a PD U2 (2.9%) received by Poland found a job in this Member State. Also Romania shows a very low success rate of 1.7%. Most of the outgoing jobseekers from the Netherlands and the incoming jobseekers in Poland and Romania are probably 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 their Member State of residence.

In order to assess the impact of the prolongation period, a distinction should be made between the success rate during the first three months of the export period and the success rate during the prolonged export period. For eight issuing Member States which are granting a prolongation it was possible to calculate the success rate for both periods (*Table 6*). The success rate during the first three months amounted to 10.1%, the success rate during the prolonged period amounted to 8.8% and the total success rate amounted to 12.9% (or an increase of almost three percentage points). 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. On the basis of *Table 6 (from the perspective of the competent Member State)* it seems that of the persons who found work some 1 out of 5 did this during the prolongation period. However, on the basis of *Table 7 (from the perspective of the host Member State)* this share decreases to 8%.

¹⁵ This not the best denominator as also persons who are still seeking work abroad in 2017 on the basis of a PD U2 issued in 2016 should be taken into account. However, we do not know how many of the PDs U2 issued in 2016 are still valid. Moreover, it is better to analyse only those persons who have finalised their export period and the outcome of this (found work, returned to the competent Member State, stayed in the Member State where seeking work).

¹⁶ The success rates during the export period could be compared to the chance of finding work (during the first three months or during the prolonged export period) on the labour market of the competent Member State or the chance of finding work (during the first three months or during the prolonged export period) by unemployed persons living in the Member State where they are seeking work. This comparison should give us an answer to the question whether or not the export leads to a higher chance of finding employment during the first three months or in the event of prolongation after six months. The thematic report of 2014 already discussed this question. Due to several methodological limitations, the results were tentative. For instance, we do not know if the unemployed persons exporting their unemployment benefit have characteristics similar to the 'native' unemployed persons. Therefore, more detailed information is required for a more thorough calculation and comparison.

Table 6 The number of unemployed persons with a PD U2 who found work, by sending Member State, 2017

| Sending MS | Total number of PDs U2 issued (A) | No of prolongations granted (B) | No of persons who found work in another MS during the export period (C) | of which: No of persons who found work in another MS during the prolonged export period (if applicable) (D) | of which: No of persons who found work during the first 3 months E=(C-D) | Success rate during the first 3 months (E/A) | Success rate during the prolonged export period (D/B) | Total success rate (C/A) | Share of persons who have found work in another MS during the prolonged export period (D/C) |
|---|-----------------------------------|---------------------------------|---|---|--|--|---|--------------------------|---|
| BE | 1,648 | 122 | | | | | | * | |
| BG | 75 | 5 | | | | | | | |
| CZ | 207 | 20 | 69 | | | | | 33.3% | |
| DK | 2,169 | 0 | 272** | 0 | 272 | 12.5% | | 12.5% | |
| DE | 6,482 | 2,464 | 799 | 199 | 600 | 9.3% | 8.1% | 12.3% | 24.9% |
| EE | 48 | 14 | 9 | 4 | 5 | 10.4% | 28.6% | 18.8% | 44.4% |
| IE | 897 | 0 | | | | | | | |
| EL | | | | | | | | | |
| ES | 1,707 | 282 | 245 | 37 | 208 | 12.2% | 13.1% | 14.4% | 15.1% |
| FR | 2,700 | 0 | | | | | | | |
| HR | 127 | 0 | 25 | | 25 | 19.7% | | 19.7% | |
| IT | 450 | 0 | | | | | | | |
| CY | 47 | 0 | 2 | | 2 | 4.3% | | 4.3% | |
| LV | 276 | 105 | 97 | | | | | 35.1% | |
| LT | 195 | 26 | 18 | 2 | 16 | 8.2% | 7.7% | 9.2% | 11.1% |
| LU | 219 | 45 | 37 | 7 | 30 | 13.7% | 15.6% | 16.9% | 18.9% |
| HU | 35 | | 10 | | | | | 28.6% | |
| MT | 0 | | | | | | | | |
| NL | 4,793 | 0 | 30 | | 30 | 0.6% | | 0.6% | |
| AT | 1,682 | | | | | | | | |
| PL | 128 | 7 | 7 | 0 | 7 | 5.5% | 0.0% | 5.5% | 0.0% |
| PT | 648 | 81 | | | | | | * | |
| RO | 9 | 4 | 2 | 0 | 2 | 22.2% | 0.0% | 22.2% | 0.0% |
| SI | 37 | 4 | | | | | | 0.0% | |
| SK | 88 | 20 | 31 | 4 | 27 | 30.7% | 20.0% | 35.2% | 12.9% |
| FI | 268 | 0 | 83 | | 83 | 31.0% | | 31.0% | |
| SE | 215 | 0 | | | | | | | |
| UK | 256 | 0 | | | | | | | |
| IS | | | | | | | | | |
| LI | | | | | | | | | |
| NO | 1884 | 0 | | | | | | | |
| CH | 3,108 | 0 | 161 | | 161 | 5.2% | | 5.2% | |
| Total selection*** | | | | | | | | 10.7% | |
| Only MSs granting prolongation**** | | | | | | 10.1% | 8.8% | 12.9% | 22% |

* PT and BE: The success rate was not reported because of the broad scope of the nominator (i.e. unemployment benefits no longer paid after the period of export).

** DK: However, 739 persons stopped the export period early without returning to Denmark (272 persons reported they found work and 467 persons did not report anything). Number of persons who did not report anything are not taken into account.

*** Total selection: those Member States which reported the number of persons who found work in another Member State during the export period.

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

Source Administrative data PD U2 Questionnaire 2018

Table 7 The number of unemployed persons with a PD U2 who found work, by receiving Member State, 2017

| 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 |
|---------------|--|--|---|--------------------------|--|
| BE | 622 | | | | |
| BG | 365 | 14 | | 3.8% | |
| CZ | 264 | 82 | 2 | 31.1% | 2.4% |
| DK | | | | | |
| DE | 812 | 184 | 21 | 22.7% | 11.4% |
| EE | 56 | 13 | | 23.2% | |
| IE | 266 | | | | |
| EL | | | | | |
| ES | 2,025 | 340 | 19 | 16.8% | 5.6% |
| FR | 2,220 | | | | |
| HR | 90 | 8 | 0 | 8.9% | 0.0% |
| IT | 188 | | | | |
| CY | 58 | 21 | 2 | 36.2% | 9.5% |
| LV | 194 | | | | |
| LT | 401 | 10 | | 2.5% | |
| LU | 129 | 43 | 7 | 33.3% | 16.3% |
| HU | 525 | 49 | 24 | 9.3% | 49.0% |
| MT | 94 | 44 | 7 | 46.8% | 15.9% |
| NL | 458 | 116 | | 25.3% | |
| AT | 855 | | | | |
| PL | 8,756 | 256 | 6 | 2.9% | 2.3% |
| PT | 1436 | 151 | 3 | 10.5% | 2.0% |
| RO | 981 | 17 | 2 | 1.7% | 11.8% |
| SI | 25 | 4 | 0 | 16.0% | 0.0% |
| SK | 624 | 89 | 11 | 14.3% | 12.4% |
| FI | 93 | 12 | 5 | 12.9% | 41.7% |
| SE | 529 | 67 | 5 | 12.7% | 7.5% |
| UK | 1,563 | | | | |
| IS | | | | | |
| LI | | | | | |
| NO | 296 | | | | |
| CH | 800 | 320 | | 40.0% | |
| Total* | | | | 9.9% | 8.3% |

* Total: those Member States which reported the number of persons who found work in their Member State during the export period.

Source Administrative data PD U2 Questionnaire 2018

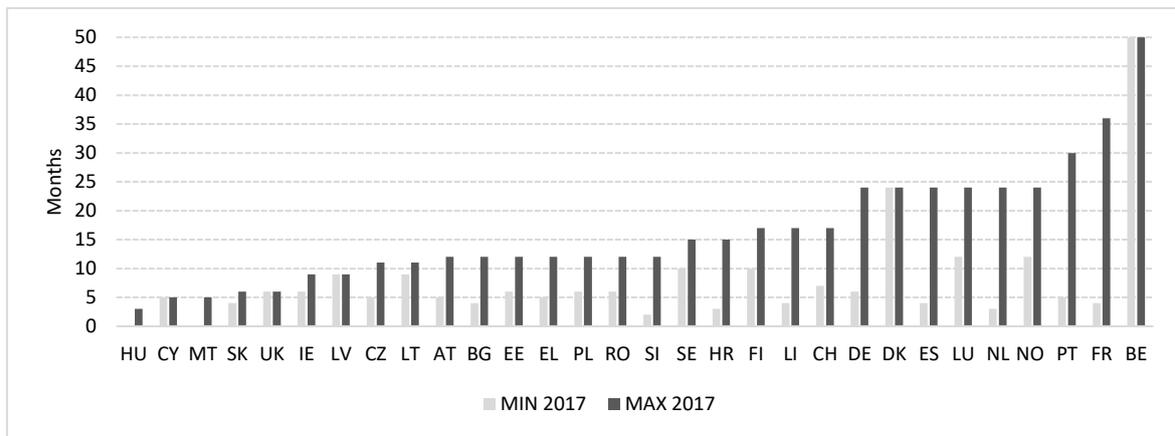
5. AVERAGE PERIOD OF EXPORT

The unemployed person has to 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. This condition together with the time during which persons are entitled to an unemployment benefit might have an impact on the average period of export. Notably, if Member States with a short duration apply the four-week rule, the period of export might be very short to find a job in the chosen Member State.

The average time that persons are entitled to an unemployment benefit strongly differs among Member States (*Figure 2*). The number of months during which the unemployment benefit is paid out was the longest in Belgium (with no upper limit) and

the shortest in Hungary. In Hungary, for instance, unemployment benefits are granted for 90 days at most. This means that, if export is allowed from the fifth week onwards, workers might have the possibility to export the benefit less than three months. Also in Hungary, Slovenia, Croatia and the Netherlands the minimum duration persons are entitled to an unemployment benefit is lower or equal to the export period of three months. Moreover, the time during which persons are entitled to a benefit depends in many Member States 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.¹⁷

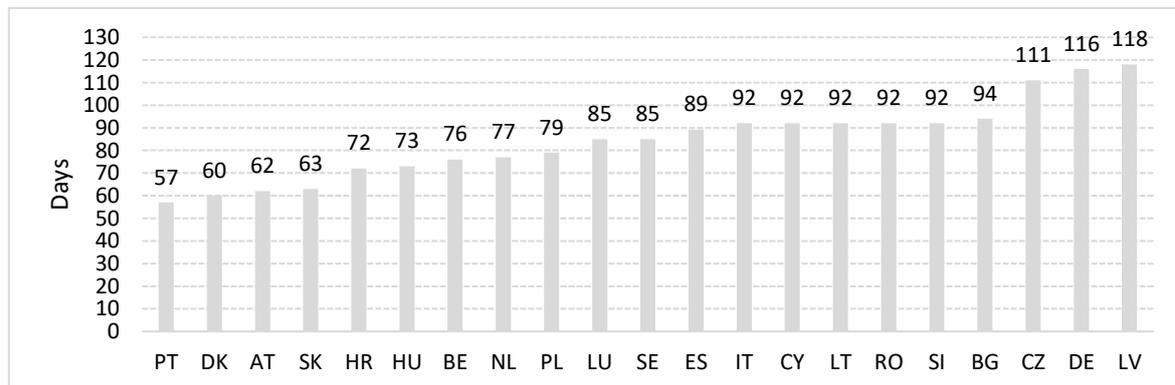
Figure 2 Minimum and maximum time during which persons are entitled to an unemployment benefit, 2017



Source Own elaboration on data from MISSOC

The average length of the export period for jobseekers from Germany and Latvia is twice the length of the export period for jobseekers from Portugal (*Figure 3*). The policies applied for granting a prolongation is likely to be a more important explanatory variable of the average period of export than the average time during which persons are entitled to an unemployment benefit. All three Member States with an export period of more than 100 days may extend the period of three months up to a maximum of six months.

Figure 3 Average period of export, in days, 2017



* No data available for EE, IE, EL, FR, MT, UK, IS, LI, NO and CH. Most of these countries do not extend the period of export.

Source Administrative data PD U2 Questionnaire 2018

¹⁷ 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."

6. RETURN TO THE COMPETENT MEMBER STATE

The unemployed person must return to the competent Member State before the period during which the unemployment benefit is retained expires unless the provisions of the competent Member State are more favourable. If the person concerned does not return in time, (s)he will lose all entitlement to benefits of the competent Member State. Figures show, however, that only one out of ten persons return to the competent Member State (*Table 8*). 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 8*). These figures suggest that a high number of unemployed persons stay abroad even if they are no longer entitled to an unemployment benefit from the competent Member State.

Table 8 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, 2017

| | 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 6) |
|----------------|--|--|--|--|
| BE | 1,648 | 193 | 11.7% | |
| BG | | | | |
| CZ | | | | |
| DK | 2,169 | 696 | 32.1% | 12.5% |
| DE | 6,482 | 70 | 1.1% | 12.3% |
| EE | 48 | 8 | 16.7% | 18.8% |
| IE | | | | |
| EL | | | | |
| ES | 1,707 | 140 | 8.2% | 14.4% |
| FR | | | | |
| HR | 127 | 3 | 2.4% | 19.7% |
| IT | | | | |
| CY | 47 | 4 | 8.5% | 4.3% |
| LV | 276 | 63 | 22.8% | 35.1% |
| LT | 195 | 4 | 2.1% | 9.2% |
| LU | 219 | 49 | 22.4% | 16.9% |
| HU | 35 | 4 | 11.4% | 28.6% |
| MT | 0 | 0 | | |
| NL | | | | 0.6% |
| AT | | | | |
| PL | 128 | 103 | 80.5% | 5.5% |
| PT | 648 | 140 | 21.6% | 0.0% |
| RO | 9 | 0 | 0.0% | 22.2% |
| SI | 37 | 1 | | 0.0% |
| SK | 88 | 7 | 8.0% | 35.2% |
| FI | 268 | 10 | 3.7% | 31.0% |
| SE | 215 | 59 | 27.4% | |
| UK | | | | |
| IS | | | | |
| LI | | | | |
| NO | | | | |
| CH | 3,108 | 80 | 2.6% | 5.2% |
| Total * | 17,454 | 1,634 | 9.4% | 10.7% |

* Total: those Member States which reported the number of persons who returned.

Source Administrative data PD U2 Questionnaire 2018

7. PRACTICAL IMPLEMENTATION OF THE RULES

Figure 4 provides an overview of the current flow of documents between the citizen 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, PD U2 grants the unemployed person an authorisation to export his or her unemployment benefit to another Member State in order 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 has to inform the competent institution about the registration by means of a Structured Electronic Document (SED)¹⁸ 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')¹⁹ 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 has to 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

¹⁸ All communication between national institutions on cross-border social security takes place by using structured electronic documents.

¹⁹ However, only the body of the SED U008 provides information on the entitlement.

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 by means of an SED U013 '*Monthly Follow-up*' that the unemployed person still complies with the procedures. 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*'.

The unemployed person has to fulfil several conditions before leaving and on arrival in order to receive the unemployment benefit in another Member State. Some Member States report that these conditions are not always fulfilled. Latvia reports that persons are not always properly informed by their competent Member State on the export of unemployment benefits. As a result, unemployed persons sometimes leave the Member State without requesting a PD U2. This was confirmed by Cyprus, Hungary and Slovakia. Furthermore, the Czech Republic and Estonia report that jobseekers with a PD U2 sometimes have problems with registration in the host Member States. Moreover, Spain reports that the registration of the jobseeker with a PD U2 within seven days in the host Member is a very short period. These cases suggest that unemployed persons are not always sufficiently aware of their rights and duties and highlight the importance of raising awareness. If unemployed persons are not aware of these rights/duties, they might also fail to assert/fulfil them when they move to another Member State without a PD U2. Moreover, there is the risk that even competent institutions do not know this right to export 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, SK, SE and NO);
- delays in or not receiving a monthly follow-up (SED U0013) (reported by BG, CZ, EE, HR);
- delays in reporting circumstances which could affect the entitlement (SED U010) (reported by ES and SE);
- no reply to the question whether a person has been granted a PD U2 (SED U007) (reported by SE).

8. AWARENESS-RAISING POLICIES

A possible tool to increase the mobility of unemployed persons is the launch of information campaigns or events to raise awareness about the EU provisions on the export of unemployment benefits. Moreover, it is important that unemployed persons who want to seek work abroad are aware of their rights and duties. However, based on the input received from the Member States we tend to conclude that efforts to increase awareness of and knowledge about the export of unemployment benefits are still limited. The competent institutions and the public employment services inform jobseekers mainly via their website or by organising or participating in seminars and information sessions. Another channel which is used to inform unemployed persons about their right to export their unemployment benefits is EURES (via advisors, job fairs, the website).

ANNEX I PD U2 QUESTIONNAIRE

1. Reporting state:
2. Reporting institution (*please provide full contact details*):
3. Export of unemployment benefits **from your Member State** in accordance with Article 64 of Regulation (EC) No 883/2004 (*please complete the table below*):

Reference period ⁽²⁰⁾:

| | No of PD U2 or SED U008 issued ⁽²¹⁾ | | Export prolongations | | Reintegration in the labour market ⁽²²⁾ | | Return to competent MS | Length of export period |
|----------------------------------|--|---|---|-----------------------------|--|---|---|---|
| | No of PD U2 or SED U0008 issued for up to 3 months | No of PD U2 of SED U008 issued for more than three months ⁽²³⁾ | 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 ⁽³⁾ | of which: No of persons who found work in another MS during the prolonged export period (if applicable) ⁽³⁾ | 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 |
| T o t a l | 0 | 0 | 0 | 0 | 0 | 0 | 0 | |

Additional comments:

(data sources, data limitations etc.)

4. Export of unemployment benefits **to your Member State** in accordance with Article 64 of Regulation (EC) No 883/2004 (*please complete the table below*):

Reference period:

| | Registrations | Reintegration in the labour market ⁽³⁾ | |
|----------------------------------|---|---|--|
| | No of persons who registered as a jobseeker on the basis of PD U2 or on the basis of SED U008 ⁽²⁴⁾ | No of persons who found work in your MS during the export period ⁽³⁾ | of which: No of persons who found work in your MS during the prolonged export period (if applicable) ⁽³⁾ |
| T o t a l | 0 | 0 | 0 |

Additional comments:

(data sources, data limitations etc.)

²⁰ Please provide data concerning documents or decisions issued within the reference period.

²¹ Please count only one document per individual case. If you issue both PD U2 and SED U008 in an individual case, count only one of these documents per case. Do not count documents that have been revised or corrected.

²² Please answer this question whenever possible.

²³ 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).

²⁴ If both PD U2 or SED U008 were issued in an individual case, please count only one of these documents per case.

5. 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.)?
6. 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.
7. 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?
8. What is your Member State's experience of the practical implementation of the rules on export of unemployment benefits?
9. Have you any reports on cases of inappropriate use of a Portable Document U2 in relation to your Member State? If possible, please provide quantitative or anecdotal evidence, or refer to national court cases.
10. What are the national procedures in your Member State for dealing with complaints of unemployed persons concerning the export of unemployment benefits²⁵?

²⁵ 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 II 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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